

Report of the

**FAO WORKSHOP ON INTERNATIONAL GUIDELINES FOR SECURING
SUSTAINABLE SMALL-SCALE FISHERIES**

Rome, 7–10 February 2012



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PREPARATION OF THIS DOCUMENT

This document provides a summary of the presentations, discussions, conclusions and recommendations of the workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries, held on 7–10 February 2012. Participants did not formally adopt this report.

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ABSTRACT

In June 2011, the twenty-ninth Session of the FAO Committee on Fisheries (COFI) recommended the development of international guidelines for small-scale fisheries (“SSF Guidelines”). As part of its strategic development process, the FAO Secretariat is engaging in an extensive consultative process with governments, regional organizations, civil society organizations, and small-scale fishers, fish workers and their communities. In this context, a consultative workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries was convened in Rome, Italy, on 7–10 February 2012. The workshop brought together about 30 experts from government, regional organizations, civil society and academia to further discuss the structure, overall considerations and thematic coverage of the Guidelines and to consolidate ideas put forth in the regional and national consultations. Advice was given concerning next steps and additional activities in the guidelines development process.

The workshop confirmed the importance of small-scale fisheries as a contributor to poverty alleviation, food and nutrition security, and economic development. The SSF Guidelines should complement the Code of Conduct for Responsible Fisheries (CCRF) and draw on its principles and approaches and the discussions confirmed that the guiding principles of the SSF Guidelines should include good governance and human rights. Additional principles, approaches and frameworks to be referred to include equity, economic viability, ecosystem based, holistic and integrated approaches. Participants encouraged continued and strengthened collaboration and partnerships, both with regard to the development of the SSF Guidelines as well as for their implementation.

The workshop noted the need to build bridges between different stakeholder visions – within the fisheries sector as well as outside – to ensure coherence. A new vision on how to ensure access for small-scale fisheries communities and giving them resource stewardship responsibilities may be needed, reflecting the need for combining livelihood security and environmental sustainability as one cannot be achieved without the other. Participants stressed that the small-scale fisheries sector should not be portrayed as one in need of aid and as being development dependent, but as a real contributor to socio-economic development and livelihood security.

The SSF Guidelines should be a set of ideals to empower the sector and it will be important to create awareness of the potential of small-scale fisheries – if supported and not marginalized – and to build political will at all levels. The workshop agreed that the SSF Guidelines can become a powerful tool in achieving sustainable governance and development of the sector. Support to their implementation will be important, requiring concerted efforts and organizational development and strengthening of capacities at all levels.

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ABBREVIATIONS AND ACRONYMS

ADG	Assistant Director-General
ASEAN	Association of Southeast Asian Nations
CC(A)	climate change (adaptation)
CCRF	Code of Conduct for Responsible Fisheries
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFi	Community fisheries (Cambodia)
EU CFP	European Union Common fisheries policy
CFS	Committee on World Food Security
COFI	Committee on Fisheries (FAO)
CSO	Civil Society Organization
DRM	disaster risk management
EAF	ecosystem approach to fisheries
EU	European Union
EU CFP	European Union Common fisheries policy
ICSF	International Collective in Support of Fishworkers
ICT	information and communication technology
ICT4D	information and communication technology for development
ICZM	integrated coastal zone management
IFAD	International Fund for Agriculture Development
IGO	intergovernmental organization
ILO	International Labour Organization
IPC	International Planning Committee for Food Sovereignty
ISDR	International Strategy for Disaster Reduction
ITQ	individual transferable quotas
IUU fishing	illegal, unreported and unregulated fishing
IWRM	integrated water resource management
MCS	monitoring, control and surveillance
MDGs	Millennium Development Goals
MPA	marine protected area
NEPAD	New Partnership for Africa's Development
NFFP	NEPAD-FAO Fish Programme
NGO	non-governmental organization
NORAD	Norwegian Agency for Development Cooperation
OHCHR	Office of the High Commissioner for Human Rights
OSPESCA	Organización del Sector Pesquero y Acuícola del Istmo Centroamericano (Central American Organization of the Fisheries and Aquaculture Sector)
PRSP	Poverty Reduction Strategy papers
RESEX	extractive reserves (Brazil)
REC	Regional Economic Community
RFB	regional fishery bodies
SFLP	Sustainable Fisheries Livelihoods Programme
Sida	Swedish International Development Cooperation Agency
SPC	Secretariat of the Pacific Community
SSF	small-scale fisheries
SSNC	Swedish Society for Nature Conservation
SWAP	sector wide approach
TURF	territorial use rights in fisheries
UNCLOS	United Nations Convention on the Law of the Sea
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
WFF	World Forum of Fish Harvesters and Fishworkers
WFFP	World Forum of Fisher Peoples
WSSD	World Summit on Sustainable Development

EXECUTIVE SUMMARY

The Workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries took place in FAO, Rome, Italy, on 7–10 February 2012. It was attended by 29 external participants from governments, regional organizations, civil society organizations and academia as well as more than 20 FAO staff members. The overall purpose of the workshop was to contribute to a first preliminary draft of the Guidelines for Securing Sustainable Small-Scale Fisheries (“SSF Guidelines”) – taking into consideration the outcomes of the consultation process so far – and to provide recommendations for the next steps in the development of the SSF Guidelines.

The workshop was organized around plenary presentations (in particular on the outcomes of stakeholder consultations that have taken place in 2011 and 2012) and discussions, and working group sessions. A total of 12 working groups discussed overall considerations and the proposed thematic areas of the SSF Guidelines. The topics discussed included:

- title, structure, scope and target audience;
- characterization of small-scale fisheries;
- key guiding principles and thematic areas;
- resource governance, access regimes and enforcement (access and governance principles, responsibilities and enforcement mechanisms) + subgroup on safety-at-sea;
- social and economic development (holistic perspective on poverty and related vulnerabilities, income security and alternative livelihoods);
- disaster risks and climate change;
- postharvest employment and value chains;
- social and gender equity (social and economic equality and equity, gender, child labour, integration of migrants);
- policy coherence, institutional coordination and collaboration;
- research and information needs, sources and exchange;
- capacity development; and
- implementation support and monitoring.

The workshop was also forward looking and provided recommendations for possible considerations and actions needed to promote and support the implementation of the SSF Guidelines. Furthermore, the workshop offered advice to the FAO Secretariat with regard to the road map and next steps in the SSF Guidelines development process and what additional actions may be required to ensure that a negotiated document can be presented to COFI in 2014 for approval.

The importance of securing broad support for the Guidelines in both developing and developed countries and to collaborate with a variety of different partners was noted. The SSF Guidelines will only become useful and make a difference if they are implemented. For this reason, the workshop agreed that implementation strategies should already be discussed at an early stage and the pro-active development of a framework programme to support implementation in developing countries was proposed.

The next steps in the SSF Guidelines development process include the preparation, by the FAO Secretariat, of a Zero Draft of the SSF Guidelines. This document will provide a basis for continued consultations leading to draft SSF Guidelines that will be submitted to the formal negotiation process scheduled for the second quarter of 2013. The intention is to present a negotiated final draft document for approval to the thirty-first Session of COFI to be held in July 2014.

INTRODUCTION

Taking account of the increased recognition of the important role played by small-scale fisheries – particularly for developing countries in the context of food security and poverty alleviation – the twenty-ninth Session of the FAO Committee on Fisheries (COFI) in 2011 recommended that an international instrument for securing sustainable small-scale fisheries be developed. This instrument should complement the Code of Conduct for Responsible Fisheries (CCRF) and take the form of guidelines that draw on existing relevant international instruments. These guidelines (“SSF Guidelines”) should address both inland and marine small-scale fisheries and focus on the needs of developing countries.

A considerable number of activities – including several global and regional conferences and workshops organized by FAO and partner organizations– have taken place during recent years and furthered the small-scale fisheries agenda.¹ The current SSF Guidelines development process builds on this accumulated knowledge and experience. Stakeholder involvement continues to be a fundamental consideration. The Workshop on International Guidelines for Securing Sustainable Small-scale Fisheries was organized by the FAO Secretariat on 7–10 February 2012 in FAO headquarters in Rome in order to take stock of the consultation process so far, discuss key considerations, principles and Guidelines contents, and to provide recommendations for a preliminary draft of the instrument (a *Zero Draft* of the SSF Guidelines), which will provide the basis for continued consultations. The workshop also provided advice on next steps and additional activities in the SSF Guidelines development process. The intention is to finalise a negotiated text of the SSF Guidelines for approval by the thirty-first Session of COFI in July 2014 (see also the chapter on *WAY FORWARD* below).

This report summarizes the workshop results and intends to provide a useful reference document that will feed into the process of preparing “Zero Draft”) of the small-scale fisheries (SSF) Guidelines, together with the results from the national and regional consultations. It focuses on proposals and findings of the workshop that are not yet covered in the FAO *Discussion document: Towards voluntary guidelines on securing sustainable small-scale fisheries*, prepared in July 2011.²

It should be noted that the workshop did not adopt a report or provide unanimously agreed recommendations. On several topics, the workshop provided alternative proposals and it was stated that it would be the task of the FAO Secretariat to decide which approach to adopt in the preparation of the Zero Draft of the SSF Guidelines.

WORKSHOP ARRANGEMENTS

Venue and participation

The workshop took place in FAO, Rome, Italy, on 7–10 February 2012. It was attended by 29 external participants as well as more than 20 FAO staff, in particular from the Fisheries and Aquaculture Department but also from the FAO Legal Office. The external participants represented a wide spectrum of small-scale fisheries stakeholders, including civil society organizations (CSOs), governments, regional organizations and fisheries bodies, and academia. FAO staff participated both in their technical roles but also as working group facilitators and rapporteurs of the working groups. The list of participants can be found in appendix 1.

¹See for example <http://sites.google.com/site/smallscalefisheries/> and www.fao.org/fishery/ssf/meetings/selected-events/en

² Available at www.fao.org/fishery/ssf/guidelines/en (also in French, Spanish and Arabic).

Opening session

The workshop was opened by the Assistant Director-General (ADG) of the FAO Fisheries and Aquaculture Department, Mr Árni Mathiesen. He gave a warm welcome to all participants, expressing his appreciation of their expertise and willingness to take part in the workshop and in the SSF Guidelines development process and underlined the importance of small-scale fisheries as contributor to food security and poverty alleviation. He stressed that small-scale fisheries are a priority for the FAO Fisheries and Aquaculture Department and that FAO has a vision to see the contribution of small-scale fisheries 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 contribute to ending poverty and food insecurity. The Guidelines are a prominent step in attaining these aspirations and are expected to provide valuable guidance based on the wealth of knowledge on SSF accumulated so far (see also appendix 2).

Mr Rolf Willmann, Senior Fishery Planning Officer, FAO, joined Mr Mathiesen in welcoming the workshop participants. He recalled the early beginnings and the major milestones of the discussions eventually leading to the COFI recommendation in 2011 to develop an international instrument on small-scale fisheries as a complement to the Code of Conduct for Responsible Fisheries.

He then outlined the purpose and expected outputs of the workshop, i.e.:

- Recommendations with regard to the title, structure, scope and target audience of the Guidelines, including chapter headings (corresponding to key thematic areas) and specific requirements concerning language and style.
- Proposals for contents, including draft text elements for key sections/thematic areas and recommendations with regard to how the definition or characterization of small-scale fisheries should be addressed and what the key guiding principles should be.
- Recommendations with regard to the next steps in the Guidelines development process (e.g. concerning the continued consultations, the report to be given to COFI 2012, the intergovernmental Technical Consultation scheduled for 2013, and the eventual submission of a negotiated SSF document to COFI in 2014).

After a round of self-introduction by all workshop participants, Mr Willmann suggested chairpersons for the subsequent plenary sessions:

Day 1 (7 February): Mr John Kurien
 Day 2 (8 February): Ms Nancy Gitonga
 Day 3 (9 February): Ms Chandrika Sharma
 Day 4 (10 February): *Morning:* Mr Edward Allison
 Afternoon: Mr Johán Williams

The workshop elected the chairs as proposed and adopted the workshop agenda (see APPENDIX 3).

PLENARY PRESENTATIONS

Overview of relevant international instruments for the SSF Guidelines

Ms Margaret Vidar, FAO Legal Office, and Mr Willmann provided an overview of relevant existing international instruments and how they are linked to the SSF Guidelines. While there is a long list of relevant instruments, some of the most important ones are the Code of Conduct for Responsible Fisheries (CCRF), the Universal Declaration of Human Rights, the 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”). Also the Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests

in the Contexts of National Food Security, currently being negotiated through the Committee on World Food Security, have important links to small-scale fisheries and the SSF Guidelines (see also Box 1).

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 (CEDAW)
- 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 (ISDR) and the Hyogo Framework
- United Nations Framework Convention on Climate Change (UNFCCC)
- The World Summit on Sustainable Development (WSSD) and the Johannesburg Plan of Action
- United Nations Convention on the Law of the Sea (UNCLOS)
- UN Fish Stock Agreement

The *CCRF* is relevant in most or even all parts to small-scale fisheries. It makes specific references to small-scale fisheries in several places, in particular in paragraph 6.18 that states that the contributions of small-scale fisheries to employment, income and food security should be recognized 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. The declaration and other human rights instruments are the basis for a human rights based approach, which in FAO are often listed as mnemonic PANTHER (*Participation, Accountability, Non-discrimination, Transparency, Human dignity, Empowerment, Rule of law (recourse)*). Interpreted in the context of small-scale fisheries, this could mean, for example:

- stakeholder representation in fisheries management bodies;
- small-scale fisheries representation;
- devolution of fisheries management to local communities;
- fisheries legislation has 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;
- differentiates between small-scale and industrial fishing;
- clarity and communication of fisheries management measures, including consideration for traditional fishers;
- 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; and
- 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 United Nations in Vienna, Austria, in 1993 – reaffirmed the interdependence of democracy, economic development and human rights, which means that one cannot look at any human right in isolation from others. The declaration states that all human rights are indivisible, 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, land rights and natural resource access, 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 Guidelines³ include provisions that are directly relevant to small-scale fisheries, including the following issues and topics:

- inclusiveness and non-discrimination;
- fair returns from labour, capital and management;
- women, vulnerable groups, traditionally disadvantaged;
- small-scale and traditional fishers;
- respect and protection of resource access, especially for livelihoods;
- economic opportunities for vulnerable groups; and
- 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 to apply the general provisions in these instruments to the specific context and needs of coastal and inland fishing communities.

The SSF Guidelines development process: consultations and activities undertaken so far

Ms Lena Westlund, Fisheries consultant, FAO, gave an overview of the consultation process to-date and reported on the outcomes of the consultation meetings and workshops that she had participated in. She also gave an overview of the contents of the FAO SSF Discussion Document.⁴

While the small-scale fisheries agenda has been promoted for a couple of decades, recent FAO related milestones include the global conference on *Securing Sustainable Small-scale Fisheries: Bringing together responsible fisheries and social development* in Bangkok, Thailand, in 2008, and the global and regional meetings conducted within the framework of a consultative process in 2009 and 2010. As a result of these and other activities, the twenty-ninth Session of COFI in 2011 recommended the development of International Guidelines on small-scale fisheries.

³ 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.

⁴ Discussion Document: Towards voluntary guidelines on securing sustainable small-scale fisheries available at www.fao.org/fishery/topic/18241/en



Figure 1: Key FAO SSF events 2003–2011

After this decision, the consultation process intensified and to consolidate the knowledge and information available and to facilitate the continuation of the consultations the FAO Secretariat prepared and published a SSF Discussion Document in July 2011. 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. Moreover, the document contains references to key existing instruments, approaches and initiatives.

Ms Westlund participated in several of the consultation meetings that took place in 2011:

- Side event at inception phase workshop of the NEPAD-FAO Fish Programme (NFFP);
- National small-scale fisheries meetings (*National artisanal fisheries days*) in Morocco and Tunisia organized by the FAO projects ArtFiMed and CopeMed in collaboration with national counterparts;
- Two CSO-led regional events in Mbour, Senegal:
 - World Fisheries Day workshop (specifically to discuss the SSF Guidelines), and
 - Workshop on transparency in the African marine fisheries sector
- Workshop on marine protected areas (MPAs) in Bangkok, Thailand.

The outcomes of the different events gave an important list of recommendations. Some of the main points and lessons learnt noted by Ms Westlund include:

- There is a need for awareness raising, about the small-scale fisheries sector in general and about the SSF Guidelines in particular, and to anchor the SSF Guidelines at all scales and levels.
- Data and information are generally lacking, which makes awareness raising more difficult. Efforts are needed to remedy this gap.
- Organizational development and capacity are key to involving small-scale fishers and fishworkers both in the SSF Guidelines development and implementation process and to allow them to influence their own development and livelihoods.
- A key issue when developing the SSF Guidelines is likely to be how to reconcile short and long-term objectives and combine sustainable livelihoods and sustainable resource use. There is a need to define rights and responsibilities for now and for the future.

The CSO consultation process

Mr Naseegh Jaffer, World Forum of Fisher Peoples – WFFP, explained how the CSO community has engaged in the SSF Guideline development process. The process is fully supported by fishers and fishworkers worldwide who have pledged their engagement and commitment through their civil society organizations International Collective in Support of Fishworkers (ICSF), World Forum of Fishworkers and Fish Harvesters (WFF) and WFFP and with the support of the International Planning Committee on Food Sovereignty (IPC). Mr Jaffer confirmed that the CSO group is passionate about democratic practices and stressed that small-scale fisheries issues are primarily collective issues

related to self-determination, customary rights and self-reliance to ensure sustainable livelihoods. During the Global Conference on Securing Sustainable Small-scale Fisheries in 2008, the CSOs organized a parallel event that agreed on the need of an international SSF instrument and discussed how CSOs can engage with FAO processes. During COFI in 2009, CSOs organized a side event and made a presentation in the plenary. Together with local partners, the CSO group has carried out ten national consultations and is looking at organising another six or seven.⁵ A final comprehensive document based on these consultations will be submitted to FAO as a formal CSO input to the SSF Guidelines development process. The CSO group has also prepared two reports, one on process and one on how to organize workshops to ensure inclusion of voices from the ground, including from interrelated sectors. It is expected that the SSF Guidelines development process will help to establish an enabling environment for national governments to implement the SSF Guidelines as the intention of the consultation process is not only to consult but also to develop national capacity.

Mr Jaffer also reported on the development of a new legal framework for small-scale fisheries in South Africa, the experience of which could feed into the SSF Guidelines.

Summaries of India and Central America consultation workshops

Ms Chandrika Sharma, ICSF, reported on the consultations undertaken in India and in Central America. In **India**, 62 participants representing the inland and marine fishing communities, fishworker organizations, and non-governmental organizations, participated in a National Workshop on Sustainable Small-Scale Fisheries: Towards FAO Guidelines on Marine and Inland Small-Scale Fisheries on 19–21 September 2011 in Kolkata, West Bengal, India. The workshop initially debated the definition of small-scale fisheries and it was concluded that:

- In the inland sector, both freshwater capture fisheries and sustainable forms of culture-based capture fisheries, primarily dependent on indigenous species, are small-scale fisheries.
- In the marine fisheries sector, only fishing operations by vessels below 20 m length that do not operate trawl or employ mechanized towing or hauling power (but operate fishing gear manually) and on which owners are full-time fishers, are small-scale fishers.
- Small-scale fishers would include: owner-operators from traditional fishing communities, fishworkers, workers associated with and involved in the above fishing operations, as well as women engaged in post-harvest activities.
- Traditional fisheries may be divided into traditional small-scale and traditional large-scale. The latter should fish in waters beyond the territorial limits.
- Social development issues are however common to all members of traditional fishing communities.

The workshop participants called upon the Government of India, the States, the Union Territories, and the Panchayats, as appropriate, to address their concerns and to recognize and defend the rights of small-scale fishing communities. The statement agreed by the workshop included aspects relating to resources management, coastal and marine environment protection, rights to land and housing, rights to social and economic development, post-harvest activities, labour, working and living conditions, climate change and disaster preparedness, and capacity building. A selection of the proposals made include:

- respect, protect and secure the rights of traditional fishing communities to fishing grounds;
- vest fishing communities with the right to manage resources, including in national parks and sanctuaries;
- adopt measures to phase out bottom trawling from territorial waters over a period of five years;
- prohibit the construction of new trawlers and purse-seiners;
- Restrict the ownership of fishing vessels to one vessel per fishing family, including through community regulations;

⁵ The results of the different workshops and meetings can be found at <https://sites.google.com/site/smallscalefisheries/>

- Secure the rights of fishing communities to land for housing and for fishery-related activities;
- Issuance of land titles (*pattas*) for housing, and protect space used for fishery-related activities as common property;
- Protect the rights of fishing communities to housing in urban and tourist areas; and
- Recognize and secure the land rights of fishers and fishing communities (in relation to both private and common property) in land revenue records.

In **Central America**, national level consultations have taken place in five countries: Honduras, Costa Rica, El Salvador, Panama and Nicaragua, coordinated by CoopeSoliDar, an NGO from Costa Rica. The events were organized mainly by fishworker organizations and NGOs with support from the Swedish Society for Nature Conservation (SSNC). A booklet based on the FAO SSF Discussion Document was produced by CoopeSoliDar for the workshop participants to make its contents widely accessible.

The workshops noted the high degree of heterogeneity in small-scale fisheries. The small-scale fishing sector is seen as comprising fishers as well as others, including women, youth and the elderly, who play a role in the production chain and who pursue this way of life, with its own cultural identity. The sector tends to be characterized by poverty and marginalization and achieving responsible and sustainable fisheries may not be possible given the level of poverty, desperation and lack of hope. Many fishing dependent communities face:

- competition from industrial trawling in coastal waters;
- encroachment and pollution from aquaculture, intensive agriculture (sugar cane), tourism, urban and industrial development, etc.; and
- violence from drug trafficking.

Selected proposals made in the workshops include:

- defend exclusive artisanal fishing areas on the marine side (e.g. in Nicaragua 3 miles on the Pacific and Caribbean coasts and 25 miles around the islands and bays; in Costa Rica 3 miles from the coast and marine areas for responsible fisheries; Honduras industrial fishing/trawling outside 9 miles/outside 60 metre depths);
- protect inland waters that are reserved for artisanal fishing;
- protect customary collective rights (no privatization);
- support formation of fishworker associations able to represent communities and groups in decision making processes;
- recognize and support the role of women;
- improve fisheries governance and enable communities to plan and implement fisheries management and conservation programmes;
- support fish marketing and assurance of fair returns on labour for fishworkers;
- ensure provision of social security (sickness and retirement benefits) and basic amenities (water, health, education etc.);
- demarcate boundaries (Gulf of Fonseca) and promote safety at sea and security;
- regulate aquaculture and other industries that affect coastal biodiversity and livelihoods of small-scale fisheries and ensure that they protect human rights of SSF communities; protect whistle blowers; and
- prefer the Guidelines not to be voluntary, i.e. ‘voluntary’ should not be mentioned in title (Nicaragua).

Ms Sharma also summarised some overall lessons learnt and insights generated so far in the SSF Guidelines consultation process. The workshops have further deepened the messages of the Bangkok statement prepared by the CSOs in 2008 by bringing in national priorities and specificities. The workshops have also contributed to raising the profile of small-scale fisheries nationally and to strengthen small-scale fisheries organizations, which improves the chances of implementation of the

SSF Guidelines. The consultation process based on such national and regional workshops is consistent with the point of view of the CSO community that process is as important as outcome.

Summary of Uganda workshop⁶

Ms Margaret Nakato, WFF, talked about the consultation workshop carried out in Uganda. It was attended by fishers, fishworker organizations, boat owners, fish mongers, boat builders, NGOs, policy makers, researchers, small-scale processors and leaders of Beach Management Units from all Ugandan lakes. In addition to contribute to the SSF Guidelines development, the purpose of the workshop was also to increase the visibility of and awareness about small-scale fisheries and to enhance communications between the government and CSOs.

The workshop discussed the definition of small-scale fisheries and noted that it is a very diverse sector in Uganda where different definitions might apply to different water bodies. Still, some common characteristics include usually non-motorized craft, low levels of investment and capital, inadequate access to social services (e.g. education, health services, credit facilities), limited fishing effort, catch mainly used for domestic consumption and/or occasional sales, and owner-operated (individual, family or community group) fishing units. The last aspect, owner-operation, was considered the most important aspect.

The workshop identified a long list of issues affecting small-scale fisheries, e.g. the impact of climate change and disaster risks, illiteracy, lack of sense of ownership of resources and the use of illegal destructive practices, new entrants in Lake Victoria, uncoordinated monitoring, control and surveillance (MCS) activities, impact of other sectors (tourism, agriculture), and limited access to social services and infrastructure (health, education, etc.).

Based on this analysis, a number of proposals for action were made, some of which are highlighted here:

- commission research on the status of species and establish specific closed seasons to support sustainable fisheries initiatives;
- establish institutional arrangements that give priority to fish for local consumption over fish for export;
- prioritize the provision of basic services such as clean water, sanitation, education, health and HIV/AIDS prevention and treatment services for fishing communities; and
- integrate local knowledge in fisheries management decision making processes.

The workshop recognized the importance of the SSF Guidelines and the need for all concerned parties to lobby state institutions at all levels to encourage their adoption and implementation. In addition, the workshop recommended that once the SSF Guidelines have been adopted they are translated and disseminated at the local level. It was suggested that communities should be involved in annual reviews of the implementation of the SSF Guidelines. Regarding increasing local community responsibility, it was stressed that it is difficult to convince small-scale fishworkers that they own fisheries resources when they rarely own the means of production, and even more rarely the land on which they live. The workshop closing remarks were made by the Ugandan State Minister for Fisheries who reiterated the government's commitment to support small-scale fisheries and their communities' efforts towards achieving sustainable livelihoods.

Summary of Brazil consultation workshop⁷

Mr Mauro Ruffino, former Special Secretariat for Aquaculture and Fisheries, Brazil, reported on the national workshop in Brazil that took place in November 2011 and which was attended by

⁶ The full report and statement of the workshop are available at <http://sites.google.com/site/smallscalefisheries/events/uganda>

⁷ The full report and statement of the workshop are available at <http://sites.google.com/site/smallscalefisheries/events/brazil>

43 participants representing fishers, research institutes, the government and CSOs. The proposals developed in the workshop were considered legitimate and representative of the Brazilian context at the national level, possibly with the exception of the Amazon area that may require special attention since its ecological importance and artisanal fishing sector differentiates it from all other regions in the country. The workshop also noted that there is a variety of situations throughout Brazil which makes it difficult to have a definition of small-scale fisheries that equally serves all. Definitions need to be regionalized, for the matter of comprehension as well as for the effectiveness of public policies and guidance. The workshop concluded that there is a need to focus discussions on territorial rights. Extractive reserves⁸, which are protected areas (known in Brazilian legislation as “conservation units”) where local communities can extract natural resources. It is a partnership model that attempts to reconcile the protection and conservation of natural resources alongside their sustainable economic use for the benefit and empowerment of local communities. These reserves were frequently cited as institutions that protect territorial rights. In this context, there is a need to provide better access to information on existing rights that protect coastal communities as well as access to relevant institutions, particularly the judiciary. Access rights to resources and collective territories greatly depend on knowledge and on being able to use the relevant legal instruments.

It was noted that women`s rights are rather well considered, including in the recent 2009 fisheries law, and the concept of fisherwomen or female fishworkers is no longer questioned. This also relates to a transition towards the concept of “fishing community” compared to the previous sector and business oriented view.

It was also noted that there is a lack of effective knowledge-sharing dialogues, often due to lack of representation and organization of small-scale fishers. Fishery agreements in continental waters in the Amazon region recognized by the environmental protection agency were identified as good examples to overcome this. The participation of fishers in research and the use of traditional knowledge, adding transparency and legitimacy to processes, were also recurrent themes in the discussions.

There was general agreement that the artisanal fisheries sector represents a productive economic activity with positive results in relation to costs and revenues (as opposed to industrial fisheries). It also produces positive outcomes with regard to employment and income generation, with relatively minor environmental impacts. There was consensus that there is a close relationship between biodiversity and ecosystem conservation and the health and livelihoods of artisanal fishing communities.

Summary of Cambodia consultation process

Mr Nao Thuok, Fisheries Administration, Ministry of Agriculture, Forestry and Fisheries, Cambodia, reported on the preliminary results of the participatory assessment of Cambodia`s community fisheries (a co-management arrangement allowing fishing communities to participate in fisheries management) that was conducted by the Fisheries Administration with support from FAO. The purpose of the assessment was to make an appraisal of the profile of the members of the community fisheries (CFi), to assess their views about the functioning of the CFi, to give directions for future CFi actions and to contribute to the SSF Guidelines.

Cambodia has a fully developed legal framework with a decree and by-laws in place. The CFi is a unique institution that has reformed Cambodia`s fisheries sector since 2001 into a people-oriented small-scale fisheries sector. The assessment took place in late 2011 and covered 15 marine CFis and 45 inland CFis. According to the assessment, the membership of the CFis is composed of people engaging in multiple income-generating activities. Fishing is a full-time activity for only about 25 percent of the membership and the fishing assets and cash income from fishing are low. However,

⁸ Extractive reserves (RESEX) are areas protected by law designated for the conservation and sustainable management of natural resources by the traditional communities inhabiting them. This model was adopted by the Brazilian Federal government in 1990.

there is an increasing trend in participation in fish-related activities also due to better secured access rights through the CFis. Members realize that conservation is the key to resource sustainability and the CFis have an obligation to establish at least one conservation area. The CFi arrangement has helped to build trust and foster cooperation between people in the villages. Human capacity development, including leadership training, has been a key factor for the success of CFis as it expands participation, enhances skills to improve livelihoods and improves CFi management. However, appropriate financial and technical support for the development and implementation of fisheries management plans and other CFi activities is crucial.

Preparations for Malawi consultations

Mr Steve Donda, Fisheries Department, Malawi, briefly explained the SSF Guidelines related activities in Malawi. An institutional analysis of the fisheries sector was conducted in 2011. The results of this analysis will inform an extensive national consultation process on the SSF Guidelines starting in April 2012. Consultations will take place at different levels, beginning at the community level. Neutral facilitators will guide the process and feed the outcomes into a final national event that will produce a report for the FAO Secretariat.

Brief by ASEAN

Ms Pouchamarn Wongsanga, Association of Southeast Asian Nations – ASEAN, introduced the new Resolution and Plan of Action on Sustainable Fisheries for Food Security Towards 2020⁹ as adopted by the ASEAN ministers responsible for fisheries on 17 June 2011, and the ASEAN ministers on agriculture and forestry in October 2011. This is the latest ASEAN policy framework and it identifies priority action for implementation by member states. The program specifically mentions small-scale fisheries and Ms Wongsanga expressed ASEAN's interest in supporting the development and implementation of the SSF Guidelines and invited the FAO Secretariat to identify appropriate opportunities to do so.

WORKING GROUP SESSIONS

Working group arrangements

Mr Carlos Fuentesvilla, Junior Professional Officer, FAO, provided a brief overview of the expected outputs and working arrangements for the working groups. There was a total of four working group sessions with three groups running in parallel each time. Accordingly, a total of 12 different topics were discussed. The topics corresponded closely to the different sections of the FAO SSF Discussion Document and included:

Session 1: General considerations

- 1.1 Title, structure, scope and target audience
- 1.2 Characterization of small-scale fisheries
- 1.3 Key guiding principles and thematic areas

Session 2: Thematic areas

- 2.1 Resource governance, access regimes and enforcement (access and governance principles, responsibilities and enforcement mechanisms) + subgroup on safety-at-sea
- 2.2 Social and economic development (holistic perspective on poverty and related vulnerabilities, income security and alternative livelihoods)
- 2.3 Disaster risks and climate change

⁹ Available at http://news.seafdec.or.th/index.php/seafdec-download/cat_view/45-seafdec-publications.

Session 3: Thematic areas (cont.)

- 3.1 Postharvest employment and value chains
- 3.2 Social and gender equity (social and economic equality and equity, gender, child labour, integration of migrants)
- 3.3 Policy coherence, institutional coordination and collaboration

Session 4: Thematic areas (cont.)

- 4.1 Research and information needs, sources and exchange
- 4.2 Capacity development
- 4.3 Implementation support and monitoring

Each group was led by an FAO-facilitator, while a rapporteur ensured that the discussions were documented. The groups were given a brief introduction to the topic by the facilitator at the beginning of the sessions. Relevant parts of the text of the FAO SSF Discussion Document were provided to the groups to serve as a starting point for the discussions and to identify what was missing or needed to be different from this document. The groups were also asked to provide specific requirements concerning language and style and contents, including draft text elements as appropriate.

After each session, the working groups reported back to plenary and time was allocated after each presentation for comments and discussions. The summaries of working group outcomes presented below also take account of comments and additional information made available in these plenary discussions.

Session 1: General considerations

Session 1 of the working groups focused on general considerations for the SSF Guidelines. Three parallel groups debated three sub-sets of topics: (1.1) title, structure, scope and target audience, (1.2) characterisation of small-scale fisheries, and (1.3) key guiding principles and thematic areas.¹⁰

Title, structure, scope and target audience

Group 1.1 was asked to develop recommendations with regard to the title, structure, scope and target audience of the SSF Guidelines, including specific requirements concerning language and style.

BACKGROUND

The title of the SSF Guidelines should appropriately reflect their purpose and contents. While they are likely to be referred to as the “Small-scale Fisheries Guidelines” for short, a more descriptive full title could be sought (the current working name is “Guidelines for Securing Sustainable Small-scale Fisheries”). It would also seem important to consider whether they should be referred to as “international” or “voluntary” guidelines. It is suggested that the SSF Guidelines be divided into a number of sections, each dealing with a certain subject matter or thematic area according to the sections of the FAO SSF Discussion Document. There could however also be other options for the structure of the document, e.g. following the CCRF outline more closely. Moreover, with regard to the scope of the Guidelines, it needs to be decided to what extent they should deal with wider livelihoods aspects and address concerns of stakeholders outside the small-scale fisheries sector itself. There are, for example, important links to larger scale operators through the value chain and markets.

The SSF Guidelines would provide recommendations to States and also possible other stakeholder groups (using language such as “States should...”, “the NGO community should...”). There is a need to discuss who the target audience is and who should be directly addressed and how.

¹⁰ Some of the recommendations presented in this section were not made directly by the three working groups but transpired from discussions later on in the workshop. For consistency of topics, they have however been incorporated in the presentation here.

The group suggested that the **title** of the SSF Guidelines should be short and could include the following key words: international guidelines, small-scale fisheries, sustainability. Reference to livelihoods, food security and human rights could also be considered. There was also a discussion on the use of the word “secure”. It was felt that the notion of “protection” (through the use of a word such as “secure”) was important at the same time as a more positive term could be sought (“increase”, “promote”) to reflect the contribution to (global) food security and development. It was also suggested that the Guidelines should not have the word “voluntary” in the title; the SSF Guidelines will be voluntary but it was felt counterproductive to give emphasis to this fact in the title.

The **target audience** should be broadly defined and include not only those directly involved in fisheries but also, *inter alia*, other line ministries and donors.¹¹ The SSF Guidelines should provide guidance on the roles and responsibilities of specific stakeholder groups, in particular but not limited to the “primary audience”: States (including governments at all levels) and small-scale fishing communities. “Secondary” stakeholders need to be identified. It needs to be ensured that the target audience is connected (e.g. empowerment at the grassroot level) and not isolated from the process.

The **scope** of the Guidelines should be global and hence relevant to both developing and developed countries (the **language** of the Guidelines should reflect this). Still, the SSF Guidelines are likely to be of more direct importance to small-scale fishers and fishworkers in developing countries. There are important links between developing and developed countries, through global trade and markets and shared resources, and this interrelationship cannot be ignored. Broader livelihood issues (e.g. health, education, etc.) need to be included (in addition to fisheries issues) and the SSF Guidelines may refer to relevant existing instruments in these areas.

The group found that Part 2 of the FAO SSF Discussion Document would be a good starting point for the **structure** of the SSF Guidelines. In addition, a chapter outlining the role, importance and threats to small-scale fisheries should be added (explaining why there is a need to support small-scale fisheries and why the SSF Guidelines are needed – see also the first paragraph under introduction, Part 1, of the FAO SSF Discussion Document), noting in particular its role in world food and nutrition security but also giving other perspectives of its characteristics. The SSF Guidelines should portray the small-scale fisheries sector as a contributor, outlining the many dimensions of its contributions, set ideals for empowering the sector and inform on best practices. The objectives should also be covered and can be inspired by the Right to Food and the Tenure Guidelines.

Other points made included:

- for the introductory chapter, consistency with the structure of existing guidelines should be sought;
- different terms used in the SSF Guidelines should be defined and explained (e.g. stakeholders, access, etc.);
- the SSF Guidelines should include both, text that is general and that assigns roles and responsibilities to specific stakeholder groups (like in, for example, the Shared Agenda developed in ICSF’s workshop on “Recasting the net – Defining a Gender Agenda for Life and Livelihood in Fishing Communities”).¹²

Characterization of small-scale fisheries

Group 1.2 was requested to discuss how the SSF Guidelines should deal with the characterization or definition of small-scale fisheries.

¹¹ The need for donors and funding of the implementation of the SSF Guidelines was also discussed by working group 4.3 and in plenary with respect to the way forward – see the subsequent relevant sections of this report.

¹² The Shared Agenda – the outcome of the Recasting the Net workshop, held in Chennai, India, in July 2010 – had recommendations listed for households and communities; fishworker organizations; civil society organizations (including NGOs, media, consumers and environmental organizations); research organizations; the State; and International organizations (see <http://icsf.net/icsf2006/jspFiles/wif/wifWorkshop/english/agenda.jsp>).

BACKGROUND

While a global definition appears impossible, it would appear important to define, in the national or local context, what activities and which operators are considered small-scale in order to ensure transparency and accountability in the application of the SSF Guidelines.

It is likely to be desirable that the criteria used for defining the sector be aligned with an inclusive view of fishing communities and include those employed in the postharvest subsector and in other shore based activities. It is particular important to ensure that the often “hidden” work carried out by women (because of lack of data and/or a gender biased perspective of the sector) is considered.

As countries may opt to include a specific definition of small-scale fisheries in their national fisheries policy or legislation, it could be important for the SSF Guidelines to contain provision(s) on how the process of finding and agreeing on a SSF definition should be undertaken. There should likely be the requirement for broad-based consultations that includes representatives of the various fisheries and their stakeholders including representatives of fishworkers’ organizations and the fishing industry including possibly representatives of the post-harvest sector. Such provisions should be practical and within the means of national agencies in charge of fisheries.

Considering their diversity, it is impractical to seek a unique global **definition** of small-scale fisheries. Still, it can be **characterized** according to key criteria and a narrative could provide the necessary context. Aspects to consider– in addition to those mentioned in the FAO SSF Discussion Document include the geographic origin of people involved, local diversity and formal/informal labour relations. Their characterisation should also reflect that fisheries tend not to be the only economic activity. Any attempt to define small-scale fisheries should be guided by objectives that have been set for the sector as the definition will influence objectives and management options. There should be a participatory, consultative and multi-level process for characterising and defining the sector in the national context.

The issue of which actors in the post-harvest sector should qualify as small-scale to be referred to in the SSF Guidelines was also raised. The line can be rather difficult to draw and needs more thinking.

Acknowledging the need for a characterisation of the small-scale fisheries sector and for defining it in the national context, the group proposed the three different pieces of text that could be considered in this respect (see Box 2). These texts are neither definitive nor exclusive and could be merged and enhanced.

Box 2: Text proposals: characterisation of small-scale fisheries and definition process

PROPOSAL 1:

There is no globally agreed definition of small-scale fisheries, however it can be broadly characterized according to some key criteria which include the size of fishing craft, the type of fishing gear, the nature of the operator, the time commitment and the location of fishing grounds. Definitions should be aligned with an inclusive view of fishing communities in riparian locations and include those employed in the post harvest sub-sector and in other shore based activities.

The process of characterizing SSF should consist of multi-level/geographic consultations with key stakeholders. This process should be participatory, democratic and inclusive. Information and data gathered during this process should become an important basis for characterizing SSF and deciding on the policy, development and management frameworks that will support SSF.

PROPOSAL 2:

When developing a concept of SSF, States should take into account the core elements of small-scale fisheries such as ownership, size/type of vessel and/or gears, fishing technology, access control at the level of local/central governments, fishing communities, fishing ground demarcation, traditional norms, market access, social status and economic value.

When defining SSF, States should take into account consultative and participatory processes by involving all relevant stakeholders (e.g. fisheries organizations, central government, local/traditional authorities and research institutions).

PROPOSAL 3:

Small-scale fisheries are diverse and need to be defined within each particular context. In general, however, small-scale fisheries may fish without craft, or use smaller craft and manually-operated seasonally-specific fishing gear. Their fishing grounds are typically closer to shore and they go for day-trips. Fishing operations are characterized by informal labour relations. They often supply local and domestic markets. Women are an integral part of the sector, participating either directly in fisheries-related activities or in supporting the fishing household. Fishing is a part of culture and tradition and there is an organic link with the aquatic milieu.

States should ensure participatory and consultative processes, at the regional and national levels, for defining small-scale fisheries, with the participation of all relevant stakeholders, including local and provincial governments, NGOs, academia, and the fishing industry. Separate consultations with small-scale fishing communities themselves, with representation of women and other disadvantaged groups, should be specifically organized.

Key guiding principles and thematic areas

Group 1.3 was given the task to debate and recommend which basic and guiding principles the SSF Guidelines should refer to specifically as well as to suggest thematic areas to be covered by the SSF Guidelines.

BACKGROUND

The SSF Guidelines will be grounded in a number of basic principles: good governance – including transparency and accountability – equitable development and non discrimination. Equal consideration of the environment, social and economic development needs, and community rights should be given. Social responsibility and solidarity are supported and a human rights based approach to development promoted. The SSF Guidelines should also promote the application of inclusive and participatory approaches in all decision-making, planning and implementation processes that concern small-scale fishers, fishworkers and their communities.

The discussions confirmed that the overarching **key guiding principles** of the SSF Guidelines should include good governance and human rights. Dexterity and subsidiarity were also introduced as important principles. Additional principles, approaches and frameworks to be referred to include equity, economic viability, ecosystem based, holistic and integrated approaches. Other important concepts are interactivity, adaptability and implementability. The SSF Guidelines should complement the CCRF and draw on its principles and approaches (see figure 2). There may also be guidance to be found in existing instruments and policies.¹³ It is important to be clear about the principles in order to define objectives and also to guide the hard choices that implementation is likely to entail. The FAO SSF Discussion Document already outlines objective which can be helpful in the development of principles and the related mechanisms to reach the objectives.

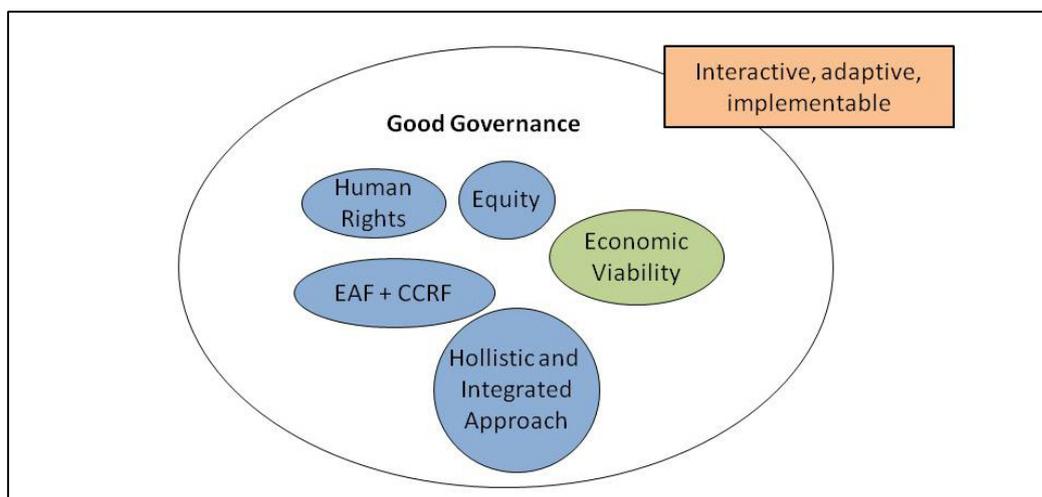


Figure 2: Key guiding principles

With regard to the **thematic areas**, a gap analysis visualised as a simple matrix of the SSF Guidelines provisions versus various instruments could be helpful to understand where there are gaps for the SSF Guidelines to fill and what needs to be specified for the small-scale fisheries sector. The international frameworks referred to in the FAO SSF Discussion Document should be referenced in the SSF Guidelines, as appropriate. It was also noted that the Guiding principles and thematic areas are connected and need to be aligned and harmonized.

The thematic areas should be re-categorized and presented within a framework (e.g. systemic approach using categories like bio-physical – socio-economic and cultural – governance). The group suggested the possibility of merging the two chapters on *Research and information needs, sources and exchange* and *Capacity development*. On the other hand, it was noted that it may be useful to have a separation of social and economic issues to ensure that both issues receive the adequate attention throughout the SSF Guidelines. With respect to the sub-section on safety-at-sea currently placed under the area of resource governance, access regimes and enforcement, it was discussed whether there should rather be a broader section under a different thematic area dealing with overall occupational safety and health along the entire value chain which could also include insurance issues. The section on trade should be expanded to cover linkages with the private sector, including the larger scale commercial sector. A separate section could deal with ecosystem health which is a major thematic gap at present and stewardship, including ecosystem services and functioning. External drivers and the often related increased competition for resources were also identified as a potential thematic area.

¹³ The group identified the *Code of Ethics for Responsible Fisheries and Aquaculture in Central American Countries* (OSPESCA, 2011) and work by the Sustainable Fisheries Livelihoods Programme (SFLP), implemented in West and Central Africa 1999–2007, as two possible sources of additional material for defining guiding principles.

In addition, some issues may need to be mainstreamed throughout the SSF Guidelines as cross-cutting issues: equality and equity (including gender), climate change adaptation and information needs. The language should be kept simple and – as already mentioned above – there may be a need to provide explicit definitions to ensure a common understanding of the meaning of the concepts and terminology used in the Guidelines.

Session 2: Thematic areas

The second session of working group discussions dealt with three sets of themes as presented in the FAO SSF Discussion Document: (2.1) resources governance, access regimes and enforcement, (2.2) social and economic development, and (2.3) disaster risks and climate change. Group 2.1 also included a sub-group focusing on the issue of safety-at-sea.

Resource governance, access regimes and enforcement

Working group 2.1, including a sub-group on safety-at-sea, was given the task to explore how the SSF Guidelines should address governance and management also taking into consideration how small-scale fishing communities can be bestowed the right and responsibility to restore, protect and manage local aquatic and coastal ecosystems.

BACKGROUND

The proposed topic of resource governance and access is a vast and important area referring to sustainability in a comprehensive sense. The SSF Guidelines need to recognize the necessity for a sustainable use of aquatic and other natural resources and to fulfill the right to development by meeting both developmental and environment needs of present and future generations. This includes acknowledging the ecosystem approach to fisheries (EAF), which takes both human and bioecological considerations into account, as a guiding principle for resource management. Safety-at-sea as it is an issue closely related to fisheries management and which is hence also proposed for discussion within this context. Regarding resource access and tenure issues, the SSF Guidelines will be informed substantively by the final version of the currently negotiated Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Contexts of National Food Security.

The group suggested that the chapter in the SSF Guidelines that will deal with governance and management should be renamed and called *Governance of access to resources, resource management and stewardship* with the latter term replacing the notion of enforcement and giving it wider conceptual context. The term “access” should be defined and it should be noted that it includes access to all kind of resources, e.g. aquatic, land, markets, information, legal systems, social services (e.g. educations, health care, sanitation), etc.. Moreover, the term could encompass enabling access as well as providing or restricting access.

The contents of the chapter should be firmly anchored within the overall principle of good governance which is a key principle of the Guidelines also to be spelled out at the beginning of the document (see above) and the text should specify how good governance (including the three main principles of subsidiarity (including rights and responsibilities vested at the most effective level of scale), preferential rights (including access) and transparency) applies more particularly in this context.

Box 3: Key good governance aspects

Three “good governance” principles are particularly important to this chapter:

1. *Subsidiarity (rights/responsibility vested at most effective local level)*

Key questions include who decides with whom and at what level rights/responsibility should be vested? It should be noted that:

- (i) It is the responsibility of the higher authority to make it possible for and enable local communities (enabling legislation, capacity building and including mechanisms for recognising differences within communities) to assume rights/responsibilities, and
- (ii) The burden of proof lies with the authority (to prove that the local community is not able to be resource stewards).

2. *Preferential rights*

Sometimes it may be equitable to treat different people/groups different (positive discrimination). It is fair to give certain groups preferential access to resources. Accordingly, special measures for disadvantaged groups may be required.

3. *Transparency*

Transparency and access to information is important for ensuring accountability, enabling meaningful participation of all stakeholders and sustainable resource management. More particularly, governments should provide accessible information on:

- size and contribution by small-scale fisheries;
- stock status, catches, fleets and access agreements (e.g. licences) as well as compensations;
- budgets, achievements of development objectives and management performance;
- coastal developments plans; and
- other issues relevant to small-scale fisheries.

Other key aspects to consider in this chapter include attention to fishing communities’ need for:

- Dual rights to water and land. The rights to these resources should be vested in the community rather than in the individual and include the right of the community to decide how rent is used within the context of the community.
- Access to legal systems and the obligation of States to facilitate this access as well as to recognize and formalize traditional rights and customary regulatory frameworks.
- Management rights: where transboundary and other issues related to scale exist (migrants, shared water resources etc.), these need to be taken into consideration while maintaining community participation in management. Management rights and responsibilities need to be vested at the right level of scale, applying the principles of subsidiarity and considering the need for effective management.

Another important consideration that should be reflected in the SSF Guidelines is that rights and responsibilities are interlinked. Moreover, there is a need for a common understanding of what is meant by “community”.

With regard to terminology and definitions the group also noted that:

- There are different types of rights and a number of different terms used to describe rights: e.g. use rights, property rights, tenure rights, community rights, collective rights. A new term may be needed to capture the particular needs of fishing communities: *livelihood based community right*. However, the kind of rights to be vested in fishing communities may have to be contextualised within the national legal frameworks as certain terminology may cause problems in particular national context. Terminology that has recently been agreed on in the context of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (“Tenure Guidelines”) should also be considered.

- Conventional enforcement tends not to work well in small-scale fisheries and different stewardship regimes should be promoted. Monitoring, reporting and two-way information flows are needed for compliance and adaptive management should be applied. It is suggested that the term *stewardship* is used instead of enforcement however noting that this concept tends to cover a wider range of aspects than the term “enforcement”.

It should also be noted that small-scale fisheries do not exist in isolation and there are many linkages to (and conflicts with) large-scale fisheries as well as with other sectors. These linkages need to be taken into consideration by applying holistic approaches (including ecosystem approach to fisheries – EAF) and investing in conflict resolution mechanisms and consensus building. This consideration should also be reflected in the SSF Guidelines.

The group also noted that coherence between the future SSF Guidelines and the principles set out in the currently negotiated Tenure Guidelines should be ensured.

The sub-group on **safety at sea** recommended that the SSF Guidelines should recognize the complexity that surrounds safety-at-sea issues, the multiple causes behind deficient safety and the link between safety-at-sea and responsible fisheries. The SSF Guidelines should strongly support safety-at-sea measures and the improvements of working conditions such measures entail. Some discussion on what leads to unsafe practices could also be included. The recommendations should, if not specified otherwise, apply to all fishing activities (vessel based or not). The term “sea” is to be understood as oceans, seas, bays, sounds, estuaries, rivers and lakes. It is particularly important to involve women, children, elders in the sea safety awareness issues and emphasis is needed on the distribution channels of sea safety awareness materials.

The group defined a number of specific recommendations for inclusion in the SSF Guidelines (see Box 4).

Box 4: Safety at sea

The SSF Guidelines recommend that improved sea safety in small-scale fisheries will best be achieved through the development and implementation of national strategies, with elements of regional coordination, as appropriate, which should include:

1. The support (and where necessary establishment) of a consultative national stakeholder framework (e.g. national sea safety coordinating group) for sea safety in small-scale fisheries and the identification of motivated people or “drivers”;
2. The generation of political will at a national level to address sea safety in small-scale fisheries;
3. The development and maintenance of national accident reporting and analysis systems for small-scale fisheries;
4. Ongoing sea safety awareness programmes, targeting the fishers, their spouses, children and other relevant stakeholders, with special emphasis on the development of channels for the efficient distribution of appropriate and updated materials, and evaluation of impact;
5. The development, enactment and implementation of appropriate laws and regulations for sea safety in small-scale fisheries, including occupational health and safety, training/certification requirements, onboard safety equipment, and construction standards;
6. The determination of minimum mandatory requirements for each class of small-scale fisheries vessel taking full account of the difficulties associated with cost, remoteness of communities and availability of services and equipment;
7. The establishment of national small-scale fisheries vessel registration and inspection schemes, as practical and appropriate;
8. The implementation of capacity building programmes, including formal and informal training, directed at fishers, fishing communities, government staff, NGOs, the private sector (e.g. gear and boat designers, boat builders, mechanics) and other stakeholders;
9. The full use of existing institutions and community-based structures for increasing compliance, data collection, training and awareness, search and rescue operations, considering time and resource constraints;
10. The inclusion of sea safety as an integral part of fisheries management as well as development initiatives;
11. The development and phased implementation of appropriate enforcement procedures to ensure compliance with sea safety laws and regulations.

Additional remarks:

- References to be made in footnotes to existing and under development sea safety related instruments (recommendation to Secretariat).
- SSF Guidelines should address the needs of some countries in developing capacity building for sea safety in small-scale fisheries.

Social and economic development

Working group 2.2 discussed the need to address social and economic issues and considered what issues and aspects the SSF Guidelines should deal with and how.

BACKGROUND

Fishing communities often have alternative livelihood strategies complementing those based on aquatic resources, forming a web of cross-sectoral linkages. There is a need for secure incomes and actions may be required that aim at improving earnings from fisheries related activities or creating complementary or alternative income-generating activities. Small-scale fishing communities are often vulnerable to changes – on resources, markets, etc. – in the surrounding environment.

The group agreed with the approach taken in the FAO SSF Discussion Document and that the thematic area Social and economic development should encompass and include a wide variety of issues in the SSF Guidelines. However, the group also advised that the SSF Guidelines keep a clear

focus on the small-scale fisheries sector rather than provide wider scale recommendations that try to change “society at large”. The following aspects currently not mentioned in the FAO SSF Discussion Document were suggested for inclusion:

- Promoting the creation of an enabling environment for entrepreneurship and growth in fishing communities (e.g. appropriate taxation; business advisory services; information and knowledge, including information and communication technology [ICT], in particular local solutions);
- Supporting the establishment of sustainable additional alternative income and employment opportunities in order to decrease the vulnerability of small-scale fisheries communities (e.g. awareness raising; skills development; credits and savings; diversification programmes; cross-sectoral links; involvement of women in the design of new activities);
- Valuing the wider contribution of small-scale fisheries to the economy, society and food security (using ecosystem services framework and/or value-chain approach); and
- Addressing occupational health issues and unfair working conditions.

The group defined key objectives for what small-scale fisheries communities may want to achieve in the context of social and economic development and identified related key issues and potential solutions:

- (i) **Policy inclusion objective:** Fisherfolk are appropriately included in policy and planning processes that actually or potentially impact on them, positively or negatively, so that their vulnerability is reduced, their economic contribution recognized and supported, their cultural identity and autonomy respected, and the human rights of fisherfolk upheld.

Description of issues and potential solutions

Issue: Human rights and other legal rights are often violated in SSF, and people are either ignorant of their rights or lack the capacity or power to seek justice and redress.

Solution: Improve knowledge of rights and entitlements, and access to judicial services.

Issue: Fisherfolk lack visibility, voice and influence in policy, planning and decision-making processes at both meso and macro levels, particularly in a multi-stakeholder context.

Solution: Inclusive processes that address stakeholder involvement, capacity needs, political empowerment, access to knowledge, build political accountability, e.g. inclusion in “green growth”, national plans for climate change adaptation, disaster risk reduction, Poverty Reduction Strategy programmes, integrated water resource management plans, sector-wide approaches (e.g. PRSPs, IWRM, SWAPs, etc..) to agricultural development, food security policy, marine spatial planning, coastal zone land use planning, catchment management, land tenure reform, etc..

Issue: There is little understanding of the impact of policies on SSF systems, both social, economic and environmental.

Solutions: Invest in impact assessment, monitoring and evaluation, including based on fisherfolk’s own knowledge systems.

Issue: The sector’s economic contribution is undervalued or misunderstood, particularly its distributive justice elements, and contributions as “engine of growth” at local and sub-national levels. Its status as part of the “informal economy” contributes to this.

Solution: Evaluate the wider contribution of fisheries to economy, society and food security, taking account of both monetized values and non-market values. An ecosystem services framework can help to do this by valuing cultural, environmental, provisioning and supporting ecosystem services associated with thriving small-scale fishery systems. A value-chain approach can also help to include forward and backward economic linkages in the valuation process.

- (ii) **Rights and access objective:**¹⁴ Uphold the CCRF provisions for preferential access for small-scale fishers to resources, with further consideration for the needs of the most vulnerable groups within small-scale fisheries, e.g. those who are food insecure and living in poverty and lack access to land-based productive opportunities.

Description of issues and potential solutions:

Issue: Lack of stable access land limits investment in housing, social service provision and community public goods, and alternatives to fishing. There are also growing conflicts with other coastal land uses, such as tourism, residential development, commercial aquaculture and industrial and urban growth.

Solution: Coastal and riparian land tenure reform and marine and coastal spatial planning to include provision of stable, defined rights to land and beach access (as well as sea territory) for fishing communities.

Issue: Small-scale fisherfolk may have limited capacity to negotiate for, manage and enforce fisheries access rights, including TURFS, ITQs,¹⁵ community quotas.

Solution: Capacity building and empowerment for negotiating rights and the managing of these acquired rights. This includes community-led monitoring, control and surveillance and enforcement.

Issue: Small-scale fisherfolk often find themselves in conflict with larger-scale interests, or over fishing boundaries, with competing interests for maritime space, and even with each other (e.g. gear conflicts, migrant-settled community conflicts, inter-ethnic conflicts etc.).

Solutions: Investment in conflict reduction processes, use of legal instruments and marine spatial planning and inclusion in multi-stakeholder fora for conflict reduction and consensus-building/zoning.

Issue: Many small-scale fisheries are not regulated and taxed through licensing systems, which keeps them at the margins of the economy, limits their legitimacy in allocation of public funds, takes away a source of potential funding for fisheries management and makes them prey to unfair or informal taxation.

Solution: Licensing, including limits to the number of licences, can provide both a move towards rights-based fishing and a source of revenue to invest in fisheries governance. For licensing to work to benefit fishing communities, it will be necessary to build local government and local institutional accountability for the licensing process and for the use of licence funds.

Issue: The rule of law is often weak in fishing communities, particularly those at the margins of mainstream society. Theft of gear and boats, piracy and weak enforcement of fishing rights (theft of fish, illegal, unreported and unregulated (IUU) fishing) deprive fisherfolk of livelihood opportunities and increase their vulnerability. With weak institutions for enforcement (e.g. police, judiciary).

Solution: Support fishing communities with accountable policing, invest in community-level self-policing through co-management, and as partners in policing the illegal activities of others that impinge on them (e.g. community based enforcement of illegal trawling activity in artisanal waters in partnership with the coastguard/naval services in Sierra Leone and Guinea).

- (iii) **Post-harvest objective**¹⁶: Reduce post-harvest losses and increase value-addition with the ultimate objective of improving the returns from fishing, fish processing and trading and increasing the quality, nutrition value and amount of fish available for consumption by all.

Description of issues and potential solutions

Issues: Small-scale fisheries suffer from poor physical and cold-chain infrastructure, lack of access to market information and management of that information, limited investment in technological

¹⁴ See also the outcomes of the working group on *Resource governance, access regimes and enforcement* above.

¹⁵ Territorial use rights in fisheries (TURFs); individual transferable quotas (ITQs).

¹⁶ It should be noted that there was a working group discussing post-harvest and trade issues specifically (see below).

innovation, inappropriate sanitation, limited access to markets due to poor physical infrastructure (roads etc.), lack of market power among small-scale traders and lack of capacity to access higher-margin markets among small-scale producers and traders.

Solutions: Measure to tackle these issues include improved cold-chains and investment through public-private partnerships, cooperative marketing, use of market intermediaries, investment in value-chain governance, empowerment of small-scale traders, institutional development, support for innovation systems for technological and institutional change, policies to favour exporting high-value fish while maintaining access to nutritious, lower-value fish in local markets for lower-income consumers.

The group noted that fishing communities often lack strong organizations. Existing organizations (traditional or otherwise) may not be adequately recognized or supported. It would appear extremely important to strengthen organizations of fishermen and fishing communities to enable them to undertake resources management, negotiate for their economic interests, as well to enhance their political power.

Disaster risks and climate change

Working group 2.3 considered the need for taking a relief-development continuum approach because emergency response and disaster preparedness are related and to discussed how disaster risk management (DRM) and climate change adaptation (CCA) should be addressed in the SSF Guidelines.

BACKGROUND

Many small-scale fisheries communities are vulnerable to natural disasters and climate change. They are often located in areas that are prone to such events and consequences; where land and water meet is one of the most environmentally dynamic environments that exist. They can also be subject to difficult circumstances in cases of conflicts and wars.

The working group discussing disasters and climate change referred to the subject matter as disaster risk management and climate change (DRM/CC) and suggested these considerations should be included both as a separate chapter in the SSF Guidelines and, with regard to climate change, as a cross-cutting issue in other thematic chapters. Important points to make include:

- *Governance of access to resources, resource management and stewardship:* management practices must change to integrate DRM/CC, to account for sources of migration as a result of DRM/CC and to enhance traditional social coping structures.
- *Social and economic development:* build partnerships with private sector through policy aimed at small-scale fisheries receiving inputs as part of post disaster national mobilization; raise the issue of social safety nets, and financial mechanisms for insurance and post disaster compensation.
- *Post harvest employment and value chains:* take into account species and market changes that might result due to disasters and climate change.
- *Social and gender equity:* integrate gender and marginalized sectors into DRM/CC national management plans.
- *Policy coherence, institutional coordination and collaboration:* fishers need to be at the forefront of national DRM/CC plans and policies; national ministries and fisheries departments should ensure the issue is taken up in national adaptation and response plans and policies.
- *Research and information needs, sources and exchange:* conduct vulnerability analysis including impact of climate on small-scale fisheries, understanding attitudes to risk; improve and make use of all information sources (local knowledge, research, etc.) in sector specific plans.

- *Capacity development, implementation support and monitoring*: initial response at community level; build institutional resilience by using existing networks and increase their capacity to understand how to approach these issues; initiate capacity programs for small-scale fisheries communities to take decisions under increased uncertainty; improve the use of existing international and regional funds; DRM/CC plans should be practical and implementable; utilize a stewardship approach to DRM/CC.

It was suggested that the SSF Guidelines should deal with the negative aspects of vulnerability but also take a positive approach, highlighting the adaptive capacity of many small-scale fishing communities. The group noted that alternative livelihoods initiatives should not expose communities to more disasters in the future. Main principles to be promoted by the SSF Guidelines should include Building Back Better; integrated holistic approaches; robust adaptive management; and good practices and response. Special issues in SIDS might be addressed and the SSF Guidelines may want to tie DRM/CC to specific food security issues. Moreover, the SSF Guidelines should note the potential impact of small-scale fisheries on other sectors (and promote, e.g. decrease of fish meal use, mangrove reforestation and use of carbon markets) and acknowledge the possibilities for the sector to minimise its climate change impact.

Session 3: Thematic areas (cont.)

Working group session 3 continued the discussions on thematic areas as presented in the FAO SSF Discussion Document: (3.1) postharvest employment and value chains, (3.2) social and gender equity, and (3.3) policy coherence, institutional coordination and collaboration.

Postharvest employment and value chains

Working group 3.1 was asked to discuss the pivotal role of the postharvest sector and to provide recommendations for how to ensure that these aspects are adequately captured in the SSF Guidelines.

BACKGROUND

The postharvest sector comprises all activities from when the fish has been caught until it reaches the consumer. This integral part of the fishery system employs more people than the primary production subsector and most of these are women.

In addition to its direct role in providing livelihoods and supporting food security, the sector plays an important role at the national level, generating tax revenues and foreign exchange. Full consideration and adequate integration of the postharvest sector and value chain aspects in small-scale fisheries governance and development are prerequisites for the sustainability of sector as a whole. There is a strong link between resource utilisation (supply) and consumption (demand) with the latter influencing the sector through, inter alia, the way it may fund fishing operations. Large-scale interests higher up in the value chain may have considerable power over small-scale producers.

The working group felt the current chapter in the FAO SSF Discussion Document dealing with Postharvest, employment and value chains needs to expand more on some issues, in particular with regard to:

- international trade as well as vertical integration developments and the implications (constraints and opportunities) for small-scale fisheries;
- the need for investments in order for small-scale fishing communities to improve product quality and value addition, in particular with regard to by-products;
- building on opportunities in local markets and on local cost-efficient technologies;
- employment-related aspects (e.g. acknowledging the often informal character of the postharvest sector and improvement of working conditions according to ILO requirements; the need to ensure professional development opportunities, in particular for more vulnerable groups);

- particular needs of employed and self-employed women in the postharvest sector, including enabling access by women and vulnerable groups to tasks with higher responsibility, skills and pay; and
- importance of and mechanisms for technology transfers and of local infrastructure development.

The post-harvest sector is extremely important in terms of generating benefits for small-scale fisheries. Governments should enable access to information, including on recent changes in global seafood trade such as globalization, sustainability, traceability, IUU and food security, for stakeholders in the small-scale fisheries value-chain. Access to information is required to avoid the risk that SSF stakeholders are left behind because of these changes in markets and conditions not known to them.

There are also issues that may need to be further explored and then addressed by the SSF Guidelines:

- the need to develop broader approaches for labelling that are more suitable for small-scale fisheries (e.g. inclusion of social issues; community-initiated schemes, local certification) as this issue is currently dominated by eco-labelling;
- the utilisation of by-products and bycatch, including the terminology to use in this context (also referring to recent *FAO International Guidelines on Bycatch Management and Reduction of Discards*);
- the possibilities of partnerships with industrial processing business, including best practices in working with larger businesses, and promotion of corporate social responsibilities; and
- the respective roles of small-scale fisheries, the large-scale sector and imports in supplying low cost fish to poorer consumers.

Social and gender equity

Working group 3.2 discussed the importance of equality and equity as, in line with the general principles, including non discrimination, social and gender equity should play a central role in the SSF Guidelines.

BACKGROUND

There are a number of aspects related to social and economic equality and equity that need to be addressed by the Guidelines. These include – but are not necessarily limited to – the need for gender mainstreaming, addressing child labour in fisheries, integration of migrants and avoiding discrimination or marginalisation of certain stakeholder groups.

The group suggested that the title of the SSF Guidelines chapter to deal with these issues could be renamed and called *Achieving equity and equality*. However, it was pointed out that explicit reference to gender may still be required, either in a chapter heading or in a section dedicated to gender. The issue of equity and equality, including gender, should also be mainstreamed throughout the Guidelines, similar to the suggestion made for the issue of climate change. This includes considering how to, *inter alia*, include migrants in stewardship regimes, take power balances and dynamics into account in the context of data collection and analysis, ensure support to child headed households and disadvantaged groups. It was noted that:

- the issue of migrants may be sensitive in some countries and regions;
- child labour is a complex issue that should also encompass the broader concept of youth employment; and
- many equity and equality issues are linked to longer term development prospects and these should be understood (e.g. how child labour depriving a child from education affects its future possibilities to secure livelihoods).

Within the context of equity and equality, inequalities and social injustices stemming from ethnicity, social class, age, gender, cast, immigrant status, social differentiation and different social roles (within communities) or between communities should be addressed. It was noted that equality and equity is a broad topic and in the SSF Guidelines, there need to be recommendations that are specific to small-scale fisheries. Still, there are many existing documents and policies that can be drawn on (e.g. the Convention on the Elimination of All Forms of Discrimination against Women – CEDAW).

Regarding gender, the SSF Guidelines should clarify that the concept of “gender” is different from “women in development”. Still, because women are most often the more vulnerable gender, special attention to women is required. The SSF Guidelines should acknowledge, at the general level, that:

- Gender disaggregated statistics are an important basis for addressing gender inequalities and for designing gender mainstreaming policies;
- Research into the conditions of work, health, etc., in the context of gender relations and equal benefits for women in fisheries should be stimulated;
- It is the responsibility of the State to ensure integration of gender and to promote gender mainstreaming; and
- Gender mainstreaming strategies need to be culture sensitive, e.g. different approaches may be required in different cultural contexts.

The group discussing *Social and economic development* in the earlier working group session, made the following observations with regard to gender and the role of women:

Women in fishing communities face various problems within fisheries and within the family and community. Within fisheries, for example, women often lack access to fish, credit and transport services. Within the community, women may be denied a role in decision making due to existing cultural norms. Within the household women are faced with a double burden of work.

Much of the work women do within the fisheries, the family and the community, remains undervalued and unrecognized. They are also exposed to violence both at their working places and their households.

In the context of fisheries, the importance of women in particular in the post-harvest sector should be recognised. At the same time, it should be recommended that:

- The role of women in resource management, conservation and community leadership is encouraged and supported. Long-term support and strategies are needed in this respect and ‘gender stewardship’ should be further investigated.
- Gender mainstreaming in the small-scale fisheries sector should include a wide range of aspects (well beyond the postharvest sector) i.e. management, research, education, training, financing ancillary activities and governance. The particular role of women boat owners should be considered and analyses carried out to ensure fair treatment in respect of, for example, access rights and benefits.
- The importance of informal networks is recognised and supported.

Policy coherence, institutional coordination and collaboration

Working group 3.3 discussed how the SSF Guidelines should address policy and institutional coordination at different scales.

BACKGROUND

In order to ensure policy coherence and the integration of small-scale fisheries in broader policy frameworks, it would appear essential to embrace holistic and integrated governance and development approaches as well as to promote cross-sectoral linkages, fostering an environment that facilitates collaboration. Moreover, many issues are trans-boundary and a combination of local-regional-global linkages and networks are needed. The SSF Guidelines may hence encourage international, regional and subregional cooperation and related institutional arrangements.

The group recognised that there is a long list of sectors that require policy coherence with fishery policies and planning and some prioritisation may be needed to make a policy coherence approach practical. There are also a number of baseline policy documents that should be mentioned in the Guidelines in the context of policy coherence, institutional coordination and collaboration. In addition to instruments already mentioned in the FAO SSF Discussion Document, the Right to Food should be referred to in this context. The policy coherence spectrum also includes national legislation, international human rights law, economic development policies, spatial planning approaches (such as integrated coastal zone management – ICZM, ocean strategies), education, health and rural policies, environmental, labour and employment, trade policies, and specific sector policies.

The SSF Guidelines should recognise that policy coherence is linked to the visibility of the sector and that it should be acknowledged that small-scale fisheries are a contributor to, among other things, food security and poverty alleviation. Information needs to be available and be communicated. Capacity development and enhanced information sharing are required for policy coherence and institutional collaboration and the Guidelines should encourage policy coherence and collaboration at all scales and promote:

- The ability of fisheries departments to engage with other line departments;
- Better inter-sectoral planning processes including the creation of coordination mechanisms at all scales and levels, in particular involvement of local level governments;
- Better intra-sectoral coordination and collaboration;
- Bottom-up approaches in institutional coordination and collaboration;
- Support to facilitating policy coherence processes when it involves different institutions with different perspectives on the issues at hand as well as the available solutions; and
- Capacity development to use information and new information technology (including the improvement of literacy levels).

There is a need to convince donors and States to finance implementation of the SSF Guidelines and to finance strategies to give more visibility to small-scale fisheries (e.g. fisheries census, data collection/analysis, etc.). This will only be possible if the contribution of small-scale fisheries is recognized at all policy levels and inter-sectoral collaboration improves (see also below).

Session 4: Thematic areas (cont.)

The last working group session dealt with somewhat more cross-cutting topics although still included in the FAO SSF Discussion Document: (4.1) Research and information needs, sources and exchange, (4.2) Capacity development, and (4.3) Implementation support and monitoring.

Research and information needs, sources and exchange

Working group 4.1 discussed how the SSF Guidelines should address research and information needs.

BACKGROUND

For improved governance and decision-making, a wide range of information, including bio-ecological, social and economic data, may be required. At the same time, valuable information is available but not always accessed. There is a need to promote the use of a combination of scientific data and local, traditional or indigenous knowledge and improve horizontal and vertical two-way information flows (among communities or countries; between communities and national and regional structures).

The group discussed the possibility of merging the chapters on research and information needs, sources and exchange and the section on capacity development (in the FAO SSF Discussion Document currently in the chapter on capacity development, implementation support and monitoring), since the issues are closely linked. When information is available, the capacity to use it has to be available to make effective. Illiteracy, for example, may block the dissemination of information or the uptake of new technologies. The SSF Guidelines should recognize that:

- information needs to be made available to support better performance of the small-scale fisheries sector;
- information equals power and the withholding of information can skew decision-making;
- information needs to be accessible, useful and presented in an appropriate manner;
- information is needed both by decision-makers outside the sector and small-scale fisheries stakeholders themselves; and
- technology developments, including (global) communication networks, are influencing the way information can be disseminated, shared and communicated.

New thinking is required with regard to information, both on the needs to know and how to know, involving managers/decision-makers, researchers and communities/CSOs. With the trend to decentralize and the increased focus on co-management regimes, involving communities more directly in governance and management, the respective roles of managers/decision-makers, researchers and communities/CSOs in information and research are changing. This development needs to be taken into account and understood. Information is a form of power and the small-scale fisheries sector needs to be empowered by being able to access relevant information. This however is closely related to the issue of the absorptions capacity in the sector which are often hampered by illiteracy.

With regard to the use of scientific data, the SSF Guidelines could make the following recommendations:

- publicly-funded research should be made available and free of charge;
- rights of access to information should also impart a responsibility to share, exchange and/or provide accurate information;
- information indicators particularly relevant for small-scale fisheries should be established;
- better use should be made of existing information in non-fisheries sectors; and
- it should be recognised that scientific data are useful both downstream and upstream.

With regard to the *use of local, traditional or indigenous knowledge*, the SSF Guidelines could make the following recommendations:

- efforts should be made to appropriately collect, document and share traditional knowledge;
- it should be recognized that arrangements such as co-management can facilitate this process.

Considerations and suggestions for improving the horizontal and vertical two-way information flows between different actors and among communities, countries and regions included:

- Academic research and basic information need to feed into policy-making. Special efforts and new avenues with regard to communication channels, language and publications may be required to make this link.
- Different ministries, other than fisheries, should be engaged (noting that much socio-economic information exists but is not always known to fisheries organizations).
- CSOs can be information and knowledge brokers.
- Livelihoods schools should be considered as a new extension model of participatory learning.

Capacity development

Working group 4.2 was tasked to discuss and identify crucial aspects of capacity development that the SSF Guidelines should make reference to and that are needed for securing sustainable small-scale fisheries.

BACKGROUND:

Capacity development – including organizational development, training and information – in all areas and at all levels will be key to support the implementation of the SSF Guidelines as well as for support to awareness-raising and empowerment. Attention is needed to ensure that different stakeholder groups within small-scale fishing communities have the capabilities to effectively participate in relevant institutions and decision-making processes. In particular, people’s self-determination capacity should be enhanced and their right of choice promoted.

As mentioned above, the possibility to merge the chapter on Capacity development with the chapter on Research and information needs, sources and exchange was discussed. There are many aspects linking capacity development and information and knowledge. The group suggested that the SSF Guidelines should acknowledge that:

- all small-scale fisheries communities have a relevant pool knowledge that should be valued;
- all capacity building should be based on existing knowledge and capacity;
- demand-based capacity building and bottom-up approaches should be encouraged; and
- capacity development includes more than training, e.g. institutional development and the establishment of an enabling environment.

The target groups for capacity development include the state, civil society and communities. It is important to create opportunities for exchange of views among these groups to learn from each other, develop synergies and drop barriers. Special attention should be given to women, youth (future leaders/community members), local governments, marginalized groups (equity) and consumer awareness-raising. International organizations and financial organizations should also be included.

With regard to training, different levels of responsibilities were identified:

- States should:
 - ensure and maintain access to adequate levels of training by the community and by officers;
 - create a legal framework that facilitates the participation of local communities in management of fisheries; and
 - incorporate fisheries (and small-scale fisheries) in regular educational programmes (School curriculum development, etc.).
- Communities should:
 - ensure their own participation in the process;
 - pass on the knowledge/capacity obtained;
 - select trainees depending on their impact on the future development of the communities; and
 - commit to national/regional participation.

- Training providers should:
 - adapt training to local conditions and ensure it is gender sensitive;
 - balance formal/informal training depending on overall goals;
 - run training at appropriate location, maximising overall benefits;
 - promote real exchange of knowledge;
 - promote adequate choice of trainees, with regard to future impact;
 - ensure regular monitoring and evaluation of impact;
 - maintain all training current/updated/relevant; and
 - promote exchange of communities of practice.

Implementation support and monitoring

Working group 4.3 was required to discuss, define and recommend key processes, institutional arrangements, activities etc. that will be needed to ensure implementation of the SSF Guidelines.

BACKGROUND

Together with broad support to capacity development, specific support to and monitoring of the implementation of the SSF Guidelines will be required for successful outcomes. These efforts may need to start in parallel with the continued development of the SSF Guidelines and involve different stakeholder groups.

In order to ensure adequate implementation support and monitoring, the group felt that there is a need to promote the SSF Guidelines through a dedicated global implementation strategy that includes implementation, monitoring and evaluation practices into its program design. At the same time, countries should not necessarily rely on external fund for implementation but initiate as much as possible through available means.

It should be noted that any policy for implementation stemming from the SSF Guidelines should be developed through a participatory and transparent process, involving in particular the communities themselves in order to encourage the embracement of the SSF Guidelines and resource stewardship. Regional organizations should support their member nations in fulfilling and implementing the SSF Guidelines but also recognize that local level successes help countries meet international obligations. The SSF Guidelines could suggest the creation of a working group (core group to include countries, CSOs, regional organizations, etc..) to formulate an implementation strategy and facilitate the use of key international financial and development mechanisms.

The visibility of the small-scale fisheries sector and the SSF Guidelines are key for implementation and funding. Countries should work to include fisheries in the agenda of the FAO Regional Conferences, thus bringing it to the forefront of planning activities. The endorsement of key countries and organizations must be sought. Relevant global events and initiatives (e.g. Rio+20) should be considered in this respect and for providing support to the formulation of implementation strategies at all levels. In addition, it is important to identify and involve ambassadors/fisher champions/high profile individuals and public media channels that can assist in raising the sector's profile, thus making it more prominent on the international agenda and increasing the possibility to obtain funding for implementation and monitoring strategies.

With regard to monitoring, it was noted that there are reporting systems, for example those stemming from the CCRF and COFI, that already exist and that may be used. Other potential mechanisms include the Committee on World Food Security (CFS), MDGs monitoring frameworks, the United Nations Special Rapporteur on the Right to Food and regional conferences. As with the development of implementation strategies, the involvement of the grassroots level is important and monitoring processes should be facilitated through participatory mechanisms and CSOs should have an effective role in developing such systems. The conduct of evaluations should be promoted by the SSF Guidelines since they can be an important instrument for understanding constraints to implementation.

The assessment of baseline conditions and the development of precise targets and indicators would be required in order to be able to evaluate progress. Through evaluations and research, these constraints can be better understood and facilitate better implementation support. The SSF Guidelines need to give recommendations with regard to monitoring and evaluation responsibilities among different stakeholder groups.

For both implementation and monitoring, appropriate institutional arrangements are required. This would include partnerships with governments for policy formulation, involvement of grassroots level organizations and the development of capacity – at the national (communities, governments and other sectors), regional (e.g. regional fishery bodies [RFBs] and Regional Economic Communities [RECs]) and international (intergovernmental organization [IGOs] and other sectors) levels.

WAY FORWARD

Workshop reporting and Zero Draft SSF Guidelines

During the final workshop summing up session, the FAO Secretariat distributed a summary of the workshop focusing on the outcomes of the working groups and the plenary discussions that followed them. While the participants made some comments on the summary, the Secretariat pointed out that it was not meant to constitute an agreed resolution but was rather intended as an informative text, giving participants the possibility to ensure that their main points and recommendations were effectively captured in the daily minutes. This summary note and the comments received on it from the group, together with the working group presentations, formed the basis for this report.

As mentioned at the beginning of this document, the purpose of the present report is to provide a summary of workshop presentations, discussions, conclusions and recommendations with the intention to provide a consolidated account of inputs to take into consideration for the preparation of the Zero Draft SSF Guidelines. This report of the Workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries was prepared in English and would be available as soon as possible after the workshop (in hard copy and on SSF Guidelines web site www.fao.org/fishery/ssf/guidelines/en).

Next steps in the consultation process

Based on the report, and thus on the outcomes of the workshop, together with other material already available (in particular the FAO SSF Discussion Document and results from consultation meetings), the FAO Secretariat will prepare a Zero Draft of the SSF Guidelines. This Zero Draft is expected to be available for distribution in April 2012. The document will be posted on the FAO SSF Guidelines website (www.fao.org/fishery/ssf/guidelines/en). The Zero Draft Guidelines will be prepared in English and translated into other languages as required and subject to available funding.¹⁷ Partners are encouraged to translate the document into the languages of their stakeholder consultations.

It should be noted that this Zero Draft will not be the document that will eventually be submitted to the negotiations process. It will instead be used as a basis for further consultations. A progress report will be prepared and presented to the thirtieth Session of COFI in July 2012. This report will refer to the outcomes of this workshop and the consultations held so far and outline next steps and activities. However, this report is merely informative and COFI is not at this stage expected to commence discussion of the technical contents of the SSF Guidelines. After COFI, the Zero Draft will be open to comments and recommendations, which should be submitted by February 2013. These comments will be taken into account and lead to the Draft SSF Guidelines, on which negotiations will be based.

The consultation process will continue and several events are already planned. Those with more direct support from the FAO Secretariat include a regional consultation for the North Africa and Near East

¹⁷ The web site and the FAO SSF Discussion Document are available in English, French, Spanish and Arabic.

region (to be held in Oman) and national consultations in Malawi¹⁸. Cambodia will also hold a national workshop that consolidates the outcomes from extensive local and provincial level consultations held in the second half of 2011. Moreover, FAO and the South Pacific Community (SPC) are co-organizing a regional workshop for the Pacific in June 2012.

Consultations will also be continued within the framework of the CSO group (ICSF, WFF and WFFP with support from IPC)¹⁹. The intention is to organize six or seven additional national consultations and discussions are ongoing with partners in, *inter alia*, Pakistan, Indonesia and Latin American countries. Based on the national consultations, a synthesis report will be prepared by the CSO group. This report will constitute the formal contribution from the CSO community into the SSF Guidelines negotiations process. The document will first be produced in English and then translated into other languages, as required.

Still, additional consultations may be required; for example, the need to involve the island countries in the Caribbean where issues and problems may be somewhat different from elsewhere was mentioned. IFAD has successfully raised additional funds for CSO consultations in five countries. The FAO Secretariat solicited participants and their organizations to give some thought to what should be done in addition to the already planned activities. Consultations could be organized either as meetings dedicated to providing inputs into the SSF Guidelines development or as side events/add-ons to existing relevant events. The FAO Secretariat will however not be able to support all initiatives because of its limited resources but donors should be approached as required. However, more importantly, governments and organizations should engage directly in the process since this would reflect an ownership of the SSF Guidelines.

The need for consultations also in developed countries was discussed by the workshop. It appeared that most workshop participants were in favour of the SSF Guidelines being global and hence also relevant to developed countries²⁰. It was also noted that support will be required from developed country governments in order to have the final SSF Guidelines approved by COFI and adopted. However, the funding²¹ provided to the FAO Secretariat for the consultation process is first and foremost intended for support to consultations in developing countries. It is thus critical that CSOs in developed countries take the lead and initiative in the process and create awareness and lobby for the SSF Guidelines with their governments.

Some initiatives in developed countries appear to be already under way. The organization of a one-day workshop of small-scale fisher groups from Europe to discuss the SSF Guidelines was scheduled on 22 March 2012 in Copenhagen, Denmark. This workshop, organized by an NGO network including, among others, the Danish Fishery network (*Fiskeri Fagligt Netværk*), ICSF and WFFP, tentatively discussed in particular the importance and role of European small-scale fisheries (in a continental and global context), the solidarity between small-scale fishers in Europe and in developing countries, and the relevance of the SSF Guidelines to Europe and how the small-scale fisheries sector could contribute to the process. The workshop was held in conjunction with an EU Common Fisheries Policy (CFP) conference in the Danish Parliament on 23 March. It was recommended that the FAO Secretariat support this event by funding the participation of an FAO resource person.

The possibility to also conduct an e-consultation was brought up. This approach was adopted for the Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Contexts of National Food Security²². However, it was felt that such a process could give a bias to resource-rich stakeholders and institutions and hence not fairly reflect the interests of other stakeholder groups. There is also an issue with regard to languages and the need to translate all

¹⁸ See also the section on preparations for Malawi consultations above.

¹⁹ See also the section on the CSO consultation process above.

²⁰ See also the section on title, structure, scope and target audience above.

²¹ Main contributors include the governments of Korea, Norway and Sweden.

²² See www.fao.org/nr/tenure/voluntary-guidelines/en/

contributions to ensure transparency and this could become both expensive and administratively cumbersome. Hence, the FAO Secretariat has opted for the currently applied approach: to conduct workshops at national (sometimes local) and regional levels in collaboration with partners, in particular the CSO community and governments.

The workshop noted the need to anchor the SSF Guidelines process in other ongoing international initiatives. In addition to supporting the awareness raising needed in developed countries (mentioned above), efforts in this direction would also help pave the way for implementation, including facilitating obtaining the required funding (see also below). Rio+20 is such an opportunity and the FAO Fisheries and Aquaculture Department has contributed to its documentation in several ways, e.g. through a paper on “Blending Green and Blue Economics: Sustainability transitions in the Fisheries and Aquaculture Sector of Small Island Developing States” and a chapter on fisheries and aquaculture that is included in a new UNEP-coordinated interagency report “Green Economy in a Blue World”²³. Other avenues include bringing the importance of the SSF Guidelines to the attention of the United Nations Special Rapporteur on the Right to Food, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the United Nations General Assembly (UNGA). The CSO group is already working along these lines and engaging in relevant meetings and working groups. The “Too Big Too Ignore”²⁴ academia research network and ASEAN, both represented in the workshop, also offered to support the development and implementation of the SSF Guidelines.

The negotiation process

The Draft SSF Guidelines will be submitted to a Technical Consultation which is the formal FAO mechanism for negotiations and that is scheduled to tentatively take place in May 2013. The timing of the finalisation of the negotiations is critical in order to have the SSF Guidelines translated in time for submission to COFI. The aim is to have the negotiated text of the SSF Guidelines presented to the thirty-first Session of COFI in July 2014 for approval. Hence, the negotiation process should be concluded by end of 2013.

The CSO group will be requesting a more direct role in the negotiations of the SSF Guidelines according to the CSO model adopted by the reformed CFS for negotiations and decision-making. This mechanism puts CSOs on a more equal footing with governments and allows them to contribute more directly to the processes. A letter will shortly be sent to COFI to this effect.



Figure 3: Next steps

Support to implementation of the SSF Guidelines

Implementation of the SSF Guidelines is critical for their impact – the SSF Guidelines will only become useful and make a difference if they are implemented. At this stage, implementation should already receive attention since it is meant to overlap with development of the SSF Guidelines. It is

²³ See summary report at www.unep.org/pdf/green_economy_blue.pdf. The final report is being launched at the World Oceans Summit in Yeosu Expo 2012 in late May 2012.

²⁴ See <http://toobigtoignore.net/>

also important that the preparation of the SSF Guidelines is not seen as a separate event but as an integral part of other initiatives.

The workshop felt that it would be important to consider developing a framework or programme proposal – as the Global Implementation Strategy mentioned above²⁵ – for implementation support in parallel with the development of the SSF Guidelines themselves. Such a proposal should focus on implementation support to developing countries. The proposal would need to be attractive to donors, who would of course have to be convinced about the importance of the SSF Guidelines. This links the implementation to the need for awareness raising and transparency of the process discussed above to allow partners to identify opportunities to actively engage. However, as also noted above, countries should not wait for external funding to start implementation. Development options may need to be sequenced according to urgency, types of problems and solutions, and funding required.

Partnerships will be essential in the implementation process. Some partners and frameworks that should be considered in this context have already been mentioned above. Developing countries are likely to have very high expectations on FAO for SSF Guidelines implementation. FAO is well placed for providing the technical support required and the setting up of a framework programme, funded by donors and operated through partnerships, within the FAO Fisheries and Aquaculture Department could be considered.

CONCLUSIONS AND FINAL REMARKS

The workshop brought together a wide range of experts and stakeholders, with different backgrounds and from different parts of the world. It provided an excellent opportunity to discuss new ideas and further consider suggestions and issues already brought up in the consultation meetings and other fora. The workshop encouraged continued and strengthened collaboration and partnerships, both with regard to the development of the SSF Guidelines as well as for their implementation. The need to build bridges between different stakeholder visions – within the fisheries sector as well as outside – to ensure coherence was noted. Relevant international, regional and national events and meetings should be explored as vehicles for incorporating adequate consideration of and support for small-scale fisheries in wider policy frameworks

It was suggested that the roles and responsibilities of different stakeholder groups should be identified in the SSF Guidelines in order to facilitate their implementation and create transparency and accountability. The principles of good governance and human rights should form the backbone of the values on which the SSF Guidelines draw. A new vision for how to ensure access to resources by small-scale fisheries communities and giving them resource stewardship responsibilities may be needed, reflecting this need for combining livelihood security and environmental sustainability – one cannot be achieved without the other.

The importance of securing broad support for the SSF Guidelines in both developing and developed countries was stressed. It will be crucial to develop, in parallel with the drafting of the SSF Guidelines themselves, a strategy for how to move towards implementation and seek funding for the application of the SSF Guidelines in developing countries.

The small-scale fisheries sector should not be portrayed as one in need of aid and as being development dependent, but as a real contributor to socio-economic development and livelihood security. The SSF Guidelines should be a set of ideals to empower the sector. It will be important to create awareness of the potential of small-scale fisheries, if supported and not marginalized, and building political will at all levels.

²⁵ See the section on implementation support and monitoring above.

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**Welcome address by Mr Árni Mathiesen
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Ladies and Gentlemen,

Welcome to Rome and welcome to FAO. I'm very grateful you have accepted our invitation to participate in the Workshop on International Guidelines for Securing Sustainable Small-scale Fisheries and we look forward to a week of frank discussion, lively debate and a successful resolution. We would also like to extend our warmest appreciation to our development cooperation partners the Republic of Korea Yeosu Project, the Norwegian Agency for Development Cooperation (NORAD), the Swedish International Development Cooperation Agency (Sida) who support our current endeavour and provided the resources to effectively organize this workshop.

I address you this morning to reiterate the importance of small-scale fisheries to food security and poverty alleviation, to reiterate our vision and mandate for an international small-scale fisheries instrument and to reiterate the importance of the process in the development of the Small-scale Fisheries Guidelines.

The Code of Conduct for Responsible Fisheries explicitly states 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 also recognizes the context of fisheries management as including “*food security, poverty alleviation and sustainable development*”. In the years since the Code was developed, we have progressively realized the contribution of small-scale fisheries to these objectives and as a result, have doubled our efforts to increase the sector's profile and promote principles of good governance. These efforts received a boost in 2003, when small-scale fisheries became a standalone item in COFI, and were subsequently enhanced by the 2008 Bangkok Global Conference on Small-scale Fisheries.

Our increased emphasis on small-scale fisheries allows us to acknowledge the size of the sector and provides proof on the potential impact of the new Guidelines. We now estimate, for example, that small-scale fisheries provide 90 percent of the 120 million direct and indirect fisheries livelihoods that support more than 500 million people, or 8 percent of the world's population. The impact is especially strong in developing countries, where small-scale fisheries account for more than half of total catch and, more importantly, introduce most of this production into local and national markets.

In line with these facts, our vision is to see the contribution of SSF 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 MDGs – to end poverty and food insecurity. FAO is working to provide advice and recommendations and to establish principles and criteria to assist States, local governments and stakeholders in attaining this vision. The new Guidelines are a prominent step in this direction and are expected to consolidate and transmit the wealth of knowledge on SSF accumulated so far.

The mandate to prepare negotiated International Guidelines for Securing Sustainable Small-scale Fisheries came directly from our Committee on Fisheries, which based its decision on the ideas put forth by a wide range of stakeholders participating in a number of national and regional consultations, including the 2008 Bangkok Global Conference, and a series of regional consultations in 2010.

Here, I would like to emphasize and reiterate the importance of a participatory and open process. Engaging closely with stakeholders early on and involving them in the process of developing the Guidelines is a prerequisite to produce a final product that is accepted, respected and applied. For this reason, the current process is fully supported by fishers and fishworkers worldwide, who have

pledged their engagement and commitment 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 Fish Harvesters and Fishworkers (WFF), and with the coordinating support of the International Planning Committee on Food Sovereignty (IPC). In addition, we must also emphasize the strong commitment 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 from the outset, the development and implementation processes are taking place in parallel, since national and regional consultations are already directly informing relevant policies. Thus, both the final product and the process are expected to have considerable impact on securing small-scale fisheries and creating benefits

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.

Finally, let me remind you that we are not starting from scratch. The basic elements, themes and ideas for the Guidelines have already been addressed through hours of 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 your goal this week to take these elements and further elaborate them into manageable ideas, statements and advice that can form part of the Guidelines. We hope that this workshop provides sound technical advice and paves the road for future negotiations to achieve effective compromises when required.

At this point I would like to invite Mr Rolf Willmann, who will provide you with a more specific background and objectives for this workshop. I thank you once again for your participation and remind you that 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 wish you a fruitful workshop and a pleasant stay in Rome.

Workshop agenda

Day 1: Tuesday 7 February 2012

Opening:

Arnè Mathiesen

- Background to the workshop, objectives and organization of sessions
Rolf Willmann
- Introduction of participants
- Election of chairpersons and adoption of agenda

Plenary presentations:

- Overview of relevant international instruments for the SSF Guidelines
Rolf Willmann and Margret Vidar
- The SSF Guidelines development process: consultations and activities undertaken so far – Session 1
 - *Lena Westlund (Introduction to SSF Guidelines consultation process and summary reports on various events)*
 - *Naseegh Jaffer (Introduction to CSO engagement)*
 - *Chandrika Sharma (Summaries of India & Central America CSO workshops)*
 - *Margaret Nakato (Summary of Uganda CSO workshop)*
 - *Mauro Ruffino (Summary of Brazil CSO workshop)*
- Introduction to working group discussions
Carlos Fuentesvilla / Nicole Franz

Working groups:

Session 1: Overall considerations (*one topic per group, three parallel groups*):

- GROUP 1: Title, scope, structure and target audience
- GROUP 2: Characterization of small-scale fisheries
- GROUP 3: Key guiding principles and thematic areas

Day 2: Wednesday 8 February 2012

Reports from working group Session 1 of the previous day and discussion

Plenary presentations:

- The SSF Guidelines development process: consultations and activities undertaken so far – Session 2
 - *Nao Thuok (Summary of outcome from local and provincial level consultations in Cambodia)*
 - *Steve Donda (preparations for Malawi consultations)*
 - *Regional organizations (e.g. BOBP; ASEAN)*

Working groups:

Session 2: Proposed thematic areas (*one topic per group, three parallel groups*):

- GROUP 1: Resource governance, access regimes and enforcement (access and governance principles, responsibilities and enforcement mechanisms, safety-at-sea)
- GROUP 2: Social and economic development (holistic perspective on poverty and related vulnerabilities, income security and alternative livelihoods)
- GROUP 3: Disaster risks and climate change

Day 3: Thursday 9 February 2012

Reports from working group Session 2 of the previous day and discussion**Working groups:**

Session 3: proposed thematic areas (*one topic per group, three parallel groups*):

- GROUP 1: Postharvest employment and value chains
- GROUP 2: Social and gender equity (social and economic equality and equity, gender, child labour, integration of migrants)
- GROUP 3: Policy coherence, institutional coordination and collaboration

Session 4: Proposed thematic areas *one topic per group, three parallel groups*):

- GROUP 1: Research and information needs, sources and exchange
- GROUP 2: Capacity development
- GROUP 3: Implementation support and monitoring

Day 4: Friday 10 February 2012

Reports from working group Session 3 of the previous day and discussion**Reports from working group Session 4 of the previous day and discussion****Plenary discussion:**

- Way forward up to 2014: next steps
- Workshop summing up and adoption of conclusions and recommendations

Workshop closure

In June 2011, the twenty-ninth Session of the FAO Committee on Fisheries (COFI) recommended the development of international guidelines for small-scale fisheries (“SSF Guidelines”). In this context, a consultative workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries was organized on 7–10 February 2012 bringing together experts from government, regional organizations, civil society and academia to further discuss the structure, overall considerations and thematic coverage of the Guidelines and to consolidate ideas put forth in previously held regional and national consultations. Advice was also given concerning next steps and additional activities in the guidelines development process. The SSF Guidelines should complement the Code of Conduct for Responsible Fisheries (CCRF) and draw on its principles and approaches and be based on good governance and human rights. Additional principles, approaches and frameworks to be referred to include equity, economic viability, ecosystem based, holistic and integrated approaches. Participants encouraged continued and strengthened collaboration and partnerships, both with regard to the development of the SSF Guidelines as well as for their implementation. The workshop agreed that the SSF Guidelines can become a powerful tool in achieving improved governance and sustainable development of the sector. Support to their implementation will be important, requiring concerted efforts and organizational development and strengthening of capacities at all levels.

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