

**Report of the**

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**FAO/CRFM/WECAFC CARIBBEAN REGIONAL CONSULTATION  
ON THE DEVELOPMENT OF INTERNATIONAL GUIDELINES FOR  
SECURING SUSTAINABLE SMALL-SCALE FISHERIES**

**Kingston, Jamaica, 6–8 December 2012**



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## PREPARATION OF THIS DOCUMENT

This document provides a summary of the presentations, discussions, conclusions and recommendations of the joint FAO, Caribbean Regional Fishery Mechanism (CRFM) and Western Central Atlantic Fishery Commission (WECAFC) Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries held on 6–8 December 2012 in Kingston, Jamaica. Participants did not formally adopt this report but they formally adopted the conclusions and recommendations as represented in the Executive Summary to 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 engaged in an extensive consultative process with governments, regional organizations, civil society organizations, and small-scale fishers, fish workers and their communities. In this context, the FAO, the Caribbean Regional Fishery Mechanism (CRFM) and the Western Central Atlantic Fishery Commission (WECAFC) jointly convened the Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries in Kingston, Jamaica, on 6–8 December 2012. The workshop which was kindly hosted by the Government of Jamaica brought together more than 60 experts from governments, regional organizations, civil society and academia to further discuss the structure, overall considerations and thematic coverage of the future SSF Guidelines and to consolidate ideas put forth in other 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 in the Caribbean region. The SSF Guidelines should complement existing international instruments like the Code of Conduct for Responsible Fisheries (CCRF) and international human rights instrument.

The workshop confirmed the existence of a number of relevant regional initiatives which support the harmonization of national policies, including fisheries policies. Recognizing the particular situation of small island developing countries participants stressed the need to build on these institutions and mechanisms for the future implementation of the SSF Guidelines.

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 these are to be 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 for 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

ACS	Association of Caribbean States
ADG	Assistant Director-General
CAD	Canadian dollar
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CC(A)	climate change (adaptation)
CCCCC	Caribbean Community Climate Change Centre
CCRF	Code of Conduct for Responsible Fisheries
CDEMA	Caribbean Disaster Emergency Management Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERMES	Centre for Resource Management and Environmental Studies
CFNO	Caribbean Network of Fisherfolk Organisations
CFS	Committee on World Food Security
CLME	Caribbean Large Marine Ecosystem
COFI	Committee on Fisheries (FAO)
CRFM	Caribbean Regional Fishery Mechanism
CSO	Civil Society Organization
DRM	disaster risk management
EAF	ecosystem approach to fisheries
FAO	Food and Agriculture Organization of the United Nations
FMM	Multipartner Programme Support Mechanism (FAO)
GCFI	Gulf and Caribbean Fisheries Institute
GDP	gross domestic product
ICCAT	International Commission for the Conservation of Atlantic Tunas
ICSF	International Collective in Support of Fishworkers
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
MDGs	Millennium Development Goals
MoU	Memorandum of understanding
MPA	marine protected area
NGO	non-governmental organization
NORAD	Norwegian Agency for Development Cooperation
OECS	Organization of Eastern Caribbean States
OHCHR	Office of the United Nations High Commissioner for Human Rights
OLDEPESCA	Latin American Organization for Fisheries Development
OSPESCA	Central American Organization of the Fisheries and Aquaculture Sector
PRSP	Poverty Reduction Strategy Paper
PSSA	particularly sensitive sea area
SAP	strategic action plan
SAR	synthetic-aperture radar
SIDS	Small Island Developing States
SPS	sanitary and phytosanitary measures
SSF	small-scale fisheries
TDA	Transboundary diagnostic analysis
TBTI	Too Big To Ignore
UNCLOS	United Nations Conference on the Law of the Sea
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change

UNGA	United Nations General Assembly
WECAFC	Western Central Atlantic Fishery Commission
WFF	World Forum of Fish Harvesters and Fishworkers
WFFP	World Forum of Fisher Peoples
WSSD	World Summit on Sustainable Development

## EXECUTIVE SUMMARY

The FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries (“SSF Guidelines”) was held in Kingston, Jamaica, on 6–8 December 2012. It was attended by 61 participants from 32 countries, representing governments, regional organizations, civil society organizations and academia. The main objective of the event was the sharing of policies and practices in support of small-scale fisheries in the Caribbean region and the discussion of the Zero Draft of the International Guidelines for Securing Sustainable Small-Scale Fisheries in order to inform the development process of the SSF Guidelines.

The Regional Consultation welcomed the SSF Guidelines as a guiding instrument for regional and national interventions, for securing rights and benefits, and for reducing the marginalisation of the small-scale fisheries sector in the region. In this context, the regional consultation recognised that:

1. The aquatic system in the Caribbean region is shared and interconnected. Cooperation and coordination of fisheries and related policies is therefore key to sustainable fisheries development in the region.
2. The contribution of the small-scale fisheries sector to food and nutrition security, poverty alleviation and economic development in the region is undervalued and the sector is threatened by pollution, over-exploitation, and increasing competition for coastal and marine space, in particular from the tourism sector, but increasingly also from oil and gas extraction.
3. The administrative capacities and resources (human and financial) in SIDS can be very limited.
4. Many countries either do not have functional and holistic fisheries management plans in place or are struggling with their implementation and enforcement. In those cases where management plans exist, often they are not developed and implemented in a participatory manner.
5. Overseas territories and dependencies and an increasing number of Caribbean States are commonly excluded from international donor support, including technical assistance for small-scale fisheries.
6. Small-scale fisheries participants have difficulty accessing limited existing formal social safety nets.
7. Small-scale fisheries communities often have difficulties in accessing regional and international markets, in particular because of the required SPS measures, environmental certification and ecolabelling requirements and the use of non-tariff measures.
8. Attention must be paid to 'young men' who have emerged as a vulnerable group in the Caribbean region as evidenced by indicators related to education, employment, involvement in drugs, gangs etc.
9. The level of trust and collaboration between fishers and government administrations can be improved.
10. The key principles of the human rights approach (participation, accountability, non-discrimination, transparency, human dignity, empowerment and rule of law) are relevant for the development of the small-scale fisheries sector.
11. Impacts of climate change, climate variability and natural disasters on small-scale fishing communities in the region can be severe, requiring appropriate resilience building solutions.

12. CRFM and other regional bodies' endorsement of the SSF Guidelines will make it easier to get implementation support at the national level.

The Regional Consultation recommended that:

1. The existing regional partnership arrangements for fisheries management advice, research and information sharing such as CRFM, OECS, OSPESCA, WECAFC should be further strengthened and harmonized. Those partnership arrangements should endorse the SSF Guidelines and also facilitate their future implementation in the Caribbean region.
2. As an expression of political commitment, Governments from the region should ensure strong representation at the SSF Guidelines Technical Consultation to be held on 20-24 May 2013 in Rome, Italy, during which the text for the SSF Guidelines will be negotiated to ensure that the special needs of the region are appropriately reflected in the text. Civil Society Organizations representing and supporting the small-scale fisheries sector should participate in the Technical Consultation.
3. The rights of small-scale fisheries communities should be emphasized within the framework of a human rights approach.
4. National and regional fisher organizations, including the Caribbean Network of Fisherfolk Organizations, should be strengthened and play an active role in the future implementation of the SSF Guidelines. They should be represented in relevant advisory and decision making bodies.
5. FAO should pursue the establishment and management of a dedicated financing mechanism or trust fund for the SSF Guidelines implementation that can also support fisherfolk organizations.
6. The SSF Guidelines should encourage initiatives to improve the public understanding of the value and importance of the small-scale fisheries sector and correct negative perceptions.
7. Research partnerships like Too Big To Ignore and academic networks can play a role in underscoring the importance of the small-scale fisheries sector globally and regionally.
8. Access to and delivery of general and fisheries-specific education for men and women in small-scale fishing communities in the region is key for the sustainable development of the small-scale fisheries sector.
9. Exchanges of all types to learn about best practices should be promoted among small-scale fisheries stakeholders.
10. Capacity development and research should be designed and implemented along with small-scale fishers and other stakeholders in order to enhance participation and uptake.
11. Fisheries management and development plans should be designed and implemented along with small-scale fishers and other stakeholders in order to enhance participation and uptake.
12. The Zero Draft of the SSF Guidelines should be generally revised in terms of content and structure, with particular emphasis on the section for post-harvest and related issues which should better address the maintenance of the cold chain, food safety and hygiene, infrastructure investment and organizational capacity development.
13. The SSF Guidelines should better emphasize the concepts of stewardship and accountability.

14. The SSF Guidelines should recognize and establish the shared responsibilities and duties of *all* stakeholders towards the implementation of the SSF Guidelines.
15. A stronger commitment to long term conservation and sustainable use of aquatic resources should be enunciated in the objectives of the SSF Guidelines.
16. Given the high level of uncertainty in small-scale fisheries the SSF Guidelines should promote wide application of the precautionary approach as provided for in the UN Fish Stocks Agreement and the Code of Conduct for Responsible Fisheries, along with the commitment to the EAF, which is addressed in a comprehensive manner.

States and non-state entities should be encouraged to implement the SSF Guidelines through policy and legislation as appropriate. Much of the rights and duties in the SSF Guidelines can only be secured through legislative action by states. Consideration should therefore be given to drafting the SSF Guidelines in language that will facilitate their transposition in domestic laws and policies.



## INTRODUCTION

The FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries was one of a series of five workshops that were held back to back from 4–12 December 2012 in Kingston, Jamaica.

The other workshops included:

- The Twentieth Meeting of the Executive Committee of the Caribbean Fisheries Forum which met on 4 December 2012 to provide technical guidance to the CRFM Secretariat during the inter-sessional period between the annual meetings of the Forum of Chief Fisheries Officers.
- The Regional Workshop to Validate the Draft Independent Performance Review of CRFM with the objective to discuss and validate the initial analysis carried out by the FAO team working on the CRFM performance review and to initiate the stakeholder discussions on the eight-year strategic plan for the CRFM (2013–2020).
- The FAO/CRFM Regional Workshop to Validate Draft Report of Review of Current Fisheries Management Performance and Conservation Measures in the WECAFC Region had the objective to contribute to more effective management of marine and inland capture fisheries by FAO Members and other stakeholders in the Western Central Atlantic Region, and improve the state of fisheries resources, ecosystems and their sustainable use.
- The FAO/CRFM/CDEMA/CCCC/WECAFC Regional Workshop on Formulation of a Strategy, Action Plan and Programme Proposal on Disaster Risk Management (DRM) and Climate Change Adaptation in Fisheries and Aquaculture in the CARICOM Region had the overall purpose to contribute to strengthening regional and national inter-sectoral cooperation and the development of capacity to address climate change impacts and disasters in the fisheries and aquaculture sector. The workshop was to offer advice to the above-mentioned agencies with regard to the content of the three draft reports that were produced in preparation for this meeting, but especially it was intended to guide the agencies on the way forward to implement the strategy and action plan and programme proposal in order to benefit the people of the region.

The overall objective of the FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries (“SSF Guidelines”), which was held on 6–8 December 2012, was to support the development of the SSF Guidelines by providing inputs and advice, both with regard to good policies and practices in the region and in respect of overall principles and contents and to provide comments on the Zero Draft of the SSF Guidelines. Discussions at the workshop were forward looking and also addressed implementation issues. The SSF Guidelines are intended to become an integral part of ongoing governance and development processes in support of small-scale fisheries. Accordingly, the workshop promoted cross-linkages between the SSF Guidelines and the policies and actions required in the Caribbean region.

The FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries was attended by 61 participants from 32 countries, representing governments, international, regional and national fisher organizations, academia, regional organizations, NGOs and international organizations.

## OPENING OF THE WORKSHOP

After the anthem and the opening prayer, Dr Marc Panton, Chief Technical Director, Ministry of Agriculture and Fisheries of Jamaica, chaired the opening ceremony and introduced the speakers of the opening session.

Helga Josupeit, Senior Fishery Officer, FAO welcomed participants on behalf of FAO and expressed warm appreciation to the Caribbean Regional Fishery Mechanism (CRFM) Secretariat for co-organizing this important event. She noted that there was growing recognition of the need to address the small-scale fisheries sector and COFI tasked FAO in 2011 to develop a specific instrument in support of sustainable small-scale fisheries to complement the Code of Conduct for Responsible Fisheries (CCRF). Based on the outcomes of previously held consultations and events on the role of small-scale fisheries in improving food security and in the alleviation of poverty the guidelines will take a human rights approach. The full text of her remarks is available in Appendix 3.

Milton Haughton, Executive Director, Caribbean Regional Fishery Mechanism Secretariat, addressed the audience on behalf of CRFM as the co-organizing institution. He welcomed the more than 60 participants to share ideas and experiences and discuss the Zero Draft of the International Guidelines for Securing Sustainable Small-Scale Fisheries. He thanked the host country and the CRFM staff for all their efforts in organizing the event and FAO for technical and financial support. He pointed out that the Caribbean Small Island Developing States (SIDS) are highly dependent on their marine resources, both for food and nutrition security and for employment opportunities. Most fisheries in fact are small-scale, multi-gear operations, even though also semi- and commercial fleets exist in some countries in the area. Main threats to the small-scale fisheries sector are marine pollution, irresponsible fishing practices, conflicts from multiple uses of the marine waters and coastal areas and climate change impacts. The vision for the future is however that people and countries in the Caribbean region should be self-reliant, living in peace and optimize the use of marine services. The full text of his remarks is available in Appendix 4.

Honorable Roger Clarke, Minister of Agriculture and Fisheries, Jamaica in his keynote address welcomed all foreign delegates to Jamaica to the series of five workshops convened by FAO and CRFM with support from the Caribbean Community Climate Change Centre (CCCCC), the Caribbean Disaster Emergency Management Agency (CDEMA) and the Western Central Atlantic Fishery Commission (WECAFC). He emphasized that the meetings were timely and topical and supportive to facilitate the further development and implementation of regional and national strategies for fisheries management. The harmonization of fisheries management and development strategies at the regional level is particularly important for the Caribbean region. Fisheries and aquaculture play a major role in sustaining the livelihoods of a great number of people in the region, providing food and nutrition security, employment and economic development but the socio-economic contribution of small-scale fisheries and aquaculture is likely to be underestimated. Challenges for the sector include threats to aquatic systems from pollution, the impact of IUU fishing, the use of inappropriate fishing gear, the impact of climate change, globalization which influences production and marketing patterns, challenges of the global economic recession and increases of fuel prices and the lack of sustainable financial initiatives for the implementation of programmes and projects. Despite this, Jamaica remains committed to the sustainable development of the fisheries and aquaculture sector to contribute to national and regional wellbeing. Examples of national initiatives include the development of her legal and policy frameworks that embrace the principles of the regional fisheries policy and EAF principles. The policy and the supporting legislation are currently in the final phase of preparation and a fisheries and aquaculture development fund has been established for this purpose. There is hence commitment to the sustainable management of these public goods to generate sustainable revenues. Fourteen marine conservation areas (fish sanctuaries) have been established in Jamaica and the boundaries have been agreed upon by fisheries stakeholders, including one in off-shore areas. They are co-managed by the Fisheries Department and partners (non-governmental organizations [NGOs], private sector institutions). Increased coral cover, fish density, biomass and average fish size in conservation areas have been already documented. In addition, a national food security policy is under development and



envisaged to be finalized within the financial year. One of the actions is to increase consumption of locally produced food, which will create additional opportunities for the national fisheries and aquaculture sector. He recalled that the SSF Guidelines make an attempt to provide a comprehensive approach for the small-scale fisheries sector. They underscore the multi-dimensional and cross-sectoral aspects that need to be addressed to sustain livelihoods. The full text of his keynote address is available in Appendix 5.

After a brief press conference the workshop participants introduced themselves and the chairs were appointed as follows:

Day 1: Mr Andre Kong, Jamaica

Day 2: Mr Peter A. Murray, Organization of the Eastern Caribbean States

Day 3: Mr Michael T. Braynen, The Bahamas

## **OVERVIEW PRESENTATIONS**

### **Overview of workshop objectives and expected outputs**

Nicole Franz, Fishery Policy Analyst, FAO, briefly recalled that the consultation was the sixth of a series of regional consultations held to discuss the development of the small-scale fisheries guidelines. Previous consultations took place in 2010 for the Asia and Pacific region in Bangkok, for the African region in Maputo and for Latin America and the Caribbean in San José. In 2012, regional consultations took place for the Near East and North Africa Region in Oman and for the Pacific Island Region in New Caledonia. She recalled that the overall objective of the regional consultation was to support the development of the SSF Guidelines by providing inputs and advice with regard to good policies and practices in the region and in respect of overall principles and contents and to provide comments on the current Zero Draft of the SSF. She recalled that the discussions should be forward looking and also addressing potential cross-linkages between the SSF Guidelines and the policies and actions in the Caribbean region.

### **Description of process: overview of past events, introduction to Zero Draft and way forward**

Nicole Franz, Fishery Policy Analyst, FAO, recalled that more than 90 percent of all fisher and fish workers are small-scale and nearly all of them live in developing countries. She also pointed out that about 50 percent of all fishworkers are women, which is particularly important in terms of socio-economic wellbeing as women have proven to be more responsible in their spending and investment decisions. The small-scale sector has a number of key functions, at the national and at the local level. It provides an important source of food and nutrition security, generates income and provides employment opportunities and contributes to domestic and international trade. Often there are also important traditional and cultural functions embedded in the small-scale sector, one more reason why there is a dependency on fishing as a way of life. Despite all of the actual and potential contributions of small-scale fisheries, they are often overlooked in food security and poverty reduction strategies and policies.

However, there is growing awareness about the critical role of small-scale fisheries and since 2003 they have been considered in FAO's COFI sessions. A landmark event has been the 2008 first Global Conference on SSF convened by FAO with the Royal Government of Thailand. In a Declaration to the Conference, Civil Society and Fishworkers Organizations from around the World requested more secure rights by SSF and called on FAO's Committee on Fisheries to include a specific chapter in the Code of Conduct for Responsible Fisheries (CCRF) on small-scale fisheries, recognizing the obligations of States towards them. In considering the outcome of the Global Conference and of the three subsequent regional consultations on securing sustainable small-scale fisheries for Asia and the Pacific, Africa and Latin America and the Caribbean the Committee on Fisheries in 2011 mandated FAO to develop international guidelines on small-scale fisheries through a participatory process.

The SSF Guidelines have the objective to enhance the contribution of small-scale fisheries to poverty alleviation, food and nutrition security and sustainable development. They are aimed at empowering SSF communities to participate in decision-making, to receive and benefit from rights and to assume co-responsibilities for sustainable resource utilisation and livelihoods development. They shall provide a comprehensive framework that enhances understanding of actions needed for small-scale fisheries governance and development and hence facilitate cooperation among those involved in and providing support to the sector. They shall also provide principles and criteria for the elaboration and implementation of policies and strategies for the enhancement of small-scale fisheries governance and development, and provide practical guidance for implementation of these policies and strategies. They shall promote further research and the advancement of knowledge on small-scale fisheries governance and development. And they shall serve as a reference tool in the area of small-scale fisheries governance and development for the establishment or improvement of required institutional structures and processes, and capacity development.

The SSF Guidelines will be global in scope but focus on developing countries, apply to capture fisheries in marine and inland waters and cover both the production and post-harvest sectors.

The SSF Guidelines seek to promote a human rights approach to development bringing together social development and responsible fisheries. They thus complement important international instruments in particular, the FAO Code of Conduct for Responsible Fisheries, the Right to Food Guidelines and the Voluntary guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests recently endorsed by the Committee on World Food Security. All of these instruments guide governments and others in improving food security and poverty eradication policies and in advancing sustainable development. It is critical to develop and strengthen these links in order for individuals and communities to develop their capabilities to actively and meaningfully participate in decision-making – rather than being impaired by their daily struggle for survival.

The UN Special Rapporteur on the Right to Food, Olivier De Schutter, has stressed the importance of small-scale fisheries in the realization of the Right to Food in a report presented to the UN General Assembly in October 2012. In it he calls on states to fulfill their obligations with regard to the right to food and to ensure the active involvement of fishing communities in order to meet these obligations.

The importance of the process cannot be overemphasized. It is critical to include the voices of all stakeholders to ensure that the final text of the SSF Guidelines will be comprehensive. But also to ensure the ownership of the SSF Guidelines at the national and at the community level – which is critical for their implementation. A negotiated instrument implies that the text will be approved by the FAO Committee on Fisheries (COFI) members. Through this endorsement, FAO Members will formally commit to the SSF Guidelines but we need to recall their voluntary nature. The SSF Guidelines development process is probably the most participatory ever for the development of a negotiated instrument in the history of FAO. So far it has involved about 1 400 people. There is a strong partnership with the Civil Society Organization (CSO) community, in particular with the International Collective in Support of Fishworkers (ICSF), World Forum of Fishworkers and Fish Harvesters (WFF), World Forum of Fisher Peoples (WFFP) and with the International Planning Committee on Food Sovereignty (IPC). The CSOs organized so far about 20 national and one regional consultation. In addition, FAO has facilitated two more regional consultations for the Pacific Island and for the Near East and North Africa region and IFAD supported 5 national consultations. CSOs and FAO is also using related events to inform about the SSF Guidelines process and seek stakeholder inputs.

The outcomes of the consultations and conferences held so far have been compiled in a Zero Draft of the SSF Guidelines published in May 2012 to further support and inform the consultation process. The document is divided into three main parts. The introduction lays out the objectives, nature and scope, relationship with other instruments and the general principles. These last ones enshrine the principles of the human rights approach, good governance, the ecosystem approach to fisheries, etc. The second part is the more technical and looks into key thematic areas that need to be addressed by the SSF Guidelines. In addition to more traditional topics like resource management and post-harvest issues, there is considerable attention given to social development, decent work and employment and gender issues which haven't received due attention so far international fisheries instruments such as the Code of Conduct. Gender, as well as disaster risk and climate change, is also addressed as a cross-cutting issue throughout this draft. Part 3 then addressed how to ensure an enabling environment and support implementation. Policy coherence, institutional coordination and collaboration, but also research and information and capacity development are dealt with. Monitoring and evaluation is also key in order to allow for adjustments in implementation if needed and to measure and demonstrate success.

Stakeholder consultations will continue and provide feedback until the end of January 2013. After this, based on all inputs received from the consultation process and commentaries on the Zero Draft, the Draft Guidelines text will be prepared and made available in all six FAO languages to a Technical consultation (FAO term for the formal negotiation process) that will take place on 20–24 May 2013. The negotiated final text will then be presented to the next COFI meeting in June 2014 for approval.

## Overview of relevant international instruments for the SSF Guidelines

Mr Carlos Fuentevilla, Junior Professional Officer, FAO, delivered a presentation on relevant international instruments for the SSF Guidelines which had been prepared by Ms Margret Vidar of the FAO Legal Office. While there is a long list of relevant instruments, some of the most important ones are the Code of Conduct for Responsible Fisheries, the Universal Declaration of Human Rights, United Nations Declaration on the Rights of Indigenous Peoples and the Voluntary Guidelines on the Progressive Realization of the Right to Adequate Food in the Context of National Food Security (the Right to Food guidelines). The Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Contexts of National Food Security, recently negotiated through the Committee on World Food Security, also have important links to 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)
- United Nations Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of December 10, 1982 relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (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, including in particular in paragraph 6.18 that states that the contributions of small-scale fisheries to employment, income and food security should be recognised and that the rights of fishers and fishworkers should be protected, particularly those engaged in subsistence, small-scale and artisanal fisheries.

The *Universal Declaration of Human Rights* declares a number of key civil, cultural, economic, political and social rights. A human rights based approach to development was agreed upon as a comprehensive approach to be mainstreamed throughout the entire UN system. The declaration and other human rights instruments are the basis for a human rights based approach, which in FAO are often listed as the acronymic PANTHER: Participation, Accountability, Non-discrimination, Transparency, Human dignity, Empowerment and Rule of law (recourse). Interpreted in the context of small-scale fisheries, this could mean, for example:

- Stakeholder and small-scale fisheries representation in fisheries management bodies;
- Devolution of fisheries management to local communities;
- Fisheries legislation with clear provisions on institutional roles and responsibilities of different actors;
- Breaches of fisheries law are punished and deterred;
- Fisheries legislation pays special attention to indigenous groups, women, minorities, protection of children;
- Clarity and communication of fisheries management measures, including consideration for traditional fishers and differentiation between small-scale and large-scale fishing;
- Quota and other fishing rights allocations are published;
- Fisheries enforcement measures respect human dignity;
- Fishworkers and fishers have dignified conditions of work;
- Small-scale fishers know their human and fishing rights and how to claim them;
- Small-scale fishers have access to general and specific education to help them improve their livelihoods;
- Decisions on fisheries are taken in accordance with law and on the basis of legal authority;
- Information about recourse is easily accessible to all, including small-scale fishers; 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 does not look at any human right in isolation from others. The declaration states that all human rights are indivisible and interdependent and interrelated.

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

The right to food (according to the *International Covenant on Economic, Social and Cultural Rights*) recognizes the right to adequate food (as part of the right of everyone to an adequate standard of living) and also the fundamental right of everyone to be free from hunger. The *Right to Food Guidelines*<sup>1</sup> include provisions that are directly relevant to small-scale fisheries, including the following issues and topics:

- Inclusiveness and non-discrimination;
- Fair return from labour, capital and management;
- Women, vulnerable groups, traditionally disadvantaged;
- Small-scale and traditional fishers;
- Respect and protect 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 apply the general provisions in these instruments to the specific context and needs of coastal and inland fishing communities.

### **Overview of small-scale fisheries in the Caribbean Islands region**

Milton Haughton, Executive Director, Caribbean Regional Fishery Mechanism, explained that there are 34 SIDS in the region. Island populations are often very small and the region includes countries

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<sup>1</sup> Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security, adopted by the FAO Council in 2004.

that belong to the least developed as well as to the richest. The aquatic system is shared and interconnected. Cooperation is therefore key in the region which owns significant marine resources. Among the main challenges to small-scale fisheries are climate change, sea level rise, marine pollution, unsustainable fishing practices, habitat degradation, over-fishing, IUU fishing, rapid population growth and competition from tourism and oil extracting industries. Traditional fishery resources are often fully or over exploited, in particular in coastal areas while others have potential for better exploitation. Trade competitiveness is also an issue in the region. Annual average per capita consumption in the CRFM states<sup>2</sup> is about 30 kg. Main producers in the region are Guyana, Suriname, Cuba, Jamaica, Haiti, Dominican Republic and Belize.

The CARICOM countries employ over 182 000 people in fisheries, operate 25 000 boats and produce 161 000 tonnes for a value of about USD700 million per year. Post-harvest activities and aquaculture also provide significant employment opportunities in the region. In 2009, 56 000 tonnes were exported and 68 000 tonnes imported. Main exporters are Guyana, Suriname, Cuba, Belize, Bahamas and Dominican Republic. Exports consist mainly in high value species (lobster, conch, snappers, groups and shrimps, etc.). In terms of trade there are issues with some internationally traded species such as Queen Conch and Nassau Grouper which are under discussion to be classified as endangered.

There are five main regional fisheries bodies in the region with the mandate to facilitate cooperation for the conservation and management of marine fish stocks and ecosystems (ICCAT, FAO/WECAFC, CRFM, OLDEPESCA, OSPESCA). In September 2012, CRFM and OSPESCA signed a MoU for closer cooperation, including a joint action plan. The Caribbean Network of Fisherfolk Organisation (CNFO) is a recently established important regional fisherfolk organization network for the region. But there is a need to work together even more in the region and to engage also with organizations dealing with environmental issues.

He noted that the CARICOM Member States were at an advanced stage in the development of a Common Fisheries Policy (CFP) which was mandated by CARICOM Heads of Government in 2003. The treaty establishing the CFP was endorsed by regional policy makers in 2011. Another important initiative in the region is the Caribbean Large Marine Ecosystem (CLME) project which is aimed at assisting countries to improve the management of their shared living marine resources through an ecosystem approach. The transboundary diagnostic analysis (TDA) has been completed and the strategic action programme (SAP) is being developed and needs to be endorsed by the countries in early 2013.

### **A CSO perspective on the International Guidelines for Securing Sustainable Small-Scale Fisheries**

Mitchell Lay, Caribbean Network of Fisherfolk Organization (CFNO), recalled the membership<sup>3</sup> and mission of CNFO. Its mission is to improve the quality of life for fisherfolk and develop a sustainable and profitable fishing industry through network, representation and capacity building. CFNO has partnerships with CRFM, CERMES, FAO, CANARI, GCFI, UNEP and the Commonwealth Foundation. The CNFO recognizes the SSF Guidelines as an important instrument with significant implications for its membership. It is a guiding instrument for national interventions to securing rights and benefits and vest responsibilities. It may contribute to reduced marginalization and promote respect and dignity. It is a tool that can be used for advocacy at all levels. National fisherfolk meetings and two CNFO meetings on the SSF Guidelines took place in 2012.

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<sup>2</sup> Haughton, M. Arthurton, A, and L. Merisier. 2012. Promoting intra-regional fisheries trade: Current status, impediments and proposed solutions. Fisheries Laws and Management Training Workshop (Caribbean), ANCORS, University of Wollongong, New South Wales, 10 Sept– 12 Oct 2012.

<sup>3</sup> Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago

CNFO comments on the Zero Draft of the SSF Guidelines on a number of issues have been developed. In terms of definition, it was recommended to keep it flexible and contextual. The definition should take into account middle-men and processors and embrace the reality of SSF as being a way of life. In terms of governance of rights, resource management and stewardship, there is a need to ensure access to land for fishing operations as well as access to infrastructure and inputs. There is also a need for research and monitoring of ecosystem impacts from all users including tourism, mining, oil, agriculture, coastal developments. In the case of dislocation or negative impacts from other sectors there should be a negotiated compensation. Fishing communities should be directly involved in fisheries management decision-making processes, including through legal provisions for small-scale fisheries actors to be represented on advisory/decision making bodies. It was also recommended that states should promote or support research and exchanges on responsible gear and fishing techniques and provide incentives, including fuel subsidies, to SSF actors.

In terms of social development, there is a need for the general education system to include fisheries related subjects. Importantly, government should provide social security and welfare schemes along with small-scale fisheries organizations. This should also include mechanisms and infrastructure for emergency health issues in small-scale fisheries (e.g. decompression chamber). It was recommended that the section of the SSF Guidelines on decent work and employment issues also deals with safety from piracy and crime like robbery. Measures relating to safety also include the provision of manned communication centres and SAR mechanisms, as well as the promotion of innovative technology like radio beacons, phones and applications to promote safety related information (e.g. weather).

Recommendations with regard to the section on post harvest and value chains included stressing the need for secure access to infrastructure for landing, preservation, processing and storage. It was stressed that the absence of certification and eco-labelling should not prejudice markets against small-scale fisheries actors. States should therefore avoid the promotion of certification schemes which may discriminate against small-scale fisheries.

In terms of disaster risk management (DRM) and climate change (CC), the SSF Guidelines should call on governments to provide a machinery and infrastructure for disaster prevention (e.g. slips and haulage). Research on potential impacts of CC and education of small-scale fisheries actors in DRM and climate change adaptation is needed, as well as the monitoring of activities impacting resources which small-scale fisheries actors depend on for livelihoods. It was pointed out that currently, the Zero Draft doesn't sufficiently address the sectors which are impacting fisheries (e.g. shipping, oil).

In terms of policy coherence, it was recommended that national and regional fisheries policy should be consistent with SSF Guidelines principles. But national policies of other related sectors should also be mindful of the principles of the SSF Guidelines (e.g. tourism, agriculture, mining, energy etc.). The establishment of inter-sectoral forums as means to facilitate the SSF Guidelines implementation was also suggested.

### **Experiences from the region**

Beverly Wade, Belize, provided a snapshot of the experience in promoting responsible and sustainable fisheries in Belize. The fishing industry really took off when export licenses for lobster were issued in 1949. By 1970, five fishing cooperatives joined to form the Belize Fishermen Cooperative Association. In 1977 the Fisheries Act and its regulations were introduced. The sector is the fifth in terms of export earnings and contributed about 2.2 percent to the GDP in 2010. About 2 500 people are licensed fishermen. The industry is a highly developed small-scale fishery. Spiny lobster and Queen Conch are the main products but recently there is also some finfish production. Fishermen are well organized in strong fisher cooperatives and associations. Approximately 90–95 percent of lobster and conch meat is landed and marketed through the cooperatives. Fishing is done by free diving (scuba gear is prohibited since 1977), with traps, nets and hand lines. Fishermen and boats are licensed but the main challenge for the sector is that the main fisheries are mature and some species overexploited. It is mainly an open access fishery arrangement and IUU occurs. There is an increased

demand for fish and pollution and habitat degradation is affecting the fisheries. Unsustainable and destructive fishing practices also add pressure on the resources, increasing poverty in coastal communities. A recent CRFM study<sup>4</sup> revealed that the fishing communities in fact are the poorest communities on a national scale. Extreme weather events believed to be associated with climate change, such as storms, have had increasing impacts in the country over time.

The Belize Fisheries Department in the Ministry of Forestry, Fisheries and Sustainable Development has 73 staff members and is responsible for the conservation and sustainable use of fishery resources, including registration and licensing, fisheries research, education, liaison with cooperatives, management of marine reserves, enforcement and issuance of export permits.

The spiny lobster fishery is the most important one in Belize in terms of revenues generated but production has been stable in the last 25 years at about 180–270 tonnes. The conch fishery has a stricter management regime based on quotas.

The fisheries management and conservation strategy of Belize is based on an ecosystem approach to fisheries and applies the precautionary principle. Catch and biological data collection systems provide annual statistics and research and stock assessments are carried out. A network of strategically located Marine Protected Areas (MPAs) has been successfully established along the coast and offshore and provides opportunities for fishers to be involved in their management. Co-management is promoted and the working relationships, which also include the conservation community, in decision-making processes are excellent. A draft Aquatic Living Resources Bill in line with the CCRF is developed and should be adopted in 2013. The bill will formalize the involvement of fishers and other stakeholders in a fisheries council and provides for the creation of a fisheries fund. The Bill shall provide improved penal measures to deter IUU fishing and it requires the development of fisheries management plans. There is the intention to accommodate special licenses and rights based approaches to fisheries through a catch share program. This implies a licensing system that would limit access to fishing within the general use area of marine reserve project sites and would guarantee livelihoods and better economic returns to traditional fishers, providing at the same time incentives to be stewards and managers of the resources.

### **Introduction to the research network Too Big To Ignore (TBTI)<sup>5</sup>**

Patrick McConney, CERMES, introduced the TBTI global partnership for small-scale fisheries research and in particular working group 4. The TBTI originated at the first World Small-Scale Fisheries Congress held in Bangkok in October 2010. The six-year project has CAD2.5 million funding and another CAD2.5 million matching contributions. The three main components of TBTI are (i) an information system for small-scale fisheries to enable comparative and global analysis; (ii) a ‘thick’ description and in-depth analysis of small-scale fisheries to answer some “big questions” and (iii) a transdisciplinary framework for teaching, learning and researching small-scale fisheries. The TBTI team covers 5 regions, involves 62 scientists from 27 countries and is partnering with 15 organizations worldwide. It is structured around 7 working groups. The working groups are: 1- global analysis, 2- strengthening the base (economic viability of the small-scale fisheries sector), 3- broadening the scope (consideration of social contribution and importance of the sector, including well-being), 4- enhancing the stewardship, 5- defending the beach (focusing on rights), 6- governing the governance and 7- knowledge integration (synergy creation, knowledge mobilization, capacity building). Key deliverables include an open and free information system for small-scale fisheries, country small-scale fisheries profiles, policy briefs and community handbooks, the second World Small-Scale Fisheries Congress (Mexico 2014), training materials and modules, books, journal issues, media articles and a coffee table book about SSF of the world. The project requires major coordination worldwide. It is action-oriented and problem based to influence policy and decision-making about

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<sup>4</sup> CRFM technical and Advisory Document, number 2012/3, Volume 1.

<sup>5</sup> <http://toobigtoignore.net>



small-scale fisheries at all levels. It is also assembling new fisheries scientists through training graduate students and others which are mentored by project members.

Working group 4 on enhancing the stewardship focuses on ecological impacts, monitoring systems and stewardship in small-scale fisheries. Patrick McConney is leading this group. It looks at information on the interaction of small-scale fisheries and the environment (e.g. technology, by-catch, climate change), at sharing learning on cost-effective participatory monitoring and evaluation and on stewardship through decisions on responsible action (e.g. appropriate institutional arrangements). Current collaboration with FAO in this context includes work on strengthening the organization and collective action in fisheries.

TBTI and working group 4 can team up on the SSF Guidelines by communicating, contemplating, incorporating principles into practice, implementing after 2014, monitoring, evaluation, learning and adaptation. The TBTI project collaborators are organizations and individuals involved in research that want to share information and be involved in activities. Membership in the TBTI can be requested or interested parties can follow via the web page or other media products.

### *Discussions*

During the discussion following the plenary presentations a number of issues were raised. To underline the importance of the human rights approach, a South African experience was shared in which small-scale fisheries communities challenged the government on the realization of the right to food and the final court ruling was in their favor. The South African fisheries legislation had in fact been developed with a focus on the commercial fisheries, overlooking the socio-economic role of the sector. It introduced a commoditization of rights rather than an enabling framework for small-scale fisheries development.

It was pointed out that any introduction of a rights-based approach to fisheries carries the risk that considering it as a tradable commodity may marginalize small-scale fisheries. There is therefore a need to take into account the implications in terms of a human rights based approach, even if it adds complexity to the tasks of fisheries administrations. This complexity may require additional skill mixes in fisheries administrations that allow for the implementation of a human rights based approach.

## WORKING GROUP DISCUSSIONS

### Introduction to working groups

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

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 facilitators at the beginning of the sessions. The FAO Zero Draft on International Guidelines for Securing Sustainable Small-scale Fisheries was provided to the groups and the relevant parts of this document served as a starting point for the discussions<sup>6</sup>. This document contains a discussion on the general considerations and various principles that the SSF Guidelines could be based on. It also gives an overview of different thematic areas – based on the consultations carried out so far and other related activities – that have been proposed to be covered by the SSF Guidelines. After each session, the working groups reported back to plenary and time was allocated after each presentation for comments and discussions. The summaries of working group outcomes presented below also take account of comments and additional information made available in these plenary discussions.

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

#### Session 1: Responsible fisheries and sustainable development

- Group 1: Governance of rights, resource management and stewardship
- Group 2: Postharvest and value chains
- Group 3: Decent work and social development, including gender issues

#### Session 2: Ensuring an enabling environment and supporting implementation

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

### Session 1: Responsible fisheries and sustainable development

#### *Group 1: Governance of rights, resource management and stewardship*

The group identified a number of critical issues to be included or further specified in the SSF Guidelines in relation to the topic. For example, it was felt that accountability issues are key and that a clear understanding of the concepts of rights, responsibilities, communities and stewardship is needed. This includes, for instance, the possibility to define or set out tenets for good stewardship. For fishers, the tenets of good stewardship could, for example, refer to the responsibly to provide reliable information, to be proactive in policy development and to generate political pressure. The group also mentioned the possibility to consider fishery managers along with fishers as stewards of the sector.

In the context of the SSF Guidelines there is also a need to clarify the definition and role of “actors” versus “stakeholders” as both terms are used in the Zero Draft. A broader consideration of non-state actors, including the private sector, communities and other stakeholders, of their sphere of influence and of their responsibilities for sustainable fisheries should be clearly articulated in this context. The group discussed the potential role of co-management and other schemes in the region, but concurred that distrustful relationships between fishers and the state must be addressed in order for them to

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<sup>6</sup> Available at [ftp://ftp.fao.org/fi/document/ssf/ssf\\_guidelines/zerodraftssfguidelines\\_may2012.pdf](ftp://ftp.fao.org/fi/document/ssf/ssf_guidelines/zerodraftssfguidelines_may2012.pdf)

become successful. To bridge this gap, the group floated several ideas, including the involvement of retired fishermen to serve as liaisons between the State and fishers.

It was pointed out that in promoting fishers participation in the co-management/participatory management process (e.g. attendance at meetings, etc.) consideration should be given to compensating the fishers' representatives for the time taken off from their livelihood activities, as the other stakeholders are normally compensated while participating in this process. Due to the concern about loss of income, fishers tend to be reluctant to participate in such processes. It was suggested that fishers should be encouraged to make adequate monetary contributions to their organizations/cooperatives, so that they can be compensated for their participation in meetings, etc. from these funds. The group agreed that governments create a holistic vision of fisheries that coincides with the development of fishers and establishes efficient working relationships.

Further, the group emphasized that the need for commitment to long term conservation and sustainable utilisation of resources should be strongly set out in the SSF Guidelines as this would be the means by which intergenerational equity would be preserved. This also requires the application of the precautionary approach.

Vulnerability and uncertainty affecting the small-scale fisheries sector was another subject debated by the group. Any measures to reduce vulnerability would need to refer to social and environmental resilience improvements. The group agreed that in the region young men are part of the vulnerable groups. It was further noted that rights to land carry potential for conflict and vulnerability.

Finally, the group touched upon a variety of regional specific topics, to which the SSF Guidelines could provide a reference point. These issues include the interaction of fisher user rights with competing sectors such as tourism, the interaction between user rights and state rights, the difficulty to define a historical socio-cultural context for fishing communities in the Caribbean, and the difficulty of defining and applying global guidelines to context specific situations.

### ***Group 2: Postharvest and value chains***

The group discussed Section 8 of the Zero Draft on postharvest and value chains. Overall, they agreed that the section would need some restructuring and strengthening. In some cases, the content of a paragraph needs to be split up as it covers too many issues (e.g. 8.11).

The group then defined the overarching principle of promoting the production of good quality and safe fish and fishery products, recognising the critical importance of maintaining the cold chain from sea to plate. This requires a modernised legislative framework that incorporates inspection and monitoring by a Competent Authority throughout the entire value chain and fosters transparent operations along all segments of the value chain. It also requires access to training in quality assurance and business management for small-scale operators. The need for support from the state and development partners to new and existing fisher folk cooperatives and networks throughout the value chain was emphasized in this context. Small-scale fisheries workers need to empower themselves through capacity development to maximise their benefits from fish trade, and states should facilitate this capacity development process.

The group also stressed the need for States and research institutions to recognise the role of fisher folk traditional knowledge to allow for equal partnership when conducting research. (e.g. ciguatera). It was suggested that this would also contribute to the recognition of the importance of data and information collection, as well as of the contribution by small-scale fishery workers.

Appropriate infrastructure to support the guiding principle of good and safe products from on-board storage facilities to landing sites and markets, in particular through provision of ice and cold chain equipment, was identified as a major area in terms of investment needs. However, small-scale fishery workers should contribute to the maintenance of such facilities and infrastructures. Another key area

for public investment is consumption promotion including pricing information and consumer education, as well as inclusion in school curricula, in order to increase the awareness of the nutritional benefits of eating fish, the capacity to identify quality characteristics, and the recognition of the important and traditional role of small-scale fisheries for food and nutrition security and economic development.

With regard to eco-labelling, the group noted that small-scale fisheries should not be marginalised from markets if eco-labelling is not achieved. With regard to climate change, the group recommended to also consider the impact of climate change on fish quality (e.g. impact of increases in temperature on spoilage rates and shelf life of fish) and the necessary adjustments needed to reduce these impacts.

### ***Group 3: Decent work and social development, including gender issues***

The group brainstormed on the topic and identified a number of most critical issues. Education, for men and women, emerged as one of those key issues. The group identified the challenge of educating the next generation to assume leadership of the fishing industry, as currently the CRFM region has an aging fisher population. Cooperation between fisher organizations and the public education system to include fisheries relevant education in schools, which should also value and incorporate traditional knowledge, was suggested as one way to address this challenge. A reason for this suggestion was that often students, mostly male, that drop out after primary school get into fishing and granting and promoting access to basic education for fishing communities is therefore important. Often illiteracy is hidden as people are ashamed of it. Small-scale fishers also need targeted education to become better businessmen, champions and negotiators and to strengthen cooperatives. This would also facilitate better fisherfolk representation in fisheries discussions, decision making processes and management. Exchanges between small-scale fishing communities within a country or across the region were recommended as a peer learning tool for many different topics. The group however noted that in some cases fisherfolk may be reluctant to assume positions of authority.

In the region, fishermen are often not treated with respect and fishing communities live on the margins of society, lacking access to the usual social benefits like insurance, bank loans, pensions. Specific attention is therefore needed to guarantee social safety systems for current fishers, elder and retired fishers and the next generation. The group also noted that fishermen need to better manage their funds for retirement and hence there is an overall need to introduce a culture of savings and to build financial management capacities. Family planning education for men and women was also raised as an important issue as often women get pregnant at a very early age. Vulnerability of small-scale fishing communities to climate change and environmental degradation also contributes to marginalization.

The group agreed that drug addiction and drug trafficking is affecting some small-scale fishing communities in the region. In some cases conflicts between drug traffickers and fishermen arise and conflict can be violent. The group identified the need to better understand the impact of organised crime on fishing communities. Consumption of alcohol and marihuana are report to be common among fishers.

With regard to gender, it was confirmed that fish processing is usually carried out by women who would greatly benefit from education to increase processing techniques, product quality, financial management skills and their bargaining position. In the Caribbean region, gender disaggregated data for the sector is scarce.

In terms of decent working conditions, the group was in favor of promoting the application of relevant International Labour Organization (ILO) conventions to small-scale fisheries. Piracy and safety-at-sea are major challenges. Flares, decompression chambers and radio systems are not always available or accessible for fishers and coast guard response to emergency situations is not always appropriate or available. A dedicated emergency hotline operated by the fisheries departments and safety-at-sea education campaigns by fisheries cooperatives and public administrations could be one option to improve this. Some countries require fishers to pass a boat captain/procedures test which includes

safety training and to register boats to guard against piracy. However, it was noted that diffuse illiteracy can be a major constraint for the introduction of tests. It was also recommended that simple safety habits be nurtured, such as fishers telling their immediate family where they are going to fish, so to make search and rescue efforts easier.

The group also discussed the issue of child labour. Frequently children spend time at the beach, also because there are hardly any childcare facilities accessible to the communities concerned. Some of the children get involved in “hustling” e.g. running errands etc. There are also cases of child prostitution, in particular in areas with highly developed tourism industries. The group recognized that it is fundamental for parents to appreciate the value of education for children in fishing communities in order to successfully promote school attendance. Welfare systems were also identified as a potential measure to improve education, if abuse of these systems can be avoided. For small children, cooperatives should establish child care facilities and there are already functioning examples of this in the region.

## **Session 2: Ensuring an enabling environment and supporting implementation**

### ***Group 1: Policy coherence, institutional coordination and collaboration***

The group stressed that it is important to consider policy coherence also at the regional level to achieve geo-political coherence and appropriate institutional set-ups at national, regional and international level. Regional policies for SSF need to be considered in the context of existing regional mechanisms like CRFM, CARICOM, OSPESCA, WECAFC and the Organization of Eastern Caribbean States (OECS) etc. Existing institutions and mechanisms should be used to promote policy coherence and collaboration to avoid institution fatigue. For example, OECS has drafted an oceans policy and action plan and the Caribbean Community (CARICOM) Secretariat has already developed a regional food and nutrition security policy and an agriculture policy and small-scale fisheries related issues could also be more specifically addressed within CARICOM, which has also developed a Common Fisheries Policy. In addition, national and regional policies and regulations need to be harmonized with international law. The major challenge is however the regional implementation of such policies and arrangements, hampered by too much bureaucracy. The Caribbean Sea Commission for instance has been established by the Association of Caribbean States (ACS) but is not operational and no progress was made on this in the last two years. In addition, policies usually are non-binding and during their negotiations individual country positions and representatives may change. This happens sometimes as a result of frequent staff changes within national fisheries administrations, and at other time, because governments do not sufficiently appreciate that attendance at such meetings requires special skills and experience on a continuous basis until the activity is completed. This therefore delays the often long negotiation processes even further. The lack of resources for implementation (financial and human) and in some cases lack of political will as well, represents a major challenge for policy coherence and inter-sectoral collaboration.

The group emphasized the importance of policy coherence and institutional coordination and collaboration not only within the sector but also across sectors, for example through inter-sectoral planning. Responsibility for overall development lies often with different ministries; while there are ongoing discussions at various levels to explore opportunities for collaboration between fisheries and environmental institutions the interest in working together is currently limited. The small-scale fisheries sector may be pushed aside by other, apparently economically more important sectors competing over marine space. For example, there is a looming threat from the oil and gas sector in the region. Assigning particularly sensitive sea area (PSSA) status, regulating bunkering and establishing anchoring zones were regional example to limit damage of reefs from anchoring and to keep tankers away from areas exploited by small-scale fisheries. Marine spatial planning is another tool to tackle competition over marine space. Marine aquaculture and tourism were identified as other sectors with implications for small-scale fisheries. Marine aquaculture is an activity that the region needs to cater for in terms of policies as investors from overseas are interested in cage culture development in inshore areas. Yachting and diving tourism negatively affects reefs in the region. Within the sector,

due to the increasing level of development of recreational fisheries conflicts with small-scale fisheries are emerging but some countries reported the successful introduction of catch limits as a conflict resolution measure. Also, it was noted that due to the income levels of the actors involved in recreational fisheries and their likely ease of access to policy makers, they could apply influence which could negatively affect small-fisheries development. Overall, the group called for more awareness of sectoral interactions and of policy implications, also through policy education and the development of mechanisms to keep people engaged.

The group noted that previously there was a top-down approach to fisheries management and development in the region while there is now a bottom-up approach to policy development. To make this new approach effective and ensure compliance, appropriate mechanisms have to allow stakeholders to be properly involved from the start in those processes. Inclusive approaches for the identification of fisher representatives should be part of such a mechanism. At the national, regional and international level strong fisher organizations can make important contributions to policy development. But often these organizations require support in terms of funding and capacity development. The group noted that discussions often focus on the responsibilities of the states while there is a need to also look at the roles and responsibilities of other actors (including international organizations, donors, private sector institutions, community based organization, media, etc.).

The group then discussed the value of small-scale fisheries in relation to GDP, employment and food and nutrition security and recommended that the SSF Guidelines should make stronger reference to economic development policies and their potential linkages with small-scale fisheries. The contribution of SSF is not fully captured at the moment and its values are not properly documented and reflected. More and better data, beyond those usually collected by national fisheries authorities, will support the case for investment in small-scale fisheries development and allow for certain characteristics of the sector to be better appreciated. There is often an undervaluation of the positive contribution and an overvaluation of the negative impacts of small-scale fisheries. Studies to assess the value of nature for different user groups could be a useful tool for decision-makers to decide on the use of aquatic resources and the research network. The technical advisory work of regional organizations such as the CRFM has already begun to address this. Too Big To Ignore could also play a role in this.

### ***Group 2: Research, information and capacity development***

The group emphasized the importance of research, information and capacity development as among the most critical issues to be addressed by the SSF Guidelines. The relationship between fisheries administrations and small-scale fisheries actors lacks trust in some cases and information provided by fishers may not be reliable unless they see the benefit of being cooperative. Building or strengthening trust is therefore a precondition for improved transparency. This entails, among other actions, clear and explicit communication of potential benefits of data collection, research, capacity development, association membership etc, as well as involving the fishers in the preparation and use of the data collecting and analyzing process. Recognition from the sector that reliable data and information are imperative for developing appropriate guidance for small-scale fisheries development is a key objective to be achieved. However, any data collection should remain subject to regular or occasional inspection to verify reliability and the roles of data collectors and enforcement personnel need to be clearly separated. The group also discussed whether data provision should be mandatory and the need to collect and disseminate data in a form that fishers can easily understand.

With regard to capacity development it was noted that it should not be restricted to sector-specific skills but also go beyond to include issues such as finance and management skills. Current problems can become drivers of change and the involvement of fisherfolk in the design of research, training and other capacity development measures ensures that these are tailored to the needs of the sector. Leadership skills development should also be included in training curricula. Regional cooperation among small-scale fisheries actors, supported by regional and international organizations, should also be promoted. Cooperatives and other types of fisher association and stakeholders can contribute to the

generation and drive the dissemination of information to ensure that the best available information is used. The group considered pertinent that information on the benefits of joining cooperatives and other associations is clearly disseminated, encouraging fishers to join such institutions. These tasks could for example be institutionalized through improved cooperative membership and performance. Regular information meetings among different stakeholders would also be beneficial for such a process to oppose the past experience of failure to create lasting institutions. The group also suggested that skills training be specifically mentioned in the guidelines.

Academic institutions can support development through research. However, the group noted that the relationship between academic and research institutions and small-scale fishing communities can go beyond simple data collection to work together on emerging issues (e.g. declining biomass of flying fish in the Caribbean region). There is a lot of tacit knowledge available in fishing communities that needs to be captured and valued in some way. However, when dealing with fishers' knowledge, the matter of intellectual property should be addressed.

### ***Group 3: Implementation support and monitoring***

The group discussed that a strategic implementation approach for the SSF Guidelines needs to be developed as soon as possible, to allow gradual implementation at national level. The implementation should involve all stakeholders, using an Ecosystem Approach to Fisheries which recognized small-scale fisheries also as a provider of ecosystem services. The group also stated that in the Caribbean island region overseas territories of the United Kingdom, France and the Netherlands are often treated as independent and have difficulties in accessing funding as they are considered to be too rich to tap into donor funding. It was also recommended that these States should take into consideration the special conditions and needs of their overseas territories and dependencies and provide assistance to these in the implementation of the SSF Guidelines. Moreover, it was urged that developed countries should give special consideration to assist Small Island Developing States (SIDS) and to other developing countries in the future implementation of the SSF Guidelines. The group also recommended the establishment of a funding mechanism for the SSF Guidelines implementation and acknowledged that CRFM endorsement of the SSF Guidelines at the regional level would facilitate implementation support at national level. It was noted that the SSF Guidelines would fit under the umbrella of the Caribbean Community Common Fisheries Policy which could develop a protocol to endorse the guidelines regionally.

At the national level, policies should incorporate the SSF Guidelines and promote cross-sectoral collaboration. The involvement of Fisheries Advisory Committees to support the SSF Guidelines implementation and monitoring was also recommended. Fisheries management plans should incorporate priority activities of the SSF Guidelines but it was noted that not all countries have developed or implemented fisheries management plans at the moment. At the local level, fishing communities are encouraged to build on current successes and accomplishments that illustrate the SSF Guidelines principles. To facilitate the implementation at all levels, the translation of the SSF Guidelines in various languages, the preparation of simplified versions and other materials should be part of the implementation strategy.

In terms of monitoring, the group agreed that FAO is the appropriate body to develop simple indicators based on existing socio-economic marine monitoring models, fisheries management plan indicators, checklists and score tables (after consultation with states and territories) to assess progress towards achieving the objectives of the SSF Guidelines. Monitoring and evaluation should not only capture poverty and vulnerability related issues but also measure success and profitability of the small-scale fisheries sector and the results should be widely shared. National activities to facilitate implementation monitoring should include institutional mapping and networking. Results monitoring and progress reporting should be linked to policy cycles and increase small-scale fisheries communities understanding of the SSF Guidelines. The SSF Guidelines should be conceived as a living, dynamic document that will be updated if required. Learning and adaptation, in particular with

regard to science and information, were identified as issues to be emphasized in the context of the implementation of the SSF Guidelines.

The group also came up with a number of specific recommendations for improvement of the text of Chapter 13 of the Zero Draft which have been made available to the FAO Secretariat.



## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries (SSF Guidelines) welcomed the SSF Guidelines as a guiding instrument for regional and national interventions, for securing rights and benefits, and for reducing the marginalisation of the small-scale fisheries sector in the region. In this context, the regional consultation recognised that:

1. The aquatic system in the Caribbean region is shared and interconnected. Cooperation and coordination of fisheries and related policies is therefore key to sustainable fisheries development in the region.
2. The contribution of the small-scale fisheries sector to food and nutrition security, poverty alleviation and economic development in the region is undervalued and the sector is threatened by pollution, over-exploitation, and increasing competition for coastal and marine space, in particular from the tourism sector, but increasingly also from oil and gas extraction.
3. The administrative capacities and resources (human and financial) in SIDS can be very limited.
4. Many countries either do not have functional and holistic fisheries management plans in place or are struggling with their implementation and enforcement. In those cases where management plans exist, often they are not developed and implemented in a participatory manner.
5. Overseas territories and dependencies and an increasing number of Caribbean States are commonly excluded from international donor support, including technical assistance for small-scale fisheries.
6. Small-scale fisheries participants have difficulty accessing limited existing formal social safety nets.
7. Small-scale fisheries communities often have difficulties in accessing regional and international markets, in particular because of the required sanitary and phytosanitary measures (SPS), environmental certification and ecolabelling requirements and the use of non-tariff measures.
8. Attention must be paid to 'young men' who have emerged as a vulnerable group in the Caribbean region as evidenced by indicators related to education, employment, involvement in drugs, gangs etc.
9. The level of trust and collaboration between fishers and government administrations can be improved.
10. The key principles of the human rights approach (participation, accountability, non-discrimination, transparency, human dignity, empowerment and rule of law) are relevant for the development of the small-scale fisheries sector.
11. Impacts of climate change, climate variability and natural disasters on small-scale fishing communities in the region can be severe, requiring appropriate resilience building solutions.
12. CRFM and other regional bodies' endorsement of the SSF Guidelines will make it easier to get implementation support at the national level.

The Regional Consultation recommended that:

1. The existing regional partnership arrangements for fisheries management advice, research and information sharing such as CRFM, OECS, OSPESCA, WECAFC should be further strengthened and harmonized. Those partnership arrangements should endorse the SSF Guidelines and also facilitate their future implementation in the Caribbean region.
2. As an expression of political commitment, Governments from the region should ensure strong representation at the SSF Guidelines Technical Consultation to be held on 20–24 May 2013 in Rome, Italy, during which the text for the SSF Guidelines will be negotiated to ensure that the special needs of the region are appropriately reflected in the text. Civil Society Organizations representing and supporting the small-scale fisheries sector should participate in the Technical Consultation.
3. The rights of small-scale fisheries communities should be emphasized within the framework of a human rights approach.
4. National and regional fisher organizations, including the Caribbean Network of Fisherfolk Organizations, should be strengthened and play an active role in the future implementation of the SSF Guidelines. They should be represented in relevant advisory and decision making bodies.
5. FAO should pursue the establishment and management of a dedicated financing mechanism or trust fund for the SSF Guidelines implementation that can also support fisherfolk organizations.
6. The SSF Guidelines should encourage initiatives to improve the public understanding of the value and importance of the small-scale fisheries sector and correct negative perceptions.
7. Research partnerships like Too Big To Ignore and academic networks can play a role in underscoring the importance of the small-scale fisheries sector globally and regionally.
8. Access to and delivery of general and fisheries-specific education for men and women in small-scale fishing communities in the region is key for the sustainable development of the small-scale fisheries sector.
9. Exchanges of all types to learn about best practices should be promoted among small-scale fisheries stakeholders.
10. Capacity development and research should be designed and implemented along with small-scale fishers and other stakeholders in order to enhance participation and uptake.
11. Fisheries management and development plans should be designed and implemented along with small-scale fishers and other stakeholders in order to enhance participation and uptake.
12. The Zero Draft of the SSF Guidelines should be generally revised in terms of content and structure, with particular emphasis on the section for post-harvest and related issues which should better address the maintenance of the cold chain, food safety and hygiene, infrastructure investment and organizational capacity development.
13. The SSF Guidelines should better emphasize the concepts of stewardship and accountability.
14. The SSF Guidelines should recognize and establish the shared responsibilities and duties of *all* stakeholders towards the implementation of the SSF Guidelines.

15. A stronger commitment to long term conservation and sustainable use of aquatic resources should be enunciated in the objectives of the SSF Guidelines.
16. Given the high level of uncertainty in small-scale fisheries the SSF Guidelines should promote wide application of the precautionary approach as provided for in the UN Fish Stocks Agreement and the Code of Conduct for Responsible Fisheries, along with the commitment to the EAF, which is addressed in a comprehensive manner.

States and non-state entities should be encouraged to implement the SSF Guidelines through policy and legislation as appropriate. Much of the rights and duties in the SSF Guidelines can only be secured through legislative action by states. Consideration should therefore be given to drafting the SSF Guidelines in language that will facilitate their transposition in domestic laws and policies.

### **Concluding remarks**

Raymon van Anrooy, Fishery Officer, FAO Sub-regional Office for the Caribbean, stressed that the important question is whether the conclusions and recommendations agreed during the final session will only be a document or will actually be followed up by concrete action. He called upon the participants to attend the Technical Consultation in May 2013 and in COFI 2014 as one means for concrete follow-up. He also reminded that the deadline for submission of comments on the Zero Draft of the SSF Guidelines is the end of January 2013.

He drew the attention of the participants to the Stop IUU fishing award for which proposals can be submitted until the end of March 2013 and pointed out that detailed information is available at <http://imcsnet.org>. He then thanked the chairs, working group rapporteurs and presenters, CRFM and the host country Jamaica for their active participation and their support during the regional consultation.

Milton Haughton, CRFM, confirmed that the Regional Consultation has contributed to progressing the development of the SSF Guidelines and thanked FAO for the opportunity to comment on the Zero Draft of the SSF Guidelines. He recalled that the SSF Guidelines will be an important tool to improve the small-scale fisheries sector in the Caribbean Region. He also thanked FAO for the financial and technical support provided for the organization of the meeting and recommended participants to seriously take into consideration their participation in the Technical Consultation on the SSF Guidelines on 20–24 May 2013 and in COFI 2014 to ensure the regional representation.

The chair officially closed the meeting.



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## Agenda

### Thursday, 6 December 2012

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#### Session 1: Welcome and introduction

- Opening session including welcome and opening address
- Overview of workshop objective and expected outputs
- Introduction of participants and appointment of chairs

#### Session 2: Plenary session

- Description of process: Overview of past events, introduction to Zero Draft and way forward
- Overview of relevant international instruments for the SSF Guidelines
- Overview of small-scale fisheries in the Caribbean Island Region
- A CSO perspective on the International Guidelines for Securing Sustainable Small-Scale Fisheries
- Introduction to working groups

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

- Working group 1: Governance of rights, resource management and stewardship
- Working group 2: Postharvest and value chains
- Working group 3: Decent work and social development, including gender

### Friday, 7 December 2012

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#### Session 4: Plenary session

- Experiences from the Region
- Introduction to the research network Too Big To Ignore
- Reports from working groups Part 1 and discussion

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

- Working group 1: Policy coherence, institutional coordination and collaboration
- Working group 2: Research, information and capacity development
- Working group 3: Implementation support and monitoring

#### Session 6: Plenary session

- Reports from working groups part 2 and discussion

**Saturday, 8 December 2012**

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**Session 7: Plenary session**

- Plenary discussion on conclusions and recommendations

**Session 8: Plenary session**

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

**Welcome remarks by Ms Helga Josupeit, Senior Planning Officer, FAO**

Honorable Minister Roger Clarke, Minister of Agriculture and Fisheries of Jamaica  
 Heads of Fisheries Administration and Representative from Fisheries Departments  
 Representatives of International Organizations, Regional Organizations, Bilateral Aid Agencies,  
 NGOs, and Educational and Research Institutions  
 Representatives from Fisheries Association and Fishing Industry  
 Resource persons  
 Friends, and  
 Ladies and Gentlemen,

On behalf of Dr Arni Mathiesen, Assistant Director-General of the FAO Fisheries and Aquaculture Department in Rome I would like to take this opportunity to sincerely thank you for your participation in this FAO/CRFM Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries.

I would also like to extend our warmest appreciation to the Caribbean Regional Fisheries Mechanism for co-organizing these events.

According to the latest figures, the livelihoods of about 357 million people are directly affected by small-scale fisheries, and they employ more than 90 percent of the world's capture fishers. The CCRF approved in 1995 does not give sufficient visibility and importance to SSF. However, since 2003, the FAO Committee on Fisheries (COFI) has promoted efforts to improve the profile of, and understand the challenges and opportunities facing small-scale fishing communities in inland and marine waters.

Prompted by COFI, in 2008, the FAO Fisheries and Aquaculture Department embarked on a broad-based consultative process to examine the need and various options for an international instrument on small-scale fisheries. Throughout this process, strong support was expressed for the creation of an international instrument and in 2011 COFI recommended the development of international voluntary guidelines to complement the FAO Code of Conduct for Responsible Fisheries as well as other international instruments with similar purposes, in particular those related to human rights, sustainable development and responsible fisheries.

The preparation of the SSF Guidelines is expected to contribute to policy development at the national and regional levels. In addition, both the process and the final product are expected to have considerable impact on guiding policies and practices for securing small-scale fisheries and creating benefits, especially in terms of food security and poverty reduction.

In addition, the document should be one that small-scale fishers, fishworkers and their communities across the world feel ownership of and can relate to, thus contributing to the process of turning resource users into resource stewards.

Social responsibility and solidarity are supported, as the guidelines take a human rights approach to development (which recognizes that everyone has legally mandated rights and that these rights carry with them responsibilities). These principles include equitable development based on gender equality, non-discrimination, and respect and involvement of all stakeholders, including indigenous people.

The SSF Guidelines promote holistic and integrated approaches that combine natural resource and ecosystem management with social and economic development. Equal consideration should be given to the environmental, social and economic development needs, and community rights.

It is therefore our goal today to further elaborate on the ideas in the Zero Draft which condenses the outcomes of previous consultations to take the process forward.

I thank you for your participation and look forward to your active participation and discussions which will contribute to the development of these small-scale fisheries guidelines and their active implementation.

**Opening remarks by Mr Milton Haughton, Executive Director, CRFM Secretariat**

Mr Chairman, Dr Marc Panton, Chief Technical Director  
Honorable Roger Clarke, Minister of Agriculture and Fisheries  
Helga Josupeit  
Ladies and Gentlemen

I bring greetings and well wishes from the Management and Staff of the CRFM Secretariat. I extend a very warm welcome to all of you and especially to those from abroad who came in over the past few days to participate in this series of workshops here in Kingston, Jamaica.

Special thanks to the Gov of Jamaica for agreeing to host these workshops. I want to thank you Minister Clarke for your support not just for these workshop, but you're your strong and unwavering support, commitment, vision and guidance for sustainable aquaculture and fisheries development in Jamaica and within the wider Caribbean region. The CRFM as a regional institution serving the CARICOM countries has benefitted significantly from you wisdom and direction over the years.

Special thanks also to Mr Andre Kong, the Acting Chief Executive Officer responsible for Fisheries Department and his staff who have been working very hard behind the scene to assisted with the arrangements for the meetings. Special thanks also to the Permanent Secretary, Ministry of Agriculture and Fisheries, Mr Donovan Stanberry for his support.

Mr Chairman, I would like to recognize the significant contribution of the UN FAO, and thank them for their support and commitment to the sustainable development and management of aquaculture and fisheries in the region. This series of workshops is possible only because of the generous financial and technical support provided by the FAO. These are difficult economic times and we at the CRFM are very grateful for the partnership with FAO and the contribution they are making to sustainable aquaculture and fisheries development in the Caribbean region.

Today, in most Caribbean countries we continue to struggle against poverty, food insecurity, unemployment, underdevelopment, and escalating crime among other social ills. Caribbean countries, particularly the small island states, are highly dependent upon their marine resources for economic and social development.

Most Caribbean States are surrounded by waters from which we obtain many economic and social benefits. Fisheries and aquaculture sector is indeed a very important source of food and nutrition security, and employment opportunity, particularly for the poor and vulnerable members of society.

Continued enjoyment of the benefits from the seas and oceans are threatened by numerous problems such as, marine pollution and habitat degradation, irresponsible fishing practices, and growing demand and limited supply of fish and seafood, conflict arising from multiple uses of the coastal and marine waters – for example, for tourism, shipping and production of oil and gas; and finally the threats arising from global warming, climate change, sea level rise, and ocean acidification.

We have to ask ourselves the question “What kind of future do we want to leave for future generations, in the next 30–50 years?” We want a future in which our people and countries are economically independent, self reliant, peaceful, prosperous, and fully integrated into the global economy. We want a future where they have the technology and knowledge to fully utilize, manage and protect the marine resources to optimize the contribution they make to our social and economic development and security.



### *Small-scale fisheries*

Fishing in the Caribbean, with few exceptions, are small-scale multi-species operations conducted with small open boats between 3–10 meters in length, using oars, sails or outboard motors. Small semi-industrial and industrial fisheries exist in some states, e.g. Guyana, Suriname, Trinidad and Tobago shrimp; The Bahamas and Jamaica for lobster and Queen Conch; and in Barbados for pelagic species like tunas. A wide variety of fishing gears are used, including traps, longlines, handlines, gill nets, seine nets, trammel nets, and trawls. The fisheries are generally open access. Over the past 3 decades a lot of attention has been given to achieving long-term sustainable fisheries. However most of these initiatives to promote responsible and sustainable fisheries have focused predominantly on industrial and semi industrial fisheries with only little attention given to the importance, specific characteristics and needs of small-scale fisheries.

Small-scale fisheries can be broadly characterized as a dynamic and evolving sector employing labour-intensive harvesting, processing and distribution technologies to exploit both marine and inland water fishery resources. The activities of this subsector, whether conducted on a fulltime or part-time basis, are often targeted at supplying fish and fishery products to local and domestic markets, and for subsistence consumption. However, export-oriented production has increased in many small-scale fisheries during the last two to three decades because of greater market integration and globalization.

The International Guidelines for Securing Sustainable Small-Scale Fisheries (SSF Guidelines) are being developed by FAO through a consultative process involving governments, regional organizations, civil society organizations, and small-scale fishers, fish workers and their communities. This Regional Workshop will therefore bring together government and civil society representatives from over 19 countries in the region. More than 60 participants will gather to share ideas and experiences over the next few days in order to support small-scale fisheries in the region and thereby contribute to the Small-scale Fisheries Guidelines development process. Participants will review and provide comments on the Zero Draft of the SSF Guidelines.

Caribbean States are view the development of these international guidelines as very important development in global fisheries given the importance of small-scale fisheries to the region.

### *Climate Change and DRM*

The Caribbean is said to be one of the most disaster prone regions in the world based on the frequency and severity of hazard impacts, as well as the significant damage, destruction and social and economic losses experienced. We are very mindful of the potential devastating impact of man-made and natural hazards such as tropical storms, hurricanes, floods, droughts, volcanic eruptions and earthquakes and tsunamis. Over the past 2–3 decades, these hazards have had devastating impacts on the people, their property and livelihoods, and on the social and economic development of our countries.

The threats from these hazards are made worse by climate change, climate variability and sea-level rise. We now seem to be dealing with more frequent high-intensity hurricanes, floods and droughts which are at the same time becoming more difficult to predict.

The negative effects of climate change and climate variability on marine ecosystems and on fisherfolk and coastal communities are already evident and the situation will probably only get worse in the coming decades even of significant corrective actions are taken today. The climate experts tell us that the past decade has been the warmest on record. The cost of damage caused by extreme weather events is rising, and the region is set to become more vulnerable in the future.

Fishers, fish farmers and fishing communities, particularly those in coastal areas are particularly vulnerable to disasters arising from these natural and man-made sources, especially from the recurrent storms and hurricanes during the June to November hurricane season each year.

It is not surprising, therefore, that the subject of climate change and disaster risk management has been recognized as a fundamental development challenge in the Caribbean requiring special attention by policy makers.

Recognizing the need to take immediate measures against the serious threats caused by climate change which confront Caribbean States, at the request of the CRFM, FAO has provided support to assist the countries of the region with the development of a Regional Strategy, Action Plan and Programme Proposal on Disaster Risk Management and Climate Change Adaptation in Fisheries and Aquaculture in an effort to implement adaptation and mitigation. From Monday 10 to Wed 12 December government officials responsible for fisheries, climate change and DRM, along with fisherfolk and civil society representatives will direct their minds to this increasingly important subject. This should help us as a region to better understand the impacts of climate change on the fisheries and marine ecosystem, and implement adaptation and mitigation measures to protect food security and the livelihoods of coastal communities in the region.

We need to act now to climate proof and protect the vulnerable coastal fishing communities and their livelihoods, and build ecosystem resilience into our aquaculture and fisheries management policies.

The overall intention is to ensure development, conservation and management of the region's fisheries and marine resources so that they make enhanced sustainable contribution to the region's economic and social development.

In closing, we therefore look forward to time of fruitful exchange of ideas and discussions as we work together in the spirit of cooperation and collaboration to chart a new course for the fisheries sector in the region. One that we hope will bring about not just sustainable resource management and protect the ecosystems, but would also increase food and nutrition security, prosperity, peace, and reduce poverty in the coastal communities.

Distinguished guests, ladies and gentlemen, thank you very much and may God bless you.

**Opening address by the Honourable Roger Clarke  
Minister for Agriculture and Fisheries, Jamaica**

Directors of fisheries,  
Heads of fisheries administrations and representatives from fisheries departments, Representatives of international organizations, regional organizations, NGOs, educational and research institutions, Representatives from fisheries associations and fishing industry,  
Resource persons,  
Other distinguished guests, ladies and gentlemen.

Good morning, I am particularly pleased to be here this morning to participate in this opening ceremony for the series of workshops on fisheries and aquaculture development in the region. I understand that there are five workshops that are jointly convened by the Caribbean Regional Fisheries Mechanism (CRFM) and the Food and Agriculture Organization (FAO) of the United Nations in collaboration with the Caribbean Community Climate Change Centre (CCCC) and the Caribbean Disaster Emergency Agency (CDEMA).

Two of these meetings have already been completed. The three remaining workshops include the workshop commencing today that will review the draft International Guidelines for Securing Sustainable Small-Scale Fisheries. The fourth workshop will review the current fisheries management performance and conservation measures in WECAFC in December 8<sup>th</sup>. The fifth and final workshop will run from December 10-12 and will review the strategy, action plan and programme proposal on disaster risk management and climate change adaptation in fisheries and agriculture in the CARICOM region.

These meetings are indeed timely and topical and should go a far way in facilitating the improving of national and regional management and development strategies for fisheries and aquaculture. At a regional level there is the need for us to continue to strive to achieve harmonization of fisheries management and development strategies if we are indeed committed to the sustainable management of fisheries and aquaculture. In this regard, I would like to acknowledge the efforts of CRFM/FAO/CCCC/CDEMA and the many others that have been supporting and coordinating regional approaches to ensure that such objectives can be achieved.

Ladies and gentlemen, the critical role that fisheries and aquaculture plays in sustaining the livelihoods of our people, especially those in coastal communities and fish farming communities is without question. It is well recognized that fisheries and aquaculture is pivotal in ensuring among other things food and nutritional security, employment creation and is sine qua non for economic development.

In Jamaica, our fisheries are comprised primarily of small-scale fishers and fish workers while our aquaculture sub-sector is classified based on productivity pond acres into subsistence farmers with less than 5 pond acres, small-scale farmers with less than 8 pond acres and medium-scale farmers operating with less than 30 pond acres. The sub-sectors contribute directly to the employment of over 40 000 persons and make indirect contributions to the livelihoods of over 200 000 Jamaicans. The Statistical Institute of Jamaica reported that in 2011. Total exports of fishery products amounted to 816 788 tonnes, valued at USD8 million and that the fishing industry contributed 0.4 percent to the GDP. None withstanding these statistics, many would agree as I do, that the contribution of fisheries and aquaculture to the social and economic well-being of our country is underestimated and that there are numerous benefits that are either not taken into account or are grossly underestimated.

As with many other countries, the Jamaican fisheries sub-sector is not without its challenges. These challenges include among other things threat to aquatic ecosystems, poor fishing practices and the impact of overfishing, the impact of IUU fishing, the impact of global warming/climate change and

climate variability, the impacts of globalization which directly influence the production and marketing of fish and fishery products, the challenges of a world-wide recession and the increase in fuel and commodity prices which have served to increase the cost of production for fish and fishery products, the limitations to international trade due to the implementation of what may be construed as non-tariff trade barriers as well as the impact of the lack of sustainable financial initiatives for the implementation of programmes and projects that contribute to the development of sustainable fisheries.

In spite of these challenges, the government of Jamaica remains committed to the sustainable development and management of the fisheries and aquaculture sub-sector, as well as to the vision of achieving a viable and sustainable fishery which contributes to the national and regional economy. As a result of this, several initiatives have been instituted in order to surmount these challenges. Permit me ladies and gentlemen, to mention a few.

For several years now we have been working towards the completion of modern fisheries legislation that provides a contemporary framework for the regulation of our fisheries and aquaculture sub-sectors. In addition we are developing and refining a national fisheries policy which embraces the principles and tenets of the common regional fisheries policy including the EAF and EAA development and management.

The necessary arrangements to transform the fisheries division into an executive agency with the organizational structure, capacity and resources to meet these management and development goals are far advanced. In fact, the first phase of this transformation will commence in the 2013–14 financial year. In these times of scarce resources we have had to become more creative in order to mobilize resources to fund fisheries and aquaculture management and development initiatives. As such, the Ministry of Agriculture and Fisheries established a fisheries management and development fund which is used to fund projects for the development of the sub-sector. The major source of revenue for the fund is through a levy of one US dollar for every pound of Queen Conch exported from this country. And as I speak, arrangements are being made to impose a similar levy on spiny lobster exports. These industrial fisheries are under more stringent monitoring and control than our small-scale fisheries and as a result of significant expenditures by the government, they enjoy access to the lucrative EU market.

As you can see ladies and gentlemen, the principle of the wealthiest among us contributing a little more to nation building is not unique to our neighbours to the North. In this case, we are ensuring the sustainable management of these high value fisheries resources, which are a public good, so that they can contribute to a generation of sustainable revenues.

Ladies and gentlemen, I know that I need not to explain the importance of MPAs to this august body of experts and practitioners present here this morning. Jamaica, like many other countries has established various types of MPAs. We are however particularly proud of our system of special fishery conservation areas. There are currently 14 such areas in Jamaica including one in the offshore Pedro bank. We are proud of the fact that the boundaries for every single of these protected areas were agreed upon by the fisheries in the immediate and surrounding communities. We are additionally proud that all these conservation areas are co-managed by the fisheries division and nine partner organizations which include seven local NGOs, one international NGO, and one private sector company. Our local NGO partners all receive an annual subvention from the Ministry of Agriculture and Fisheries to assist in underwriting the cost of managing the conservation areas.

Since the inception of this partnership arrangement in 2010 we have disbursed approximately JMD60 million to our local NGO partners. By every account, these funds are well spent. For conservation areas we have empirical data on the results and they are impressive. A recent report by the national environment and planning agency shows that in just one year, from 2011–2012, the Oracabessa Bay Special Fishery Conservation Area has shown a 47 percent increase in coral cover, a 24 percent decrease in algal cover, a 42 percent increase in fish density, a 282 percent increase in fish

biomass and a 16 percent increase in the average size of fish in the protected area. One important observation of the study was a significant increase in the population density of herbivorous species, such as parrotfish. These impressive results ladies and gentlemen are complemented by a plethora of anecdotal information that points to similar levels of success in other protected areas. For example, fishers in the communities where these protected areas are located report increased catches by number and size of fish. What is most telling is that we now have fishers asking us to establish conservation areas in their communities.

Turning to aquaculture, in recent times the sector has seen a downturn in production. This is largely due to the impact of market forces, the ongoing threats of the global recession and the impact of increasing commodity and fuel prices. These challenges have led to a significant reduction in the production of aquaculture products, which fell from an estimated all time high of 8 019 tonnes in 2006 to estimated 1 149 tonnes in 2011. The decline in production has been across all aquaculture products, as producers scaled back or exited the sector all together.

The Ministry of Agriculture and Fisheries recognized the resilience and tenacity of our fish farmers, even in these trying circumstances and remains committed to finding solutions to these ever present circumstances. We have embarked upon several key initiatives, some of which are pipeline project concepts aimed at facilitating the sustainable development of the sub-sector. These include the formulation of an aquaculture development plan with the assistance of FAO. This plan seeks to contribute to Jamaica's goals of ensuring food and nutrition security, employment creation, import substitution and foreign exchange savings. This will be achieved through a complete revolution of the aquaculture sub-sector which will include among other things the adoption of strategies that include the organization of fish farmers using clustering and other approaches, the development and implementation of effective marketing and promotion strategies, reshaping fish farming through continued training of fish farmers and the introduction of appropriate technology and varieties of fish to be produced.

The Ministry of Agriculture and Fisheries will be moving forward to aggressively implement this plan. And we will be creating the space for our aquaculture industry by ensuring that only wholesome fish products are imported into this country. These strategies are intended to boost the acceptance and the increased presence of aquaculture production on the local market.

Another important initiative is the development of a national food and nutrition security policy. This policy is well advanced and is expected to be complemented in this financial year. Among the initiatives addressed by this policy is the determination of the percentage of national consumption that must be met by local production. This will provide another opportunity for local aquaculture products to be absorbed by the local market. In addition, the Ministry of Agriculture and Fisheries is vehemently encouraging consumption of local produce in all government institutions in order to increase the uptake of products from local producers.

Another significant initiative that will be implemented is that over the next three years we will be investing some USD8 million in the development of eight agro parks in six parishes across the island. Hill Run, St. Catherine has been identified as a location for the establishment of an aquaculture agro park. It is intended that the park will be fitted with the requisite infrastructure to ensure sustainable production. The project concept is currently being formulated with the assistance of the agriculture investment corporation.

The importance of building resilience to the impact of climate change and climate variability cannot be overstated. And the issue will be brought into sharp focus at the workshop that will be held on 10–12 December. These discussions are indeed timely as the impact of Hurricane Sandy which later morphed into superstorm Sandy is still fresh in the minds of many persons in the region and indeed North America. The storm impacted six island states and the continent of North America, adversely affecting millions of people and leaving a death toll of 253 people across its wake. In the Caribbean the system killed 69 people. The total damage caused by Hurricane Sandy I in the billions of US

Dollars. And the total estimated damage across all sectors in Jamaica was USD55.23 million. In the fisheries and aquaculture sector, Hurricane Sandy's damage was estimated at JMD90.5 million. Assessments done by the fisheries division indicate damage costing in excess of JMD76 million with the affected parishes being mainly St. Thomas, Portland and St. Mary. For the aquaculture sub-sector, damage was estimated at approximately JMD14 million with about 30 fish farmers being affected in the Hill Run, Bushy Park and Hartland Communities in St. Catherine.

The impact of this storm has re-energised the debate on climate change and the intensity of natural disasters that may accompany such changes. Events such as Hurricane Sandy bring home very acutely the vulnerability of the Small Island Developing States of the Caribbean to the impact of natural disasters. Natural disaster can have catastrophic impacts on the economy, social fabric and environmental resources of a nation, and this is especially true in the coastal zone. The region as a whole is vulnerable to hurricanes, storm surges, tsunamis, volcanic activity and earthquakes etc. all of which have the potential to adversely impact our already fragile aquatic ecosystem. I wholeheartedly welcome the initiative of the CRFM, FAO, WECAFC, CCCCC and CDEMA in combining forces and funding to conduct this workshop to address the formulation of a strategy, action plan and programme proposal for disaster risk management and climate change adaptation in fisheries and aquaculture.

Natural disasters underscore the need to build resilience in fisheries and aquaculture communities in order to ensure that persons are able to rebound quickly from such disasters. While the government will not be able to sponsor full restoration to those fisheries and fish farmers who suffered damage, the Ministry is moving with dispatch to provide some meaningful relief. To this end the Ministry of Agriculture and Fisheries through the fisheries management and development fund board has allocated JMD20 million as immediate relief in aid to those in the sector that suffered significantly and for infrastructure cleanup and repairs where appropriate.

Ladies and gentlemen, I have attempted to address just a few areas among the very complex web of the numerous issues that must be tackled in order for us to achieve sustainable management and development of our fisheries and aquaculture sub-sector. The extreme complexity of these issues is demonstrated by the draft International Guidelines for Securing Sustainable Small-Scale Fisheries. It is clear that there is an attempt in these Guidelines for a comprehensive treatment of the issues relevant to securing sustainable small-scale fisheries. The Guidelines rightly place small-scale fisheries actors at the centre and perhaps just as important they underscore the multi-dimensional, cross-sectoral imperatives that must be addressed in order to truly secure our small-scale fisheries. The Guidelines force us to contemplate a holistic approach and underscore the fact that at the end of the day when we talk about securing our capture and culture fisheries we are really talking about securing the livelihoods of our people.

Ladies and gentlemen, the reality is that part of the solution of the issues we face is the imposition of restrictions to our fishers and fish workers and fish farmers through laws that may in the short, medium and in some cases, extending to the long term negatively impact their earning power. We must change the mind set of our people, so they can accept that the fisheries and related laws we put in place are to protect them. I make this point ladies and gentlemen in recognition of the dilemma that faces many politicians like me who have to weigh implementing unpopular initiatives that may negatively impact our political constituents against what is best for the social and economic well-being of the country in the long term. Changing the perception and understanding of the stakeholders impacted by our decisions by ensuring their active participation in the decision-making process to ensure their unequivocal buy-in will result in a win-win-win situation that will benefit current and future generations.

In closing, ladies and gentlemen, I wish to take this opportunity to welcome you all to the most beautiful country, not only in the Caribbean, but indeed the world. I understand that there are delegates from 33 countries and 23 regional and international organizations participating in these workshops. To those of you who are not strangers to Jamaica, welcome back to our shores. To those who are here for the first time, a very warm welcome to the country of the fastest and second fastest men alive, the

fastest women in the world, the land of three miss worlds and last but not least, the land of Bob Marley.

On a more serious note colleagues, I am confident that the deliberations over the next six days will result in tangible advancements towards safeguarding the livelihoods of our peoples through sustainable management and development of our capture and culture fisheries. I look forward to receiving the reports of the workshop. Ladies and gentlemen, I thank you.

In 2011, the Twenty-ninth Session of the FAO Committee on Fisheries (COFI) recommended the development of international guidelines in support of sustainable small-scale fisheries (SSFs) as a complement to the Code of Conduct for Responsible Fisheries. COFI asked that a participatory process be applied in the development of the SSF Guidelines and, thus, a number of national and regional consultative workshops have been undertaken to gather inputs from all stakeholders. The FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries took place in Kingston, Jamaica, on 6–8 December June 2012. It brought together more than 60 representatives from government, regional organizations, academia and civil society to further discuss structure, overall considerations and thematic coverage of the future SSF Guidelines. Advice was given concerning next steps and additional activities in the SSF Guidelines development process and implementation based on the experiences of the Caribbean region. The workshop confirmed the existence of a number of relevant regional initiatives which support the harmonization of national policies, including fisheries policies. Recognizing the particular situation of small island developing countries participants stressed the need to build on regional and national institutions and mechanisms for the future implementation of the SSF Guidelines.



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