



Food and Agriculture
Organization of the
United Nations



General Fisheries Commission
for the Mediterranean
Commission générale des pêches
pour la Méditerranée



SESSION 2 - Strengthening the Role of Stakeholders in the Context of Management and Co-management Schemes

(G. Di Carlo; S. Chakour; S. Raicevich; M.E. Guélé)

Strengthening the Role of Stakeholders in the Context of Management and Co-management Schemes (1/2)

- *Opening of the Session* (Speaker: Giuseppe Di Carlo - WWF Mediterranean Project)
- *Strengthening the role of stakeholders in management and co-management scheme: a concept note* (Speaker: Saša Raicevich)
- *Learning by doing: experiences and needs in strengthening the role of stakeholders in management and co-management* (Coordinated by S. Raicevich & M.E. Guélé):
 - *Fishermen participation in the establishment of an MPA in Algeria (Taza National Park – Algeria)* (Speaker: Nadia Ramdane)
 - *Involvement of local fishermen in designing fisheries rules within MPA (Telašćica Nature Park - Croatia)* (Speaker: Marie-Emilie Guélé)
 - *Active role of a fishermen organization in developing no-take zones within MPA (Lastovo Islands Nature Park - Croatia)* (Speaker: Marie-Emilie Guélé)
 - *Success and challenges faced by the sand eel fishery co-management committee within its four living years (Sand eel fisheries - Catalonia, Spain)* (Speaker: José Rios Giraldez)
 - *How to strengthen the role of SSF in decision making through organization and collective action? The Mediterranean Platform of Artisanal Fishers (MedArtNet)* (Speaker: Bachir Chabou)

Strengthening the Role of Stakeholders in the Context of Management and Co-management Schemes (2/2)

- *Fishermen engagement: a key attribute to improve management of SSF in Mediterranean MPAs* (Speaker: A. Di Franco)
- *Lessons learnt from stakeholders engagement in management and co-management schemes: a critical revision* (Speaker: S. Raicevich)
- *Panel session*: Strengthening the role of stakeholders in management and co-management: capacity building and institutional and legal frameworks. Perspectives from multiple stakeholders* (Chair: S. Raicevich)

**Panellists: Giuseppe Di Carlo (WWF); Nicola Ferri (GFCM); Valérie Lainé (DG MARE); Hacene Hamdani (Medartnet Experience); Nicole Franz (FAO, expert of Voluntary Guidelines)*

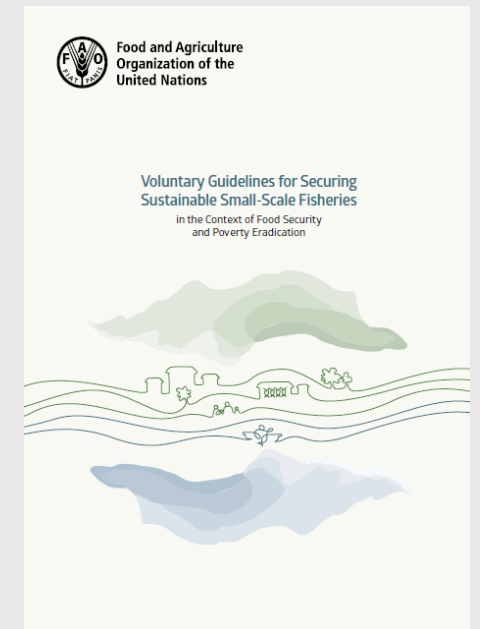
- *Conclusions*: Guiding the SSF transition towards co-management in the Mediterranean and the Black Sea: a roadmap to strengthen the role of stakeholders* (G. Di Carlo, WWF Med-Po)

Strengthening the role of stakeholders in management and co-management schemes: a concept note (S. Raicevich)



Recent changes in the institutional/legislative context (1/3)

- the adoption of the ‘FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication’ (FAO, 2015) which have several aims including “to provide guidance (...) for the development of ecosystem-friendly and participatory policies, strategies, and legal frameworks for enhancing SSF
- Attention is given (among others) to: Co-management; Participation; Knowledge; Monitoring, Control and Surveillance; Capacity building.



Recent changes in the institutional/legislative context (2/3)

- the amendment of article 5 of the GFCM legal framework

‘Article 5. General principles. In giving effect to the objective of this Agreement, the Commission shall: a) adopt recommendations on conservation and management measures aimed at ensuring the long-term sustainability of fishing activities (...). The Commission shall also pay particular attention to the potential impacts on small-scale fisheries and local communities;’

Agreement for the Establishment of the General Fisheries Commission for the Mediterranean

PREAMBLE:

The Contracting Parties,

Recalling international law as reflected in relevant provisions of the United Nations Convention on the Law of the Sea of 10 December 1982,

Further recalling the Agreement for the Implementation of the Provisions of the Law of the Sea of 10 December 1982 relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks of 4 December 1995, the Agreement to promote Compliance with International Conservation and Management Measures by Fishing Vessels on the High Seas of 24 November 1993, as well as other relevant international instruments concerning the conservation and management of living marine resources,

Taking into account the Code of Conduct for Responsible Fisheries adopted by the Food and Agriculture Organization Conference at its Twenty-eighth Session on 31 October 1995, and related instruments adopted by the Food and Agriculture Organization Conference,

Having a mutual interest in the development and the proper utilization of the living marine resources in the Mediterranean and the Black Sea (hereafter referred to as the “area of application”),

Acknowledging the specificities of the different subregions in the area of application,

Determined to ensure the long-term conservation and sustainable use of living marine resources and marine ecosystems in the area of application,

Recognizing the economic, social and nutritional benefits deriving from the sustainable use of living marine resources in the area of application,

Further recognizing that, under international law, States are required to cooperate in the conservation and management of living marine resources and the protection of their ecosystems,

Affirming that responsible aquaculture reduces stress on living marine resources and plays an important role in the promotion and better use of aquatic living resources, including food security,

Conscious of the need to avoid adverse impacts on the marine environment, preserve biodiversity and minimize the risk of long-term or irreversible effects of the use and exploitation of living marine resources,

Mindful that effective conservation and management must be based on the best scientific information available and on the application of the precautionary approach,

Aware of the importance of coastal fishing communities and of the need to involve fishers, relevant professional organizations and civil society organizations in decision-making processes,

Determined to cooperate effectively and take action to prevent, deter and eliminate illegal, unreported and unregulated fishing,

Recognizing the special requirements of developing States to assist them to participate effectively in the conservation, management and farming of living marine resources,

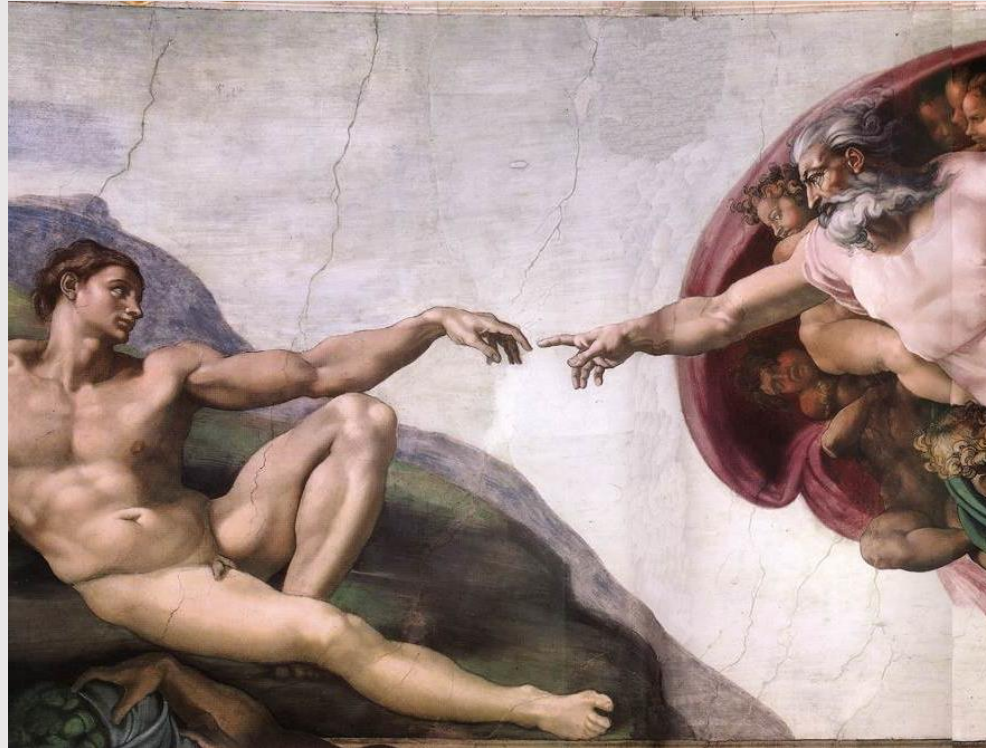
Convinced that the conservation and sustainable use of the living marine resources in the area of application and the protection of the marine ecosystems in which these resources occur plays a major role in the context of blue growth and sustainable development,

Recent changes in the institutional/legislative context (3/3)

- The European Union (EU) reform of the Common Fisheries Policy (Reg. (EU) 1380/2013) that fosters the development of the “regionalization” process, providing an enhanced role to Advisory Councils and better capability to adapt fisheries management to regional/local context
- The European Maritime and Fisheries Fund (EMFF; Reg. (EU) 508/2014), which provides a definition of small-scale coastal fishing and a series of potential measures to sustain the SSF sector.



All this points to an enhanced role of Co-management and stakeholders participation in fisheries management



WILL CO-MANAGEMENT AND STAKEHOLDERS
ENGAGEMENT “SAVE” SSF?

What is Co-management?

- According to Jentof *et al.* (2003), Co-management is a **collaborative and participatory process** of regulatory decision-making between **representatives of user groups, governmental agencies, research institutions, and other stakeholders.**
- Co-management refers to a suite of arrangements with **different degrees of power sharing**, allowing joint decision-making by the decision state and user groups about a set of resources or an area.
- Co-management entails **institutionalised arrangements for user participation in management and decision-making.**
- Ad hoc public participation in management decisions or **mere consultation is often not regarded as Co-management.**

Key elements in Co-management

- Establishment of **Community based-property rights** (partial derogation of power from the centre to the periphery)
- Usually in the context of **Territorial Users Fishing Rights** (e.g. within MPAs, or other spatial restrictions)
- Also linked to other **access limitations and technical measures**
- **Involvement of all relevant stakeholders within a Co-management Committee** and establishment of decision rules
- Involvement of resource users in **decision making and implementation of Monitoring, Control and Surveillance schemes**

Co-management: PROS

- The framework ensures the availability and use of a more complete knowledge-base to set management measures
- It increases fishermen's compliance to rules
- It reduces implementation costs (at least in the long-term)
- It provides a more democratic approach
- (...)

Co-management: CONS

- It's implementation is time consuming
- Interdisciplinary skills are needed
- Tangible results might not arise in the short-term
- Need to engage several stakeholders and build trust
- Need to establish an institutional path
- Need to continuously monitor achievements and adapt rules when necessary
- (.....)

Knowledge-base for fisheries management

- Usually the domain of Science-based knowledge
- But science is “not really” objective or, at least, it is not able to describe all the processes
- Need to include other sources of knowledge, in particular Experience based-knowledge (ecology, fishing strategies, values, etc.)
- Including Experience-based knowledge allows to fit management choices and rules to local specificities and conditions (fishermen behaviour and strategies, social context, fishing communities values)
- It also allows fishermen to increase their sense of ownership and responsibilities in relation to marine resources and their status

The need for stakeholder's participation

- To increase knowledge-base
- To find viable solutions
- To foster a proper implementation of rules
- To allow monitoring, control, surveillance to be efficiently enforced
- To allow adaptive management and choices to be made timely
- A more democratic approach compared to typical “top-down” frameworks.

Engaging stakeholders: models of collaboration

- Deference Model: fishers are expected to defer to scientists, assuming essentially the role of research assistants
- Experience-Based Knowledge (EBK) Model: It emphasises fishers' observations (EBK) as a supplement to the RBK of scientists.
- Competing Constructions Model: Different stakeholders select different facts from fisheries science to put together an overall picture of the resource that fits their needs.
- Community Science Model: This is where collaborative fisheries science is considered in the context of cooperative management.

Engaging stakeholders increases *legitimacy*, *salience* and *credibility* of science in support to fisheries management as well as its *transparency*

Main questions in the Med & BS SSF context that we want to address in this Session

- 1. Are co-management schemes suitable for implementation in the GFCM domain? Will they work? Both within MPAs and outside?*
- 2. Which could be the role of stakeholders?*
- 3. Which conditions must be met to enhance the participation of stakeholders in this framework? And could env. NGOs facilitate SSF?*
- 4. How far are “real” frameworks from “ideal” conditions”*
- 5. Which are the most relevant needs, in reference to capacity building and legal/institutional framework?*

How to answer to these questions?

Learn from on ongoing Co-management experiences in the Mediterranean and Black Sea: their narrative

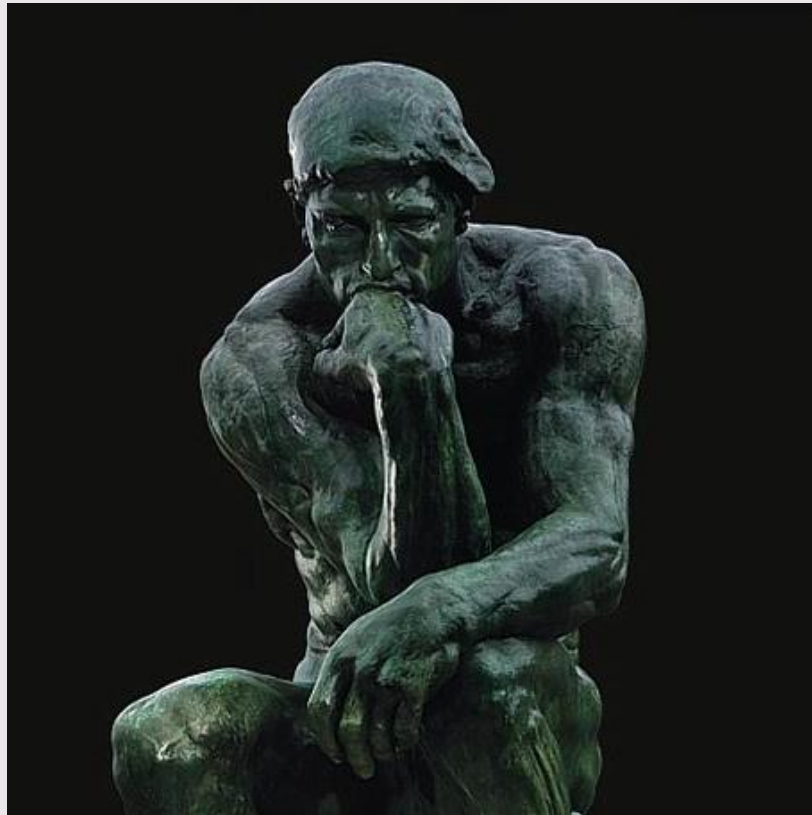
Learn from on ongoing Co-management experiences by collecting *ad hoc* information (throughtout a survey)

Further reflect on needs to enhance Co-management according to the visions of different institutions to assess whcih tangible actions could be enforced to “make a difference”.

Learning by doing: experiences and needs in strengthening the role of stakeholders in management and co-management (S. Raicevich, M.E. Guélé, S. Chakour)

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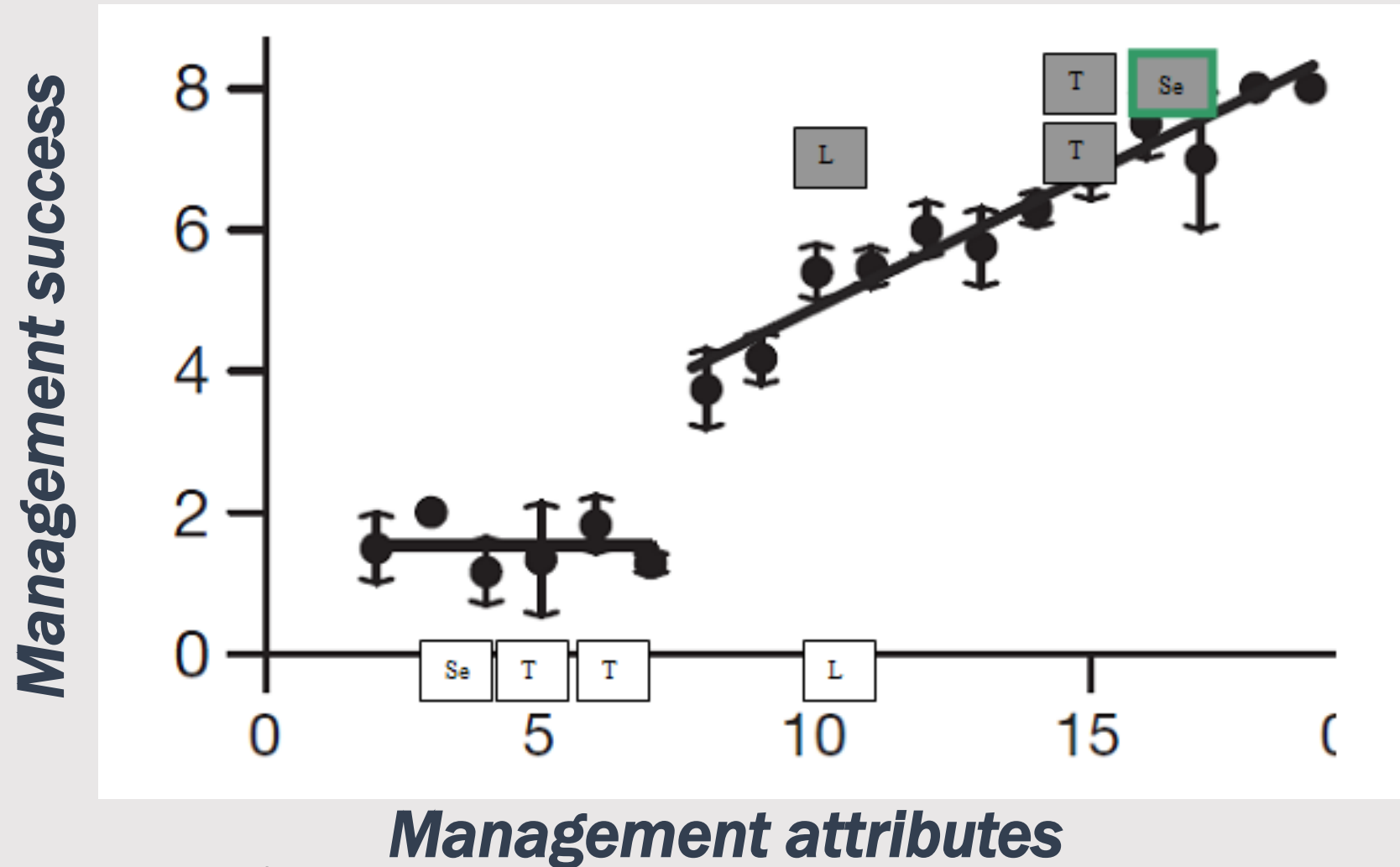
***Lessons learnt from stakeholders engagement in
management and co-management schemes: a critical
revision*** (S. Raicevich, M.E. Guélé)



What/who triggered Co-management (pre)implementation

- Crisis, failure in management, economic loss, loss in employment were common features triggering the Co-management.
- Both bottom-up and top down «pressure» drove the beginning of the process.
- However, it is necessary a convergence between top-down and bottom-up approaches (i.e. Institutions and fishers must meet...)

Do Co-management and participation work in the Med & BS?



(redrawn from Gutierrez et al., 2011)

Which was the role of fishermen?

Which is the role of FISHERS in the CM implementation	Taza (Algeria)	Telašćica (Croatia)	Lastovo (Croatia)	Sand eel (Spain)
Passive				
Just respecting the plan				
Fully involved in the enforcement of Monitoring (data collection)				
Fully involved in the enforcement of Data analysis and interpretation				
Fully involved in the enforcement of Surveillance				
Fully involved in the enforcement of Control implementation				
Fully involved in the enforcement of Decision making				
Fully involved in the enforcement of Promoting sustainable fishing				

Were fishers empowered?

The participation to the CM planning and implementation empowered fishers role increasing:	Taza (Algeria)	Telašćica (Croatia)	Lastovo (Croatia)	Sand eel (Spain)
Understanding of scientific knowledge				
Understanding of management approaches				
Role in decision making				
Role in monitoring				
Role in surveillance				
Role in control				
Promotion of sustainable fishing				
Influencing the fish market				
Increase product value and quality (labelling, size selection, etc.)				
Capability to influence other fishery sectors				
Capability to influence other sectors (e.g. tourism, divers, etc.)				
Mutual trust and collaboration among fishers				
Mutual trust and collaboration with scientists				
Mutual trust and collaboration with NGOs				
Mutual trust and collaboration with administrations				
Enhance the role of fishers in the local community				
Provide a better “image” of fishermen in the society				

Which knowledge base-was used?

- Experience-based knowledge as a common basis whose role increases when management rules are being proposed
- Science-based knowledge: largely missing in some cases during pre-implementation. Later on essential in the implementation phases
- Administrative/institutional knowledge. Essential for setting rules and implement them.

Scales...

- Usually small-scale experiences (small number of SSF vessels, small areas);
- Need to reflect on how to implement Co-management and participation at wider scales. An example could be taken from experience in Sicily (Italy) to develop and enforce Local Management Plans.
- In this context, the need to act at larger scale provide an opportunity to fishermen organization to act in representing fishermen needs from the small-scale to large administrative scale.

Are there methods to work together and collect/integrate knowledge to built a “common” and agreed knowledge-base?

Methods to collect knowledge

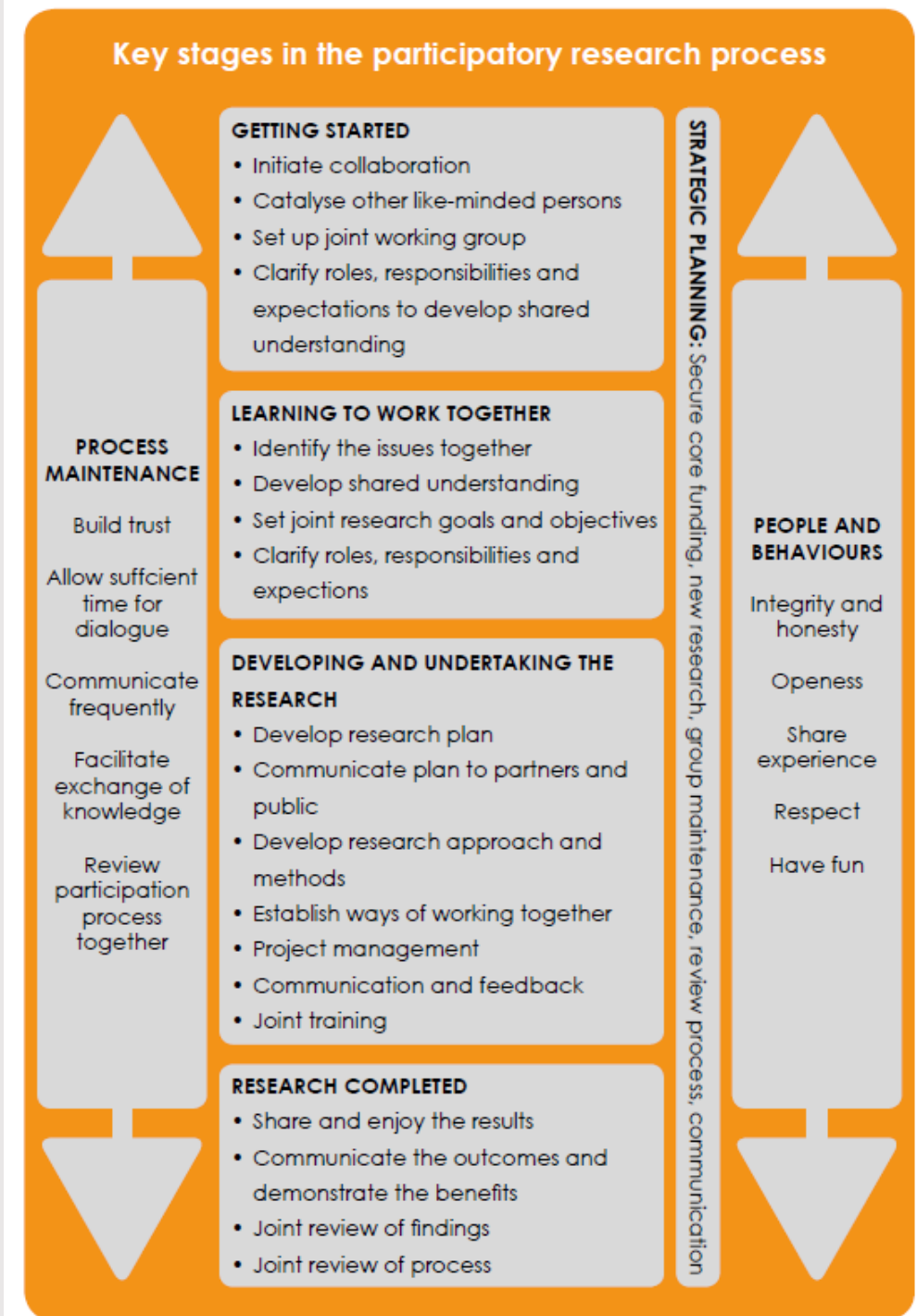
- Oral history
- Semi-structured interviews
- Focus groups
- Participatory sampling
- Self-sampling

Methods to integrate knowledge

- Participatory mapping
- Participatory modelling
- Participatory planning

Participatory research process

(Mackinson et al. 2015)



Main needs emerged

- Remove institutional blocks (e.g. Disagreements between ministries or local/regional authorities)
- Foster an enhanced role of fishers by supporting capacity building both within the Co-management process and beyond it
- Enhance the capability of fishers to contribute to Monitoring, Control and Surveillance schemes.

Panel session - Strengthening the role of stakeholders in management and co-management: capacity building and institutional and legal frameworks. Perspectives from multiple stakeholders.

Nicola Ferri (GFCM)

Valérie Lainé (DG MARE)

Hacene Hamdani - Bachir Chabou (MedArtNet Experience)

Giuseppe Di Carlo (WWF)

Nicole Franz (FAO, expert of Voluntary Guidelines)

Dr. Said Chakour (Expert; prof. at University of Jijel -Algeria)

Capacity Building

- Which are the main capacity building needs to strengthen stakeholders role in fisheries (co)-management?
- How to foster a process to enhance capacity building in stakeholders?
- Which framework(s) could be used to this purpose?

Legal/Institutional frameworks

- Which are the main legal/institutional framework needs to strengthen stakeholders role in fisheries (co)-management?
- How to foster a process to ensure legal/institutional framework coherence and effectiveness to strengthen the role of stakeholders?
- Which tools and approaches could be used to this purpose?

Conclusions

In light of the discussions held during the session, it is proposed to:

- **Conduct an analysis of national and international legal frameworks** with a view to identifying institutional contexts that allow for the establishment of co-management schemes and with a view to defining general rules for the engagement and compliance of small-scale fishers with these schemes.
- **Develop and adopt interdisciplinary** (including legal, administrative, ecological, economic and social aspects) **best practice guidelines for the enforcement of SSF co-management schemes in the Mediterranean and the Black Sea**. Such guidelines should be linked directly to the FAO SSF Guidelines and should elaborate on aspects such as the institutional and legislative context, the implementation of the participatory process, the co-management setting and tools, approaches for MCS schemes, indicators to monitor the effectiveness of management measures, approaches for participatory work, etc.

Conclusions

- **Establish a capacity building programme** devoted to supporting stakeholder roles in co-management and tailored to different targets (institutional, Marine Protected Area administration, local administrations, resources users, natural and social scientists).
- **Provide support to existing co-management schemes** and build commitment to multiply them across the region. A regional programme, based on a solid institutional framework and building on existing experiences and partners, should be established to offer a longer-term vision on how CM can benefit SSF at the regional scale.