

Summary of the Workshop on the International Guidelines for Securing Sustainable Small-Scale Fisheries at the Terra Madre World Meeting

Turin, Italy, 27 October 2012

Welcome remarks by Michèle Mesmain and Nicole Franz

Slow Fish International representative, Michèle Mesmain, welcomed the participants and expressed that the workshop had come out of the Slow Fish network asking to partner with FAO.

She explained the workshop structure, with morning panel presentations by participants on selected issues of the SSF guidelines and afternoon break-out discussions on four topics (Governance of rights, resource management and stewardship; Postharvest and value chains; Decent work, social development and gender; and Policy coherence, institutional coordination and collaboration arrangements).

Nicole Franz, FAO, welcomed the participants on behalf of Árni Mathiesen, the ADG of the FAO Fisheries and Aquaculture Department, and thanked Michèle and Slow Fish for this opportunity. She recalled the importance of SSF to livelihoods and FAO's commitment to supporting the SSF sector. She stressed that the SSF Guidelines development process is facilitated by FAO but that it is very much driven by the stakeholders. She explained that the SSF Guidelines would contribute to policy development, supporting not only governments to strengthen the sector but also the fisher communities themselves. She also noted that the SSF Guidelines approach is holistic as it links SSF to the issues of social equity, disaster risk management, climate change and other topics usually not included in fisheries management approaches. The underlying process of developing the SSF Guidelines was stressed as an important way to bring stakeholders together and to also start developing an implementation plan.

The goal of the workshop was to elaborate on the SSF Guidelines Zero Draft by getting feedback, validating topics and principles points and learning what was missing. This consultation was the first in which also chefs attended, which could provide new insights.

Introduction to SSF Guidelines Development by Lena Westlund, FAO Consultant

Lena presented the SSF Guidelines development process, beginning with an overview of what a UN international instrument is, noting that some instruments are binding while others are voluntary. She explained FAO's role as the secretariat and facilitator in the process for the SSF Guidelines development and informed

participants that it is unique in that there has been a tremendous amount of consultation with relevant stakeholders, particularly SSF themselves.

The final SSF Guidelines are supposed to provide principles and criteria that governments can refer to when creating policies and strategies as well as ideas for implementation. The document will also promote research that is needed and generally serve as a reference tool.

She noted that the Zero Draft has already been through many consultations, and stressed that the SSF Guidelines development process itself overlaps in a way with implementation as governments and stakeholders become more aware of what is needed to improve the SSF sector. FAO's hope is that small-scale fishers and their communities feel that the SSF Guidelines are their instrument.

The formal negotiation process is planned for May 2013 and the negotiated text will be presented to COFI for approval in July 2014. Even though the SSF Guidelines will be of voluntary nature they will be agreed on by countries and governments. She stressed the fact that the current Zero Draft was very much a draft and a work in progress.

Lena then gave an overview of the contents of the SSF Guidelines Zero Draft, its holistic approach and some implementation issues to think about during the workshop.

Panel presentations on issues related to the SSF Guidelines contents

Seth Macinko, University of Rhode Island, began with the **Governance of Rights** topic. He started by cautioning the group when using the term "rights as it may be used with different understandings (e.g. property rights, human rights, management right). He stressed that the section in the Zero Draft should also focus more on governance, stewardship and resource management. In this context he questioned if there was the assumption that rights equals stewardship.

He advised that in some cases it may be more appropriate to refer to privileges rather than to rights.. Using the correct vocabulary can be vital as in many instances neo-liberals and others that promote the privatization of fisheries use these same terms to further their agendas. He also cautioned to be careful that rights regimes do not lead to increased gender inequality and stressed the need to define the term 'community'.

Seth stressed the importance of small wording details. 5.4 states that "Small-scale fisheries actors should recognize that rights and responsibilities come together...". He stressed that the word *should* was important, as this could prove difficult to realistically happen or be evaluated.

He confirmed that the section was trying to do tremendous things, but reminded to be careful to avoid potential for conflict.

Brett Tolley, Fisher and Community Coordinator for Northwest Atlantic Marine Alliance, presented on the **Post-Harvest and Value Chains** topic. He shared a story from a fishing community in the Northeast U.S., where five years ago the community was threatened by imported farmed shrimp. The community was forced to take a decision: either to catch a higher volume at a lower price or to leave their livelihoods. They very quickly learned that catching a higher volume was going to collapse the shrimp stock so they came together to form a cooperative built around a community supported fishery (CSF) model. The model allowed fishermen to connect directly to their local community and they were able to get a price that was three times higher than what they would have been paid otherwise.

Brett echoed Seth's concern about wording and felt that there was a need to redefine sustainability to be inclusive of a triple bottom line approach, including benefits for the environment, communities and economies.

He supported the need to recognize that SSF are often excluded from existing eco-labels and certification schemes and that there is a need to go beyond these certifications and find ways to involve the triple bottom line approach. Traceability programs like the CSF can be one entry point.

Barbara Rodenburg, a fisher from the Netherlands, presented on the **Policy Coherence** topic. She stressed the importance of policy coherence and pointed out that often policy statements are not translated into coherent action.

Particularly important issues in relation to coherence were identified as follows:

- Spatial planning and natural conservancy
- Anti-trust laws, which state that fishers are not allowed to agree on management plans that lead to less catch landed as it will result in higher prices.
- Friction between large-scale and small-scale fisheries policy and regulations.
- The precautionary principle: SSF need to be enabled to scientifically prove that they are not harming the eco-system in order to get permits.

Alain Le Sann who used to work with the International Collective in Support of Fishworkers presented on the topic of **Community Stewardship**.

He noted that when there is an environmental problem, it is often the weakest people who are charged of the problem. There is a need to focus on how land issues, such as in tourism and industrial development, are hurting the ocean and its base of life.

It is absolutely necessary for SSF to have a say and be responsible for protecting their environment and plankton as it is the basis of life. There is a specific need for opportunities where scientists and fishers can convey and exchange knowledge on a daily basis. There is also a need for a political approach as it is important to have places to debate the realities and needs of fishers.

Seynaubu Ndoye, President of the African Network for Fishing Women in Senegal, presented on the topic of **Decent Work and Gender Issues**.

She began by confirming that the fishing sector is going through significant problems as far as governance is concerned. This problem is exacerbated by the fact that most fishers are illiterate and do not know about administrative borders. Thus, when their boats enter illegal areas they have to pay considerable fines they can't afford and they lose their capital. International agreements often do not consider fishers' rights and needs.

When products are scanty, women processors and traders are often unemployed for up to six months and overall volumes are going down because of fishing agreements and different fishing techniques. She stressed that both governments and fishing communities must be able to participate in the management process.

Senegal also has the issue of a very long coast and inland communities who depend on fish for protein. Fish used to be distributed through a cold chain allowing them to preserve fish during transport. However, the government proclaimed that the cold chain could no longer be managed directly but had to be managed through a third party. This caused a terrible problem inland communities cannot be provided with important protein anymore.

Women often work day and night and need someone to take care of their children. They need a school or childcare close to where they work to care for their children and educate them and allow women to actively participate in their country's development.

The value chain in Senegal has marketing issues. Neighboring countries demand seafood as they do not have access to the sea, but there are import fees that prevent Senegal from marketing products there. Selling products from Senegal to Mali for instance, implies significant fees and potential risk of the product to be detained at customs. She stressed that trade barriers should not exist in Africa to allow those who have extra food to be able to cross borders.

Ian Kinsey, Fisher and Consultant, presented on the topic of **Social development in fisheries**. He began by stressing that fisheries are much more than just fish. The sector includes net makers, boat builders, repairing and maintaining fishing gear and women fish workers.

He emphasized that juvenile fish must not be captured as it is a loss for the fishermen's future and that hygienic conditions needed to be improved as inferior products closes export markets.

De-commissioning schemes to address overcapacity carry the risk of generating "slipper skippers", in which investors do not fish but only collect money from their lease. Management systems therefore need to also promote and secure good social development.

Breakout Group Discussions

Decent work and social development, including gender issues: Alain Le Sann (ICSF, France), Philippo Lingon, Nelson Daniel da Costa Xavier (NGO, Mozambique), Didier Ranc (Prud'Homie of Sanary Union Intersyndicale des petits métiers de la Peche, France) Benjamin Lagorce (Restaurant Le Pied de Nez, France), Elizabeth Tempier (Léncre de mer, France), Seynabou Ndoye (Fédération Nationale des groupements d'Intérêts Economiques de la Peche, Senegal), Pierre Mollo (France)

- The group felt that the issue of alternative livelihoods is well addressed in the Zero Draft. But, before thinking about complementary and alternative income generation activities, existing resources should be explored and valued as much as possible. For instance, in Senegal, there are certain fish that are not even taken into consideration for sales, and these should be considered before moving into other income generation activities.
- As far as gender equality is concerned, it is necessary to eliminate policies and legislation that are not compatible with gender equality.
- It is important to stimulate the participation of women in government and support them to be part of the governance process.
- The issue of childcare needs to be addressed as women often have to take their children to work with them as they cannot afford someone to look after them. This should be included in integrated policies to improve gender equality (healthcare, transportation, education)in social development.
- It is necessary to develop education systems in fishing communities. These systems must meet the need of each specific community and take into consideration the practical knowledge that community members already have.

Policy coherence, institutional coordination and collaboration agreements: Fernando Avalos Carvajal (Federacion del Viento Fuerte de Punihuil, Chile), Patricia Majluf (Universidad Cayetano Heredia, Peru), Kim Ley (Razonatura, Mexico), Lidér Góngora Farías (C-CONDEM, Ecuador) , Michèle Mesmain (Slowfish), Renate Spooner (Balu Uala Foundation, Panama), Fausto Veliz (Guatemala), Catalina Galindo de Prince (Mexico), Manue Mendoza Argaezl (Fishermen cooperative, Mexico)

The group had trouble just focusing on this one topic and commented more generally.

- Overall, the language of the Zero Draft is too technical for fishers to understand and uses too many abbreviations. Understanding is needed in order to obtain proper feedback. The SSF Guidelines should make an attempt to define large-scale fishing to be able to make the distinction to small-scale fisheries.
- Communities need to have some control over their own governance and management and local rights be recognized.

Rights and Governance Group: Martin Bariteau (SustainableGrenadines Inc, St. Vincent and the Grenadines), Ian Kinsey (Eco-Fish, Norway), Jens Ambsdorf (Lighthouse Foundation, Germany), Seth Macinko (University of Rhode Island, USA), Russell Kingman (Fisher, USA), William Tam (Hawaii DLNR, USA)

- There was some discussion about the term 'rights' The SSF Guidelines need to clearly spell out what types of rights they refer too - gender rights, animal rights, or human rights...
- If ownership is given to a right, it could then be sold out of the community. They stressed the need for communities to maintain ownership of rights. There is an opportunity for the Guidelines to introduce a new form of rights that could not be used to dispossess other people.
- The risk of vague interpretations need to be avoided. For instance, the Zero Draft refers to the need to recognize that rights and responsibilities come together but the group was wondering who would enforce this. Would this become a clause that you could lose your rights in the community if you do not participate?
- Monitoring is an issue in SSF communities as fees can be fatal to a SSF. A clause needs to be added that SSF's financial obligations in relation to monitoring, control and surveillance should not be more than they can bear to take on these responsibilities. Additionally, the monitoring systems could not be used to disenfranchise SSF.
- In general, the SSF Guidelines should give more credit to traditional knowledge.

Postharvest and value chains group: Anna Child (FAO, USA), Brett Tolley (NAMA, USA), Dr. Vedharajan Balaji (OMCAR Foundation, India), Robert Nixolic (Croatia), Tasha Sutcliff (Eco-Trust, Canada), Dave Adler (Off the Hook, Canada), Shannon Eldredge (NAMA, USA), Dan Donovan (Hooked Seafood Grocery, Canada)

- There is a need for the SSF Guidelines to recognize the intersection between policy and value chains. For instance, ITQ systems could be seen as an

enormous risk to value chains as they transfer the rights to fishing and completely vertically integrate the sector.

- There is a need to differentiate a value chain and a supply chain. The essence of a value chain is built on relationships, equity, trust and transparency. A supply chain on the other hand, is industrial and only cares about supplying the highest volume at the lowest price. It is important for the SSF Guidelines to recognize that value chains build value and retain it within a country instead of just exporting raw commodity.
- Overall the Zero Draft section was inclusive and well written, but pretends that the SSF value chain is isolated. It is important to note that it intersects with the large-scale value chain/supply chain in many places.
- More wording about promoting access to food for local communities, using terms such as food security and sovereignty should be added.
- It is important for the SSF Guidelines to recognize that players in the value chain (such as distributors) need to be protected. Additionally, it is important that there be a range of distribution options if possible.
- It is important for SSF to be empowered to make decisions in how they want their product to go through the value-chain as it would help them obtain more value for their catch.
- There is a need for consumer education to be part of the value-chain in order to communicate to consumers that fish is seasonal and should be eaten sustainably.
- Privatization will be a tremendous challenge in regards to implementation. A communal governance structure or ownership is going to be very important.

Discussion and Summing up by the group

It was noted that overall food and nutrition security should receive more attention in the SSF Guidelines.

It was also called for looking into how to implement M&E that would involve but not overburden SSF. In Canada, 100% of monitoring has to be done by fishers as of January 2013. There needs to be some thought in how to achieve this kind of monitoring of SSF in an affordable way.

Participant asked if a link to the revised draft of the Guidelines could be sent out through the Slow Fish email network when it is published in 2013.

It was also noted that in order to develop ownership it needs to be ensured that also the most marginalized will be reached, considering that they are usually illiterate and will not have access to the SSF Guidelines.

Workshop closure by Michèle and Nicole

Nicole thanked Slow Fish and participants. Michèle thanked FAO for allowing the group to participate and hopes this is the new beginning for a relationship between FAO and Slow Fish.