

Strengthening organizations and collective action in fisheries

A way forward in implementing the international guidelines for securing sustainable small-scale fisheries

FAO Workshop
18–20 March 2013, Rome



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Edited by

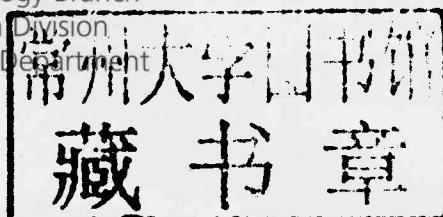
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Abstract

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Preparation of this document

This document provides a summary of the presentations, discussions, conclusions and recommendations of the workshop on Strengthening Organizations and Collective Action in Fisheries: A way forward in implementing the international guidelines for securing sustainable small-scale fisheries, held on 18–20 March 2013 in Rome, Italy. Gratefully acknowledged are the financial contributions for the organization of the workshop and the publication of this report by the Governments of the Netherlands and Sweden through the FAO Multi-partner Programme Support Mechanism (FMM).

The contributed papers are reproduced as submitted.

CONTIBUTED PAPERS

Collective action and organizations in small-scale fisheries

Strengthening organizations and collective action in small-scale fisheries: lessons learned from Brazil's small-scale fisheries

FAO Fisheries and Aquaculture Proceedings No. 32, Rome, FAO, 199 p.
FAO Workshop 18–20 March 2013, Rome, Italy
Implementing the international guidelines for securing sustainable small-scale fisheries
Strengthening organizations and collective action in fisheries – a way forward in
Kaliński, D. & Franz, M., eds. 2014.

Abstract

Strengthening organizations and collective action in small-scale fisheries (SSFs) is crucial to safeguarding fishers' livelihoods and food and nutrition security as well as to fighting poverty and vulnerability. The crucial role of organizations in SSFs was underscored during the 2008 Global Conference on Small-scale Fisheries, held in Bangkok, Thailand, and the consultative workshops and related events supporting the development of the international guidelines for securing sustainable small-scale fisheries (SSF Guidelines). The United Nations declared 2012 the International Year of Cooperatives with the theme Cooperative Enterprises Build a Better World. This provided further impetus for championing fishers' organizations and collective action as important instruments and drivers in promoting responsible fisheries and achieving the twin objectives of human and ecosystem well-being. In this context, the workshop Strengthening Organizations and Collective Action in Fisheries was held at FAO, Rome, Italy, on 18–20 March 2013. It was attended by 26 SSF experts representing civil society organizations, governments and academia. The workshop anticipated the implementation of the SSF Guidelines by looking at the diversity of existing organizations and collective action in SSFs, discussing their strengths and weaknesses, and proposing elements for a capacity development strategy to strengthen organizations and collective action in SSFs to reduce poverty while promoting responsible fisheries. The workshop identified challenges and opportunities and examined alternative pathways on how organizations and collective action in fisheries can strengthen and be strengthened by the SSF Guidelines. This publication summarizes the workshop results and intends to provide a useful reference document that will feed into the process of implementing the SSF Guidelines, which should be endorsed by the FAO Committee on Fisheries during its session in 2014.

Kalikoski, D. & Franz, N., eds. 2014.

Strengthening organizations and collective action in fisheries – a way forward in implementing the international guidelines for securing sustainable small-scale fisheries. FAO Workshop, 18–20 March 2013, Rome, Italy.

FAO Fisheries and Aquaculture Proceedings No. 32. Rome, FAO. 168 pp.

Abbreviations and acronyms

ACP	African, Caribbean and Pacific
BARNUFO	Barbados National Union of Fisherfolk Organisations
BFCA	Belize Fishermen Cooperative Association Ltd.
BFCMS	Brazilian Fisheries Co-management System
BFP	Brazilian Fisheries Policies
BMU	Federal Ministry for Environment
CAMFA	Conference of African Ministers of Fisheries and Aquaculture
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CAS	complex adaptive system
CCCFP	Caribbean Community Common Fisheries Policy
CCRF	Code of Conduct for Responsible Fisheries
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERMES	Centre for Resource Management and Environmental Studies
CFS	Committee for Food Security
CIPAR	Integrated Centre for Artisanal Fisheries
CLME	Caribbean Large Marine Ecosystem
CNFO	Caribbean Network of Fisher Folk Organizations
COFI	Committee on Fisheries
COOPERÇU	Iguaçu Fish Producers Cooperative
COOPERLAGUNAR	Cooperative of fishing production from Lagoon System
CPG	Permanent Committee of Fisheries Management
CPUE	catch per unit effort
CRFM	Caribbean Regional Fisheries Mechanism
CSME	Caribbean Single Market and Economy
CSO	civil society organization
CT	Technical Committee
CTGP	Technical Committee on Fisheries Co-Management
EAF	ecosystem approach to fisheries
EEZ	exclusive economic zone
EU	European Union
FAB	Fisheries Advisory Board
FAC	Fisheries Advisory Committee
FAO	Food and Agriculture Organization of the United Nations
FC	fishers' colony
FCMA	fisheries co-management arrangements
FFO	fisherfolk organization
FMM	FAO Multipartner Programme Support Mechanism

FMP	fisheries management plan
GEF	Global Environment Facility
GLORI	governance-livelihoods-organization-resilience-integration
GT	working groups
IBAMA	Brazilian Institute of Environment and Renewable Natural Resources
ICCAT	International Commission for the Conservation of Atlantic Tunas
ICMBio	Chico Mendes Institute for the Conservation of Biological Diversity
ICSF	International Collective in Support of Fishworkers
ICT	information and communication technology
IFAD	International Fund for Agricultural Development
IPPS	Social and Public Policy Institute
LFMA	local fisheries management authority
LME	large marine ecosystem
MAC	monitoring and advisory committee
MMA	Ministry of Environment
MPA	marine protected area
MFA	Ministry of Fisheries and Agriculture
NAFCOOP	National Association of Fisherfolk Co-operatives
NEPAD	New Partnership for Africa's Development
NFO	national fisherfolk organization
NGO	non-governmental organization
OECS	Organisation of Eastern Caribbean States
PRONAF	National Program for Supporting Small-Scale Agriculture
RFMO	regional fisheries management organization
RFO	regional fisherfolk organization
SCC	Advisory Scientific Committee
SEAP	Special Secretary of Aquaculture and Fisheries
SES	social ecological system
SGCUSRP	National Co-Management System for the Sustainable Use of Fishery Resources
SIDS	Small Island Developing States
SL	sustainable livelihood
SSF	small-scale fishery
SUDEPE	Superintendence for the Development of Fisheries – Ministry of Agriculture
TBTI	Too Big to Ignore
TOR	terms of reference
TTUF	Trinidad and Tobago Unified Fisherfolk
TURFs	territorial use rights in fishing
UN	United Nations
UWI	University of the West Indies
WECAFC	Western Central Atlantic Fishery Commission
WFF	Forum of Fish Harvesters and Fish Workers
WFFP	World Forum of Fishers People
WWF	World Wildlife Fund

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Workshop summary

EXECUTIVE SUMMARY

The workshop Strengthening Organizations and Collective Action in Fisheries: a way forward in implementing the international guidelines for securing sustainable small-scale fisheries (SSF Guidelines)¹ took place at FAO, Rome, Italy, on 18–20 March 2013. It was attended by 26 external participants as well as by 16 FAO staff. The external participants represented a wide spectrum of small-scale fisheries stakeholders, including civil society organizations (CSOs), governments and academia.

The purpose of the workshop was threefold: (i) to discuss the main challenges and opportunities for strengthening collective action and organizations in small-scale fisheries (SSFs); (ii) to design elements of a common analytical framework for assessing fishers' organizations and collective action and (iii) to discuss a strategy for strengthening organizations and collective action in support of the implementation of the SSF Guidelines.

The workshop was organized around plenary presentations and discussions, and working group sessions. Three plenary presentations were given. The first one introduced a scoping study on collective action and organizations in SSFs that had been prepared as a background document for the workshop. The study provided an overview of the evolution of collective action and organizations over time and summarized the key strengths and weaknesses of the different organizational types. It then looked into the elements needed within those organizations in order to promote sustainable fisheries and empower fishing communities. The second plenary presentation discussed lessons learned from Brazil and the Caribbean on strengthening organizations and collective action in SSFs. The third plenary presentation summarized the development process of the SSF Guidelines and their potential contribution to social development and responsible fisheries in SSFs.

The participants were divided in three working groups, each of which discussed the same topic of the day, but each focusing on different categories of organization as follows:

- Working Group 1: Customary organizations and new 'supported' organizational forms (e.g. Panglima Laot; beach management units; community fisheries).
- Working Group 2: Economic organizations (cooperatives and cooperative federations; credit and savings groups; etc.).
- Working Group 3: Advocacy and interest groups including emerging networks (associations, unions, NGOs, etc.).

Day 1 of the workshop addressed the roles and institutional arrangement of fishers' organizations and collective action and developed a diagnostic of challenges and opportunities for fishers' organizations and collective action.

Day 2 focused on a common framework for assessing fishers' organizations and collective action. In addition, all groups discussed: (i) the elements for an assessment framework that contributes to a better understanding of why fishers' organizations and collective action might succeed and/or fail and potential pathways for strengthening

¹ At the time of preparing this document, the draft SSF Guidelines were in the process of intergovernmental negotiations. Following comments received on the zero draft of the SSF Guidelines, the FAO Secretariat amended the title of the guidelines to: *Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication*.

fishers' organizations to achieve their objectives; and (ii) guiding criteria for the selection of case studies to which such a framework could be applied.

Finally Day 3 focused on the potential role of fishers' organizations and collective action in relation to the development and implementation process of the SSF Guidelines. The discussions centred on elements that inform the implementation and capacity development strategy of the SSF Guidelines with regard to (i) the roles of fishers' organizations and collective action in implementing the SSF Guidelines; (ii) the support and actions needed for strengthening fishers organization and collective action and (iii) the relevant actors that should engage in the process.

The workshop recognized that organizations and collective action in SSF contribute to maximizing long-term community benefits and to dealing with the threats of fisheries mismanagement, livelihood insecurity and poverty. Organizations provide a platform through which SSFs stakeholders exercise their right to organize, to participate in development and decision-making processes and to influence fisheries management outcomes.

Anticipating the challenges associated with the implementation of the SSF Guidelines, the workshop looked at the diversity and scope of existing organizations and collective action in SSFs, discussing their strengths and weaknesses, and their roles in transforming the SSF Guidelines into a meaningful instrument to improve food and nutrition security and to eliminate poverty while promoting responsible fisheries.

INTRODUCTION

The importance of SSFs and their role as a contributor to poverty alleviation, food and nutrition security and economic growth are increasingly being recognized. Small-scale fisheries generate income, provide food for local, national and international markets and make important contributions to nutrition. They employ over 90 percent of the world's capture fishers and fishworkers, about half of which are women. In addition to full- and part-time fishers and fishworkers, seasonal or occasional fishing and related activities often provide vital supplements to other livelihood activities in times of difficulties or as a recurrent side-line activity. Small-scale fisheries contribute about half of global fish catches and, when considering catches destined for direct human consumption, the share contributed by the sector increases to two-thirds. Inland fisheries are particularly important in this respect with SSF food fish production dominating the subsector.

Organizations and collective action in SSFs are a way of maximizing long-term community benefits to deal with the threats of fisheries mismanagement, livelihood insecurity and poverty – harsh realities for many of the world's small-scale fishers.

Fishers' organizations, both formal and informal, provide a platform through which SSF stakeholders exercise their right to organize, participate in development and decision-making processes and influence fisheries management outcomes (Jentoft, 1986). To be effective, fishers' organizations need to be strengthened in terms of their ability to exercise this right to organize, to participate in policy dialogues and resource management initiatives, as well as to access markets, financial services and infrastructure.

The workshop anticipated the implementation of the SSF Guidelines by looking at the diversity of existing organizations and collective action in SSFs, analysing their strengths and weaknesses, and proposing elements for a capacity development strategy to strengthen organizations and collective action in SSFs to reduce poverty while promoting responsible fisheries. This report summarizes the workshop results and intends to provide a useful reference document that will feed into the process of implementing the SSF Guidelines currently under negotiation. The workshop identified challenges and opportunities and examined alternative pathways on how

organizations and collective action in fisheries can strengthen and be strengthened by the SSF Guidelines.

WORKSHOP ARRANGEMENTS

Venue and participation

The workshop took place at FAO, Rome, Italy, on 18–20 March 2013. It was attended by 26 external participants as well as by 16 FAO staff. The external participants represented a wide spectrum of small-scale fisheries stakeholders, including CSOs, governments, and academia. FAO staff, mainly from the Fisheries and Aquaculture Department, but also from the Forestry Department, Economic and Social Development Department and the Office for Communication, Partnership and Advocacy, participated not only in their technical roles but also as facilitators of the working groups.

The list of participants can be found in Appendix 1.

Opening session

The workshop was opened by the Director of the FAO Fisheries and Aquaculture Resources Use and Conservation Division, Mr Indroyono Soesilo. He welcomed the participants and delivered the opening address on behalf of Mr Árni Mathiesen, Assistant Director-General of the FAO Fisheries and Aquaculture Department. He stressed that empowering small-scale fishers through collective action and successful organizations is key to food security and poverty alleviation. Many small-scale fishers worldwide suffer from low incomes, lack of adequate access to markets, social and political marginalization, exclusion and discrimination, and low levels of health and education. Women are often among the most marginalized and need strengthened rights to the natural resources on which they depend.

The preparation of the SSF Guidelines is expected to contribute to fishers' empowerment and improved sector governance, including policy development and practices for securing sustainable SSFs and creating benefits, especially in terms of food security and poverty reduction. He explained that the workshop aimed at gathering the experience and expertise of experts in the field from around the world and emphasized that the SSF Guidelines are expected to become an important instrument for small-scale fishers to learn about and benefit from their rights within the framework of a human-rights-based approach. The SSF Guidelines should be a document that small-scale fishers, fishworkers and their communities across the world feel ownership of and can relate to. He finished by explaining that the SSF Guidelines would be formally negotiated in May 2013, but that they would only start to become useful and have an impact if they were implemented. Although there are many forms of fishers' organizations, they often lack a voice and opportunities to influence or participate in political and economic decision-making. To be effective, fishers' organizations need to be strengthened in terms of their ability to exercise their right to organize, participate in policy dialogues and resource management initiatives, as well as to access markets, financial services, and infrastructure.

It is expected that the full realization of the potential contribution of SSFs to sustainable development will reduce the sector's marginalization, ensure full participation of SSF stakeholders in decision-making and – in line with the Rio+20 conference outcomes – help to end poverty and food insecurity. The SSF Guidelines are expected to be a significant step in this direction (see also Appendix 2).

Rolf Willmann, Senior Fishery Planning Officer, welcomed the participants and invited them to introduce themselves. He then introduced the agenda, explaining that the workshop was taking place as part of the final phase of the development process of the SSF Guidelines before the formal negotiation of the text in May 2013. There was hence the need to start reflecting on implementation strategies, including the

strengthening of organizations as a core part of any strategy. He acknowledged the wealth of available experiences on how organizations have evolved and performed. The ultimate purpose of the workshop was to develop elements of a framework for the better understanding of the kind of interventions needed to strengthen fishers' organizations, taking into account also the roles of other actors and to provide practical recommendations on how organizations can be strengthened and their development facilitated.

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

- Fishers' organizations: challenges and opportunities for collective action.
- Towards a common framework for assessing fishers' organizations and collective action.
- Implications and suggestions for the International Guidelines for Securing Sustainable Small-scale Fisheries (SSF Guidelines) development and implementation process.

Participants agreed with the chairpersons proposed by the Secretariat for plenary session as follows:

Day 1 (18 March): Mr Rolf Willmann.

Day 2 (19 March): Ms Ratana Chuenpagdee.

Day 3 (20 March): Mr John Kurien.

The workshop agenda adopted by the participants is shown in Appendix 3.

PLENARY PRESENTATIONS

Collective action and organizations in small-scale fisheries: a background note

John Kurien, FAO consultant, introduced the scoping study on collective action and organizations SSFs, which he had prepared as a background document for the workshop. The study (see Part II of this publication) provided an overview of the evolution of collective action and organizations over time. It proposed a categorization of organizations and collective action into five typologies, namely: (i) customary organizations, (ii) cooperatives and societies, (iii) associations and unions, (iv) new 'supported' organizational forms and (v) hybrid and network arrangements.

The paper summarized the key strengths and weaknesses of the different fisher organizational types and then looked into the elements needed within those organizations in order to promote sustainable fisheries and empower fishing communities. The suggested primary dual objective of fishers' organizations should be for fishworkers (men and women) to (i) have a key voice and unambiguous rights in controlling the fishery resource and protecting the ecosystem in which it is found as well as (ii) devising ways and means to ensure the best return for the products of their hard labour. All other objectives are secondary, and fishers' organizations that have only other objectives, however meaningful and relevant they may be, must be seen as involved in the second-best suite of activities.

The study identified ten essential elements that should be inbuilt into an organization's functioning in order to promote wholesome development that is just, participatory, self-reliant and sustainable. The ten elements for resources and institutional arrangements to formulate and implement strategies for action are:

1. collective agreement and resolve,
2. vision for collective action,
3. democracy and transparency in functioning and governance,
4. trust in those elected to lead,
5. resources and institutional arrangements to formulate and implement strategies for action (good endowment of human energies and enthusiasm, availability of human resources, financial resources, the judicious use of resources, laws and norms),

6. accounting for gender,
7. courage and conviction to face odds,
8. information on activities, achievements and failures; education to build capacity,
9. building alliances with other like-minded organizations,
10. processes to evaluate actions and envision changes for the future.

The paper also addressed the issue of how to promote gender equity and empowerment of women, proposing two perspectives. The collaborative perspective looked at how gender relations and women's empowerment can be factored into fishers' organizations that deal with the activity of fishing, which is an overwhelmingly male domain. The independent perspective asked whether gender relations and women's empowerment issues can perhaps be dealt with more fittingly in fishworker organizations meant exclusively for women.

The paper investigated collective action and the role of organizations in abolishing poverty in fishing communities and enhancing food security. Fundamental questions related to poverty were raised: are people poor because they are fishers, or are they fishers because they are poor?

It addressed the importance of the contribution of small-scale fishworkers to enhancing food security. Two ways were mentioned – directly by providing fish as food and indirectly by generating income (through employment – importantly among women), which then is used to purchase food. The merit in working towards the Gandhian mantra of 'production by the masses' for 'consumption by the masses' was mentioned. This mantra becomes a reality if such links between poorer small-scale fish producers and needy consumers can be established – and this is not possible without collective action and organizations.

Main pitfalls to collective action were highlighted in the paper and need to be recognized and overcome if organizational development in the future is to evolve over a more successful and sustainable path than in the past. Those include:

1. Fishing as an activity and being a fisher are in themselves major challenges to undertaking collective action and sustaining organizations.
2. The class character of small-scale fishworkers can be an impediment.
3. The lack of own capital and the high cost of capital from other sources.
4. Small-scale fishworkers have a generally low level and poor quality of educational attainment.
5. The rising age of the average fishworkers.
6. The crisis fishworkers confront with regard to resource depletion and degradation.

The paper proposed a number of avenues to build organizational capacity. It is imperative to make human capital development a core function of any organization. Therefore, the paper proposed paying attention to capacity development for youth, specific leadership training, business and administrative capacities, negotiating a more creative role for women, soliciting support from organizations of civil society, and greater international support for fisher organizations as well as legal and institutional framework support and networking for creating 'economies of scale and scope.

Concluding thoughts indicated that there is a hopeful future for a new, modern SSF sector (and thus fishers) in most developing countries – in both the marine and inland realms. To achieve this, collective action and organizations are vital for establishing fishers' rights for identity, dignity and development.

Negotiating this will entail new commitments and fresh perspectives supported by a clear political vision of what is to be done. The series of consultations held around the world on the SSF Guidelines marks a new and encouraging process of renewal and re-affirmation of rights. One crucially important achievement of this revival of interest in SSFs is that it is supported by the small-scale fishworkers themselves.

Patrick McConney, Senior Lecturer, Centre for Resource Management and Environmental Studies (CERMES, University of the West Indies, Barbados) and Rodrigo Medeiros, Professor, University of Parana (Brazil), introduced the case studies on “Strengthening organizations and collective action in small-scale fisheries: lessons learned from Brazil and the Caribbean”, which they had prepared as a background document for the workshop (see Part 2 of this report). A summary is provided in the following paragraphs.

HOW WE TRIED TO LOOK AT THINGS

McConney emphasized the need for a better understanding of fisherfolk organizations and how lessons from Brazil and the Caribbean may contribute. Interventions in fisheries without a proper understanding of fisherfolk organizations could cause more damage than non-intervention.

The framework CERMES developed for its studies builds on the following concepts:

- complex adaptive systems,
- social-ecological systems,
- multilevel governance,
- adaptive capacity,
- resilience,
- self-organization,
- gender,
- collective action,
- livelihoods analysis,
- the ecosystem approach to fisheries.

In SSFs, FAO and others have addressed sustainable livelihoods, resource management, governance, food security, poverty and other key issues in conjunction with implementing the Code of Conduct for Responsible Fisheries, an approach now being complemented specifically for SSFs through the development of the SSF Guidelines.

The authors suggested that an integrated model organized around a sustainable livelihoods analysis with an emphasis on organizations would be useful. The authors are in the early stages of developing such a framework which they have named “GLORI” (governance-livelihoods-organization-resilience-integration).

WHAT WE SAW IN BRAZIL

Rodrigo Medeiros presented cases from southern Brazil with common features of history, community-based relationships and institutions, often dominated by the Fishermen’s Colonies (a type of fishers’ guild originated by the Brazilian Navy). Outreach from government agencies, NGOs and networks on fishing-related topics, gradual democratization, the emergence of fisherfolk associations (partly a reaction to the Fishermen’s Colonies), and social programme oriented to fisheries have considerably driven the development of the situation. Many of the fishers-related organizations, both at local and higher level, have failed however, due to a wide range of problems inherent in both the local and national approaches.

Brazilian fisheries management has evolved over time towards increased centralization of policy development through a technical committee whose members are essentially from the Ministry of Environment and the Ministry of Fisheries and Aquaculture – this committee does not always regularly engage in dialogue with fishing communities and organizations.

At a lower level, at least with respect to policy, there exists an official multilevel fisheries governance system network that does officially include community-based organizations, networks of fisherfolk organizations and a number of other institutions, all formally or informally connected.

The study confirmed the sometimes surprisingly important role that women play in innovative fisherfolk organizations. It also showed the gradual emergence of networks (among NGOs, cooperatives and others) and the development of mechanisms for fishers to better access financial and physical capital. The systems have, however, no clear connection to the maintenance of sustainable livelihoods and are hampered by badly fitting institutional arrangements.

HOW IT LOOKS IN THE CARIBBEAN

Patrick McConney presented the Caribbean situation which is characterized by the presence of shared fish stocks. Official fisherfolk organizations were introduced in the English-speaking Caribbean in the late British colonial period, the early 1960s and 1970s. Although the individual histories of these organizations are different, common features include:

- being part of the movement towards independence;
- use for political empowerment of “the small man”;
- a means to alleviate poverty and encourage saving;
- pooling money to improve commercial businesses;
- an emphasis on boat owners rather than fishers;
- channelling of government subsidies for fishing;
- efficient supply of inputs for fishery development;
- requiring bigger, better and costlier boats;
- seafood processing for food security and export,
- starting up savings societies and cooperatives.

Causes of organizational failure (and most have failed) were undercapitalization, limited technical capacity, inadequate support from government agencies, membership bases that were too small to be viable, little succession planning to groom new leaders, no follow-up to projects and technical assistance, short-term planning rather than strategic planning, limited oversight and monitoring to give guidance, financial mismanagement, regulatory agencies that did not correct financial wrongs, and connection to political movements that changed or lost power. A crucial concern is also the inability to sustain collective action outside of crises, as well as government programmes that often compete with collective action and grassroots organizations. In spite of all this, there is a recent resurgence of interest in organizing.

Multilevel governance and transboundary management are clearly issues for the region (e.g. tuna fisheries). The institutional aspect of regional coordination is now being addressed through the Caribbean Large Marine Ecosystem (CLME) project. Another important element for coordination is the Caribbean Regional Fisheries Mechanism (CRFM), which was originally designed as a network within which various member States and organizations would take the lead on different fisheries matters. This has not actually come to pass, however, and now the CRFM operates as a highly centralized network. There are currently efforts being made to develop a more effective network structure, a multicluster design, for the wider Caribbean region.

There is an emerging network structure that may facilitate fisherfolk multilevel input into fisheries governance for the wider Caribbean region. The design and testing of the Caribbean Network of Fisherfolk Organizations, still a work in progress, is based on a multicluster design to better match social and ecological systems. In the Caribbean, number of organizations with relatively small membership and key actors play critical roles in developing the capacities of such fisherfolk self-organizations. A crucial element for the sustainability of these developments is the level of commitment and the sense of ownership by the members of these organizations.

Gender considerations are not mainstreamed in the region, although there are female leaders in some fisherfolk organizations. Women’s livelihoods strategies, and in particular their frequent position in the value chain as post-harvest business people

buying fish captured by the fishers, may be more of a constraint for them to achieve leadership roles in mixed gender organizations (due to the fisher/buyer conflict of interest) than is the fact that they are “women”.

BRAZIL AND THE CARIBBEAN

Factors favouring success or failure in both regions are mostly very similar and very obvious, but there are differences.

In Brazil, factors creating difficulties include high dependence on government loans and scarce organizational networking. Factors favouring success include women being active in adaptive governance and in formal organizational power.

In terms of adaptive capacity and resilience it is important to establish:

- skills (i.e. knowledge, abilities, and competencies);
- structure (i.e. a clear definition of roles, functions, lines of communication, and mechanisms for accountability);
- linkages (i.e. an ability to develop and manage relationships with individuals, groups, and organizations in pursuit of overall goals);
- material resources (i.e. technology, finance, and equipment);
- adaptive strategies (i.e. practices and policies that enable an organization to adapt and respond to changes in its operating environment);
- world view (i.e. a coherent frame of reference that the organization uses to interpret the environment it operates in and define its place within that environment);
- culture (i.e. a way of doing things that enables the organization to achieve its objectives, and a belief that it can be effective and have an impact).

EXPERIENCES FROM BRAZIL AND THE CARIBBEAN

Ultimately, successful implementation of the SSF Guidelines will be determined at the lowest level or primary organizational level. A practical but conceptually robust model is needed to guide interventions. Capacity development strategies should include:

1. strengthening fundamental concepts and cooperative principles among leaders;
2. enhancing stewardship over coastal and marine resources via an ecosystem approach;
3. developing administrative and financial skills to manage organizations well;
4. enabling fisheries policies to be integrated with fishers' knowledge and support their own demand-driven diversity of organizational structures and functions;
5. connecting cooperative or other types of organization creation and empowerment approaches with technical and financial support, and livelihood and resilience components/indicators;
6. putting fisherfolk organizations and fisheries co-management on the development agendas of countries and regions in the context of sustainability;
7. creating and expanding spaces for learning and sharing to institutionalize adaptation;
8. mainstreaming gender and focus on welfare, rights, well-being, poverty and food security to the extent necessary, but not so much as to stereotype SSFs as liabilities;
9. adopting effective analytical models for understanding and working with fisherfolk organizations, and tying capacity development into the analytical model;
10. applying the analytical model and agreed notions of capacity development to the SSF Guidelines, leading to both recommendations for action and testing the analytical framework.

With regard to implementation of the SSF Guidelines, the process for delivery will be just as critical in ensuring success as will be the product seeking to be delivered. This process should include practical learning by doing, rather than more