



# COMMITTEE ON FISHERIES

## Twenty-ninth Session

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### **GOOD PRACTICES IN THE GOVERNANCE OF SMALL-SCALE FISHERIES: SHARING OF EXPERIENCES AND LESSONS LEARNED IN RESPONSIBLE FISHERIES FOR SOCIAL AND ECONOMIC DEVELOPMENT**

#### SUMMARY

This document reports on the outcomes of consultative processes that have taken place in the last biennium on good practices in the governance of small-scale fisheries and on key principles and thematic areas that should inform the development of an international instrument on small-scale fisheries and the implementation of a global programme dedicated to these fisheries. The Committee is invited to give guidance on the desirability, scope and nature of such an instrument, comment on the principles and thematic areas identified by the consultative processes and advise on the next steps.

## INTRODUCTION

1. The importance of small-scale fisheries for poverty alleviation and food security is increasingly being recognised. However, the situation of many small-scale fishing communities – especially in developing countries – remains precarious and the potential of the sector is not being fully realized. The Committee expressed the need for special consideration of the small-scale fisheries sector in its last several sessions and, in its Twenty-eighth Session in March 2009, called upon the FAO Secretariat to examine various options to carry forward suggestions for the need of an international instrument on small-scale fisheries that would guide national and international efforts to secure sustainable small-scale fisheries and create a framework for monitoring and reporting. This could comprise a new article in the Code of Conduct for Responsible Fisheries, an international plan of action (IPOA) and/or the development of guidelines. Many Members supported the need for FAO to establish a specific global programme dedicated to small-scale fisheries.

2. This document recalls the characteristics and main challenges and opportunities of small-scale fisheries. It reports on the outcomes of the consultative processes that have taken place since the last Committee Session, in particular the global and regional workshops on securing small-scale fisheries<sup>1</sup> and the related development of an FAO Extrabudgetary Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security. The discussions in these processes have been structured around three main themes: (i) good governance and rights-based approaches; (ii) application of the ecosystem approach to fisheries (EAF); and (iii) the application of disaster risk management (DRM) and climate change adaptation (CCA) to reduce vulnerability of fishing communities to disasters and climate change. Gender has been given particular emphasis as a cross-cutting theme as well as overall key principles such as participation, local ownership and partnerships.

3. There was strong support in the consultative processes for the creation of an international instrument and the delivery of a global assistance programme for small-scale fisheries. Guidance on their scope, principles and contents was equally provided. This document draws strongly on the conclusions and recommendations from the consultative processes that are presented for the consideration of the Committee, together with a suggested way forward, including main activities to be undertaken by FAO and the Fisheries and Aquaculture Department, in collaboration with its partners.

## IMPROVING THE INFORMATION BASE ON SMALL-SCALE FISHERIES

4. Small-scale fishing and associated activities are a way of living as well as a key livelihood strategy for many millions of households living near coastal and inland waters, particularly in developing countries. Many small-scale fishers are self-employed and engaged in both subsistence activities (food for the family) and in commercial fishing, processing and marketing. Fish supplied by small-scale fishers generally plays an important role in local and regional food supplies and represents a vital source of animal proteins and micronutrients in local diets. At the

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<sup>1</sup> Inception workshop for the *FAO Extrabudgetary Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security* (see FAO Report of the Inception Workshop of the FAO Extrabudgetary Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security. Rome, 27–30 October 2009. *FAO Fisheries and Aquaculture Report*. No. 930. Rome, FAO. 2010. 68p.) and Regional consultative workshops on *Securing Sustainable Small-Scale Fisheries: Bringing together responsible fisheries and social development* in Asia-Pacific, Africa and Latin America-Caribbean (October 2010). The workshops were attended by a total of 202 participants from 63 countries including representatives of governments, international and regional intergovernmental organizations and civil society organizations. The workshops were organized as part of a programme development phase funded by the Swedish International Development Agency (Sida) and implemented under the FAO FishCode Programme. The regional consultative workshops were co-funded by the Government of Norway.

same time, fish entering international markets provide much needed income and foreign exchange. The sector is diverse and dynamic, and traditionally strongly anchored in local communities reflecting their cultures and values.

5. In an effort to overcome the fact that reliable data on small-scale fisheries are often not readily available, making it difficult to correctly appreciate the importance of the sector, a study<sup>2</sup> was carried out in 2008-2009 to assess the relative importance of small-scale and large-scale fisheries and to demonstrate their social and economic importance. The results of the study showed that the production and number of people involved in small-scale fisheries are often underreported, especially in inland fisheries. Globally, over 90 percent of the estimated 120 million people employed in capture fisheries and related post-harvest activities are small-scale operators and some 97 percent live in developing countries. About half of the workforce is estimated to be women, predominantly employed in the post-harvest sector but also undertaking other activities along the whole production value chain. In addition to the large number of people working full-time or part-time in fisheries, seasonal or occasional fishing often provide vital supplements to other livelihood activities, in times of difficulties or as a recurrent side-line activity.

### **CHALLENGES IN ACHIEVING RESPONSIBLE FISHERIES AND SUSTAINABLE DEVELOPMENT**

6. Small-scale fishing communities are often considered to be among the poorest population groups. While this is explained in part by their dependence on exploiting a limited natural resource and the inherent unpredictability of the fishing profession, there are also other important causes relating in particular to the vulnerability component of poverty. Situated in remote locations with limited access to social services – aggravating problems of ill-health (including prevalence of HIV/AIDS especially in Africa and Southeast Asia) and low levels of education – these communities often lack the organisational structures required to make their voices heard and are thus left behind in decision-making and development processes. In some places, conflicts with industrial fishing operations are an issue and there is increasingly high interdependence of and competition between small-scale fisheries with other sectors such as tourism, aquaculture, agriculture, energy, industry and infrastructure.

7. Pollution, environmental degradation and overexploitation of resources are other key concerns faced by fishing communities. Since 2006, for example, fishing communities in the inland waters of southern Africa (e.g. Chobe-Zambezi River system and tributaries) have been threatened by a serious transboundary aquatic animal disease known as the epizootic ulcerative syndrome (EUS).<sup>3</sup>

8. Many small-scale fisheries are effectively unregulated and poorly monitored, especially in developing countries and inland waters. Current regimes for zoning between small-scale or artisanal fisheries in the nearshore zone and larger-scale fishing operations are weakly enforced and do not resolve the inability to limit access and fishing effort. Customary practices for allocation and sharing of resource benefits that generally used to be in place in small-scale fisheries have often been eroded because of centralised fisheries management systems, technology development and demographic changes. There is a concern that these various factors, coupled with the increased competition for land, water and natural resources, will lead to the loss of access

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<sup>2</sup> The study has been referred to as the *Big Numbers Project* and was a collaborative initiative by the World Bank, FAO and the WorldFish Center. See World Bank/FAO/WorldFish Center. 2010. The Hidden Harvests - the global contribution of capture fisheries. Conference edition, June 2010. 111p. Available at: <http://siteresources.worldbank.org/EXTARD/Resources/336681-1224775570533/TheHiddenHarvestsConferenceEdition.pdf>.

<sup>3</sup> FAO. 2009. Report of the International Emergency Disease Investigation Task Force on a Serious Finfish Disease in Southern Africa, 18-26 May 2007. Rome, FAO. 2009. 70p.

to traditional fishing grounds. At the same time, it should be remembered that while customary systems for access rights and entitlements may have many advantages, they do not always provide equitable benefits, in particular for women.

9. While women participate equally in the fisheries workforce, they are often more disadvantaged and vulnerable than men, as many forms of social, political and economic marginalisation are gender specific. Work done by women, which includes reproductive, household and community services, in addition to economic activities more directly related to fisheries, is often valued lower than that of men. In a workshop organised by the International Collective in Support of Fishworkers (ICSF) from 7 to 10 July 2010 on Mahabalipuram, India on *Recasting the net: Defining a gender agenda for sustaining life and livelihood in fishing communities*, it was noted that although gender mainstreaming and empowerment of women are often included when planning projects and field activities, these experiences do not seem to always effectively feed into fisheries management plans, development strategies and legislation and sufficient reference to gender concerns is rarely made. Moreover, fisheries policy processes tend to focus on primary production, leaving the post-harvest sector and the women working in it in a difficult situation dealing with increased competition from large-scale actors, barriers to trade and limited say on access and use rights issues.<sup>4</sup>

10. Poverty and social inequalities are also two of the main causes behind child labour in the fisheries sector. Child labour in different forms exists in particular in the informal sector and children engage in both fishing (mainly boys) and post-harvest (predominantly girls) activities. Child labour 'hotspots' are often linked to situations with high levels of migration. Child labour tends to be part of a vicious circle of poverty where low levels or lack of education lead to continued marginalisation. Moreover, when child labour is used as a substitute for adult work because of economic constraints in situations where overfishing is causing low incomes, child labour can aggravate the fishing impact on resources and the environment. A workshop on *Child Labour in Fisheries and Aquaculture* in April 2010 noted the urgency to address child labour in these sectors, in particular to eliminate its worst forms (slavery, forced labour, etc.) and to implement national minimum age legislation in the fisheries sector<sup>5</sup>.

11. Many fishing communities are located in areas that are prone to natural disasters. Where land and water meet is one of the most environmentally dynamic environments that exists and it is often the hostility of these areas that provides opportunities for the poor. Climate variability and change are leading to generally more frequent extreme weather events and natural disaster hazards. Population growth and demographic changes contribute to increasing the effects of disasters. Growing pressure on land and natural resources as well as changes in agriculture production systems, are further amplifying risks and impacts. Climate change will also affect livelihoods in fishing communities, in particular in developing countries, as ecosystem productivity in tropical waters is likely to be reduced. This may lead to increased migration of fishers and their traditional knowledge – on resources, fishing and processing will become obsolete. The possibilities to effectively address these issues are hampered by the fact that there is often an institutional separation between disaster risk management (DRM), climate change adaptation (CCA) and sectoral agencies, including fisheries. Fishery administrations often lack the mandate, capacity and resources to respond to the changing vulnerability context that surrounds the livelihoods of small-scale fishing communities. The consequences of this are a weak integration of (DRM) and (CCA) into the fisheries sector and of fisheries into (DRM) and CCA. Consequently, humanitarian interventions in responding to disasters and climate change in fisheries are not addressing the needs of the sector effectively.

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<sup>4</sup> Workshop on *Recasting the net: Defining a gender agenda for sustaining life and livelihood in fishing communities*, July 2010, organised by the International Collective in Support of Fishworkers (ICSF), see <http://icsf.net/icsf2006/jspFiles/wif/wifWorkshop/english/proceedings.jsp>

<sup>5</sup> Workshop on *Child Labour in Fisheries and Aquaculture in cooperation with ILO*. Rome, 14 -16 April 2010. FAO Fisheries and Aquaculture Report. No. 944. Rome, FAO. 2010.

12. Food insecurity and hunger continue to be major concerns in many parts of the world. The recent global food and financial crises have been particularly severe for poorer population groups and the effects may be felt for some time yet. The Voluntary guidelines on the right to food<sup>6</sup>, which were adopted by the FAO Conference in 2004, aim to provide practical guidance to States and stakeholders on how to realise the right to adequate food in the context of national food security. In spite of such efforts, there is still, in many countries, a long way to go to meet the Millennium Development Goals (MDGs) target of halving the proportion of people who suffer from hunger. While certain progress has been seen with regard to stalling the prevalence of hunger in some regions of the world, the number of people who are undernourished has continued to grow.<sup>7</sup>

### **GOOD PRACTICES AND OPPORTUNITIES**

13. While the challenges to sustainable small-scale fisheries are numerous, this sector presents also an increasing number of opportunities presenting themselves. Progress has been made with regard to enhancing the understanding of the complexity of poverty, its vulnerability context and the range of coping strategies applied by fishing communities to address threats and sustain livelihoods. There is recognition that poor people's own perception of the sources of their vulnerability needs to be respected and that resilience should be strengthened building on existing adaptive advantages. Support and assistance interventions need to be firmly anchored in national and local contexts and decision-making should take place as close as possible to the people affected by them.

14. Accordingly, more recent developments in the governance arena in many parts of the world include decentralisation of resource management responsibilities and the introduction of co-management arrangements. Such good practices relate to rights-based approaches to fisheries management. When using the word 'rights' in the fisheries context, it has tended to refer to fishery rights defining who can have access to resources and fish, and who can participate in managing the fishery. However, more recent discussions have evolved to include a human rights perspective and the right to secure and just livelihoods, including social and economic rights. Linking fishery rights and human rights reflects a move towards an approach more in line with the reality of the diverse livelihoods of small-scale fishing communities and the complexity of poverty. To apply a rights-based approach in this sense to the allocation of rights to fish implies also addressing the broader human rights of fishers to adequate livelihoods and equitable benefits. Good access rights will balance social, cultural, economic and environmental goals, assist in reducing conflict, enhance food security and livelihoods for small-scale fishers and fishing communities, and facilitate the conservation of local ecosystems. In the regional consultative workshops<sup>8</sup>, strong support for applying a human rights approach in the small-scale fisheries sector was expressed. At the same time, a certain degree of caution was expressed to ensure that it does not become just 'yet another development framework' and to apply it wisely and in accordance with local requirements.

15. Although gender equality continues to be an issue in many countries, a number of good practices have evolved over the years to improve the situation of women. Often integrated approaches, including gender mainstreaming in planning and programming, together with specific activities directed both at women and men, generate the best results. Different activities for men and women (and for other groups) should be planned and implemented as required. Systematic and documented gender analysis needs to be incorporated in all project formulation and activity

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<sup>6</sup> FAO 2005. Voluntary guidelines to support the progressive realisation of the right to adequate food in the context of national food security. FAO. Rome, 2005. 44p.

<sup>7</sup> United Nations. 2010. The Millennium Development Goals Report 2010.

<sup>8</sup> See also footnote 1.

planning processes, including for DRM and CCA, ensuring that the different needs of men and women are addressed. Gender awareness-raising should be part of training and capacity development, and there should be gender balanced staff profiles.

16. Many governments are reinforcing the implementation of the FAO Code of Conduct for Responsible Fisheries by adopting an ecosystem approach to fisheries (EAF). EAF allows taking the complexity that often characterises marine, coastal and inland aquatic ecosystems into account and aims at balancing the human dimensions with the ecological aspects in fisheries in a way that makes the approach probably more suitable for small-scale fisheries than 'conventional' management arrangements. In emphasizing the importance of stakeholder participation in fisheries management, EAF is also fully consistent with the principles of co-management. In the regional consultative workshops, EAF was promoted as a key approach for resource management, with co-management as a suitable management arrangement for applying it in small-scale fisheries. In the African region, it was noted that although EAF is a relatively new concept for which practical experience is still limited, there are many elements of the approach that are already being implemented in other contexts and that can provide useful experiences. For example, the Sustainable Fisheries Livelihoods Programme (SFLP) that was carried out in West and Central Africa 1999-2006 applied an approach that addressed a broader range of development needs in connection with introducing fisheries co-management arrangements and thus created incentives for communities to participate in resource management. The work included assistance to capacity building and organisational development as a key strategy to ensure participation. In Asia-Pacific, community-based resource management is now tested in a fairly extensive manner and there has been significant progress in developing co-management. In Latin America and the Caribbean, the need to identify and start dialogue with other sectors that are concomitant users of the natural resources of ecosystems where small-scale fisheries thrive was identified as an important requirement in applying EAF and as an important step towards a multi-sectoral approach to management.

17. Experiences of combining resource governance with social development are hence becoming available and the need for holistic and integrated approaches is generally accepted. This requires cross-sectoral collaboration and the importance of partnerships at all levels was emphasised in the global and regional workshops. The need for concurrent consideration of environmental, resource and community rights and sustainability was highlighted, noting the importance of social and economic rights including, *inter alia*, market access and alternative income-generating activities allowing small-scale fishing communities to sustain livelihoods in particular in a context of change.

18. The need for policy integration and coherence was also discussed and it was noted that small-scale fisheries should be included in overarching national plans for poverty reduction, food security strategies and DRM and CCA plans, and vice-versa. There are close links between DRM and CCA and other development processes in small-scale fisheries, including governance and social development. DRM is a continuous process and it includes not only preparedness, prevention and mitigation but also emergency response, recovery and rehabilitation within a management framework. To strengthen resilience requires adequate integrated support and addressing the vulnerability context at large. It can be noted that, in line with FAO commitments in the context of the Hyogo Framework and climate change, the Fisheries and Aquaculture Department has started to address disaster risk management issues more extensively through a new corporate objective<sup>9</sup>. FAO has also begun work towards the development of guidelines on climate change adaptation with particular relevance to communities dependent on aquatic systems and related resources. Moreover, in collaboration with relevant agencies in the Global Partnership on Climate, Fisheries and Aquaculture (PaCFA), the Fisheries and Aquaculture Department is

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<sup>9</sup> FAO Strategic Objective I "Improved preparedness for and effective response to food and agricultural threats and emergencies worldwide."

exploring options for increasing its technical support to Members on climate change implications for fisheries and aquaculture.<sup>10</sup>

19. Throughout the consultative processes, there were calls for capacity and organisational development. In particular, attention should be given to enhancing people's self-determination capacity and promoting their right of choice. The lack of capabilities and capacities, both at the level of government administrations and communities, is a common constraint to effective participation and sustainable results. In situations of change – for example with regard to climate change adaptation – new skills may be required. Lessons learnt from around the world confirm that special efforts are needed at all levels, for a wide range of capacities and capabilities, and for different aspects of resource management and development, including, for example, gender, social development, and EAF implementation. In a currently on-going pilot project on the introduction of EAF in Estero Real on the Pacific coast of Nicaragua, capacity building and development of methods for improving knowledge and monitoring are key components of the implementation plan. One of the major outcomes of the project so far has been the degree of involvement of Nicaraguan institutions and local stakeholders and their level of ownership of the initiative.

20. In a workshop organised by the Asia-Pacific Fishery Commission (APFIC) and FAO in Colombo, Sri Lanka, in 2009, on the Practical Implementation of the Ecosystem Approach to Fisheries and Aquaculture<sup>11</sup> participants emphasized the need for more effective coordination between different sectors. It was noted that formal mechanisms for consultation and institutional structures are needed to make this possible. Institutional capacity building efforts should be based on existing processes and institutional arrangements. The use of local and traditional or indigenous knowledge and local technologies and practices was also emphasized. Good practices with regard to knowledge and information involve the participation of small-scale fishers in determining knowledge needs and in the resulting research itself. This reflects an increasing recognition that the participation of fishers in management is more effective if they are also involved in dealing with the underlying information base. The result has been a trend toward participatory research involving fishers and fishing organizations, in many locations. In the best situations, this becomes institutionalized (for example, within community-based fishery management) as a built-in participatory research component.

## **THE NEED FOR AN INTERNATIONAL INSTRUMENT FOR SMALL-SCALE FISHERIES**

21. Throughout the consultative processes undertaken by the FAO Secretariat since the Twenty-eighth Session of COFI, there has been unanimous agreement on the need to pay more attention to small-scale fisheries. There is strong support by governments, civil society organizations and regional and national development partners for developing an international instrument on small-scale fisheries. Such an instrument and a related global assistance programme are considered important tools for securing sustainable small-scale fisheries. This view is based on the recognition that:

- The importance of inland and marine small-scale fisheries as a provider of livelihoods, food, employment and income is not yet sufficiently known and appreciated by policy-makers and the public at large.
- Poverty, remote locations, low educational levels, inadequate organizational development and institutional structures, marginalisation and limited access to social services, as well as to financial and physical resources, contribute to the vulnerability of small-scale fisheries communities, including to disasters and climate change. Small-scale fisheries

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<sup>10</sup> See also document prepared for Agenda Item 8 on Climate Change and Fisheries and Aquaculture (COFI/2011/6).

<sup>11</sup> APFIC. 2009. APFIC/FAO Regional consultative workshop "Practical implementation of the ecosystem approach to fisheries and aquaculture", 18–22 May 2009, Colombo, Sri Lanka. FAO Regional Office for Asia and the Pacific, Bangkok, Thailand. RAP Publication 2009/10, 96 pp.

also face serious threats due to growing overexploitation of fishery resources, conflicts from other sectors competing over land and water and other natural resources.

- Small-scale fisheries assessment and management approaches are often different to those used in large-scale industrial fisheries. The particular vulnerability context of the small-scale sector must be addressed; only then can long-term sustainable resource utilisation and livelihood outcomes be achieved.
- To realise the contribution of small-scale fisheries to poverty alleviation and food security, there is need to promote and provide adequate support to the sector and to ensure the access of small-scale fishers and fish workers to the resources necessary for sustainable livelihoods.

22. During the consultative processes, there were no strong views expressed on the nature of an international instrument. In its Twenty-eighth Session in 2009, COFI considered various options including a new article in the Code of Conduct for Responsible Fisheries, an international plan of action (IPOA) and/or international guidelines. However, there was a consensus that any instrument should be voluntary in nature and build upon what is already available in the Code of Conduct and other relevant international instruments.

23. A decision to develop an international instrument for small-scale fisheries should be accompanied by an agreement on key areas of a global programme dedicated to this fisheries, in particular in relation to the assistance to be provided to that sector. This programme would ideally support the development of the instrument itself, including consultations and expert inputs, as well as promote its implementation. It was recognized in the consultative processes that the provision of assistance need not await the adoption of an instrument. However, an instrument could form the basis for the development of regional and national plans of actions on securing small-scale fisheries and also inform local actions by communities and fishworkers' organizations.

## **PRINCIPLES AND GOOD PRACTICES**

24. In addition to the provisions in the Code of Conduct, the regional workshops concluded that the instrument should embrace human rights principles and existing instruments relevant to good governance and sustainable development. Moreover, the instrument should include EAF as a guiding principle for resource management and development. It should draw on available experiences of good governance practices in small-scale fisheries at national, regional and global levels. DRM and CCA should be incorporated as an integral part of the instrument.

25. Within this overall framework and aiming at combating poverty, ensuring food security and promoting sustainable resource use, the regional workshops noted that the instrument should be informed by the following principles and good practices:

- Formal integration of small-scale fisheries into rural development policies.
- Embracement of transparency and accountability as well as holistic, integrated and adaptive management and development approaches that promote social responsibility, protection and solidarity.
- Adoption of inclusive and participatory approaches, promotion of cross-sectoral linkages and fostering of an environment that promotes collaboration and conflict resolution mechanisms among stakeholders.
- Promotion of gender equality, integration of gender concerns and perspectives and empowerment of women.
- Free, prior and informed consent by affected small-scale fishing communities before adopting and implementing projects, programmes, or legislative and administrative measures which may affect them in order to avoid adverse development impacts.
- Equal consideration of environmental, resource and community rights and sustainability, and promotion of co-management and community-based management arrangements,



including for marine reserves and protection areas that are informed by the precautionary approach.

- Encouragement of participatory decision-making at the lowest possible decentralized level (principle of subsidiarity).
- Use of a wide range of information for decision-making, including bio-ecological, social and economic data, from scientific and local and traditional sources.
- Respect of cultures, existing forms of organization, traditions, local norms and practices as well as customary or otherwise preferential access to fishery resources, land and territories, by small-scale fishing communities, including indigenous peoples.
- Recognition of the need for capacity development in all areas and at all levels, and support to awareness-raising, empowerment and cohesion.
- Assurance that disaster risk reduction/management and climate change adaptation policies and interventions respond to the specific needs of small-scale fisheries, recognising that special considerations must be given to fishing communities living on small islands which are particularly vulnerable to disasters and climate change.

26. The human rights approach to development encompasses many of the principles listed above and provides a strong basis for citizens to make claims on their States and hold them accountable. The human rights approach recognizes that everyone, including disadvantaged groups, have legally mandated and recognized rights and the basis to claim them – not as charity, but as a right – and creates the basis for individual and collective action and participation in governance for positive change. Moreover, the human rights approach seeks to expand the capabilities and the freedoms enjoyed by vulnerable people, to provide them the opportunity to fulfil their potential and remove obstacles to their development, such as lack of access to education, health services and social protection.

## MAIN THEMATIC AREAS

27. The regional workshops called for an instrument that is global in scope but contains provisions for the development of plans of action at regional and national levels that are specific to local conditions and needs. The instrument should be relevant to small-scale fisheries in **both inland and marine waters** and recognise the interactions between small-scale fisheries, large-scale fisheries and other resource users. All parts of the **fishery system**, i.e. up and downstream activities and actors in addition to fishing operations and fishers, should be addressed. Good practices should hence be promoted with regard to the availability and access to inputs, fishing operations and access to resources, and post-harvest activities including processing, distribution and access to markets.

28. Among the main thematic areas to be dealt with by the instrument, the promotion of holistic and integrated approaches that combine **resource management and social development** will be an important element. These should incorporate **cross-sectoral issues** and coordination, cross-cutting issues – such as **gender** (role of women) and migration (integration of migrants) – and **community development** (health, education, microfinance, etc.). These issues need to be explicitly addressed by the instrument considering their importance to sustainable small-scale fisheries livelihoods.

29. Within this context, the regional workshops emphasized the need to address fisheries management issues, including aspects relating to **governance systems, access regimes, management measures and enforcement**, promotion of co-management and other participatory arrangements, closed areas and marine protected areas (MPAs) managed in cooperation with local communities, development of environmentally friendly fishing gear and post-harvest technologies, and strengthening of monitoring, control and surveillance (MCS).

30. Related to social development is the need to ensure **security and safety** and combat crimes against fishers and their families (piracy, theft, mafia activities in fishing communities), improving working and living conditions, as well as improving safety at sea. In the context of gender, it is particularly important to secure an environment of safety and freedom from violence and sexual abuse for women within households and communities. Child labour should be addressed and equitable benefits for all stakeholder groups and community members should be among the fundamental premises.

31. The consultative processes highlighted the need for **policy coherence** through linkages between small-scale fisheries, overarching fisheries sectoral policies and strategies and national planning processes such as Poverty Reduction Strategy Papers (PRSPs), national development plans, and the United Nations Development Assistance Framework (UNDAF) and One UN processes. Policy coherence should be an integral part of the instrument and also be advocated with regard to the integration of DRM and CCA in fisheries policies and strategies, and the inclusion of fisheries in DRM and CCA frameworks.

32. Enhanced **international, regional and sub-regional cooperation** should be encouraged. This would include, among other things, establishing transboundary information-sharing and resource management protocols and systems, and combating illegal, unreported and unregulated (IUU) fishing by promotion of integrated enforcement arrangements between States as are already fostered by regional fisheries bodies and addressed in recent international instruments including on Port State Measures.

33. The availability, flow and exchange of **information** should be improved through the establishment of platforms and networks at community and national levels. Horizontal and vertical two-way information flows (among communities or countries; between communities and national and regional structures) need to be promoted. The instrument should also support the collection, compilation and analysis of disaggregated data allowing for an improved understanding of the importance of small-scale fisheries and its different components, including gender roles. For the application of EAF, the generation of ecological, socio-economic and institutional baselines should be called for. The use of a wider range of information, including bio-ecological, social and economic data, from both scientific and local and traditional sources, should be promoted.

34. With regard to **income and economic aspects**, the regional workshops stressed the need for complementary or alternative income-generating activities. Post-harvest losses should be avoided and value addition created for increased product availability, quality and value. Small-scale fishing communities should equitably benefit from developments such as tourism and aquaculture. In the area of trade, greater benefits for small-scale fishers and fish workers should be sought by improving their access to regional and international markets while taking local food security needs into consideration and the development of domestic markets. The instrument should support the elimination of harmful and inequitable subsidies and other unsustainable economic practices.

35. **Capacity development** is needed at all levels and the instrument should give guidance on how these needs can best be effectively addressed. The ability of different stakeholder groups within small-scale fishing communities to effectively participate in relevant institutions and decision-making processes – on resource access and use rights as well as other issues – should be given special attention. Organisational development and support to community networks and organizations that promote sustainable small-scale fisheries should be encouraged. Building the resilience and adaptive capacity of fishing communities in relation to DRM and CCA is another important aspect of capacity building. Special considerations must be given to fishing communities living in small islands which are particularly vulnerable to disasters and climate change.

## **A GLOBAL SMALL-SCALE FISHERIES ASSISTANCE PROGRAMME**

36. The regional consultative workshops recommended that a global programme of assistance should be informed by the principles and thematic areas that have been prioritized for consideration in the envisaged international instrument. Other assistance programmes in support of small-scale fisheries at national, regional and international levels should equally take account of these proposed principles and themes.

37. The global assistance programme should support the development and implementation of the international instrument on small-scale fisheries. It would cover a broad range of initiatives undertaken by the FAO Fisheries and Aquaculture Department on small-scale fisheries and would benefit from additional extrabudgetary funding to become effective. More specifically, it would include provisions for (i) the development of the instrument, including stakeholder and expert consultations and inputs, and (ii) direct support to small-scale fisheries in line with the principles and contents described above. The programme would be based on the relevant components of the *FAO Extrabudgetary Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security* and draw on the outcomes of the recent global and regional consultations. Accordingly, it would consist of three main components addressing (i) good governance and rights-based approaches; (ii) application of EAF; and (iii) disaster risk management (DRM) and climate change adaptation (CCA) in the small-scale fisheries sector.

38. The programme would be global in scope and – capitalising on FAO’s comparative advantages – concentrate on outcomes that can be achieved by the provision of normative information, guidance and guidelines, and tools and systems. Partner collaboration, case studies, capacity building and empowerment, and communication and outreach activities will form the pillars of the implementation approach. Accordingly, it would include selected field interventions that can contribute to the normative outputs as well as create impact at the local and national level. The programme would promote outreach and partnerships including with civil society organizations and the private sector to ensure uptake and further implementation of its results on a broader scale. This approach would promote aid effectiveness in line with the Paris Declaration and ensure a significant contribution to the achievement of the MDGs.

## **PROCESS AND WAY FORWARD**

39. The Fisheries and Aquaculture Department recommends consideration of the following for the process of developing the instrument and delivery of the assistance programme:

- Reference should be made not only to “States” but also to other stakeholders, recognizing the shared responsibility with regard to resource sustainability and livelihoods security.
- Local, national and regional ownership should be ensured and involvement of relevant organisations warranted.
- Implementation aspects should already be considered at the design stage, including the need for technical guidance and supportive mechanisms.
- Results monitoring based on well-defined impact indicators should be an integral part of the implementation modalities.
- The need to take a long-term perspective, which requires political commitment and sustainable resourcing, should be recognised.

**SUGGESTED ACTION BY THE COMMITTEE**

40. The challenges to advance the small-scale fisheries poverty alleviation, food security and resource sustainability agenda are considerable. Concerted efforts and partnerships at different levels and scale (between donors and partner countries, governments and communities, and among stakeholders) are required. It is also vital to build up national and local ownership in accordance with the Paris Declaration on Aid Effectiveness.

41. The Committee is invited to:

- a. give guidance on the desirability, scope and nature of a dedicated international instrument on small-scale fisheries;
- b. comment on the principles and thematic areas identified by the global and regional consultative processes that would inform the contents of the instrument as well as prioritize the areas of a global assistance programme for small-scale fisheries;
- c. give guidance on the eventual process of developing the instrument and the implementation of a global assistance programme ;
- d. provide recommendations and guidance on other activities to be undertaken by FAO in relation to small-scale fisheries