



Bay of Bengal Large Marine Ecosystem Project



Report on the national dissemination workshop of FAO Voluntary Guidelines on Small-scale Fisheries

6-7 March 2015 • Chennai India

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BOBLME contract: LOA/RAP/2014/59

For bibliographic purposes, please reference this publication as:

BOBLME (2015) Report on the national dissemination workshop of FAO Voluntary Guidelines on Small-scale Fisheries, 6-7 March 2015 Chennai, India. BOBLME-2015-Ecology-10

ICSF-BOBLME

Dissemination of FAO Voluntary Guidelines on Small-scale Fisheries

**INDIA
WORKSHOP ON IMPLEMENTATION OF SSF GUIDELINES
6-7 MARCH 2015**

Contents

WORKSHOP REPORT	3
Introduction and objectives.....	3
Opening of the Workshop	3
<i>The role of state and non-state actors in implementation</i>	4
<i>Strategic Action Programme of the BOBLME and implementation of SSF Guidelines</i>	4
<i>Promoting social development and sustainable fisheries: the role of the SSF Guidelines</i>	5
<i>Perspectives from Small-scale fishing communities</i>	5
PANEL DISCUSSION: Implementing the SSF Guidelines: creating an enabling socio-economic, legal and policy environment for small-scale fisheries	6
<i>Group discussions</i>	7
PANEL DISCUSSION: Contextualizing the SSF Guidelines	8
Developing a road map for improving governance, human development and sustainable use of fishery resources.....	10
Acknowledgements.....	13
Chennai, 6-7 March 2015 <i>APPENDIX I: PROGRAMME</i>	14
APPENDIX II: LIST OF PARTICIPANTS	17

WORKSHOP REPORT

ICSF-BOBLME India (East Coast) Workshop: Implementing the FAO Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines)

6-7 March 2015

Hotel Ambassador Pallava, Chennai, INDIA

Introduction and objectives

The ICSF-BOBLME Sub-national Workshop: Implementing SSF Guidelines, India (East Coast) was the third in a series of workshops to be held in 2015. The workshop is one in a round of attempts being undertaken across the globe in promoting ownership of the FAO Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (hereafter, SSF Guidelines) among different stakeholders. It coincides with the first anniversary since the disappearance of the flight MH370 with Chandrika Sharma, Executive Secretary, ICSF, on board.

The objectives of this workshop were to examine and deliberate the roles of state and non-state actors in the implementation of the SSF Guidelines, and more specifically to:

- Disseminate information about the SSF Guidelines and examine their relevance in varying local contexts;
- To assess serious issues facing marine and inland small-scale fishing communities along the eastern seaboard of India;
- To examine how implementing the SSF Guidelines can contribute to improving life and livelihoods, especially of the vulnerable and marginalized groups and women in small-scale fishing communities; and
- To explore the need for a multi-stakeholder mechanism to facilitate a coordinated, inter-sectoral approach to the implementation of the SSF Guidelines.

Participants at the workshop came from a range of backgrounds, and included government officials from the central and state level, fishworker organisation leaders and representatives, community leaders (men and women), researchers from various disciplines, and representatives of CSOs, NGOs and IGOs¹.

Opening of the Workshop

Making the opening address, John Kurien (Member, ICSF) reminded the gathering of Chandrika Sharma's invaluable contributions to the drafting of the SSF Guidelines, and urged that we carry forward the implementation with the same principles of "commitment, correctness, and consciousness of the great cycle of Life" that she espoused.

Introducing the workshop and its objectives, Sebastian Mathew (Executive Secretary, ICSF) laid out the agenda that would set the tone for the discussions that followed. Listing out the potential

¹ A full list of participants is appended

challenges that lay ahead, particularly with respect to governance reforms to deliver a human-rights based approach to development in fisheries, he highlighted the need for multi-stakeholder coordination and an inter-sectoral approach, he called upon the Fisheries Departments of the various states to champion for sustainable small-scale fisheries. He prompted the participants to deliberate upon developing a roadmap for the implementation process.

Ms. Santha Sheela Nair, Vice-Chairperson of the Tamil Nadu State Planning Commission gave the opening address. While acknowledging the importance of the SSF Guidelines, she urged that more active participation be sought from the government, particularly elected representatives at various levels. She offered the platform of the State Planning Commission to bring together various actors for dialogue and debate, an initiative that was appreciated and acknowledged by the stakeholders present. She also listed a number of schemes that were overseen by the State Planning Commission, and offered that the gathering explore opportunities under the Backward Regions Grant Fund and the India Inclusive Innovation Fund that would be applicable to coastal communities. Ms Nair reiterated the need for a rights and responsibility framework, where there is a need for traditional panchayats to play an important role as well.

FAO India Representative, Dr. Kevin Gallagher, cited the SSF Guidelines (and the process by which they were drafted) as serving as a model for other small-scale sectors, particularly in their inclusion of a human rights-based approach. The human rights-based approach enshrined in the SSF Guidelines, he pointed out, would enable rights holders to hold accountable those that were entrusted with safeguarding those rights. He also reinforced the FAO's commitment in playing a catalytic role in the implementation process.

The role of state and non-state actors in implementation

Nicole Franz, the Fishery Planning Analyst at the FAO, then elaborated upon the potential roles of state and non-state actors, highlighting the vast range of players that needed to arrive at a common understanding of the small-scale fisheries sector. She called attention to the guiding principles outlined in the SSF Guidelines, which were imperative to guide the implementation process as well. While discussing the role of the state, she said that policy coherence to address small-scale fisheries issues at all levels is imperative, as is the strong and committed political will of government agencies. She called for a review and revision of the existing legal framework and institutional arrangements to identify gaps and scope for improvement. As equal partners in the process, FWOs and CSOs had an important role in ensuring that the process remained participatory, that active lobbying with the state actors would continue and the importance of the small-scale fisheries sector be brought to focus. Drawing from lessons learned in the implementation of other voluntary instruments, she recommended the setting up of an implementation and monitoring platform at the national level. At all levels of institutional arrangements, she reiterated, the representation of small-scale fishers and fishworkers was indispensable.

Strategic Action Programme of the BOBLME and implementation of SSF Guidelines

Representing an important regional partner – the BOBLME project, C.M. Muralidharan introduced its Strategic Action Programme, noting that the objectives and targets of the SAP in addressing transboundary issues incorporated many components as outlined by the SSF

Guidelines themselves. In particular, he listed the Ecosystem Quality Objectives, which promoted an ecosystem-based approach to fisheries management, and also included specific social and economic considerations: reduction of vulnerability to natural hazards and climate change; improved living and working conditions of communities along the coastline; and empowered coastal communities to participate in and benefit from sustainable development practices. He stressed on the target supporting the dissemination and implementation of the VG SSF.

Promoting social development and sustainable fisheries: the role of the SSF Guidelines

Examining the specific role of the SSF Guidelines in addressing social development and sustainable fisheries, Nalini Nayak (Member, ICSF) brought to focus the social dimensions of the SSF Guidelines. The SSF Guidelines, she said, could “be a turning point in social development history if implemented in the right spirit with conviction and imagination,” given how their development was necessitated by the vulnerability and marginalization faced by these communities, and recognizing that small-scale fisheries had the ability to eradicate poverty and provide food security, while ensuring long-term sustainable use of resources. That the SSF Guidelines encompass the multi-disciplinary approach that is required to sustain life and livelihood implies that their implementation necessitates an inter- or even trans-disciplinary outlook and process, she added.

Perspectives from Small-scale fishing communities

The opening session was followed by the presentation of reports from the various preparatory consultative meetings that were held in West Bengal, Orissa, Andhra Pradesh and Tamil Nadu during January - February 2015². The specific applications of the SSF Guidelines would vary across a sector such as small-scale fisheries, which is characterized by its high diversity and specificity. However, as pointed out by Venkatesh Salagrama (Member, ICSF and Director ICM), who moderated the session, and had led the consultative meetings, the issues that were deemed pertinent had common elements across the states, as did the identification of marginalized groups (women – especially single women, those affected by MPAs, the elderly, etc.). The lack of recognition of tenure and use rights, the erosion of traditional practices, displacement of communities by large-scale development projects, issues faced by migrant workers, disaster preparedness and social development were some of the major issues that were flagged for consideration. The session invited responses from state government representatives. A majority of the responses of state government officials reiterated the various thematic schemes that addressed these issues. State government respondents highlighted various ways in which the functioning of their respective departments would attempt to bring into focus the small-scale fisheries subsector, and increase coordination and collaboration with other departments, such as Forest and Wildlife. The participants hoped that these representatives of government would take back the message for strong and meaningful collaboration across sectors.

² Please add reference to full report.

PANEL DISCUSSION: Implementing the SSF Guidelines: creating an enabling socio-economic, legal and policy environment for small-scale fisheries

The post-lunch panel discussion addressed the need for governance reforms, while examining how an enabling socio-economic, legal and policy environment for small-scale fisheries could be created. The diversity of the panel was well reflected in the diversity of recommendations and approaches.

Dr. Yugraj Singh Yadava (Director, BOBP-IGO) emphasized that the SSF Guidelines should be read in conjunction with other international agreements and covenants (such as the FAO Tenure Guidelines, the Code of Conduct for Responsible Fisheries (CCRF), etc.), to strengthen the application of the SSF Guidelines themselves. Drawing attention to the implementation problems that arose with the CCRF, he recommended that the SSF Guidelines –which were global in scope – be first adapted to the Indian context. Pointing out the need for government departments to work together, he called for reforms across sectors that would promote policies that were community-driven and community-centred.

Dr. Ganesh Chandra from the Central Inland Fisheries Research Institute (CIFRI) provided an important perspective on the often overlooked sector of inland fisheries, highlighting issues that were unique and those that overlapped with the marine sector. The inland sector, he said, was dominated by small-scale fisheries, which were characterized by highly diverse operations, seasonally and geographically. He then presented the findings of case studies carried out across numerous Indian states, and discussed the similarities and disparities in fishing management models and socio-economic and socio-ecological conditions. The issues confronting the sector included tenuous rights to resource access, weak organisation in the sector, threats to the resource, thereby livelihood, from outside the sector (pollution, development projects) and the lack of alternative livelihood options. In his suggestions for improvement, in the context of policy and governance reforms, included the strengthening of credit systems, encouraging responsible management practices, enhancing income, providing opportunities for alternative livelihoods, increasing consultation and participation in decision-making, empowering women to take on leadership and decision-making roles.

Speaking on behalf of Mr. T. Raja, a traditional Panchayat representative, V. Vivekanandan (Member, ICSF) presented a cogent case for the consideration and understanding of traditional governance systems. Such systems, he said, in which a community entrusts decision-making that directly impacts it, play a valuable role in enforcing what the guidelines endorse, and mostly operate in the spirit of participation and consensus. While it is true that there are factors that require considerations for change (such as the absence of women in positions of leadership), it would be wrong, he added, to dismiss these systems entirely. There must be a sincere effort, he concluded, to integrate these systems into higher-level decision-making and to give such plurality of institutions their due credit.

In response to previous comments and concerns regarding the government's ability to meaningfully incorporate the spirit of the SSF Guidelines in its functioning, Dr. Manash Choudhury of the National Institution for Transforming India (NITI Aayog), commended governmental efforts. He cited the exponential growth in the export in fisheries as evidence of the central government's commitment to the fisheries sector. However, he said, effective implementation can only occur when government bodies are sincere in the discharge of their duties and when the relationship between communities and the government is amicable. He called for a paradigm shift in fisheries management, with an increased focus on empowerment of

stakeholders. He also advocated for PPPs (public-private partnerships) which could help enhance production, and suggested strongly that aquaculture be considered on par with agriculture and be given the same level of importance in policy. He concluded by calling for the institutionalization of the National Fishermen's Legal Services Board, the National Institute of Fisheries, and the National Fisheries Insurance Corporation.

The final panelist of the session, Ms. Albertina Almeida, a legal expert, elaborated upon how international and national legal instruments can be tapped into to support and strengthen the provisions of the SSF Guidelines, with a specific focus on securing women's rights in small-scale fisheries. Given the substantial role that women play in small-scale fisheries, particularly in pre- and post-harvest operations, and to some extent in the harvest operations, the SSF Guidelines provide a standalone point on gender equity. The other provisions also make references to the implications for women. While gender mainstreaming was an important component, the monitoring of the process and its impact by 'line Departments', she stressed, was just as important.

The questions and comments that followed the panel session broadly concerned the bringing into question the current development model and exclusionary practices that further marginalized the small-scale fisheries sector. It was acknowledged that while the isolated functioning of different departments of government made it difficult for them to come together at a common platform and discuss relevant issues from the perspective of small-scale fisheries sector. And while coherence was sought at the level of policy-making, it was also suggested that work in different capacities in small-scale fisheries and fisheries management also gain conceptual clarity on the various ecological, socio-economic and political aspects.

Group discussions

The concluding session of the first day included group discussions on questions related to the themes of securing coastal tenure rights, the government actors who would necessarily be involved, especially with respect to promoting social development within the sector, and what assistance and institutional arrangements the achievement of these objectives would require. Participants were split up into language groups (Bengali, Odiya, Tamil, and Telugu) to facilitate easy communication, but also, and more importantly, to discuss specific issues in each of their local contexts and to deliberate upon possibilities for the provisions of the guidelines to be directly applicable and relevant to bringing about change on the ground. Dr. Ujjaini Halim (Treasurer, World Forum of Fish Harvesters and Fish Workers -WFF) moderated the session.

While discussing location-specific issues that needed addressing, the issues highlighted, and recommendations on the way forward, had a number of elements in common. In particular, the participants observed that there was a need to:

- Contextualize the guidelines for relevant application in local areas
- Make gender equity and empowerment of the marginalized a priority
- Increase visibility of the small-scale fisheries sector and emphasize its ability for poverty eradication and its contribution to food and nutritional security
- Disseminate information about the SSF Guidelines and other instruments to empower communities to assert their rights, in turn making them less dependent on welfare schemes of the State

- Call into question the current model of capital and investment driven development at the cost of social development and address indirect threats to livelihood and resources (e.g., pollution from shore-based industries, development and tourism projects, competition from large-scale sector and other sectors)
- Ensure that implementation of the SSF Guidelines is bottom-up and participatory
- Draw from existing positive examples and good practices already instituted in community management for the realization of equitable and sustainable practices
- Formalize and secure tenure rights for ownership, use and transfer
- Call upon state governments to address their responsibility in safeguarding human rights, particularly of members of vulnerable and marginalized groups
- Explore opportunities for skill-building and alternative livelihoods to enhance income generation.
- Emphasize the role of the post-harvest sector
- Provide due recognition of inland fisheries and address tenurial, livelihood and social security issues
- Establish a more prominent position for SSF in the market and trade components of the value chain

PANEL DISCUSSION: Contextualizing the SSF Guidelines

The second day of SSF guidelines workshop began with a panel discussion about contextualizing the guidelines in the case of Indian fisheries. The panelists included representatives with working experience on inland fisheries, marine fisheries, food security, disaster management, legal and the coastal environment as such.

The first panelist was Dr. V.V. Sugunan, Assistant Director General (Retd), Indian Council of Agricultural Research (ICAR), New Delhi who spoke about the *SSF Guidelines and Inland Small Scale Fisheries*. While acknowledging the role of inland fisheries in promoting sustainable livelihoods, he mentioned that there are conceptual difficulties in defining the small-scale fisheries. Sugunan spoke about the difference between culture-based fisheries and capture fisheries in the inland sector, especially with relevance to the process of **stock enhancement**, which has not received enough attention. Considering the potential contribution of inland fisheries towards social development and sustainable resource use, and its contribution to food security, he urged that we explore all aspects for enhancement of small-scale fisheries.

The promotion of sustainable livelihoods requires consideration of various factors that hinder day-to-day activities of people in the SSF sector. Sumana Narayanan, Programme Associate, ICSF spoke about tenure rights in inland fisheries. Having visited and interacted with stakeholders in landscapes surrounding the river Ganga, Sumana highlighted the problems of tenure rights associated with the people, fisheries, river and the land. She cited the example of the traditional *panidhari* system, which is premised on stringent property rights on the river itself and works on an exclusionary basis – a system abolished by law, but still practiced in some areas. She also spoke about the emerging threats to livelihoods of fishing communities. These threats include tourism and resorts along the river banks that not only prohibit access to local fishermen but also hamper the livelihood opportunities of other marginalized and the vulnerable sectors that have a direct dependence on these resources.

An ecosystem-based approach is essential for promoting sustainable livelihoods among fishing communities. Dr. E. Vivekanandan, Emeritus Scientist of the Central Marine Fisheries Research Institute (CMFRI), talked about EAFM in the context of small-scale fisheries. By stressing the importance of sustainable fisheries development and protection of the environment, he explained how SSF could play a major role in promoting an ecosystem approach to fisheries. He also illustrated a 5 step process to achieve EAFM, which could be particularly relevant to Indian fisheries. The benefits of EAFM include the accordance of responsibility of management to the stakeholders, which, ensures better compliance and reduce conflicts. A holistic approach is also a marked shift in the way fish and fish production are viewed; conventional systems treat them as entities separate from the ecological and socio-cultural environment.

With current scenario of economic growth, globalization, urbanization and environmental impacts resulting through these processes, Probir Banerjee of Pondy Citizen's Action Network (Pondy CAN), Puducherry called for an "inside-out" approach to addressing environmental problems and designing interventions. Speaking on the topic *Customary rights to land and sea: Negotiating tenure rights*, he highlighted the immense changes on land and at sea that are caused by infrastructure and coastal development projects. He introduced an ongoing pilot Coastal Stewardship Programme, which conducts capacity building in fishing villages, and trains the youth in mapping their villages with GPS units and GIS software. The long-term objective of this project, he mentioned, is for the coastal inhabitants to recognize and assert their rights over land and sea, which are now being denied in the process of development along the coast. He found that the exercise also changed people's perception of space and fosters a notion of village as single unit. This is a powerful way in which the community is empowered, he added, and they can use this information in legal recourse when the need arises.

Annie George from Building and Enabling Disaster Resilient Coastal Communities (BEDROC), Nagapattinam and Sajith Sukumaran from FishMARC, Triandrum, shared their experiences working with fishing communities in the post-2004 tsunami context in Tamil Nadu. While Annie focused on the housing policy and the outcomes of shelter and housing exercises undertaken by the Tamil Nadu state government in the aftermath of the tsunami, Sajith spoke of the impacts on fisheries livelihoods post disaster. Annie talked about the governance challenges, community aspirations and administrative and technical aspects that compounded some of the problems that arose in the course of the rehabilitation efforts. She pointed out that although the intentions were well-placed, the lack of technical capacity, low investments in repair and maintenance, and the short shrift given to safety, proved counterproductive. She suggested revisiting the lessons learned from this exercise to better informed future disaster management programmes. While addressing changes in fisheries livelihoods, Sajith mentioned that a lack of data regarding certain aspects, especially the what the impacts were to the livelihoods of women, which left gaps in understanding the trends over the last ten years. However, a marked increase in fishing pressure, and a decrease in traditional non-motorized craft was observed. He called for the need to include the assessments to impacts not just to lives, but also to livelihoods (i.e., on gear, craft, access, etc.) in the consideration for resilience plans and rehabilitation policy.

In the face of changing climatic conditions and the possible direct impacts that it may have on fishing and fisheries-based livelihoods, Mr. Vincent Jain of the South Indian Federation of Fishermen Societies (SIFFS), Thoothoor spoke about *Climate smart fishing: Development of solar-powered fishing vessels in Thoothoor*. The ongoing work not only involves innovation of climate smart technologies for fishing vessels, but interventions in all sub-sectors (for example, the introduction of solar lamps in evening markets for women fish vendors), including the post-harvest sector. He also illustrated the economic and environmental feasibility of this technology when compared with conventional fuel-based technology.

The post harvest sector is an important sector, but often is only accorded cursory importance. Women play a major role in the post-harvest sector. This sector is also referred to as an “invisible arm” of fisheries in which the functioning is known but the actors are ignored. Jesu Rethinam of Social Need Education and Human Awareness (SNEHA), Nagapattinam talked about *Post-harvest and trade: Social development and women fish vendors*. She indicated how the changing nature of the coast and markets are making women fish workers vulnerable day by day. With loss of beach space due to coastal erosion and market space due to the entry of big players, she said the post harvest sector should be provided with all the support it requires to face the changing nature of fisheries and its implications for fisheries-dependent women. Women not only play an important role in managing a family but also the immediate community; for instance making sure children are well fed and educated. Thus, women fish-workers have a different outlook on the resource, focusing not on immediate gain as much as long term security and sustainability of the resource. This makes them vital partners in resource management decisions.

Addressing the lack of legal provisions to secure the rights of small-scale fishing communities, Gayatri Singh, an advocate from Mumbai and member Human Rights Law Network (HRLN), listed the possibilities of asserting rights through the provisions of supporting laws and regulations. She discussed the ongoing and rapid erosion of traditional systems, and the failure of the state and courts to recognize customary rights over land and water. This makes them vulnerable to external forces that utilize the coast for purposes other than fishing, she added. Due to the nature of viewing customary tenure in the light of resource use, and not as basic rights, has vested the power to decide how rights should be exercised with the government. She also lamented the loss of the Doctrine of Public Trust – according to which the state is a trustee of the commons – and questioned the notion of ‘public interest’. As an example of invoking provisions of related relevant legislation, she brought attention to specific sections of the Forest Rights Act which gave the right to traditional dwellers to exploit resources within protected area – a provision that addressed some of the concerns raised earlier by members of communities from Odisha, where conservation measures play a large part in restricting access to traditional fishworkers.

Kavitha Srivatsava of the People’s Union for Civil Liberties introduced the Right to Food Campaign, acknowledging Chandrika’s efforts to bring fishworkers to the platform. She brought to focus the National Food Security Act, which accorded a basic entitlement to food and nutrition to people across the country. She informed the workshop that the provisions of the Act would extend to the small-scale fisheries community as well, especially fisherwomen (for example, the provision of free meals to pregnant and lactating women). She reiterated the importance of the contribution of the sector to food security and the implications for poverty alleviation, and invited the participation of actors in the small-scale fisheries sector to join the national Right to Food Campaign.

Developing a road map for improving governance, human development and sustainable use of fishery resources

The concluding panel of the workshop and the following discussions offered potential ways in which the many suggestions and recommendations could be meaningfully employed and the commitments to collaboration addressed in the implementation of the SSF Guidelines. Implicit through the discussions was the acknowledgement of the SSF Guidelines as one of many tools

that addressed the development and management needs of the small-scale fisheries sector. C.M. Muralidharan moderated the panel.

The first speaker, Mr. M. Ilango (Chairperson of the National Fishworkers' Forum) recapitulated the arguments that questioned the present mode of development, and demanded in no uncertain terms that practices that were detrimental to the well-being of the small-scale fisher and the marine and coastal ecology be reconsidered. In particular, he called upon authorities to address the threats posed by destructive fishing practices. He also introduced the "People's Draft Bill of Rights of Fisheries and Other Traditional Coastal Communities", pointing out that the stake that these communities claim in coastal and marine resources necessitates their participation in decision making at every level. The Bill recommends the constitution of a Committee with adequate representation of traditional fishers to review and accept plans. He also emphasized the need to valorize ecologically sound practices of traditional communities, and to introduce women-centred marketing of fish.

Dr. Sonali Huria (Research Consultant at the National Human Rights Commission, New Delhi) outlined the potential role that the NHRC could play in the protection and promotion of rights of SSF communities. She provided an overview of the functioning of the Commission, and emphasized its role in advocacy, law reform and encouraging ratification of implementation of international standards. The complaints disposal and enquiry process of the Commission were other ways in which a direct appeal could be made regarding human rights violations. She mentioned cases that were filed by the members of fishing communities with the NHRC against their human rights violations. Under the various monitoring mechanisms of the Commission, she encouraged those who were working in the field, with these communities to attend the open hearings that were conducted periodically to voice their concerns.

Dr. Sunil Mohamed (Principal Scientist and Head of Molluscan Fisheries) Central Marine Fisheries Institute, Kochi) elucidated the role of scientific and research institutions in the sustainable use and management planning of fishery resources. He listed out the specific functions and possible role of the CMFRI: a large database which enumerated fishers, craft, gear and socio-economic factors would be an invaluable resource in country-wide assessments; the institute has been monitoring catch and effort nationally; the codification of gear (164 in total) could potentially help in clarifying the definition of the small-scale fisheries sector, as far as categorization based on gear may be involved. A large number of research projects at the CMFRI focus on the small-scale sector, examining their socio-economic status, sustainable marine policy issues, capacity development to EAFM, supply chain management, 'global learning for local solutions', and disaster resilience. He also introduced the National Marine Fisheries Management Code – based on the provisions of the CCRF, and indicated that the draft would be circulated in mid-2015 among civil society and fishing communities for extensive consultations. He concluded with the example of the clam fishery in Ashtamudi Lake in Kerala, that was certified by the Marine Stewardship Council.

Laying down the roadmap for the Department of Fisheries of the UT of Puducherry, Mrs. Mary Chinna Rani (Director, Department of Fisheries and Fishermen Welfare), listed the schemes and initiatives of the Government of Puducherry. While the Pondicherry Marine Fisheries Regulation Act encompassed many of the issues confronting fisheries, she said, it was not implemented in full spirit. She highlighted the example of the ban on purse seine nets, which continue to be used in many areas. She also emphasized that compliance will improve if awareness about the CCRF was undertaken seriously. Referring to the conflicts of rights of access, she suggested that should the leasing rights be vested with the state Fisheries Department, and not with local level bodies, an uniformity in regulation might promote equitable access. Responding to the claims that there

was a lack of representation and organization among the SSF sector, in particular, women and marginalized sections, she listed the various state level committees, housing and welfare schemes and fishermen's cooperatives as initiatives of the state government to include fair representation.

Offering clarity on the way forward, Ms D. Nagasaila (an advocate of the Madras High Court) cited the SSF Guidelines themselves as an appropriate guide to the process of implementation. She shared her experiences as a labour and environmental law practitioner, and referred to cases that highlighted the need for communities to be integral to the decision-making process. Reiterating many of the concerns raised during the two-day deliberations on addressing threats from outside the fisheries sector, she made a compelling case to revisit policies regarding coastal and marine resource use, and engage actively with all sectors. Livelihoods can be secure, she said, only if the security of the marine ecology was assured. This requires the combined commitment of a variety of actors, and the ethical enforcement of legislation. Drawing attention to the section on policy coherence in the SSF Guidelines, she cautioned that unless institutions practiced "constitutional morality" and instilled an honesty of purpose in executing their functions, all efforts would be futile, irrespective of whether there were reforms in legislation or new bodies instituted, or even instruments such as the SSF Guidelines drafted.

The discussion that followed the panel presentations offered a variety of perspectives. While some community representatives sought clarity on how decisions regarding fishing bans and regulations were justified by scientists, they also questioned the legitimacy of such uniform regulations given the varying contexts to which they were applied. The principle of 'scale subsidiarity' in relation to fishing vessels was proposed for further examination and application. The question of the mandated and obligatory roles of scientists in the development of management strategies was also discussed at some length, and in turn the responsibilities of those working in a particular sector or discipline to engage with the larger objectives as outlined in the SSF Guidelines. The juxtaposition of differing perspectives from different actors was another aspect that came up for discussion. The example of the Ministry of Environment, Forests and Climate Change and state departments of Environment and Forests, operating under the provisions of the Wildlife Protection Act (1972) was shared to highlight a protection approach to resource conservation, whereas the Fisheries departments promote the development of fishery resources. The reconciliation of these differing approaches – and not necessarily of purpose – it was pointed out, might go a long way in achieving commonly set objectives.

The valedictory remarks were made by Dr. Raja Sekhar Vundru (Joint Secretary of the Department of Animal Husbandry, Dairying and Fisheries, Ministry of Agriculture, GoI). He commended the efforts that went into the drafting of the SSF Guidelines – especially in their inclusion of a human rights-based approach – and highlighted the various ways in which the government had already put into place a number of programmes and interventions that addressed the issues brought up by the SSF Guidelines. He enumerated the various challenges that confronted fisheries, stressing that sustainable use of fishery resources remained a mounting challenge. He invited the workshop participants to deliberate upon the existing gaps in policy and action and bring them to the notice of his Ministry. He concluded by affirming that the responsibility of drawing out the roadmap lay with the communities, and the FWOs and CSOs that worked with them, and ensured the active participation of the government in the role that such a plan would foresee.

Dr. John Kurien brought the workshop to a close, urging that the deliberations be continued. It was the objective of the workshop, he said, to help catalyze further debate, engagement and collaboration, and felt that the discussions over the two-day event had been successful on that count. The new opportunities and avenues that had been opened up were a revelation to those

who had worked all these years with an inward-looking approach, he added, an approach that the SSF Guidelines themselves had fostered. He cautioned against hasty and short-sighted action, and said that the process of implementation must duly reflect the participatory and inclusive process by which the SSF Guidelines were drafted.

Dr. Mariette Correa (Programme Coordinator, ICSF) presented the Vote of Thanks.

Acknowledgements

The ICSF would like to acknowledge the generous support from the BOBLME to this workshop and the preceding preparatory consultations, and recognizes its role, along with other regional, national and local level organizations, as invaluable to the successful implementation of the SSF Guidelines. We are also grateful to the FAO for facilitating and supporting the meetings and consultations, and for its active and engaged role from the process of drafting to implementation of the SSF Guidelines. The representation of government agencies, from the central Ministry of Agriculture to the various state and local level bodies has upheld the spirit of developing strong and meaningful partnerships and we look forward to their continued participation in the dialogue that will guide implementation. We are thankful to the fishing community representatives, fisher union leaders, FWOs, CSOs and NGOs, for bringing to centre stage the various issues faced by the small-scale fisheries sector, and for their valuable recommendations and suggestions on the way forward. We hope that these enriching deliberations are taken back to the members of the communities that were represented. Thanks are due also to the participants at the various sub-national consultations in the lead up to this workshop. The experts and specialists who participated in our thematic panel discussions provided valuable insights on the issues confronting small-scale fisheries and possibilities to address them. We are also thankful to the Hotel Ambassador Pallava team for their hospitality.



**ICSF-BOBLME India (East Coast) Workshop:
Implementing the FAO Voluntary Guidelines for Securing
Sustainable Small-scale Fisheries in the Context of Food Security
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(SSF Guidelines)**



**Chennai, 6-7 March 2015
APPENDIX I: PROGRAMME**

Day 1: 6 March 2015, Friday	
8:30 – 9:00 A.M	Registration
9:15 – 10:45 A.M	<p>Welcome <i>Ms. Ramya Rajagopalan,</i> Programme Associate International Collective in Support of Fishworkers (ICSF)</p> <p>Opening Session <i>Chair: Dr. John Kurien, Member, ICSF</i></p> <p><i>Remembering Chandrika: Dr. John Kurien</i></p> <p>Introduction to the Workshop <i>Mr. Sebastian Mathew,</i> Executive Secretary, ICSF</p> <p>Opening Address <i>Ms. Santha Sheela Nair. I.A.S</i> Vice-Chairperson, Tamil Nadu State Planning Commission, Chennai</p> <p>Opening Remarks <i>Dr. Kevin Gallagher</i> FAO Representative ad Interim Food and Agriculture Organization of the United Nations (FAO), Rome</p> <p>Implementing the SSF Guidelines: The role of State and non-State Actors <i>Ms. Nicole Franz</i> Fishery Planning Analyst Food and Agriculture Organization of the United Nations (FAO), Rome</p> <p>Strategic Action Programme of BOBLME and the Implementation of SSF Guidelines <i>Mr. C.M. Muralidharan</i> Project Manager, Bay of Bengal Large Marine Ecosystem (BOBLME) Project, Phuket, Thailand</p> <p>Promoting Social Development and Sustainable Fisheries: How can the FAO SSF Guidelines help? <i>Ms. Nalini Nayak</i> <i>Member, ICSF</i></p>
10:45 A.M – 11:00 A.M	Photograph and Tea
11:00 A.M – 13.00 PM	Session: Small-scale Fisheries and SSF Guidelines: Perspectives from Small-scale Fishing Communities

	<p><i>Mr. Venkatesh Salagrama,</i> Director, Integrated Coastal Management(ICM) and Member, ICSF (overview and moderation)</p> <p>Reports from Sub-national Workshops by fisher representatives</p> <ul style="list-style-type: none"> ● West Bengal ● Odisha ● Andhra Pradesh ● Tamil Nadu and Puducherry <p><i>Response from State Governments</i></p>
13:00 – 14:00 P.M	Lunch
14:00 – 15:30 P.M	<p>Panel Discussion: Implementing the FAO-SSF Guidelines: Is there need for governance reforms? (How to create an enabling socio-economic, legal and policy environment for small-scale fisheries)</p> <p>Moderator: <i>Mr. V.Vivekanandan,</i> ICSF Member</p> <p>Panel speakers <i>Dr. Yugraj Singh Yadava,</i> Director, Bay of Bengal Inter-governmental Organization (BOBP-IGO) <i>Dr. A.P.Sharma,</i> Director, Central Inland Fisheries Research Institute (CIFRI), Barrackpore <i>Mr. T. Raja,</i> Traditional Panchayat Representative <i>Mr. Manash Choudhury,</i> National Institution for Transforming India (NITI) Aayog <i>Ms. Albertina Almeida,</i> Legal expert, women’s rights issues</p>
15:30 – 16:00 P.M	Tea
16:00 -18:00 P.M	<p>Group discussions on different aspects of the SSF Guidelines (in Language groups)</p> <p>Presentation of Group Reports and Discussion Moderator: <i>Dr. Ujjaini Halim,</i> Treasurer, World Forum of Fish Harvesters and Fish Workers (WFF)</p>
Day 2: 7 March 2015	
8:30 P.M.– 12:30 P.M (with tea break)	<p>Panel Discussion: Contextualizing the Guidelines Moderator:<i>Dr. Yugraj Singh Yadava,</i> Director, BOBP-IGO</p> <ol style="list-style-type: none"> 1. SSF Guidelines and inland small-scale fisheries <i>Dr. V.V. Sugunan,</i> Assistant Director General (Retd), Indian Council of Agricultural Research (ICAR), New Delhi 2. Tenure rights in inland fisheries <i>Ms. Sumana Narayanan,</i> Programme Associate, ICSF 3. Ecosystem approach to fisheries and small-scale fishery- based livelihoods <i>Dr. E. Vivekanandan,</i> Emeritus Scientist, Central Marine Fisheries Research Institute (CMFRI), Chennai 4. Customary rights to land and sea: Negotiating tenure rights <i>Mr. Probir Bannerjee,</i> President, Ponds Citizen’s Action Network (Ponds CAN), Puducherry, and <i>Mr. Saravanan,</i> Fisher, Urulcott Kuppam, Puducherry 5. Disaster management and small-scale fishery based livelihoods:

	<p>Lessons learnt from disaster-resistant housing, Tamil Nadu <i>Ms. Annie George, Chief Executive Officer, Building and Enabling Disaster Resilient Coastal Communities(BEDROC), Nagapattinam and Mr.Sajith Sukumaran, Consultant, FishMARC</i></p> <p>6. Climate smart fishing: Development of solar-powered fishing vessels, Thoothoor <i>Mr. Vincent Jain, Association of Deep Sea Going Artisanal Fishermen (ADSGAF), Thoothoor</i></p> <p>7. Post-harvest and trade: Social development and women fish vendors <i>Ms. Jesu Rethinam, Director, Social Need Education and Human Awareness(SNEHA), Nagapattinam</i></p> <p>8. Food Security and right to food <i>Ms. Kavitha Srivastava, Convenor, Right to Food Campaign and National Secretary,People’s Union for Civil Liberties (PUCL),New Delhi</i></p> <p>9. Legal actions in protecting human rights of small-scale fishing communities <i>Ms. Gayathri Singh, Advocate, Mumbai High Court, and Member, Human Rights Law Network, Maharashtra</i></p> <p>Interactive Session</p>
<p>12:30 P.M– 13:30 P.M</p>	<p>Lunch</p>
<p>13:30 P.M – 16:00 P.M</p>	<p>Panel Discussion:</p> <p>Developing Road Map for Improving Governance, Human Development and Sustainable Use of Fishery Resources(<i>based on the SSF Guidelines</i>)</p> <p>Moderator: <i>Mr. CM. Muralidharan, Bay of Bengal Large Marine Ecosystem (BOBLME) Project, Phuket, Thailand</i></p> <p>Panel Speakers <i>Mr. M. Ilango, Chairperson, National Fishworkers’ Forum (NFF)</i> <i>Dr. Sonali Huria, Research Consultant, National Human Rights Commission (NHRC)</i> <i>Dr. K. Sunil Mohamed, Principal Scientist and Head, Central Marine Fisheries Research Institute (CMFRI)</i> <i>Ms. R. Mary Chinna Rani, Director, Department of Fisheries and Fishermen Welfare, Puducherry</i> <i>Ms. D. Nagasaila, Advocate, Madras High Court</i></p> <p>Open Discussion: Moving Forward</p> <p>Valedictory Remarks <i>Dr. Raja SekharVundru, I.A.S. Joint Secretary, Department of Animal Husbandry, Dairying & Fisheries (DAHD&F), Ministry of Agriculture, Government of India</i></p> <p>Vote of Thanks <i>Dr. Mariette Correa,</i> Programme Co-ordinator, ICSF</p>

Note: Simultaneous interpretation into local languages available

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(East Coast), Chennai, 6 – 7 March 2015.

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Bangladesh, India, Indonesia, Malaysia, Maldives, Myanmar, Sri Lanka and Thailand are working together through the Bay of Bengal Large Marine Ecosystem (BOBLME) Project to lay the foundations for a coordinated programme of action designed to better the lives of the coastal populations through improved regional management of the Bay of Bengal environment and its fisheries.

The Food and Agriculture Organization (FAO) is the implementing agency for the BOBLME Project.

The Project is funded principally by the Global Environment Facility (GEF), Norway, the Swedish International Development Cooperation Agency, the FAO, and the National Oceanic and Atmospheric Administration of the USA.

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