

**Marine Resource
Governance in the
Eastern Caribbean
(MarGov Project)**

**CERMES MarGov Project Document
1**



**Report of the
MarGov Project Inception Workshop
held at the UWI Cave Hill Campus,
Barbados, 15-16 May 2007**



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1. Background

Using a conceptual framework derived from complex adaptive system and social-ecological system perspectives, the Marine Resource Governance in the eastern Caribbean (MarGov) Project research will focus on understanding governance related to small-scale fisheries and coastal management in the eastern Caribbean (visit http://www.cavehill.uwi.edu/cermes/margov_profile.html).

The development problem is that, for coastal resources in the eastern Caribbean as the social-ecological system under study, there is an urgent need to build the capacity and network connections for adaptation and resilience into present and planned marine resource governance. MarGov will examine how present and planned marine and coastal resource governance initiatives can become more adaptive and resilient to the benefit of stakeholders at various scales and levels in the eastern Caribbean. This potentially has lessons for the wider Caribbean and beyond.

This four-year project (2007-2011), grant-funded by the International Development Research Centre (IDRC) is part of an evolving major research programme on coastal and marine resource governance in the Caribbean that will contribute towards sustainable development. Objectives of the project are: (1) Construct a conceptual framework for applied research on marine resource governance; (2) Investigate small-scale fisheries governance in the eastern Caribbean using cross-scale network analyses; (3) Increase the capacities of research partners to undertake and use their own research; (4) Facilitate the incorporation of the research results into initiatives related to marine resource governance for fisheries; (5) Establish applied research into marine resource governance as a new demand-driven programme.

The inception workshop brought together individuals and organisations both to guide and to benefit from the research. This report describes, fairly informally, the proceedings of the workshop and its outputs. It uses the words of the participants, to the extent possible, both in the body and the appendices. We wish the contents to be easily accessible to a variety of audiences. The background working documents and workshop slide presentations are in a supplement to this report. Items in the supplement were produced by the MarGov project team members Donna Roach, Kemraj Parsram and Patrick McConney. Workshop reporting and other organising was assisted by Maria Pena and Dale Benskin of CERMES.

2. Welcome and introductions

Participants were welcomed by Patrick McConney, Senior Lecturer in CERMES who is MarGov project manager and a principal co-investigator. He noted that the Director of CERMES, Robin Mahon who is the other principal co-investigator, and the IDRC project officer for MarGov, Merle Faminow, both wanted to be at the workshop but had to travel elsewhere on duty. He invited Brian Davy, who helped develop the project with CERMES while he was at IDRC, and continues to work with the project, to say a few words of welcome. Dr. Davy, who is now with the International Institute for Sustainable Development (IISD) of Canada, retains links to IDRC. He emphasised IDRC's strong and long term interest in the Caribbean region. He expects the MarGov project to have a lasting positive impact on the region and elsewhere given its global relevance.

Dr. McConney introduced the CERMES team who assisted in organising the workshop and would take part in project implementation. He then invited other participants (Appendix 11.1) to introduce themselves. Participants were from inter-governmental, governmental, non-governmental and private sector agencies that covered a broad spectrum of interests in marine resource governance. They included resource users, managers, technical staff, policy advisers, scientists and others working at local, national, regional and international levels.

This opening session ended with a brief overview of the agenda (Appendix 11.2) and various workshop activities. Day One focused heavily on the research concepts and process while Half-Day Two focused more on the important supporting managerial and administrative aspects of the project. Dr. McConney emphasised that it was not a training workshop but more about sharing and exploring new ideas and ways of thinking, while planning the research in a participatory manner. The project team was seeking

input from all participants either as individuals or as the representatives of their organisations. He drew attention to the background documents (in the report supplement) to which participants could refer during and after the workshop.

3. Project purpose and overview plus workshop aims and objectives

Patrick McConney presented slides on the project purpose and overview along with workshop aims and objectives (see report supplement). He reviewed the demand for the MarGov project based on the current situation in the wider Caribbean with numerous overlapping organisational jurisdictions and complex interactions that did not always result in good and effective marine resource governance. The research concepts, questions, objectives, expected outputs and various components were described. The project will focus on small-scale fisheries and coastal management, which may include marine protected areas (MPAs) where the connections are strong. The conceptual and research framework will continue to be developed throughout the project. Practical examples of how the concepts may be applied were given.

Participants were reminded that the workshop objectives or expected outcomes, which were the basis of the workshop evaluation, included:

- Information exchanged on governance
- Better defined research plan of action
- Detailed plan for project implementation
- Selection of research sites and partnerships
- Procedures for small research grants
- Agreed communications strategy and plan
- Commitment to research uptake and use

At the end of the presentation there was brief discussion about the project's geographic area and whether it would remain as is or expand as research priorities dictated, e.g. for fisheries managed at regional or international level. Participants were assured that the project has flexibility to include entities outside of the Caribbean (such as necessary with large pelagic fisheries) and outside of the OECS and Barbados in eastern Caribbean (as necessary for flyingfish) once the main focus was on the listed project countries.

Some participants suggested that Trinidad and Tobago should be included in the project, even if only for research small grant site selection, given several interesting recent fisheries governance initiatives there. It was agreed that this would be considered, especially since key partners had intimate knowledge of, and interest in, that country and could greatly assist research there.

4. Marine resource governance in the eastern Caribbean: the issues

Kemraj Parsram, MarGov researcher and UWI PhD candidate, presented slides on the issues facing marine resource governance in the wider and eastern Caribbean (see report supplement). The status of various resources was described. Most marine resources are transboundary and shared beyond the eastern Caribbean. There are many issues. The project needs to address the main issues and what is policy and practical priority. He noted that governance and management were not synonymous, as illustrated by definitions from the literature. OECS, CRFM, CLME and WECAFC were identified as the main fisheries governance and policy arenas with which MarGov should engage.

Participants discussed the issues, and their interventions are summarised below in the order and manner in which they were made. For clarity, and to be concise, some points have been edited and combined.

It was clarified that the project will focus on living marine resources, but take into account non-living components of ecosystems. Participants said it is easy to get caught up in investigating living resources and fail to pay attention to non-living resources and their social aspects. Many issues relate to how

human behaviour impacts both non-living and living resources. Marine governance issues of climate change often concern interactions between living and non-living resources and human structures.

There has been a lot of discussion on shared marine resources, but the challenge of finding the most appropriate mechanisms for governing them persists. The CARICOM common fisheries policy now being negotiated is an initiative to address this challenge and should definitely be researched in the project.

In researching governance there needs to be clarification of what is considered 'participation' and what is not. CANARI's perspective is that there is a spectrum of participation. Looking at degrees of participation in governance and how they impact on social and ecological systems is critical.

Searching questions were posed on the likely impact of MarGov on the status quo. Is there really a need for a major shift in how marine resources are governed in the Caribbean? Here is an opportunity to come up with different systems of governing. But are people going to simply carry on with what is now the norm, or is there such a need for a paradigm shift in marine governance systems that new approaches will be adopted and adapted as a consequence of MarGov? Participants said that change was necessary and would occur. MarGov could assist in guiding that change.

Donor agencies are spending millions of dollars in researching governance issues, reforming governance systems and promoting their recommendations in the Caribbean. How does marine resource governance fit into this picture? Or do we consider ourselves separate? There are shifts in governance taking place, more so in some countries than others. It would be useful to examine governance trends more broadly by looking at other resource systems, civil society, trade, health and the like for applicable lessons.

We need a more in-depth understanding of what we mean by governance. Governance in its broadest definition is the way of getting things done, not only within a legal-institutional context. We need to state that governance is about understanding the relationship between the system to be governed and the governing system. Both the human and natural characteristics of the system to be governed have to be understood. There seems to be an opinion that existing governance regimes have caused great difficulty and have to be changed. We can only influence the human component. We need to deal with why we want to harness a natural system that we really cannot control. We need to understand the characteristics of the system to be governed, and how the governance system can be moulded to those characteristics so as to bring about effective governance and management.

We need to find and examine the root causes of governance issues listed in the presentation. Many of the issues may be symptoms of deeper problems that are harder to discover and address successfully.

This is an opportunity to approach the challenges of natural resource management with a focus on how you make the governance system work. Command and control has been unsuccessful. The region is still building its governance system so there is a possibility that new systems will be accepted. Here is a chance to build new and complementary systems that people will use. Implementation, rather than conceptualisation, is the weakest aspect of systems improvement in the region. We need to go from governance as policy decision making to helping implement on the ground. MarGov must deal with what is practical.

There is a gap between what is formally said about governance and what is done in practice. Can the research framework close this gap? This should be addressed at individual and organisational levels using real examples to illustrate the concepts. What actually shifts people's behaviour and brings about change? Do the people whose behaviour we think needs to change also think that more participatory governance is the way to go?

There is a spectrum of governance regimes ranging from command and control to shared governance through to self or autonomous governance. Do not fall into the trap of thinking that only one of these forms of governance is appropriate for the research project or as an improvement over what exists now. There are examples of when a hierarchical or less participatory form of governance is best. Do not ignore the fact that several forms of governance may fit the same system under different conditions. When we

are talking about governance regimes we may have to use propositions that do not bias the research. See what forms of governance are used, and what is most appropriate, rather than pre-judge situations or discard options too early.

Also, never make the assumption that the previous forms do not work. Examine what has happened in the past and, if there any components that have succeeded, see how they can be fixed to achieve what is necessary now rather than disregarding the 'dysfunctional' past. Link the final analysis with the capacity to implement it or there will be constraints 'on the ground' in adaptive capacity etc. These issues will only confront you on the ground. We need to be thinking about implementation when developing systems.

The issues of governance have more to do with communication than with good policy and good laws. Capacity depends partly on communicating effectively. We need to look less for funding technical aspects and more for helping people to be better able to talk to other people. For example, with our own biases can we really hear what each other is saying? Are you able to relate to another person to communicate? This is as important for governance as laws and institutions.

Trust within communication is a definite issue, as for something meaningful to come out of an exchange there needs to be a level of trust developed over time in the network communication system. There need to be links among the governors in the governing system and not just to the system to be governed. For example, there should be more networking among government ministries so opinions and expertise in the different agencies gets shared. These practical points need to be stressed.

Many problems with governance stem from people having their own biases and agendas. A small group is usually going to be responsible for making the major decisions and they have the biggest stake in being in charge. These people have biases towards others that make inputs. They face the crowds and take charge. That drives a lot of governance interaction. If their bias is not towards resource conservation, this drives governance and little attention will be paid to resource management. This is about power.

We will not always be able to predict what regime will work. Bias can be eliminated by employing the most appropriate management. Participatory management is not always appropriate or needed. We need to separate the governance process from the outcome. In a participatory process people may choose to stay with a command and control arrangement, but the important point is that the choice was theirs to make. MarGov research can look at some persistent myths such the one which dictates that people want to manage their resources, to be empowered. Some only want the power to empower others to manage.

As an example, sea urchin management in Barbados came very close to getting a participatory co-management process going. Government wanted to get the fishermen to have an input into policy, but fishermen wanted to leave that to the Fisheries Division once they had been involved in assessment. It does not matter what decision is made (product), just as long as those that are affected by it see it as a legitimate decision that they will adhere to (due process). The way to avoid bias requires a transparent process. The problem comes when people, stakeholders, do not know why a decision has been made.

Governance is about the management of both human and material resources. How they are harnessed. How do you manage this process? This links back to capacity and needing practical research.

In other forums there have been similar discussions on governance. There is a general recognition that more voices need to be heard in policy making in the region. But is there something that makes marine resource governance different from other types of governance? What are the other persons dealing with governance saying about the same issues? How do we know that every single natural resource is badly managed and governed? Have we learnt from those that are managed differently? We need case studies.

In terms of achieving the appropriate form of governance, particularly when talking about the human component, there may not be a way to succeed where the political agenda is different from the agenda at the management level in the network. Governance is really about bringing together different agendas or biases. This situation is expected and the challenge is to work with it. There must be a way to engender compatibility (or compromise or consensus) and succeed.

Consider the cultural, social and political contexts of these resource systems and issues. Are the projects that we have been attempting moving local realities onto a regional space (without adequately addressing scale)? If you do that without considering the root causes how sustainable will that scaling up be? In the party political sense governance has very little to do with what is good for all (large social scale). It is about benefiting those few in power (small social scale). It may be the same for some small organisations. How do you design a mechanism for organisations to create transparency to deal with the common good? How do you create a system or process that moves governance into an optimal configuration in that wider, larger-scale space? We need to consider scale and scaling up.

At the end of the lively discussion Patrick McConney reiterated that MarGov was more than academic research. It aimed at engaging policy, to tackle governance issues. Since all cannot be addressed MarGov would have to look at what could make a difference. He asked: if research were applied, what were the key things that when understood would make a difference? How much did we actually need to change to make a difference? He asked participants to think of what practical situations related to the concepts used in MarGov. One of the challenges would be relating CAS, SES etc. to what is dealt with every day. How the concepts were operationalised would make a difference to how the research was carried out. The discussion continued into the session on research concepts and questions.

5. Review and refinement of research concepts and questions

Slides on the concepts and questions (see report supplement) were presented by Kemraj Parsram, PhD candidate. He focused mainly upon the following concepts:

- Complex Adaptive Systems (CAS)
- Social Ecological Systems (SES)
- Resilience
- Adaptability
- Transformability
- Networks

The research questions were explained, noting that they were still rough questions. More refined final versions would be informed by the research framework and practical considerations of the project in attaining the research objectives. The presentation emphasised the nested levels of analysis that were being attempted. It ended by challenging participants to begin contemplating what fishery governance systems should be investigated at transboundary, national and local levels to meet the research objectives.

In the ensuing discussion it was noted that the same terms and concepts were used differently in different forums. For example, in climate change the concept of resilience was linked mainly to vulnerability and the capacity to respond to change. There needs to be discussion on the process of transition from resilience to vulnerability. Conceptually, considering vulnerability first, it makes a difference how resilience is developed. Another view was that the use and meaning of the concepts did not really differ much, but that there were choices as to what aspects to emphasise in various perspectives.

There needs to be more discussion on transformability. What determines transformability? Usually when a transformation occurs it is driven by necessity. Is there always some external influence that is a driver of change, adaptability and re-organisation? This brings in the notion of boundaries. Where you draw the line around a system can be seen as arbitrary, and it makes what is outside of it external. What are the reasonable boundaries for the networks in this research?

The way transformability is presented it is the complement to resilience. Adaptability is the ability of the system to be resilient and, having failed, the system resorts to transformability. So is failure of resilience remedied by transformability? This brought in the matter of human agency rather than simply seeing ourselves as victims of the system. In the governance literature being resilient in a particular locus may

not always be applicable, and transformation may be necessary through human agency to reach a more desirable state. There is activeness about transformability, reflected in the use of a more active verb than to 'become'.

Concerning prediction and proactive governance the question posed was: Do you try to adapt to pre-empt or prevent a disaster where you can? Can transformation not necessarily be a last resort? For example, two disasters (e.g. hurricanes) in a close timeframe seem to urge transformability, whereas a single disaster prompts no reaction or just some adaptation. Sooner or later people learn. But do they learn quickly in the adaptive cycle, or does it take some time; and does that time reflect a lack of adaptability within the system? Culture and creativity also influence peoples' perspectives on governance.

Literature on transformability in governance is newer than on resilience. Some participants found the idea of human agency in CAS and SES to be problematic, but most agreed that transformation need not be a last resort. It could be planned and engineered.

A small group exercise was undertaken to test whether participants could easily operationalise concepts by relating them to their practical experiences in marine resource governance, and to test communication to see how each group would get other audiences to understand different concepts. Result details are at section 11.3.

5.1 Adaptability

This group used the turtle fishery of Barbados as their example. Legislation was put in place to control harvesting and protect nesting. Stocks continued to decline worldwide. The Barbados Sea Turtle Project tried, as a bottom-up approach, to sensitise the public about the plight of the turtles. It was a joint effort between the fisheries authority and a local NGO with international connections. Then came a top-down approach to managing the fishery as a moratorium was imposed by the fisheries authority in 1998 and the fishery was legally closed.

Some of the more adaptable fishermen then began to feed turtles foraging inshore at one location in particular. The animals remained in that location where they could be viewed and approached easily. A fisher-led tourist attraction evolved which benefited the tourism industry more than the fishers.

This is an example of how internal and external factors and governance interventions created a situation from which a new activity evolved. Tourism operators have taken great interest in this activity. Some fishermen benefited in the form of money earned from catching bait and feeding the turtles to sustain the tourism industry. They developed a non-consumptive use for turtles. The public has become more aware of the plight of the turtles. Fishermen have become more educated and facilitated a more sustainable activity than harvest. Adaptation to changing circumstances has brought about an entire transformation. More importance is now attached to conserving the turtles than to catching them.

There was debate about what system adapted in regard to the concepts of CAS and SES. It was also noted that adapting to the new use of the resource created issues of conflict management and ecology (turtle diet). Participants liked the example because it showed what can change governance. People were changing their points of view in steps or phases. The adaptation was primarily by fishermen who went from extractive to non-extractive use. The point about this having side effects shows that adaptation or transformation as a process never really stops. There are always impacts to address.

The fishermen's change was a product largely of the external forces. The change started as a way that they could make some money, but then they became the drivers of adaptation to change their own attitudes and behaviour. The institutional framework changed from having a fishery to having a moratorium, causing a change in a social ecological system. Each step is showed an adaptation: adaptation from a culture of capture to a culture of conservation.

5.2 Transformability

The group tackling the concept of transformability said it was not viable, doable or feasible as defined by the presentation due to a number of issues. First, a new place to get to must be defined, and it is very hard to define that new place to get to, especially in CAS. Three examples were given to clarify this: the Canadian cod, Grenadian longlining and the Iraq war.

The east coast Canadian cod fishery collapsed, doom was predicted, but what came out of it was a lucrative crab fishery. Although this was not planned transformation, this was what resulted. Grenadian longlining resulted from a drive by the government to go into fishing. Plenty of planning has gone into the Iraq war, but still no one knows what the outcome will be. Therefore it is difficult to plan transformability.

The problem was that how transformability was defined implied that you define where you want to go and how to get there. This was deemed unrealistic. Instead, what is viable is adaptability where you know the general direction but may take an unpredictable path to get there as in the sea turtle project previously described.

It was suggested that transformability is a function time. Was it therefore a question of having enough time to see the changes to determine whether it was adaptation or transformation? An answer was that finding new stability landscapes is difficult. If we are currently in one system and we want to completely define where we want to go and how to get there, we cannot. We cannot predict a future state as stable.

A participant noted that there was an overarching strategic direction in the turtle conservation example. Perhaps if adaptation was not contributing to conservation then the Fisheries Division would have tried something different. So adaptation can lead to transformation.

Despite the counter arguments, the presenting group concluded that their point about transformability, as emphasised here, was that it is a dangerous 'tool' and unviable concept. If you set out to manage with a hard and long term goal it will not be as successful as adaptable management planning where there may be better results through sequential or concurrent adaptation within governance systems.

5.3 Complex adaptive systems (CAS)

This group started by looking at the definition of CAS. They said adaptation in complex systems usually starts with an external stimulus and then functions internally. However, it may come from an internal stimulus depending on where you set the boundaries. When you are deciding boundaries you need to have some criteria for selection. For the Caribbean these may be political boundaries.

Some may call CAS chaotic systems. The research must clarify this concept and improve understanding. There must be some perceived benefits from adaptation, but these may not be immediate benefits. Also, benefits do not necessarily or automatically result in equity. There are usually winners and losers. In very few cases are all parties winners through adaptation. Inequities may persist while being altered.

For example, the Soufriere Marine Management Area (SMMA) in St. Lucia, which was perhaps stimulated from outside forces, has become a self-organising system. It went through intensive sessions of adaptive learning and re-organisation. It continues to be an adaptive process rather than a purely reactive process. The SMMA system comprises a number of formal and informal networks. The management network is comprised of management agencies, NGOs and various other agencies as well as various fishers groups. Learning within the system will stimulate change and not require external stimulus but this certainly is not to the exclusion of influences from external systems. SMMA governance has become more self-organised over time. The discussion of social ecological systems (SES) was combined with the above.

5.4 Resilience

The resilience group used examples of coastal management drawn mainly from the experiences of the Barbados Coastal Zone Management Unit (CZMU). They addressed resilience in governance systems and in ecological systems. Building resilience in the governance system means building flexibility. This

included identification of critical nodes that may need to be strengthened, and deciding how you may allocate funding on the basis of priority nodes. Ecosystem resilience has been studied more. One can identify keystone species, and the secondary species that may become keystone if the former group is depleted.

The example of flexibility given was the application of legislation. Penalties under the Barbados Coastal Zone Management Act value coral reef at 300 US dollars per square yard which is ridiculously low. What the coastal authority tries to do is settle out of court because there is more money to be gained while the penalties are still fair and realistic. This makes the system of penalties more resilient.

The Fisheries Advisory Committee (FAC) was cited as a critical node for resilience in many small scale fisheries. It is a flexible institutional arrangement with various stakeholders at various levels. However it is only an advisory committee, not a management committee with executive power. So if the advice is not taken into the policy domain (e.g. by the Minister or Permanent Secretary) then there is no resilience within the system. It is vulnerable to being ignored.

In the context of identifying critical nodes that actually build resilience into your system, make sure that they have the capacity to carry out key functions. Ministers of natural resources are generally ignorant of marine science, but they are critical nodes in governance. Managers need to give them the necessary information so that they may make well informed decisions.

For resilience in governance, the coastal management authority also has important or critical linkages with the tourism industry through training and recommendations on coastal development. There are both formal linkages with the fisheries authority, and informal ones from personal network interactions. Informal linkages have benefited coastal management considerably. In the case of agriculture, the CZMU has no formal or informal linkages. What results is reduced resilience. It has been shown that agriculture is responsible for more inshore pollution in Barbados than tourism. However, lack of CZMU linkages with agriculture has reduced resilience in governance and ecology. CZMU policy and plans become more vulnerable as the environment continues to deteriorate.

In the open discussion the point was raised that tourism was not represented on the FAC and hence the latter was incomplete as a marine governance institution. Also, there was generally no input from the parent agriculture ministry into the FAC, so this connection was also weak. If tourism and agriculture were represented on the FAC with the CZMU there could be links useful for improving the situation. Another participant observed that the Fisheries Division is only one of the divisions of the parent ministry, and there was a one way or unidirectional link. Because agriculture has such a significant impact on the coastal zone a direct connection between it and the CZMU would be better. It would be interesting to see how the system responded to the private sector, and if there was resilience in the government system to respond to the private sector. Which stakeholders are more powerful?

We can look at various networks and overlay them like in geographic information systems (GIS). We can find out where the 'sites of exchange' or critical overlapping of nodes are. Maybe these organisations do not get the opportunity to talk with each other outside of the FAC meeting, so this may be a critical site of exchange. This could be an interesting way to examine policy domains in governance.

Attention returned to the research questions and methodology. The opening presentation made sure that participants had the questions in mind to revisit later. Participants were asked for comments or queries on the research questions, highlighting anything that seemed out of place. The research framework will show that networks exist everywhere, but who uses them, how often, what content and to what purpose in a transboundary manner is the PhD focus. The national level focus is on the policy environment: who is in the policy domain? how do they manipulate and regroup? The last question at the local level is mainly about the resource users, how they form organisations and groups, and work with government and with each other or not.

The first query was: Is there any scope to look at experience of governance in other sectors? It may be useful to inform marine resource governance with information from other sectors. Is anyone else using a

conceptual framework similar to MarGov so research results can be compared to other sectors? Also, do marine resources have characteristics that confer upon them features that make them different from other sectors for purposes of governance? CANARI would like to incorporate some of the network thinking into its projects on civil society and governance that have mainly terrestrial emphasis.

6. Site selection, research planning and partnerships

Participants were directed by Patrick McConney to examine the background handouts on research questions, selection, planning and partnerships (see report supplement). They were asked to share queries about the research questions and to provide input to developing the questions. The session on 'Site selection, planning and partnerships' would give guidance on how to narrow down the research parameters to systems and places that researchers will examine. Given objectives to build capacity and meet demand, participants need to say where this research can best be applied. The study area was defined. It is flexible but will be confined largely to the OECS and Barbados. It may be able to expand into Trinidad and Tobago.

Participants were introduced to the selection matrix and were invited to be part of the research planning process. Dr. McConney stressed that the project was looking for partnerships, suggesting that if there was an interest in any of the research questions or site work, especially if complementary to ongoing investigations, participants should let the project team know.

The criteria and the fisheries in the selection matrix in the handout were described. Eight fisheries were listed, and participants were asked to determine for questions 2, 3 and 4 which fisheries met the criteria. They were told to keep the research questions in mind when considering criteria in the matrix. They were asked to advise on criteria that should be applied in designing the research.

In plenary it was suggested that key selection criteria which cut across all fisheries included:

- The capacity of key stakeholders to participate
- The vulnerability of various fisheries and fishers

Participants were organised into small working groups, each assigned one research question, to further develop the matrix (see Appendix 11.4). For each question, participants determined which fisheries and criteria were most pertinent. Then each group presented the highlights of their results.

6.1 Local level

At the local level, what are the formal and informal processes and conditions for establishing and sustaining the adaptive co-management of small-scale fisheries?

This group thought that the capacity building criterion was too generalised and that it was redundant. At the local level it was difficult to make generalisations with respect to fisheries. The group needed to get more information on the selection criteria and on some countries and communities to select from.

However, the group spent some time considering the sea urchin fishery as a possible candidate given the previous work done by the recent CANARI 'People and the sea' project in Laborie, St. Lucia. Some of the MarGov research team had participated in that project, linking it with sea urchin research in Barbados.

6.2 National level

At the national level, what kinds of interventions and governance structures are effective for enhancing adaptive capacity and enabling self-organisation that contributes to resilience?

The focus of this group was on large pelagics and flyingfish. For the large pelagics there was sufficient secondary data but governance research was limited. For flyingfish they thought that capacity building of partners was not an issue.

The group discussed criteria likely to engage resource users and develop the capacity of stakeholders. These were interlinked. The group questioned the meaning of 'capacity' but saw it in terms of the capacity of stakeholders such as Fisheries Departments, fishers, communities etc. to participate in the research and governance processes. The point was made that there is a limit to the amount of time people will want to devote to any process. Capacity must be looked at in terms of time, funds etc. with finite limits.

In the case of the large pelagic fisheries, the group felt that a vulnerability criterion could be added. The perception is that the fishery is doing well, but research needs to be undertaken on this perception since scientific assessments indicate that most stocks are fully exploited or over exploited. Did a gap in the governance system create or exacerbate the differences in information on the marine resources?

6.3 Multi-level

At levels ranging from transboundary to local, what characteristics of networks determine resilience and adaptability of marine resource governance in the eastern Caribbean?

This group had some difficulty with not weighting the criteria in order to prioritise them. They suggested a breakdown of the criteria into additional detail particularly if they were to be used unweighted.

The group needed to point in some instances to countries with insufficient data. For large pelagics they thought that the focus should be more on regional large pelagics than on the other already internationally managed pelagics. In terms of a regional (but not large) pelagic, the priority should be flyingfish.

6.4 Research framework

Can a research framework for marine resource governance in the eastern Caribbean, using small-scale fisheries as the social-ecological system, be constructed from the current literature?

This group had the slightly different task of advising which fisheries could best be used to develop and illustrate the concepts in the research framework. They thought that flyingfish was number one in terms of information availability and transboundary issues, and sea eggs came first in terms of local issues.

Following the presentations Patrick McConney commented that the groups had encountered difficulties in seeking to provide detailed information, rather than give general guidance on selection, but their feedback was still very useful. He shared with participants the gist of previous selection discussions.

For the PhD addressing transboundary to local levels an approach could be to compare and contrast fisheries governance in two very different fisheries systems such as large pelagics and reef fish. One could learn from looking at how the networks related to these fisheries interacted, were similar and were different and why. Bringing coastal management, biodiversity and inter-sectoral interactions into reef fish management results in dimensions different to the commercial, consumptive and export oriented large pelagics. The several regional initiatives that addressed these two major fisheries made fine targets for investigation and policy engagement. Flyingfish was another possibility, but the continuing tension between Trinidad and Tobago and Barbados made researching flyingfish riskier in terms of less access to data and the likelihood of biased and unreliable findings.

For the national level (first MPhil), rather than going strictly by fishery system, one could compare and contrast the total operational and policy environments over a series of fisheries in different countries. The enabling environments for self-organisation will be different and important for comparison. For example, in Barbados one could investigate policy surrounding reef fish, flyingfish conflicts, sea urchin fishery co-management and the FAC and compare these cases with those from another site.

For the local level (second MPhil) sea urchins and small coastal pelagic fisheries seemed most promising, returning to comparing fishery systems among countries. Barbados and St. Lucia had been mentioned.

In response one participant noted that there are a number of issues worthy of investigation in the previously mentioned fisheries, but the agencies that have been given the mandate to manage them do not have them high on their priority list. These linkage issues will come to the fore in the large pelagics.

The enduring output of MarGov will not be the academic degrees but knowing the processes of how policies and governance have been developed in order to learn from them and apply lessons elsewhere. So do not just compare different fisheries but look at the processes that are involved e.g. co-management and the incentives that bring about these governance arrangements. What is the capacity to participate in them? It is all about the processes, so aim to learn from the academic research and apply it practically.

Patrick McConney told participants that the project team will engage a few individuals for further guidance as research fisheries and sites are selected. He outlined the agenda for the workshop's remaining half-day before closing, adding that selected participants from key organisations in governance (e.g. CRFM, OECS, WECAFC, CANARI, Cropper Foundation) would advise as part of the project's arrangements for participatory monitoring and evaluation (PM&E). The MarGov team would meet with interested participants and potential project partners in a follow-up session at the conclusion of the workshop.

7. Communication strategy and plan

Following a summary of the first day's proceedings by Patrick McConney, a presentation on the project's communication strategy and plan was made by Donna Roach, MarGov communication assistant, based on the background working document (see report supplement). She started by familiarising participants with communication terminology. The project team had developed communication objectives, stated the rationale for these, identified possible communication products and listed pathways for communication.

She took the workshop through the communication strategy in a step by step process of identifying the target audiences, reviewing the information to be communicated and objectives of the research for each target group. The differences in objectives for each target group were highlighted and attention was paid to the resulting different strategies for communication. Participants noted that in some jurisdictions key individuals find themselves in several target audiences. The team was advised to be mindful of these interactions. For the subsequent exercise, it was suggested that it would be useful to role play to add more value to the process than by participants slipping into their actual roles.

In conclusion, participants were asked to provide opinions and suggestions on the draft communication strategy and plan. They formed small groups, each posing as one of the four communication target audiences. They reported to plenary the highlights of their group exercise as set out below and detailed in Appendix 11.5.

7.1 Policy makers and advisers

- Individual members of target audiences can influence each other, e.g. Permanent Secretaries who talk to each other and can be champions or change agents.
- Put messages in the context of something of interest to the target person to get their attention.
- Be aware of the people who are trying to oppose you and counter their messages.
- Emphasis should be on meetings and forums to gain feedback from target audiences
- When looking at the examples of target audiences, the project team should always remember that within government systems there is a hierarchy in terms of power, influence, etc. Therefore be very specific about who the audiences within governments are.
- Some of the target audiences will lie outside of the formal marine resource decision-making process e.g. in the tourism sector. These are influential and should form part of the audience.
- For the first objective (obtaining buy-in and support for research on governance, and the inclusion of research and lessons learned in policy) it is fine to produce technical reports but the way the technical information is presented needs to be brief and attractive.
- The design of a policy brief is a reflection of the communication strategy adopted. An objective and transparent assessment of the information must be given rather than excessive advocacy.

- With respect to tools for communication, PowerPoint presentations with narration on CD might be useful. Radio conventional and call-in programmes to publicise issues are good for increasing awareness and stimulating discussion. Policy makers and advisers listen to and join radio shows.

7.2 Technical-scientific change agents

- The possibility of scientifically testing the communication tools and pathways for the most efficient information sharing should be examined.
- The technical-scientific change agents in the strategy could be split into 2 sub-groups: mid-level administrators and researchers. These have different roles.
- Concerning products, newsletters and bulletins are more appropriate for the administrative group, whereas the other products will be appropriate for the researchers. This holds true for all three communication objectives.
- There is the need to include summaries in reporting for mid-level individuals.
- Products should contain practical examples and case studies, particularly with regard to the concepts of governance
- Pathways also need to be considered in terms of two groups. In terms of the mid-level group, a technical working group could be considered as a pathway. Personal interaction is very important for this group. Email distribution, e-groups and list serves will be useful.
- Links between the 2 sub-groups for sharing thoughts, ideas and perspectives are necessary and will allow for changes in the pathways as time progresses. Communication cannot be static.
- Site visits should be considered. Students and researchers may benefit from interaction or exchanges. Consider all levels of students.
- For technical advisers or trainers, consideration should be given to providing workshop packages. Presentations could be provided digitally on CD as a mechanism for easy information sharing.
- How-to-kits would be useful – technical people are not communication experts. Instruct target audiences in how to communicate. This must be built into the pathway concept.
- The first and third objectives for policy need to be considered also for the technical scientific group. Some of them will need to buy-into the concepts.

Kemraj Parsram informed participants that in terms of scientific study of tools for information sharing, CANARI had conducted research on a variety of different products and pathways for communication.

7.3 Resource users and other non-government stakeholders

- Strong agreement with the need to include resource users, the public and fishers in developing the communication plan.
- The current draft objectives need to be revised to better target the resource users.
- The approach to communication should demonstrate mutual respect especially since the target group is so diverse. Each member of the group has certain expertise and experience that should be respected in the communication. Resource users are sensitive to this.
- Develop rapport (e.g. personal meetings) before producing a communication and expecting it to be accepted. Resource users often value communications based on their sources.
- Translate the research framework concepts into layman's language. Through the communication plan and involvement of players, common everyday alternative language for the concepts could be developed. Develop common lexicon rather than jargon.
- Consider cultural differences among project countries and sites, e.g. communicating in patois.
- Dispense with all of the currently listed products for this target audience. Visuals in the form of videos, posters, etc. are required to effectively reach this group since not all may be able to read.
- Emphasise actually doing useful things. Complement the visuals with information on activity demonstrating the project work.
- Incorporate the resource users into a video. People will resonate with this and buy into the project with this outreach. Consider products such as t-shirts, caps etc. with project messages.
- Objectives need to emphasise that project communication it is not just one-way. The project team should strive to be learning from the users. Take advantage of the knowledge of the group.

- Pathways rationales are fine, and a number of pathways are already available. These should be inventoried to determine what is available and determine which would be best for this group, e.g. events during Fisherman's Week.
- Call-in programmes are also well utilised pathways in the Caribbean.
- One component of the group is the general public...so include arts, drama and songs
- Return to the group after research to say 'thank you' and acknowledge their contribution
- Consider radio serial dramas such as done by the OECS ESDU for environmental awareness.

7.4 Project partners and participants

- This target audience comprises primarily regional organisations but the communication objectives indicate sharing information outside the region. Consider re-wording or splitting.
- A communication report is needed to track the project's visibility. Say where the project has been featured (e.g. the events list on the web page)
- The way in which the network would be sustained after the life of the project was questioned.
- In terms of products and pathways of communication, it was suggested that personal interaction may be best despite being logistically difficult.
- An emphasis on hard copies may be more relevant depending on who the partners are since email constraints persist in the region.
- The small grants facility is not really a pathway.

Donna Roach ended the session by thanking participants for their suggestions and contributions and told them that the comments would be integrated in the next draft of the communication strategy and plan. A brief discussion followed.

7.5 General comment on communication

One person asked the participants whether issues of marine governance are on people's minds in the Caribbean. Some participants noted that at the technical and policy levels the Caribbean has a good appreciation of marine issues, but in general much information has not yet filtered down to the public. The accompanying comment was that perhaps a communication challenge is to actually get information on marine issues into the minds of key people. In Barbados information on coastal management had been disseminated by the CZMU to the public fairly successfully.

There was confusion between objectives, outputs and outcomes. In communication the team has to think in terms of the perspective of the target audience. Think of what is of benefit to the audience and focus more on outcomes. People may be introduced to a wide range of information but what they focus on has to do with relevance to themselves. What is in it for me? People need to see benefits and repercussions on a personal level. When seeking top-down change the communication must be made palatable to the politician for him or her to make the appropriate decisions.

Part of the project is at the resource (fish) level. Resources and fishers are not prominent in most political agendas. Participants were asked if issues would resonate with policy if the project had the resource and fishers as the foci of coastal and marine governance. It was felt that this would work. If fisheries and marine issues have dropped off the political agenda, we need to look at what is on the agenda and slot fisheries in context. For example, Jamaica's fishing industry is a default-employer. It is a very sensitive industry for politicians. It might not be very high profile, and fishers may not be influential, but sustaining fisheries is a sensitive area and is important strategically in politics throughout the eastern Caribbean.

It was noted that the communication strategy was growing bigger than can be handled by MarGov alone. There were other linkages that should be drawn upon to do a proper job of communication. One can take lessons from this project into other geographic and governance areas. Participants recommended that the project team consider getting additional funding for enhancing the communication aspects of MarGov.

8. Small grants to supplement research

In the context of small research grants (see report supplement), Patrick McConney briefed participants on what the project was trying to achieve with research planning and partners. As a workshop output, the team will work on the research framework and will produce a research plan. Once the framework is done, the research questions will be refined. He told participants that the project team wants to partner with the participants as both individuals and organisations that can assist with aspects of the research and guide the team. The OECS, CRFM, WECAFC, IDRC, Cropper Foundation, Fisheries Departments etc. are all potential partners. The team also hoped to work with some fisherfolk organisations such as BARNUFO. The team will communicate with key agencies that have the potential to be project partners to determine the kind of research they would like done with respect to marine resource governance.

Participants were told that MarGov is designed to provide up to 10 grants and that this small grant facility would soon be initiated. The purpose of small grants is to supplement the main research. Dr. McConney asked participants for their feedback on the MarGov small grant application form and letter of agreement between the project and grantee following the workshop.

The participants were then asked, as a small group exercise, to suggest what would make good small grant research topics. Participants were told to think of how to test the lessons learned and how small grants can be used to shape changes in governance. These were not reported to the plenary, but see Appendix 11.6 for details.

In summary, the following were suggested as general areas for small grant supplementary research.

- Indicator frameworks for each project component
- Communications research on all aspects of MarGov
- Case studies of “success” in marine resource governance
- Network mapping of civil society stakeholders in NE Trinidad
- Testing uptake or products through opposition MPs
- Case study of Soufriere Marine Management Area adaptation
- Comparative study of Gouyave, Oistins, Anse la Raye, Gros Islet community fish fry areas as examples of self organization, networks
- Comparative analysis of benefits of different types of fisherfolk organizations in various countries
- Criteria for determining network boundaries, especially for effective decision-making
- Comparison of decisions due to representation by different groups at international forums
- Organisational structure and function as factors that determine stakeholder involvement
- Community-based co-management and restocking for the Barbados sea urchin fishery
- Nexus between governance, livelihoods and the shallow reef fishery
- Why is the formation of fisherfolk organizations a problem in the Eastern Caribbean?
- Utilising social marketing as a support tool for MarGov
- Effective time utilization for marine resource managers
- Potential for developing a flying fish industry in the Eastern Caribbean
- Ways in which to communicate about governance in layman’s terms
- Generation of governance slogans or catch phrases for popular communication
- Pilot studies on comparative information dissemination

9. Participatory monitoring and evaluation

This agenda item was combined with the small grants exercise. Participant inputs were requested on both together (see report supplement). Participants were asked to think of the types of participatory monitoring and evaluation necessary to check whether objectives were achieved. Key areas identified were:

- Constraints to partner involvement
 - Time
 - Money
 - Human capacity
- Perception by the public of UWI

- Appropriateness of approaches
- Good Information flow
 - Multi-directional, effective, feedback-engendered
 - Sharing and application of lessons learned
- Clearly identified indicators for all project components to be monitored
- Early warning system built into monitoring and evaluation framework
- Flexibility to adapt project outputs (based on evaluation)
- Technical task team of focal points used similar to CLME

As a practical contribution to PM&E, participants were asked to complete the workshop evaluation form. This was aimed at ascertaining whether the workshop's stated expected outcomes were indeed met. The achievement ratings were better than 'okay' for all criteria, most were 'good' and a couple received 'very good' ratings. Additional comments suggested that the workshop was well organised, with appropriate discussion and small group exercises. Detailed results of the evaluation are reported in Appendix 11.7.

10. Follow-up session

The workshop closed at lunch on the second day, but some participants agreed to stay on for a follow-up session in the afternoon. These were Sarah McIntosh (CANARI), Terrence Philips (CRFM), Brian Davy (IISD), Simone Dieffenthaler (Cropper Foundation), Peter A. Murray (OECS/ESDU), Kemraj Parsram (CERMES), Patrick McConney (CERMES) and Donna Roach (CERMES). These participants previously accepted the project manager's invitation to become a core group mainly for participatory monitoring and evaluation (PM&E).

Patrick McConney chaired the meeting, starting by noting that its purpose was to get further feedback on the workshop and to discuss the way forward, focusing on the roles that each of those present may take. He asked first for overall impressions of the project and the workshop in the context participants' initial expectations and their own objectives for participating.

One participant said that she came to get a better understanding of the concepts as well as to know how CANARI may fit in. The workshop was useful in that she had a better understanding of the concepts but was still uncertain as to how CANARI may fit in as a partner. Another said that the workshop experience was hugely educational and that she was looking for ways in which to participate.

A third noted that this follow-up session was the first step of a process in which the core group becomes a key part of the next steps. There were good networking possibilities, and it took this type of dedicated group to drive projects such as these. He hoped core group members could keep in contact through face to face interactions while updating themselves. The project would expose each one to opportunities for adaptive learning. Each group member had a network, and their organisations had ongoing activities. There is a need to integrate these projects and skills with MarGov, making the best use of assets. Partnerships of these types were critical in the Caribbean where a small group of people tended to be common to most innovative projects, and there was need to maximize that synergy.

The next two speakers started the workshop with a concern about the project being simply academic and on a "macro scale". By the end of the workshop, because discussions were specific, it appeared to be more applied and useful to the region. For example, there may be linkages with what is being done within the OECS Secretariat such as their ocean governance programme. There was a need to agree upon the roles of various partners.

The PhD researcher said that he received valuable information from people with expertise in fisheries management and governance, as well as indications as to where to acquire additional information needed for the further development of the research. It was useful to hear what people in the Caribbean had to say about the research concepts.

Patrick McConney saw the agencies represented at the session fitting into the project wherever they had an interest in terms of partner roles. He gave the example of Brian Davy finding several roles that were of benefit to him in MarGov, with the potential to work closely with the CRFM and fisherfolk organisations.

Discussion turned to the ongoing CRFM development of a common fisheries policy and regime, seeking opportunities to use network analysis as a tool in fisheries science and testing the research framework to see if it is really practical and, if not, what could be done to make it so. There are a lot of related issues that can be generated from this and may add value to the project as more partners become involved.

CANARI was seen as assisting with communication. Participants noted, however, that apart from small grants there was very little unallocated money in the project for communication. There was further discussion about expanding the project geographically to include Trinidad and Tobago where CANARI had a strong interest. CANARI will play a role as this forum reviews or tests communication strategies and documents.

The Cropper Foundation had an interest in the CLME. Cropper's goal in promoting governance as part of the CLME project could facilitate getting MarGov outputs distributed to a wider Caribbean audience. The CLME project is a large target at which many project outputs could be aimed.

The OECS is clearly a core partner since its members cover the geographic area of the project. The OECS ESDU representative saw much potential in MarGov. This was especially so in terms of its articulation with revised Treaty of Basseterre. He said Article 25 of the revised draft treaty speaks to issues such as transboundary maritime management etc. Linkages can be made to the highest level of OECS policy and governance. At lower levels there were links with the OPAAL project, researching networks at the site level in terms of coral reef fisheries and livelihoods. There are governance questions about livelihoods in areas that have some resource protection.

A question posed was: How important would it be at the end of four years to have used MarGov research to influence policy? If this is important the group may need to identify likely entry points to policy in order to produce some results within the project period. Where are the opportunities? Where is there evolving policy demand? The current policy demand and interest in marine resource governance at the policy level related mainly to OECS and CARICOM initiatives such as the revised St. George's Declaration, revised Treaty of Basseterre and the CRFM common fisheries policy and regime.

These instruments needed to be connected to the draft research framework that Kemraj Parsram and Patrick McConney were developing and which would be a continuously evolving draft throughout the period of research, being tested and refined. The aim was to find the most critical concepts, see where they fit into policy instruments, and put these into the framework. For example, St. George Declaration speaks to resilience and adaptability.

CANARI reiterated that its interest in MarGov was high. However, their capacity to assist could depend on whether tasks could be factored into ongoing research that was already funded or if funding could be supplied through the small grants initiative. Areas of interest included communication research given that the organization would like to have a new communications research thrust and evaluate communication strategies and materials from MarGov. This may prove to be very interesting and case studies may emerge from it. Consideration should be given to developing action learning by targeting people with complementary research to integrate them into MarGov.

CANARI may be of use in MarGov information dissemination. CANARI has other projects ongoing on civil society governance within and outside of the OECS. Effort may be made to select CANARI project participants that are involved in marine resource governance. There is an interest in seeing how CANARI initiatives may be connected to the CLME project and MarGov.

There also is interest in testing some myths e.g. relationships between resource use and poverty. There may be an opportunity for CANARI to implement complementary activities. CANARI is also part of an international group (associated with the IIED) which looks at poverty, conservation, environment and

learning gaps. The OECS has a study on poverty, environment and policy being implemented by SEDU of the UWI St. Augustine Campus. This may have linkages with MarGov. The CRFM also has many initiatives of potential relevance to MarGov, e.g. developing a master plan for fisheries (including pelagics and aquaculture). A conclusion reached at a recent FAO WECAFC meeting was that there is so much going on in the region at the moment that the cost of connecting to everything may outweigh the benefits. Linkages should be selective and strategic.

CANARI has found that, in the case of small grants, the organization that provides them often spends a lot of its own resources making sure that the proposed activities go as well as they were intended. It is interested in looking at PM&E both formally and informally.

In wrapping up, discussion returned to where the money for communication research would come from. Will this be linked to the research project so that products will be disseminated as research outputs or will partnerships be used where in-kind contributions will drive communications? The meeting agreed that the communication aspect of the project had snowballed. There were a few options:

- Leave things as they are with basic communication capacity and regard this mainly as a research project
- Network with partners to handle the communication research, noting that their contributions may not be very great given the capacity constraints of these partners to facilitate
- Obtain additional, complementary funding for communication research. Can the group develop complementary projects to tackle some of the communication research that has been brought up here? How much can CERMES do, even with additional funding? If this is an option then the timing and sequence of events is very critical to ensure research proceeds before MarGov ends.

Meeting participants remained very interested in communication research and supported the third option above. They agreed to put together a proposal for communication research that included the needed resources. CERMES and CANARI would take the lead, assisted by The Cropper Foundation.

The final question posed was whether MarGov was reaching out globally as well, noting many issues that impact regionally originate from outside, and this may have some bearing on fisheries governance. It was agreed that MarGov needed to see itself as having global interests, significance and outreach.

The next steps would be the workshop report being completed and posted on the CERMES web site at the next update. Other action will focus on the research plan and framework, as well as advertising for MPhil #1. Sandra Grant maintains an interest in the post-doc and will be available from November. With these updates the meeting and workshop ended.

11. Appendices

11.1 Agenda

Day One Tuesday 15 May

- 0900 Welcome and introductions
 - 0915 Project purpose and overview
 - 0945 Workshop aims and objectives
 - 1000 Break
 - 1030 Marine resource governance in the eastern Caribbean: the issues
 - 1130 Review and refinement of research concepts and questions (Part 1)
 - 1230 Lunch
 - 1330 Review and refinement of research concepts and questions (Part 2)
 - 1430 Site selection, research planning and partnerships (Part 1)
 - 1530 Break
 - 1600 Site selection, research planning and partnerships (Part 2)
 - 1700 Close
- Social session at Weisers Beach Bar

Day Two Wednesday 16 May

- 0900 Summary of Day One
- 0915 Communications strategy and plan
- 1000 Break
- 1030 Small grants to supplement research
- 1130 Participatory monitoring and evaluation
- 1230 Lunch
- 1330 Follow-up planning by some participants
- 1700 Close

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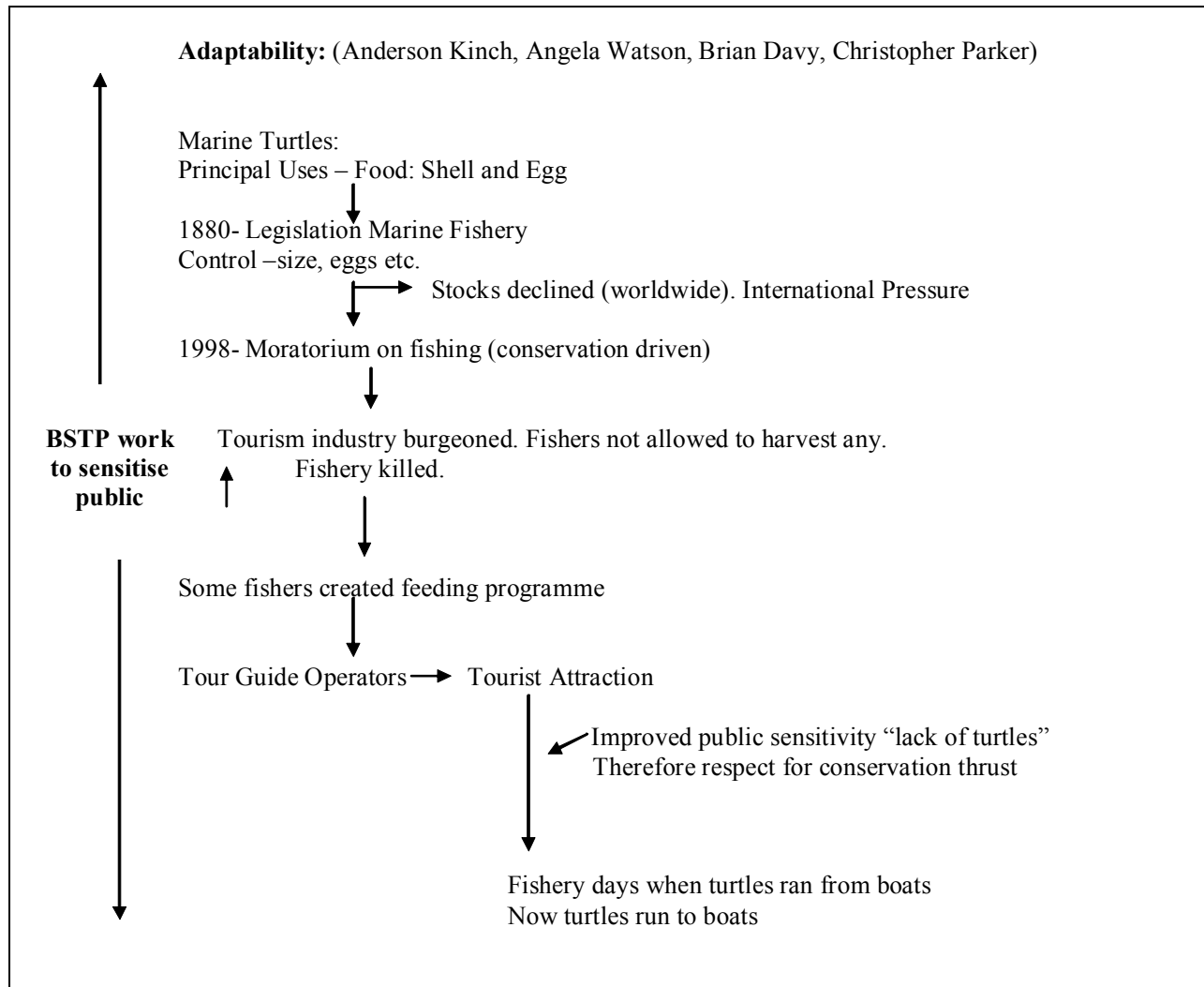
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11.3 Concepts small groups notes



CAS/ Local Networks: (Leonard, KS, Adrian and Sarah)

- [External] Stimulus for change followed by self organization
- Alternative: chaotic systems (terminology)
- Criteria for selection of boundaries for CAS
- Boundary may determine whether stimulus considered internal or external
- Stimulus – benefit but other factors temporal, spatial etc
- Benefit does not = equity. Usually winners or losers

Soufriere Marine Management Area, St. Lucia

- Self Organising
- Adaptive learning
- Adaptive not reactive
- Informal and formal (management structure) networks

Transformation:(Paul, Philmore, Francis, Peter, Martin and Susanna)

- The concept of transformation is not doable/ feasible as defined in the paper
- Issue
- A new place to get to must be defined and CAS makes it impossible to get there e.g.
 1. Canadian Cod
 2. Grenadian Long lining
 3. Iraq War
- Capacity of the key stakeholders to participate
Vulnerability: people, resources

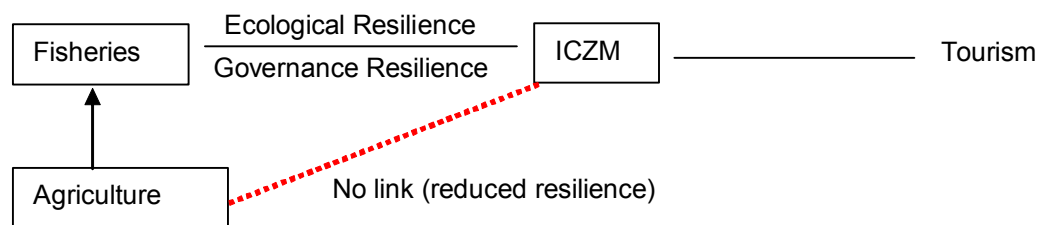
Resilience: (Fabian, Bertha, Sandra, Lorna)

1. Governance
 2. Ecosystem
-
- How to build
- i. Flexibility
 - ii. Identify critical nodes
 - iii. Decentralisation

- How
1. Identify critical ecological linkages
 2. Keystone species protection
 3. 2° species

Real Life Examples

1. Application of Legislation
(Oil and gas, penalties)
2. FAC, Ministers
3. Horizontal government linkages



11.4 Selection small groups notes

Can a research framework for marine resource governance in the eastern Caribbean, using small-scale fisheries as the social-ecological system, be constructed from the current literature?

Fishery	Large pelagics	Coastal pelagics	Flyingfish	Shallow reef fish	Deep reef fish	Lobster	Conch	Sea urchins
Sufficient existing secondary data, especially ecological	Y (some species)	N	Y	N	N	N	N	Y
Prior network, social or governance research	Y	N	Y	Y	N	N	N	Y
Well suited for trans-boundary analysis PhD	Y	N	Y	N	N	Y	Y	N
Well suited for national analysis for MPhil 1	Y	N	Y	N	N	N	N	Y
Well suited for local analysis for MPhil 2	N	Y	Y	Y	Y	N	N	Y
Of priority in ESDU, CRFM, WECAFC and CLME policy cycles	Y	Y	Y	Y	Y	Y	Y	N
Has already engaged attention of policy at the sub-regional level	Y	N	Y	N	N	Y	Y	N
Likely to engage the interest of resource users, stakeholders	Y	N	Y		Y			Y
Affordable location for travel and student work	Y	Y	Y	Y	Y	Y	Y	Y
Covers areas in which capacity-building is needed among partners	Y	Y	Y	Y		Y	Y	Y
Strong and diverse partner support for it	Y		Y					
Good opportunities for some partner research through small grants	Y		Y					

At levels ranging from transboundary to local, what characteristics of networks determine resilience and adaptability of marine resource governance in the eastern Caribbean?

Fishery	Large pelagics	Coastal pelagics	Flyingfish	Shallow reef fish	Deep reef fish	Lobster	Conch	Sea urchins	Sea Turtles
Sufficient existing secondary data, especially ecological	X BDS GND TOB	X DOM GND SVG	X TOB BGI	X		X	X	X BGI SLU	X
Prior network, social or governance research	X	X	X	X		X	X	X	X

Fishery Criteria	Large pelagics	Coastal pelagics	Flyingfish	Shallow reef fish	Deep reef fish	Lobster	Conch	Sea urchins	Sea Turtles
Well suited for trans-boundary analysis PhD	X		X	X		X	X		
Well suited for national analysis for MPhil 1					X				
Well suited for local analysis for MPhil 2									
Of priority in ESDU, CRFM, WECAFC and CLME policy cycles	X		X	X	X	X	X		
Has already engaged attention of policy at the sub-regional level	X	X	X	X		X	X		X
Likely to engage the interest of resource users, stakeholders	X	X	X	X	X	X	X	X	X
Affordable location for travel and student work	X	X	X	X	X	X	X	X	X
Covers areas in which capacity-building is needed among partners	X	X	X	X	X	X	X		X
Strong and diverse partner support for it	X		X	X	X	X	X		X
Good opportunities for some partner research through small grants	X	X	X	X	X	X	X		X

Priorities: Regional Coastal Pelagics 1; Flyingfish 2; Lobster 3.

In a number of instances some difficulty in determining weighting.- we felt it easier to rank but earlier instructions precluded ranking. Some criteria needed further definition. Everywhere could be considered "affordable."

At the national level, what kinds of interventions and governance structures are effective for enhancing adaptive capacity and enabling self-organisation that contributes to resilience?

Fishery	Large pelagics	Coastal pelagics	Flyingfish	Shallow reef fish	Deep reef fish	Lobster	Conch	Sea urchins
Sufficient existing secondary data, especially ecological			X					
Prior network, social or governance research	limited		D/K					
Well suited for trans-boundary analysis PhD	X		X					
Well suited for national analysis for MPhil 1	X		X					
Well suited for local analysis for MPhil 2	X		X					
Of priority in ESDU, CRFM, WECAFC and CLME policy cycles	X		X					
Has already engaged attention of policy at the sub-regional level	X		X					
Likely to engage the interest of resource users, stakeholders	X		X T&T and BDS					
Affordable location for travel and student work	?		?					
Covers areas in which capacity-building is needed among partners	X							
Strong and diverse partner support for it	X		X					
Good opportunities for some partner research through small grants	X		X					
Capacity of stakeholders	X		X					
Vulnerability	X		X					

At the local level, what are the formal and informal processes and conditions for establishing and sustaining the adaptive co-management of small-scale fisheries?

Fishery	Large pelagics	Coastal pelagics	Flyingfish	Shallow reef fish	Deep reef fish	Lobster	Conch	Sea urchins
Sufficient existing secondary data, especially ecological	5	4 x	5	3 x	4/5	3 x	3 x	3 x
Prior network, social or governance research	Gouyave 4	Gouyave 4		4	4			3/4
Well suited for trans-boundary analysis PhD								
Well suited for national analysis for MPhil 1		x		x	x		x	x
Well suited for local analysis for MPhil 2								
*Of priority in ESDU, CRFM, WECAFC and CLME policy cycles	x	x	x	x	x	x	x	
*Has already engaged attention of policy at the sub-regional level	x	x	x	x	x	x	x	
Likely to engage the interest of resource users, stakeholders	x	x	x	x	Grenadines ?	x	x	SW BDOS
Affordable location for travel and student work								
Covers areas in which capacity-building is needed among partners								
Strong and diverse partner support for it	x	x	x	x			x	SW BDOS
Good opportunities for some partner research through small grants	x	x	x	x		x	x	

Key: 1- Highest
2- Lowest

- 1) Large Pelagics
- 2) Reef Fish
- 3) Flying Fish

*? Additional criteria – vulnerability of people and resources

* utility of findings to influence policy and need

* some criteria need to be clearly explained

11.5 Communication small groups notes

Technical Scientific Change Agents

- Need scientific “study”/ analysis of what works to assist targeting
- Group can/should be split into 2 sub- groups in some instances
 - a) Mid- Level administration (time constraints, capacity constraints, interest constraints)
 - FM's
 - CM's
 - NGO's
 - TA's
 - b) Researchers

Students

Trainers

- Some products e.g. newsletters, bulletins report summaries more appropriate/ practical for group (a)
- Other products have greater utility for group (b)
- The above holds for all three objectives
- Include “product flexibility”
- Products should include practical examples and true case studies particularly with regard to concepts re governance
- Pathways should be considered as for groups (a) and (b) above
 - Include TWG for group (a) pathway
 - Personal interaction V.I.P. for group (a)
 - Also email list distribution
 - List serve
 - E-group
 - Contact List
 - Need to bring (a) and (b) together sometimes
 - Allow for subsequent flexibility in pathways for two groups
 - Include “site visits”
 - Students and researchers might benefit from exchange programmes
 - TA's and trainers could/should have “packages” for training and information sharing lower and above workshop (1)s e.g. for presentation to cabinet
 - Consider the need for “how to” kits for TAs etc. (c.f. OECS ESDU advocacy kit)
 - Consider students at all levels (primary, secondary, tertiary etc)

A look at the objectives

- “Buy in” objective (#1 for policy) could be included for this audience
- “Understanding” (#3 for policy) use full as an objective for sub group(a)
- Don't lose track of fisheries management at the alter of “governance”

Policy Makers and Advisors

Target Audience: Policy makers may be outside definition of marine jurisdiction e.g. tourism, oil and gas exploration, finance. May need to consider sub groups separately in terms of (a) objectives and (b) products/ pathways.

*All target audiences are policy makers

General Point about Products

- Keep it short (1-3 pages)
- Power point (with audio) preferable to print
- Policy Brief should outline pros and cons
- Give examples of where it has worked elsewhere in region e.g. case study text box

General Points about pathways

- Target audience members influence each other – identify key change agent and use as pathway
- Be opportunistic- when a relevant issue is a hot topic
- ID potential barriers/ resistors to change and ensure addressed in products
- Emphasis should be on pathways that encourage two way communication – listening, discussion clarifying – understanding
- Radio increasingly influences policy makers

Main Objective 2: Policy Climate

- Is policy climate changed by products or by becoming a political player?
- Alternative wording- “ To create an environment that supports learning adaptation and decision making in policy making

[General point –confusion between objective, outcome and output]

Project Partners and Participants

Objectives:

1. Promote collaboration by sharing of information with existing and potential partners

Main Products:

1. Entire range may not be relevant e.g. popular publications/ mass media
2. Should include communications report- to document outreach and track project visibility
3. Pathways may differ for intra and extra regional partners. E.g. hard copy and fax distribution more necessary for some partners
4. Small grants facility does not appear to be a pathway. More one of the communicators

Resource Users and other non governmental

Products

- Focus on visuals
- Emphasis demos
- Include user in product development
- Posters, T-shirts and caps

Pathways

- Fisherman's week activities
- Open fora in areas where users are
- Radio call in programmes
- T.V chat programmes
- Use of the arts (poetry, drama etc.)

Objectives

1. Not only familiarize but learn from the users
2. Practical learning for project partners and users (show me!!)

Rationale

- Ending comments to users (say thanks)
- Inventory existing pathways and use appropriately

Recommendations

- Involve resource users in developing the communications plan (especially pathway and products)
- Target the language to the audience
- Approach to communications should demonstrate mutual respect
- Develop a rapport before attempting communication (Visit users prior)
- Translate concepts into layman's terms, just like scientific and common names for fish
- Consider cultural differences in countries and at sites

11.6 Small grants small groups notes

Group A

- Indicators framework (for each project component – integrated)
- Communications research
 - Evaluations of baseline with particular target audience or multiple audiences at a single site
 - Evaluation or perceptions of effectiveness (in advance/afterwards) of particular products and pathways
- Case studies within the region of “success”
- Network mapping of marine governance stakeholders in NE Trinidad with particular focus on civil society
- Testing uptake or products through pathway of opposition MP’s
- Gouyave Fish Friday - example of self organization, networks
- Case study of SMMA - is it still a success? What has happened in terms of networks adaptation etc.
- Comparative study Gouyave, Oistins, Anse la Raye, Gros Islet

Participatory Monitoring and Evaluation

- Does fisherfolk organisation participation contribute to increasing their capacity?
- What competencies need to be built for them to participate?

Group B

1. BARNUFO and cooperatives: What is in it for me?

- Bargaining power for the government
- Purchasing power
- Fishing cooperative in Belize – Best practice

Explore viability of cooperatives using Belize as a case study and the role of cooperatives in marine governance. Replicate (perhaps) in a country like Barbados

2. What are the pros and cons of MarGov in integrating with other initiatives such as the CLME.

Development of an assessment tool for networking - when to stop?

Improvement and integration of governance at the national and international levels

Building effective networks for decision making

- Choosing among network partners when is it prudent to stop networking?
- Using a network to get acceptable outcomes.

3. Spiny lobster in CITES

Explore the idea of external/internal institutions making decisions

Effectiveness of representation at the international level

Compare the decisions taken when practitioners represent countries versus diplomats / senior officers.

4. Habitat Governance vs Fisheries Governance

Research Questions:

Why do fishermen not buy into ocean or coastal management given that they should be the strongest proponents?

- Fishermen education programme
- Separation within the departments cause variation in outcomes
- Compare structure of marine departments- skills, function, responsibilities. Separate ICZM and fisheries vs. joint departments.

Group C

1. Sea egg: identify potential for rehabilitating the fishery (new locations; transplanting urchins, identify available stocks for transplant)

- a. Pilot project by fishermen
- b. Barbados, St. Lucia
- c. BARNUFO - Partner

2. Nexus between governance, livelihoods and the shallow reef fishery equals international impacts

- a. BGI, SLU, ANU, AXA, BVI, DOM, MNI (?)
 - b. ESDU –partner
3. Why is formation of fisherfolk organizations a problem in the Eastern Caribbean?
 - a. Causes?
 - b. Solutions?
 - c. Sustainability?
 - d. BGI and OECS
 - e. CRFM , FAO- partner (CTA project)
4. Utilising social marketing as a support tool for MarGov
 - a. Radio serial drama
 - b. Use outputs of MarGov
 - c. OECS Rare radio initiative
5. Effective time utilization for marine resource managers
 - a. Study
 - b. Impact of their (inaccessibility and unavailability on government and MarGov)
 - c. Coping with their unavailability/inaccessibility
 - d. CRFM secretariat-partners
6. Potential for developing a flying fish industry in the Eastern Caribbean
 - a. Bait or food export
 - b. Leewards and southern Windwards
 - c. ANU-FD partner
 - d. GND-FD partner

Participatory Monitoring and Evaluation

Constraints to partner involvement

- Time
- Money
- HR capacity
- Perception by public of UWI (c.f. proposal 5 above)
- Approaches:
 - Good Information flow
 - Multi-directional
 - Effective feedback-engendered
- Clearly identified indicators
- Sharing and application of lessons learnt
- Early warning system built into monitoring and evaluation framework
- Flexibility to adapt project outputs (based on evaluation)
- Technical task team of focal point a la CLME

Group D

1. Review or decision paper on governance in layman's terms. Set within a broad perspective i.e governance generally but then focusing on marine governance. Defining terms, grappling with the issues.
2. Using this paper as basis for some kind of forum for public debate; outreach. This paper is also a product for upload on website. Generation of slogans/ catch phrases to make governance more accessible/ easily understood.
3. Several pilot studies on dissemination of this information and education of fisherfolk. Different studies
 - Going directly to the community
 - To fisher organizations
 - Another medium such as call in show
 - Can be comparative – which is most effective for lessons learnt. Training of officers for follow up, extension especially where work is not directly with fisher folk
 - Simultaneous method- testing and product delivery

11.7 Workshop evaluation by participants

Attendance

Over the two days, a total of 28 people attended the 15 -16 May 2007 MarGov inception workshop (see Appendix 11.2). Most were participants, a few were brief visitors, and some attended only the first day. At the end of the second day 16 workshop evaluation forms were received (i.e. 57% of all attendees but a higher proportion of those who fully participated in all sessions).

Achievement of expected outcomes

Participants were asked to rate the workshop's overall progress towards some expected outcomes (see evaluation form in supplement). The achievement ratings were all better than 'okay' and a couple received 'very good' ratings as shown below with the modal responses in bold.

Expected outcome	Very bad	Bad	Okay	Good	Very good	Don't know
a) Information exchanged on governance Reason (optional)?	0	0	6%	31%	63%	0
b) Better defined research plan of action Reason (optional)?	0	0	6%	69%	19%	6%
c) Detailed plan for project implementation Reason (optional)?	0	0	19%	38%	31%	6%
d) Selection of research sites and partnerships Reason (optional)?	0	0	38%	31%	13%	6%
e) Procedures for small research grants Reason (optional)?	0	0	19%	56%	25%	0
f) Agreed communications strategy and plan Reason (optional)?	0	0	6%	31%	63%	0
g) Commitment to research uptake and use Reason (optional)?	0	0	19%	38%	38%	0

Seven respondents provided comments on their least liked aspect of the workshop, including:

- A few people were not supportive of other people's ideas
- Insufficient participation by all
- More discussion time required
- Research concepts
- Accommodation sharing should be avoided if possible

Fifteen respondents provided comments on their most liked aspect of the workshop, including:

- Chance to interact with participants; opportunity to network
- Lots of small group interactions with partners and individuals
- Excellent facilitation and advance organization
- Great exchange of ideas, liked flexibility of discussions
- Impressive cross-section of participants
- Layout of table and room facilitated discussion
- Marine resources governance presentation and discussion
- Overall workshop approach; working groups were enthusiastic and effective
- Site selection

Five respondents provided these additional comments

- Good start to project level of dialogue should improve outputs and outcomes
- Identify similar challenges and ways to overcome them using discussions
- Timing and punctuality and overall organization was good
- Workshop met objectives and provided valuable info
- Thanks for the experience

11.8 Workshop images

