

Centre for Resource Management and Environmental Studies



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THE SUSTAINABLE GRENADINES PROJECT

SUSTAINABLE INTEGRATED DEVELOPMENT AND BIODIVERSITY CONSERVATION IN THE GRENADINE ISLANDS

Report of the fisherfolk planning workshop

Robert Divonne Marine Centre, Mayreau
February 15-16, 2006



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Cover photo: Facilitator Janice Cumberbatch brings participants ideas together on the sticky wall

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1 Opening

The workshop commenced with a welcome by Mr. Casper Smith, Project Manager, Sustainable Grenadines Project. This was followed by a welcome by Father Mark De Silva, Vice President of the Mayreau Environmental Development Organisation (MEDO). He explained that the Centre was a Learning Resource Centre to promote environmental awareness. He expressed great pleasure that so many of the fishermen had come to the workshop.

The participants introduced themselves, after which Mr. Smith explained the workshop background and purpose and encouraged the fishermen to give their fullest to the workshop to ensure that there would be results.

Dr. Robin Mahon explained the agenda and the process by which the objectives of the workshop would be achieved. He pointed out that this type of workshop had been held before by the Sustainable Grenadines Project with groups like the water taxi operators. The purpose of the workshop being that the ideas shared would be further developed by The Sustainable Grenadines Project into projects that can be funded and implemented.

2 Presentations

2.1 Co-management approach

Dr. Patrick McConney made a presentation on co-management (Appendix 1). He described his history as Chief Fisheries Officer in Barbados, and the fact that it has been realised that many existing approaches to fisheries management have been failing because people are not working together. As a result, a project was carried out to explore how the government and fisherfolk could work together to make fisheries management better. He then shared some of his findings and conclusions from that project.

2.2 Co-management in SVG

Ms Jennifer Cruickshank explained that she has worked with SVG Fisheries Division Fisheries Dept for 20 years. She noted that there are seven fisheries centres across St. Vincent and the Grenadines which came out of a consultative process during the 1990s. She congratulated the Paget Farm fisherfolk on their independent business approach to the industry.

She then shared the experiences that she has had with the Barrouallie Fisherfolk. The Barrouallie fishing community is known for blackfish. She shared a story of one man who after completing secondary school became a fisher and has successfully raised a family, built a home, etc. He is now in a position to make a significant contribution to the management of the blackfish fishery in Barrouallie. The other fishers have recognised the success of this one fisher and now they want to get involved as well.

The Fisheries Department is assisting in organising a blackfish management group in Barrouallie. The Department has moved away from a consultative approach to a co-management approach to their fisheries management. Facilities will be built for butchering and cleaning blackfish because current facilities are not sanitary. There is also inadequate space for drying the blackfish, which is traditionally eaten dried. However, facilities will be made available for storing the fresh meat and for drying. There will also be facilities for vending. The entire area will be secured from dogs and other scavengers. There will also be bathroom facilities. These facilities will be designed and constructed under the guidance of a steering committee. Marketing is also an area to be explored, e.g. they used to have a good market in Barbados but it has declined.

At one time the catching of blackfish was a cultural, festive thing; now it has become more commercial. A significant focus in the plan for the blackfish management is on the cultural aspects with a potential source being the Social Investment Fund.

In concluding, Ms Cruikshank pointed out that fisheries is about making money. She says that she is aware that the lobster fisheries in the Grenadines has some challenges that should be considered. One of the participants pointed out that there is a need to move out of the existing fishing area and to move into another so that the existing one can be replenished.

She introduced the Japanese volunteer Ms Mariko Sakuma who works with the Fisheries Department. She explained that Ms Sakuma has experience in community development and in HACCP and the latter is important as they move forward in the export industry.

3 Workshop sessions

3.1 Key fisheries issues in the Grenadines

The Facilitator started by asking participants to give examples of things that they 'liked' and 'did not like' about the fisheries situation in the Grenadines. The list (Table 1) was used to identify key issues. Participants were then asked to form groups and discuss these issues in greater depth. They were asked to note their points briefly on sheets of paper which were then clustered under the key issues on the sticky wall (Table 2).

3.2 Stakeholders

As a prelude to developing ideas for projects, the participants were then asked to reflect on who the various stakeholders in the Grenadines fisheries industry are (Table 3). They then went group by group to review what the stakeholders do and what they do not do (Table 4). This exercise provided a view of all the various parties that must be taken into consideration in planning a project to address some of the issues that had been identified.

Perspectives on the extent to which stakeholders were active varied from island to island. In particular the discussion regarding the role of the Government Fisheries Department showed a wide range of experiences with the services that they offer and the extent to which these are accessible. Fishers expressed concern over the issue of water taxi operators who purchase their fish and sell to the yachts at exorbitant prices.

Table 1. Things that fishers 'liked' and 'did not like' about the fisheries situation in the Grenadines

| Like | Do not like/Would Like to See Happen |
|-------------------------------|---|
| Fishers own their boats | Need better marketing |
| Opportunities to sell surplus | Need to meet EU standards |
| | Better boats and gear to expand operations |
| | Need markets and storage |
| | Fish have to be exported via PM and Carriacou |
| | Fuel prices too high |
| | Need better safer boats |

Table 3. Who is in the picture of the Grenadines fishing industry (stakeholders)?

| |
|-------------------------------------|
| Fishermen |
| Fisheries Division |
| Vendors |
| Consumers |
| Health Department |
| Tourism Department |
| Purchasers (restaurants and hotels) |
| Traders |
| Boat owners |
| Boat builders |

Table 2. Issues identified by fishers as being most critical for attention

| Equipment | Boat safety | Food safety | Markets | Facilities | Enforcement | The fish |
|---|---|---|---|--|--|---|
| Need bigger boats to expand operations | Need - Fishing materials, lights, compass, radio, life jackets, GPS, flares | Have to meet the EU standards | Cannot afford to buy fuel | Need places for storage of fish | Enforcement needed for legislation in place – closed seasons | Depletion of stocks due to fishing at spawning sites |
| Need other better gear to expand operations | More educational programmes for fishermen | Equipment like ice boxes necessary for safety standards re fresh fish | Have to export via PM and Carriacou | No facilities in Mayreau – storage, fuel, ice | Illegal fishing gear – tangle net | Management of fishing area to prevent overfishing |
| Fisheries Division can import equipment and give fishermen a concession | Ways to prevent collision | Training for fishermen in proper handling of fish | There is the need for markets | No storage facilities | More monitoring – patrols, surveillance | Overfishing of some species – conch, fish, turtle, lobster |
| Boats with better fuel consumption | Safety at sea for fishermen – VHF, life jackets, etc. | Fish need to be iced | Have a place to sell their surplus | Need space for docking boats – a large number of vessels at some sites | Following current laws | Size limit is too small |
| Own their own boats | | Good preparation of fish and fish products | Not much business with locals – uncertainty when they catch, there might not be enough demand | | | Steps to prevent overfishing |
| Expand operations | | | | | | Habitats destroyed, fish migrate – hurricanes, construction along coastline |
| Resource users conflict – fishers and tourists. | | | | | | |
| Re-evaluate fishing techniques | | | | | | |
| Expand fishing area | | | | | | |

Table 4. What stakeholders do and what they do not do.

| Group | What they do | What they do not do |
|--------------------|---|---|
| Fishers | Catch, sell, eat fish Provide information to Fisheries Division and other government agencies, e.g. statistical data. Prepare fish for export Train younger fishers Give trouble | Do not see themselves as businessmen – need to rethink image Need to organise as a cooperative/association Have a poor record with Coops as they select wrong leaders Lack cooperation among themselves Think at the individual level (selfish) Cannot agree on pricing Do not trust each other Doubt their own ability – lack confidence Independence is both a good and a bad thing |
| Fisheries Division | Give trouble Obtain funds via donors to build facilities Provide training Identify markets and facilitate/negotiate with EU regarding markets Provide education for fishers Provide legislation and regulations Provide duty free concessions | Enforce registration of boats – need an officer in the southern Grenadines and more decentralisation Not disseminating information well enough in the Grenadines Need to ensure safety equipment is in place More monitoring of type of gear and fishing in closed season Need to visit more often Fear of taxations stops fishers from registering |
| Vendors | Buy and sell fish Make suggestions for improvement | Sell fish too high Need to be more concerned about food safety |
| Consumers | Buy and eat fish Make suggestions for improvement | |
| Health | Advise on food safety and maintain standards | |
| Tourism | Provide markets | |
| Purchasers | | |
| Traders | | Need to offer fish at a better prices Price control is an issue with fishers versus vendors and traders |
| Boat owners | Build boats | |

3.3 Project ideas

The participants were asked to form four groups and discuss what would be their top two priority projects to address the issues that they had identified (Figure 1). These were grouped on the sticky wall and named (Table 5). It was noted that not all projects were suitable for uptake by the SGP. Some were seen as more appropriately in the domain of government, especially those requiring provision of facilities. It was noted however, that organisation of fishers could contribute in all areas by giving them a collective voice in how these initiatives were approached by government.



Figure 1. Groups formulating project ideas

Table 5. Project Ideas

| Cooperative/Association | Training | Boat safety | Marketing |
|--|---|--|--|
| Formation of a Cooperative/association to: <ul style="list-style-type: none"> • Facilitate marketing • Get concessions • Develop niche markets, e.g. for smoked fish. | Resources to enable fishermen to be well equipped in the fishing industry, including training | Boat safety: <ul style="list-style-type: none"> • Better boats • Safety gear and equipment | Marketing of fish: <ul style="list-style-type: none"> • Local • Overseas |
| | Education programmes, including radio advertisements, flyers. Nation-wide campaign on sustainability | | |
| | Fishers training programme: <ul style="list-style-type: none"> • Business management • Financial controls • Boat safety issues • Legislation • Conflict management | | |

Participants noted some of the key points that need to be kept in mind in developing a fishers' cooperative/association:

- Must be managed by fishers for fishers
- Put mechanisms in place for concession of fishing equipment/gear/gasoline
- Might need three groups: Northern, Southern and Carriacou/PM.; but would work together
- Sustainable Grenadines Project could provide training for executive members
- The Government cooperative body needs to be vigilant over the Grenadines cooperatives

4 Project development

It was agreed that the participants would develop two projects:

- Project one – Form a fishers group with three chapters (Figure 2),
- Project two – Design a series of training modules for fishers.

The participants broke into two groups to discuss and develop the projects. They were given the following guidelines to use in their discussion:

1. At the end of this project you will know you have been successful if.....
2. What steps do you need to take to achieve the items identified in 1?
3. For each step identify who will be involved, when it should happen and what will be needed.
4. How much do you think it will cost?
5. What will you do to measure/evaluate your project along the way to ensure that you are achieving your project objectives?



Figure 2. Fisher Mathew Harvey presenting details of the formation of an association

They were asked to concentrate on what can be done on an eighteen month time-frame.

4.1 Fisherfolk association

4.1.1 Objectives

- Group trained in keeping accounts, transparency, business/board practices
- Structure -- One fisher group with 3 subdivisions: Northern Grenadines, Central Grenadines and Southern Grenadines (Carriacou and Petite Martinique)
- Constitution with by-laws
- Business Plan
- Executive/ Steering Committee
- Legally registered group
- 70 members

4.1.2 Steps to take/Resources Needed

The steps, resources and time frame for the project were discussed (Table 6)

Table 6. Project for formation of a fishers group for the Grenadines

| Steps to be taken | Resources | Time Needed |
|--|--|-------------|
| Choose Name | Consult workshop participants | 0-6 months |
| Promote idea | Pamphlet, poster, radio and television announcements/programs, | |
| Confirm structure | | |
| Form interim executive | Choose from among workshop participants | |
| North and south focal points/offices | | |
| Choose central office location | | |
| Get constitution template | Source examples from Fisheries Division | |
| Strategic planning for objectives and constitution | | |
| Business planning | | |
| Membership drive | Promotional material | |
| Information on group | | |
| Identify trainees | Training modules; trainers | 7-12 months |
| Train leaders | | |

4.1.3 Costs

The estimated cost of the project is US\$25,000.00 associated with activities such as promotion, e.g. radio, communication, office supplies, copy services, registration costs, meetings, transportation, office set-up, etc.

4.1.4 Evaluation

This will be done through documentation, keeping to schedule, a satisfaction survey, the number of registered members and evidence of the establishment of three offices/focal points.

4.2 Training for fisherfolk

Four areas of training were identified (Figure 3) and the types of training that was perceived as being needed in each area were discussed (Table 7).

Evaluation was seen as being needed on two levels:

Level one - Deliverables such as courses developed, delivered and fishers attended.

Level two - Did it make a difference, such as has safety improved (fewer incidents) and is follow on training taking place



Figure 3. Fishers working on a training program

Table 7. Some priority short-term training requirements for fishers in the Grenadines

| Areas of Training | Resources | Activities |
|-------------------------|---|---|
| Boat Safety | Trainers | (1) Three one-day sessions with equipment left at three focal points (train trainers to conduct more sessions). (2) Engine maintenance and general knowledge, tools and equipment, emergency repair. |
| Food safety | SusGren facilitate training by government departments | Three one-day sessions at three focal points. |
| Organisational skills | SusGren source people (preferably local) | One day sessions (Saturdays) on leadership, conflict management, participatory skills, meeting skills/record keeping, team building and book keeping |
| Conservation/management | | (1) Information on management e.g. conch, reef fish, lobster and snapper in other places. (2) Information on Protected areas and fishing. (3) Training attachments. |

5 Discussion and conclusion

The results of the group discussions were presented back to the entire group and discussed. With regard to the first project it was agreed that a Steering Committee comprising at least two fishers from each island should be formed to work with the SGP in developing the project.

The workshop concluded with a vote of thanks from the SGP Project Manager. He recognised that the fishers taking part had demonstrated their commitment by giving up time in which they could be earning by fishing.

Table 8. Volunteers for Steering Committee

| Name | Island |
|-----------------------------|-------------------------|
| 1. Mathew Harvey | Union Island |
| 2. Tyler Thomas | Union Island |
| 3. Lenas (Claude) Alexander | Mayreau |
| 4. Patrick Forde | Mayreau |
| 5. Tyrone Forde | Bequia |
| 6. Gaston Best | Bequia |
| 7. Andrew Spring | Mustique |
| 8. Maurice Cozier | Mustique |
| 9. Raphael Compton | Carriacou |
| 10. McDonald Harvey | Union Island |
| 11. Jennifer Cruickshank | SVG, Fisheries Division |
| 12. Cuthbert Williams | Canouan |
| 13. Carlos McLaurean | Canouan |
| 14. Cyril Compton | Carriacou |
| 15. Clayton DeRoche | Petite Martinique |
| 16. Davis Bethel | Petite Martinique |

Appendix 1. Participants

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Appendix 2. Workshop agenda

Morning - day 1

- Welcome and introductions
- Workshop background and purpose
- Co-management approach – Dr. Patrick McConney, CERMES
- Fisheries comanagement in St. Vincent and the Grenadines – Ms Jennifer Cruikshank, Fisheries Division, SVG

Afternoon – day 1

- Brainstorming key issues and opportunities (sticky wall)
- Who are stakeholders
- Assisting and resisting factors
- Ideas for projects that could help

Morning - day 2

- Develop project ideas, in small groups
- Review project ideas together
- The way ahead (schedules and responsibilities)

Appendix 3: PowerPoint presentation on Comanagement

GUIDELINES FOR COASTAL RESOURCE CO-MANAGEMENT IN THE CARIBBEAN: *COMMUNICATING THE CONCEPTS AND CONDITIONS THAT FAVOUR SUCCESS*

*Caribbean Conservation Association (CCA)
in association with the
University of the West Indies
Centre for Resource Management
and Environmental Studies (CERMES)*

and

Marine Resources Assessment Group Ltd. (MRAG)

Outline

1. What is co-management?
2. Why co-manage in the Caribbean?
3. When do we start to co-manage?
4. Where do we co-manage?
5. Who do we co-manage with?
6. How do we co-manage?
7. Where do we go from here?

What is co-management?

Definition: The sharing of responsibility and authority for the management of resources between government and stakeholders.

- Key concepts
- Types
- Phases
- Role in ICM

Key Concepts

Stakeholders: people and groups whose interests, resources, power or authority result in them being

likely to substantially impact, or to be impacted by, management or the lack of management.

Co-management is a combination of negotiation and action taken by stakeholders

Relationships: Co-management is about relationships, resulting in sharing of responsibilities and authority for the management of resources between government and stakeholders.

Scale: Addressing scale is important when planning co-management initiatives since institutions exist at many scales and can take a variety of forms.

Types of co-management

Consultative co-management

- Is fairly common type
- Decision-maker (usually a national level management institution such as the Department of Fisheries) merely consults
- Decision-maker seeks the opinion of other stakeholders on decisions that it makes.

Collaborative co-management

- Implies a stronger, and more equitable, partnership.
- Some people use the term "cooperative co-management" to mean the same thing.
- This is avoided here because using "cooperative" may cause confusion with fishery cooperatives.

Delegated co-management

- Includes, but is not limited to, community-based management
- Stakeholders outside of government are delegated nearly full decision-making power.

Phases of co-management

Integrated coastal management

Why co-manage in the Caribbean?

Demand for co-management

- Conflicts among coastal resource users not being managed
- Resources overexploited under government management
- Coastal habitats being increasingly degraded by pollution
- Public sector reform and down-sizing of state agencies
- Empowerment of organisations, communities and civil society

Livelihoods: sustainable, alternative, complementary

Livelihood diversification:

- Is typical of Caribbean socio-culture
- Reduces income vulnerability
- Features highly in pro-poor policies
- Allows part-time fishing
- Is assisted by occupational mobility

Social and cultural fit

Means of improving the social and cultural fit:

- Systematic research into social and cultural aspects of co-management
- Use of terrestrial management cases for comparison and lessons learned
- Promotion of the compatibility between co-management and democracy
- Provision of everyday examples of cooperation and organisation as models

When do we start to do co-management?

- Some resources are more easily co-managed than others
- Resource use crises: conflicts, dependence and scarcity
- Benefits to groups and individuals

Easily co-managed resources

- Sedentary creatures and ones that do not range far in their life cycles (e.g. most reef-related resources)
- Resources whose distribution corresponds with human settlement (e.g. sea urchins in Laborie Bay, St. Lucia)
- Resources that fall under one jurisdiction for management (e.g. small coastal pelagics)

Costs of co-management

- Requires initial financial investment
- Time requirements for participation
- May result in smaller share of resource
- May result in less and shared power
- Information has to be communicated
- May take long to reach joint decisions
- Requires skills such as facilitation
- May cause demands in other areas

Benefits of co-management

- Improves information flows
- Promotes conservation
- Helps to sustain livelihoods
- Encourages self-reliance
- Reduces many conflicts
- Facilitates compliance
- Lowers long run costs
- Increases empowerment

Where do we co-manage? Boundaries and scale

- Physical
- Intangible
- Marine
- Terrestrial
- Connectivity
- Geographic

- Political
- Technical
- EEZ

Who do we co-manage with?

- Stakeholders and partners
- Trust and respect
- Collective action and organisations
- Decentralisation, delegation and devolution
- External agents and resources

Trust

Creating and maintaining trust:

- Looking after common interests
- Promoting the partnership ahead of oneself
- Expecting oneself and others to meet responsibilities
- Exchanging information and opinions freely
- Depending on the group to maintain the spirit of collective action
- Ensuring equitable distribution of rewards and benefits

Respect

Creating and maintaining respect

- Acknowledging contributions of partners
- Creating equal opportunity for participation
- Assisting the disadvantaged to make their own inputs
- Recognising the special knowledge of resource users
- Restraining from using power over others
- Accommodating critical interests of the stakeholders.

External agents and resources

External agents as potential assets:

- Provide many operational resources

- Offer linkages to large global networks
- Attract attention from other agencies
- Stimulate new plans and perspectives
- Facilitate building capacity quickly

External agents as potential liabilities:

- Encourage dependency on assistance
- Too short term to assure sustainability
- May impose own views and agendas
- Can overwhelm small organisations
- Often ignore national plans in progress

How do we co-manage?

Skills are needed to improve chances of co-management being successful

- Participatory strategic planning
- Management objectives
- Facilitation and information
- Stakeholder analysis

Management objectives

- Specific
- Measurable
- Achievable
- Relevant
- Time-bound
- Evaluated
- Reviewed

Facilitation and information

Skills and abilities of a trained facilitator:

- Prepares for planning
- Uses time and space
- Is participative, creative
- Is objective at all times
- Reads group dynamics
- Unblocks processes
- Adapts to the situation

- Shows professionalism
- Has personal integrity

Stakeholder analysis

Stakeholder analysis asks:

- Who is directly affected by the problem situation being addressed?
- What are the interests of various groups in relation to the problem?
- How do groups perceive the management problem to affect them?
- What resources do groups bring to bear on the problem?
- What resources do groups bring to bear on the problem?
- What organizational or institutional responsibilities do the groups have?
- Who should benefit, or be protected from, management interventions?
- What conflicts may groups have with each other and management strategies?
- What management activities may satisfy the interests of the various groups?

How do we co-manage?

- Decision-making, power and equity
- Building capacity
- Leadership
- Communication, cooperation and coordination
- Conflict management and negotiation
- Compliance and enforcement

Leadership

Characteristics that fishers look for in a leader:

- Embraces, committed to pursuing, group's goals
- Identifies needs, and respects values, of members
- Knows problems and aspirations of membership
- Values consensus decisions and all contributions

- Treats members fairly, transparently, equitably
- Encourages creativity, tolerance, self-discipline
- Learns from mistakes, motivates excellence

Conflict management and negotiation

Sources of conflict

- Relationships
- Information
- Interests
- Structures

Process of management

- Initiation
- Preparation
- Negotiation
- Agreement
- Implementation

Where do we go from here?

This is largely up to you, but you have to get started somewhere, and soon too, in order to learn by doing and also to be innovative about it

- think about new concepts and techniques
- use co-management tools in everyday life
- communicating key concepts and conditions
- a lot of learning by doing remains to be done

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