

Robin Trust Collaborative Coastal Research: Research Grant Final Report.

1.0 Project Details:

Project Title: STRENGTHENING SMALL-SCALE FISHERIES GOVERNANCE CAPACITY AND POLICY INTERFACE AT THE LOCAL LEVEL USING COMMUNITY CENTERED APPROACHES IN GRENADA, EASTERN CARIBBEAN.

Project Goal, Objectives & deliverables

Noting the current national and local level socio-political context of Grenada, the main goals of this project is

- to explore cross-sectoral partnership opportunities for increasing the organizational and governance capacity of fishers and fisher leaders at local level who have been neglected in national level fisher empowerment initiatives and in MPA governance.
- to heighten the recognition of fishers via social media and strengthen communication among fishers and encourage fishers the importance of collective action to participate in decision-making processes at the community, national and regional levels.

Objectives & Deliverables

Objective 1: To conduct the Governance Relationship Assessment (GRA): to map the relationship landscape of the fisher cooperatives within the governance framework of the National fisheries and ocean governance.

1. Desktop research of peer-reviewed materials, grey literature and legislature related to the governance frameworks of the MALFFE, local government (Ministry of Carriacou and PM local affairs and the SIOBMPA)
2. Robin Rigby Trust SSF Grenada Project Inception presentation.
3. Explore range of relationships: via focus groups with key stakeholders in the ALFFE; SIOBMPA Management Board, park rangers and staff; relevant community-based organizations; and, local fishers and community members.
4. Map the current SIOBMPA/ Fisher cooperatives: governance structure and relationship landscape to the ALFFE overall governance framework for resource management and development projects

Objective 2: Conduct the cross –sector partnership assessment in the context of SSF guidelines and fishers cooperatives partnerships.

1. Fisher cooperatives to advocate for a common agenda with national government stakeholders using the International SSF guidelines that Grenada has adopted at international level and assess the composition of fishers cross-sector partnerships.
2. Components of cross-sector assessment should provide the feedback on how to determine the representatives for fisher's cooperatives cross-sector partnership which will then be mapped using Social network analysis.
3. Using the assessment and potential structure a cross-sector partnership will be re-considered the individuals and organizations involved for SIOBMPA and Carriacou and PM fisher cooperatives with the local government.

Deliverable Update of Objective 1: *To conduct the Governance Relationship Assessment (GRA): to map the relationship landscape of the fisher cooperatives within the governance framework of the National fisheries and ocean governance.*

2.0 Research Assessment findings:

Country Overview and Context

The country of Grenada is located in the Lesser Antilles chain of islands in the Eastern Caribbean and consists of three inhabited islands (Grenada, Carriacou, and Petit Martinique) with a population of 104,000 (2012) and a total land area of 34,000 hectares. The main island of Grenada has a steep and rugged topography with a single north-south trending ridge dividing the island into 71 watersheds. Given the mountainous terrain, Grenada's population is concentrated within 1km of the coastline with many settlements around the river mouths. A 2008 poverty assessment survey defined 37% of the population as poor and 53% of the population as economically vulnerable. Rural communities have the highest percentage of persons living below the poverty line with high dependency on common property environmental resources.

2.1 Institutional Framework.

The Ministry Agriculture, environment forestry, and fisheries is the parent Ministry of the Fisheries Division. This is the central government body with fisheries management responsibility and authority in Grenada. The line of responsibility goes from the Minister of fisheries in the central government through the Permanent Secretary to the Chief Fisheries Officer. The Fisheries Act entrusts the Minister "to take such measures as he or she thinks fit to promote the management and development of fisheries, for the purpose of ensuring the optimum utilization of fisheries resources in the fishery waters for the benefit of Grenada" ¹.

The fisheries sector is governed under the *Fisheries Act* of 1986 (Chap. 108, No. 15), as amended by Act No. 25 (1989), Act No. 1 (1999) and Act No. 12 (2014) as well as pertinent Fisheries Regulations² covering issues such as fishing vessels safety, fish and fishery products, marine protected areas and closed areas. The *Fisheries Act* addresses the nature of the primary institution responsible for fisheries management, as well as the identification of roles and responsibilities for the conservation and management of national fisheries, the establishment of bodies with stakeholder representation to provide recommendations to the decision-maker and the establishment of an authority for the inspection and permitting of the import/export of fish and fish products.

Small-scale fishing is not defined nor given any treatment under the *Fisheries Act*. No special zone within the EZZ has been allocated to this group within an agreeable distance from shore, to secure their right to harvests. Small-scale fishers' access rights for resources should be allocated and secured

¹ Section 3 (1) of the *Fisheries Act*.

² Available at: <http://www.fao.org/faolex/country-profiles/general-profile/en/?iso3=GRD> [last visited: 1st December 2017].

The legal framework for co-management has for the most part not been highly developed in the Caribbean countries including Grenada. While participatory approaches may be described in general terms, the laws do not spell out detailed provisions to enable the use of genuine co-management arrangements involving a well-defined and substantial sharing of responsibility and power. However pilot interventions has been under way to demonstrate co-management and call for reforms.

2.2 Carriacou Fisherfolk Association – strengthening

Scene setting: Background issues that have driven the Carriacou Fishermen to form the Carriacou Fisher Organization (CFO)

Across the Caribbean, fish sanctuaries or marine protected areas (MPAs) are being created to rebuild fisheries for sustainable livelihoods and increase the resilience of valuable coastal ecosystems to the impacts of climate change. While MPAs are created for the good cause of improving local fisheries in the long-term, in the short-term it reduces the area of available fishing grounds. MPAs with complete no take zones creates concerns for many local fishers as it displaces subsistence and commercial fishing and place constraints on fishers income and livelihoods. Such is the case of Carriacou in Grenada.

The Sandy Island/Oyster Bed Marine Protected Area (SIOBMPA) comprises of 787 hectares on the southwest coast of Carriacou. Moving from the Northern boundary to Southern end, the protected area encompass mangroves of Lauriston Point, Hillsborough Bay; the shoreline through L’Esterre Bay, Point Cistern, and the North end of Tyrrel Bay, with its associated mangrove systems, which contain oysters, attached to their root system. SIOBMPA also extends seawards and includes Sandy Island, Mabouya Island, and the Sister Rocks (see figure two below).

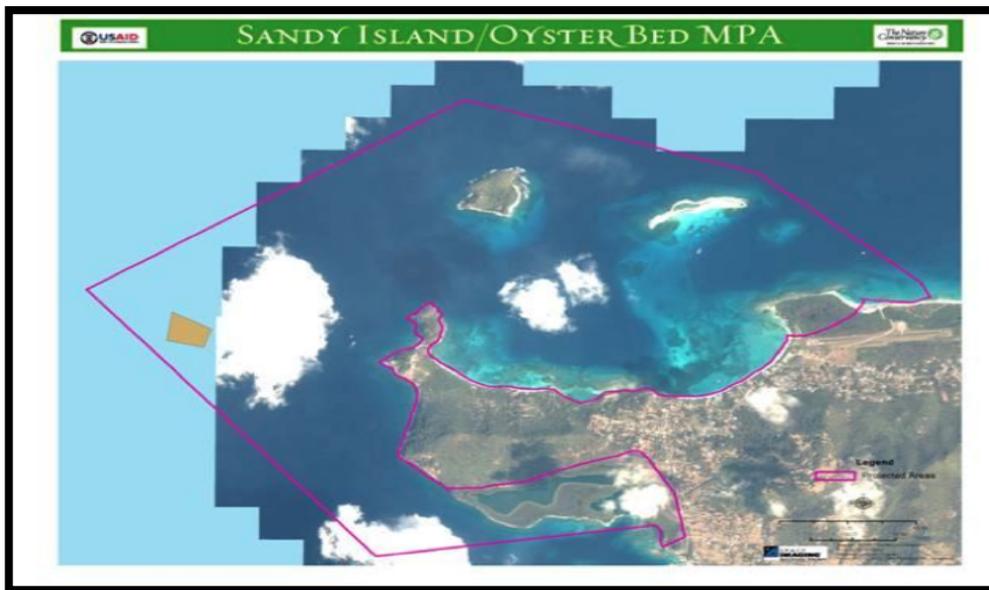


Figure 1: Sandy Island Oyster Bed Marine Protected Area (adapted from SIOBMPA management Plan 2007)

2.3 Site Specific socio-economic background

Carriacou (“the land of reefs.”) is the largest of the Grenadine islands. The French were the first European settlers. English and Scottish settlers who began the traditional boat building culture, which is still strongly observed in Carriacou today, followed them. The five major fishing villages of Carriacou are: Hillsborough, L’Estere, Harvey Vale, Belmont and Windward.

Fishers practice a full range of fishing techniques, such as hand lining, spearfishing with or without scuba, traps, bottom fishing, long lining, and fish pots.

A preliminary livelihood assessment conducted in Carriacou in 2013 gain an understanding of feasible alternative livelihood options for fishers in Carriacou that has been also impacted by the SIOBMPA. During the study, baseline data was collected through structured, and open-ended interviews with randomly selected fishers across the island-wide fishing communities and tourism operators. A total number of 68 full time and part time fishers were identified and a total of 57 active tourism operators were identified. A total of 40 fishers and 35 tourism operators were interviewed using socio-economic and preliminary livelihood assessment survey forms. This was followed up by a one-day stakeholder consultation and data validation workshop where fishers discussed the different options outline in figure 2 and proposed the priority livelihood aspirations via a ranking process. In both processes, the survey and validation exercise, development for FADs and fish marketing were rated as the first priority alternative livelihood options for future funding considerations. Sea Moss farming was ranked as the second priority and eco-tourism tours as a third priority alternative livelihood option.

After the study fishers leaders found that these aspirations remain the same, not surprisingly, communities have not received any significant strategic long-term grant support to develop these supplementary livelihoods projects.

Technical support and funding from different development partners had been ad-hoc and this has not assisted fishers in long term organization development plans.

To strengthen the potential of the fisher organizations and the supplementary livelihood continuous long-term sustainable development approach has to be applied strategically rather than ad-hoc as it impacts on the communities’ trust and buy-in.

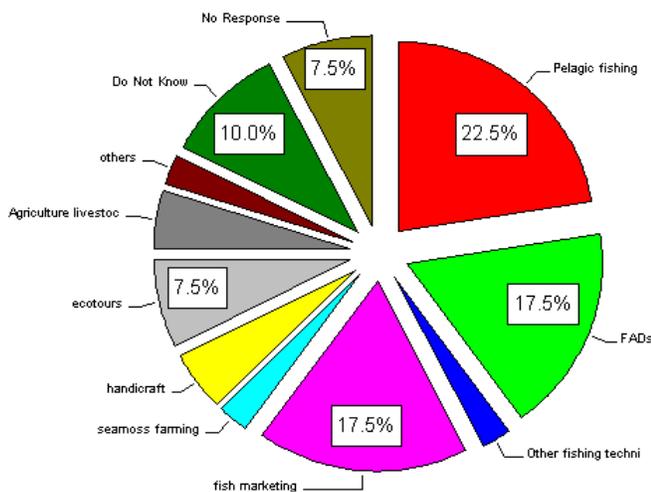


FIGURE 2 ALTERNATIVE LIVELIHOOD SURVEY CARRIACOU, SIOBMPA

Fisher leaders with their development partners have been seeking donor support for their priority livelihood options since 2013 and received initial support in 2015. One of the requirements for fishers to access funding support, was that they are a registered body or an organization. In this line of progress Carriacou fisher leaders collectively formed an organization. In 2015 the fishers registered a fisherfolk organization with a view to engaging in collective actions for the betterment of fishers in Carriacou.

Profile of Carriacou Fisher Organisation:		
Type of Cooperative: CFO is Registered as Inc., which operates under Non-Governmental Organization (NGO) Code of Ethics and Conduct. However the fishers see this as producer association where fishers, vessel owners, collaborate to share resources, set joint rules and collectively influence fisheries policy.	President	Chris Bartholomew
	Vice President	Joshua Clement
	Secretary	Brian Whyte
	Treasure	Jaral McNeil
	Public relation Officer	Alan Clement
Registered in March 13th, 2015. It's a new organization and, they are working on membership drive. initially came together 4 years ago to address their livelihood displacement issues from SIOBMPA. CFO common interest and link between cooperatives and sustainable fishers.		

Table 1

Where does the Fisher cooperatives fit within the governance framework under the National fisheries policy?

The draft Grenada Fisheries policy recognizes the National Fisher Organization (NFO), a national level FO grouping, whose role is to provide, primary fisher groupings or cooperatives with a single powerful body to influence the fishers' agenda.

It is important to note here that the development of FOs and National Fisher Organization to empower artisanal producers has been happening for over a decade in the Caribbean region in order to address issues of social and economic inequities and economic inefficiencies. To date, there have been a multitude of failed fisheries cooperatives in Grenada.

Failures are associated with:

- **Focus (Reasons for the formation):** the nature and design of the FOs established in the 1990s (also referred to as cooperatives) that were part of a government-sponsored program for fisheries development. The focus was on creating a cooperative 'sector' and not a cooperative 'movement'. This meant that priority was accorded to achieving stated targets and gathering statistics of coverage and performance. There was little regard for the qualitative aspects of participation, power, and social change.
- **Governance Approach:** The top-down approach and pressure on government officials to show 'results' often meant that numerous cooperatives were quickly registered, public finances offered, new boats and gear supplied, and efforts at marketing the fish undertaken. This top-

down/industrial approach resulted in lack of fisher empowerment and ownership, and led to lack of management cooperation amongst fishers. Registered FOs became non-functional. The effective control over cooperatives often remained with merchants, middlemen and outside investors who readily became members, as well as those whose names merely featured on the lists (without their knowledge) unknowingly contributing to membership statistics touted in government reports. These decade-long issues persist with existing cooperatives, and many members did not benefit in the way other members did.

- **Incentives and financing mechanisms:** The limited supply of inputs such as credit and fishing requisites often reached only those members who had the right connections or were the favorites of the managing committee of the cooperative. Many of those who received new boats and nets left the cooperative once they became self-reliant, and did not repay their loans. Hence, the issue of trust with these organizations is a critical issue. The experience of cooperatives amongst fishers has been disappointing. All of these practices still persist today in the cooperatives and associations in Grenada including Carriacou. The national fisher organization relationship status with the primary (or site based) FO is outlined in Table 3.

NFO Status as of 2016	NFO Grenada	Progress Status
<i>Is its nationally Registered</i>	No and has no legal framework	No long –term funding mechanism
<i>Network Operational Status with primary organizations</i>	Inactive: Steering committee with defacto representation	NFO to FO – no formal means of communication. Grenada NFO represents Grenada in regional and international meetings with no formal NFO mandate.
Social network analysis status (density/path length/ centrality/subgroups)	Carriacou and PM cooperatives do not have ties with the NFO and vice versa on their own.	The Primary FO only come together with different development projects funds them and brings them together to discuss matters

Table 2 :

Carriacou Fisher Organizations health assessment.

The Fisher organization in Carriacou is new and may have been a result of incentives and discussions held with fishers and community members over the last five years. Furthermore the health of Carriacou Fisher Organization (CFO), is examined using the Cooperatives health diagnostic areas listed in table 3. This assessment provides further strategic direction in strengthening CFO to meet its plan of action.

Cooperatives Strategy and Business Model	
Vision	Feed the Future
Strategic Intentions	No strategic goals written
Registered Member Buy in	Medium
Registration Year	(2015)
Engagement & Growth	
Organization Structure	Executive Structure.
Outreach	Communities are aware of the cooperatives
Member Growth	Work in progress
Cooperatives operations	
Staffing and internal participation	With in the cooperatives, member roles and capacity is not clear. General member participation needs strengthening by the core executive committee members. More awareness on types of memberships and incentive to participate is needed. Currently, one or two people are leading the organizations due to limited long-term financial mechanisms for the organizations and returns for members.
Cooperatives impact and culture	
Organizational readiness	Initial (stage 1)
Sponsorships / funding	(50,000 USD)- FADS project
External Position	Limited
Features and Content (Communication, Marketing Plan and Road Map)	
Governance awareness	Facing on going problems
Communication Plan	None
Financial and marketing Plan	None

Table 3

3.0 Deliverables for Objective 2: Conduct the cross –sector partnership assessment in the context of SSF guidelines and fishers cooperatives partnerships.

Findings from assessments: situational analysis of the relationship of both the MPA management with Fishers Organization.

Grenada Fisheries Division, MPA unit, has piloted co-management agreements between the National MPA committee and SIOBMPA board (a voluntary groups) over the last 5 years, through support from CERMES and other donor projects. The efforts are works in progress. The Ministry of Carriacou and Petit Martinique is currently trying to review the co-management agreement, however, there is no project funding to carry this out with legal and advisory capacity.³

There are multiple levels of challenges in Grenada MPA co-management initiatives. This work is generally challenged by insufficient legal framework and lack of information between national and local government level. Participants are interested in applying co-management, but more specific examples of how it could address their existing concerns relating to open access, limited entry, and resource conservation strategies are needed with upfront investments and negotiating capacity. Participants also want assurances that co-management would not be used to exclude stakeholders from resource management decisions and

³ According to Ministry of Carriacou and Petit Martinique , interviewed by RFSA consultant on May 2nd 2016

financial incentives for co-management. Table 4 provides a situational analysis of the relationship of both the MPA management with Fishers Organization, small-scale fishers and Fisheries Division. This analysis suggest that protected area practitioners, development partners and policy makers of SIOBMPA run risks that include:

- Severity of a range of threats within and outside of protected areas;
- Lack of support for protected areas among key stakeholders, particularly local communities and also key government decision makers;
- Incompatible MPA policies, plans and strategies that is fragmented from overall fisheries management approach.

Parameters	Carriacou & SIOBMPA
Mechanism for fishers / community leaders to participate (voting role) in decision making on fisheries and MPA management activities.	Carriacou Fisher Association Water Taxi association Via different CBOs Indirectly via NGOs and project initiatives Fisher leaders or champions. By having a position on the MPA board
Time from Gazette to current date	5 Years: officially declared (2010). Board: established 2010 - not legally gazette
Years of fisher representation on the Board	Fisher rep in voting position in 2011
Years of Fisheries Officer representation on the board	The MPA coordinator initially had a position on the SIOMPA Board administered by Ministry of Carriacou and PM and local affairs. This position ended after 3 years and had not been considered further. Fisheries extension officer, under Ministry of Carriacou and PM has been on and off the board, for short periods of time.
Current status of the Management Board	Waiting for elections since June 2014.
Current status of the co-management Board agreement	A co-management agreement was endorsed in 2010. The agreement had expired. It is currently under review processes.
Fisher associations participation in fisheries and MPA decision making or management activities	A fisher representative from the Carriacou Fisher Association who was appointment in 2012 prior the formation of the association is on the board
Has any socio-economic impact assessment conducted and communicated with management stakeholders?	Yes, the findings of Preliminary Livelihood Assessment of Livelihood Options in SIOBMPA
Status of livelihoods and welfare in relation to the governance and status of the MPA	Declined
Conflict situation and management	Recurring Conflict: leading to lack of trust in the government authorities in charge of co-management
Do fishers and community still value the parks socio-ecological significance?	Yes, but they also want to think of livelihoods beyond the park. They are concerned about problems of high lionfish populations in the parks
General health status on the relationship between service providers and MPA communities	Many ambiguous and unresolved issues remain. Relationship status: fishers are very dissatisfied
Are the MMAs managed as an ecological network?	Not at this stage as they belong to two different countries
Have any of SIOBMPA been evaluated using international assessment methodology⁴?	No

⁴ World Bank MPA effectiveness assessment methodology or Management Effective Tracking Tool

Table 4: Situational Analysis.

Current gaps:, with a focus on small-scale fisher organizations recognized by co-management committees⁵.

- There is lack of understanding on degrees of power sharing and integration of local and centralized management system.
- To date, provision for co-management has not looked at the spectrum of governance arrangements from almost entirely state governance (constitutional, decentralization law, form of government and others) and within entire fisheries act, to almost entirely user group governance (such as citizens or human rights law and right to access to food security).
- Given the histories of mistrust and conflict, the fishers and government agencies are often recalcitrant and unwilling to give up political power for diverse reasons, including abdication of their responsibility to represents society's interest as a whole. Control of power is a major barrier to change stakeholder representation, distribution of authority, and mechanisms of accountability. Current efforts are hindered by political will.
- Gap in the use of political science perspective within the fisheries science and management to assess the provisions and shift towards co-management and the identification of the appropriate co-management framework policy arena.
- Lack of understanding of the costs of co-management to evaluate it as a policy option. Any cost analysis must take into account the economic and non-economic impacts associated with overfishing a resource or damaging the oceans environment.
- justification is needed for a greater investment in harmonized fisheries management including small-scale fisheries co-management.
- Lack of consistency and continuous use of fragmented approaches in providing relationship-strengthening support between all the different players (e.g. the park managers, government, fishers) by funders or sources that provide funding for park management.
- Efforts have not focused on removing the communication barriers or undertaking conflict resolution at central and local government level.

Opportunities to strengthen relationships to build social capital

- The Good Governance Barometer (GGB) analysis provides a yardstick to measure the state of fisheries management or MPA. As per the Policy Economy Analysis (PEA), the GGB brings together communities, leaders, civil society, government and private sector, and women, to measure and track five dimensions of good governance (the rule of law, accountability, effectiveness, and efficiency, participation, and equity) to learn how to collect and analyze information to update/or refine action plans over time. This can help the long-term decision making process.
- To support reform, revision and shift away from MPA boards in order to scale up transboundary fisheries management by strengthening fishery advisory bodies.
- The creation of multiple champions: not just focusing on fishers but also women and vendors in the fisheries post-harvest section with promotional programs.

⁵ Concluded from RFSA 2016 interviews build from Synthesized from CERMES, 2012 , MPA governance project :Review of the Grenada Fisheries Marine Protected Area Regulations 2001 SRO 78 Report. And Simmons, B. and P. McConney. 2006, Tobago Cays Marine Park: Are the conditions for successful co-management likely to be met? CERME Technical Report No. 6. 54pp. (Kaplinsky and Morris, 2001

- Innovative think-tank models, which facilitate dialogue forums on topics of interest for all parties and assist in negotiations, similar to town hall meetings with monthly updates to communities.

The FAO SSF-VG consultation report⁶ noted that fishermen in the Caribbean are often not treated with respect and fishing communities live on the margins of society, lacking access to the usual social benefits such as insurance, bank loans and pensions. Specific attention is therefore needed to guarantee social safety systems for current, future, elder and retired fishers. The group also noted that fishermen need to better manage their finances for retirement. There is an overall need to introduce a culture of savings and to build financial management capacities.

Previous studies have noted that local fishers earned all of their money from fishing or marine base occupations. Fishers still rely on moneylenders, financiers, chit funds, loans from friends and relatives for raising funds for basic needs such as housing, education of children, setbacks and emergencies. In many cases, even for production purposes, they have to rely on informal money sources including traders, merchants, and moneylender. In daily operation of fishing, fishers have share systems. The most common is where all the fishers get an equal share of profits, with a share going to the boat and a half or whole share going to the engine (after fuel expenses).

Small-scale fishers continue to have very limited access to credit mainly because poor or subsistence fishers are not considered creditworthy. Many also lack physical assets for collateral or have poor credit history. The banks do not have a reliable database on their economic status, livelihood and character. Financial institutions are also highly discouraged to provide loans to small borrowers due to the high transaction costs. Consequently, these institutions are not able to immediately respond to the requirements of the poor households in fishing communities, leaving the majority without access to financial services.

Philanthropic grants tend to provide only a temporary fix to cash flow needs. Grants do not contribute to a fisherman's credit history and thus do not improve the fisher's long-term access to debt or working capital. In the absence of adequate institutional credit, the fisher folk's only course is the informal credit system where fishermen pay high-interest rates for predetermined prices of prime quality catch that may be half the market price.

Fishing is a livelihood activity that takes place in a highly dangerous environment; it has a high level of uncertainty in income levels and complexity. Fishing operations involve high risk to life and assets as well as uncertainties regarding the availability of catch and market-related variances with no insurance/social security to fall back upon. Social services are almost nonexistent for small-scale fishers in both Grenada and SVG.

Gap Analysis: Incentives for fishers' professions and social security.

⁶ FAO. 2013. Report of the FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries, Kingston, Jamaica, 6–8 December 2012. Fisheries and Aquaculture Report. No. 1033. Rome. 41 pp.

- Existing fisheries policy lacks the recognition of importance of microfinance⁷ for the fishing industry, and as a crucial component of fishers' social and economic development.
- There is limited data in the fishing industry for small-scale microfinancing in part due to the focus on capital expenditure towards purchase of boats, nets, and engines, etc.
- While most countries have programs designed to expand the SMME sector and the capacity of individual entrepreneurs and companies, the medium or long-term outcomes of these programs are rarely documented.
- Microfinance institutions including government and private banks, cooperatives, non-government organizations and other people's organizations are schemes that are, for the most part, not affordable nor accessible to fishers.

List of opportunities for developing financial capital in the fisheries sector under the modern fisheries sector policies.

- Need for savings and credit services for fishers for alternative or sustainable livelihood options to be successful for them. This would promote development of small-medium enterprises that would support fishers as well as FO for business plans, access to micro-finance, credit and investment facilities.
- Global trend - there is growing recognition of the microfinance sector as a crucial development tool for financial inclusion and poverty alleviation, which is yet to be fully reflected in official fisheries sector development in SVG and Grenada
- Review of best practices for the development of microfinance service for small-scale fishers for the Grenadine Bank Seascape.
- Development of new models of innovative financing that are applicable or can align with conservation trust funds / Fishers' Community Trusts funds that would address livelihood income issues for fishers.

⁷ (Microfinance in this context is seen as the provision of a broad range of financial services such as deposits, loans, payment services, money transfers and insurance, and is characterized most commonly by micro/nano loans to meet urgent family and production expenses)