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FINAL TECHNICAL REPORT

REVIEW OF EXISTING FUNCTIONS OF THE FISHERIES ADVISORY COMMITTEE IN ANTIGUA AND BARBUDA

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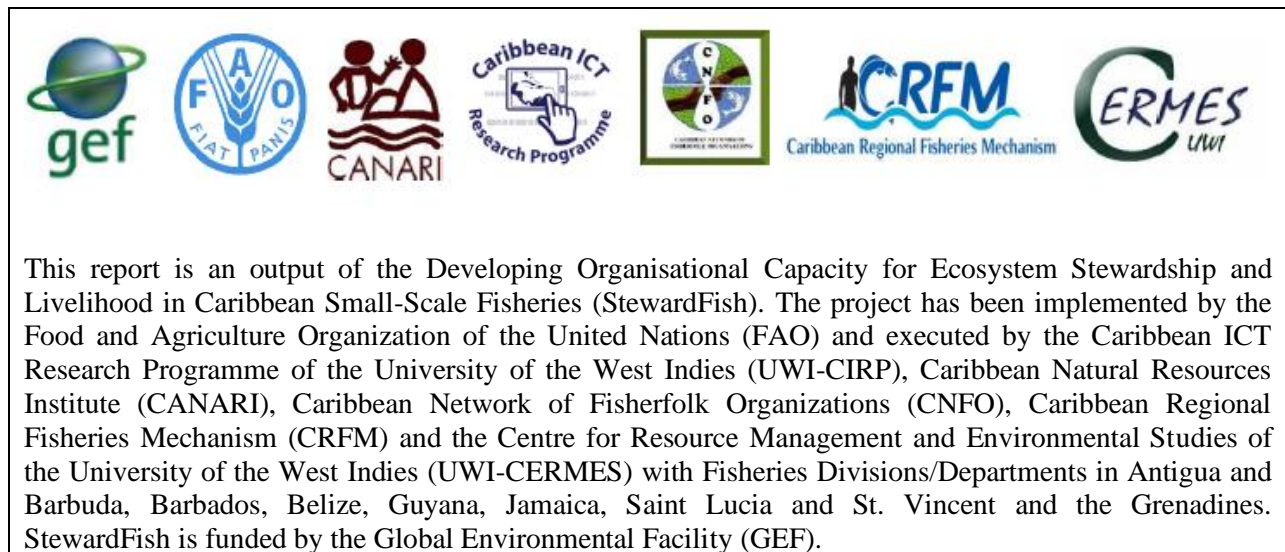
CRFM Technical & Advisory Document - Number 2021 / 11

FINAL TECHNICAL REPORT: REVIEW OF EXISTING FUNCTIONS OF THE FISHERIES ADVISORY COMMITTEE IN ANTIGUA AND BARBUDA

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EXECUTIVE SUMMARY

Fisheries, as an important sector in Antigua and Barbuda, contributes to the maintenance and sustainability of fragile coastal ecosystems, economic diversification and much needed livelihood opportunities in many rural communities. Fishing operations are all characterized as small-scale but most stakeholders within the sector focus mainly on livelihood and economic benefits rather than on issues of governance, ecosystem stewardship and sustainability.

Antigua and Barbuda, as a member of the Caribbean Regional Fisheries Mechanism (CRFM) Member States, is participating in the Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (*StewardFish*) project, part of a larger project involving countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region). In 2013, the CLME+ region adopted a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ SAP) with six (6) strategies focusing on governance and the main marine ecosystems of the region. This pilot project focuses specifically on fisheries governance and ecosystem stewardship in Antigua and Barbuda.

An institutional analysis and organisational assessment done by CANARI¹ has highlighted various challenges hindering “the engagement of fishers and their organizations in the sustainable management of fisheries in the region.”² The strategies of CLME+ SAP seek to address the three identified threats of unsustainable fisheries, habitat degradation and pollution at all levels of governance. It is generally felt that stakeholders are not sufficiently engaged in overall governance and decision-making within the fisheries sector. The StewardFish Project is aimed at addressing the challenges and priority gaps identified in the institutional analysis and organizational assessment of the Fisheries Division, the primary fisheries-related state agency, in Antigua and Barbuda. The purpose of this assignment is to improve the capacity of the Antigua and Barbuda Fisheries Division to support fisherfolk organizations and roles in stewardship through a review of the existing functions of the Fisheries Advisory Committee (FAC) and development of a digital calendar as a communication product to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

The review of the functions of the FAC is supported by existing information from both published and unpublished literature. Additional data and information was gained from a questionnaire administered to key informants as stakeholders within the fisheries sector. Based on the results and discussions, recommendations were made. The main recommendations include but not limited to the following:

1. The mandatory establishment of the FAC with a legal mandate and members representing stakeholders proportionately based on the level of importance and their direct contribution to the sector.
2. The formal development of an umbrella fisherfolk organisation that should also be able to represent fisherfolk at the highest levels.

¹ Caribbean Natural Resources Institute (CANARI). 2020. *Institutional Analysis and Organisational Assessment of Fisheries-Related State Agencies for Enabling Ecosystem Stewardship in the Fisheries Sector of Antigua and Barbuda*

² TOR given as Appendix 1

3. Ensure that fisherfolk are appropriately trained in specific areas such as participatory processes, governance, project management, conflict resolution and issues related to ecosystems and other related environmental aspects.
4. Through the Fisheries Division, the government should provide the necessary support and resources to stakeholders so that fisherfolk and their organisations can contribute more towards ecosystem stewardship.
5. The development of “Trainer of Trainers” programmes for all fisheries governing bodies including the Barbuda Local Council and leaders of fisherfolk organisations.
6. An appropriate communication system / network developed to assist stakeholders in the sharing and distribution of information.
7. The formation of a partnership and network for ecosystem stewardship to include fisherfolk at the landing site, zonal and national levels. Inter-sectoral linkages could also be created and so strengthen relationships among multiple marine users, especially in relation to fisherfolk, tourism operators and other coastal resource users.
8. Through the various networks and systems, regular training should be organised for stakeholders including fisherfolk organisations to enhance their engagement in decision-making.
9. Past successes should be actively publicized.
10. More research should be encouraged amongst stakeholders throughout the fisheries sector. This could also be done specifically in partnership with local and regional educational institutions.

The recommendations provided are expected to assist the Fisheries Division in increasing their capacity to support fishing industry stewardship. It is also part of an effort to devise a suitable mechanism to improve the structure and function of the FAC, ultimately assist in increasing stakeholder participation at every level of governance within the fisheries sector.

LIST OF ACRONYMS AND ABBREVIATIONS

ABFA	Antigua and Barbuda Fishermen Alliance
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CARIFICO	Caribbean Fisheries Co-management Project
CBMR	Cades Bay Marine Reserve
CCCFP	Caribbean Community Common Fisheries Policy
CNFO	Caribbean Network of Fisherfolk Organisations
CLME+Region	Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region)
CLME+ C-SAP	Civil Society Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems
CLME+ SAP	Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems
CRFM	Caribbean Regional Fisheries Mechanism
CFO	Chief Fisheries Officer
EAF	Ecosystem Approach to Fisheries
FAC	Fisheries Advisory Committee
FAD	Fish Aggregating Device
FAO	Food and Agriculture Organization of the United Nations
FFA	FAD Fishers Association
FMDP	Fisheries Management and Development Plan
GDP	Gross Domestic Product
JICA	Japan International Cooperation Agency
NFMDP	National Fisheries Management and Development Plan
NFO	National Fisheries Organisations
NFFO	National Fisherfolk Organisation
PSA	Public Service Announcement
SocMon	Socioeconomic Monitoring
StewardFish	Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries
WRI	World Resources Institute

1.0 INTRODUCTION

Fisheries has always been an important sector in Antigua and Barbuda. It contributes to the maintenance and sustainability of fragile coastal ecosystems, economic diversification and much needed livelihood opportunities in many rural communities. Fishing operations in the marine fisheries vary depending on the fleets and gears used but all are characterized as small-scale in Antigua and Barbuda. Fishers operate from over twenty landing sites that range from multi-million dollar fishing complexes with cold storage and processing facilities to undeveloped beach areas. Most stakeholders within the sector focus mainly on livelihood and economic benefits rather than on issues of governance, ecosystem stewardship and sustainability.

Antigua and Barbuda is one of the seven Caribbean Regional Fisheries Mechanism (CRFM) Member States participating in the Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (*StewardFish*) Project. This is part of a larger project involving countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region). In 2013, these countries adopted a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ SAP). The CLME+ SAP consists of six (6) strategies focusing on governance and the main marine ecosystems of the region. This pilot project focuses specifically on fisheries governance and ecosystem stewardship in Antigua and Barbuda.

An institutional analysis and organisational assessment done by CANARI³ has highlighted various challenges hindering “the engagement of fishers and their organizations in the sustainable management of fisheries in the region.”⁴ The StewardFish Project is aimed at addressing the challenges. According to the terms of reference (TOR) for Antigua and Barbuda, “the purpose of this assignment is to improve the capacity of the Antigua and Barbuda Fisheries Division to support fisherfolk organizations and roles in stewardship through a review of the existing functions of the Fisheries Advisory Committee (FAC) and development of a mechanism with communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship”.

2.0 OVERVIEW AND CONTEXT

The strategies of CLME+ SAP seek to address the three identified threats of unsustainable fisheries, habitat degradation and pollution at all levels of governance. It is generally felt that stakeholders are not sufficiently engaged in overall governance and decision-making within the fisheries sector. Stakeholders may be defined as people with rights to, responsibilities for and interest in a resource (CANARI, 2011). The institutional analysis and organisational assessment (CANARI, 2020) identified several challenges that hinder “the engagement of fishers and their organizations in the sustainable management of fisheries in the region”. These are shown in Figure 1.

³ Caribbean Natural Resources Institute (CANARI). 2020. *Institutional Analysis and Organisational Assessment of Fisheries-Related State Agencies for Enabling Ecosystem Stewardship in the Fisheries Sector of Antigua and Barbuda*

⁴ TOR given as Appendix I

Figure 1 Challenges Hindering the Engagement of Fishers and their Organizations in Sustainable Management



This pilot project will aim to address the challenges in Antigua and Barbuda by providing empowerment and institutional support to fisherfolk through their involvement in resource management and decision-making. This will be achieved through the development of organizational capacity for fisheries governance and the enhancement of ecosystem stewardship for fisheries sustainability. As a result, fisherfolk are expected to improve their organizational capacity to meet objectives that enhance well-being and sustainable livelihoods. In addition, there should be increased participatory Ecosystem Approach to Fisheries (EAF) at all levels. The Fisheries Division (the primary fisheries-related state agency in Antigua and Barbuda) will increase their capacity to support fishing industry stewardship.

3.0 OBJECTIVE, PURPOSE & EXPECTED RESULTS

3.1 Overall Objective

The primary objective of this consultancy is to implement the pilot project to address the priority gaps identified in the institutional analysis and organizational assessment of the Fisheries Division of Antigua and Barbuda. There will be a major focus on the structure and function of the FAC.

3.2 Purpose

The purpose of this assignment is to improve the Antigua and Barbuda Fisheries Division's capacity to support fisherfolk organizations and provide greater definition to their roles in ecosystem stewardship. Emphasis will be placed on the level of stakeholder participation in fisheries governance and decision-making.

3.3 Expected Results

Recommendations will be provided to assist the Fisheries Division in improving their capacity to support fisherfolk organizations and defining roles of stakeholders in ecosystem stewardship. It is also part of an effort to devise a suitable mechanism to improve the structure and function of the FAC. Ultimately, it should assist in increasing stakeholder participation at every level of governance within the fisheries sector.

4.0 METHODOLOGY

Within the wider StewardFish project, the Caribbean Natural Resources Institute (CANARI) has provided an institutional analysis and organisational assessment in key fisheries-related state agencies with specific recommendations that will help to improve the governance and management capacity of the Fisheries Division in the context of increasing support for ecosystem stewardship by fisherfolk and their organisations. The analysis and assessment was used as a base for the review of the existing functions of the FAC. A desk study formed the main instrument utilized in the process. Other available and related literature was reviewed. In consideration of the protocols and the rapidly changing national COVID-19 environment in Antigua and Barbuda, the number of fisherfolk successfully consulted was limited. A specific questionnaire⁵ was administered (by email in addition to direct telephone) in this process (Appendix II). As with the institutional analysis and organisational assessment, stakeholder involvement focused on leaders of fisherfolk organisations and key personnel within the fisheries sector⁶ (Appendix III). These formed a specified focus group and their responses were used to stimulate discussion of major issues.

The review of the existing functions of the FAC was assisted by the development of a communication product to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship. This took the form of a digital calendar that incorporates the programmes, plans and activities of the Fisheries Division. Most stakeholders recommended improving current (mainly traditional) means of communication due to the low level of digital technology use by fisherfolk. Traditional forms of sharing information included: printed material such as leaflets/flyers, pamphlets, and brochures in addition to radio and TV programmes, advertisements and public service announcements (PSAs). It is expected that this view and preference would change as a result of the pilot project and moving forward.

5.0 SYNOPSIS OF THE INSTITUTIONAL ANALYSIS AND ORGANIZATIONAL ASSESSMENT

This section provides a synopsis of the institutional analysis and organizational assessment⁷ in key fisheries-related state agencies of Antigua and Barbuda. The outline will also reflect this.

5.1 Identified Issues and Gaps

5.1.1 Vision, Mandate and Culture

The Fisheries Division is mandated to directly⁸ and indirectly⁹ support ecosystem stewardship. In principle, the Fisheries Division practices ecosystem stewardship by fisherfolk through stakeholder participation and mandatory training for registered fishers. The Division also embraces collaborative management of coastal and marine ecosystems and promotes the principle of an ecosystem approach by all stakeholders operating within these environments¹⁰. Stakeholders operating within the coastal and marine environment should take an integrated approach to the use of the resources of the sea and adjoining areas. This is particularly applicable to tourism and its related sectors as well as fisherfolk and their organizations as all the ecosystems within which they operate are related.

⁵ Given as an appendix.

⁶ A list of the main respondents is given as an appendix.

⁷ CANARI (2020)

⁸ According to the Fisheries Act (2006), the vision clearly reflects principles of ecosystem stewardship.

⁹ Stipulated through the role of the Chief Fisheries Officer as outlined in the Fisheries Act (2006)

¹⁰ Stakeholders are involved in both land-based and sea-based activities all of which will impact the natural environment.

Figure 2 Identified Core Values and Beliefs of The Fisheries Division

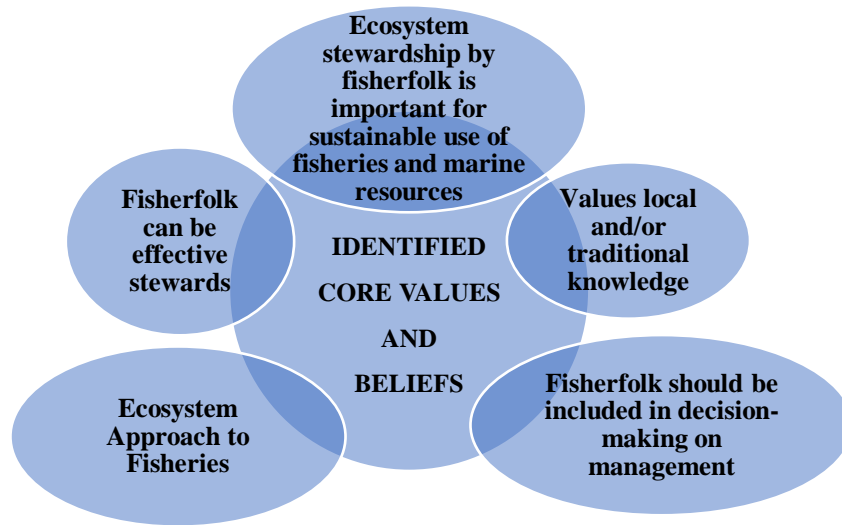
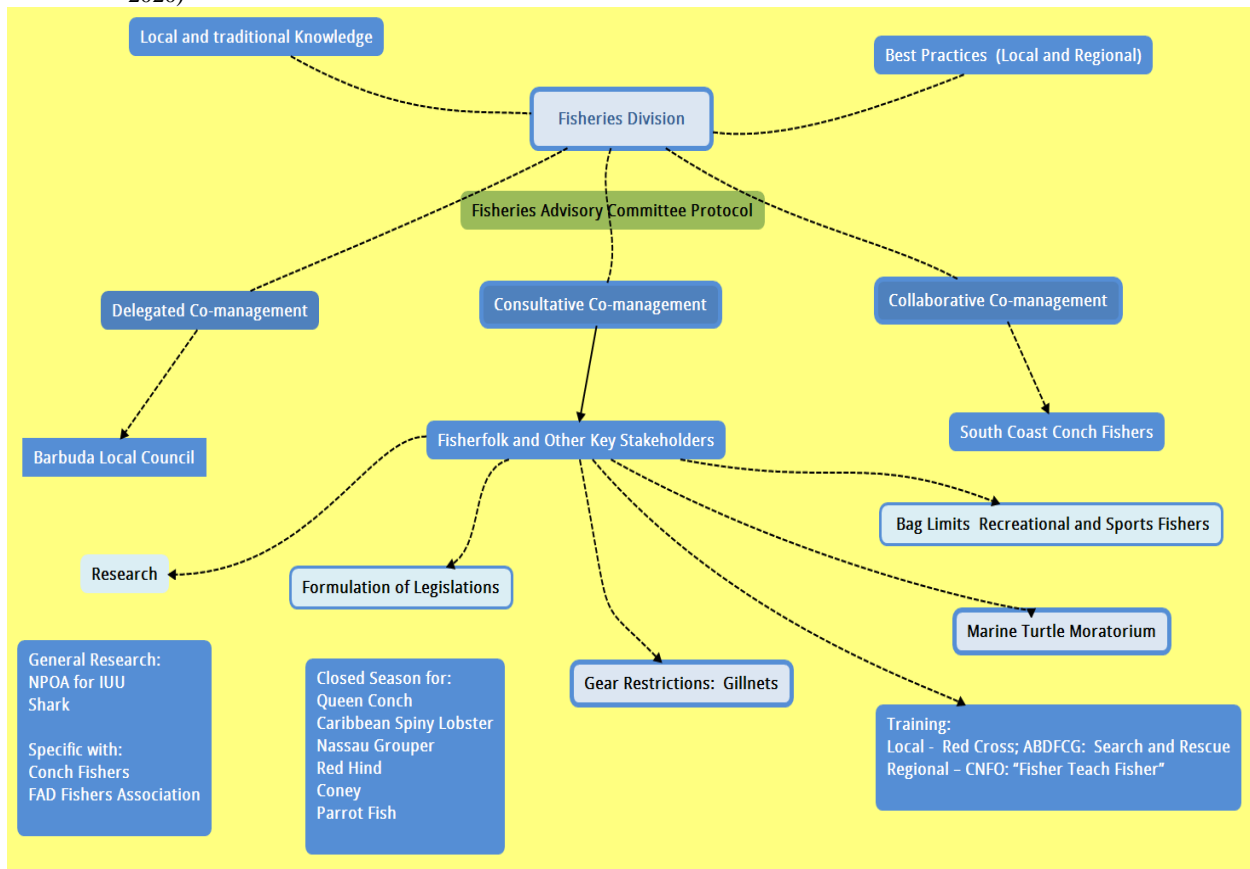


Figure 2 gives an indication of the core values and beliefs of the Fisheries Division as identified by their practices. Other stakeholders will need to operate by similar values and principles. The values and beliefs are embodied, whether directly or indirectly, within the current fisheries legislations. The ideal would be to have an umbrella body to manage the coastal zone of Antigua and Barbuda. This had been suggested in the past but has never materialized. As a result, there is no real coordinated management of marine resources as various entities are responsible for different aspects within the same space.

5.1.2 Practices

At present, the FAC is non-functional mainly because it is only an advisory body and is not statutory. Its establishment is left to the discretion of a Minister. In the absence of a functioning Fisheries Advisory Committee in Antigua and Barbuda, the Fisheries Division engages fisherfolk and their organizations through various co-management processes. These are illustrated in the decision-making framework in Figure 3. The overall process is administered by the Fisheries Division who engage stakeholders through various co-management arrangements and informally use some of the FAC protocols to provide advice to the minister responsible for fisheries. The end result is the involvement of some fisherfolk and organizations in research and the provision of information for the formulation of legislations. However, while the Fisheries Division attempts to fill the gap of the non-functioning FAC, the fisherfolk need to be more directly involved in the decision-making process in fisheries governance in Antigua and Barbuda.

Figure 3 Current Decision-making Framework of the Fisheries Division (Adapted from Horsford and Lay. 2013, CANARI, 2020)



Barbuda with its history of community-based natural resource management¹¹ operates under a legislative framework for delegated co-management with the establishment of the Barbuda Local Government Act of 1976 (Horsford and Lay, 2013). The Barbuda Local Government Act provides the authority to an elected community Council to administer fisheries (Part V, Section 4c) with additional powers to make by-laws concerning fishing and fish intended for human consumption (Part V, Sections 19[1] [xxxii] and [viii]). Horsford and Lay (2013) noted that in delegated co-management, the government delegates powers to stakeholders to make decisions but there is limited participation of Barbudans even though there are open house sessions and village meetings held by the Council.

Collaborative Co-management (government and stakeholders share decisions¹²) occurred between the Fisheries Division and queen conch (*Strombus gigas*) fishers from the South Coast of Antigua. The successful collaboration involved data collection for education and research in an effort to effectively manage the conch fishery. The Fisheries Division also collaborated with the Caribbean Network of Fisherfolk Organisation (CNFO) in education and public awareness of fishers on the FAO Code of Conduct for Responsible Fisheries and the Ecosystem Approach to Fisheries. Collaboration efforts like these helped to improve *fisher participation in fisheries governance*. The Fisheries Division has been encouraged by these and other initiatives¹³.

¹¹ Based on communal land rights through the Barbuda Act of 1904.

¹² Pomeroy et al, 2003

¹³ Cooperation with JICA in the CARIFICO project involving the FAD Fishers Association (FFA) and a SocMon project involving fisheries stakeholders around Cades Bay Marine Reserve (CBMR).

The Fisheries Division has also engaged stakeholders especially fisherfolk in various consultative processes. There is consultative co-management when government consults with stakeholders but have the final decision¹⁴. Co-management initiatives aimed at education and public awareness, research, training, formulation and amendment to legislation have allowed the Fisheries Division to engage with fisherfolk and other key stakeholders as part of its fisheries governance process. However, stakeholder participation in the process has proven inadequate even when there is public or national consultations.

5.1.3 Knowledge and Skills

The Fisheries Division is currently endowed with a technical staff that is diverse in academic background, knowledge and skills necessary to assist fisherfolk in several areas. New officers are generally integrated into a framework of on-the job training where they develop capacity to function in the different program areas. Figure 4 shows some of the main knowledge base and skill sets from which the Fisheries Division operates.

The Fisheries Division has some capacity to provide training for/to fisherfolk mainly in technical areas and organizational strengthening due to the education background

of officers. Specific training in areas dealing with gender mainstreaming, conflict resolution and mediation are generally outsourced (CANARI, 2020). CANARI (2020) also identified the need for training of staff to develop capacity in train the trainer programmes especially in relation to gender mainstreaming, conflict resolution and mediation.

5.1.4 Resources

Human resources within the Fisheries Division are sufficient to provide technical support to fisherfolk and their organizations. Budgetary constraints have led to funding being mainly provided through various government sourced projects from external donor agencies. These projects provide assistance to fisherfolk directly (materials, equipment, technology and training) and indirectly (country receive fishing facilities, equipment and technology to the benefit of all stakeholders). Fisherfolk also develop and access networks with regional partners since some of the projects are regionally oriented. They could also accrue greater benefits if they directly source their own funding. At the national level, greater budgetary allocations to the Fisheries Division could mean a more dominant role demonstrated in potential inter-sectoral coastal management and the provision of proper representation for fisherfolk organizations in reference to cross-sectoral issues.

Figure 4 Knowledge Base and Skills in the Fisheries Division



¹⁴ Pomeroy et al, 2003

In Antigua and Barbuda, fisheries is considered as part of the agriculture sector, which is low in priority in the context of the national budget. As a result, stakeholders of the sector are low on the representation power scale of inter-sectoral committees¹⁵. This situation needs to be changed.

5.2 Indicative Recommendations

5.2.1 Policy, Legal and Planning Context for Ecosystem Stewardship

The Fisheries Act (2006)¹⁶ states that “the Minister **may** appoint a FAC to advise on the responsible management and sustainable development of fisheries and aquaculture activities”. Part II of the Fisheries Regulations (2013) speaks directly to the establishment of the FAC outlining its structure and functions. The Act also charges the Chief Fisheries Officer with the preparation of a Fisheries Management and Development Plan¹⁷ (FMDP). It is essential that the formal National Fisheries Management and Development Plan (NFMDP) be not only developed but also maintained. The current outdated plan could always be used as a basis. The NFMDP will give direct guidance to the policy, legal and planning framework for ecosystem stewardship.

5.2.2 Mechanisms for Fisherfolk Participation in Decision-making

Direct preference is shown for the current method of consultations in which key stakeholders or resource users are consulted (whether at a small group level or nationally) by the Fisheries Division but a legal mechanism for fisherfolk participation in decision-making is still critical. Stakeholders have made an urgent call for mandatory establishment of the FAC with a legal mandate. “The Minister **may appoint** a FAC” indicates the discretionary nature of the establishment of the FAC. Another recommendation is that members should adequately represent fisherfolk and their needs and be specifically trained in participatory processes. This will strengthen fisherfolk (and their organizations) development and enhance their capacity to participate in decision making within the fisheries sector.

There is great support for the development of an umbrella fisherfolk organization. The existing but informal Antigua and Barbuda Fishermen Alliance (ABFA) can be strengthened into a formalized structure that represents fisherfolk organizations across Antigua and Barbuda. This would involve the introduction of a vigorous education and awareness programme among fisherfolk about the benefits of cooperatives. They can learn from best practices and experiences of other national fisheries organizations (NFOs). This could be achieved through cooperation and networking with the CNFO. Once formalized, a strong ABFA can be the fisherfolk representative on any committee dealing with the re-establishment of the FAC.

5.2.3 Support and Resources Available to Fisherfolk and their Organisations for Ecosystem Stewardship

There should always be adequate support and resources available to fisherfolk and their organisations for ecosystem stewardship. Once fisherfolk and their organisations are fully established, participatory monitoring and evaluation systems could be established routines to ensure long-term sustainability of support and resources. It is critical that the support provided is based on the needs of fisherfolk and other relevant stakeholders. For long-term projects, baseline assessments will be necessary to gain stakeholder approval prior to providing support. All governing bodies within the fisheries sector will need to develop technical expertise regarding conducting of and organising training. This is even more critical for the Barbuda Local Council¹⁸. The Fisheries Division should also share information on grant funding specific

¹⁵ The tourism sector holds the highest rank based on its perceived importance and contribution to Gross Domestic Product (GDP). It has great representative power on inter-sectoral committees.

¹⁶ Fisheries Act (2006) Part II, Sub-section 7 (1).

¹⁷ Fisheries Act (2006) Part II, Sub-section 5 (1).

¹⁸ The Barbuda Local Government Act gives the Barbuda Local Council authority to manage fisheries in and around Barbuda island.

to long term project initiatives and specifically prioritise the sourcing of funding or resources for such projects when proposed by fisherfolk.

5.2.4 Partnerships and Networks for Ecosystem Stewardship

With adequate support and resources, stakeholders within the fisheries sector will need to form partnerships and networks for ecosystem stewardship. At the regional level, there is the Civil Society Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ C-SAP), 2018-2030.¹⁹ National fisherfolk organisations (NFOs) can benefit from networking with the CNFO. Formalised networks of fisherfolk organisations will allow for regular meetings of stakeholders and knowledge and experiences can be shared. Network building supported by specific programmes focused on developing team building and leadership capacities of fisherfolk can transform their organisations. Within the sector, there are ‘champions’ who can effectively lead through/by example. This can alter the perceptions of fisherfolk and greatly encourage their participation especially in decision-making. With strengthened organisational representation and developed ‘lobbying’ capability, fisherfolk and their organisations should be empowered and better equipped to engage in meaningful partnerships. This can lead to solutions through inter-sectoral linkages that strengthen relationships among multiple marine users, especially in relation to fisherfolk and the tourism operators. For example, the beach is an important recreational resource in tourism while it is a critical habitat for marine turtles and other fish species managed by fisheries. Another example involves ecosystems such as coral reefs and mangroves. Both are critical habitats for many fish species harvested by fishers. For tourism, particularly the dive boat operators, the emphasis is on preservation of the same fish species as an important part of the recreational experience. Mangrove areas are always under threat where there are competing uses – areas cleared for hotel construction destroying the natural environment for the many animal and plant species. In addition, the sea space can become polluted by the many vessels traversing the area. All these examples point to the need for a coordinated management effort.

5.2.5 Communication of Information on Sustainable Practices for Fisheries Resources Use

Fisherfolk organisations should possess the ability to highlight and represent their causes and be engaged in decision making through regular training on strategies of communication, marketing and social media management. This once developed can enable fisherfolk organisations to promote ‘good stewards’ practices. This initiative could be further developed through inter-agency connections with other civil society organisations and related stakeholders. Simple steps, such as improving public image through the general maintenance of landing sites were recommended (CANARI, 2020). It was noted that fisherfolk can learn from their peers through peer sharing exhibitions and strengthened fisher training programmes and an interagency communication policy may be needed to transfer information from top management to grassroots level, for sharing project information at regional and national levels, and also to facilitate coordination among project agencies. In addition, education on regional policies can be incorporated through the license training programme of the Fisheries Division or communicated through outreach sessions.

¹⁹ CANARI, 2018, accessed at <https://www.canari.org/wp-content/uploads/2017/08/csapbookletenglishfinal.pdf>

6.0 REVIEW OF FUNCTIONS OF FAC

In Antigua and Barbuda, the FAC is an advisory body appointed by the Minister with responsibility to consider and advise the Minister on any initiative for the fisheries and aquaculture sector²⁰. The appointment is however discretionary (Horsford & Lay, 2013). The FAC was established in 1985 but has not functioned since 1995.²¹ At its inception, the FAC was intended to provide a mechanism of representation for stakeholders of the fisheries sector in general and more specifically for fisherfolk. This was the main rationale for the structure (then and now) of the FAC.

6.1 Structure of the FAC

The current structure of the FAC is clearly outlined in the Antigua and Barbuda Fisheries Regulations (2013). These are shown in Box 1.

Box 1 Structure of the FAC

- 1) The FAC shall consist of the following persons:
 - a. a chairman, who shall be appointed by the Minister;
 - b. a deputy chairman, who shall be appointed by the Minister;
 - c. the Chief Fisheries Officer (CFO) or his representative, who shall be the secretary;
 - d. three persons nominated by professional fishers and appointed by the Minister to represent the views of professional fishers one of whom shall be from Barbuda.
 - e. a person to be appointed by the Minister, and;
 - f. a person to be nominated by the Barbuda Council.
- 2) At least one of the persons appointed by the Minister shall be a woman.
- 3) The quorum for conducting the business of the Committee shall be four including the Chairman or in his absence the Deputy Chairman, the Secretary and one member from a professional fishers group.
- 4) The Committee may invite such other persons as it may think fit, to participate in its meetings.
- 5) The Committee may determine its own procedures but shall meet at least twice a year. The Chairman may call a meeting of the Committee at any time, or on the written request of at least two members. A meeting shall convene within fourteen days of the receipt of the request.

Source: Antigua and Barbuda Fisheries Regulations (2013)

Although the FAC appears to have a structured composition it is very arbitrary since most appointments are directly sanctioned by the Fisheries Minister. The consultations revealed that this discretion should be replaced by a more formal / legal mandate. The structure should always reflect the inclusion and influence of fisherfolk and/or their representatives. It was also recommended that the structure should remain simple except in cases where there is significant development and expansion within the sector. Changes in the function of the FAC could also call for changes in the structure.

6.2 Functions of the FAC

The original rationale behind the establishment of the FAC was based on three main objectives²². These include:

- 1) The provision of technical and scientific advice on the management and development of the fisheries resources and sector.

²⁰ Antigua and Barbuda Fisheries Act (2006); Antigua and Barbuda Fisheries Regulations (2013)

²¹ Fisheries Division (1998); Horsford and Lay (2013);

²² Fisheries Division (1984); Fisheries Division (1998)

- 2) The development of a mechanism of communication with professional Fishermen / fisherfolk through their membership on the committee to understand fisheries policy in the context of their livelihoods.
- 3) To gain the support and coordination of other stakeholders that affect the fisheries sector especially in terms of projects related to fisheries management and development.

The current functions of the FAC (Box 2) resulted directly from these objectives. While it may appear that they do not directly address the aspect of ecosystem stewardship, indirectly related issues are dealt with from an operational standpoint.

Box 2 Functions of the FAC

The functions of the FAC are as follows -

- a. to advise the Minister on fisheries management and development;
- b. to consider and advise the Minister on the fisheries management and development plan and the aquaculture management and development plan and on each review of these plans;
- c. to consider and advise the Minister on the need for any amendment to the Act or to any Regulations made under it;
- d. to consider and advise the Minister on any proposals for access agreements, joint venture investment in fisheries, or development projects in the fisheries sector;
- e. regional harmonization of fisheries regimes, including any regional licensing schemes for foreign fishing vessels;
- f. to advise the Minister on the coordination of the policies and activities of Government Departments and ministries with respect to any of the above matters;
- g. to advise the Minister on conditions to be imposed and the fees to be paid by any person or body applying for a license under these Regulations;
- h. to consider and advise the Minister on such other matters as he may from time to time assign to the Committee.

Source: Antigua and Barbuda Fisheries Regulations (2013)

In some ways the structure of the FAC could determine the capacity and effectiveness of the FAC to carry out the functions. Representatives on the committee should possess the necessary knowledge and abilities to adequately perform the required functions. Although the appointment of the committee is discretionary, the functions are however legally mandated. Representatives may need to be appropriately trained to perform the functions.

The FAC is seen just as an advisory body with no real binding decision-making power. There should be greater involvement in decision-making and not just consultation. Fishers provide direct information and data and should therefore perform more direct functions, especially decision-making. Other functions could include involvement in the formulation and implementation of policy and not just limited to general management issues.

6.2.1 Policy and Legal Considerations

From a legal perspective, the current functions of the FAC may be considered very comprehensive, broadly covering various aspects of policy, plans and associated activities within the fisheries sector. Fisheries management is only possible within a suitable and functioning legal framework, which eventually influences the administrative and management functions of the fisheries management agency and the powers, rights and functions prescribed (Cochrane, 2002). The Fisheries Act, No.22 of 2006 and the Fisheries Regulations, 2013, form the primary legislative basis for fisheries management and development in Antigua and Barbuda. These instruments provide the legal basis for the establishment

and operation of the FAC. The Act also provides for the designation of local fisheries management authorities that can play a significant role in the governance of the fisheries sector. The appointment of the FAC in Antigua and Barbuda should be mandatory, as is the case of Barbados²³ where the Minister **shall** by instrument in writing appoint a committee to be called the Fisheries Advisory Committee to provide advice on various fisheries related issues.

6.2.2 Management Context

Management advice is one of the key functions of the FAC. To achieve effective fisheries management, both strategic (policy goals and long-term view of the fishery) and tactical (short-term) planning and implementation are necessary (Cochrane, 2002). This can be reflected in the legally mandated Fisheries Management and Development Plan (FMDP) which should always be kept current.²⁴ Focus group respondents share the view of Cochrane (2002) that the tasks of management should be formally shared between government and stakeholders, through various co-management approaches, especially considering that fisheries management is multi-disciplinary and requires input from a variety of specialists. It was also noted that effective managers, as good leaders, should possess the necessary skills in negotiation, conflict resolution and communication. Managers (including the Fisheries Division, Members of the FAC, fisherfolk champions and leaders of fisherfolk organisations, in particular) should be appropriately trained in the relevant areas. Information dissemination should flow smoothly to all stakeholders for them to facilitate consensus and knowledgeable decision-making.

Through consultation, there is already some level of consensus building by voting or other means. Voting should always be based on facts since information sharing is limited.²⁵ There are also critical issues of accountability and transparency. A legally constituted and empowered FAC would be more accountable. For greater transparency, this should be accompanied by adequate sharing of appropriate information and data with all stakeholders. Stakeholders need to ‘know’.²⁶ In terms of digital technology and based on fisherfolk development different methods will need to be applied in the sharing and distribution of information and data.

Meetings in whatever form is still a good way of sharing and distributing information and data. Current situations may provide its limitations. The COVID-19 pandemic has introduced various protocols that introduce limitations on physical contacts between individuals and the number of persons who can meet in a single space. Meeting electronically also has its limitations with accessibility and some fisherfolk lack the ability and capacity to cope with digital technology. Stakeholders should be met where they are. Whether through visual printed material or audio-video, information should be shared to stakeholders especially fisherfolk. Available platforms should utilize information facilities (including notice boards) at landing sites and other places where fisherfolk generally meet²⁷. The general population can be reached through the mass media and general electronic means. This should also include the dissemination of decisions of the FAC. Even with limitations of the electronic media, FAC information should be in the public domain. Stakeholders need the use of every available and appropriate media to be always relevant since they should be deeply involved with governance issues.

²³ McConney, Mahon and Oxenford. 2003

²⁴ FMDPs should always be updated at least every five or ten years as situations could constantly change.

²⁵ Less than half of the fisherfolk have direct access to current digital technology such as emails and internet in general.

²⁶ Knowledge leads to more informed decision-making.

²⁷ For example, at bars.

6.2.3 Governance Issues

Fisheries governance, as a broader concept than fisheries management includes several issues. Cochrane (2002) defined governance as ‘the whole of public as well as private interactions taken to solve societal problems and create societal opportunities’. Over the past decades, there has been a gradual shift from a “top-down” and centralised form of fisheries governance to one that is “participatory” and devolved in Antigua and Barbuda (Horsford and Lay, 2013). It was also noted that incorporating the social and political sciences in addition to the traditional natural sciences, provide potential benefits from greater involvement of stakeholders in the decision-making process and institutional framework. Some potential benefits of good governance are given in Box 3.

Box 3 Potential Benefits of Fisheries Governance

- Increased understanding of management decisions
- Improved compliance by ecosystem user groups
- Mitigation of user conflict
- Improved relationships with stakeholders and
- Increased effectiveness of fisheries governance.

After Horsford and Lay (2013)

Good governance is necessary for the effective implementation of EAF management. The participation of stakeholders in general, and fisherfolk in particular, in the FAC is a form of fisheries governance. Based on representation of fisherfolk, various forms of co-management are involved in the process. Horsford and Lay (2013) described examples of three forms of co-management operating in the fisheries of Antigua and Barbuda as:

- 1) Consultative co-management: The FAC
- 2) Collaborative co-management: Fisheries Division and Queen Conch (*Strombus gigas*) Fishers from the South Coast of Antigua collaborate in research to produce a conch abundance survey for sections of the waters of Antigua and Barbuda. While harvesting conch for livelihood, fishers provided the necessary data and information for the research²⁸. This is also the case with the recently incorporated Fish Aggregating Device (FAD) Fishers Association, which in collaboration with the Fisheries Division built FADs, exploited deep-sea fish species and provided data and information mainly for the purpose of research²⁹.
- 3) Delegated co-management: The Barbuda Local Council administers the local fisheries through a subcommittee comprised of representatives of the Council and other relevant stakeholders, with Barbuda Fisheries serving as the implementing arm of the Council.

All respondents from the focus group agree with Horsford and Lay (2013) that the FAC needs to operate as a collaborative co-management mechanism. It was suggested that if re-established, the FAC could function better as a mechanism for stakeholder participation if the actions given in Box 4 are followed. It was also suggested that these steps could also transition the FAC towards a collaborative co-management mechanism.

²⁸ Tewfik et. al (2001)

²⁹ The Japan International Cooperation Agency (JICA) sponsored Caribbean Fisheries Co-management Project (CARIFICO) - https://www.jica.go.jp/project/all_c_america/003/materials/ku57pq00002a:zffn-att/CARIFICO_Pamphlet.pdf

Box 4 Actions Required for a Better Mechanism of Stakeholder Participation

- 1) Mandatory establishment of the FAC enshrined in law.
- 2) Incorporate a provision to consult with stakeholders in the FAC legal mandate.
- 3) Transition stakeholder membership to representation by organisation as the first option for selection.
- 4) Incorporate provisions related to accountability and transparency in the FAC legal mandate.
- 5) Ensure members of the FAC are adequately trained in areas such as consensus decision-making and participatory planning to better facilitate the participatory process.
- 6) Access to information and transparency in policy.

Modified Horsford and Lay, 2013

6.2.2.1 Ecosystem Approach

Several authors have used the Food and Agriculture Organisation of the United Nations (FAO) definition of the ecosystem approach to fisheries (EAF); the “EAF strives to balance diverse societal objectives, by taking account of the knowledge and uncertainties about biotic, abiotic and human components of ecosystems and their interactions and applying an integrated approach to fisheries within ecologically meaningful boundaries”. (Cochrane, 2002; De Young, Charles and Hjort, 2008). It is an approach or process that explicitly takes account of ecosystem processes in the formulation of management measures (Sissenwine and Murawski, 2004).

The real purpose of the EAF is to plan, develop and manage fisheries so as to address the multiple needs and desires of societies in a sustainable manner. It is a more inclusive approach in terms of the diversity of stakeholder involvement, which enforces the need for science and governance institutions to evolve and implies considerations of human activities well beyond the scope of most resource-based institutions. Engulfed in the concept of the EAF is the principle of co-management. Box 5 gives some descriptions of co-management. All involve some level of stakeholder participation. Horsford and Lay (2013) described the consultative co-management process dominating the fisheries sector and consequently the FAC in its current context. Although non-binding, States are expected to facilitate consultation and effective participation in decision-making (Article 6 of the FAO Code of Conduct on Responsible Fisheries). The Caribbean Community Common Fisheries Policy (CCCFP) strongly supports dissemination of information and public awareness activities for fisheries stakeholders³⁰.

³⁰ CCCFP Articles 16 and 17 in CRFM (2020)

Box 5 Descriptions of Co-management

...an arrangement where responsibility for resource management is shared between the government and user groups. (Sen and Nielsen, 1996, p. 406)

...the collaborative and participatory process of regulatory decision-making among representatives of user-groups, government agencies and research institutions. (Jentoft et al., 1998, p. 423-4)

...various degrees of delegation of management responsibility and authority between the local level (resource user/community) and the state level (national, provincial/state, municipal). (Pomeroy, 1995, p. 150)

...a partnership arrangement using the capacities and interests of the local fishers and community, complemented by the ability of the government to provide enabling legislation, enforcement and conflict resolution, and other assistance. (Pomeroy and Berkes, 1997, p. 465)

After De Young, Charles and Hjort, 2008

The principle of management in the context of EAF may be difficult to measure considering that various models used may have embedded uncertainties. EAF models may represent simplification of reality and each model could present its advantages and disadvantages (Plagányi, 2007). Each model, however, has value.

6.2.2.2 Stewardship Responsibilities

The fishing sector consists of a number of dynamic components, which interact with other sectors through the ecosystem and biological resources, the stakeholders and the market. Stakeholders may be considered as individuals or groups with common interests in the fishery management processes or claims on the fisheries resource. There is a direct need for stakeholders to understand ecosystem stewardship and genuinely participate in fisheries governance. This can help to facilitate the identification of acceptable management systems and also promotes compliance with laws and regulations. For fisheries management to be successful, a suitable and functioning legal framework is a primary requisite. In terms of the FAC, the legal framework will influence its functions. The various mechanisms of partnership including forms of co-management and participatory governance systems require a legal basis if they are to be effective, especially in the context of stewardship. It could also increase the level of ownership of the resources and general participation by stakeholders.

The level of participation is indicative of the effectiveness of stewardship. Insufficient or ineffective participation of stakeholders can lead to poor stewardship (De Young, Charles and Hjort, 2008). Good governance will also ensure good stewardship.

7.0 RECOMMENDATIONS (including Lessons Learned)

Based on the status quo of the Fisheries Division and the FAC in Antigua and Barbuda, certain general recommendations are evident. For these to be more effective, certain conditions are critical. At the heart of the issue, there is the direct need for the development of the NFMDP as a guideline for the path of the policy, legal and planning framework for ecosystem stewardship. In addition, all fisherfolk organizations (formal and informal) must be recognized as important contributors to decision-making within the fisheries sector. This should help to ensure that they have a powerful voice among the fisheries stakeholders. The main recommendations include but not limited to the following:

1. The mandatory establishment of the FAC with a legal mandate and members representing stakeholders proportionately based on the level of importance and their direct contribution to the sector. Theoretically, the establishment of the FAC appears to be legally mandated but from a practical standpoint actual appointments depend on the discretion of a Minister who has the authority to appoint some committee members and could compromise the representativeness of the committee. Every fishery or bases of fishing operations should be represented. Fisherfolk should be encouraged to actively participate in the local organizations. Stakeholders should be organized around specific interests.
2. An umbrella fisherfolk organization should be formally developed for Antigua and Barbuda. The existing or new umbrella organization should develop the capacity in advocacy, leadership, training of trainers, ecosystem stewardship, education and public awareness. They should also be able to represent fisherfolk at the highest levels. Strong local fisherfolk organisations can be catalysts in the development of umbrella bodies. At a broader level, the formation of a coastal zone institution could be essential for the governance of the coastal and marine environments.
3. Fisherfolk should be appropriately trained in specific areas such as participatory processes, governance, project management, conflict resolution and issues related to ecosystems and other related environmental aspects. This will enhance ability and increase capacity for involvement in participatory and other processes especially considering the focus on ecosystem stewardship.
4. Through the Fisheries Division, the government should provide the necessary support (technical or otherwise) and resources (directly based on needs) to stakeholders. Budgetary allocations and personnel (specialists in their fields) for education, training and project development within the fisheries sector can help to provide material, equipment, technology and training as direct assistance to fisherfolk. Indirect assistance comes when the country receives fishing facilities, equipment and technology from which all stakeholders can benefit. Fisherfolk and their organizations can contribute more towards ecosystem stewardship. This should enhance participatory monitoring and evaluation systems that may be established.
5. “Trainer of Trainers” programmes should be developed for all fisheries governing bodies including the Barbuda Local Council and leaders of fisherfolk organizations. Training should start in the areas of greatest need based on a national assessment. Technical assistance could be sought not only locally but also regionally and internationally. This initiative could benefit from resources of the leadership institute developed by the CNFO.
6. An appropriate communication system / network should be developed to assist stakeholders in the sharing and distribution of information. Through this network information on grant funding specific to various project proposals and other initiatives could be shared. National strategies need to be developed. A specific communication plan for the fisheries sector could be an asset for Antigua and Barbuda.
7. A partnership and network for ecosystem stewardship should be formed to include fisherfolk at the landing site, zonal and national levels. This would provide a formalized framework to set the pattern for regular and organized meetings and eventually the sharing of knowledge and experiences. Relationships developed would be strengthened and an atmosphere for the general participation of stakeholders especially fisherfolk would be created. Inter-sectoral linkages could also be created and so strengthen relationships among multiple marine users, especially in relation to fisherfolk, tourism operators and other coastal resource users. This could also produce increased coordination between the government, local communities and other stakeholders.

8. Through the various networks and systems, regular training should be organized for stakeholders including fisherfolk organizations to enhance their engagement in decision-making. Specific areas such as strategies of communication, marketing and social media management aimed at ‘good stewards’ practices can be included, as appropriate.
9. Past successes should be actively publicized. This can help to motivate participation and eventually involvement of stakeholders in decision-making.
10. More research should be encouraged amongst stakeholders throughout the fisheries sector. This could also be done specifically in partnership with local and regional educational institutions. Priority areas of research can include:
 - Communication and Public Awareness Plans
 - Marketing strategies including socio-economic analyses
 - Cooperative and general organizational arrangements including fisheries governance
 - Ecosystem stewardship
 - Environmental monitoring and evaluation.
 - Where appropriate, research areas may be combined.

8.0 CONCLUSIONS

The establishment and continued maintenance of a FAC for Antigua and Barbuda has been rather unsuccessful over the years. Several factors have contributed to the situation. Currently, the FAC is a consultative co-management mechanism with a weak legislative mandate perceived as grounded in its representation by political patronage and operated with little accountability and transparency within a fisheries and agricultural sector with a very low esteem. This could remain unless the appointment of the FAC by the Minister becomes legally mandated and not discretionary. The legal mandate should also provide for more appropriate representation of stakeholders especially fisherfolk. The system of consultative participation needs to be changed. The FAC needs to transition towards a collaborative co-management mechanism that provides for stakeholder consultation within a legislative framework and participatory process that shows accountability, transparency and appropriately trained stakeholders, who are selected by and representing the relevant organizations. The recommendations proposed are critical if this transformation must take place. There is a dire need for stakeholders to increase their knowledge and understanding of the sector, be appropriately trained, form partnerships and be organised around common interests so that there can be increased participation in decision-making within the fisheries sector.

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APPENDIX 1: TERMS OF REFERENCE

TERMS OF REFERENCE

CONSULTANT SERVICES

Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish)

Technical Support For Implementation of A Pilot Project to Address Priority Gaps in The Fisheries- Related State Agency – Review of the existing functions of the Fisheries Advisory Committee (FAC) and the development of a mechanism with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

ANTIGUA AND BARBUDA

1. Introduction

The fisheries sector is an important driver of economies in the Caribbean region, and healthy fish stocks are vitally important for the sustainability of coastal communities and rural livelihoods. All the countries exploit fisheries resources in their waters, and some beyond. The fishing fleets and fishing gears used in marine capture fisheries are predominantly small-scale. Fishers operate from landing sites that range from undeveloped beaches, where vessels can be hauled or shallow areas where boats can be safely tied or moored to multi-million dollar fishing facilities with processing areas and cold storage.

In 2013, countries bordering and/or located within the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ region) adopted a 10-year Strategic Action Programme for the Sustainable Management of the Shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ SAP). The CLME+ SAP consists of 6 Strategies and 4 Sub-strategies. SAP strategies 1-3, with a focus on governance, are cross-cutting, while strategies 4-6 tackle the three main marine ecosystems (reef, pelagic and continental shelf) in the CLME+ region. The CLME+ SAP aims to contribute to the achievement of the regionally adopted long-term vision of “a healthy marine environment in the CLME+ that provides benefits and livelihoods for the well-being of the people of the region.”

The CLME+ SAP regional and sub-regional attention to transboundary institutional arrangements is necessary, but not sufficient, to address the three transboundary threats of unsustainable fisheries, habitat degradation and pollution at all levels of governance. The dense mosaic of marine jurisdictions, and mobility of fisheries resources and people, also demand the engagement of national and local level, state and non-state, actors to address these threats, and to build resilience in these fisheries socio-ecological systems.

There is a number of challenges that hinder the engagement of fishers and their organizations in the sustainable management of fisheries in the region, including:

- Limited capacity of regional, national and local fisherfolk organizations to participate effectively in fisheries governance
- Fisherfolk have insufficient capacity and knowledge of ecosystem stewardship practices for fisheries sustainability

- Inadequate public awareness of ecosystem approaches to support best practices and ensure compliance
- Poor documentation of successful experiences and practices for sustainable fisheries livelihood strategies
- Inadequate management and collaboration mechanisms to support fisherfolk leaders in monitoring and evaluating projects.

In an effort to address these challenges, the StewardFish project will aim to implement the CLME+ SAP within seven Caribbean Regional Fisheries Mechanism (CRFM) Member States (Antigua and Barbuda, Barbados, Belize, Guyana, Jamaica, Saint Lucia and St. Vincent and the Grenadines) by empowering fisherfolk throughout fisheries value chains to engage in resource management, decision-making processes and sustainable livelihoods with strengthened institutional support at all levels. This will be achieved through implementation of the four project components: 1- Developing organizational capacity for fisheries governance; 2 - Enhancing ecosystem stewardship for fisheries sustainability; 3 - Securing sustainable livelihoods for food and nutrition security; and 4 - Project management, monitoring and evaluation, and communication.

The expected outcomes include the following:

- Outcome 1.1: Fisherfolk have improved their organizational capacity to meet objectives that enhance well-being;
- Outcome 1.2: Fisheries-related state agencies have capacity to support fishing industry stewardship;
- Outcome 2.1: Increased participatory Ecosystem Approach to Fisheries (EAF) application with focus on healthier habitats and pollution reduction;
- Outcome 3.1: Livelihoods throughout fisheries value chains balance development with conservation for food and nutrition security;
- Outcome 4.1: Good governance and learning for adaptation institutionalized among fisherfolk organizations.

The CRFM Secretariat is a project partner with established and recognized expertise in the region and abroad in such areas as fisheries governance and management, capacity building and participatory monitoring and evaluation, and fisheries co-management arrangements. Under Component 1- Developing organizational capacity for fisheries governance, the CRFM Secretariat is responsible for Activity : 1.2.2.1 Undertake pilot projects to address priority implementation gaps and adapt current practices, which is related to Outcome 1.2 above and specifically related to Output 1.2.2: State agency prioritization capacity developed to support fisherfolk organizations and roles in stewardship.

In order to achieve Output 1.2.2, the CRFM Sec. liaised with CANARI during their implementation of Activity 1.2.1.1- Conduct institutional analysis and organizational assessment in key fisheries-related state agencies in Antigua and Barbuda and recommend priority improvement. The institutional analysis and organizational assessment identified current strengths, as well as opportunities for improvement in the Antigua and Barbuda's Fisheries Division, in order to improve its capacity to support ecosystem stewardship by fisherfolk and their organisations.

While the Fisheries Division is considered to be effectively supporting ecosystem stewardship by fisherfolk and their organisations in the capacity area of practices, a gap to be addressed was that although there is no national communication strategy for the Fisheries Division, regional strategies are adapted to best communicate information to fisherfolk. It was highlighted that in the absence of a functioning Fisheries Advisory Committee, the Division includes the opinion of fisherfolk / fisherfolk organisations through co-management processes. Additionally, it was found that the organisation's formal mandate does not speak to supporting ecosystem stewardship by fisherfolk; however, this principle is upheld in practice. The CRFM Secretariat held subsequent consultations with the key stakeholders, which led to

approval of the pilot project “Review of the existing functions of the Fisheries Advisory Committee (FAC) and the development of a mechanism with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.”

2.0 Objective, Purpose & Expected Results

2.1 Overall Objective

The objective of this consultancy is to review the existing functions of the Fisheries Advisory Committee (FAC) and develop a mechanism with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

2.2 Purpose

The purpose of this assignment is to improve the capacity of the Antigua and Barbuda Fisheries Division to support fisherfolk organizations and roles in stewardship through a review of the existing functions of the Fisheries Advisory Committee (FAC) and development of a mechanism with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

3.0 Expected Results

A review of the existing functions of the Fisheries Advisory Committee (FAC) and a mechanism developed with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

4.0 Scope of Work

The Consultant will work under the general direction of the Executive Director of the CRFM to undertake this assignment.

Maren Headley, Programme Manager, Fisheries Management and Development, CRFM Secretariat is responsible for management of the project on behalf of the CRFM.

The scope of work covers all activities necessary to accomplish the Expected Results stated. The main tasks/activities are as follow:

4.1. Inception activities

- 1.) Attend an initial virtual briefing with the CRFM Technical Team to discuss the objectives, activities, approach, expected outputs and any other issues related to the execution of the assignment that require clarification.
- 2.) Within five (5) days of the briefing meeting, The Consultant will prepare a report of the briefing (inception report) and work plan clearly identifying an outline and timelines for the execution of the actions.

4.2 Technical Work

- 1.) Using a participatory approach, review the existing functions of the Fisheries Advisory Committee (FAC) and develop a mechanism with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

4.3. Final Technical Report

- 1.) Prepare a final technical report, taking into account comments provided by the CRFM Secretariat. The report would, at least, contain the following sections: Acknowledgements; Abbreviations and Acronyms; Executive Summary; Introduction; Methodology; Results/Discussion; Conclusions; Recommendations (including lessons learned); Annex 1 Terms of Reference; Annex 2 Inception Report; Annex 3 Consultancy Products, namely: Work plan; A review of the existing functions of the Fisheries Advisory Committee (FAC) and a mechanism developed with one or two communication products to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.
- 2.) Drafts of each product are to be reviewed by the CRFM, prior to finalization.

5.0 Deliverables

5.1 Inception report and work plan.

- 1.) An inception report and work plan clearly identifying an outline and timelines for the execution of the actions.

5.2 Technical Work

- 1.) A review of the existing functions of the Fisheries Advisory Committee (FAC) and a mechanism developed with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.

5.3 Final Technical Report

- 1.) First draft version of a final technical report, which would comprise at least the sections referred to in the scope of work above.
- 2.) Revised and final versions of a final technical report, which would comprise at least the sections referred to in the scope of work above.

5.4 Deadlines for Deliverables

Deliverables	Deadlines for Submission to CRFM Secretariat
5.1 An inception report and work plan clearly identifying an outline and timelines for the execution of the actions.	5 days after inception meeting

5.2 A review of the existing functions of the Fisheries Advisory Committee (FAC) and a mechanism developed with one or two communication product(s) to facilitate participatory decision-making directly related to the fisheries sector that includes fisherfolk and incorporates ecosystem stewardship.	Mar 15, 2021
5.3 Final Technical Report (FTR) * First draft version of the FTR, which would comprise at least the sections referred to in the scope of work above.	Mar 31, 2021
• Revised and final versions of a final technical report, which would comprise at least the sections referred to in the scope of work above.	Apr 12, 2021

6.0 Assumptions & Risks

6.1 Assumptions underlying the project

The following assumptions underlie this Terms of Reference:

- 1.) The Consultant will receive feedback on documents/products in a timely manner.
- 2.) The Consultant will have the support of the StewardFish focal point in each country for the implementation of the pilot projects and development of the appropriate documents/products.
- 3.) The Consultant will have the support of the StewardFish focal point in planning and executing the stakeholder consultations. This will include liaising with stakeholders, and confirming their participation in the consultations (virtual/face-to-face) depending on the national COVID-19 protocols.

6.2 Risks

The following are anticipated risks:

- 1.) The current COVID-19 pandemic could impact data gathering and consultations with stakeholders.

The Consultant should consider alternative methods and approaches for data collection and consultation should these risks arise, which will enable them to deliver the expected outcomes of this project.

7.0 Roles and Responsibilities

The Consultant is responsible for execution of the main Actions and accomplishing the Expected Results and Deliverables as outlined above.

In the conduct of the assignment, the CONSULTANT (criteria are given in Article 11 below) will be supported by the CRFM Secretariat, which will provide overall guidance on implementation of the contract. The CRFM Secretariat will assign two (2) staff (fisheries experts) who will work closely with the team at all times. The CRFM Secretariat will also assist in the circulation of documents for regional-level review; and, facilitate the finalization of all documents produced.

The CONTRACTING PARTY, through the CRFM Secretariat in Belize and St. Vincent and the Grenadines, will provide the assistance to the CONSULTANT in a timely manner, as agreed during the inception meeting and recorded in the inception report:

8.0 Reporting

The CONSULTANT will prepare an inception report and final report. The final technical report should include methodologies used to deliver the various outputs, with lessons learned and recommendations for follow up action, and include final technical deliverables in publisher-ready (in Microsoft Word for Windows) format. The reports should be produced in Microsoft Word for Windows format and submitted electronically to the CRFM Secretariat.

9.0 Logistics

All logistical arrangements pertaining to in-country travel by the CONSULTANT and workshop participants (in accordance with national COVID-19 protocols) are the responsibility of the CONSULTANT.

10.0 Duration

The assignment will require 9 weeks, from the period 15 February 2021 to 16 April 2021.

11.0 Criteria for Key Expert- Public Relations Specialist/ Strategic Communications Specialist/Fisheries Expert

Qualifications and Skills

- a) Post-graduate in Corporate Communications, Communication Studies, Media Studies, Natural Resource Management, Fisheries Management, Organisational Development, Business Administration or Public Administration;
- b) Sound knowledge of Fisheries Governance and Strategic Planning or Results Based Management;
- c) Sound knowledge of development of appropriate Communication products for a variety of stakeholders;
- d) Consultation and facilitation skills;
- e) Excellent command of English Language;

General Professional Experience

- f) At least seven (7) years related work experience;

Specific Professional Experience

- g) Experience in developing communication products (digital media, radio, film and video) for the public sector, private sector and civil society organizations.
- h) Experience working with regional fisheries organizations and national fisheries division, and fisherfolk organizations;

- i) Demonstrated understanding of fisheries governance, co-management and stewardship, ecosystem approach to fisheries and stakeholder engagement and consultations;
- j) Experience in developing and implementing governance structures for organizations;
- k) Knowledge of regional governance and decision-making among fisheries-related state agencies;
- l) Experience in working with and strengthening civil society organisations.

APPENDIX 2: QUESTIONNAIRE

Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (*StewardFish*) Project in Antigua and Barbuda

Review of Existing Functions of the Fisheries Advisory Committee Development of Mechanism with Communication Products Facilitating Participatory Decision-making related to Fisheries in Antigua and Barbuda, in the Context of Fisherfolk Participation, incorporating Ecosystem Stewardship

The Fisheries Act, 2006 (No. 22 of 2006) PART II Fisheries Management and Development *Fisheries Advisory Committee*

7. (1) The Minister may appoint a Fisheries Advisory Committee to advise on the responsible management and sustainable development of fisheries and aquaculture activities.
- (2) A Fisheries Advisory Committee appointed under this section shall include the Chief Fisheries Officer and such other persons as the Minister may consider capable of advising on the responsible management and sustainable development of fisheries and aquaculture activities.

The Fisheries Regulations, 2012 made by the Minister under Section 76 of the Fisheries Act, 2006 PART II – Fisheries Advisory Committee Establishment of Fisheries Advisory Committee

3. 1) There is hereby established a Fisheries Advisory Committee
- 2) The Committee shall consist of the following Committee persons:
- a chairman, who shall be appointed by the Minister;
 - a deputy chairman, who shall be appointed by the Minister;
 - the Chief Fisheries Officer or his representative, who shall be the secretary;
 - three persons nominated by professional fishers and appointed by the Minister to represent the views of professional fishers one of whom shall be from Barbuda.
 - a person to be appointed by the Minister, and;
 - a person to be nominated by the Barbuda Council.
- 3) At least one of the persons appointed by the Minister shall be a woman.
- 4) The quorum for conducting the business of the Committee shall be four including the Chairman or in his absence the Deputy Chairman, the Secretary and one member from a professional fishers group.
- 5) The Committee may invite such other persons as it may think fit, to participate in its meetings.

6) The Committee may determine its own procedures but shall meet at least twice a year. The Chairman may call a meeting of the Committee at any time, or on the written request of at least two members. A meeting shall convene within fourteen days of the receipt of the request.

Functions

4. The functions of the Committee are as follows -
 - a. to advise the Minister on fisheries management and development;
 - b. to consider and advise the Minister on the fisheries management and development plan and the aquaculture management and development plan and on each review of these plans;
 - c. to consider and advise the Minister on the need for any amendment to the Act or to any Regulations made under it;
 - d. to consider and advise the Minister on any proposals for access agreements, joint venture investment in fisheries, or development projects in the fisheries sector;
 - e. to consider and advise the Minister on any initiative for the regional harmonization of fisheries regimes, including any regional licensing schemes for foreign fishing vessels;
 - f. to advise the Minister on the coordination of the policies and activities of Government Departments and ministries with respect to any of the above matters;
 - g. to advise the Minister on conditions to be imposed and the fees to be paid by any person or body applying for a license under these Regulations;
 - h. to consider and advise the Minister on such other matters as he may from time to time assign to the Committee.

1. According to the Fisheries Regulations (2012), the Fisheries Advisory Committee (FAC) should comprise eight (8) members, four (4) of which are related or involved (directly or indirectly) in the fisheries sector. Should this committee be more broad-based in its approach?

2. If yes, suggest which Stakeholders or who should be on the FAC.

3. Share your impression (s) of the current functions of the FAC.

4. Indicate any other function (s) of the FAC that you think should be considered or added.

Ecosystem stewardship (ES) may be defined as a “holistic framework, based on proactively shaping change, that focuses on sustaining ecosystems to maintain their long-term capacity to provide services under social-ecological conditions of uncertainty and change” Hansen (2014) <http://dx.doi.org/10.5751/ES-06907-190413>

5. In the context of fisheries governance and ecosystem stewardship, in what way or how should Stakeholders or Members of your organisation be more involved in the decision-making process within the fisheries sector.
6. In the decision-making process, what method (s) should be used to reach consensus?
7. Which method (s) or mechanism (s) would you suggest can be used to distribute fisheries information and disseminate decisions of the FAC to stakeholders and the general population?

APPENDIX 3: MAIN RESPONDENTS TO THE QUESTIONNAIRE

Name	Organisation Represented	Position/Title	Comments / Perspective on Involvement
Ian Horsford	Fisheries Division	Chief Fisheries Officer	Actively involved throughout the project.
Jaime Herbert	Fisheries Division	Fisheries Officer / Project Officer	Minimal Involvement. Limitations due to COVID-19.
Devon Warner	Barbuda Local Government Council / Barbuda Fishermen's Association	Council Member responsible for Agriculture and Fisheries / Fishermen	Provided information from a Barbuda perspective
Leonard Jackson	Antigua and Barbuda Fisherman Alliance / Conch Fishers	Fisherman	Active Participation. Shows high level of understanding of the fisheries.
Mitchell Lay	Antigua and Barbuda Fisherman Alliance	Coordinator, CNFO - Caribbean Network of Fisherfolk Organisations / Fisherman	Active Participation. Knowledgeable with great comments.
Dwight Matthew	Antigua Defence Force Coast Guard	Leading Seaman	Limited contribution, mainly due to COVID-19.
Katecia Thompson	Antigua Environment Division (EAG)	Biodiversity Project Coordinator	Participated. Great views on ecosystem stewardship.
Ashton Williams	EAG - Environmental Awareness Group	Acting President of EAG / Professional Diver	Limited participation but some good ideas.
Arica Hill	EAG - Environmental Awareness Group	Executive Director	Participated. Contributed greatly on issues of education and public awareness.
Judy Dease-Richards	GARD Centre	Coordinator / Facilitator	Good participation especially on stewardship issues.
Anthony Liverpool	Ministry of Foreign Affairs	Ambassador	Good representation from the policy perspective.

The CRFM is an inter-governmental organization whose mission is to “Promote and facilitate the responsible utilization of the region’s fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region”. The CRFM consists of three bodies – the Ministerial Council, the Caribbean Fisheries Forum and the CRFM Secretariat.

CRFM members are Anguilla, Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago and the Turks and Caicos Islands.

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