



Bay of Bengal Large Marine Ecosystem Project



Report of the ICSF-BOBLME Training programme on enhancing capacities of fishing communities October-November 2013 • Myanmar

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BOBLME contract: LOA/RAP/2013/25

For bibliographic purposes, please reference this publication as:

BOBLME (2013) Report of the ICSF-BOBLME training programme on enhancing capacities of fishing communities, October-November 2013: Myanmar BOBLME-2013-Socioec-06

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Acronyms used

BOBLME	Bay of Bengal Large Marine Ecosystem Project
CCRF	Code of Conduct for Responsible Fisheries
CPUE	Catch Per Unit Effort
CF	Community Fisheries (groups)
CSO	Civil Society Organization
DOF	Department of Fisheries
EAF	Ecosystem Approach to Fisheries
EAFM	Ecosystem Approach to Fisheries Management
EGG	Ever Green Group
EEZ	Exclusive Economic Zone
FAO	Food and Agriculture Organization
FDA	Fisheries Development Association
FDC	Fisheries Development Committee
FiA	Fisheries Administration (Cambodia)
ICSF	International Collective in Support of Fish workers
IGSSF	International Guidelines on Securing Small scale Fisheries
IFGS	Improving Fishery Governance System
MFF	Mangroves for the Future
MOLFRD	Ministry of Livestock, Fishery and Rural Development
MSN	Mangrove Service Network
MSY	Maximum Sustainable Yield
NAG	Network Activities Group
NGO	Non-Governmental Organisation
RDO	Rural Development Organization
SSF	Small-Scale Fishers
VDC	Village Development Committee

1. Background

Fishing communities in the Bay of Bengal region have depended for generations on coastal and marine resources for their lives and livelihoods. Over time they have developed ecosystem and fisheries related knowledge and skills, and have evolved institutions that regulate their interactions with each other, with the resource base and with the outside world. In a context where natural resources, including fisheries resources, are under pressure, the need to work closely with local communities, enabling them to play an integral role in resource management is increasingly evident. Also evident is the need to enhance efforts towards training and capacity building of local communities to take on such roles.

To date, however, efforts in this direction have been limited at best. Hence, the International Collective in Support of Fish workers (ICSF) with support from the Bay of Bengal Large Marine Ecosystem (BOBLME) Project held workshops and training programmes in five countries in the Bay of Bengal to enhance the capacity of fishing communities to engage with issues related to management and sustainable use of coastal and marine fisheries resources and habitats. Programmes were held in India, Bangladesh, Myanmar, Indonesia and Thailand. ICSF and its partner agencies in each country worked with fishing community representatives, including youth and women. The programmes also sought to strengthen the fishing community organizations and enhance their linkages and working relationships with local level functionaries responsible for fisheries and coastal resources management.

2. Introduction

Seventy five per cent of Myanmar's 60 million people live in rural areas. The delta and coastal areas account for about 20 million of the population of which about 40 per cent are directly involved in fisheries. The fishery sector is the most important production sector after agriculture. The 2,832 km long coast is divided into three regions - Rakhine, Ayeyarwaddy delta and Tanintharyi. The Ayeyarwaddy division, bordering the Andaman Sea and covering an area of 35,138 km², consists of an alluvial plain and the delta region of the Ayeyarwaddy River.

In Myanmar, small scale fisheries are defined as vessels of less than 30 ft., using engines less than 12 hp and operating in zone 1 (5nm from the shoreline in Rakhine and 10nm from the shoreline in the southern region). Beyond zone 1 and up to the exclusive economic zone (EEZ) is zone 2, which is earmarked for commercial fisheries. Commercial fisheries are defined as vessels greater than 30 ft. or using an engine over 12 hp. In these fishing zones there are gear restrictions, closed seasons, closed areas, and all vessels require licences. The country has 15,219 non-motorized boats and 16,376 mechanized/inboard vessels in 2008.

A formal stock assessment was last conducted in Myanmar 30 years ago and no current information on fish stock status is available. Some fishery indicators seem to indicate a declining trend in marine resource abundance. Size composition of the catch of some commercially important fishes such as pomfret and hilsa shad has become smaller, and the CPUE of bottom trawl fisheries is also declining annually. It may be assumed that some marine fishery resources in Myanmar are overexploited and this seems consistent with the fact that the current landings are 50 percent higher than the estimated maximum sustainable yield (MSY). Marine fisheries have developed continuously in Myanmar since 1950 and have gone through a phase of rapid growth since the late 1990s, increasing production from 0.6 million tonnes in 1998 to about 1.6 million tonnes. In 2010 marine fish catch is 2,060,780 tonnes (2010 catch figure reported to FAO).

3. The Ayeyarwaddy delta

In Myanmar, the fishery sector is the most important production sector after agriculture, and Ayeyarwaddy is the most important part of the country. According to FAO's marine capture fishery statistics of 2011, Ayeyarwaddy region had in total 2375 fishing boats, out of that 758 were non-motorized boats. Fishers, who make their living along the Ayeyarwaddy River and its Delta region, contribute a significant amount to ensuring the country's food security. Fishery is the fourth largest earner of foreign exchange¹. Despite this important role in food supply and production chain, the livelihoods of small-scale fishers are undermined by exploitative and unfair fishing rights, inaccessible credit, markets and market information, and the lack of social security measures and support.

The majority of these communities have poor access to resources and are dependent on others for fishing rights, credit and the price of fish. With a squeeze on fishing access, there is increasing pressure for those, who eventually obtain fishing rights, to over-exploit fishing grounds. Natural disasters such as Cyclones Nargis and Giri had the dual effect of badly affecting coastal spawning grounds and constraining small fishers' capital base and led to the loss of productive assets. The resulting debt accumulation has further exacerbated the weak position of small fishers relative to those who exercise primary legal rights over fishing. These act to trap poor and vulnerable fisher folk in a cycle of debt, dissociate them from control over their livelihoods and add unnecessary inefficiencies, constraining associated opportunities for value addition and undermining sustainable management of fishing grounds.

In 1974, the Department of Fisheries was given some limited opportunity to inspect and supervise leasable fisheries though the revenue was directly collected by the Department of Revenue; till then fisheries management was undertaken by township administrators. In 1990, the Department of Fisheries was given the authority to manage leasable fisheries and other fishing activities. However, in 2011, fishery laws were amended to give state and divisional governments the right to revenue from leased fisheries though the Department of Fisheries oversees the management of inland fisheries. The Department is responsible for enforcing the fisheries law, classifying inland waters (for fisheries), and auctioning leasable fisheries.

ICSF has been working with the NGO Network Activities Group (NAG) from 2012 onwards. In October 2012, ICSF along with NAG organized a three day workshop, to discuss various issues relating to small-scale fisheries in Myanmar. At this meeting, Myanmar Fisheries Federation (MFF) backed a plan to ensure sufficient fishing grounds are left open to villagers in Rakhine State and Tanintharyi and Ayeyarwady regions. It was post this workshop, several discussions were held to look at options for fisheries co-management in the whole of the Ayeyarwady region.

¹ National report of Myanmar on the sustainable management of the BOBLME (GCP/RAS/179/WBG). http://www.boblme.org/documentRepository/Nat_Myanmar.pdf

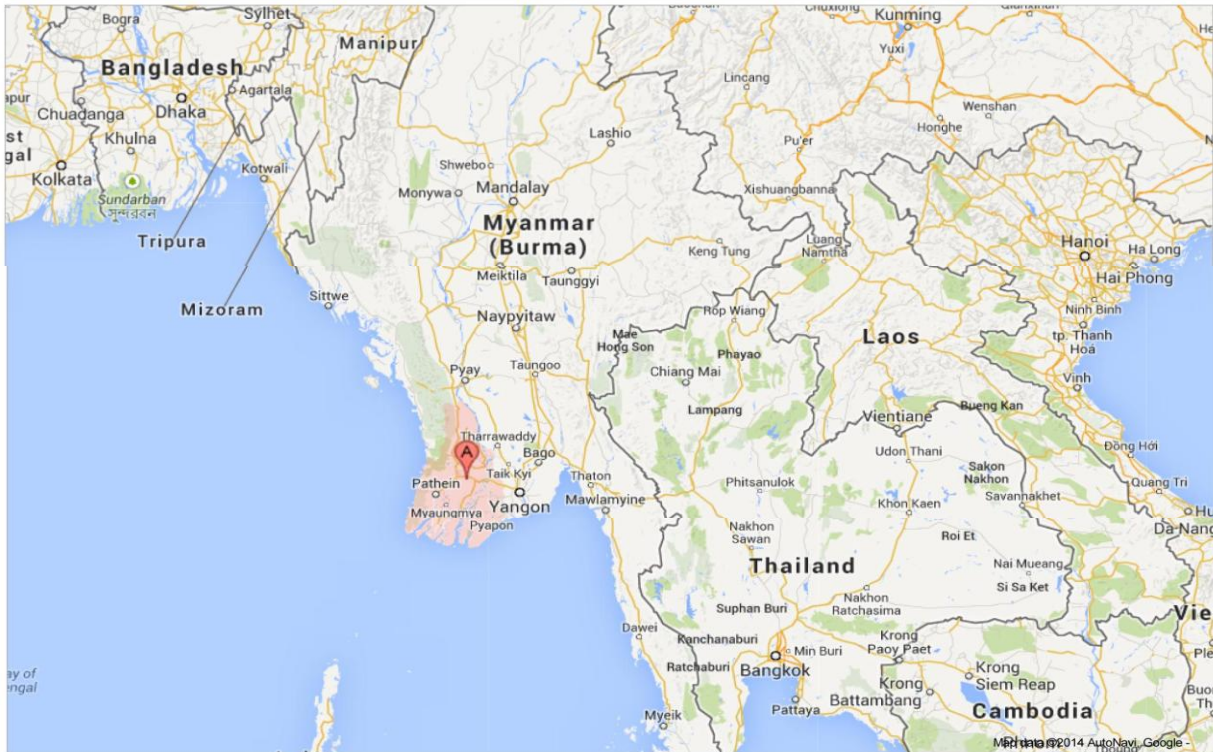


Figure 1. Map of Ayeyarwaddy river and delta region



Figure 2 .Map of Ayeyarwaddy delta region

Source: Google maps (as on 15 April 2014)

4. NAG and its work

In the Ayeyarwaddy delta region, Network Activities Group (NAG) has been working for small-scale fishing communities since 2009 through its Improving Fishery Governance System (IFGS) Project to organize and strengthen fishing communities so they can claim their fishing rights and gain economic development. Based on the experiences and lessons in the delta, NAG has start working towards improving the governance in the fishery sector of Rakhine state of Myanmar. In the delta, NAG has facilitated the institutional strengthening of fishers and fisher development associations (FDA) through its IFGS Project. FDAs are set up to sustain small fishers and ensure the sustainability of the fisheries while also dealing with conflicts between resource users. Each FDA works through a network of village development committees (VDCs) and fisheries development committees (FDCs). FDCs along with other livelihood-specific groups were implemented through the IFGS Project. And all these livelihood specific groups were represented in the VDC. The VDCs were in turn grouped at various levels - cluster, township and district.

The Ayeyarwaddy delta region is one of the coastal states with its own local government. In 2012, this region promulgated its own fresh water fisheries law. The law recognises three types of fishing grounds - leasable licence area, tender licence area and open/common fishing grounds. The regional government can decide which waterbodies fall under each category. As a result, fishing communities in the delta have gained access to fishing rights in some areas; some water bodies are recognized as common fishing grounds and some other areas that are tendered are accessed by fishing communities through their collective efforts. While the township-level Department of Fishery (DOF) officer can support the organization of fisheries groups at community level there is no legal backing for the establishment of community fisheries. NAG is advocating for a legal framework that recognizes community fisheries, and is keen to learn from the experiences of other countries, such as Cambodia, where such community fisheries have been legalized.

Recently, regional/state authorities require a co-management arrangement to be put into place in the areas designated as common fishing grounds. This is a challenge that NAG is trying to meet as there is little experience of putting in place such an arrangement.

Besides, the existing management mechanisms are very weak in terms of ecosystem management. The focus of the project, therefore, was on capacity development of key stakeholders in the fishery sector with regards to an ecosystem approach, and developing an effective co-management/ community led collective management mechanism that is sustainable in the long term.

Since 2008, NAG has been working with/for small-scale fishing communities for their fishing rights and equitable market returns. During these years, NAG has advocated with government and policy makers for fair access to fishing grounds and social protection of small-scale fishers. As a result, fishery policy has improved to some extent; some areas were recognized as common fishing grounds by the regional government in 2012. However conflicts and problems in common fishing grounds and community managed areas have led policy/ decision makers to prefer a licence system (through auctions) which benefits businessmen and influential people and not the small-scale fishers. For example, in Shar Khal Gyi and Shar Khal Lay, a leasable licence area was recognized as common fishing ground in 2012 by the regional government. Later, resource use conflict between two community groups led to violence and the issue had to be sorted out by the regional government with the help of the police.

Tender and leasable licences are normally accessed by powerful business people and they resell the same to big and medium fishers. These fishers place nets (stow or fence nets) and resell the space between fishing nets. Thus the small scale fishers have limited access to fishery resources, which leads to conflicts between small scale fishers and tender owners.

5. Objectives

The overall objective of the project was to improve governance in the fishery sector through community-led, collective management mechanisms. Specific objectives are given below:

- To build the capacity of fisher leaders from FDAs to develop a fishery co-management plan
- To support the FDAs in initiating a fishery co-management mechanism in the delta
- To advocate for the setting up of co-management mechanisms in fishery resource management with the regional government, Department of Fishery (DOF) and other key stakeholders.

6. Activities

Towards achieving the above objectives, several activities were conducted. This report is mainly concerned with the final activity, the advocacy workshop on fishery co-management. Hence, only a brief note is provided on the activities preceding the workshop.

The activities carried out were:

- Development of a training manual for fishery co-management
- A workshop with fisher leaders from FDAs and officials from the DOF's fishery school for the development of a fishery co-management plan
- Community consultation meetings in 7 villages for the development of a fishery co-management plan for the inclusion of the communities' priorities and concerns
- A consultation workshop for finalizing the co-management plan
- An advocacy workshop on fishery co-management with key stakeholders in the fishery sector.

6.1. Activity 1: Developing the training manual for fishery co-management

The training manual for fishery co-management was developed by NAG's delta and coastal program team. The manual referenced the concept of ecosystem approach to fisheries management (EAFM), FAO technical papers, the FAO's Code of Conduct for Responsible Fisheries (CCRF) and NAG's studies and analyses on Myanmar's fishery management systems over a period of time. DOF's Fishery school also provided information and inputs for the development of the training manual.

6.2. Activity 2: Fishery co-management workshop with fisher leaders

A workshop was conducted between 7-8 October 2013 in Pyapon. The workshop was a means to assess the response of different stakeholders to the idea of fishery co-management. The workshop had fisher leaders from seven communities participating as well as executive members from the FDAs. Of the 19 participants, there was only 1 woman participant. The Principal of the district DOF fishery school provided support in explaining the theory and concept of co-management, institutional arrangements and in developing the co-management plan. Group discussion and facilitated discussions were used during the workshop to address following questions:

1. Why is a fishery co-management system required?
2. What are the expected benefits of co-management?
3. What is the interest of the regional government in co-management?
4. What is the interest of the Department of Fishery in co-management?

6.3. Activity 3: Community-level consultation meetings

Community-level consultation meetings for setting up community-led fishery co-management mechanisms were conducted in seven villages, as follows:

- Phoe Shan Gyi on 22 October 2013 (18 men and 12 women)
- Aut Kyone Da Min on 24 October 2013 (14 men and 54 women)
- Tha Kyar Hin Oe on 27 October 2013 (30 men and 16 women)
- NyiNaung on 26 October (10 men and 15 women)
- GwayKone and Kan Su villages on 27 October (12 women and 11 men).
- Mingalar Thaug Tan on 1 November 2013 (9 men and 38 women).

Each consultation meeting was led by the FDA. The participants were village administrators, VDC members and fishers.

The main points that emerged from the consultation meetings were:

1. Participants were amenable to setting up co-management systems in their area
2. Representation for the cluster level co-management committee
3. Roles and responsibilities of fishers, VDC, cluster-level co-management committee, and township level co-management committee were clear
4. Conservation Area was identified which is a fish breeding ground
5. Closed fishing season was identified
6. Participants decided to work towards moving gradually from illegal to legal gears.

6.4. Activity 4: Workshop for finalizing the co-management plan

The workshop for finalizing the co-management plan of targeted area (a cluster of 7 villages) was conducted in the NAG office in Pyapon on 14 November 2013. Twenty people (19 men and 1 woman) including representatives from the seven villages participated and agreed on the management plan. During the workshop, these decisions were taken (to be implemented in the coming year):

1. To have a closed season (of the fishing ground)
2. Fence nets (a destructive gear) will be prohibited in the coming year. Plus smaller mesh size will be phased out
3. The agreed upon closed area of the fishing ground will be implemented
4. Mangrove re-plantation and rehabilitation will be carried out
5. Management mechanism including regular meeting, patrolling to halt illegal fishing practices will be put in place.

6.5. Activity 5: Advocacy workshop on fishery co-management with key stakeholders in the fishery sector

In Myanmar, co-management is not described in the fishery law and there is no space for implementation of co-management plans. The key objectives of the advocacy workshop were as follows:

1. To advocate with the regional parliament to create a space for co-management in the fishery law
2. To advocate with the regional government to recognize the collective efforts of SSF (Small Scale Fisheries) and consider piloting the co-management plan under the research category of the 2012 fishery law.

7. Venue

The 2nd Ayeyarwaddy Regional Fishery Development Workshop was conducted from 21 to 23 November 2013 at the Royal Lake Restaurant, Patheingyi Township, Ayeyarwaddy region.

8. Participants

Participants included fisher representatives from 18 townships; local civil society organizations (CSOs); officials from the Department of Fishery; representatives from the Ayeyarwaddy regional parliament; the Regional Ministers for regional planning and economic development; and Agriculture, Livestock and Fishery department; the Director General of Cambodia's Fishery administration and a representative from ICSF. Including resource persons, there were 8 women and 76 men at the workshop (for a detailed list see **Appendix I**).

9. Workshop design and methodology

The first two days of the workshop (21 and 22 November) were focused on co-management and designed to be participatory learning sessions through sharing international and local experiences. Time for questions and answers were included after each session. The second day of the workshop concluded with a panel discussion with various stakeholders. The last day (23 November) of the workshop focused on organizing the regional and sub-regional small-scale FDAs. Current status of fisher associations in each township, organization structures and their activities were presented at the beginning of the session and the next steps for formation of regional small-scale FDAs were discussed. The action plan was also developed.

10. Workshop proceedings

10.1. Day 1

The workshop began with U San Maung, Regional Minister of Agriculture and Livestock, Ayeyarwaddy Region, welcoming participants and highlighting the need to overcome deficiencies (in the governmental departments as well as the fishing communities) to ensure the sector is in line with the 2/1012 Fresh Water Fishery Law. Maintaining fishery resources means the protection of fishers' livelihoods for sustainable development, he said. Hence it is very important to manage the fishery resources systemically, through collaboration between the fishermen, businessmen, civil society and governmental departments. He noted that for better management of fishery resources, three topics must be discussed - how to resolve disputes within the fishery sector; how to ensure sustainability of fishery resources; and development of a good model where all stakeholders work together. He concluded that the results of the workshop could contribute to creating a better management system through the active participation of participants. This was followed by the participants introducing themselves.

10.1.1. Sharing the summary of previous workshops

U Yin Nyien, Program Officer, Delta and Coastal Project, NAG shared the details of the previous two workshops - the National Consultation Workshop for Small-scale fishers conducted in November 2012 and the 1st Ayeyarwaddy Regional Fishery Development Workshop conducted in October 2013. The recommendations of the workshops were presented.

10.1.2. Recommendations of the national consultation workshop for SSF

This workshop was held in November 2012 to provide inputs for the FAO's International Guidelines on Securing Small-scale Fisheries (IGSSF) process. The key recommendations that came out of the workshop were:

- SSF should be recognized by the government and should have legal registration
- Data collection regarding the fishing communities should be led by the national government
- Tender licence system should be cancelled in order to solve the current conflicts in the fishery sector
- Co-management system should be launched together by fishery groups (VDCs, FDCs etc) and DOF to eliminate the illegal fishing practices
- A law to protect the rights and livelihoods of SSF should be enacted separately
- Policy consultation process with the primary and key stakeholders should be conducted before enacting the Inland Fishery Laws
- Department of Fishery should:
 - a. put in place clear regulatory mechanism of mesh sizes
 - b. closely monitor the mesh sizes and observance of the closed season
 - c. ensure better surveillance of deep sea vessels which intrude into territorial waters
 - d. declare the areas of the closed and protected areas
 - e. engage with the fishing community and provide better information

10.1.3. Recommendations of the 1st Ayeyarwaddy regional fishery development workshop

- Revenue collection and management of fishery sector should be changed with regards to the current conditions of fishery.
 - Options other than tender auction should be considered.
 - Balancing the socio-economic condition of SSF and conservation of fishery resources; i.e. fishery co-management system should be piloted
- Fishery policy and management should balance revenue collection, environmental protection and socio-economic conditions of fishing communities (international guidelines should be referenced)
- Understanding the fishery law, rules and regulations are important and so approaches/ ways should be identified to reach out to the various stakeholders; not only fishers but also the stakeholders along the fishery value chain
- Department of Fishery should carry out:
 - a) Monitoring of the closed fishing season and illegal fishing
 - b) Disseminate fishery information with the fishing communities
 - c) Demarcate fishing grounds and share information on these
- Village, township, district and regional level fisher association should be organized and be involved in fishery development with the support/leadership of regional government
- Voices and perspectives of women should be considered in fishery development; women should also have fisher registration cards
- Perspectives of the other stakeholders like farmers should be taken into consideration when discussing fishery development
- Accessible market conditions for SSF should be created
- Government should declare transparently the amount of revenue collection from fishery and percentage use for fishery sector development
- Government should provide the loan to fishers like farmers

10.1.4. Sharing the experiences of FAO on implemented co-management system

U Maung Maung Lwin, Program officer, FAO shared information on the activities of FAO in the Ayeyarwaddy region. He said that the main areas of interest for the FAO are fisheries management; post-harvest and aquaculture; transfer of fishing rights to local communities; surveillance programmes; community organization and training; and providing improved fishing gears and post-harvest equipment. For alternative livelihoods, FAO said their main activities are mangrove restoration and training; small livestock distribution and training; fishing gears distribution; aquaculture pond construction, rehabilitation and fingerlings. The project provided the funds for getting the license for the co-managed area. A lot of funds have also been invested for technical support and value addition to the fish-sorting, drying etc. Their partners are the Department of Fisheries (DoF), Ministry of Livestock, Fishery and Rural Development (MOLFRD), Ever Green Group (EGG), and Mangrove Service Network (MSN).

A partnership arrangement in which the government, local resource users, external agencies (NGOs, academic and research institutions), and other resource stakeholders share the responsibility and authority for the management of a resource is what they aim for. This covers various partnership arrangements and degrees of power sharing and integration of local informal/ traditional/ customary practises and centralized government systems. Thirteen villages located along the eastern bank of the main branch of Bogale River were selected as the project area for fishery co-management. At the start of the project awareness and information campaigns were conducted in the area. The total number of households in the project area was 2,169 of which 19 per cent were full-time fishers and 56 per cent were casual labourers who engage in fishing, farming, mangrove exploitation and other activities on a part-time basis. In the project area 13 fisheries co-management workshops have been conducted and 443 participants attended. The monitoring committee consisted of DoF representatives from the township and district-level. This team regularly monitored every month. He also presented the challenges in implementation of co-management:

- Fishing communities are weak in following the fishery rules and regulations such as those on mesh size
- Government departments, especially the fishery department, are weak in law enforcement.

10.1.5. NAG's experience in collective action

U Hla Myint, Project coordinator of IFGS Project, shared information on NAG's fishery project in the Delta and the project's activities. NAG has implemented the IFGS Project in 71 villages of Pyapon and Daydaye Townships. The project is focused on fishing rights of SSF, improving the market chain and improving the livelihood of the small-scale fishing communities. Through the project, NAG has facilitated the establishment of an institutional chain of small-scale fishers from the village to township and district-level FDAs. Further, a platform for engagement between stakeholders such as fishers, tender owners, fish collectors and the fishery department has been established. Moreover, NAG together with the FDAs facilitated the collective application for tenders by the fishing communities, the funds for which came from their community development fund. Each village were provided with a community development fund from several NGOs including NAG's IFGS Project. As a result some fishing grounds are accessed by the community. Currently, NAG together with FDAs is planning to pilot the co-management system in the collective tender area.

U Yin Nyein, Program Officer of NAG's Delta and Coastal Program, presented the lessons and challenges faced in current collective tender management system and the reason why the co-management system needs to be initiated. He also shared the challenges faced in implementing the collective management mechanism:

- Collecting the agreed license fees in villages:
The collective tender is carried out with the leadership of VDCs and FDCs in 7 villages. In all the villages there are community funds which are used for the collective tender. After winning the tender, fishers and community leaders agree on the repayment of tender fees according to the types of fishing gears; repayment terms is 2-3 times. However, VDCs and

FDCs face difficulties in collection of the collective tender fees as some fishers delay payment.

- People from the outside areas come and fish illegally:

Fishers from outside the area come to the collective tender areas and fish without paying any part of the licence fees. These people use trammel nets and they have motor boat and come as a group. So, it is difficult to catch them or to take any action against them.

- Difficulties in controlling illegal fishing:

There are lot of illegal fishing practices rooted in the fishing communities and some of these are difficult to catch or control; for example pesticides are used for poisoning fish.

- Poor law enforcement in terms of curbing illegal fishing:

The DoF and local authorities are notified of illegal fishing and other fishery issues in collective tender areas but there is no action on these, as the authorities do not have the resources to take any action. In addition, finding evidence/proof of violations is also tough.

10.1.6. Understanding fishery co-management

Nalini Nayak from ICSF started her presentation with an introduction about ICSF. She spoke about how the fishing communities in India and elsewhere have struggled for their rights as they contribute to food security and have traditional rights to the marine resources. But everywhere, in the struggle to survive, there is over fishing and which threatens both the livelihood of the fishing communities and food security. This situation can be salvaged only when communities agree to managing the fisheries in an inclusive manner. She then provided an overview of the history and conceptual framework of co management highlighting the role of the government in recognizing the rights of communities. She noted that such an approach provides wider benefits at low cost but requires intensive collaboration between government and the community. Both parties must share the responsibility and the authority for managing resources. The government needs to get the consent of the communities when planning the programme and must also discuss the management system. For a successful co-management system, there need to be strong linkages and collaborative planning and decision making between communities and the government. Trust between stakeholders and good institutional arrangements are important for implementing a co-management system. After the presentation, questions and discussion ensued on co-management in the Myanmar context.

10.2. Day 2

10.2.1. Cambodia and fishery co-management

Ms Kaing Khim, Deputy Director General of Fisheries Administration (FiA) shared Cambodia's experience in fisheries co-management. Community fisheries in Cambodia started in 2000 due to reforms in policy. By 2012, 516 Community Fisheries (CF) groups were established. CF is a kind of fisheries co-management between the government and a group of one or more villages. According to the Cambodia Fishery Law (article.59), which was established in 2000, the licensing system was abolished and focus was given to community fisheries. Article 59 of the law states, that "All Cambodian citizens have the rights to form Community Fisheries in their own areas on a voluntary basis to take part in the sustainable management, conservation, development and use of fishery resources". The procedures to form the Community Fisheries shall be determined by a Sub-decree"². Kaing Khim also explained how a CF is established:

1. Organize the fishery group in the villages and discuss how to implement the CF in their villages and send a letter to Fishery Department
2. Assess the nature of the fishery and fishery resources in the region; communities need to understand the nature of fishery, problems and challenges.

² Law on Fisheries (unofficial translation supported by ADB/FAO TA Project on improving the Regulatory and Management Framework for Inland Fisheries). <http://faolex.fao.org/docs/pdf/cam82001.pdf>

3. Explain to community members about CF establishment and the implementation arrangement.
4. Rules and regulations are fixed with the consensus of the community
5. Electing/ selecting the committee members of the CF
6. Mapping fishing grounds and demarcating the boundaries
7. Community Fishery area agreement is drawn up
8. Registration and recognition of Community Fisheries
9. Community Fishery Area planning and implementation is done.

She also spoke of the achievements, lessons learned and challenges faced in CF implementation and answered the questions raised by participants. Through the CF implementation process, 516 CFs have been established; their capacities been developed; a fisheries conservation and fish stock enhancement program implemented; and livelihood activities been initiated including savings groups. This has led to increased participation from the community (including women and youth); better incomes from fishing; greater understanding among the community for the need to conserve resources and strengthening of commune council and its functioning. She noted that CFs have helped build trust and foster cooperation within the community as well. However, challenges remain - CFs still depend on external support; they lack resources to implement their activities properly; the CF committee functions on a volunteer basis; and the committees' capacity is limited.

10.2.2. Group discussion: Cambodia and Myanmar

This session focussed on understanding how co-management could best be developed in Myanmar based on information from the Cambodian experience. U Yin Nyein facilitated the group discussion with participants divided into four groups. The topics discussed were policy, economic system, social cohesion, natural resources and access of technology.

Table 1 List of groups and their regions

Group	Included Regions
1	PanTaNaw, NyaungTone, MaAuPin, ZaLwon, DaNuPhyu, TharPaung, YaeKyi, NagTaeiChaung
2	NagPuTaw, LaPutta, MyaungMya, MawKyung, EaiMae
3	BoKalay, PyarPon, DaeDaYae, KyaikLat, AnMar
4	Departments and Parliament Representatives

Then each group presented a summary of their discussion (see below).

Table 2 Summary of the group discussion: Fishery co-management in Cambodia and Myanmar

	Cambodia	Myanmar
Political/ Legal	Has better policy for establishing Community Fisheries	Has better policy for establishing Community Fisheries
Economic	Is a market economy and developing country. Has international aid to support co-management arrangement	Is a market economy and developing country Has limited support for implementing fishery co-management

Social	Has strong CF groups and well established network	Has strong community groups and CSOs in some areas Poor in trust among stakeholders (government, CSOs, communities and private sector)
Environmental	Has wealth in inland fishery resources	Has wealth in inland and marine fishery resources
Technology	FAO and other international organizations provide support for Community Fisheries	Limited support for implementing the fisheries co-management so far

10.2.3. Hope and fears of fishery stakeholders

U Wai Lin Cho led the discussions. Participants were divided into the same groups as above. The discussion is summarized below:

Table 3 Summarized list of hope and fears of fisheries stakeholders

Hope	Fear
<ul style="list-style-type: none"> • Small-scale fishermen can be organized • Supportive to the National Poverty Alleviation Strategies • Communities can get better job opportunities and income • Recognition of fishing rights • Law will protect fishers and their livelihoods • Shared responsibilities between communities and government • Sustainability of natural resources 	<ul style="list-style-type: none"> • Fisher institutions are not strong enough • Lack of accountability within the fishing communities • Poor or lack of support from Fishery Department • Limited or lack of access to technology • Unequal support to SSF and other fisheries (medium and large scale fishers) • Illegal fishing and depletion of natural resources • Poor or lack of knowledge in fishing communities for implementing co-management

10.2.4. Panel discussion

U Htin Lin, Parliamentarian, discussed the fresh water fishery law in Ayeyarwaddy. He said it has some space for communities to access fishing rights, but policy implementation is very slow and weak. Therefore, the regional parliament wants to encourage a better policy implementation in fisheries.

Kaing Khim noted that if Myanmar wishes to set up a co-management system, then government support and recognition is needed. Myanmar needs to reform the sector through a bottom-up approach.

U Min Naung highlighted the need for strong institutions and discussed that not only small scale fishermen but also all stakeholders related to fisheries should have same multiple layers of organization.

Nalini Nayak said that the government and fish worker organizations have to play their roles. Once suitable laws are made, they need to be discussed and accepted by the public before they can be

implemented. Mutual trust between government and communities is important for implementing fisheries co-management and policy actions should be through public consultation, she noted.

U Yin Nyein highlighted the need for Myanmar to form appropriate systems for co-management implementation. He noted that the Ayeyarwaddy region fresh water fishery law of 1991 and the 2012 one are contradictory and that the 1991 law has not been dissolved by parliament though the new 2012 has been passed. He said that policy should balance revenue collection, socio-economic needs of local communities and environmental protection. Co-management is a potential mechanism for balancing these aspects and so there should be space for piloting the co-management systems.

10.2.5. Closing speech

Giving the closing speech, U San Maung, the Regional minister of agriculture and livestock, said that Myanmar's laws call for sustainable and systematic extraction of natural resources but compliance is low. He said that the knowledge and attitude of the communities will be crucial if co-management is to be successfully implemented. For this capacity building/ awareness raising for the communities is essential. If these issues can be addressed, then co-management will be a very good system for solving the current issues in fisheries and could lead to sustainable use.

10.3. Day 3

The third day of the workshop started with a recap of the objectives of the workshop by U Yin Nyien, NAG. This was followed by Kaing Khim's presentation on the Cambodian experience in establishing co-management systems.

The seven FDAs then spoke about their organizations and their work. All of these FDAs vary in structure, strength and the kind of work done. Some organizations had better structure, were keen to engage in policy advocacy and with other stakeholders, while others were focussed on social accountability and some were more like activists. Significantly, one organization was found to be established according to labour laws. There are no FDAs in the remaining 11 townships. The list of associations and their townships are given below.

Table 4. List of associations and their townships

S.No	Associations	Township
1	FDA	Pyapon
		Dedaeye
2	ZaLun	ZaLun
3	Pan Tai Shin	Maw Kyun
4	Yaung Ni Oo	KyaitLatt
5	Da Nu Phyu	Da Nu Phu
6	Rural Development Organization (RDO)	Bo Ga Lay
7	Alin Tan	

10.3.1. Organizing the fishery developmental organization in Ayeyarwaddy region

U Wai Lin Cho and U Yin Nyein, Program Officers with NAG led this session. Participants were divided into 12 groups according to township for the group discussion. The focus was on:

- Organizational structure-what should be the organizational structure of the township-level FDA to be representative of the whole township?
- Process - what process is needed to establish the township-level FDA?
- Management plan - what should the management plan for activities and budget be?
- Action Plan - for organizing the Ayeyarwaddy Regional Association and mobilizing the broader fishing community in order to be truly representative Association.
- Action Plan - for organizing the township level associations in the other 11 townships was also developed in which responsible associations were also identified.

Table 5. List of identified responsible associations and their townships

No	Townships	Responsible associations/ Groups
1	Ma U Bin Nyaung Tone Pan Ta Naw	Yaung Ni Oo (KyaitLatt)
2	NgaPu Taw Laputta Pyin Sa Lu	Pan Tai Shin (Maw Kyn)
3	MyaungMya Eain Mal	R.D.O (Bo Ga Lay)
4	Amar YaeKyi Nga Thai Chaung TharPaung	FDA (Pyapon/Daedaye)
5	ZaLun KyonePyaw	Alin Tan (Bo Ga Lay)

11. Recommendations of the workshop

The following are the results/immediate outputs of the 2nd Ayeyarwaddy regional fishery workshop:

- Co-management system should be piloted together by fishery groups and DOF under the research categories of the 2012 Ayeyarwaddy fresh water fishery law
- Demarcation of the fishing grounds should be carried out together by DOF, Land Record Department and local communities
- Policy consultation process with the primary and key stakeholders should be conducted for improving the fishery law
- 2/2012 Ayeyarwaddy region fresh water fishery law should be known clearly by fishing communities and awareness raising activities should be conducted
- The lessons learnt from international experiences such as Cambodia should be applied in future plans for co-management
- Engagement platform among stakeholders in the fishery sector should be established for trust building
- Fishery Law need to be improved and should have space for co-management
- DoF should form FDAs at village, township and district levels

- Formation of township-level associations should be supported by existing Fishery Association
- Formation of district level association should be started from network model and then to the formation of better organization structure
- Establishment of Ayeyarwaddy region fisher associations.

12. Way forward

NAG has continued its work on co-management of fisheries through several activities. In March 2014, an exposure trip to Cambodia for fishers from the Ayeyarwaddy region was organized. During this trip the participants were able to interact with community fisheries committees and members in three community fisheries (one in Kampot province on the coast and two in Siem Reap province near the Tonle Sap) as well as with FiA officials. The trip enabled the Myanmar contingent to see first-hand how community fisheries functions in Cambodia and to see what the positives and challenges are in adopting such a model.

An exposure trip for government officials was organized. FiA officials have also been visiting Myanmar and interacting with their Myanmar counterparts.

NAG is also working with government officials to work towards legal recognition of community fisheries and to set in place legal mechanisms to implement community fisheries.

Finally, NAG is working on a documentary to record the entire process of developing community fisheries in Myanmar.

Appendix I Participants list

FDA

Mr Pyaut
Mr Kyaw Yin
Mr Kyaw Yin
Mr Khin Maung Myint
Mr Aung Gaday Htike
Mr Min Ngal
Mr Soe Win
Mr Ye Win
Mr Myo Khaing
Mr Win Naing
Mr San Oo

Alin Tan

Mr Ohne Kwyal

Pann Tai Shin

Mr Than Htwe
Mr Kyi Win
Mr Nyunt Win
Mr Maung Maung Kyaw
Mr Naing Lin Tun

The Eain Kyaung Su Village

Mr San Min

Za Lun Fishery Group

Mr Mya Shwe
Mr Pyae Phyo Aung

Da Nu Phyu Fishery Group

Mr Tin Win Naing
Mr Hla Win

Ma U Bin Fishery Group

Ms Swe Swe Lwin

Laputta Fishery Group

Ms Than Than Htwe
Ms Cho ChoThet

Eain Mal Township

Mr Than Htike
Mr Khin Maung Tint
Ms Win Mar

Amar Village

Mr Nyan Lin Oo
Ms Htet Htet Aung

Taung Kwin Village

Mr Soe San

Ma Lat To

Mr San Myint
Mr Than Win
Mr Htay
Mr Kyaw Khaing
Mr Kyaw Htay

Bawa Thit

Ms Aye Moe Myint

Yaung Ni Oo

Mr Aye Thaug
Mr Kyaw Tin
Mr Saw Maung
Mr Tin Aung

Pyin Sa Lu Township

Mr Soe Tat
Mr Aung Htet Thu

Da Nu Phyu Township

Mr Kyaw Myint

Mr Aung Kyaw Sein

Nyaung Tone Township

Mr Htay Win

Mr Hla Win

Eain Mal Township

Ms Win Mar

Kyauk Phyu Township

Mr Naing Gyi

Pyin Sa Lu Township

Mr Tin Moe Lwin

Mr Than Aye

Nga Pu Taw Township

Mr Aung Myaing

Mr Kyaw Myo Aung

Myaung Mya Township

Mr Sein Hla

Mr Aung Myint

Mr Khaing Kyaw Thwin

Regional Ministry of Agriculture and Livestock

Mr San Maung

Mr Hla Khaing

Mr Ye Lin Bo Bo Tun

Pann Ta Naw Township

Mr Than Tun

Mr Thein Lwin

Mr Min Thein

Mr Myo Myint Than

NgaThaing Chaung Township

Mr Thar San

Mr Myint Aung

Mr Ohne Than

Mr Aung Kyaw Myint

Eain Mal Township

Mr Zarni Tun

DoF, Division Level

Mr Than Win

Regional PMs Parliament

Mr Myint Oo

Mr Aung Zaw Hlaing

Mr Htein Lin

Mr Nyein Myaing

DoF, Hinthada District

Mr Htin Aung

DoF, Laputta District

Mr Tin Win

DoF, MyaungMya District

Mr Min Naung

DoF, Ma U Bin District

Mr Aye Naing

DoF, Za Lun Township

Mr Htein Win

FAO

Mr Maung Maung Lwin

ICSF

Ms Nalini Nayak

Appendix II Training materials

1. Booklet on An Ecosystem Approach to Fisheries (EAF)
2. Brochure on Small-Scale Fisheries: Their Contribution to Food Security, Poverty Alleviation and Sustainability
3. Leaflet on Draft Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the context of food security and poverty eradication



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

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

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

For more information, please visit www.boblme.org



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