

Policies in harmony? Does the New Song agree with the Small-Scale Fisheries Guidelines?

Andrew M. Song,^{1,2} Philippa J. Cohen^{1,2} and Tiffany H. Morrison¹

Abstract

With the recent endorsement of two supra-national policies — the New Song and the Small-Scale Fisheries Guidelines — Pacific Island countries and territories are being called on to lead the process of national implementation and monitoring to improve socioeconomic and environmental conditions in coastal fisheries and fishing communities. To aid this effort, we compare these policies on three levels — visions, guiding principles and recommendations — to determine if a harmonised approach to implementing these two policies is possible. We conclude that there are many points of agreement between the two although the Small-Scale Fisheries Guidelines offer firm recommendations on human rights, whereas the New Song specifically suggests community-based approaches as a management solution, and calls strongly for inter-agency coordination. Overall, we present a view that, when accompanied by nuanced regional and national interpretation, effective implementation of the New Song could serve as a workable operationalisation of the Small-Scale Fisheries Guidelines in the Pacific.

Introduction

Two high-profile policies have recently entered the Pacific coastal fisheries governance domain. The “Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication”³ (hereafter, the SSF Guidelines) is a global policy document adopted by the 143 member states of the Food and Agriculture Organization (FAO) of the United Nations. It came into effect in 2014 after several years of deliberation (see Box 1 for details). The other document, “A New Song for Coastal Fisheries, Pathways to Change: The Noumea Strategy”⁴ (hereafter, the New Song), was formulated in 2015 by the 22 member countries of the Pacific Community (formerly known as the Secretariat of the Pacific Community, SPC) (see Box 2).

These two documents have been received with cautious but genuine optimism in the Pacific so far. Cautious because global- and regional-scale pledges in the past, such as the 2007 Vava’u Declaration, the 2008 Apia Policy, and the 2012 Melanesian Spearhead Group Roadmap had similar ambitions. Yet, despite their existence, small-scale fisheries still lag far behind offshore fisheries in terms of resourcing and political attention. At the same time, there seems to be genuine optimism, too, as regional actors and organisations are moving towards forging more

coherent partnerships and commitments to assist national governments with on-the-ground implementation (pers. obs.). Hence, there is the potential that the New Song and SSF Guidelines can provide renewed impetus towards improving food security and livelihood of Pacific Islanders. These are important goals, and the SSF Guidelines and New Song are poised at the forefront of efforts to realise these goals.

Here, the opportunity and challenge lies in successfully translating global- and regional-level policy consensus into action in national and local contexts — a critical step for moving beyond the powerful rhetoric these documents offer (see Jentoft 2014). Both policies explicitly call on national governments to lead the implementation process with the support of supra-national or non-governmental organisations. Although this is typical of global-to-national diffusion of policies, more often than not, multiscale policy implementation has been difficult to achieve (Berry and Berry 1999; Morrison 2007). For instance, it is not uncommon to find national implementation of prominent global policies to have either stalled or fallen short of the mark, resulting in little or no positive change. Commonly cited examples include the FAO Code of Conduct for Responsible Fisheries (Pitcher et al. 2009) and the UN Convention on Biological Diversity (Harrop and Pritchard 2011).

¹ Australian Research Council Centre of Excellence for Coral Reef Studies James Cook University, Townsville, Australia

² WorldFish, c/o ARC Centre of Excellence for Coral Reef Studies, Australia

³ <http://www.fao.org/3/a-i4356e.pdf>

⁴ http://www.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon_2015_New_song_for_coastal_fisheries.pdf

There are many reasons why policies fail during their implementation: poor fit to national conditions, competing priorities, lack of political will, corruption, poor data, high cost of monitoring and enforcement, and inadequate skills of agency staff are all potential culprits (Angelsen et al. 2009; Peskett and Brockhaus 2009; Stavins 1997). Further, difficulties with implementation are intensified when several different scales must be involved (i.e. global, regional, national, subnational and local), and when more than one policy is being considered simultaneously for adoption (Berkes 2006; Morrison 2014). Such complexity is increasingly the norm. Pacific Island coastal fisheries are facing a similar situation given that the SSF Guidelines and the New Song have entered into an already complex and dynamic policy space. In looking ahead to their implementation, how the two policies – both similarly focused on promoting the value of small-scale fisheries – relate to each other, thus, becomes important. In other words, analysis of coherence between policies can help streamline implementation if they are found similar. If found to be different, guidance to national governments in channelling energy into prioritisation can be provided instead.

In this article, we ask “Does the New Song, as a regionally specific instrument, reinforce the commitments made in the SSF Guidelines?”; “To what extent can the New Song deliver the ambitions articulated in the global SSF Guidelines?”; and “Are there contradictions or inconsistencies that would mean implementation strategies must have approaches specific to one or the other policy?”.

This paper describes the results of a three-tiered comparison of the contents of these two policies; first comparing the visions (what they aim to achieve), second, the guiding principles or approaches (the manner in which they propose to get there), and last, the activities and strategies they recommend for implementation (what will be done). We enabled this juxtaposition through qualitative “point-for-point” reading of the two documents and coding of the relevant text. The qualitative data analysis program NVivo 11 was used to manage the content being analysed and facilitate comparisons of common themes.

Box 1. Development of the Small-Scale Fisheries Guidelines

The SSF Guidelines were several years in the making. A watershed event in 2008 in Bangkok coorganized by FAO and the Thai government, with support from the Southeast Asian Fisheries Development Center (SEAFDEC) and WorldFish, galvanised the need for an international instrument to guide small-scale fisheries towards sustainable development, consistent with a human rights-based approach (see Allison 2011). Led by the FAO Committee on Fisheries (COFI), the ensuing years were devoted to consulting stakeholders, including governments, regional bodies, civil society and the academic community as well as fisher groups in all major regions. A preliminary draft of the SSF Guidelines was tabled at two technical consultation sessions during 2013 and 2014, in Rome. Representatives of 88 member countries and a number of governmental and civil society organisations joined to negotiate and agree on the final text. On 9 June 2014, the 31st COFI session adopted the document, which empowered both coastal and inland fisheries with support for securing a socially and environmentally sustainable future (also see Jentoft 2014 and FAO 2015).

Box 2. Development of the New Song

Fisheries offer a crucial source of income and animal protein to Pacific Islanders. Recognising the need for an innovative and equitable approach in halting the decline of coastal fisheries resources, a regional workshop was held in March 2015 in Noumea, New Caledonia, to discuss the “Future of Coastal/Inshore Fisheries Management”. The New Song was an outcome of this workshop, which was attended by more than 80 participants, including representatives from fisheries and environment departments in 22 SPC member countries and territories, coastal communities, SPC, the Forum Fisheries Agency and other agencies of the Council of Regional Organisations in the Pacific, non-governmental organisations, and academic institutions and consultants with a background in Pacific Island fisheries. After approval at several key regional forums (e.g. the 9th SPC Heads of Fisheries Meeting and the 93rd Official Forum Fisheries Committee Meeting), the New Song was endorsed in July 2015 by the 11th Ministerial Forum Fisheries Committee Meeting. Developed in less than five months, the New Song carries regional consensus, urgency and optimism into the future of Pacific Island coastal fisheries.

Comparison of visions

A direct comparison of vision statements is not possible because the SSF Guidelines do not contain a discrete vision statement. Instead, the objectives of the document (Part 1, 1, 1.1) provided an indirect reference to what these visions might be. For instance, “to enhance the contribution of small-scale fisheries to global food security and nutrition” (1.1a) was taken as envisioning creation of fisheries that can better contribute to food security and nutrition. The Objectives section within the SSF Guidelines and the vision statement of the New Song (section 4) both prioritised the themes of food security, socioeconomic improvement, sustainable management and environmental benefits to fishers and communities, as shown in Table 1. In addition, apart from the vision for the fisheries, comparing the vision for the policy itself (i.e. what role the policy document is ultimately designed to serve), also showed high consistency by confirming their purposes as providing internationally agreed on policy guidance to national governments and other relevant management authorities.

Comparison of guiding principles and approaches

Next, we compared the guiding principles or approaches to discern how each policy proposed to realise its prescribed visions (see Song and Chuenpagdee 2015 for a principle-based comparison of

multiscalar fishery policy instruments). For the SSF Guidelines, we focused on 13 guiding principles presented in Part 1 and four implementation approaches described in Part 3. In the New Song, there were 11 approaches highlighted in Section 2. Comparison of the coded text generated six common bases out of the ten identified overall. As summarised in Figure 1 (see full text comparison in Appendix, Table A), they converged on the themes of non-discrimination and equity; community empowerment and stakeholder collaboration; feasibility and livelihood viability; holistic approaches; applying knowledge and monitoring progress; and political elevation and provision of support. The remaining four approaches were specific to either of the two policies; three were emphasised in the SSF Guidelines (human rights and dignity; sustainability and precautionary approach; transparency, accountability and rule of law), whereas the remaining one was more explicitly articulated in the New Song (scaling up of community-based ecosystem approach to fisheries management, or CEA FM, a composite coined by SPC to incorporate ecosystem-based approaches, with an emphasis on community-based management). This moderate overlap suggests a positive starting point for multiscalar coordination of the two instruments given that they subscribe to similar ways of going about and conducting implementation. We elaborate further on these results (concerning both the overlap and the more one-sided prescriptions) in the Discussion section below.

Table 1. Comparison of the visions between the Small-Scale Fisheries Guidelines and the New Song.

	SSF Guidelines (verbatim from Part 1, Introduction, 1. Objectives, 1.1)	New Song (verbatim from Section 4. A vision for coastal fisheries)
Vision for the fisheries	(a) enhance the contribution of small-scale fisheries to global food security and nutrition (b) equitable development of small-scale fishing communities and poverty eradication and to improve the socioeconomic situation of fishers and fish workers within the context of sustainable fisheries management (c) achieve the sustainable utilisation, prudent and responsible management and conservation of fisheries resources (d) contribution of small-scale fisheries to an economically, socially and environmentally sustainable future for the planet and its people	Sustainable, well-managed inshore fisheries, underpinned by community-based approaches that provide food security , and long-term economic, social and ecological benefits to our communities
Vision for the policy	(e) provide guidance ...that could be considered by states and stakeholders for the development and implementation of ecosystem friendly and participatory policies, strategies and legal frameworks (f) enhance public awareness and promote the advancement of knowledge on the culture, role, contribution and potential of small-scale fisheries	It is designed to provide direction and encourage coordination, cooperation and an effective use of regional and other support services in the development of coastal fisheries management Not stated

SSF Guidelines	In common	New Song
<ul style="list-style-type: none"> - Human rights and dignity - Sustainability and precautionary approach - Transparency, accountability, rule of law 	<ul style="list-style-type: none"> - Non discrimination and equity - Community empowerment and collaboration - Feasibility / livelihood viability - Holistic approaches - Applying knowledge and monitoring progress - Political elevation and support 	<ul style="list-style-type: none"> - Scaling up of community-based ecosystem approaches to fisheries management (e.g. CEAFM)

Figure 1. Comparison of the guiding principles and approaches in the SSF Guidelines and New Song. Each item represents a principle or approach, either commonly or partially, featured in the two documents.

Comparison of recommendations

The third comparison focused on the recommendations for action stipulated in the two documents. This step involved Part 2 of the SSF Guidelines representing “what is to be implemented” and Section 9 of the New Song titled “pathways to change framework”, as they both describe a set of outcomes to be achieved. We compared the frequency with which particular themes (identified in Cohen et al. in press) appeared in the respective sections of the two documents. Fifteen themes emerged as most relevant here (see Fig. 2, also see Appendix, Table B for a detailed listing along with sample texts from each document). The majority of the themes that were important within the SSF Guidelines, such as tenure rights, gender equality, equitable access, human-social development and co-management, were also

key aspects of the New Song (see row a, Fig. 2). A discussion on four themes — elevating human rights, addressing impacts of climate change, international fish trade, and managing for sustainability — was noticeably absent from the New Song, however (refer to row d). Interestingly, there were themes that are more extensively articulated in the New Song (row b), such as institutional coordination and strengthening, integrated approaches and monitoring, and research information and awareness raising. Notwithstanding the differences in the length of elaboration supplied in the respective sections, the overall pattern seems to suggest a large topical overlap. Together with the reasonable synchronisation observed in the visions as well as in the approaches, this result would represent another encouraging outcome that points towards the possibility of a synergistic implementation of these documents.

	SSF Guidelines	New Song
(a) Strong in both policies	Tenure rights Gender & social equality Equitable access to resources & benefits Co-/community-based management Human & social development Political recognition & will	
(b) Strong in New Song	Institutional coordination & strengthening Monitoring, research, awareness raising Integrated approaches	
(c) Weak in New Song	Post-harvest economic development Fisher participation	
(d) Absent from New Song	Human rights Impacts of climate change Impacts of international fish trade Management for sustainability	

Figure 2. The implementation themes identified from the Small-Scale Fisheries Guidelines (see Cohen et al. in press) and their relative representation in the New Song.

Discussion

Here, we reflect on the main question of this article: Does the New Song agree with the Small-Scale Fisheries Guidelines: Are the two policies in harmony? All three levels of comparison suggest that many recommendations presented in the SSF Guidelines are shared by the New Song. First, the two policies present similar visions that support the social functions of small-scale fisheries. They both highlight a wide range of aspirations that together advance the goals of food security, gender equity, socio-economic-ecosystem improvement and sustainable management. It is important to note that these aims are situated more closely with the “welfare”-based model, underscoring the importance of labour and income provision to resource-poor fishing households (Béné et al. 2010) than the “wealth”-based one, which is predicated on maximising economic rents and gross domestic product contributions (Cunningham et al. 2009).

At the more applied level, we found 11 themes to be common to both documents, with an emphasis on tenure rights, human development and social equity issues (row a, Fig. 2). Many common themes were also echoed in both sets of guiding principles and approaches (see the overlapping section in Fig. 1). This provides a reasonable indication that implementation of the New Song could, for the most part, workably operationalise the SSF Guidelines. We view the resultant pairing of these two policies to be an encouraging and useful strategy for fishery managers in Pacific Island countries and territories who are entrusted with overseeing their implementation.

While reiterating many of the key convictions of the global small-scale fisheries community, the New Song also carries a regional stamp. The Pacific regional identity and the salience of supra-national or regional bodies (e.g. SPC, FFA, the Secretariat of the Pacific Regional Environment Programme, and the Pacific Islands Forum Secretariat) likely contribute to the emphasis on institutional coordination, collaboration and partnership in the New Song (row b, Fig. 2). Likewise, keen promotion of CEAFM in the New Song (see Fig. 1) also likely comes with a special regional justification. Various forms of community-based management have a long and privileged history in the Pacific (e.g. Jupiter et al. 2014; Ruddle et al. 1992). In addition, given the geographically remote and culturally varied nature of the many coastal fisheries in the region, it is expected that the central oversight of national governments alone would be an ineffective model of administering the fisheries. Hence, local management based on community empowerment

and customary leadership seems to be also gaining greater traction with national governments, and is being formally committed to as a promising way forward. Such plural governance strategies of both top-down and bottom-up approaches is important to developing multiscale and pragmatic buy-in of national and local participants (Morrison 2007).

Despite the similarities in the intent and themes of the New Song and the SSF Guidelines in the Pacific, there are several key recommendations of the SSF Guidelines that are under-represented or even absent in the New Song. The most noticeable omission is the theme of human rights and dignity, which is portrayed in the SSF Guidelines as the most fundamental guiding principle.⁵ This perspective sees fishing and livelihood provisions as an inalienable right of a fisher or fish worker and is consistent with international human rights standards. Human rights are, thus, to be distinguished from the more narrowly-defined user rights or tenure rights, whenever possible, on the assumption that providing an assured route out of vulnerability and insecurity to sustain a dignified life is what needs to be secured first and foremost (Allison et al. 2012; Song 2015). It is imperative that the implementation of the New Song, particularly as it promotes tenure rights for coastal communities, is proceeded with this crucial distinction in mind and broadened to have explicit human rights considerations, so as not to work in contradiction to the SSF guidelines.

In moving forward, the SSF Guidelines and the New Song are purposefully non-prescriptive and open to fine-tuning at the level of implementation; re-interpretation and contextualization is not only possible but fully intended (see 2.4 and section 4, respectively). In line with this, Ruddle and Davis (2013:91) contend that “rights” in SSF settings are best understood from “the history, processes and dynamics of cultural expressions and social relationships represented in SSF peoples’ identities, understandings, practices, and ways of living.” Thus, even something as universal and impregnable as the notion of human rights should go through a measured introspection in adapting to national or local realities. Likewise, Cohen et al. (2015) have called for a continuous tinkering of CEAFM in the region to strike a right balance in the hybridisation of customary and contemporary, and in the interactions between co- and self-governance if it is to realise improved sustainability and equality in both social and ecological processes and outcomes.

National and territorial governments of the Pacific Islands region indeed have a crucial role to play in responsibly translating these guidelines into a viable plan of action. This will be no easy task, and

⁵ “These objectives should be achieved through the promotion of a human rights-based approach.” (Part 1, 1.2 of the SSF Guidelines text).

they must be able to rely on regional bodies as well as other academic, developmental and non-governmental partners for financial and technical support, as well as for research and monitoring. Nevertheless, that the New Song is well correlated with the SSF Guidelines should serve as a starting point for policy coordination in anticipation of their implementation. It is of paramount importance to seize the policy momentum emerging in the region and work together to advance the novel visions agreed on for coastal small-scale fisheries.

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Appendix

Table A. Comparison of the guiding principles and approaches contained in the two documents (bold italics are verbatim headings from the documents; a brief description of each guiding principle/ approach is supplied in parentheses)

Present in both documents	Major themes derived from the headings	SSF Guidelines	New Song
	Non-discrimination and (cultural and gender) equity	<p><i>Non-discrimination</i> (elimination of all kinds of discrimination)</p> <p><i>Gender equality and equity</i> (recognition of women’s role and promoting of equal rights and opportunities)</p> <p><i>Equity and equality</i> (promoting justice and fair treatment with possible use of preferential treatment)</p> <p><i>Respect of cultures</i> (respecting existing forms of organisation, traditional and local knowledge and practices of fishing communities)</p>	<p><i>Women and youth</i> (incorporating the voice of women and youth in community-based ecosystem approach to fisheries management (CEAFM) strategies and decision-making with them also receiving more equitable access to fishery benefits)</p>
	Community empowerment and participation and stakeholder collaboration	<p><i>Consultation and participation</i> (ensuring active, free, effective, meaningful and informed participation of fishing communities)</p> <p><i>Social responsibility</i> (promoting community solidarity and fostering of an environment that encourages stakeholder collaboration)</p> <p><i>Capacity development</i> (providing guidance for developing appropriate representative structures and developing the capacities in both government administrations and communities, in particular at decentralized and local level.</p>	<p><i>Working together</i> (urging stakeholders to sing in harmony from the same songbook to be effective and communities to have direct contact and support from all relevant participants including government)</p> <p><i>Empowering communities</i> (supporting people at the community level so that they are empowered, motivated, and adequately resourced for successful CEAFM)</p>
	Holistic and integrated approaches	<p><i>Holistic and integrated approaches</i> (recognising the ecosystem approach to fisheries as an important guiding principle, embracing the notions of comprehensiveness and ensuring cross-sectoral coordination)</p> <p><i>Policy coherence, institutional coordination and collaboration</i> (relying on better integration of the sector into broader development processes and policies and facilitating improved institutional coordination and collaboration to ensure policy coherence)</p>	<p><i>A holistic approach</i> (concurrently managing other impacts on coastal ecosystems including mining, logging, urban development, tourism, climate change and natural disasters)</p> <p><i>Closing the [food] gap</i> (inclusion of alternative sources of protein and other foods through complementary strategies from communities and other sectors (e.g. health, agriculture, education)</p>
	Feasibility and livelihood viability	<p><i>Feasibility and social and economic viability</i> (ensuring that policies and actions for improving small-scale fisheries governance and development are socially and economically sound, rational and implementable)</p>	<p><i>Maintaining livelihoods</i> (provision of alternative sources of income in a way that is consistent with securing longer-term incomes and future sustainability of coastal communities)</p> <p><i>Using the right methods</i> (ensuring that management approaches are simple, realistic and implementable and take local and sub-regional differences into account)</p> <p><i>Closing the [food] gap</i> (seeking alternative sources of fish for food to meet the increasing demand (e.g. fish aggregating devices, aquaculture and small pelagic fish)</p>

Table A. continued

	Major themes derived from the headings	SSF Guidelines	New Song
Present in both documents	Understanding and applying knowledge and monitoring progress	<p>Information, research and communication (using bioecological, social, cultural and economic information as well as traditional knowledge, and its related research and communication to support decision-making and action)</p> <p>Implementation support and monitoring (guiding development of monitoring and assessment measures that allow feedback into policy-making processes)</p>	Understanding the facts (applying gathered facts and knowledge on what works and does not work in CEAFM and conducting further analytical work)
	Political elevation and provision of support	Implementation support and monitoring (calling for support of development partners, promoting the formation of national level platforms to oversee implementation as well as relying on FAO to support the development of a Global Assistance Programme)	<p>Advocacy and political will (relying on significant and sustained political commitment from all levels including the highest political level and beyond the fisheries sector)</p> <p>Balancing offshore and inshore fisheries (ensuring an appropriate level of long-term funding support to coastal fisheries management in relation to commercial tuna fisheries)</p>
Partial to the SSF Guidelines	Human rights and dignity	Human rights and dignity (recognising the inherent dignity and the equal, universal and inalienable human rights of all individuals and their applicability to communities)	
	Economic, social and environmental sustainability and precautionary approach	Economic, social and environmental sustainability (applying the precautionary approach and risk management to guard against undesirable outcomes, including overexploitation of fishery resources and negative environmental, social and economic impacts)	
	Transparency, accountability and rule of law	<p>Transparency (clearly defining and widely publicising policies, laws and procedures and widely publicising decisions in formats accessible to all)</p> <p>Accountability (holding individuals, public agencies and non-state actors responsible for their actions and decisions according to the principles of the rule of law)</p> <p>Rule of law (adopting a rules-based approach through laws that are widely publicised, applicable to all, equally enforced and independently adjudicated, and that are consistent with existing national and international law)</p>	
Partial to the New Song	Contextual scaling up of CEAFM		<p>Scaling up (building on CEAFM successes and expanding them to meaningful proportions of the coastal environment)</p> <p>Using the right methods (Complementing CEAFM with other tools, including control of exports and regulatory approaches, recognising that CEAFM, or any one method, will not be appropriate everywhere)</p>

Table B. Comparison of recommendations on what to be implemented (or outcomes to be realised) based on the themes identified in Cohen et al. (in press) (italicised text refers to a descriptor used for identifying each theme)

Implementation themes	Examples of relevant text and where featured	
	SSF Guidelines	New Song
Tenure rights <i>– Specific mention of tenure as an instrument, tenure rights, and the interpretation of tenure rights</i>	<p>“States... and all other parties should recognize, respect and protect all forms of legitimate tenure rights, taking into account, where appropriate, customary rights to aquatic resources and land and small-scale fishing areas enjoyed by small-scale fishing communities” (5.4); (also see Chapter 5a, especially 5.1-5.4, 5.6-5.9, 5.11 and 5.12)</p>	<p>“Informed, empowered coastal communities with clearly defined user rights” (Outcome #1)</p>
Human rights <i>– Direct references to human rights, or references to respecting freedom, non-discrimination, inclusion and other relevant notions</i>	<p>“States should take steps with a view to the progressive realization of the right of small-scale fishers and fish workers to an adequate standard of living and to work in accordance with national and international human rights standards” (6.7); (also see 5.12, 6.1, 6.7, 6.12, 6.13, 8.2)</p>	<p>Not directly mentioned</p>
Gender equality and equity and fair treatment of marginalized groups <i>– Calls for special attention for women and other vulnerable groups</i>	<p>“States should involve small-scale fishing communities – with special attention to equitable participation of women, vulnerable and marginalized groups – in the design, planning and, as appropriate, implementation of management measures, including protected areas, affecting their livelihood options” (5.15)</p> <p>“Preferential treatment of women, indigenous peoples, and vulnerable and marginalized groups – in providing services and giving effect to non-discrimination and other human rights – should be accepted and promoted where it is required to ensure equitable benefits” (6.2); (see also Chapter 8, 5.18, 6.5, 6.9, 7.2)</p>	<p>“More equitable access to benefits and decision making within communities, including women, youth and marginalised groups” (Outcome #7)</p> <p>“Plans take account of equity issues, especially those involving gender and youth” (part of Outcome #7)</p>
Equitable access to resources and benefit distribution <i>– Refers to the distribution of benefits socially within fishing communities, but also include distribution of benefits geographically or sectorally</i>	<p>“The Guidelines support equitable distribution of the benefits yielded from responsible management of fisheries and ecosystems, rewarding small-scale fishers and fish workers, both men and women” (5.1)</p> <p>“States should adopt measures to facilitate equitable access to fishery resources for small-scale fishing communities, including, as appropriate, redistributive reform” (5.8); (also see 5.7, 7.8)</p>	<p>“More equitable access to benefits and decision making within communities, including women, youth and marginalised groups” (Outcome #7); “Equitable access to the resource and benefits from coastal fisheries within communities” (part of Outcome #7)</p>
Human and social development <i>– Calls for local to higher level broader social development efforts (for instance, through simultaneous to management efforts or as a specific objective of fisheries reform)</i>	<p>“States should promote investment in human resource development such as health, education, literacy, digital inclusion and other skills of a technical nature that generate added value to the fisheries resources as well as awareness raising” (6.2)</p> <p>“States and other stakeholders should support already existing, or the development of complementary and alternative income-generating opportunities – in addition to earnings from fisheries-related activities – for small-scale fishing communities, as required and in support of sustainable resource utilization and livelihood diversification” (6.8); (also see Chapter 6, especially 6.2-6.4, 6.6-6.8 and 6.14, 5.1 and 8.4)</p>	<p>“Diverse livelihoods reducing pressure on fisheries resources, enhancing community incomes, and contributing to improved fisheries management” (Outcome #8); “Informed and empowered communities – robust awareness and communication programmes” (part of Outcome #1)</p>
Post-harvest economic development <i>– Specific calls for investment in post-harvest developments, including food safety</i>	<p>“States should recognize as economic and professional operations the full range of activities along the small-scale fisheries value chain – both pre- and post-harvest; whether in an aquatic environment or on land; undertaken by men or by women” (6.5)</p> <p>“States should foster, provide and enable investments in appropriate infrastructures, organizational structures and capacity development to support the small-scale fisheries post-harvest subsector in producing good quality and safe fish and fishery products, for both export and domestic markets, in a responsible and sustainable manner” (7.3); (also see Chapter 7, especially 7.1, 7.3-7.5, 9.6)</p>	<p>“Enhance value of wild-caught fisheries” (part of Outcome #8)</p>

Table B. continued

Implementation themes	Examples of relevant text and where featured	
	SSF Guidelines	New Song
Addressing impacts of international fish trade – Specific reference to trade across national borders	“States should give due consideration to the impact of international trade in fish and fishery products and of vertical integration on local small-scale fishers, fish workers and their communities. States should ensure that promotion of international fish trade and export production do not adversely affect the nutritional needs of people for whom fish is critical to a nutritious diet, their health and well-being and for whom other comparable sources of food are not readily available or affordable” (7.7); (also see 7.6, 7.9)	Not directly mentioned
Co-management – Includes specific mention of community-based approaches to management, and co-management and also general references to State, fishers and communities working collaboratively to address management	“States should ensure that the roles and responsibilities within the context of co-management arrangements of concerned parties and stakeholders are clarified and agreed through a participatory and legally supported process.” (5.17); (also see 5.5, 5.15, 5.16)	“Legal and regulatory frameworks recognising community empowerment” (part of Outcome #1) “Coastal fisheries staff conducting effective CEAFM activities” (part of Outcome #4) “Private sector, finance providers and land-based organisations are involved in CEAFM” (part of Outcome #6) “Increased spread and quality of CEAFM among communities” (part of Outcome #6) “Decision-making processes are transparent and the roles of government and traditional authorities are clear” (part of Outcome #7)
Fisher participation – Include participation and representation of fishers in management efforts to policy forums	“States should facilitate, train and support small-scale fishing communities to participate in and take responsibility for, taking into consideration their legitimate tenure rights and systems, the management of the resources on which they depend for their well-being and that are traditionally used for their livelihoods” (5.15) “All endeavours should be made so that small-scale fisheries are represented in relevant local and national professional associations and fisheries bodies and actively take part in relevant decision-making and fisheries policymaking processes” (5.17) “Women should be encouraged to participate in fisheries organizations, and relevant organizational development support should be provided” (8.2); (also see 5.5, 5.18, 7.1, 9.2)	“Greater inclusivity of decision-making while acknowledging cultural norms and traditional values” (part of Outcome #7)
Management for sustainability – Refers to the objectives of ecological sustainability or sustainability in broader sense. May include term conservation. May refer to specific measures (reduction of efforts, catch limits) where they are applied to promote ecological sustainability.	“States should ensure that effective fisheries management systems are in place to prevent overexploitation driven by market demand that can threaten the sustainability of fisheries resources, food security and nutrition” (7.8) “States should avoid policies and financial measures that may contribute to fishing overcapacity and, hence, overexploitation of resources that have an adverse impact on small-scale fisheries” (5.20); (also see 5.13, 5.20)	Not directly mentioned
Addressing impacts of climate change – Any specific mention of climate change	“All parties should recognize and take into account the differential impact of natural and human-induced disasters and climate change on small-scale fisheries. States should develop policies and plans to address climate change in fisheries, in particular strategies for adaptation and mitigation, where applicable, as well as for building resilience, in full and effective consultation with fishing communities” (9.2); (also see Chapter 9)	Not directly mentioned

Table B. continued

Implementation themes	Examples of relevant text and where featured SSF Guidelines	New Song
<p>Institutional coordination and strengthening</p> <p>– Includes general calls for institutional coordination and also details specific mechanisms to achieve coordination or coherence. Also includes cross-sectoral and cross-scale interactions – see also integrated approaches</p>	<p>“States and development partners should recognize the traditional forms of associations of fishers and fish workers and promote their adequate organizational and capacity development in all stages of the value chain in order to enhance their income and livelihood security in accordance with national legislation. Accordingly, there should be support for the setting up and the development of cooperatives, professional organizations of the small-scale fisheries sector and other organizational structures, as well as marketing mechanisms, e.g. auctions, as appropriate” (7.4) (also see 6.10)</p>	<p>“Strong partnerships at all levels” (part of Outcome #1)</p> <p>“Re-focused fisheries agencies that are transparent, accountable, and adequately resourced, supporting coastal fisheries management and sustainable development, underpinned by CEA FM” (Outcome #4)</p> <p>“Strong and up-to-date management policy, legislation and planning” (Outcome #5)</p> <p>“Effective collaboration and coordination among stakeholders and key sectors of influence” (Outcome #6)</p> <p>“National forums are coordinating and providing cross-sector advice relevant to coastal fisheries management” (part of Outcome #6)</p> <p>“Regional and national coordination of policy” (part of Outcome #6)</p>
<p>Integrated approaches</p> <p>– Includes inter-sectoral community development efforts (i.e., addressing health, education alongside fisheries), but also ecosystem approach to fisheries management</p>	<p>“All parties should consider integrated, ecosystem and holistic approaches to small-scale fisheries management and development that take the complexity of livelihoods into account” (6.1); (also see 9.3)</p>	<p>“Coastal fisheries management activities are integrated and coordinated with other relevant stakeholders” (part of Outcome #4)</p> <p>“Coastal fisheries management is included in broader development processes” (part of Outcome #6)</p> <p>“Aquaculture, tourism and inshore FADs cost effectively contribute to sustainable livelihoods” (part of Outcome #8)</p>
<p>Monitoring, research information and awareness raising</p> <p>– Includes calls for improved data management, data collection and research. Also includes calls for integration of multiple knowledge sources (e.g., contemporary science and local knowledge). Also includes calls for “awareness raising”</p>	<p>“States should ensure the establishment of monitoring, control and surveillance (MCS) systems or promote the application of existing ones applicable to and suitable for small-scale fisheries” (5.16)</p> <p>“All parties should collaborate to develop functional evaluation systems to assess the impact of legislation, policies and actions for improving women’s status and achieving gender equality” (8.3); (also see 7.10)</p>	<p>“Coastal fisheries management and marine ecosystems included in school curricula” (part of Outcome #1)</p> <p>“Adequate and relevant information to inform management and policy” (Outcome #2)</p> <p>“Raised public support of coastal fisheries through engaging awareness campaigns with consistent and community-relevant messaging and creative information-sharing tactics (e.g. use of celebrities, role models, etc.)” (part of Outcome #3)</p> <p>“Documented coastal fisheries management activities, which are regularly reviewed” (part of Outcome #4)</p> <p>“Effective policy implementation through plans, monitoring and evaluation” (part of Outcome #5)</p>
<p>Political recognition and will</p> <p>– Calls to increase the profile and recognition of small-scale fisheries and fishers and associated concerns</p>	<p>Implicit throughout</p>	<p>“Recognition of, and strong political commitment and support for, coastal fisheries management at a national and sub-national scale” (Outcome #3); “Informed and supportive politicians at the national and sub-national levels” (part of Outcome #3); “Coastal fisheries management is a permanent agenda item at regional meetings” (part of Outcome #3)</p>