

A background image showing a tropical stream flowing through a lush, green forest. Several people are visible in the water, some standing and others sitting, engaged in what appears to be a community activity or fishing. The scene is bright and sunny, with sunlight filtering through the trees.

Lessons learned from community co-management in the Western Pacific

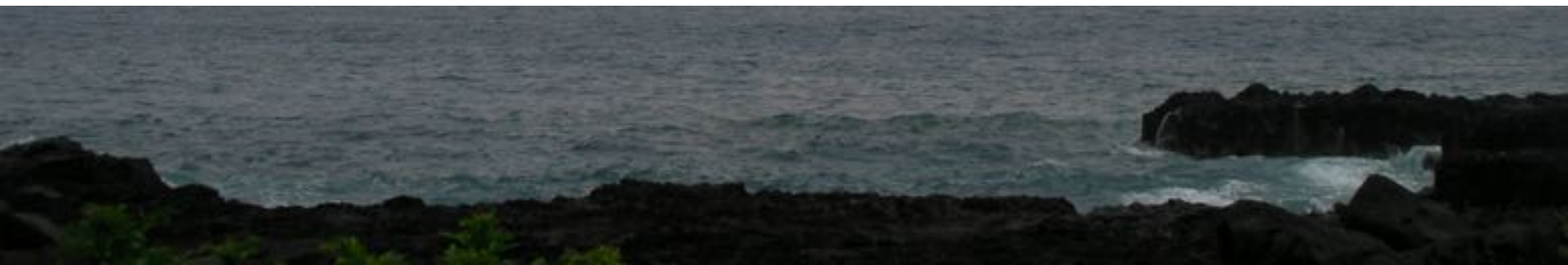
**What factors influence to program outcomes;
With examples from Hawaii and American Samoa**

**Fisheries Leadership & Sustainability Forum
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Overview

- **Background:** Co-management – what is needed for it to work? (meta-analyses and frameworks)
- **Case examples:** Hawaii and American Samoa
- **Contextual and design factors** influencing program outcomes
- **Discussion/Conclusions:** What does this mean for fisheries co-management?



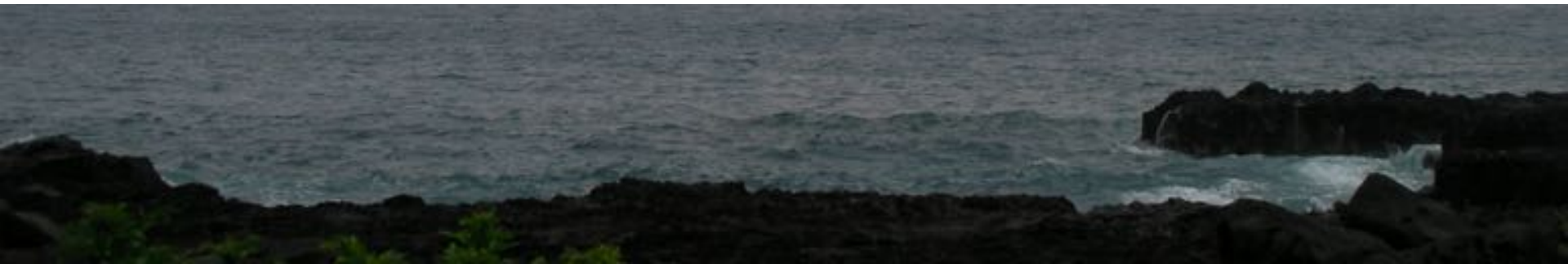
Community Fisheries Co-management

- Local communities and government agencies partner in creating and sustaining systems for local marine resource management
- Can (under the right conditions) lead to more sustainable resource management and improved livelihoods
- “...the only realistic solution for the majority of the world’s fisheries.” (Gutierrez et al. 2011)



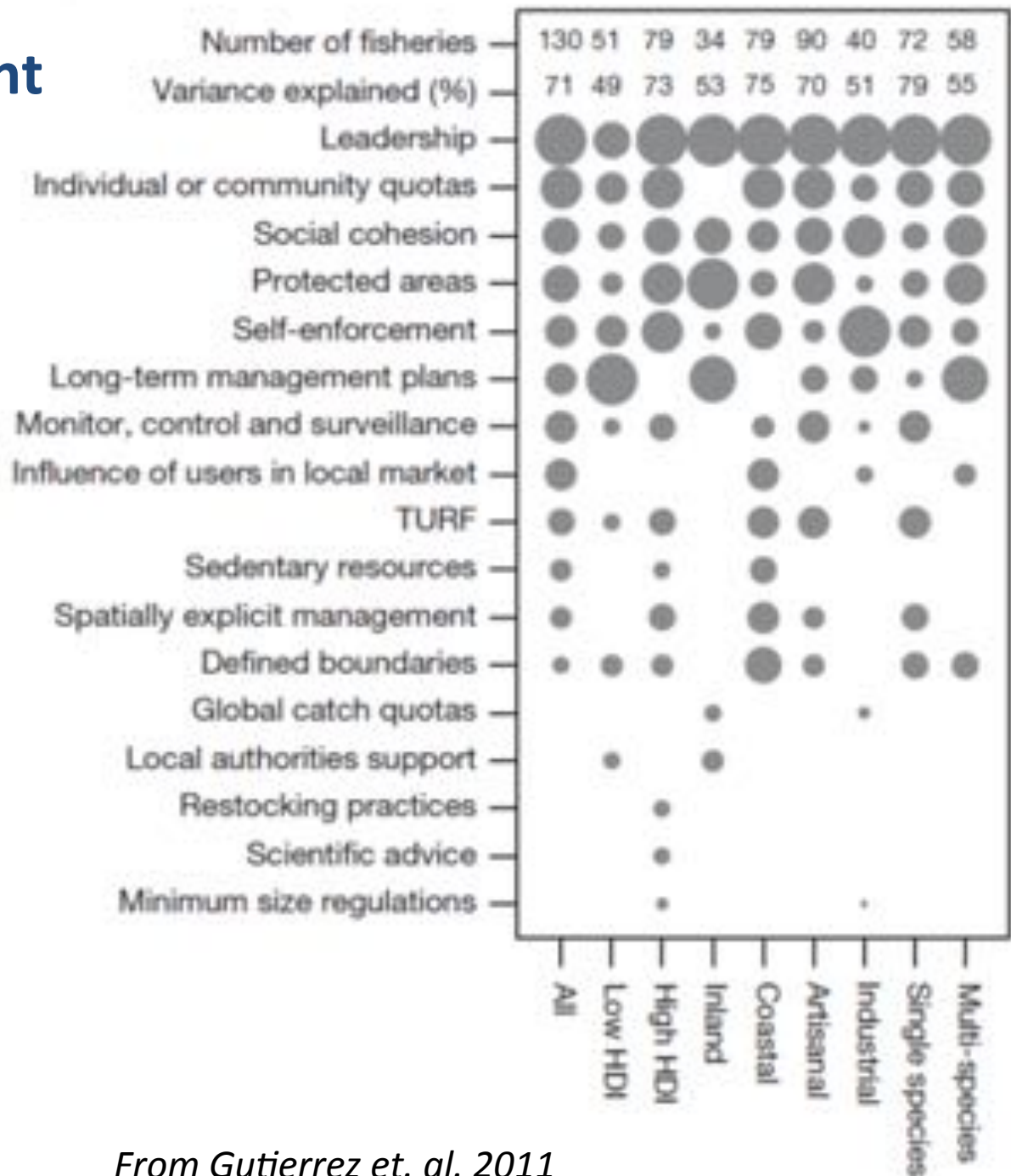
Community Fisheries Co-management

- Promising in theory, but meets political, social, economic, ecological, and logistical challenges in implementation
- Challenging to develop new institutional arrangements to devolve power to local communities
- Issues in community capacity, differing ideas regarding what and how things should be “managed”
- Institutional and social contexts



Key co-management attributes for fishery success

From a study of 130 co-management regimes worldwide



From Gutierrez et. al. 2011

Design principles for fishery co-management

1. Clearly defined **geographic boundaries** and **membership rights**;
2. The development and enforcement of **rules that limit resource use**;
3. **Congruence between rules and local conditions** (i.e. scale and appropriateness);
4. Resource **users have rights** to **make, enforce, and change** the rules;
5. Individuals **affected by the rules** can participate in **changing the rules**;
6. **Monitoring** of the resources;
7. The presence of **accountability mechanisms** for those monitoring the rules;
8. Sanctions that increase with repeat offences or severity of offences (**graduated sanctions**);
9. The presence of **conflict resolution mechanisms**; and
10. The degree to which co-management arrangements are **nested** within other institutions

From Cinner et. al. (2009), based on Ostrom (1990) and additional fishery-related studies

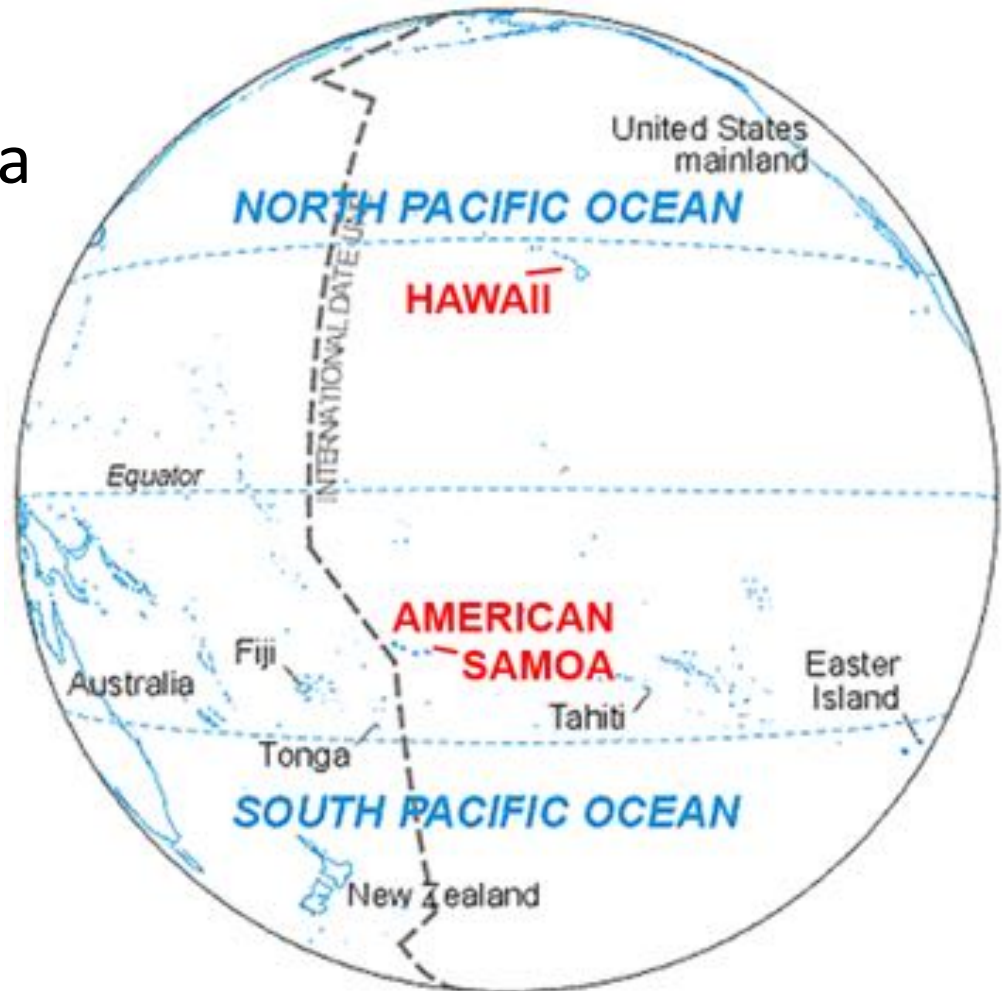
Contextual factors

- Culture, ethnicity, diversity
- Social organizations and institutions
- Community structure
- Leadership
- Ecology
- History
- Economy
- And many others....



Community Co-management Programs in the US Pacific

- **Hawai'i:**
Community-based Subsistence Fisheries Area (CBSFA) Legislation
 - 2 designated communities
 - No approved rules
- **American Samoa:**
Community-based Fisheries Management Program (CFMP)
 - 11 participating villages
 - Legal framework supports community management plans





Hawaii's Community Based Subsistence Fishing Area (CBSFA) Legislation

“For the purpose of reaffirming and protecting fishing practices customarily and traditionally exercised for purposes of native Hawaiian subsistence, culture, and religion”

(Hawaii Revised Statutes, Ch. 188-22.6)

- Initiated in 1994
- Based on the idea of strengthening traditional Hawaiian practices of natural resource management
- Multi-ethnic society - native Hawaiians are a minority



Traditional marine management in Hawaii: *Ahupua'a*

- Stretched from the top of the mountain to the sea
- Included agricultural areas in the uplands and allowed for the harvest marine resources in the coastal areas
- Local resource tenure – outsiders could not harvest from another *ahupua'a* without first receiving permission (exclusion)
- Kapu – enforcement
- Persisted over 1500 years



Breakdown of Hawaiian traditional systems

- Western colonization and breakdown of traditional systems
- Imported diseases
- Market economies
- Ahupua'a boundaries were split, land privatized
- Now well-integrated into the global economy



Community-based Subsistence Fishing Area (CBSFA) Program and Legislation

- Protection of Hawaiian traditional subsistence rights called for in HI constitution
- CBSFA legislation established to protect Hawaiian subsistence rights/practices, improve marine resource management



Communities pursuing CBSFA designation

Community	Progress on CBSFA Management:
Mo'omomi (Moloka'i)	Designated as pilot in 1994, dropped out in 1997 due to bureaucratic frustration; currently re-entering process to develop rules and management plan
Miloli'i (Hawai'i)	Designated in 2005 through the Hawai'i State Legislature. Management plan developed in 2008 – not approved. There are no state approved rules or management plan for this CBSFA.
Ha'ena (Kaua'i)	Designated in 2006 through the Hawai'i State Legislature. Developed a management plan and proposed rules, submitted to DAR in early 2012. Rules held up for years –hearings regarding proposed rules now scheduled for late 2014.
Ho'okena (Hawai'i)	Community organized and developed a management plan and rule package. Sought designation through the legislature in 2010, which failed.
<i>Additional Communities:</i> Kaua'i (2), O'ahu (5), Moloka'i (2), Maui (6), Hawai'i (2), Ni'ihau (1)	At least 18 additional communities have been involved in the CBSFA process in some way, many expressing interest in CBSFA designation and beginning preliminary organizing to seek designation and develop management plans.

Challenges to CBSFA implementation

- Bureaucracy: Chapter 91 rule designation process



<http://diggingperu.wordpress.com/2012/07/07/beaucracy-and-red-tape/>

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- Challenge of converting Hawaiian traditional management practices into a Western legal framework



Challenges to CBSFA implementation

- Bureaucracy: Chapter 91 rule designation process
- Challenge of defining “community”
- Lack of state support
- Challenge of converting Hawaiian traditional management practices into a Western legal framework
- Unclear mechanisms for enforcement





American Samoa's Community Based Fisheries Management Program (CFMP)

- Initiated in 2000
- Currently 11 villages across the islands
- Village-based management in collaboration with the territorial government – Department of Marine and Wildlife Resources (DMWR)





Community-based Fisheries Management Program (CFMP)

- Based on Samoan strong hierarchical social structure and cultural traditions, still intact today
- Homogeneous society – over 90% Samoan
- Near-shore fishing largely subsistence with limited market demand
- Isolated location, very little tourism

CFMP Village Consultation Process

1. Village Chiefs (*matai*)



2. Untitled men (*aumaga*)



3. Women's group



AFIO MAI I FAGANEANEĀ & MATU'U



FA'ASILASILAGA:

Mo ni Solitulafono
Fa'afeso'ota'i le Ofisa
o Faigafaiva 633-4456
ma le Ofisa a le
NOAA-OLE i le
633-7628.



NOFOAGA O LE GATAIFALE FAASAO.

CFMP Villages in American Samoa

Village	Process initiated	Management status
Alofau	2001	Open 1 day/week (Saturday) to villagers only.
Amaua & Auto	2003	No-take for 3 years, open again for 1 month, closed again. Currently open to villagers only to fish.
Aoa	2005	No-take as of early 2008. Previously only open 1 day/week (Saturday).
Fagamalo	2003	No-take
Matu'u & Faganeanea	2005	Closed for 3 years, now open periodically (at chief's discretion) to villagers only
Amanave	2008	Closed to all. Finishing management plan, delayed by tsunami damage.
Fagasa	2013	Recent designation – on portion of the bay closed to fishing; in the process of finishing management plan.
Poloa	2001	Only villagers allowed to fish
Sa'ilele	2005	No-take
Alega	2013	Recent designation – in the process of finishing management plan.
		No-take. Reserve was opened 1.5 years ago for 3 months, then closed



CFMP Enforcement and Regulations

- Good local compliance, strong local enforcement (for the most part)
- Legal recognition and support at the territorial level
- Some village regulations are not legal under territorial law and cannot be enforced if outsiders violate them (ie. outsider exclusion)

Contextual and program design factors contributing to different co-management outcomes

American Samoa



Hawaii



Contextual and program design factors contributing to different co-management outcomes

- Cultural and ethnic diversity, traditional systems, and community structures
 - Homogeneity in Samoa vs. diversity in Hawaii
 - Intact vs. disrupted traditional systems
 - Clear hierarchical community structures vs. less clearly defined communities



Photo credit: Evelyn Lili'o, Fagasa

Contextual and program design factors contributing to different co-management outcomes

- Cultural and ethnic diversity, traditional systems, and community structures
- Leadership and resource management processes



Photo credit: American Samoa National Park

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- Enforcement



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Contextual and program design factors contributing to different co-management outcomes

- Cultural and ethnic diversity, traditional systems, and community structures
- Leadership and resource management processes
- Support from collaborating co-management agencies
- Exclusion of outsiders
- Enforcement
- **Appropriate institutional frameworks and adaptive capacity**

Conclusions / Discussion

- Importance of local contextual and design factors



Conclusions / Discussion

- Importance of local contextual and design factors
- Many of these factors are fragile



Conclusions / Discussion

- Importance of local contextual and design factors
- Many of these factors are fragile
- Understanding these factors is critical to designing and implementing successful fisheries co-management programs



Thank you



Questions?