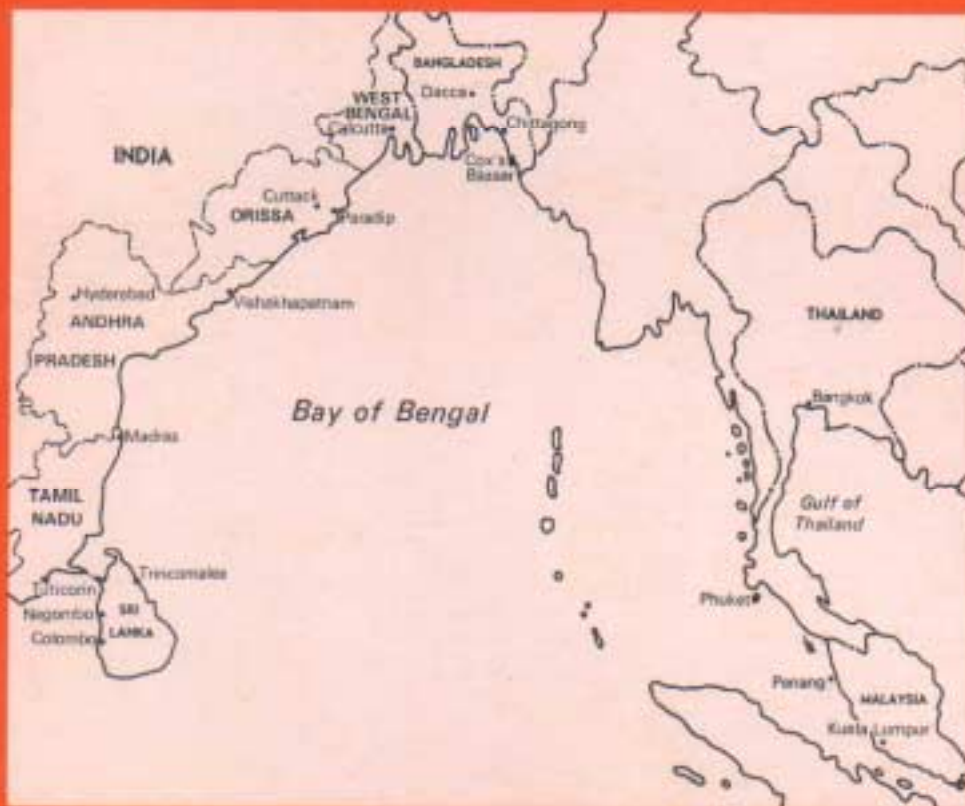


Report of the Workshop on Social Feasibility in Small-Scale Fisheries Development

Madras, India

3-8 September, 1979



SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY



FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS

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Funding Agency :
Swedish International
Development Authority

Executing Agency :
Food and Agriculture Organisation
of the United Nations

PREFACE

This document is the final report of a workshop on social feasibility in small-scale fisheries development which was held in Madras, September 3-8, 1979. It was hosted by the Government of Tamil Nadu and conducted by the Programme for the "Development of Small-Scale Fisheries in the Bay of Bengal".

Some 20 participants from five countries attended the workshop, besides consultants and staff of the Programme. Some of the participants were officials nominated by their governments. Others were invited on the basis of their contribution of discussion papers.

The report sets out the secretariat's understanding of the discussions that transpired, the views expressed and the conclusions that were reached at the workshop. The report may help governments and other agencies to pinpoint the factors affecting the social feasibility of plans, programmes and projects to develop small-scale fisheries.

The views expressed at the workshop are those of the participants and do not necessarily represent the official views of the governments or of the Food and Agriculture Organization of the United Nations.

"Development of Small-Scale Fisheries in the Bay of Bengal," GCP/RAS/040/SWE, is a regional FAO programme of which five countries — Bangladesh, India, Malaysia, Sri Lanka and Thailand -are members. It is funded by the Swedish International Development Authority and executed by the Food and Agriculture Organization of the United Nations.

SUMMARY

The definition of small-scale fisheries used at the workshop was the definition put forward at the Expert Consultation on Small-Scale Fisheries Development (Rome, 1975) — “Small-scale fisheries are labour-intensive and are conducted by artisanal craftsmen whose level of income, mechanical sophistication, quantity of production, fishing range, political influence, market outlets, employment and social mobility and financial dependence keep them subservient to the economic decisions and operating constraints placed upon them by those who buy their production”.

In defining social feasibility, it was generally agreed that a project is socially feasible if its benefits reach the intended beneficiaries.

Presentations by workshop participants of the socio-economic status of fishing communities in the Bay of Bengal region showed that they live in overcrowded houses in villages in the coastal areas, exposed to floods, fires and storms. Their income and educational levels are low, as is their status in society. Drinking water is hard to come by, basic sanitation facilities are non-existent. Some of the fisher-folk are migrants, some are temporary occupants of land, some hold short-term leases, some are tenants, a few are owners. The power structure in the fishing villages is related to the ownership of such assets as land, houses, boats and fishing gear. The fishing communities have little or no political power, are strongly influenced by religion, and tend to be highly superstitious. Women from the fishing community are not active partners in actual fishing operations, but they do play an active role in fish marketing and processing.

It is relevant to highlight the concept of social feasibility because fisheries development programmes/projects planned and implemented in the past solely on the basis of technical/ economic feasibility failed to achieve their objectives -they aggravated inequalities, bred social tension and in general benefited those who already hold the levers of power. Both human factors and economic considerations impel a study of social feasibility. Emphasis on social feasibility may help to tackle such problems as rural migration to cities. It may also help promote decentralisation and village-level planning.

Among the important factors that would ensure the social feasibility of a fisheries development project/programme are the fisherfolk's active participation, a realistic time frame for the project, the right mental orientation (for fishermen as well as the development agency), and effective leadership/management of the programme.

The attitude of fisherfolk to change needs to be understood by development agencies. Fisher-folk resist change because it is expensive, because it is too quick, it is socially or culturally inappropriate, it is imposed from above or planned from afar, because agents of change have misled them in the past. They accept change when they see innovations work, when they think they will profit from it, when it is appropriate to their condition and their ethos, when it is gradual. Change should be effected by development agencies only with the fisher-folk's active cooperation, by demonstration of appropriate technology planned on an appropriate scale, using the right tools.

Cooperatives could be powerful agents of change in fishing communities. Cooperatives have succeeded where mass participation exists (“A cooperative is first of all a people's

organisation, and secondly a business organisation”), where there is a strong leadership, a multipurpose character, and homogeneity of interests. Cooperatives fail because they are imposed from above and not built from the base, because of exploitative leadership, unequal participation of members, infiltration by outsiders, corruption, political interference, complex and confusing legislation, dependence on subsidies.

The status of fishing communities can be improved by efforts to develop the role of women in these communities. They should be given training in particular skills such as accounts and book-keeping, perhaps by women extensionists; they should be included in organisations such as cooperatives, and encouraged in the promotion of thrift and moderation at home. Planning in this regard should be decentralised to evolve programmes suitable for each region.

To design, plan and implement a socially feasible fisheries development project, the following steps are suggested : identification of the project’s benefits and beneficiaries; a data survey of the project area; consultation with fishermen in formulating the project; a collective discussion of project proposals in which the fisher-folk, the project authorities, extension workers and social welfare agencies take part; a realistic time frame for the project, after ensuring institutional support for it and a democratic group leadership; and continual evaluation of the project.

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INTRODUCTION

The workshop was inaugurated in Madras on September 3 by Tamil Nadu's Minister for Food and Fisheries, Mr. G. R. Edmund.

In his inaugural address, Minister Edmund reviewed the development of small-scale fisheries in Tamil Nadu, and expressed the hope that the workshop would lead to improvement in the conditions of small-scale fishermen in the Bay of Bengal region.

The workshop's objectives were outlined in a background paper. It said that very often in the past, fisheries development projects had concentrated on technological and economic inputs without a proper understanding of the communities for which these inputs were designed. Such projects had failed to achieve their objectives. Acceptance by fishermen had been poor, in some instances conflicts had occurred between groups of fishermen, and the actual beneficiaries of development had been different from the intended beneficiaries. These experiences had led to a growing recognition of the importance of social feasibility in the planning or implementation of development projects.

It was hoped that the workshop would identify the social factors which should be taken into consideration in the formulation and implementation of small-scale fisheries development projects and programmes.

A list of participants at the workshop is provided in Appendix 1.

Discussion at the workshop (see Appendix 2 for Agenda) was broken down into the following thematic sessions :

- A review of the socio-economic characteristics of the traditional fishing communities in the Bay of Bengal region.
- The relevance of discussing social feasibility in small-scale fisheries development.
- The influence of the development process on small-scale fisheries in the region.
- The role of economic and social organizations in the traditional fishing communities.
- Role of women in traditional fishing communities.
- Motivation for change and reaction to it in traditional fishing communities
- The need for an integrated approach to the development of small-scale fisheries.
- Proposals for a social feasibility checklist for use in the design and implementation of small-scale fisheries development projects.

The host government organized a field trip for the workshop participants. This included visits to a mariculture farm and a prawn hatchery in Kovalam, and a brackish water fisheries station at Adyar.

SOCIO-ECONOMIC CHARACTERISTICS OF TRADITIONAL FISHING COMMUNITIES

The socio-economic characteristics of small-scale fishing communities in the Bay of Bengal region — as discussed in the workshop in terms of various indicators — are summarized below:

Living Conditions; These traditional fishing communities live in villages in the coastal areas, generally at the very edge of the landmass where land is least productive and subject to sea erosion. Exposure to floods, fires and storms is high. The community is overcrowded, so are individual houses, which are semipermanent structures, generally mud huts with thatched roofs. Supplies of potable water at close proximity are rare while basic sanitation facilities are inadequate, almost non-existent.

Social Status: With low income and educational levels, fishing communities in the region generally have a low status in society. They are regarded as socially inferior to those engaged in most other occupations.

Social Services: The fishing communities are poorly served in the areas of health, education and community welfare. The education of youngsters in the fishing communities does not continue to a desirable level -their families cannot afford the cost of education or the manpower loss that education entails for their fishing operations. Further, roads, electricity, postal and telecommunications facilities are woefully inadequate.

Income and Expenditure: The incomes of fishing communities are generally below the poverty line. Within a fishing community, incomes are uneven, and disparities are frequently quite high. Due to seasonality in fishing, incomes are not evenly spaced throughout the year. This uneven pattern of earnings, together with spending on non-essentials, inhibits savings and in fact leads to indebtedness.

Ownership: Patterns of ownership and settlement vary widely for immovable property such as land and houses. Some fishermen are migrants, some are temporary occupants of land, some hold short-term leases, some are tenants, a few are owners. A common feature in most of these arrangements is that the land is small in area, usually unproductive.

Likewise, there are many variations in the ownership character of boats and fishing gear. There is individual ownership, part ownership and cooperative ownership. (It is believed that only a small portion of the fishermen own their boats). Many of the larger, powered craft and gear are owned by individuals not actively engaged in fishing. Many members of the fishing community are hired employees- they possess no assets themselves, and engage in fishing for wages or for a share of the catch.

Power structure: The power structure of fishing communities is linked to the ownership of such assets as land, houses, boats, fishing gear etc. Outsiders who are in a position to influence the prices of fish catch or control the supply of credit or distribution and marketing, also wield power.

Fishing communities have not been able to produce a sufficient number of leaders who can represent or further their interests, However, in communities where political consciousness is high, a few leaders have emerged.

Religion: Fishing communities are, by and large, greatly influenced by religion. They celebrate festivals, visit places of worship and perform religious rites. The religious elite of the communities often wield great authority.

Probably due to the risks and hazards of their occupation, the fishing communities happen to be highly superstitious, and fear the supernatural.

Participation in organization. On paper, a number of agencies (cooperatives, associations etc.) exist, covering a wide spectrum of activity concerning fishermen -supplies of inputs, fishing operations, fish processing and marketing. But the functioning of these agenciesleaves much to be desired, and the fishing community is poorly represented in them, particularly at the level of decision-making. In government organizations too, the fishing community is very inadequately represented, and this tells on the services offered to the fishing community by these organizations.

Women's role in the fishing community: Women are not active partners in actual fishing operations, but in the coastal areas, they are sometimes engaged in the collection of crustaceans or shell fish. However, the women do play an active and sometimes dominant role in fish marketing and processing. They also engage in cottage manufacture of fishing gear. But mechanization and modernization of the fishing industry have tended to push women out of jobs, and reduced rather than expanded their employment potential. Fishing gear is an example — mechanization has hit the prospects of cottage manufacturers.

THE RELEVANCE OF DISCUSSING THE SOCIAL FEASIBILITY OF SMALL-SCALE FISHERIES

During the course of a lively debate on this subject, a variety of viewpoints were expressed on the meaning of social feasibility, on the factors that help or hinder it, on how projects can be made socially feasible. The consensus is summed up below.

What is 'Small-scale fisheries'?

The workshop decided to adopt the definition agreed on at the September 1975 Expert Consultation in Rome — "Small-scale fisheries are labour-intensive and are conducted by artisanal craftsmen whose level of income, mechanical sophistication, quantity of production, fishing range, political influence, market outlets, employment and social mobility and financial dependence keep them subservient to the economic decisions and operating constraints placed upon them by those who buy their production".

What is social feasibility ?

While many viewpoints were expressed, there was agreement that a project is socially feasible if its benefits reach the intended beneficiaries. However

- The intended beneficiaries may vary from place to place and programme to programme, and should be identified in each case.
- The benefits should not only reach the beneficiaries, but should be distributed equitably.
- If the benefits do not reach the intended beneficiaries, someone else will benefit, thereby creating inequalities and engendering conflicts.

Why should social feasibility be discussed? What is its relevance ?

A review of the historical process in small-scale fisheries development in the region reveals that modernization has been taken to be synonymous with motorization of fishing craft, and motorization is a classic example of a technically and economically feasible measure turning out to be socially inadequate. While fish production has increased, a majority of fishermen, the intended beneficiaries, have failed to benefit. Thus, motorization has merely aggravated inequalities and even bred social tension. Moral: Development programmes have to be socially feasible if they are to benefit the people they were meant for.

- Human and economic factors need to be considered conjointly to ensure the social feasibility of a development programme. Human factors, because most fishermen are still very poor and disadvantaged. Economic considerations, because the large majority of small fishermen who still produce most of our fish represent a vast potential force.
- Emphasis on social feasibility in small-scale fisheries development helps to tackle problems like rural-urban migration ; and to promote decentralization and village-level planning.
- The discussion on social feasibility does not minimize the importance of technical and economic feasibility. Social feasibility is complementary to technical and economic feasibility.

How can a project be socially feasible ?

To be socially feasible, a project should take account of the following factors. Their relative importance may vary from one project to another.

- Organization and procedures: A fisherman's organization that depends forever on subsidies and external sources of finance cannot survive or be socially feasible. So fishermen's organizations should be capable of eventual self-reliance. The procedures adopted by them should suit the people it is meant to serve.
- Participation (organizational and economic) : The fishermen should be active partners and not passive recipients in any programme to develop small-scale fisheries. The project should find out what the fishermen themselves want. The best way to understand them is to listen to them, and the best way to move them is to involve them.
- Time frame : The time frame of the project should be realistic. Change cannot be introduced overnight — it has to sink in and take root.
- Mental orientation : The fisherman has to be assisted in developing the capability to understand and adopt changes. Mental orientation is equally necessary for the fisheries extension agent, the fisheries planner and the fisheries development agency.
- Institutional support: The services of various institutions and agencies that provide credit, social welfare, education, training and infrastructural inputs should be mobilized in support of small-scale fisheries development. The training of extensionists should cover social aspects as well.
- Management/leadership : Effective leadership and sound management of a project/ programme are essential if it is to succeed in reaching the intended beneficiaries.
- Family involvement: The involvement of the women and children of the fishing community would strengthen a project's chances of success.
- Communication : The fishermen should feel free to express their views and communicate their ideas to the development agencies. This is possible only if a relationship of trust is built between the two.
- Integration: The social component of a project should blend organically with other components. Likewise, the development of fisheries should be integrated with development on other fronts to maximize gains to the community.
- Legislation.

IMPACT OF THE DEVELOPMENT PROCESS ON SMALL-SCALE FISHERIES IN THE BAY OF BENGAL REGION

Participants attempted to assess the results of government strategies for the development of small-scale fisheries in the Bay of Bengal region in terms of social services for fisherfolk (health, education etc.), ownership (of boats, gear etc.), income level and distribution, power structure in the fishing community, participation by fishermen in organization, the hold of religion, the status of women.

In general, planned fisheries development in the region has

- created conflicts between fishermen operating mechanized boats and those who operate non-mechanized boats.
- failed to bring government and the fisherfolk closer. This hiatus is compounded by the dearth of good extension workers.
- increased pressure on fishery resources and led to overexploitation in some areas.
- increased inequalities among fisherfolk, a majority of whom have failed to benefit from the development process.

This is partly because government policies have not had the intended impact, also because the fishing community itself lacks the urge to improve its lifestyle. A participant from India pointed out that the average fisherman in some areas earns more than the average clerk. But while the clerk strives to achieve a fairly decent lifestyle, the fisherman lives in a hut, spends his earnings on non-essentials and fails to save. For instance, though the monsoon is an off season for fishing, the fisherman makes no provision for his maintenance during this period, preferring to borrow from the middleman at a high rate of interest rather than save.

This view seemed to gain support from the experience of a private organization in Bangladesh, referred to by another participant. The organization tried to improve fish production and the standard of living of small fishermen in Bangladesh, by introducing mechanized boats and better fishing methods. The organization found that though the incomes of the small fishermen rose, their socio-economic condition remained unchanged. They lacked the drive to upgrade their quality of life.

However, the view was also expressed at the workshop that the fisherman might have his own concept of what is a decent lifestyle, what is essential, and what constitutes "quality of life". Other people should not judge the lifestyle of fishermen by their own value systems.

THE ROLE OF ECONOMIC AND SOCIAL ORGANISATIONS IN THE TRADITIONAL FISHING COMMUNITIES

Workshop participants exchanged views, experiences and insights on cooperative societies, which, they agreed, can be powerful agents of change in the fishing community. They discussed the formation of cooperative societies, their leadership, their institutional support (credit, training facilities, extension) for members, their external linkages, the reasons for their success or failure. One participant, who had organized a remarkably successful cooperative in a fishing village of Kerala, South India, described his experience, and the lessons he had learnt.

The consensus, and the agreed conclusions, are presented below.

Why some cooperatives succeed:

Participants identified the following factors :

- Mass participation (“A cooperative is first of all a people’s organization, and secondly a business organization, but if it fails as a people’s organization, it cannot succeed as a business organization”). The cooperative must build itself from the bottom upward.
- Strong and devoted leadership. (A true leader does not impose his will on others; he merges with the community and allows the emergence of other leaders.)
- Multipurpose character. A cooperative can be commercially viable only if it is part of the credit-marketing-savings chain. Merely doling out credit will not make the cooperative viable. Further, a multipurpose cooperative attracts a wider membership base since it offers more services.
- Need for realizing common interests. When the fishermen realize the fact that they are being exploited by other agencies and “see” the exploitation, they will readily support the cooperative effort.
- Homogeneity. The cooperative society must be homogenous, consisting wholly of fishermen, and those committed to the cause of fishermen.
- Economic support. The members must contribute their own funds in support of the society.

Why some cooperatives fail:

- Imposition from above. Cooperatives set up at the initiative of government rather than by the fishermen themselves in response to a felt need, have little chance of success.
- Unequal participation. Domination by a few members saps the interest of the general membership.
- Exploitative leadership. The leadership of a cooperative is often captured by those who use it to further their own ends.

Corruption.

- Infiltration by outsiders.
- Political interference.
- Complex and confusing legislation on cooperatives.
- Dependence on subsidies and other external sources for funds.

How cooperatives should be formed:

They should be established from the bottom, with the full and active participation of the fishermen.

- The cooperatives must identify the common interests of their members.
- Assistance should be sought from extension workers or social workers in setting up the cooperative.

Functions of fisheries cooperative societies:

- They offer credit.
- Supply goods.
- Provide welfare services.
- Promote thrift.
- Help market and distribute fish.

There was divergence of opinion on the marketing function of cooperatives. Some felt that marketing was essential to give fishermen a fair price for their catch, to free them from the clutches of moneylenders and to make the cooperatives commercially viable.

One participant emphasized that it is at the first marketing point, the shore, that the fisherman confronts the moneylender or middleman. The cooperative must control marketing at that point, if it is to influence the fish economy.

Other participants pointed out that fishermen are often indifferent to marketing, their skills and their interests being confined to fishing. And marketing calls for sound management. When a cooperative ventures into marketing it may be biting off more than it can chew.

One participant summed up the discussion : “The marketing function of cooperatives depends on felt needs. If a marketing organization is absent, the cooperative should consider taking up marketing”. What should be the relative emphasis of a multipurpose cooperative society on its many functions? The emphasis varies with the needs and problems in a given situation — it is not implied that every function should be given equal emphasis.

External linkages:

The external agencies that work with cooperatives are banks, government bodies and extension services. They can offer the cooperatives credit facilities, subsidies and physical inputs such as salt and diesel, and community development inputs such as education and training.

India’s National Cooperative Development Corporation (NCDC) was cited as an example of an effective external agent. It offers loans to cooperative societies to set up fish ponds, to buy insulated vans, to set up ice plants.

Should financial support to cooperatives be conditional on their performance? Most participants felt that this would be unrealistic. It was felt that if performance was to precede financial support, no cooperative would get funds, and that support should be conditional on present management rather than on past performance. "Ninety per cent of the fishermen lead a hand-to-mouth existence, and cannot generate the seed capital themselves".

The workshop discussed the relationship between cooperatives and the fisheries extension services of a region. It was felt that extension workers could use the village cooperatives as contact points in their tasks of introducing change in the attitude of fishermen and encouraging village-level leadership.

Cooperatives and institutional support:

One participant recommended support to the small fishermen through the cooperative hierarchy. Regional cooperatives could aid the fishing village cooperatives and these would help the small fishermen. But the drawback of the cooperative hierarchy system is that its benefits tend to get diluted as they go down the ladder. A loan to an apex organization may bear a low rate of interest, but by the time it reaches the fishermen, the costs of the intervening bodies have escalated the rate.

MOTIVATION FOR CHANGE AND REACTION TO IT IN TRADITIONAL FISHING COMMUNITIES

Why do fishermen resist change ?

Participants agreed that fishermen often have valid reasons for doing so.

- It may disrupt the social structure of the village.
- It may radically alter their way of life.
- It has not helped them in the past. (Example: Boats driven by commercial fuel have increased fishermen's catch, but have also escalated production costs, thereby yielding no real net benefit.)
- It is expensive. (A new type of boat or fishing gear may be better than what exists but may cost more.)
- It is inappropriate. (e.g. the use of mechanical dryers for fish curing in a country where sunlight is plentiful.)
- It is not meant for them. (It is often the fishermen who do **not** get motorized boats who oppose motorization.)
- It is suspect. (The promised benefits from change have not actually materialized. So the fisherman suspects both the utility of the change and the motives of the changer.)

When do fishermen accept change ?

- When they have seen new innovations work.
- When they think they will profit by adopting it.
- When it is appropriate to their condition, their culture, their ethos.
- When it is gradual.

Other points:

- Sometimes the people who resist change are the middlemen and the moneylenders. They try to subvert any change that will weaken their hold on the traditional communities.
- The effect of religion on change can be positive or negative. Religion is an important force for motivation and agencies working for the small fishermen should try to get the religious leaders on their side.
- In their attitude to change, fishermen are not very different from other people, who critically evaluate anything that affects their lifestyle or their rhythm of work. One participant remarked: "The fisherman has an instinct for the right thing. I would question the wisdom of our economists and statisticians rather than the wisdom of the fisherman."

- Change has occurred, new methods have been accepted, in fisheries as in agriculture. What is needed is more empathy with the fisherman, more effective extension work, more time for change to be understood and absorbed.

Conclusions:

- The fisherfolk are willing to change, but they have to be convinced about the value of the change.
- Reasons for initial resistance: The change is expensive, it is too quick, it is sectoral or uni-dimensional, it is socially and culturally inappropriate, it is imposed from above or planned from afar, agents of change have been dishonest with fishermen in the past.
- It is sometimes the middlemen who resist change; they want the status quo.

Needed action:

- Planning from below, in consultation with the fishermen and in accordance with their ethos.
- Cultivation and development of the majority of fishermen rather than of an affluent minority.
- Effective extension and demonstration.
- Appropriate technology on an appropriate scale, using the right tools.
- Gradual introduction of change.
- Influencing religious leadership on behalf of the small man.

ROLE OF WOMEN IN SMALL-SCALE FISHERIES COMMUNITIES

The workshop discussed the present status of women in the small-scale fisheries communities of the Bay of Bengal region, the activities they engage in, the special problems faced by them. Suggestions were made for future action.

Activities:

Some of the activities are connected with the fishery industry, such as fish processing (on a cottage industry level or in processing plants), net-making and repairing, retail marketing, carrying fish to the market, money management and aquaculture. Domestic activities are concerned with home management, nutrition, hygiene, savings and formal and non-formal education.

Present status:

There are many regional disparities in the status of women in small-scale fisheries communities. In some areas, they are active participants in the fish economy, in others they are home managers only. In some places men perform the traditional functions of the women, like net-making and repairing, during off-seasons. In others tradition prevents women from engaging in certain types of fishery activities. In some areas, though loans are issued by cooperative societies in the names of fishermen, it is the women who scrutinize the accounts, and deal with officials of the cooperative society. In some villages, women from the fishing community carry only their husbands' catch to the market—a cultural factor which marketing systems have to take into account. Some governments have been more active than others in encouraging the participation of women in the fish economy.

Despite such regional disparities, the following general conclusions can be drawn about the status of women in the region :

- Very little data is available about the extent and magnitude of their participation in fishery activities.
- Very few programmes have been drawn up specially for them and training programmes for developing their skills are virtually non-existent.
- Though there are a few women officers in fisheries administrations, their responsibilities and functions are not specifically related to the women in fishing communities.
- Wherever modernization of the fishery industry has taken place, women have generally been relegated to lower-paid jobs.

Conclusions:

In formulating programmes of development in fisheries the role women can play should be taken note of.

- There should be training programmes for women, particularly in such skills as selling, accounts and book-keeping.
- Since the role of women varies from area to area, decentralised planning is necessary to evolve suitable programmes.

- Women should be included in fisheries organizations such as cooperatives. The fishing family rather than the fisherman alone should form a membership unit in such organizations.
- Women should engage in group action to maximize their potential, strengthen their bargaining power, force and hasten change.
- When innovations are introduced in respect of activities in which women are traditionally engaged, care should be taken to ensure that such innovations do not displace the women from their accustomed jobs.
- Any changes introduced in the role of women should as far as possible be in keeping with the cultural norms and practices of a given area.
- Women extension workers are best suited for training, motivating and educating women in the fishing community.
- The positive influence that can be exerted by women on the men in encouraging thrift and in weaning them away from drink, should be recognized and utilized by extension workers in improving the living standards of the fishing communities.
- The term “fisherfolk” is more appropriate than “fishermen” to indicate the entire fishing community.

A SOCIAL FEASIBILITY CHECKLIST FOR PLANNERS CONCERNED WITH SMALL-SCALE FISHERIES DEVELOPMENT

In one of the workshop's concluding sessions, five teams of participants applied the conclusions derived and the insights gained from earlier discussions to tackle five imaginary small-scale fisheries problems. They were asked to suggest solutions bearing in mind what would be socially feasible. The presentations of the five teams were later critically evaluated by the total membership of the workshop.

The following checklist of procedures, distilled from these presentations, is offered for consideration by small-scale fisheries planners, in the hope that it may help in the design, planning and implementation of projects that are socially feasible.

The "checklist" proposes five steps — identification of the benefits and the beneficiaries in the community, a survey of the community to facilitate project formulation, detailed appraisal of the proposal by planners, executing bodies and the intended beneficiaries, careful implementation, and continual evaluation of the project.

The checklist is set out below :

7. Identification

(a) Definition of the intended beneficiaries :

The target group (the intended beneficiaries) should be clearly defined. In the case of any small scale fisheries development programme or project, they would generally be the unprivileged fisherfolk in a limited geographical area.

(b) Definition of the intended benefits:

The socio-economic factors sought to be altered should be clearly defined :

- Ownership pattern
- Income level and distribution
- Power structure
- Social status
- Social services
- Living conditions.

(c) Participation of the intended beneficiaries should be secured in formulating the project proposal.

2. Planning: Survey

A data survey (of the community or the area covered by the project) should be conducted by people who know the area and who enjoy the confidence of the people. They might be local fisheries extension workers and/or community workers.

The survey should include information on:

- (a) Present ownership pattern in the area – of boats, fishing gear, storage, ice-plant, land.
- (b) Income, level of indebtedness, reasons for indebtedness, expenditure pattern (including investment).
- (c) Savings :
 - banking facilities.
- (d) power structure and leadership (social, political, religious and cultural) and its relationship to the ownership pattern.
- (e) family involvement:
 - the role of men, women and children in the economic and social life of the community.
 - family composition.
- (f) fish production practices :
 - including fishing, marketing, processing, transporting.
- (g) social environment:
 - availability of social services
 - infrastructural facilities
- (h) organizations :
 - organization in the community
 - participation (who the participants are, level of participation)
- (i) institutional support :
 - middlemen
 - banking facilities
 - government agencies
 - other agencies
- (j) identified felt needs :
 - the already identified needs of the fisher-folk

3. Appraisal

Before the project proposal is finalized there should be enough time set aside for appraisal.

- (a) by the beneficiaries :
 - the proposal should be explained and discussed with the beneficiaries, and feedback from them obtained through extension workers and/or community workers by means of informal discussions, interviews and local workshops/meetings.
- (b) by the authorities and the collaborating agencies
- (c) by all the involved parties together in a local workshop/meeting after each party has had time to appraise the proposal on its own.

4. Implementation

During implementation of the project, the following factors should be carefully observed and taken into consideration :

(a) Organisation

The organisation necessary should be formed by the fisherfolk themselves, based on the following factors :

- It should be a group with identified common interests.
- It should be prepared to encounter vested interests at every level.
- It should secure the active guidance of extension/community workers.
- It should move at the pace of the fisherfolk.
- It should have functions in accordance with the felt needs and capabilities of the community.

(b) Management and Participation :

There should be no forced participation in the project, but participation by all fisherfolk with common interests should be secured by proper management of the project/programme.

(c) Institutional Support :

- The institutional support to the organization formed by the fisherfolk should be unconditional at the start and thereafter conditional on its performance in carrying out a programme that enjoys the active support of the fisherfolk.

The institutional support may include:

- technical assistance in the form of extension workers and/or community workers trained to understand and analyse the social, economic and political structure of the community and to work as animators.
- training programmes for the beneficiaries in organization, leadership and group action.
- banking facilities (savings).
- credit schemes providing credit for investments and working capital.
- subsidies and funds.

(d) Integration :

Integration of increase in fisher-folk's income with possibilities of investments in social security, social services etc.

(e) Time Frame:

- Time should be allowed for continual evaluation by the beneficiaries to secure the active participation of all the beneficiaries.

(f) Power structure :

- Care should be taken not to strengthen unjust power hierarchies.
- A democratic group leadership should be built.

(g) Distribution of benefits :

- The benefits should be equitably distributed among the beneficiaries.
- Aggravation of inequalities and consequent conflicts should be avoided.

(h) Conflicts :

The organization should be prepared for conflicts between beneficiaries and vested interests at all levels.

(i) Ownership :

- The ownership pattern should be decided by the fisher-folk.

(j) Communication :

- Regular and open communication should be secured among the fisher-folk themselves and between the fisherfolk and the planning and funding agencies.

- It should be both direct and through extension or community workers.
- (k) Family involvement should be secured :
- in productive and social activities
 - by participation.
- (l) Legislation :
- any legislation hampering the project should be changed.
 - new legislation promoting the interests of the fisherfolk should be suggested.
- 5. Evaluation:**
- The programme should be subject to continual evaluation by the beneficiaries and the authorities involved.
 - The programme should be regularly evaluated by professional social scientists who are not involved in it.
 - The results of the evaluation should be used as feedback for further planning and implementation.

WORKSHOP FOLLOW-UP

Some suggestions for follow-up to the workshop by the Bay of Bengal Programme came from participants :

- The carrying out of in-depth studies on particular aspects of social feasibility highlighted at the workshop.
- A study of the problems in a select sample of villages by a group of workshop participants for the purpose of formulating socially feasible projects.
- A programme of research on fish resources in the coastal areas of Sri Lanka in relation to the disruption of traditional fishing patterns by the introduction of mechanized boats and new fishing techniques.
- The application of procedures for securing social feasibility in the Bay of Bengal Programme's activities proposed for Bangladesh -fishing gear improvement and fishing method diversification.
- Assistance by the Bay of Bengal Programme in the setting up of community development centers in fishing villages.
- The Bay of Bengal Programme should provide a forum for discussion on fishing technology between fishermen and specialists in fishing craft and fishing gear.
- The Bay of Bengal Programme should help organize leadership training programmes at the village level.

APPENDIX 1

WORKSHOP ON SOCIAL FEASIBILITY IN SMALL-SCALE FISHERIES DEVELOPMENT

List of Participants

Bangladesh

1. Mr. M. A. Hye
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Fish Harbour, Chittagong.
2. Mr. Md. Harunor Rashid
Marine Production Officer
Marine Fisheries
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3. Ms. M. Islam
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India

5. Dr. T. A. Mammen
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6. Mr. M. M. Mohanty
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9. Mr. S. T. Chari
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10. Mr. N. Subba Rao
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12. Dr. T. K. Roop Singh
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17. Mr. R. G. Marini
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Malaysia

18. Mr. Abdul Hamid Bin Shukor
Rehabilitation & Social Officer
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Sri Lanka

19. Mr. S. Stanislaus
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20. Mr. A. H. Bucksimiar
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Thailand

21. Mr. Thanom Poomisri
Senior Fisheries Economist
Department of Fisheries, Ministry of
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22. Ms. Ingrid Ofstad
Sociologist, Consultant
Programme Officer, FFHC/AD
New Delhi
23. Ms. Kamla Bhasin
Fishery Industries Officer
Fisheries Department
Rome
24. Dr. C. L. Yap
Independent Consultant on
Ichthyopathology, Regional Fisheries Office
Bangkok
25. Dr. Marlene Lesnik Valgiusti
Regional Fisheries Officer for Asia and the
Far East and Secretary IPFC
26. Mr. D. Tapiador
Project Manager
Development Adviser
Project Officer, Sri Lanka
Information Officer
Administrative Assistant
Secretary
Secretary

RAS/040/S WE (Secretariat)

27. Mr. L. O. Engvall
Project Manager
Development Adviser
Project Officer, Sri Lanka
Information Officer
Administrative Assistant
Secretary
Secretary
28. Mr. V. L. C. Pietersz
Project Officer, Sri Lanka
Information Officer
Administrative Assistant
Secretary
Secretary
29. Mr. B. W. Perera
Information Officer
Administrative Assistant
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30. Mr. S. R. Madhu
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32. Ms. S. Scurville
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33. Ms. Malini Paul
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Secretary
Secretary

APPENDIX 2

WORKSHOP ON SOCIAL FEASIBILITY IN SMALL-SCALE FISHERIES DEVELOPMENT

Agenda

Monday, 03 September 1979

9.00 - 10.00

Inauguration by Mr. G. R. Edmund, Minister for Food and Fisheries, Government of Tamil Nadu.

11.00 - 12.30 Item I

Socio-economic characteristics of the traditional fishing communities and the multiplicity of activities performed by the people involved in small-scale fisheries in the Bay of Bengal region.

Chairperson : Mr. V. L. C. Pietersz

14.00 - 15.30 Item I

Continuation

16.00 - 17.00 Item I

Continuation

Tuesday, 04 September 1979

9.00 - 10.30 Item II

The relevance of discussing the social feasibility of small-scale fisheries in the region.

Chairperson: Ms. C. L. Yap

11.00 - 12.30 Item II

Continuation

14.00 - 15.00 Item III

The influence of the development process on small-scale fisheries in the region.

Chairperson : Mr L. O. Engvall

16.00 - 17.00 Item III

Continuation

19.00 - 20.30 Reception

Hosted by the Project, Wallajah Hall.

Wednesday, 05 September 1979

9.00 - 10.30 Item IV

The role of cooperatives in the overall economic organisation of the traditional fishing communities.

Chairperson : Ms. I. Ofstad

11.00 - 12.30 Item IV

Continuation

14.00

Excursion to Mahabalipuram

Thursday, 06 September 1979

9.00 - 10.30 Item V

The role of cooperatives (continued)

Chairperson : Ms. I. Ofstad

11.00 - 12.30	Item VI	The role of women and the social organization of the traditional fishing communities. Chairperson : Ms. K. Bhasin
14.00 - 15.30	Item VII	The motivation for change and the reaction to it in the traditional fishing communities Chairperson : Ms. K. Bhasin
16.00 - 17.00	Item VIII	The need for an integrated approach to the development of small-scale fisheries. Chairperson: Ms. C. L. Yap
19.30	Dinner	Hosted by the Government of Tamil Nadu

Friday, 07 September 1979

9.00 - 10.30	Item IX	Proposals for a check-list for use in formulation and implementation of small-scale fisheries development projects. Chairperson: Ms. I. Ofstad
11.00 - 12.30	Item IX	Proposals for check-list (continued)
14.00 - 15.30	Item IX	Continuation
16.00 - 17.00	Item IX	Continuation

Saturday, 08 September 1979

9.00 - 10.30	Item X	Workshop follow-up and evaluation Continuation of the evaluation.
11.00 - 12.30		Winding up of the workshop.

Rapporteurs: Mr. V. L. C. Pietersz
Mr. B. W. Perera
Ms. C. L. Yap
Ms. I. Ofstad
Mr. S. R. Madhu, Secretary

LIST OF PUBLICATIONS OF THE BAY OF BENGAL PROGRAMME (BOBP)

Development of Small-Scale Fisheries (GCP/RAS/040/SWE)

Reports (BOBP/REP/. . .)

1. **Report** of the First Meeting of the Advisory Committee, Colombo, Sri Lanka, 28-29 October 1976.
(Published as Appendix 1 of IOFC/DEV/78/44.1, FAO, Rome, 1978)
2. Report of the Second Meeting of the Advisory Committee, Madras, India, 29-30 June 1977.
(Published as Appendix 2 of IOFC/DEV/78/44.1, FAO, Rome, 1978)
3. Report of the Third Meeting of the Advisory Committee, Chittagong, Bangladesh, 7-10 November 1978. Colombo, Sri Lanka, 1978.
4. Role of Women in Small-Scale Fisheries in countries bordering the Bay of Bengal.
(In preparation)
5. Report of the Workshop on Social Feasibility in Small-Scale Fisheries Development, Madras, India, 3-8 September 1979.
6. Report of the Workshop on Extension Service Requirements, Colombo, Sri Lanka, 8-13 October 1979. (In preparation)
7. Report of the Fourth Meeting of the Advisory Committee, Phuket, Thailand.
8. Pre-Feasibility Study of a Floating Fish Receiving and Distribution Unit for Dubla Char, Bangladesh (In preparation)

Working Papers (BOBP/WP/. . .)

1. Investment Reduction and Increase in Service Life of Kattumaram Logs.
Balasubramanian, R. Madras, India 1979.
2. Inventory of Kattumarams and Their Fishing Gear in Andhra Pradesh and Tamil Nadu, India. (In preparation)