Annex 1

PAPD-Based Consensus Building Tool: A Facilitator's Guide (Draft)

PARTICIPATORY CONSENSUS BUILDING TOOL FOR MANAGING FISHERIES CONFLICTS

A PAPD-BASED FACILITATOR'S GUIDE

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FOREWORD

The MANUAL forms part of the culminating activities of the WorldFish project *Enabling Better Management of Fisheries Conflicts*. Project implementation was made through the auspices of the Fisheries Management Systems Program and the Natural Resources Systems Programme of the Department for International Development (DFID) in collaboration with such partner NGOs as Fisheries Action Coalition Team (FACT) in Cambodia and Mitraniketan in India as well as with the WorldFish Center-Bangladesh and Reading University in the United Kingdom.

DFID's renewed focus on poverty alleviation alongside global efforts has provided us the impetus to adopt a PAPD (Participatory Action Plan Development) methodology so structured as to build consensus over priority actions needed to better manage conflicts that get in the way of an otherwise systematic use of aquatic and fisheries resources. We hope that in crafting a CB Tool we could contribute to consensus process appropriate in areas where fisheries conflict management structures need urgent attention.

Interestingly, coming out with this MANUAL has not been without problems and the conflict came about when we were asked why we had to do one like this when there is already the tried and tested PAPD facilitators' guide developed by the Center for Natural Resources Studies (CNRS) based in Bangladesh. We proceeded just the same and our determination was strengthened all the more when we pursued a PAPD field trial in Sakthikulangara, Kerala, India, from 25-29 April 2005. While the results of the trial point to the practical use of PAPD for enabling highly motivated, dynamic, fruitful, significant and active participation of stakeholders in group sessions, we thought it would help a great deal more if we could suit the PAPD guidelines to a consensus process in lieu of a full-blown PAPD that, by its very title alone, has the stretched goal of developing some form of an action plan.

Effective and efficient facilitation is the key that will help unlock stakeholders' participation in meaningful resolution of conflicts. The structured participation we adopted in this MANUAL from CNRS' PAPD is a two-faceted thing akin to the two-components of the *Conflict Management* project: the development of communication models and strategies for increasing the level of understanding of conflicts in Bangladesh, Cambodia and India; and the establishment of consensus-building methods that are generally suitable for use in developing countries.

This requires, therefore, use of PAPD also as a communications tool that shall guide both stakeholder-participants and facilitators in ensuring effectual guidelines contained in this MANUAL.

This MANUAL would not be in its current form if it were not for the

PAPD training provided by CNRS to the *Enabling Better Management of Fisheries Conflicts* Project Team of the WorldFish Center. The interest and commitment of the Sakthikulangara field trial participants and co-facilitators from interested organizations motivated the team and helped in large measure in developing a conflict-centered and consensus-building adaptation of the PAPD Guide. Even then, deliberations after the field trial had to be as thorough as the methodical means of enhancing a CBT MANUAL for managing fisheries conflicts from a PAPD that has been proven applicable to a wide range of situations dealing with natural resource management.

We have innumerable individuals to thank for: Dr. Mahfuzuddin Ahmed, Director of Policy, Economics and Social Sciences, WorldFish Center, in whose direction this MANUAL has been successfully developed; Dr. Kuperan Viswanathan, Project Leader-Inception Plan; Dr. Nerissa D. Salayo, Project Leader; and Mr. Paul L. Manalo, Information, Education and Communication Specialist. We owe a lot of gratitude to those who gave their unequivocal support in producing this MANUAL, our lead partners comprising Dr. Ananth Natarajan and Dr. Reghu Rama Das of Mitraniketan; Dr. Jahan Khondker, WorldFish-Bangladesh; and Mr. Mak Sithirith of FACT-Cambodia. We likewise appreciate our communications consultant, Dr. Christopher Garforth of the University of Reading, U.K., and the assistance of Ms Usha Kanagaratnan, Ms Carrol Lawrence, Mr.Te Sokhoeun, Mr. Arif Hossain and Mr. Antony Joseph.

There are an unnamed number of fishers, women, community representatives, community organizers, fishery policy-implementing and regulatory officers, fishery researchers, social scientists, policy makers, government officers from our leading partners in Bangladesh, Cambodia and India who also more than motivated us with their cooperation and support during project implementation.

But we would be remiss in our duty if we failed to acknowledge yet again the financial assistance of DFID through the Natural Resources Systems Programme and Marine Resources Assessment Group, and our partner agencies—Mitraniketan-India, FACT-Cambodia and WorldFish Center-Bangladesh—for shoring up support to the project.

Dr. Steven Hall
Director General
The WorldFish Center

INTRODUCTION TO THIS MANUAL

Fisheries Setting, Problems and Conflicts in the Region

Decades of research at the WorldFish Center, formerly the International Center for Living Aquatic Resources (ICLARM), together with other national and international research initiatives indicated that fisheries resources in South and Southeast Asia have been increasingly under pressure. The major sources of stress are population growth, infrastructure changes supposedly for economic development, land- and sea-based pollution, overfishing and illegal fishing, among others. Moreover, fish is now a traded commodity and the increasing benefits from fish-based diets boost global demand and consumption of fish.

Depleting aquatic and fisheries resources do not only affect subsistence fishers, but also the poor and marginalized who depend on these resources. In the region alone, at least 365 million depend on fishery products for food and protein intake while 20-35 million in Southeast Asia are directly engaged in fisheries for livelihood.

Fishers are threatened not only by a declining resource that impacts on their livelihoods. They are likewise constrained in their fishing activities by conflicts over competing use of aquatic and fisheries resources, a problem that is now common to many fisheries of the world. Disagreements among primary and secondary users of these resources result in problems that give rise to conflicts in the community.

If conflict is truly a battle between the more powerful and their less powerful counterparts, then the latter group of fishers is predisposed to losing in the battle. One such common conflict involves competition for resource use between small and big fishers—the small fishers being disadvantaged by their more influential counterparts even when most fishery laws are enacted to protect the marginalized among them.

Conflicts can be deep-seated and can have considerable economic and political consequences in the community. They can get worse as resources come under increasing pressure. Conflicts continue to hound fishers in Asia's developing countries where fishing is often the livelihood and source of food in poverty-stricken coastal and inland communities near bodies of water. These conflicts predominantly affect the lives of poor people dependent on fisheries for their livelihood and food security.

Conflicts are getting worse every year. Some conflicts involve violent confrontations, loss of human lives and segregation in communities. Conflicting fishers can

come to a head with each other and, if left unresolved, may seriously lead to serious hardship for their families.

Problems bring about conflicts in fishing communities. One such problem, as a WorldFish study has revealed, is the influx of non-traditional fishers that leads to severe conflicts in fisheries, particularly in Bangladesh, Cambodia and India. Too many people trying to catch a limited quantity of fish is major cause of fisheries conflicts in these countries. Non-cooperation between fishers and local leaders is another problem that, if left unresolved, is another ground for major cause of fisheries conflicts. Inappropriate harvesting technology, such as use of destructive fishing gears and some other illegal fishing practices, is reason for fisheries conflicts.

A methodology is in order ... to guide and facilitate in an atmosphere of free discussion.

Yet conflicts among users of fisheries resources also arise from a variety of other reasons.

- Competition for resources due to rising population, which naturally makes resources scarce
- Increasing global marketing demand for fish exports
- Unequal distribution of wealth within a community
- Poor access to resources—especially among poor, traditional fishers
- High capital investment by well-to-do fishers in fisheries technologies
- Poor fishers who invest usually end up in debts due to overcapitalization
- Lack of education and basic amenities
- Lack of alternative livelihood
- Lack of information and management skills
- Lack of communication support system
- Lack of institutional support from government tasked with policy Implementation
- Inadequate support from popular media

Manageability of Conflicts

Management of fisheries conflicts has requisites of governance. There are rules governing use of fisheries resources that need strict enforcement. There are safeguards as there are laws to help minimize such conflicts, and all this requires government action specifically by relevant government agencies tasked to address conflicts over fisheries.

Fisheries conflicts can certainly be resolved, but governments and communities should have the right resolve to address them. Cooperation among community members in resolving conflicts will be effective if government agencies participate in the process. Governments play a crucial role in the management and enforcement of laws and legislation that could resolve conflicts. Non-government organizations (NGOs) can play an important role to influence communities to manage conflicts, but fishers and community leaders should be resolute in addressing disputes and conflicts that confront them.

When a fishing community is consumed with conflicts and is deadlocked to resolve it, a methodology is in order, one that purports to guide and facilitate in an atmosphere of free discussion and expression of opinions on issues of vital importance to resolving conflicts. Building consensus requires facilitation skills and methods, which guarantee creative and empowering participation of key stakeholders. Involving key stakeholders can minimize the chance of an impasse or deadlock.

If all parties are willing to compromise then, solutions to conflict can be found. All the parties need to do is understand existing policies and regulations before a process of conflict resolution can begin.

A government officer in Bangladesh gives his views on the PAPD process and how it benefits the villagers.

Resolvability of Conflicts

A broad spectrum of varying shades of opinions and views will reveal there are other groups beyond the fisheries sector that are involved in fisheries conflicts. This is so because many conflicts in fisheries are linked to or are triggered by other social factors. While many conflict resolution models focus on the groups directly involved in a conflict, it is crucial that other effective approaches are tried, such as promoting broad dialogues among fishers and other relevant stakeholders. Ensuring a healthy dialogue requires the crucial participation of government.

Fewer stakeholders involved in conflicts means a more facile resolution. As the number and types of stakeholders increase so does the widening gap between parties in dispute. Conflicts now become harder to resolve.

There are, of course, conflicts that are politically driven. The political dimension of such a conflict is measured in ways political actors from opposing political parties involve in it or the extent by which they themselves have become the source of conflict. Party affiliation of fishers and relevant stakeholders give conflict political color. It is, therefore, essential to make clear analysis of conflicts as well as rules and regulations that must be enforced along the tenets of good management that recognizes interests of each stakeholder, resource status and trends in fisheries beyond politics.

A systematic communication and advocacy program with clearly defined approaches and strategies, and a well developed battery of information, education and communication (IEC) materials can complement conflict resolution methods.

There is need to identify alternative livelihoods, an important route to resolving fisheries conflicts. Factors that add up to raging conflicts can be reduced to a manageable degree if the fishing communities' dependence on fishing is equally reduced through sustainable livelihoods.

There are informal management institutions and organizations capable and equipped with pertinent capacities at determining how effectively disputes can be resolved before they turn into larger conflicts. It is thus imperative that the state recognize these informal institutions and give legitimacy to their operations.

The use of the tri-media—radio, print and television—is a potent means to resolve conflicts. The fundamental function here by the media is beyond creating public awareness. Media's effective role in conflict resolution rests on its adherence to the norms of public "responsibility," particularly in advocating conflict resolution with a guiding principle not just to

keep communities informed of such a cause, but also to promote involvement of all concerned. One classic role media can play well and succeed is in advocating, for example, legislative support for new laws that are of intrinsic value to the avoidance of recurring conflicts. It is crucial then to define media's role as a major stakeholder of any community endeavour, be it an NGO- or LGU-led project that will make media co-exist with the community.

Consensus Building in Fisheries: Process for Settling Disputes

Consensus building, applied in this MANUAL, is primarily meant to engage fishers in formulating and agreeing on solutions they see fit towards managing conflicts that arise from a variety of their problems. Problems happen primarily because they are not properly put in their perspectives. The consensus process in this MANUAL involves clear definition of problems. Otherwise problems would remain ill-defined, which results in adversarial relationships among stakeholders.

Diverging processes in solving problems may even exacerbate conflicts in use of fisheries resources. A participatory approach to resolving conflicts, consensus building—also known as collaborative problem solving or collaboration—as a conflict- resolution process allows various stakeholders (parties with an interest in the problem or issue) to work together to develop a mutually acceptable solution.

Consensus meets stakeholders' relevant interests.

Participatory Process

Consensus building, as a process, shifts participation to high gear. The first participation thrust is in creating a sense of awareness among participants of the process; the next, a sense of ownership. Once the community is thrust into these, what naturally follows is a sense of responsibility—a community owning up to a decision (consensus) takes upon itself the responsibility to protect and abide by that decision.

Based on the principles of local participation and ownership of decisions, the consensus reached is often a compromise of the interest of the majority of the stakeholders and the minority of those who oblige to the "give and take" attitude, objectively nurtured by the consensus-building process. While everyone may not get everything they initially wanted, "consensus has been reached when everyone agrees they can live with whatever is proposed after every effort has been made to meet the interests of all stakeholding parties."

Overwhelming Agreement: A Clear Definition of Success

It is critical that the definition of success is made clear from the beginning of any consensus-building process. Most consensus-building efforts set out to achieve unanimity. There can be holdouts, however—people who believe that their interests will be better served by remaining outside the emerging agreement. Should the rest of the group throw in the towel? If so, this is tantamount to blackmail (i.e. outrageous demands that have nothing to do with the issues under discussion). In such cases, it is acceptable for a consensus-building effort to settle for **overwhelming consensus** of no fewer than 90% of the participants in agreement. This gets as close as possible to meeting the interests of every stakeholder. It is absolutely crucial that this definition of success is made clear at the outset.

If some people are not in agreement and might be excluded from the final solution, participants have a duty to make sure that every effort has been made to meet the interests of the holdouts.

An overwhelming agreement, either unanimous or negotiated, is a key indicator that a consensus has been reached, that everyone agrees they can live with the final decision and that efforts have been expended to meet any outstanding interests. Interests, by the way, are not the same as positions or demands. Demands and positions are what people say they must have, but interests are the underlying needs or reasons that explain why they take the positions that they do.

Determinants of Success

A successful consensus process is measured by the following:

Stakeholders' interdependence, such that none of them can achieve on their own what the group will be able to achieve through collaboration

Sense of ownership of decisions made and sense of responsibility to implement those decisions themselves

Participants' ability to deal with their differences in a constructive way, such that differences in values, needs, and interests are recognized, worked with and respected. Undermining these differences will likely cause the process to break down

An evolving consensus building that shows decisions and outcomes being carried out, allowing for new solutions to emerge that no single party could have envisioned or implemented on their own.

Benefits of Consensus Building

Consensus process is beneficial in the sense that it increases the quality of solutions developed and agreed upon by the parties. The other benefits derived from consensus building include:

Direct involvement of people who are familiar with the problem in solving it, rather than representatives who are removed from the problem

Guaranteed protection and representation of all parties' interests, since participants make final decisions themselves and are party to the agreement

Development of innovative solutions and of mechanisms to deal with related problems in the future

Stakeholders' ownership of the CB outcome

Strengthened relationships between stakeholders that used to be adversaries

Increased capacity of stakeholders to respond to problems and apply a range of resources to solving it

Saving parties from court cases, which spares them the cost of litigation

The Use of the CBT Manual

The PAPD-based Consensus-Building Tool (CBT) *(for the purpose of brevity, CBT is used in this manual sparingly)* can be used whenever diverging opinions arise in managing fisheries conflicts.

For whom is this manual?

This Manual has been designed primarily to provide individuals or interested sectors with easy-to-follow guides on facilitating consensus building that requires participation of community members who have a stake in its aquatic and fisheries resources.

Why use this manual?

This Manual has been prepared to assist facilitation of conflict resolution and consensus building. It attempts to highlight the practical aspects of using CBT at the field level to develop consensus–building attitude necessary for addressing conflicts in the use of aquatic and fisheries resources.

When do we use this manual?

When there is need for third party intervention to settle disputes. When conflicts or disputes between parties arise in fisheries that impede an otherwise peaceful co-existence between parties in the use of fisheries resources. There are no hard and fast rules as regards its use vis-à-vis its "mother" guide, the PAPD. The four-day CBT may be used simultaneously with PAPD for the consensus-building component before the actual action planning session under the PAPD process.

Note

This Manual has been written mostly using the understood (second person) *you* to underscore your direct use of the material. The use of *you* here is generic as it pertains to anyone tasked with facilitation using this Manual.

Resources needed in conducting CBT

It will take four days to complete the process, using the following resources:

- A team of two experienced facilitators and a local coordinator or staff assistant, someone very familiar with the community, ecosystem, language and culture.
- Conducive venue to hold workshops simultaneously.
- Provisions for purchase of support materials and clerical supplies mentioned in every activity subsumed under all the four major steps, food, and other requirements at the discretion of the organizers. Considering the adult members of participating groups, there could be a need for basic medicines. Likewise provisions for honoraria and tokens for guest speakers; cost of venue, if any; stipends for participants.

CNRS' PAPD & CBT Manuals
Where Lies the Difference?

Though both manuals employ participatory approaches to help meet their desired objectives, developing an action plan is not the province of the CBT (*for this purpose, CNRS' PAPD guide is simply called PAPD*). There is no attempt whatsoever to incorporate it in the consensus process, but this is not to say the CBT has discarded the nuts and bolts of PAPD's consensus process.

Consensus towards developing an action plan

Both methods envision building consensus.

PAPD involves a relatively high degree of facilitation/assistance in undertaking all session activities. The consensus built enables the community not only to agree how resources should be managed, but guides them also into an action plan process at the end of which a number of resource management actions can be implemented.

To the uninitiated of the PAPD process, the CBT methodology offers a comprehensive approach to consensus building and once done, that's all there is to it. Those familiar with PAPD may find CBT wanting and look for definitive action post-CBT session. Others, also familiar with PAPD, may consider action planning and consensus-building sessions combined rather too immense and time-consuming.

Cost to organizers

PAPD may be more expensive to organize compared with the meager cost of conducting the CBT. The nature, scope and coverage of PAPD until the culminating action planning task, plus the number of participants required in the process, may incur more expense than the budgetary requirements of the four-day CBT. There is less number of participants in the CBT to cater to and pay, if there is going to be a need to provide them with stipends.

Comparing both guidelines, the CBT has less elaborate arrangements vis-à-vis scope and coverage, use of venue, coordination with primary and secondary stakeholders, use of materials, facilitation requirements and arrangements. It must be noted that although the PAPD shows more intricate arrangements, preparations for both are of similar nature regardless of the length of days and the number of participants both methodologies require.

Stakeholders' involvement solely in fisheries conflicts

There is not much difference, however, in both methodologies' engagements with primary and secondary stakeholders though in fairly different spheres of resources use. PAPD has the advantage of covering CBT's focus on aquatic and fisheries resources, while the latter is more specific on fisheries, a comparatively small coverage if set against the community's natural resources as well as its political and institutional contexts.

Limitations of the CBT

This section hints at some limited scope of the CBT by presenting some scenarios that facilitators may encounter in the field that are beyond the breadth and length of the MANUAL. It also intends to caution them that personal skills and judicious actions may be required, as in the case of many context-specific issues in consensus building.

No means to re-assemble participants
There is no mechanism here by which the participants can be assembled anew in case another process is due to change in circumstances or a failure on the part of one or more participants to live up to their commitments.

Insufficient coverage
The CBT process may not be able to capture all the problems that the poor face in their livelihoods. Additionally, it may not identify issues which may potentially be "problematic" from an external perspective, but which participants do not perceive as being so.

Litany of talks
The time devoted to the sessions, especially those activities that require longer time duration to accomplish, may make the participants lose their interest and result to haphazard workshop outputs. There is also the danger of misconception when other participants feel they have been invited to another "talking shop". This is true to those who have had experienced in the past attending similar exercises that resulted to nothing or where they were subjected to a litany of talks.

The participants may also find the session with government officials drifting into business-as-usual where familiar opinions are expressed, thus stunting the building of consensus.

The power of two
There is also the danger of having one or two participants dominating the discussion whatever size it is.

Gender sensitivity
Segregating women, who are naturally shy in the presence of men, may make them clam up instead of beneficially joining the discussion.

Used as gripe session
The CBT session may become a venue for airing grievances as well as issues and concerns not within the province of the PAPD-Based CBT when participants see the session as an opportunity to raise issues with local officers not to their liking. This may upset the session.

Stiff and predictable
Participants may find the consensus process rigid and predictable, rather than taking context-specific realities into account. In such cases an additional process of deliberating on specific conflict context could be considered.

The Role of Participatory Action Plan Development

Making PAPD-Based CBT Work in Building Consensus

Participatory Action Plan Development is a methodology that, as used in Bangladesh, seeks to build consensus between the different users of common pool resources to improve natural resource management for better floodplain livelihoods. Facilitating the PAPD ensures that the methodology is not implemented mechanistically, and takes locally relevant social factors into account.

This PAPD-Based CBT increases the quality of solutions, all because solutions are based on a comprehensive analysis of the problem. As a result, stakeholders have ownership of the outcome of consensus-building processes.

Other benefits of consensus building include the fact that people most familiar with the problem at hand will be able to participate in solving it. This is often better than having a representative, who is removed from the problem, to work on solving it. The ability to participate in the problem-solving process will also enhance acceptance of the solution and willingness to implement it.

Three-Phase Process

PAPD has the primary purpose of facilitating social learning by key stakeholder groups and of generating information involving four major steps in three phases—pre-workshop "scoping", participatory problem identification and investigation (workshop), and post-workshop.

The four-step process applied in the CBT Manual follows the PAPD pattern, such that scoping involves an informal situation analysis to gain an overview of the socioeconomic and institutional characteristics of the target community, and get firsthand knowledge of its use of aquatic and fisheries resources.

With PAPD, local functionaries and key informants are consulted and their information cross-checked, and the natural resource management systems observed. The second phase, the PAPD workshops, entails knowledge generation, empowerment and building of social capital between participants. The third phase, the post-workshop stage, is focused on developing appropriate institutions, building community support for and implementing agreed action plans.

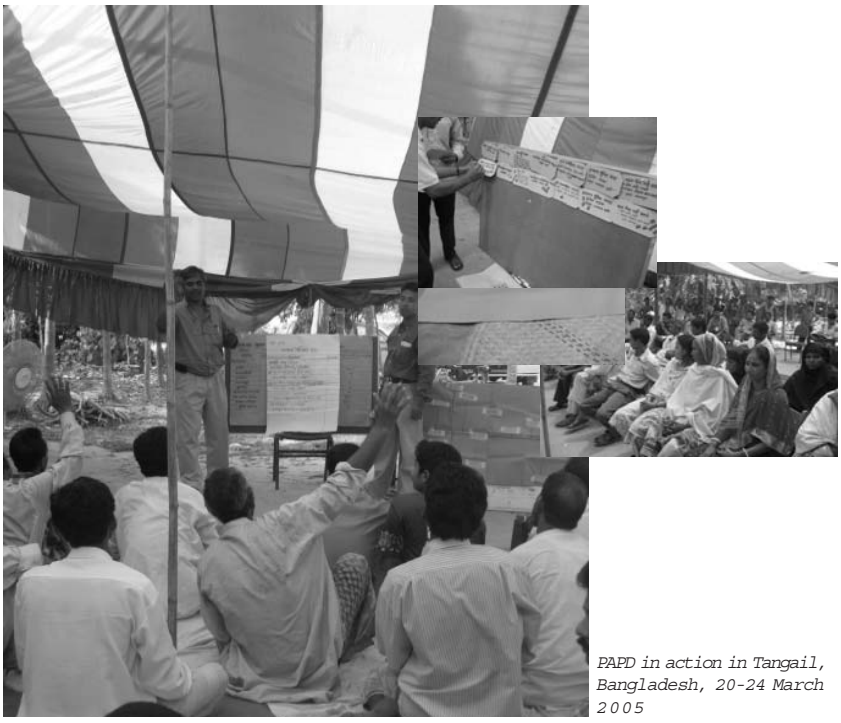
The PAPD methodology, then, needs to be put in context of this MANUAL.

PAPD and Its Key Steps

As a tool, PAPD is used to assist stakeholders reach consensus on sustainable management of natural resources—wetlands, fisheries, forests, land and coastal resources. The PAPD process recognizes the stakeholders' important role in natural resources management and use as well as their stake on them. PAPD employs a method that encourages their active participation in the process as reflected in Figures 1 and 2.

Participating stakeholders actively involve themselves in the process by

- Identifying problems related to the natural resources and agreeing on solutions to such problems
- Validating the use of PAPD as a viable tool whenever conflicts arise and require consensus to contribute towards the overall development of an action plan



PAPD in action in Tangail, Bangladesh, 20-24 March 2005

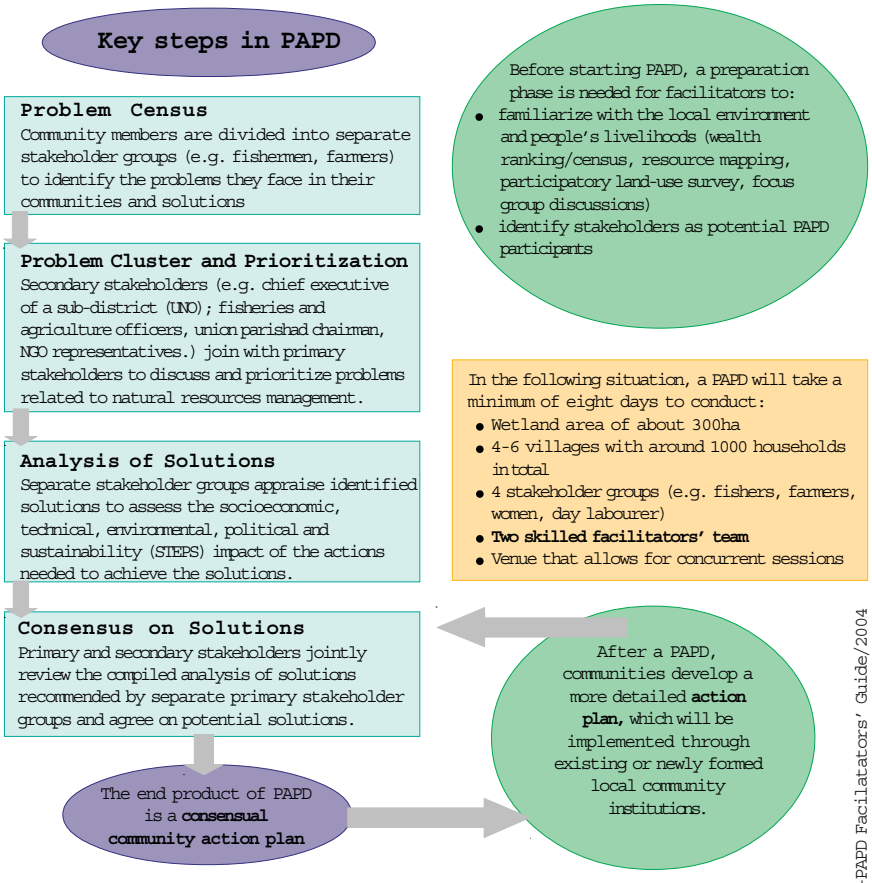


Figure 1. Flow chart showing major steps of PAPD

PAPD gives stakeholders from different occupational groups and classes an opportunity to recognize and discuss their opinions and concerns. The method can potentially reduce conflict during project implementation and, if the situation arises, assist the community in resolving it. Through their active participation in the process, the stakeholders understand their stake in the natural resources and thus involve themselves in all the steps—from identifying problems, deciding on solutions, preparing a work plan to getting involved in implementing agreed solutions.

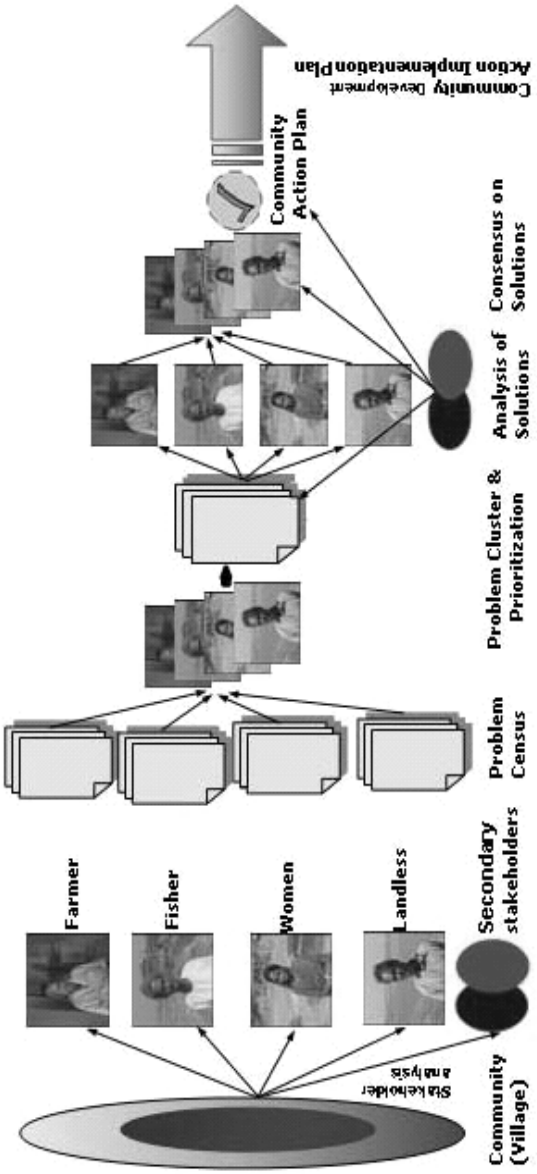


Figure 2. PAPD Activity Flow Chart

PRE-CBT ACTIVITIES

This MANUAL makes liberal use of the PAPD techniques in undertaking CBT, a process that begins with the gathering of intended local stakeholder groups and organizing them in a venue that allows them to actively and freely participate in building consensus to resolve fisheries conflicts. CBT facilitates a method that allows stakeholders to be thoroughly involved in identifying and analyzing problems that are in conflict with their livelihoods.

Information Support for CBT

Following a PAPD mode, preparations for conducting CBT take account of gathering basic information on the target community. Using available data collection tools, gather the information you need in preparation for the CBT, specifically on the stakeholder groups.

Stakeholder Groups

These comprise individuals or groups who have a stake in the use of aquatic and fisheries resources. They are typically stakeholders who can contribute to the task of building consensus and are party to whatever decisions reached during the CBT exercise. They include primary and secondary stakeholders, but there are others in the community who may just be lurking behind the scenes, not quite vocal, and are not so visible. Yet they will be affected by the outcome of a decision, and might block a decision if it harms them, especially obstinate individuals who may not yield to reasons or resist decisions made. Thus, it is important to get such people involved and get their needs met.

If they represent a group or an organization, ascertain that, since they will be involved in so important a task of building consensus, they should really represent who they say they represent, and can speak for that group with legitimacy. Oftentimes one or more of the groups involved is very informal and disorganized, and splinter groups form, breaking away from the original stakeholder group. This complicates the question of who speaks for whom, who can make agreements on behalf of whom, and who should thus be "at the table."

Primary Stakeholders are those who get direct benefits—through harvesting, using and selling their fish products—from the resources for their food and livelihoods.

Secondary Stakeholders are those indirectly engaged in and benefiting from fishing, but are involved in resource management and exercise some influence—e.g. administrative, legal—in conflict resolution.

Selecting Stakeholders

In communication process, the cardinal rule is "know thy audience." This is the same principle upon which PAPD-Based CBT methodology operates. It behooves then that no process can ever see the light of day if it does not lay the groundwork for identifying its principal actors. Only then can the process ensure active participation of all concerned.

It is, therefore, essential that thorough preparations are made to ensure that stakeholders—representatives of the relevant social and occupational groups—are identified and preconditioned of their participation in the process.

Selection can be made through key informants from the community or through purposive random sampling from a list of stakeholders stratified based on various attributes.

Selection must pay attention to important variables like age, sex, type of business or nature of fishing activity, income, status, etc. It is usually the case that a group of people with the same age and sex, for example, will feel more relaxed in a group situation and be more willing to express their views and opinions.

Since only a minority in the community where the CBT will be applied, the issue of who to include is critical. It is best to use good judgment in determining the number and types of participants.

The numbers in any group need not reflect the proportion of that group in the community. Literacy level and the ability to read and write is also an important variable. Where there is difficulty in writing, which the CBT process is more likely to comply from the participants, any literate, young member of the community could be harnessed to assist non-literate adult members in the reading and writing task.

Note

Once the participants are selected they should not be changed or replaced midstream, when the CBT is already ongoing. Inclusion of new participants in the middle of the CBT workshop may affect an otherwise spontaneous flow of the sessions and create problems for other participants. This may also lead to an inferior workshop output.

Be gender-sensitive in forming stakeholder groups. It is important to consider the socio-cultural context of the community, even if it's a mixed group vis-à-vis sex, age and ethnicity.

Be wary of selecting them on the basis only of their personal interest and persuasions, their biases and prejudices.

Take a more holistic approach in considering the livelihoods of the poor *in relation to* those of other socioeconomic strata.

Consider other socioeconomic groups within the local system.

Criteria Setting				
Participation	**Venue**	**Timing**	**Process**	**Outcome**
Members of fishing community and representatives of legitimate sectors of the community	Consider not just aesthetics arrangements, but mobility required and everybody's comforts—from ventilation to comfort room location. Working groups not within hearing distance from each other If in school is the preferred venue, avoid schooldays. Besides the schools, NGO offices and other convenient community hubs with tree sheds can be used as venues	Synchronize CBT schedule without clashing with major community events, local practices, etc. Height of fishing activity should be avoided	>Drive the process with practical purpose for sharing by groups >Allow participants to self-organize >Make room for civil, respectful, face-to-face conversation >Churn out high-quality information—personal experiences, facts, data >Encourage participants to challenge assumptions, be creative, and explore alternatives >Keep participants at the table, involved, and learning >Seek consensus only after discussions are fully explored and creative responses to differences made	>High-quality agreement of all stakeholders >Cost-effective >Creative ideas for action >Knowledge and understanding gained >Participants' new personal and working relationships, social and political capital >Accurate and useful information and analyses >Shared learning and knowledge within consensus process >Attitudinal and behavioral changes beyond agreements >Spin-off partnerships, collaborative activities, new practices, even new institutions >Community's creative response to change and conflict >Outcomes fair and serve the common good/public interest >Outcomes contributory to sustainability of natural and social systems

The criteria are by no means mere guidelines and may not perfectly fit all consensus-building efforts, successful or not. The more criteria a process meets, the more likely CB will succeed, which, after all, should be measured by the type and quality of outcomes it produces. The more criteria are met by outcomes, the more successful a consensus process is considered. There are other criteria by which to evaluate CB success and effectiveness.

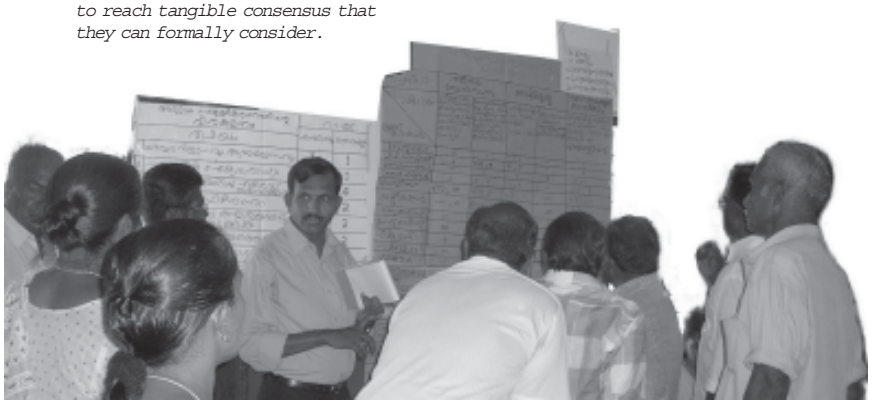
Facilitation for Consensus Building

The facilitating team should have gathered enough information on the prospective participants, very specifically the profile of participation. Moreover, the team should have a basic understanding of the community's social and biophysical situations, types and extent of problems and the conflict that arise from them, types and roles of stakeholder groups, conflicting issues, and access and use of fisheries resources.

Be objective and keep your personal opinion to yourself.

Encourage them to interact and move toward a decision necessary to reach a consensus.

As facilitator, help participants to reach tangible consensus that they can formally consider.



Be versatile and creative in using participants' innate capability to think and talk as well as demonstrate their inherent creativity.

Be encouraging to help bring out the best in every participant.

Identifying stakeholder-participants is one thing, keeping them actively involved and participative is quite another. Skilled facilitation is of high value here, especially during consensus building. Some people may be reluctant to enter a consensus process because they think it will take too long, involve too much of their time, or will force them to "sell out" or give in for too little. They may think they have a better chance of "winning" in another forum, such as the courts. One way to encourage people to try consensus is to explain that it is a very low-risk process. No one is forced to agree to anything, so if things are not going well, they can always back down and pursue their alternative approach to solving the problem. It will serve the process if it is made clear that consensus building allows them to stay in control of the process and the decision. Nothing happens unless everyone agrees. In a court, it is quite possible that rulings will go against them. Although reluctance

is common at the outset of consensus-building efforts, once people get involved, if the process works well, participants usually decide that it is more useful than they expected it to be, and they stay involved. Even when an agreement cannot be reached, the improvement of relationships and trust between groups often makes the process worthwhile.

The conduct of CBT demands a kind of facilitative leadership that is both engaging and inviting, one that captures the interest and active participation of everyone, most of whom are adult learners. A facilitator must possess a certain skill that would hold the participants till the end of the day and when they go home the facilitator's words still ring a bell, so to speak. Facilitation must exude respect and must recognize that one participant is as important as the other; that everyone can contribute substantially to the success of the CBT workshop.

The life of group interaction in the case of CBT depends so much on facilitation. Facilitators draw their strength from the organizations they belong. You may well be an inspiring guide if you look like an extension of the organization you are facilitating for—your own organization. You must then look and act the part. This makes it possible for the participants to consider you their guide, **not** co-participant. There is much to expect from one who guides a group of varying beliefs, opinions and suasions. As facilitator, you have to shine truly like a lighthouse but never hazy that may yet get the participants wayward than go the directions you want them to follow.

Community Immersion

A new communication culture, community immersion allows you to get firsthand knowledge of the community. It goes by the adage that "if we must mobilize the community, we must know it first." Immersing yourself will facilitate your need to gather knowledge or understanding of the fishing community's related problems vis-à-vis the community's socio-cultural, economic and political background.

Consensus building for solving fish management conflicts becomes mere accumulation of knowledge unless this awakens the stakeholders' critical consciousness about the changes that are needed and the course of action that will implement this.

CBT will lead towards such implementation. In this context, organizing the community and immersing with target stakeholders ensure their participation, a process or methodology that helps motivate them to act as a group/community towards identified goals and objectives.

Knowing the community leads towards knowing its capability for problem-solving, decision-making and collective action, such as arriving at an overwhelming consensus.

By itself, community organizing becomes an entry point to introduce CBT, based on identified need—i.e. managing and building consensus to manage such conflicts. In addition, it serves as a means to choose an entry point itself to galvanize community-wide action.

The Sessions Conducting the CBT

The Sessions
Conducting the PAPD-Based CBT

The conduct of a full CBT, using this MANUAL, will require four consecutive days with a team of two main facilitators, two co-facilitators and two assistants holding simultaneous, yet separate sessions, with two stakeholder groups, namely the conflicting parties, based on detailed work plan, prepared during the pre-CBT phase.

This section describes the core day-by-day PAPD-based CBT activities and details the following steps in undertaking a CBT.

- Day 1-Step 1 Problem Census
- Day 2-Step 2 Problem Cluster and Prioritization
- Day 3-Step 3 Analysis of Solutions
- Day 4-Step 4 Consensus on Proposed Activities

Ten activities under the 4 steps

1. Problem Identification and Conflict Conceptualization
2. Problem Prioritization
3. Stakeholder Analysis
4. Problem Analysis and Solutions
5. Problem Cluster and Consensus on Solutions
6. Impact Analysis of Solutions
7. Social Impact Analysis
8. Analysis of Factors for Consensus Building
9. Consensus among all Stakeholders on Proposed Activities
10. Opinion of Local Government and Local Administration on Proposed Solutions

Next CBT Step 1

Opening Guides

- Request the participants to register.
- Make a record of the number of registered participants, their types, and social and occupational classes.
- Provide them with a previously prepared detailed program of activities involved in the whole CBT exercise, including a list of organizers/team of facilitators.
- Assemble all participants in plenary in a prepared venue.
- Depending on the norms in the community, proceed with appropriate opening/welcoming ceremonies (e.g. prayers).
- Start the ball rolling through the usual familiarization, beginning with the participants and ending with the organizers and the facilitating team.
- Level the participants' expectations by briefing them on the CBT objective and the day-to-day sessions to help meet this objective. Relate this to the prepared program distributed to them earlier. Explain the purpose and use of CBT as well as the detailed tasks of the activities to make them prepare for all sessions.
- Divide the participants into stakeholder groups, depending on their general composition, specifically their distinct conflicting interests vis-à-vis use of fisheries and aquatic resources in the community. In the PAPD trial in India, for example, two groups were formed: mechanized and traditional fishers. Get the participants to understand the reasons for the grouping. They may also have to be formed into sub-groups in subsequent sessions. The grouping shall remain in most workshop sessions, except when convened in plenary.
- Assign a facilitator, co-facilitator and session assistant in each group activity.
- Enlist the assistance of capable schoolchildren if there is need to help non-literate participants with the writing, provided their involvement does not get in the way of their schooling.
- Assemble each group elsewhere in the CBT venue; see to it that each group session is not within hearing distance from each other.
- Seating arrangements will depend on the physical make-up of the venue and the available facilities there. They can sit classroom-style if it's in a schoolroom; in floormats, if in an open space, seated U-shaped fashion.
- With the groups now in separate venues, begin the first group activity.

STEP 1—PROBLEM CENSUS

This is a very useful process in that it will provide you with a holistic picture of participant-stakeholders' problems in the use of aquatic and fisheries resources and, very importantly, get perspectives on fisheries conflicts that arise from their problems.

Step 1

Activity 1: Problem Identification and Conflict Conceptualization

This is the initial stage where problems are identified and the type of conflict that arises from these problems. This is also the start where decisions can be made to consider consensus building as a resolution process. Frame or define the problems or conflicting issues. Expect varying definitions depending on each participant-stakeholder's varying interests and concerns. You may discover, for example, that participants, individually or collectively, may see the conflict as being about degradation of fish resources, while others see it to be about lost livelihood opportunities.

Objective
To identify the problems and the conflict that arise from them relevant to the use of fisheries resources upon which the participants largely depend for their livelihood

Duration
One hour

Materials
Writing cards, poster material (manila or brown papers), marker pens, display board (wall or flip chart stand), pushpins, double-sided or masking tape

Method
Small group discussions, presentation in plenary and open discussions

Preparation
Prior knowledge of the community's fisheries and aquatic resources, social and physical conditions gathered in pre-CBT stage
Clear understanding of the underlying fisheries problems and conflicts in the community

Process

Welcome the group to Activity 1.

Set the mood for full and active participation. To make them grounded on the activity, begin the session with lesson-laden game, an ice-breaking exercise that imparts lessons on community cooperation, teamwork, consensus, etc. Encourage the participants to relate the game to their day-to-day fishing activity—if possible, how they face fisheries problems and conflicts—and the lessons they learned from the exercise. Relate the purpose of the game to the objectives of the PAPD-Based CBT. This mode of grounding will help in the conduct of all subsequent activities.

◁ *A demonstration of the importance of teamwork through an ice-breaking exercise using a ball of yarn*

Clarify the task by making them understand that Activity 1 has been designed to guide them in defining the conflict that confronts them by identifying problems related to their fishing activity and would have to reach a consensus that could help address such conflict.

Clearly explain the definition of conflict causes and effects and then asks the participants to identify the problems they encounter relevant to their fishing activities through discussions among them. With writing cards and pens, the participants can now begin identifying the conflict by listing down problems that arise from it.

Explain to them that they need only write one problem per card and guide them while they write their problems using the cards.

When the groups are done with the lists of problems, assemble them again in plenary. Ensure that, this time, the groups are ready with the presentation of their problem cards.

IMPORTANT While one group presents its problems, the members of the other group should intently listen and put ticks (") on similar problems that they likewise identified in their own group. Once the presentation of the first group is over, the other group can now sequentially present their identified problems, except the common problems that they already marked with ticks.

As the groups present their problems one after another, the co-facilitator posts the problem cards on the board while the session assistant collates and writes them in a notepad.

The facilitating team simultaneously makes a list of major identified problems, without duplication, for use in the subsequent activity.

Output **A more defined conflict from an array of listed problems relevant to use of aquatic and fisheries resources from the perspectives of primary stakeholder/ user groups.**

Initial stage of problem identification

Step 1

Activity 2: Problem Prioritization

Prioritization of the 10 most important problems from the total identified by the participants is made by a voting system. Limit the number of problems that participants will vote on. The more problems deemed to be 'important' the more time needed to read the list to each voting participant with difficulty in reading, the more they would get confused and the greater the potential for a problem to accumulate votes (or not) because others have voted for it.

Objective
To assess the importance of relevant problems and select 10 most priority problems.
Duration
45 minutes
Materials
Cards, zip sticks, marker pens, manila/brown papers, pushpins, double-sided/ masking tape

Method
Voting
Preparation
Get the materials ready for use by:

Putting different colors on the zip sticks; if there is none, improvise with the use of stick-on labels cut in small round pieces

Arrange and provide five zip sticks per participant

Process

Explain to the participants the importance of prioritizing the problems they just identified in Activity 1. Remind them that the purpose for doing so will help in great measure in building a consensus on fisheries conflict management. This will then form the basis for classifying their problems as either conflict- or non-conflict related problems. Based on fisheries conflicts and through consensus, urge the group to list down such problems in both categories.

It is very important to stress upon the need for the participants to analyze and prioritize problems through a voting method and explain to the group the voting they will do in prioritizing the problems, and how they should do it through the use of zip sticks. Give the participants five sticks each. Each stick represents a vote.

With a master list of problems made earlier, organize the cards into conflict- and non-conflict related categories. Post both lists on the board. Present the conflict-related problem list to the participants. This time, demonstrate to them how to use zip sticks for voting on the problems.

You may read every problem to the participants at least two times to enable them to understand and recognize each problem.

Now, invite the participants to come to the board and put their sticks, representing their votes, at this juncture, on the conflict-related problem cards according to their own priority and order. Remind them that they can actually vote more than once on the same problem.

Count the votes and make a score. Once scoring is over, count zip scores and write them down on cards with respective problems.

List problems in ascending order based on the scores and write them in a separate poster.

Ask participants' opinion, if more than one problem gets the same score, prioritize problems through consensus among themselves.
Read out the problems by priority, based on participants' scoring.

Select 10 priority problems arrived at a consensus for consensus building and for further analyses throughout the rest of PAPD-Based CBT sessions/ activities.

Output **List of prioritized conflict-related problems plus a list of 10 priority problems for further CBT analyses**

The Facilitating Team is advised to do the problem clustering after completing all the Day's activities, in preparation for Step 2—Problem Cluster and Prioritization the following day. Clustering can be done at night.

Step 1

Activity 3: Stakeholder Analysis

Objective
To identify parties involved and other stakeholder interest groups to the conflict
Duration
One hour
Materials
Manila/brown papers, markers pens, one-sided sticky papers or post-its, small cards, display boards, masking tapes, papers
Method
Small group discussions, plenary and presentation
Preparation
Prepare small post-it cards or make cards good enough for the number of participants. Arrange sufficient number of pens for the group and invite one or two schoolchildren to help non-literate members in the writing.

Process

Ask the participants to identify and analyze secondary stakeholders that they think are of relevance to their groups, based on these stakeholders' interest or influence over their (participants) livelihood. These stakeholders can either be individuals, groups or institutions. (In the PAPD field trial in India, for instance, the participants identified stakeholders based also on their need to contact them immediately when conflicts arise in their area.)

Be sure that participants are clear with regard the difference between stakeholders in terms of importance—importance in status as against importance in influence and impact on their livelihoods. They may misinterpret positive and negative influencing forces as those who are important (in terms of status) rather than those wanting participants' livelihoods to succeed. Assist them by guiding them clearly on what is wanted and coax them to categorize influencing forces until they have fully understood what the exercise is designed to reveal.

To conduct the stakeholder analysis, ask the participants to write on small cards those they consider as potential stakeholders, based on the criterion previously explained. It should be one card for one stakeholder's name.

While at this, the session assistant should draw one straight horizontal line at the center of a brown or manila paper posted earlier on the board.

Explain the idea behind the line, such that the area below the horizontal line suggests negative relationships with secondary stakeholders, while that above denotes positive relationships.

Guide participants in placing stakeholders on the board, sorting out the commons ones. Request them to place the cards based on their perceived positive and negative relationships with the stakeholders. When all the cards have been posted, position them according to their positive and negative orientations, with the central line itself taking the neutral side. Once a stakeholder has been identified, there is no need to stick it on the board the next time it was mentioned by the others.

Once the list is generated, ask participants to select, by consensus, the 15 most important stakeholders.

Place stakeholders with the highest positive impact also highest in the line above. Place those with the most negative impact at the bottom of the sheet. Position all stakeholders in the paper accordingly and draw vertical lines from the stakeholder to the centre line. Before drawing vertical lines, get participants' opinion on the proper position of each stakeholder.

Output **List of parties and stakeholders, their positive and negative impacts on livelihoods of participating groups**

Step 2—Problem Cluster and Prioritization

Clustering is a logical process to reduce the large number of problems to a manageable number, synthesized from the rankings of the 10 problems from those identified by the participants. The big chunk of work involves narrowing down the broad range of problems that participants consider the most important and indeed most pressing fisheries conflicts affecting their livelihood.

Activities

4 Problem Analysis and Solutions

5 Problem Cluster and Consensus on Solution

Next **Step 2: Activity 4**

Step 2

Activity 4: Problem Analysis and Solutions

As participants go through the rigors of sharing their perceptions of the problems, a more comprehensive analysis of the problem comes into view. After everyone explains each other's views of the situation, comes re-definition or "reframing" of the conflict vis-à-vis participants' terms of interests and a variety of options for dealing with the conflict usually appear.

Objective
To formulate do able solutions (interventions) through analyses of causes and effects of each priority problem to fisheries conflict

Duration
Three hours

Materials
List of priority problems, required formats, marker pens, masking/double-sided tapes, pushpins, display boards

Method
Large group discussions and answering questions

Preparation
At least five ready formats on brown papers

Clear understanding of causes and effects of problems

If inexperienced on cause-and-effect analysis, practice before facilitating CBT sessions

Process

From among the problems listed in previous day's activities, make an analysis of the top five problems, using the Problem Analyses Matrix below. Make five copies/templates of this matrix in big manila or brown papers, post and display strategically in the venue—on board or wall—and write the most priority problems in respective problem cells.

Problem Analyses Matrix

Problem	Cause	Impact	Affected Group	Solution

Use one matrix for each problem that needs to be analyzed.

It is necessary that you make the participants fully comprehend this activity and what it requires them to do. Therefore, make it clear how a particular problem is created (the reason behind it), the meanings of cause, impact, affected group and solution and relate these terms to their common understanding. Give examples to help them further grasp the meanings by citing real-life problems, but don't include the listed problems as examples. Otherwise you would create a certain amount of bias.

Problem	Cause	Impact	Affected Group	Solution
Collision between traditional and mechanized boats resulting in losses of boats and gears	>Careless-ness of boat drivers >Inadequate facilities in the boats	>No proper income due to the accidents >Fall in debt trap Loss of employment >Socioeconomic losses suffered by the families >Fear to practice fishing after the accidents	>Traditional fishermen and their families >Boat owners	>Properly enforce the MFRA within the area of operation >Strengthen the patrolling boats >Make registration of boats compulsory

From the PAPD Field Trial held in Sakthikulangara, Kerala, India, 25-29 April 2005

Mechanized Fishers' Problem Analysis Matrix

Problem	Cause	Impact	Affected Group	Solution
Use of ring seines	>Resources are not shared >Price decline >Resource depletion	>Reduced catch >Sustainable resources affected >Food security affected >Reproduction of the fish affected >Lack of resources	>Fishermen <Future generations >General public >Government	>Regulate through acts >Use active gears >Provide fish storage facilities

From the PAPD Field Trial held in Sakthikulangara, Kerala, India, 25-29 April 2005

Encourage the participants to give more than one cause, impact, affected group or solution. As they are into this, begin accomplishing the Matrix while coaxing them to continue giving their opinion on the cause of a particular problem; for example, why night trawling leads to catching prawns and mollusks instead.

Convince them further to analyze the impact of the cause of the problem until they are fully satisfied of their analysis. Follow this up with analyses of the affected group/s as well as the possible solutions.

Once the first Matrix is done—i.e. after thorough analysis of a particular problem—proceed to the analyses of the rest of the priority problems in the list, using the unaccomplished four matrices on display. Expect the participants to suggest more than one solution to a problem. If that happens, ask the participants to prioritize the solutions before stepping into the next problem analysis (otherwise they may lose consistency). When prioritizing solutions, put number 1 for the most accepted solution; then 2, 3 or so for the less priority solutions. When done with the process, analyzing 10 problems is completed.

If some suggested solutions involve physical construction—e.g. building embankment/dike or building sluice gate as is typical in Bangladesh inland fisheries—guide the participants to draw a resource map to indicate where the dike or sluice gate should be located in accordance with the suggested solution to the flood problem. Better yet, do the drawing yourself—if nobody else can—and request the participants familiar with the topography of the place to guide you as you draw.

Once the problem-solution exercise is done, show the resource map of the area and ask the participants to locate and describe problems using the map.

In locating problem areas in the map, indicate legends using varied colored pens for clarity and understanding of all. Such will serve everyone for future use.

Output **Cause-and-effect of the problems, affected groups, and a set of solutions identified through analysis of priority problems**

Step 2

Activity 5: Problem Cluster and Consensus on Solutions

Objective
To build consensus among the participants on problem clusters and solutions
Duration
Four hours
Materials
Three sets of problem clusters (one set each for the two groups and one for display purposes), zip sticks, pushpins, masking tape, marker pens, display board
Method
Small group discussions and ranking in plenary
Preparation
Follow-up invitation to secondary stakeholders to ensure they are in the session on time (*Invitation should have been made at least two days prior to the session.*)

Compiled analyzed problems during the last two days of work with the two groups (*Avoid duplication of problems—same problem may come more than once.*)

Process

Prepare for this activity beforehand—the night before, at least—using the problem clusters done in previous activity. Teamwork among the facilitators, co-facilitators and session assistants is vital in undertaking this activity, which involves preparation of materials/templates for this day's session. The team needs to cluster problems from all those listed in the problem-analysis matrices. Combining sheer logic, expertise and experience in problem analysis, see to it that there has been no duplication of problems, causes, affected groups or solutions. Some solutions may have to be reworded because they could, in fact, be the actual problems. Then, work on the following:

Compile all problems identified by both groups in a manila paper, covering both conflict- and non-conflict related problems.

Compile all conflict-related problems in a manila paper including the scores from each group's identified problems.

Compile all non-conflict related problems in a manila paper from both groups.

Assemble all conflict-related problems into major clusters, using logic and engaging in intense discussion.

Make the clusters in bold letters in single cards. Produce three sets; one set for each of the two groups and another set for posting on the board for use in next day's session.

Arrange the outputs from the two groups vis-à-vis causes, effects, affected groups and solutions according to the problem clusters.

A Problem Cluster-Solution Matrix—indicating problems, causes, impacts, solutions and affected groups—is now ready for use, which illustrates one problem cluster = one matrix.

Compile all the solutions into a Solution Priority Compilation Matrix, based on the format below

Solution Priority Compilation Matrix

1	2	3	4	5	6	7	8	9	10	11
Problem	Solution	Obtained Votes/Scores				Total Votes/ Scores (3+4+5+6)	Highest Number of Solutions	Total (7x 8)	Position Based on Total Scores in 9	Solution/s Selected
		Sub-group 1	Sub-group 2	Sub-group 3	Sub-group 4					

You are now ready with this activity—doing the Problem Clusters and Consensus on Solutions.

Display the three problem cluster sets prepared the night before—general problem list, and conflict-related and non-conflict related problems—before calling the session in plenary, ensuring 100 percent attendance of all participants. Meanwhile, inform the convened participants that clustering was made the night before, involving the PAPD-Based CBT Team, and how problems were grouped into clusters.

Explain further to the participants the problems they earlier identified and the categorization made on the problems in clusters. With the participants, check whether every problem suggested from each group is included in the clusters. To do this, read out the Problem Cluster Cards and instantly include missing problems earlier identified by the groups in their respective cards. Once consensual agreement has been made on the clusters and the problems that have been captured under each cluster, proceed to grouping the participants. Then give each group a set of problem clusters.

Guide the participants to prioritize problems that need immediate solutions, using a 1-7 scale. A problem with a 7 rating means that it needs immediate solution; 1, if it requires the least immediate solution.

Collect problem cluster cards from each group and post them on the board.

Begin scoring.

Calculate scores using color sticks assigned to each cluster. Make a list of prioritized problem clusters "needing immediate solutions", based on the scoring made.

Now, put on display the three priority Problem Cluster-Solution and the Solution-Priority Compilation matrices, which were prepared the previous night. Read all three Problem Cluster-Solution matrices and solicit the opinion of the participants.

Next, select five solutions from the three main problem clusters—two each from the first and second problem clusters, and another from the third problem cluster (2+2+1=5 solutions), based upon the Solution Priority Compilation matrix. From this matrix, list down all the solutions for each clustered problem; this will produce 2+2+1 solutions selected for the three priority problem clusters.

The session assistant should now start writing in posters the five main selected solutions for posting on the board. As facilitator, explain the reasons for focusing only on five solutions, such that an analysis of more than five solutions may take a long time and consequently affect the quality of group work.

Then solicit the participants' opinions on the five selected solutions. Expect some deliberations, but lead them to consensually agree on the solutions. What should ideally follow is both the facilitating team and participants adopting the solutions for further analysis.

The secondary stakeholders from relevant government agencies/ institutions/ organizations (fisheries, agriculture, etc.) and local government officials—who have been invited earlier—are now ready to attend this session. Invite the officers to give some feedback on the recommended solutions. Document the speeches/words from the speakers.

It is of critical importance to ensure the primary and secondary stakeholders' consensual agreement on the sets of problem clusters and solutions.

Close the session and invite everyone to join the next session.

Output **A set of selected five main solutions from three main problem clusters for discussion in next CBT steps**

Step 3: Impact Analysis of Solutions

This stage of the CBT process may take bit of a time considering the options available now to explore doable solutions that will satisfy all parties equally. After the participants' thorough analyses of the possible impacts of these solutions, comes an evaluation of factors contributory to consensus building.

Step 3
Activity 6: Impact Analysis of Solutions

Objective
To build consensus among the participants on problem clusters and solutions
Duration
Four hours
Materials
Three sets of problem clusters (one set each for the two groups and one for display purposes), zip sticks, pushpins, masking tape, marker pens, display board
Method
Small group discussions and ranking in plenary
Preparation
Follow-up invitation to secondary stakeholders to ensure they are in the session on time (*Invitation should have been made at least two days prior to the session.*)

Compiled analyzed problems during the last two days of work with the two groups (*Avoid duplication of problems—same problem may come more than once.*)

Process

Put the Solution Impact Analysis Matrix (SIAM) on display board.

Group the participants in two, using their original composition. Explain to them the elements of the matrix, particularly on the need for them to analyze the following:

objective/purpose of each solution

alternative solutions to the one suggested

social, technical/economic, sustainable and environmental impacts of each solution

While the discussion/question-and-answer session is going on, the co-facilitator fills up the SIAM on display board—illustrated by the results of the PAPD trial in India (next page onwards). The assistant writes the responses on a notepad for documentation purposes.

After filling up one matrix for one solution, discuss the elements once again with the participants and ask their consensual agreement.

Repeat the same process for all five solutions.

Explain the subject for discussion based on the Matrix to enable the participants to effectively participate in the session.

Solution Impact Analysis Matrix by the Traditional Fishers

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Night fishing	Ban night trawling and impose stiffer actions against violators	>Protect fisheries resources >Restore peace in the society >Avoid conflict in the fisheries sector >Ensure job security for the gill netters		>Help increase living standard of fishermen >Ensure and restore peace in the community >Help reduce exploitation by middlemen >Require cooperation among government, NGOs and other agencies >With government permission, respective agencies should enforce rules and regulations	>Implementation of solutions doesn't require additional financial requirement and incur any loss to any group >Government has to provide technical support to patrolling >Include persons with technical knowledge and ensure action for 24 hrs >Include working groups from the community to ensure enforcement of the rules	Resource enhancement	>Government should take steps to enforce rules and avoid political interference >People's action groups should be created for monitoring purposes

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Night fishing	Collec-tive action to restrain from night fishing	>Ensure sustain-ability of fisheries resources >Ensure peace and solidarity in the society		>Require cooperation from various organizations—government, NGOs, trade unions, political >Opposition from night trawlers	Require financial commitment		People's action groups should continuously monitor the activities

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Unem-ployment	Change the trawl ban period to Novem-ber-Decem-ber	>Harvest more> Boats workers not to lose work	>Remove the ban >Complete ban >Allow gill netters and small-scale fishers to fish >Ban night fishing only	>Beneficial to the entire community >Price of fish from traditional fishers is reduced >Government decision	>Increased in income >Gill netters get more fish >Reduced debt of boat workers >Night fishing could be avoided	More available prawns and fish will increase	Decision of the government

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Unem-ployment	Increase compen-sation during trawl ban	>Prevent famine >Take up educational expenses of children >Compen-sate household expenses	>Allow working of gill netters >Use other fishing techniques >There should be long-term alternatives for livelihood	>Ensure allowances for boat workers and associated workers >Politicians intervene in the payment of allowances	>Welfare board should start small-scale savings program >Central government should allot more funds		While no provisions yet for alternative employment for fishers, government should make arrangements for protecting them

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Intru-sion of foreign vessels	Strict enforce-ment against foreign trawlers that cross borders	Prevent exploita-tion of Indian re-sources by the foreign vessels	Collective protest by local fishermen >License should not be given to trawlers	Resource enhancement Intervention by the political machinery	Reduced financial liability	Increased conservation of the ecosystem results in increase of fish population	Changing governments should not change policies

Problem	Solution	Objective	Alternative Solution	Social/Political	Technical/Economic	Environmental	Sustainability
Intrusion of foreign trawlers	Prevent trawlers that cross Indian borders strictly thru law enforce-ment	>More available fish >Get more value for fish in the export market >Improve economic status	>Exporters should maintain quality of exported fish >Workers/ boat owners should be able to market their fish directly >Big boats should be used for fishing >Cold storage facilities should be provided		>North Indian lobby losses commission >Indian navy >Coat guard >Availability for foreign revenues >Benefits for the government >Local consumers	>Increased fish resources >Avoid endangering the following fish species: lobsters, red ring, reef, cod >Avoid over exploitation	>Law enforcement >Decision of the central government >Fish workers

Source: PAPD Field Trial held in Sakthikulangara, Kerala, India, 25-29 April 2005

Use the guide questions enumerated below to fill up the SIAM. To start off, make it clear that the objective/s, indicated in the matrix, relate to the problem and its solution. They should then be able to answer why they proposed such solution or acitivity/ies they think would help meet the objective/s. Engage the participants in a question-and-answer mode or by giving examples.

Note

Tackling the questions below could be tedious and time consuming. You will have to use excellent facilitating skills in leading the participants to voice out their opinion and knowledge related to the factors above.

On framing the objective, the mode of questioning could be along this line

✓ Why did you (participant) propose this solution/activity?

On the Alternative column

✓ Is there any alternative solution to the one you suggested that would help meet the objective (either fully or partially)? Give analogies or examples to assist the participants to understand more about alternative solutions—e.g. bread is good an alternative for rice.

Political/Social

- ✓ Would any stakeholder group be affected because of the proposed solution?
- ✓ Would any stakeholder group go against the implementation of this solution?
- ✓ Whose help/assistance would be needed to implement this solution or to ensure that the implementation process goes on?
- ✓ What agencies, departments/people would you need to obtain permission before implementing this solution?

Technical/Economic

- ✓ Would anybody lose or gain from implementing this solution?
- ✓ What's the breadth and length of the proposed constructions, say, of cold storage facilities for fish export use?
- ✓ What is the suitable time to build the cold storage or conduct training for its use?
- ✓ What type of facilities and infrastructure support are required to build and maintain the storage?
- ✓ What other income-generating activities could be drawn from using these facilities?
- ✓ Would there be enough laborers to carry out the construction work?
- ✓ Is there a need to create planning and some such committees that could design the proposed facilities and manage them in the long run? Who should be responsible for what—training, maintenance, general supervision, etc.?
- ✓ Have you identified the source of fund and determined the approximate cost of implementing a particular solution?

Environmental

- ✓ Would there be any positive impact on the environment after the implementation of the solution? If yes, what are these impacts?
- ✓ Would there be any negative impact on the environment after the implementation of the solution? If yes, what?

Sustainability

- ✓ How long can this solution sustain if implemented?
- ✓ What are the necessary steps to make a solution more sustainable? (e.g. Is there any need to establish a management committee that will carry it through after the phase-out?)

Step 3

Activity 7: Social Impact Analysis

Put back on display the matrix, done previously, that shows the listof stakeholders and their positive and negative impacts on the participants' livelihood. Ask the participants about the possible impact of each solution to the secondary stakeholders as illustrated in the result of the India field trial.

Using the prototype matrix below, conduct social impact analysis to differentiate positive and negative impacts of secondary stakeholders on fisheries conflicts. Be reminded that these secondary stakeholders have earlier been identified by the participants during the session on stakeholder analysis.

Write names of stakeholders using the format below and use different symbols—positive/negative/neutral—to indicate the types of such impacts.

Social Impact Analysis by Mechanized Fishers

Problems	Night fishing		Unemployment		Intrusion by foreign vessels
Solutions	Ban night trawling and impose stiffer actions against violators	Collective action to restrain night fishing	Change the trawl ban period	Increase compensation during the trawl ban period	Strict enforcement against foreign trawlers that cross borders
Stakeholder					
Boat owners	+	+	+	=	+
Fisheries Dept	=	(+)	=	_	+
Religious organizations	+	+	+		=
Marine Enforcement	=	=	=	=	(+)
Police	(+)	(+)	(+)	=	(+)
Politicians	-	_	_	=	(+)
Trawlers from other areas	_	_	+	=	+
Boat owners of night fishing	_	_	+	=	+
Local MLA	+	+	=	=	=
Fish merchants	_	_	+	=	+
Trade unions	(+)	+	+	+	+
Union of traditio-nal fishermen	+	+	+	=	+

From the PAPD Field Trial held in Sakthikulangara, Kerala, India, 25-29 April 2005

Social Impact Analysis by Mechanized Fishers

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Stakeholder					
Boat owners	+	+	+	=	+
Fisheries Dept	+	+	+	-	+
Religious organizations	+	+	+	=	+
Marine Enforcement	=	+	+	=	+
Police	=	+	=	=	=
Politicians	=	+	=	=	=
MATSYAFED	=	=	=	=	=
Post Office	=	=	=	=	=
Fisheries Minister	+	+	-	+	+
NGOs	=	+	+	=	=
MPEDA	=	=	=	=	=
Cooperatives	=	-(+)	=	=	=
Fisheries Trade unions	+	-(+)	-+	=	+
Bank	=	=	+	=	+
Fish agents	=	=	+	=	+
Money lenders	=	=	+	=	+
Legal	=	=	=	=	=
metreology dept					
Corporation	=	=	=	=	=
School	+	+	+	+	+

+ Benefit; - Loss; -(+) Might Benefit; +(-) Might Lose; = No Impact

Output Results of impact analysis of five important solutions, including social impacts

Step 3

Activity 8: Analysis of Factors for Consensus Building

Objective
To assess the factors necessary for consensus building
Duration
One hour
Materials
Display board, markers pens
Method
Large group discussions and answering questions.
Preparation
Matrix shown below

Process

Prepare the following matrix, which shows all the consensus-building factors, and post it on the board.

Clearly discuss with the participants what each of these factors means, specifically the need for them to score each factor, ranging from 1—very important, 2—important, and 3—not important. Use the matrix below to assess such factors by ranking them in the order of importance for building community consensus.

Once all the factors have been scored, arrange them as prioritized by the participants and write them down in descending order.

Group:_____ **Date:**_____

Consensus Building Factors	Ranking
Trust	
Unity	
Advocacy	
Cooperation	
Empathy	
Social unity	
Compromising attitude	
Work for the community well-being	

Some arguments could ensue among the participants on the scoring of factors as there could also be conflicting views on these factors. Effective facilitating skills can help settle the arguments, specifically in getting the majority vote.

Output **Participants' consensus on community consensus-building indicators**

Step 4: Consensus on Proposed Activities

Preparation for this activity

- As a facilitating team, compile all the findings from Activity 6—Impact Analysis of Solutions--, and discuss the results of all activities from Day 1.
- In posters, compile all the findings starting from Activity 1—using large fonts with colored marker pens to make them legible and readable from a distance. Display the compiled findings during the last plenary.
- Display the list of ***"conflict-*** and ***"non-conflict related problems".***
- Prepare problem solution matrix for each problem cluster completed in Activity 5—Problem Cluster and Consensus on Solutions.
- Compile stakeholders' impact analysis outcome and prepare a poster showing the impact of each intervention (solution) on important stakeholders.
- Check whether posters are displayed in specific locations before the session begins.
- Check whether all necessary materials are taken to the venue on time.
- Display all posters and other display materials at the venue for all the groups of participants to read.
- Before the session begins, ensure that at least two co-facilitators are available to document the processes, discussions and comments or suggestions that arise during the discussions.

Activities

9 *Activity 9—Consensus among Primary and Secondary Stakeholders for Proposed Activities*

10 *Activity 10—Opinion of Local Government and Local Administration on Proposed Solutions*

Next **Step 4: Activity 9**

Step 4

Activity 9: Consensus among Primary and Secondary Stakeholders on Proposed Activities

Objective
To build consensus among participants and stakeholders on proposed activities (interventions)
Duration
Two hours
Materials
Marker pens, prepared posters, manila/ brown papers, double-sided/ masking tape, display board, pushpins
Method
Discussions, exchange of views, posters and open discussions

Process

Display all posters prepared the previous day in strategic locations in the PAPD-BASED CBT venue.

Assemble all groups in plenary to explain to them the findings of all the sessions conducted over the last three days as well as all preparatory work made by the facilitating team. This will enable them to see the relevance of the activities that have so far been conducted and to get an overview of the next activities.

Divide the participants into small groups, with each group going over the posters, guided by either a co-facilitator or session assistant. This will give the participants a closer look and better understanding of the contents of the posters.

Request one participant to read out all the posters on display. See to it that the participants concentrate on displayed posters and clearly understand the contents.

Once the poster viewing is over, gather the groups in plenary. Solicit their opinions on the contents of the posters, after which discuss with them their views and answer questions from them, if any.

You may add or alter some points/issues with the concurrence of the participants.

Ask the participants about differences in opinion on any proposed solutions or interventions. If there are any, ask them to explain why and then get their consensus. If necessary, take the initiative of building consensus by giving them the opportunity to give their opinion or proposal to the others.

Output **Consensus among primary and secondary stakeholders on proposed solutions (interventions)**

Step 4

Activity 10: Opinion of Local Government and Local Administration on Proposed Solutions

Objective
To seek opinion/ advice of the local government unit, non-government organizations (NGOs) and local agencies on the consensus on proposed interventions (solutions)
Duration
One hour
Materials
Marker pens, notepads, prepared posters, manila/ brown papers, display board, flip charts
Method
Open discussion, exchange of views, posters

Process

Ensure the participation of relevant secondary stakeholders in this activity, already identified in previous, relevant activities.

Check contents of the displayed posters (there might be questions from primary and secondary stakeholders on relevant or irrelevant issues which, as facilitator, you need to address). Discuss pertinent issues, which the participants may raise for clarification during the ensuing discussion.

See to it that all posters previously displayed are still intact in their locations for the information of secondary stakeholders. If locations are far apart from each other, relocate them, preferably within viewing distance from the front where the stakeholders will be seated. Request primary stakeholders to give their opinion and findings to their secondary counterparts.

Focus may be given on the presentation of conflict- and non-conflict related problems to the secondary stakeholders, giving emphasis on the crucial importance of the secondary stakeholders' attention on these problems. Request the secondary stakeholders to look into what they may consider as non-conflict related problems.

Stress likewise the importance of their role in seeing to it that these problems are also given attention by their respective organizations/agencies, etc. Request the secondary stakeholder to express their views on the solutions and ask their capacity or constraint/s to implement them.

Be prepared to tackle issues where the assistance from the local government, NGOs and other local leaders/influentials are required. This session provides a virtual venue for secondary stakeholders to directly discuss with the primary stakeholders problems and solutions that matter most to them. If and when disagreements on solutions occur, the session is ripe for discussions with them—interactively and consensually—before reaching an agreement.

The secondary stakeholders are also provided a venue, through the session, to inform the community on the possibility, or none at all, of implementing the solution/s. If it would not be possible then, the secondary stakeholders could discuss the constraints with their primary counterparts. Once the presentations are over, invite the secondary stakeholders to express their views on the overall process and on proposed interventions.

After everybody has expressed their views and comments on consensual solution package, discuss every opinion and then close the session.

Ascertain that the proceedings are properly documented, including the recording of comments or suggestions derived from the discussion.

Output **Documented opinion of the local government bodies, local administration and local leaders/influentials on the community's consensus on fisheries conflict management**

Post-CBT

This section illustrates a range of post-CBT activities based on the CNRS experience. Three activities are prescribed here to give an indication of what might take place after conducting all the four major PAPD-Based CBT steps and their ten activities

Activity 1: Informing takeholders through IEC Materials/Approaches

It is imperative that a much wider community is made aware of the outcomes of the PAPD-based Consensus-Building Tool through a systematic use of information, education and communication (IEC) materials and approaches, such as advocacy. The guiding principle in framing an IEC and advocacy use points to the need to develop, design and package these materials and strategies that co-exist with aquatic and fisheries resources program, if any, in the community.

Objective
To promote public awareness of consensus building as potent tool to address fisheries conflicts
Duration
Public awareness campaign is a work in progress
Resources
Information staff; if none, organize training on news and feature writing

Logistical and financial arrangements for training, for writing and releasing news and feature stories, for organizing press visits/ conferences
Method
Develop, design and package IEC materials and approaches; establish media relations; network with individuals and relevant organizations; internet use; lobbying for legislative or government support (essential in enforcement activities, amending/ making laws, ordinances, etc.)
Preparation
Results of the PAPD-Based CBT

Process

Write news stories, features as well as column and broadcast feeds, preferably in the vernacular, on the CBT outcomes and their effects on the people and the community. Release them to both national and community media—print and broadcast.

For long-term use, develop, design, package and distribute IEC materials, such as posters, leaflets, radio spots and other cost-effective materials. If there is budgetary constraint, considering the costs involved from planning to production of these materials, use indigenous materials (reverse and clear side of old, discarded big-sized calendars can be used as posters inscribed manually by skilled home-grown "artists") instead or computer-generated.

Produce simplified, inexpensive computer-generated of typewritten primers, comprehensive information in question-answer mode on the CB building vis-à-vis fisheries conflict management.

Try interpersonal and group communication methods—briefings and orientations.

Explore the internet and texting technology; they can prove useful now, more than ever, with the increasing number of mobile phone users even among small fishers.

Consider media as a major stakeholder. Organize press briefings/conferences, exchange visits—i.e. you and the press making the rounds of facilities and programs.

Organize press visits in your area and arrange interviews with stakeholders, most especially with those who benefited from the PAPD-Based CBT. Do this as immediately as possible after the CBT.

Reminder There are other viable means to inform the larger community of the CBT outcomes. One such method is to test the viability and use of CBT in the field as successfully proven in the Sakthikulangara PAPD field trial with the object of sustaining a CB attitude, documenting and sharing lessons learned, and enabling intended stakeholders to use again for further CB opportunities. It is, therefore, necessary to diffuse the information gathered in the CBT activities, since, by sheer limitation of a much wider community participation in the activities, not every key stakeholder in the community has had direct participation in the process, their views certainly not heard particularly on any action plan proposed in the process. This hopefully would create an opportunity for them, include whatever concerns and ideas they could feed back that could be incorporated in similar CBTs in future.

Post-CBT

Activity 2: Organizing a CB network

End-users and program partner-beneficiaries should be organized by creating a community-based CB committee. For long-term use, the committee should be institutionalized and should devise mechanisms for organizing and conducting similar PAPD-Based CBT in adjoining communities likewise beset with fisheries conflicts and where similar committees shall also be formed toward the establishment of a CB network. Composition of the committee should depend on the size of the fisheries resource base, locality and the diversity of resource users. To lend the network legitimacy, it should be formally registered according to the country's requirements. There are pertinent laws in a country that regulate such registration.

Objective
To create a committee that shall spur the organization of a CB network

Time
Two to five months, depending on the number of committees/ institutions to be formed

Resource
Some money will be required to organize training, meetings, and pertinent

Method
Individual contacts, group discussions, meetings organizational activities

Preparation
Collect information on prospective members and interest groups, their occupation, conflicts among community groups. Make a plan on the proposed committee's structure. Comply with registration requirements with the concerned government authority.

Process

Arrange meetings and discussions needed, complete with rationale/purpose, invite participants to elect/select their representatives

Start organizing.

Create working sub-committees and tasks.

Inspire them to take initiatives for registration and undertake resource management activities according to the proposed CB network plan
With the needed technical support from relevant projects/organizations, develop a detailed work and financial plan (WFP).
Study the technical and socioeconomic feasibility of the WFP.

Study and plan partnership mechanisms with LGUs, NGOs, etc.

Post-CBT

Activity 3: Monitoring and Evaluation

At the end of the day the process has to be seen as legitimate and worthwhile by all who may be affected by, or have the power to influence, any proposed intervention.

Finally it should be recognized that, since the small groups formed for workshop purposes are reductive of the complexities of the total population and multifaceted characteristics of individual actors, post-workshop investigation will be needed to cross-check the validity of workshop findings and the suitability of proposed interventions for improving livelihoods of the poorest.

Objective
To monitor and evaluate the progress and outcomes of approved activities along with the community

Method
A combination of relevant monitoring and evaluation (M&E) tools and technical methods based on the activity

Preparation
Training packages for those involved in M&E work

Clear steps for carrying out M&E steps.

Process

Collect baseline information.

Identify important steps of ongoing or planned activities.

Identify indicators to analyze the activities.

Identify process to verify indicators and record (indicators and process should be familiar or understandable to the community).

Analyze data generated through monitoring for decision making and reporting.

TIPS TO GO BY

You have just walked through a consensus building process. As you look back to the guidelines in this Manual, take a much closer look now on how functional the participatory session and how facilitative your behavior should be. Here are some useful reminders then.

In holding the participants, the key is in making the space functional to a participatory planning session. Make no way for the participants' inattention and see to it that in being held captive in the session, they are able to interact freely and track "group memory," a written record of group work for all to see, to ensure that ideas are visible to the group, and to reflect on the consensus as it develops.

Create an ambience of importance for both the activities and the participants. Whatever you devise in your desire to in everyone's attention and participation, the key word is INVOLVE. Involvement is critical to ensure success of the CBT

Therefore, encourage, persuade, focus; be honest and helpful. Stimulate quality and informed participation. Avoid hasty generalizations; cultivate creativity and innovative thinking; make the group feel and enjoy an open, healthy and helpful dialogue.

Listen, just listen. And if need be, be silent. Everybody needs time to think, especially when asked to contribute to a consensus.

Enable the flow by being attentive, keeping discussions lively even with the use of serious tone, slow it down for more reflective, pondering questions.

Acknowledge, affirm, honor individual and group contributions.

Be infectious with your use of wit and be pleasant with your humor. Enthusiasm is likewise infectious, show it and you'll gain the same from the group.

Signs and symbols can be more eloquent than the spoken words. Use non-verbal language to show you are equally attentive and affirming. A mere look from you or a friendly gesture of hand movement can bring even the most timid participant into the process.

Keep track of the proceedings with a sharp mind to make the group maintain its focus, regularly reviewing the phase and stage of the process.

Use tact in dealing with people who dominate the discussion; be diplomatic, polite and courteous.

Avoid answering questions the group should answer for themselves. Give the question back to them so they can own the decisions.

Play it by ear. The Bangladesh experience has revealed that participants (and possibly local government officers) need to come to own the process. Their apparent lack of presentation skills and a considerable preference for lengthy speeches may require you, as facilitator, to consciously adopt a facilitative, pedagogic style which encourages ownership of the process. As far as possible though, remain in the background. The most important thing is to keep participants interested and involved, and that they learn from each other.

Finally, bear in mind that fisher stakeholders are a more experienced lot, with wisdom earned the hard way, whose experience could even help you. They may even offer the surest way to address conflicts and introduce new ideas or solutions yet unknown to you until this session with them.

USEFUL LITERATURE

Note The body of work listed here contributed a substantial amount of inputs to this MANUAL. The references used here are by no means exhaustive—readings and notes readily available through the internet, libraries, and from collections appurtenant to the WorldFish project on Enabling Better Management of Fisheries Conflicts.

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Artworks and illustrations used in this MANUAL were taken from the PAPD Facilitators' Guide, version 1, 2004, of the Center for National Resources Studies, Bangladesh.