

Proposal of National Strategy to Communicate the Ecosystem Approach to Management of the Shrimp and Groundfish fishery of the Guianas-Brazil Shelf



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the Guianas-Brazil Shelf**

CASE STUDY ON SHARED STOCKS OF THE SHRIMP AND GROUND FISH FISHERY OF THE GUIANAS-BRAZIL SHELF

FAO implemented a “Case Study on Shared Stocks of the Shrimp and Groundfish Fishery of the Guianas-Brazil Shelf” (UNGF/INT/001/OPS) between July 2011 and February 2013, with six participating countries (Brazil, French Guiana (EU/France), Guyana, Suriname, Trinidad and Tobago and Venezuela). The case study was carried out within the framework of the GEF-funded Caribbean Large Marine Ecosystem (CLME) Project. The CLME Project is aimed at assisting Caribbean countries to improve the management of their shared living marine resources, most of which are considered to be fully or over exploited, through an ecosystem approach. A preliminary Transboundary Diagnostic Analysis identified three priority transboundary problems that affect the CLME: unsustainable exploitation of fish and other living resources, habitat degradation and community modification, and pollution.

The purpose of the case study on Shared Stocks of the Shrimp and Groundfish Fishery of the Guianas-Brazil Shelf was to fill knowledge gaps, contribute to the final CLME Transboundary Diagnostic Analysis and to the Strategic Action Programme (SAP), with priority actions to be undertaken to ensure the sustainability of the shrimp and groundfish fisheries. Another objective was to mainstream the Ecosystem Approach to Fisheries (EAF) in the management of shrimp and ground fish fisheries. Both objectives were addressed through assessments/studies at the national and regional levels, with the participation of stakeholders and following some of the key steps of the planning process within an EAF framework.

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PREPARATION OF THIS DOCUMENT

This is the proposal for national strategies to communicate on the activities carried out within the case study on shared stocks of the shrimp and groundfish fishery of the Guianas-Brazil Shelf. It was developed by the Caribbean Natural Resources Institute (CANARI). Ms. Nicole Leotaud and Ms. Keisha Sandy are gratefully acknowledged.

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ABSTRACT

A regional communication strategy was developed by the Caribbean Natural Resources Institute (CANARI) as part of the case study on shrimp and groundfish of the Caribbean Large Marine Ecosystem Project. The communication strategy was presented to and discussed with the national focal points of the case study. This proposal is meant to be a template that can be used in the different countries to guide the development of a specific national communication strategy throughout the different steps of Ecosystem Approach to Fisheries implementation. The template provides advice on how to identify the target audiences and tailor the communication to them. It provides an overview of the tools to be used to convey the message on actions undertaken by national administrations to ensure sustainable management of fisheries resources. It also provides information on possible indicators for the monitoring and evaluation of a communication strategy. Finally, it presents briefly lessons learnt from the past on what works and what does not in communicating with some key audiences in the Caribbean.

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1 INTRODUCTION

The shrimp and groundfish resources are important for the subregion. The shrimp resources in the Guianas–Brazil Shelf support one of the most important export oriented shrimp fishery in the world. The groundfish resources in the Guianas-Brazil Shelf are important for commercial and social reasons. Commercially there is a strong domestic market demand for affordable and accessible fish protein together with a source of valuable foreign exchange when exported, with social reasons including the reliance of many rural fishers on artisanal fishing as a means of livelihood.

It is widely believed that the shrimp and groundfish resources of the countries in the subregion (Brazil, French Guiana, Guyana, Suriname, Trinidad & Tobago and Venezuela) are overexploited. There is a need to improve management practices at the national and sub-regional levels, to ensure that maximum benefits can be gained from these resources and to improve livelihoods of those directly and indirectly dependent on these fisheries. The Caribbean Sea Large Marine Ecosystem (CLME) Project will assist those countries to improve the management of their shared living marine resources, most of which are considered to be fully or over exploited, through an ecosystem approach. A focus of the CLME Project will be to address the challenges of sustainable use of shared living marine resources through the concept of the Ecosystem Approach to Fisheries (EAF). EAF links the various sectors that share use of fisheries resources, e.g. fisheries, tourism, shipping, energy, and addresses complexity.

One of the ways to ensure that there is inter-sectoral management of the shrimp and groundfish fishery in each of the project countries is to develop a communication strategy that would guide both the messages that are communicated and the way the information is shared with stakeholders. This draft communication strategy can be used by each of the project countries to guide communication with their stakeholders.

2 PURPOSE OF THE COMMUNICATION STRATEGY

2.1 Goal

The goal of the communication strategy is to promote sustainable management of the shrimp and groundfish fishery in each of the six project countries of the Guianas-Brazil Shelf to provide sustainable livelihoods and economic benefits for all.

2.2 Objective

The objective of the communication strategy is to promote the development of EAF institutional arrangements (policies, practices, structures, mechanisms, etc.) in each of the six project countries in the case study of the shared shrimp and groundfish resources in the Guianas-Brazil Shelf.

2.3 Users of the communication strategy

The communication strategy will be implemented by National Focal Points (NFPs) in each project country, and other key partners in government, private sector and civil society, including regional organizations and technical and financial support agencies. Those identified as other key partners have also been identified as target audiences.

3 DEFINITIONS OF KEY TERMS

Key terms used in the communication strategy are defined in Table 3.1.

Table 3.1 Definition of terms used in the communication strategy

Term	Definition
Communication	The process of sharing or conveying information, often with the purpose of embracing change. Communication includes all written, spoken, and electronic interaction with audiences, intended or unintended. Communication is two-way, involving both sending as well as receiving information from the audiences.
Target audiences	Specific stakeholders to which the messages will be addressed, e.g. decision makers at the political level, resource users, residents of each project country, researchers, etc.
Products	Materials that synthesise and package the results in forms (e.g. case studies, video documentaries, training curricula, PowerPoint presentations, policy briefs, brochures) appropriate for dissemination to specific target audiences through appropriate pathways.
Pathways	Channels and activities through which results and products are delivered to target audiences (e.g., distribution of print materials, use of intermediaries, meetings, field visits, training workshops, visual presentations, mass media).
Uptake	Acceptance and use of products by target audiences, as evidenced by changes in practices, behaviours, attitudes, institutional arrangements and policies.
Policy	A programme of actions adopted by a person, group, or government, or the set of principles on which they are based. Includes formal policies (e.g. laws, policies, programmes, plans) as well as informal or unwritten policies that are reflected in practice.
Stakeholder	The individuals, groups and organisations that are involved in, or may be affected by, a change in the conditions governing the management and use of a resource, area or sector. Includes persons with rights, responsibilities and interests.

4 PRINCIPLES

This communication strategy will be developed and implemented in a participatory manner, with shared ownership and decision-making. It is based on the following **principles**:

- The information presented is credible.
- There is consistency of messages and communication efforts.
- A mix of products and pathways are used to reach target audiences, with overlap to reinforce.
- There is local ownership in decision-making.
- Implementation is coordinated and partnership-based.
- Communication is two-way and there is openness to listening.
- Implementation of the communication strategy, products and pathways is adaptive and responds to needs and opportunities that arise. Communication products are prepared to respond in a timely way to opportunities and issues as they arise, including to correct misperceptions.
- Communication is based on audience needs.
- Products and pathways are creative, culturally appropriate, and respect differences.
- Communication initiatives are practical, efficient and effective.
- Communicators have a thorough understanding of the evidence.
- Communicators have passion.

5 KEY MESSAGES

Several key messages have been identified for the shrimp and groundfish fishery in the Guianas-Brazil Shelf. These are shown in Table 5.1.

Table 5.1 Key messages to be communicated about the EAF process

	Key message
1	Ecosystem Approach to Fisheries (EAF) is a holistic approach to sustainable development of fisheries for the benefit of all people in the Guianas-Brazil Shelf.
2	EAF is the way to go. EAF can benefit biodiversity, the economy, and livelihoods.
3	All stakeholders have a role to play in EAF.
4	EAF is based on local (traditional) and scientific (ecological, economic, social, etc.) knowledge.
5	Get involved in the decision. Participation is indispensable.

6 TARGET AUDIENCES

The importance of the ecosystem approach to fisheries management should be shared with all stakeholders in each project country. NFPs can use the communication strategy to target key stakeholders so that the messages are strategically shared with those who can effect the desired change. The key stakeholders in each project country may be different and each NFP should make an effort to determine the specific target audiences their country.

Table 6.1 Identification of possible target audiences and the desired actions or responses

Key stakeholder groups	Desired action or response	Specific target audiences
Government management agencies	Provide advice on and implement fisheries and maritime policies Lead and coordinate the national processes	Senior technocrats (Permanent Secretaries, heads of Departments, senior technical staff) for example from: <ul style="list-style-type: none"> • Ministries responsible for fisheries • Fisheries Departments • Ministries responsible for foreign affairs or relations • Ministries responsible for environmental management • Ministries responsible for energy and mining • Coast Guard • Maritime authorities
Decision-makers at the political level	Support for and establishment of policies that facilitate the EAF process	Government Ministers
Fishing associations	Participate, provide information, share views and negotiate Buy-in or support of EAF policies, structures and	Small-scale fisherfolk via national fisherfolk organisations (NFOs) Trawler associations Industrial fishers associations if

Key stakeholder groups	Desired action or response	Specific target audiences
	mechanisms	different from trawler associations
Civil society groups engaged in conservation	Participate, provide information, share views and negotiate	These are specific to each project country but may include: <ul style="list-style-type: none"> • WWF- Suriname • Conservation International • Turtle Village Trust
Private sector organisations	Participate, provide information, share views and negotiate Buy-in or support of EAF policies, structures and mechanisms	Vendors Fish processors Fishing equipment suppliers
Academic institutions	Provide advice to the decision-makers through analysis of data and information	Regional academic institutions that may have a presence in the project country such as: <ul style="list-style-type: none"> • Centre for Resource Management and Environmental Studies (CERMES), University of the West Indies (UWI) • Institute of Marine and Coastal Research (INVEMAR) • Institut français de recherche pour l'exploitation de la mer (IFREMER) National academic institutions such as: <ul style="list-style-type: none"> • University of Guyana • University of Suriname • University of Trinidad and Tobago

7 PRODUCTS AND PATHWAYS

Given the limited resources available for development of products and their dissemination via communication pathways, a strategic approach is recommended for development of a few primary products and pathways that can be used with similar target audiences.

It is recommended that multiple tools, strategically sequenced for reinforcement, are used since a single product or intervention is unlikely to achieve the desired change. The use of various formats and media is recommended.

Communication products should be used that will effectively reach persons with a variety of learning preferences. Maximum use should be made of creative and audiovisual materials and Web 2.0 tools.

General awareness and interest may be raised through a media campaign, followed by targeted meetings. Radio features may be used at different stages of the campaign while using stickers and caps can be used throughout the campaign.

A brochure and accompanying slide show can be developed and utilised to communicate with many if not all of the government agencies being targeted. Follow-up at critical points, for example, when the government agencies are drafting their annual budgets, will also be important.

Interactive and experiential opportunities provide important avenues for sharing, discussion, and debate. These will allow people to bring their own perceptions and experiences into the discussion, to test and adapt ideas to their context, and to discuss complex ideas and concepts. This is more likely to result in increased understanding and changes in attitudes and behaviours. Workshops, internet discussion groups, open public meetings, and field trips for targeted groups (including Ministers and senior technocrats) are all effective interactive communication opportunities.

Recognising that understanding and acceptance of information is filtered through attitudes towards and relationships with the source of that information, use should be made of influencers as intermediaries. These influencers are key to implementation of the communication strategy and can also be identified as potential and critical partners. This can reinforce the power of the message through the credibility of the messenger. However, care must be taken to:

- understand the different levels of power relations between messenger and receiver, and select messengers with care;
- assess the messenger's own "stakes" in the issues being communicated, and understand that these affect the way s/he will convey the message as well as how it will be received by its audience;
- realise that influencers may cease to be effective messengers if their own stakes or involvement in an issue change.

In 2006, CANARI identified tips for reaching target audiences and the preferred communication pathways (Appendices 1 and 2) that can also be applied to implementation of this communication strategy.

Several generic products were identified at the workshop held in Port-of-Spain, Trinidad and Tobago in July 2011. These were:

- Brochure/ fact sheet
- Poster
- Video
- Web 2.0 tools (e.g. Facebook, YouTube, Twitter, etc.)
- Stickers
- Caps
- Radio products
- Slide presentations

These products can be used to reach the target audience. Several different languages are spoken throughout the project countries so translation of the products is critical to the EAF process.

Pathways that can be used for all target audiences include:

- Video on national televisions, targeted DVDs and on the internet on video sharing sites such as YouTube; and
- Website to host the information and facilitate discussions.

Table 7.1 Target audiences, desired actions, products and pathways

Target audiences	Desired actions	Products	Pathways
Government management agencies	Provide advice on and implement fisheries and maritime policies Lead and coordinate the national processes	Brochures Fact sheets Slide presentations	Letters E-mails Meetings
Decision-makers at the political level	Support for and establishment of policies that facilitate the EAF process	Fact sheets Slide presentations Brochures Web 2.0 tools Video documentaries	Letters E-mails Meetings
Fishing associations	Participate, provide information, share views and negotiate Buy-in or support of EAF policies, structures and mechanisms	Stickers Posters Caps Radio products Video Fact sheets	Fisheries departments and NFOs can go to all landing sites Cell phone messages Village meetings NFOs can be used as pathways to the small-scale fisherfolk
Civil society groups engaged in conservation	Participate, provide information, share views and negotiate	Stickers Posters Caps Brochures Fact sheets Slide presentations Videos	Letters E-mails Meetings Cell phone messages
Private sector organisations	Participate, provide information, share views and negotiate Buy-in or support of EAF policies, structures and mechanisms	Brochures Fact sheets Slide presentations Videos	Fisheries Departments Meetings Small-scale fisherfolk
Academic institutions	Provide advice to the decision-makers through analysis of data and information	Fact sheets Meeting reports Slide presentations Web 2.0 tools	Letters E-mails Meetings

8 IMPLEMENTATION OF THE COMMUNICATION STRATEGY

Implementation of this communication strategy will require a coordinated and sustained effort from a wide range of critical partners some of which were identified earlier as influencers in Section 0. There are key roles for NFPs and other critical partners that are identified in Table 8.1. Critical partners have also been identified as target audiences.

Table 8.1 Possible roles for potential partners in the EAF process

Potential partners	Main roles
Government agencies	<p>Adopt and promote the strategy's tools and approaches</p> <p>Disseminate the strategy's products through official channels, media and other products described previously</p> <p>Incorporate the strategy's messages in public statements, speeches and documents</p> <p>Provide forums for stakeholders to discuss and further develop the strategy's messages and tools</p> <p>Integrate messages into policy-making processes</p>
Civil society organisations including: <ul style="list-style-type: none"> • National fisherfolk organizations (NFOs) • Trawler associations • NGOs 	<p>Support the strategy's messages in programmes and projects</p> <p>Advocate for policies and practices that support the strategy's goal and objectives</p> <p>Provide government and other actors with information needed to develop policies and institutions in support of those aims</p> <p>Encourage and build the capacity of local stakeholders to adopt the strategy's tools and approaches</p> <p>Channel the strategy's messages through media contacts and policy influencers</p> <p>Provide forums for stakeholders to discuss and further develop the strategy's messages and tools</p>
Private sector	<p>Support the strategy's messages in corporate social responsibility programmes, projects and public relations campaigns</p> <p>Encourage politicians and other private sector interests to support the strategy's aims</p> <p>Channel the strategy's messages through media contacts and policy influencers</p> <p>Provide forums for stakeholders to discuss and further develop the strategy's messages and tools</p>
Academic institutions including: <ul style="list-style-type: none"> • University of Guyana • University of Suriname • IFREMER • INVEMAR 	<p>Support the strategy's messages in programmes and projects</p> <p>Advocate for policies and practices that support the strategy's aims</p> <p>Provide government and other actors with information needed to develop policies and institutions in support of those aims</p> <p>Advise on the development and disseminate new communication materials to reach key target audiences</p> <p>Encourage and build the capacity of local stakeholders to adopt the strategy's tools and approaches</p> <p>Channel the strategy's messages through media contacts and policy influencers and academic fora</p>

Capacity needed for implementation of this communication strategy will include:

- full acceptance of responsibility and capacity for coordination of implementation by the NFPs and their agencies;
- development of strategic partnerships with influencers and other potential partners;
- negotiation of priorities so that there can be devotion of necessary time by key government agencies coordinating the process;
- skills in development and implementation of communication initiatives to use evidence to influence policy – including skills in the development of communication products (such as policy briefs, press releases, and videos) and in being an effective communicator (for example skills in giving presentations and radio interviews, and facilitating discussions and debates);

- funding for development, translation and dissemination of products and communication interventions where necessary (e.g. funding for refreshments on field trips and production of posters, brochures, flyers and television documentaries).

9 MONITORING AND EVALUATION OF THE COMMUNICATION STRATEGY

Monitoring of the implementation of this communication strategy should be conducted. This would examine indicators such as:

- number and type of communication products developed;
- extent of dissemination to various target audiences.

More meaningful, however, is evaluation of uptake of messages by the target audiences.

The definition of uptake used in this strategy is “acceptance and use of products by target audiences, as evidenced in changes in practices, behaviours, and attitudes.” Based on this definition, uptake can be measured at five levels:

- further and onward use of products,
- application of evidence communicated,
- changes in attitudes,
- changes in policy, and
- transformation, i.e. achievement of the goal of this communication strategy, which is more difficult to measure.

Table 9.1 suggests some potential indicators that can be used to measure uptake at each of the above levels.

Monitoring and evaluation should take place from the start of implementation of the communication strategy, and be refined with specific targets in any work plan that is developed. The assessment should examine: what messages, products, pathways, influencers, etc are working, to what extent, and why or why not. The lessons learnt should be widely shared so that communication initiatives by all parties can be improved. The lessons should also be fed into revision of this communication strategy, which should be considered to be a living document. In this way the communication should be continually adapted to optimise effectiveness and efficiency.

Table 9.1 Monitoring and evaluation strategy for the EAF process in project countries

Level of uptake	Possible indicators	Possible methods of assessment
Further or onward use of products	Requests for additional/updates on information and additional materials Further use of products with subordinates Recommendations for improvements and type of products required	Tracking requests and recommendations Conducting surveys to determine usage
Application of evidence communicated	Use of messages by target audiences in policy development and implementation, for example in annual budgets, project proposals, etc. Relaying of messages to others	Surveying written policy documents Observing and recording public statements

Level of uptake	Possible indicators	Possible methods of assessment
Changes in attitudes	Civil society and private sector interest in playing greater role Willingness and commitment to engage in action Participation in meetings and other activities Offers to host activities Lead discrete processes	Conducting attitudinal surveys over a long time span; need to be compared with baseline Observing and recording level of participation in activities Reviewing organisational strategic planning documents Monitoring changes in institutional structures and partnerships
Changes in policies and practices	Government commitment to the EAF process expressed in policy and legislation Development and implementation of sustainable financing mechanism for the national EAF process National and organisational budgets, programmes and policies that support and facilitate EAF in each project country	Monitoring public statements made by officials Monitoring new financial provisions for EAF process facilitation Monitoring new laws and other policy instruments adopted by public agencies Conducting periodic follow-up surveys
Transformation	Government agencies recognise value of EAF to economic development in each project country Collaboration between government agencies and with civil society and private sector stakeholders for coordinated efforts for the implementation of EAF	Monitoring of development policies Analysing of institutional arrangements for EAF in each country Monitoring of policy-making processes Monitoring changes in number or extent of collaborative exercises in EAF among stakeholders

10 REFERENCES

CANARI (2006). Coastal management to improve livelihoods: a regional communication strategy for policy and institutional change. Prepared by the Caribbean Natural Resources Institute (CANARI) as part of the project "Institutional arrangements for coastal management in the Caribbean" funded under the Natural Resources Systems Programme (NRSP) of the Department for International Development (DFID). Unpublished.

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APPENDIX 1: TIPS FOR REACHING KEY TARGET AUDIENCES

Table 0.1 Lessons on what works and what does not in communicating with some key audiences in the Caribbean (CANARI 2006)

Target group	Main challenges	Tips
Policy-makers	Getting their attention: lack of time may preclude face-to-face meetings and prevent them from reading much of the material they receive.	Try reaching them through intermediaries who have access to them.
		Keep messages succinct: a two page briefing is better than four pages; one page is even better.
		Provide them with examples of tangible benefits, even from other countries or regions.
		Make liberal use of illustrations, diagrams and graphics in material and in presentation.
		Be prepared to make oral presentations or have discussions as opposed to more formal presentations with visual aids.
Senior technocrats	Getting them to consider issues and problems in non-traditional ways.	Field trips for this audience can both bring the complexity of issues to life and generate cross-sectoral dialogue.
Teachers and trainers	Are often unwilling or uncomfortable presenting material they feel they lack expertise in.	Providing training materials and guidance on using them may not always be enough; it is sometimes also necessary to provide a co-trainer until comfort levels improve.
		Because most students and trainees are interested in practical application, provide materials with examples and case studies rather than simply theory.
Journalists	Accommodating their schedules and deadlines.	Provide background material and direct them to sources with relevant information: case studies and examples are very helpful.
		Present the message you want them to send clearly and specifically, but accept that they will convey it in their own way.
Researchers	Collaborating with other disciplines, linking with the field and accepting new notions and approaches.	Create opportunistic partnerships between researchers and field practitioners, and involve researchers in policy processes.
		Provide case studies and examples of inter-disciplinary work.

APPENDIX 2: PATHWAYS THAT WORK FOR DIFFERENT AUDIENCES

Table 0.1 The preferred pathways of various target audiences in the Caribbean (CANARI 2006)

Dissemination method	Sample target audiences					
	Managers and researchers	Policy-makers	Civil society	Resource users	Educators and trainers	General public
Informal face-to-face meetings	X	X	X	X	X	
Field visits	X	X	X	X	X	
Staff exchanges	X					
Small group meetings		X				
Training workshops	X	X	X	X	X	
Cultural media				X		X
Seminars/conferences	X	X	X		X	
Exhibitions		X		X		X
Written case studies	X		X		X	
Guidelines documents	X		X		X	
Visual presentations, including videos and PowerPoint	X	X	X	X	X	X
Public media including radio shows and public access television		X				X
Press coverage						X
Books/scholarly papers	X				X	
Brochures	X					
Policy briefs		X				
Educational materials			X		X	
Internet	X		X		X	

This document presents a proposal of communication strategy to be used by the countries participating in the Case Study on the Shared Stocks of the Shrimp and Groundfish Fishery of the Guianas-Brazil Shelf of the Caribbean Large Marine Ecosystem Project (CLME). It is the second of ten reports that were produced as a result of the case study activities. These documents presents tools that can potentially be used when mainstreaming the Ecosystem Approach to Fisheries (EAF) in the management of the shrimp and ground fish resources of the Northern Brazil Shelf Ecosystem.