Key outcomes and recommendations from a Regional Workshop on Approaches to the Implementation and Monitoring of Community-based Ecosystem Approach to Fisheries Management (CEAFM)
Noumea, 29 November to 3 December 2010

Coastal Fisheries Science and Management Section
Secretariat of the Pacific Community
Noumea, New Caledonia

www.spc.int/fame/
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**Introduction and background**

The goal of the Coastal Fisheries Programme (CFP), as stated in Division of Fisheries, Aquaculture and Marine Ecosystems (FAME) Strategic Plan 2010–2013, in contributing to the achievement of the regionally shared vision of “A healthy ocean that sustains the livelihoods and aspirations of Pacific Island communities” is “coastal fisheries, nearshore fisheries and aquaculture in Pacific Island countries and territories are managed and developed sustainable”. To achieve this, the CFP is focusing its technical assistance into three work areas, Coastal Fisheries Science and Management, Aquaculture, and Nearshore Pelagic Fisheries.

Several approaches have been developed for implementing the Ecosystem Approach to Fisheries (EAF), for both coastal and oceanic fisheries, however, there is no one approach that fits all situations. There are also non-fisheries issues and concerns that directly affect fisheries, such as land-born pollution, sediment runoff, coastal development, that also need to be accounted for in an EAF approach to fisheries management. To better address this, the SPC, The Nature Conservancy (TNC) and the Food and Agriculture Organization (FAO) of the United Nations produced a joint publication on “A community-based ecosystem approach to fisheries management (CEAFM): guidelines for Pacific Island countries” in early 2010.

There are many regional organizations, non-governmental organizations (NGOs) and PICT governments (fisheries departments, conservation/environment departments etc) involved in implementing CEAFM, and monitoring programmes in support of this. There are also a range of approaches being undertaken, often in isolation to what others are doing in the same country or within the region. There are parallel processes in place, with conservation focused on retaining biodiversity while fisheries focuses on sustainable development or management of the resources. In addition, climate change will have an effect on coastal resources and habitats, so this will also need to be factored into any approaches that are taken.

To advance CEAFM in the Pacific, a workshop focused on bringing together the main stakeholders from both the National Government conservation and fisheries departments, regional and national NGOs and other organizations working in the CEAFM area, including monitoring, to try to find common ground between the fisheries and conservation approaches in the Pacific was arranged for the week 29 November to 3 December 2010. The workshop also focused on collaborations so that there is better service delivery at the community level, with consistent messages being delivered, and complementary systems put in place for both management and monitoring purposes, taking into consideration possible climate change effects and the need for adaptation.
The CEAFM workshop

The Secretariat to the Pacific Community (SPC), utilising funding support from the EU SciCOfish (scientific support for the management of coastal and oceanic fisheries in the Pacific Islands region) project, convened the CEAFM workshop with the objectives of:

- acting as a forum for open discussions to seek common ground between coastal fisheries management and environmental approaches to ecosystem based management at the community level;
- building collaborations between the fisheries and environmental sectors, with the aim of working closer together wherever possible;
- standardising approaches to managing coastal marine ecosystems, focusing on complementary activities;
- developing and delivering common messages on key issues; and
- using cooperation and coordination, to map out ways of achieving better levels of service to communities by government, regional organizations and NGOs.

A total of 73 participants attended the workshop, made up of a mix of fisheries and environment department staff from PICTs, NGO staff, representatives of CROP agencies, resource persons and Secretariat staff. The workshop was facilitated by Ian Cartwright.

The agenda for the workshop is provided as Attachment 2. All presentations were collated and provided to participants on CDs. They are also available at http://www.spc.int/fame/en/projects/scicofish/meetings.

The first day set the scene for the themes of the workshop through presentations and discussion on the current status of CEAFM and monitoring and possible effects of climate change. Participants were made aware of current practices, with successes and challenges identified. The afternoon session also provided a summary of the country statements focused on CEAFM and monitoring including collaborations and challenges. PICT were able to discuss some of the main issues facing them.

The next three days of the workshop consisted of a series of break-out and plenary sessions. Day two focused on the fisheries and conservation approaches to community based fisheries management, with two keynote presentations to set the scene and outline what has been tried, and the associated successes, challenges and lessons learned. Day three focused on monitoring for fisheries and conservation purposes with day four focused on collaboration and cooperation and how key players can all work closer together, with particular reference to the national level initiatives, including assistance from CROP agencies, and NGOs. The results of the breakout groups were summarised and presented to plenary each day.

The final day focused on the development of outcomes and recommendations. A draft paper, prepared by the facilitator and a number of participants, was discussed in working groups with a range of refinements developed. These were considered in a plenary session for finalisation. The key agreed outcomes and recommendations arising from these sessions are provided in Attachment 1.

This was a very constructive workshop with all parties working together to reach common ground, including efforts to implement CEAFM programs for the countries, and ensuring collaborations are implemented within national programs. The next step according to recommendations 4 and 5 that were identified by SPC as a priority, will be for SPC to host another workshop in the first half of 2011.
focused specifically on monitoring approaches and requirements for management purposes and the supporting databases needed. This will be a much smaller workshop, bringing together the main players in monitoring of coastal and lagoon marine resources and environments to see where approached can be standardised or aligned with appropriate databases developed.
Key outcomes and recommendations

There are many fundamental similarities between current management and conservation approaches and CEAFM. Both are focused on the wider ecosystem and fisheries and non-fisheries impacts on marine environments. The target communities and governance structures are the same, and both fisheries and conservation practitioners have inadequate resources with which to introduce fisheries and environmental management initiatives at a whole of country or territory scale. Differences are related to the scales and scope of activities and interests, with fisheries management focusing on direct community interests, while conservation objectives take a more global, integrated and multi-sector approach, as well as considering community interests. Community fisheries approaches tend to be based on closer connections with communities and in many countries and territories, operate under relatively well defined legal and regulatory frameworks. These frameworks are considered an essential prerequisite to effective CEAFM.

It was noted that the approaches are now convergent. The preferred mainstream conservation approach is not limited to a ‘lock it up’ (in reserves) philosophy and fisheries management is now embraced as an integral part of community conservation efforts. CEAFM is working towards the broader ecosystem approach more commonly used by conservation NGOs and Environment departments.

In recognition of common interests, overlapping mandates and limited resources, CEAFM consultation, planning and management processes should be better integrated to avoid confusion at the community level.

Recommendation 1: SPC actively promote and encourage the integration of multi-sectoral approaches (fisheries/conservation/health/agriculture etc) to reflect the integrated nature of island communities by:

- encouraging inter-agency cooperation at the national level; and
- promoting CROP agency cooperation and collaboration with other relevant institutions at the regional level.

To ensure CEAFM has traction, it should be enshrined in legislation to support and empower communities and have sufficient political profile to ensure ongoing support. Relative to the attention and support provided to oceanic (tuna) fisheries, there is a significant lack of political and other support for coastal fisheries.

Recommendation 2: SPC support the review and development of legal and institutional frameworks needed to support CEAFM.

Recommendation 3: SPC, in collaboration with partners, collect and provide further economic information, including the findings of existing studies, to highlight the economic and social value of coastal fisheries, and the benefits that will be foregone if more of these fisheries collapse.

Adopting a one size fits all approach to CEAFM should be avoided. A diversity of approaches under a shared vision (incorporating both fisheries and conservation aspects) and common principles are appropriate, but actual approaches will need to vary.

A shared vision should be refined and adopted; the following was suggested by the workshop:
Pacific Island communities recognizing the importance of ecosystem based approaches, implementing CEAFM, supported by responsive national governments, NGOs and CROPs for a happy healthy Pacific

The following common principles were suggested:

i) Approaches should focus on local action on local issues with local results and benefits.

ii) Recognition of the need for the precautionary approach and use of the best available knowledge (local, traditional, scientific) i.e. don’t wait for science/research results before action.

iii) Build on/around and validate local management approaches where possible.

iv) Encourage stewardship of coastal marine resources as the ‘right thing to do’ in an ethical sense, rather than promote the approach of acting only if money, alternatives incomes or other incentives are provided.

v) Work within existing frameworks/systems and to the capacity of community.

vi) Include strategies to promote sustainability.

While there have been successful pilot/limited scale projects, there are relatively few examples of where CEAFM has been rolled out at a whole-of-country level. The costs and complexity of implementing a comprehensive CEAFM system are considerable, and pragmatism should guide future investment and activity. Organic growth through word of mouth from communities observing and adopting CEAFM will be a powerful way of spreading the approach.

**Recommendation 4:** That SPC facilitate, encourage and support national and regional forums to exchange ideas/lessons learned and accelerate introduction of adaptive approaches that are suited to national contexts.

**Monitoring**

Considerable expenditure on monitoring of CEAFM-related initiatives (up to 60% of project budgets) has occurred. In many cases, the analysis was not in a form suitable to inform management decisions, communities did not understand it, and the results remained unused. There has been very little data collection and analysis of social and economic aspects or wider ecosystem/cumulative effects, BUT adaptive management has continued to occur – but more on the basis of ‘learning by doing’ rather than being driven by the results of scientific monitoring.

Consequently, a major re-think is necessary. Not every site requires the same monitoring; all need some form of data/information to inform management plans and subsequent adaptation while others will be monitored/sampled to address particular issues – a tiered approach

The workshop agreed that future monitoring and information strategies should be:

- driven by CEAFM management objectives, on the basis of need to know, not nice to know;
- based on well defined outcomes and be fit for purpose (use by government and stakeholders);
- cost/effective and sustainable;
Based on the overall needs of all coastal communities, avoiding expensive and unrepeatable ‘showcase’ community approaches;

- use standard/tried and tested sampling methodologies wherever possible and appropriate; and

- be clear as to how the information should be compiled and reported back to the communities in a form that is easy to communicate and understand.

**Recommendation 5:** That SPC facilitate an expert working group to develop a monitoring and information strategy. The strategy should refer to existing national systems and lessons learned, and incorporate physical, ecological, economic and social data and information, including, where appropriate, sources from outside the fisheries sector. The strategy should include reference to appropriate standard monitoring methodologies and exploring low cost and qualitative options.

**Collaboration**

Networks (at all levels) are necessary to communicate common goals and visions, provide economies of scale, utilize the strengths of key players and promote information exchange and learning. Improved networking, using existing networks where possible, will be necessary to ensure information needs of communities are identified and to improve the information flows between CROP agencies and activities at national and community levels.

Fisheries, conservation and NGO involvement in CEAFM will be essential in the future to achieve adequate coverage, both along the coast and inland. To avoid duplication, waste and conflict, formal agreements will sometimes be necessary. At the government level, collaboration between departments is unlikely to occur without the mandate, responsibility, and commitment to do so. To avoid NGOs possibly conflicting with government policies, appropriate mechanisms such as MOUs might be necessary, aligned to the clear national policy and legislative CEAFM frameworks that this workshop has recommended.

**Government**

Governments, using clear policies and comprehensive and harmonised legislation, have a lead role in, and a legal mandate to, introduce CEAFM. They will need to show leadership and drive coordination between departments, using formal arrangements as necessary.

**Recommendation 6:** SPC to support national arrangements to develop or use existing multi-sectoral committees which should recognise and incorporate NGOs, be of sufficiently high level and have a legal mandate/composition with appropriate community representation.

Governments have the capacity, recognising competing calls on revenue, to fund CEAFM. They should make full use of NGOs to augment limited resources and, as appropriate, collaborate in the development and implementation of proposals.

**Recommendation 7:** That SPC promotes recognition of the need for appropriate levels of resourcing for CEAFM implementation by:

- encouraging governments to provide national support; and

- seeking funding to provide additional regional support.
Clarifying the respective roles of government, NGOs and communities will be essential to avoid duplication, waste and confusion, and unwanted and undesirable interventions. By clearly articulating policies and strategies, NGOs’ and donors’ responses will be better coordinated and more effective.

Governments and their partners should strive to simplify consultative and other process with communities, including applications for assistance. Where appropriate, full use should be made of provincial and local level governments, who are often more in touch with local issues, but are resource-poor.

**CROP agencies**

CROP agencies are well placed to take a key role in collaborative activities. They are aware of developments across the region and can facilitate information exchange and the development of new methodologies through regional meetings and workshops.

At the national level, interventions tend to be short term, and in direct response to government (rather than community request). Country visits and activities are not always well coordinated between CROP agencies.

**Recommendation 8:** That SPC lead the development of formal arrangements between and within CROP agencies, outlining roles and responsibilities for engagement in the implementation of ecosystem approaches to the management of marine resources, including CEAFM.

It is clear that an information gap exists between CROP agencies, national governments, NGOs and communities. It is essential that this be improved and mechanisms be developed to check that education and awareness materials and related information are reaching communities and are what is needed to address any shortfalls.

**Recommendation 9:** That SPC, as a major provider of CEAFM-related education and awareness materials, identify and meet community needs and:

- make use of NGO and environment departments to increase the reach and reduce the cost of getting material to communities - where requested, these materials should be translated into local languages; and
- collate and distribute CEAFM-related information from regional partners and other sources.

Further effort is required to ensure that government departments are fully aware of the services that the CROP agencies can provide and the location and identification of appropriate contact points.

CROP agencies, under their regional mandate are required to work with/through governments, but not always with those actually doing the work. There is a need for CROP agencies to be more flexible with delivery to ensure CEAFM services are appropriate and effective/efficient.

NGOs offer a unique opportunity to extend the work of CROP agencies in country; in this respect SPREP has developed effective relationships over time using joint implementation strategies.
Recommendation 10: SPC to work closely with NGOs under formal consultative arrangements and using joint implementation strategies, as guided by national forums, to extend regional initiatives at the national level.

**NGOs**

NGOs tend to be focused on implementation, have both marine and terrestrial interests and are more used to dealing with whole communities, often using long term, in-country interventions.

NGOs are increasingly gaining better access to funding and resources, and are able to influence policy and outcomes in coastal communities. The application of external agendas, not in keeping with national and government policy is an issue, which can be addressed by appropriate government action (see above) and possibly through the use of codes of conduct.

As with government departments, there are elements of competition and protectionism and these should be avoided by increased NGO collaboration.

**Climate change**

Interest in climate change activities has grown dramatically and is attracting major funding into the region. Many of these activities are of limited interest to fisheries and have limited application to coastal communities, where the focus is on local impacts / activities, not on the global issues associated with climate change.

Recommendation 11: SPC to produce a brochure and poster (for communities) on the short term predictions and their effects on communities and fisheries in the context of other impacts and including possible mitigations and adaptations.

Climate change is best considered as another impact on inshore living resources which will require adaptation strategies under a CEAFM approach. Consequently, there are strong and supportable arguments that substantial climate change funding should be targeted at developing adaptation strategies (e.g. for coral reefs) and building resilient marine resources/ ecosystems/ communities.

Recommendation 12: SPC to promote and support CEAFM as strategy to address climate change impacts through building resilience in communities.
SECRETARIAT OF THE PACIFIC COMMUNITY

REGIONAL WORKSHOP ON APPROACHES TO THE IMPLEMENTATION AND MONITORING OF COMMUNITY-BASED ECOSYSTEM APPROACH TO FISHERIES MANAGEMENT (CEAFM): FINDING COMMON GROUND BETWEEN THE COASTAL FISHERIES AND CONSERVATION APPROACHES IN THE PACIFIC

(Noumea, New Caledonia, 29 November – 03 December 2010)

AGENDA

The purpose of this workshop is to bring together the main stakeholders from both the National Government conservation and fisheries departments, regional and national NGOs and other organizations working in the CEAFM area, including monitoring, to try to find common ground between the fisheries and conservation approaches in the Pacific. Collaborations will also be explored so that there is better service delivery at the community level, with consistent messages being delivered, and complementary systems put in place for both management and monitoring purposes, taking into consideration possible climate change effects and the need for adaptation.

Monday 29 November

7:30 to 8:30 Registration for workshop
8:30 to 9:00 Official opening (Mike Batty, Director, FAME) and welcome
9:00 to 9:30 Workshop procedures
   - Introduction of the facilitator (Ian Cartwright)
   - Approval of the agenda
   - Explanation of procedures for recording proceedings and recommendations
   - Guidelines for speaking through interpretation
   - Objectives and purpose of workshop and expected outcomes

9:30 to 10:00 Morning Tea

Day one will set the scene for the themes of the workshop through presentations and discussion on the current status of CEAFM and monitoring (CEAFM&M) and possible effects of climate change. Participants will be made aware of current practices, with successes and challenges identified.

10:00 to 11:30 Four 15 minute presentations with 5-10 minutes for questions after each presentation.
   - Presentation 1: Overview and context of CEAFM (Lindsay Chapman, SPC)
11:30 to 13:00 Lunch

13:00 to 14:30 Four 15 minute presentations with 5-10 minutes for questions after each presentation.

- Presentation 5: Case study on the approach in Fiji for community-based monitoring, management and collaborations (Iliapi Tuwai, PCDF)
- Presentation 6: Review of the status and potential of LMMAs/CBAM across the region (Hugh Govan, LMMA network)
- Presentation 7: Summary of possible climate change effects that may influence CEAFM activities in the Pacific region (Franck Magron, SPC)
- Presentation 8: Summary of country statements focusing on CEAF management, monitoring and collaborations plus challenges (Ian Bertram, SPC)

14:30 to 15:00 Afternoon tea

15:00 to 15:30 Plenary session with facilitator summarising the information provided in the previous sessions following the same themes, to foster country discussion

15:30 to 17:00 Plenary session for country discussions covering what countries and territories are doing in the area of CEAFM&M (including climate change) and the national challenges they face

18:30 to 20:30 Cocktail

Tuesday 30 November

Day two will focus on CEAFM (fisheries and conservation management), with two presentations to set the scene on what has been tried with successes, challenges and lessons learned. Participants will then be divided into groups to discuss specific issues regarding CEAFM, with the results of the discussion presented back in plenary at the end of the day. The key outcomes will be recorded and form part of the output of the workshop.

8:00 to 9:30 Plenary session:
- Summary of discussions from previous day (10 minutes)
- Introduce CEAFM activities and results with two presentations focused on management:
  - Presentation 1: Management approaches for CEAFM, a fisheries perspective (Etuati Ropeti, SPC)
9:30 to 10:00  Morning tea

10:00 to 11:30  Group discussion (4 groups) – management

**Topic 1: Groups 1 and 3 (Theme: Management approaches)**

- What are the key similarities and differences in approaches to management between fisheries management and marine biodiversity conservation?
- What management approaches are common to both and could be standardised? How?
- How can these common management approaches best incorporate climate change issues and effects?
- Which of these management approaches are particularly appropriate for CEAFM?
- How can CEAFM be made sustainable (at the government and community level) in the medium- to long-term?

**Groups 2 and 4 (Theme: Governance matters)**

- What role should the following have in fisheries management:
  - Government agencies (Fisheries, Environment, other agencies)?
  - CROP agencies?
  - NGOs (international, regional, local)?
  - Institutions (universities, international institutions, etc)?
- How can fisheries governance (at the regional, national and community levels) best incorporate climate change issues and effects?
- What legislative or policy actions are required to effectively support CEAFM (e.g. integrated coastal management, etc)?
- When is community-based management of fisheries most successful and why?
- How can the effectiveness of management be evaluated?

11:30 to 13:00  Lunch

13:00 to 14:30  Group discussion (topic 1) continued

14:30 to 15:00  Afternoon tea

15:00 to 16:00  Plenary session for groups to report back.

16:00 to 17:00  Plenary discussion and summary on management based on group reports.

17:00 to 19:30  SPC bar open.
Wednesday 01 December

Day three will focus on monitoring (for fisheries and conservation purposes), with two presentations to set the scene on what has been tried with successes, challenges and lessons learned. Participants will then stay in their same group as the previous day to discuss specific issues regarding monitoring (community-based and national), with the results of the discussion presented back in plenary at the end of the day. The key outcomes will be recorded and form part of the output of the workshop.

8:00 to 9:30 Plenary session
- Summary of discussions from previous day (10 minutes)
- Introduce monitoring activities, main focus on community-based monitoring, and results with two presentations focused on monitoring
  - Presentation 1: SPC Fisheries projects funded under EDF 10 (Mike Batty, SPC)
  - Presentation 2: Monitoring information for CEAFM decision making: reflections on LMMA’s learning (Caroline Vieux, SPREP and James Comley, USP/LMMA network)
  - Presentation 3: Marine Habitat Mapping Applications for Fisheries Management (Jens Kruger, SOPAC)

9:30 to 10:00 Morning tea

10:00 to 11:30 Group discussion (same 4 groups) – monitoring

Topic 2: Groups 1 and 3 (Theme: Data needs and collection)
What are the data needs of communities, government, researchers, others in the marine environment for biological/ecological, social economic and governance monitoring and decision making?
What monitoring data should be collected by communities, government departments, universities, NGOs or others?
What monitoring data collection can be standardised and how?
What are the monitoring data gaps and how to address these?
How can monitoring approaches best incorporate climate change issues and effects?
How to support and maintain community commitment?

Groups 2 and 4 (Theme: Data analysis, storage and use)
The need for data analysis – who does this?
Where should the data be stored (central location) ensuring data security?
How to close the loop – using the monitoring results in management decisions?
How can data analysis approaches best incorporate climate change issues and effects?
How can the effectiveness of monitoring (including the strategy) be evaluated or measured?

11:30 to 13:00 Lunch

13:00 to 14:30 Group discussion (topic 2) continued
14:30 to 15:00  Afternoon tea
15:00 to 16:00  Plenary session for groups to report back.
16:00 to 17:00  Plenary discussion and summary on monitoring based on group reports.
17:00 to 19:30  SPC bar open.

Thursday 02 December

Day four will focus on collaborations and how we can all work closer together, with two presentations to set the scene on what has been tried with successes, challenges and lessons learned. Participants will then stay in their same group as the previous day to discuss specific issues regarding collaborations (at the national level including assistance from CROP agencies, NGOs etc), with the results of the discussion presented back in plenary at the end of the day. The key outcomes will be recorded and form part of the output of the workshop.

8:00 to 9:30  Plenary session
- Summary of discussions from previous day (10 minutes)
- Introducing topic on collaborations with two presentations focused on collaborating
  - Presentation 1: Collaboration approaches, a fisheries perspective (Etuati Ropeti, SPC)
  - Presentation 2: Collaboration approaches for CEAFM, a conservation perspective (James Comley, LMMA network/USP)
  - Presentation 3: SPC Fisheries Information Section (Aymeric Desurmont, SPC)
  - Presentation 4: Development of a Pacific Islands Fisheries Engagement Strategy (Garry Preston, Worldbank)

9:30 to 10:00  Morning tea
10:00 to 11:30  Group discussion (4 groups) – collaborations
  Topic 3: Groups 1 and 3 (Theme: Developing collaborations)
  How can we all work closer together and breakdown existing barriers?
  Where are the strengths and weaknesses of the main players (CROP agencies, national departments, communities, NGOs, universities and others) with CEAFM?
  How to address national cooperation and cultural impacts?
  How do we incorporate climate change issues into collaborations for CEAFM?
  Groups 2 and 4 (Theme: Implementing and maintaining collaborations)
  Communication tools, networks and how to maintain these?
  How do we collaborate through partnership to draw on the strengths of the main players in regard to delivery in CEAFM?
  How do we implement a standardised approach to CEAFM wherever possible ensuring a common message is given to communities?
How to address resources and sustainable funding of management initiatives?

11:30 to 13:00 Lunch

13:00 to 14:30 Group discussion (topic 3) continued

14:30 to 15:00 Afternoon tea

15:00 to 16:00 Plenary session for groups to report back.

16:00 to 17:00 Plenary discussion and summary on collaborations based on group reports.

17:00 SPC bar open with BBQ starting at 19:00.

**Friday 03 December**

*The final morning will focus on the next steps, how we ensure the on-going cooperation and collaboration on implementing CEAFM and monitoring (for both fisheries and conservation), and finalising the outcomes of the workshop.*

8:00 to 9:30 Plenary session
   Summary of discussions from previous day (10 minutes)
   How we ensure the on-going cooperation and collaboration on implementing CEAFM and monitoring

9:30 to 10:00 Morning tea

10:00 to 11:30 Group discussion
   **Topic 4: Groups 1 and 3**
   Recommendations for next steps (short-term)?
   What are some specific short-term (e.g. 1 year) actions and by who (include actions you will commit to undertake)?
   How do we address the resource needs issue in the short-term?

   **Groups 2 and 4**
   Recommendations for next steps (longer-term)?
   What are some specific longer-term (e.g. 2 to 3 year) actions and by who (include actions you will commit to undertake)?
   How do we address the resource needs issue in the long-term?

11:30 to 13:00 Lunch

13:00 to 14:00 Plenary session, groups report on next steps and finalising the outcomes of the workshop.

14:00 Close of workshop.

16:30: SPC bar should be open