

Original: English

Melanesian Spearhead Group Roadmap for inshore fisheries management and sustainable development 2014–2023 (DRAFT)

While circulating the draft Roadmap to workshop participants, the MSG Secretariat wishes to:

- i) Acknowledge the contribution by members especially the MSG Fisheries Technical Advisory Committee team members to the drafting/finalization of the Roadmap (as some of them will be present at the Workshop);*
- ii) Acknowledge the support of Partners including SPC towards the drafting/finalization for the Roadmap; and,*
- iii) Highlight that although the Roadmap has been endorsed by the MSG Minister of Trade, it still requires formal endorsement by MSG Leaders during the forthcoming 20th MSG Leader Summit in Solomon Islands later this year.*



Roadmap for inshore fisheries management and sustainable development 2014-2023

Melanesia: Our home, our fish, our wealth and our future

Background

The leaders of the Melanesian Spearhead Group (MSG) countries gathered at the Leaders' summit in March 2012 agreed to develop a roadmap for the protection of inshore fisheries. This document represents that management framework and regional roadmap (the Roadmap) for sustainable inshore fisheries which has been developed by the MSG Secretariat in cooperation with representatives of the Fisheries Departments of the MSG countries and with the technical assistance of the Secretariat of the Pacific Community (SPC).

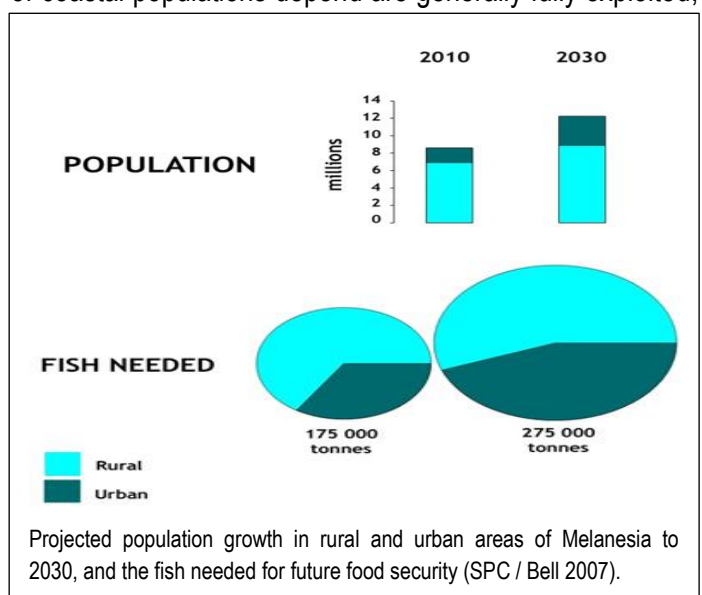
This roadmap was initially developed by the Inshore Fisheries Working Group (IFWG) in Port Vila in October 2013 which was facilitated by the SPC and informed by a comprehensive "Strategic Review of Inshore Fisheries Policies and Strategies in Melanesia", commissioned and managed by SPC. This strategy enhances the inshore fisheries management elements of the "Memorandum of Understanding on Technical Cooperation in Inshore Fishery and Aquaculture Development".

The Regional Roadmap provides overarching guidance for MSG members and the actions they have agreed to take to address the management of inshore fisheries in Melanesia.

Context

A looming crisis: Inshore fisheries upon which the majority of coastal populations depend are generally fully exploited, or in some cases, over exploited. Increases in population and demand will drive many of them to collapse unless ways can be found to manage them sustainably.

Millions of people at risk: The majority of the population of Melanesia is dependent on inshore fisheries for their subsistence and local economic needs. This high reliance on inshore fisheries is exacerbated by the limited alternative opportunities and increasing external pressures which have already driven the most valuable fisheries such as bêche-de-mer (BDM) into a spiral decline of boom and bust. Climate change will increase vulnerability and management strategies are urgently needed to increase resilience and adaptive capacity.



Potentially large economic benefits: While management and political attention has traditionally been monopolized by the high-value tuna fisheries in fact the largely subsistence inshore fisheries contribute between 30-95% of the overall value of all fisheries to the national GDP of Melanesian countries¹. In addition, it is estimated that sustainable management of the artisanal inshore BDM fishery would amount to a doubling of the value of production to over US\$35M – each and every year; most of this would be returned as valuable cash income to coastal communities. The costs of improved inshore fisheries management in general would be offset by benefits to the national economies.

The need for a strategic approach to securing fisheries and livelihoods: Considerable efforts have been made to sustain or increase seafood production by fisheries departments including the use of aquaculture, Inshore Fish Aggregating Devices (iFAD) and a variety of other interventions. Despite these efforts there remains considerable concern about the health of inshore fisheries. Community Based Resource Management (CBRM) is widely agreed to be a fundamental approach but its implementation and support still requires refining if it is to be fully effective. However, the experiences, both positive and negative, provide the basis for a strategic selection of approaches that should lay the basis for successfully co-managed inshore fisheries. This should be built on a strong partnership between coastal communities and the various levels of government. Importantly, while alternative livelihoods will be useful in creating opportunities; pursuit of these should not detract from the real and immediate benefits that can arise from improved management.

Political will and leadership will continue to be required: The initiative and support demonstrated by the leaders in requesting the development of a Roadmap will need to be sustained to ensure its implementation and increased if inshore fisheries are to realize their full potential in contributing to sustainable development and the livelihoods of the people of Melanesia.

Managing communities rather than fish: An understanding of communities and their social and economic circumstances is key to effective community based management. If individuals in communities are not engaged, or are not supportive of inshore management initiatives, it is highly unlikely they will be effective. Communities are, understandably, more interested in development opportunities; the challenge will be balance development with effective management, the latter tending to be seen as telling fishers ‘what they cannot do’. In reality, effective management allows fishers to continue to harvest benefits from their marine resources for the long term.

The size of the challenge: MSG members have extensive coastlines and widespread, isolated communities and islands. Inshore management approaches have not always reflected this reality by focusing efforts on small areas, using intensive approaches that are neither sustainable nor easily adapted to achieving national coverage.

Many users of the marine environment: The anthropogenic effects of development such as mining and logging are creating pollution and are having increased impacts either directly or through run-off from rivers. Coastal development for tourism and other commercial activities are devastating valuable mangroves and coral reefs. Increasing urbanisation and poor drainage and pollution control in larger coastal cities and towns are creating further pressures. These impacts, combined with destructive fishing methods are adversely impacting on stocks and marine habitats. Without a healthy sustaining marine ecosystem and a balanced use of the marine environment, inshore fisheries cannot exist.

Definition of Community Based Resource Management (CBRM) in this Roadmap:

“Encouraging, motivating and empowering communities to sustainably manage their own coastal resources”

¹ Vanuatu: 95.52%, Solomon Islands: 38.33%, Fiji: 82.35%, PNG: 27.67% and New Caledonia: 70.00% (see Review).

Guiding Principles

The following principles will guide the overall implementation of the roadmap:

- i) Achieving the sustainability of resources to provide long-term economic, social, ecological and food security benefits.
- ii) The empowerment of coastal communities, with appropriate support from national and local government as well as regional agencies and other non-government stakeholders², to implement Community Based Resource Management (CBRM) for the benefit of our nations.
- iii) A bottom-up approach, requiring government support to communities to be provided at or as close as possible to community level, using provincial/local government and other mechanisms and collaborations.
- iv) Realistic, achievable, step-wise and measurable approaches that focus initially on the better use of existing human and financial resources for long term food security and sustainable livelihoods for coastal communities.
- v) The pursuit of the real and immediate benefits that will arise from improved management to secure the long terms sustainability of resources should not be distracted by development pressures.
- vi) A Melanesian partnership approach which builds on and shares the diversity of experiences while recognizing the differences between MSG members, socio-cultural settings, species and stock status.
- vii) Climate change will adversely impact inshore fisheries and their supporting ecosystems, therefore investing in improving management systems, especially with an emphasis on Ecosystem Approaches to Fisheries Management, will increase resilience and adaptation ability complementary to the “MSG Leaders’ Declaration on Environment and Climate Change”.
- viii) The roadmap should be an instrument that facilitates delivery of existing national inshore fisheries objectives, with minimal additional administrative burden.

Vision:

Sustainable inshore fisheries, well managed using community based approaches that provide long-term economic, social, ecological and food security benefits to our communities

² Including NGOs, the private sector and churches

Objectives

1. Implement effective policies, legislation, management frameworks and financing mechanisms that ensure suitable capacity building for all stakeholders to sustainably develop and manage coastal resources, as well as effective collaboration amongst all stakeholders.
2. Conduct education, awareness raising and the provision of information on the importance and management of inshore fisheries to all stakeholders.
3. Manage, maintain and restore fisheries stocks (e.g. BDM) to secure long term economic and social benefits to coastal communities from the sustainable use of inshore resources.

Timeline and Priority Actions

The roadmap is to be implemented over a 10 year period, from 2014 to 2023. The timelines in the roadmap provide a general indication of goals and milestones to be met, however it is noted that a few priority and relatively easily actionable objectives can be achieved in the short term to:

- make best use of existing human and financial resources
- build profile and promote 'success stories' in inshore fisheries management; and
- attract additional support from donors and Government for longer term, more resource-intensive activities

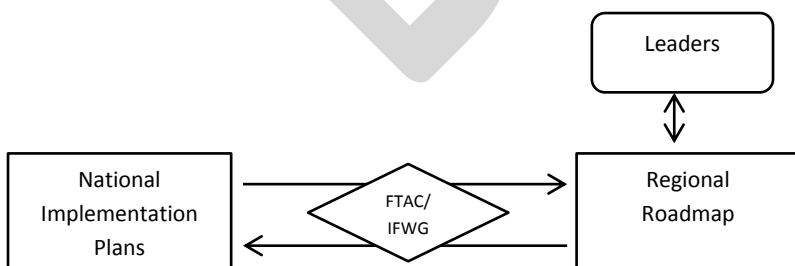
These are highlighted in the table below.

Implementation at the national level

The Regional Roadmap provides overarching guidance for MSG members and the actions they have agreed to take to address the management of inshore fisheries in Melanesia. Individual members have committed to national implementation plans which will give effect to the Regional Roadmap at the national level, noting that a number of the Regional actions are underway or are planned under existing national arrangements. Considerable progress was made with national implementation plans by the members, and these drafts may be found at <http://www.msgsec.info/>.

Monitoring and evaluation

If this plan is to be effective it is vital to monitor progress and identify and address emerging shortfalls in a timely manner. The process below seeks to clearly assign roles and define the process for achieving this.



Role of MSG Secretariat

The MSG secretariat will support members in meeting reporting requirements which will be provided to the MSG Fisheries Technical Advisory Committee annual meetings and ensure Leaders are updated at the biennial leaders meetings. The secretariat will also coordinate and harmonize approaches to regional agencies, donors and development partners regarding assistance to members for implementation of the Roadmap at the national level, as agreed by members from time to time.

Role of National Administrations

The Regional Roadmap is complemented by national implementation plans developed by MSG members. Each member will:

- Self-assess progress.
- Provide reports through National Fisheries Departments, including for activities which are carried out by partners or other ministries.
- Endeavour to obtain independent assessment through an existing or specifically formed national committee or network which includes civil society and community participation.
- Address shortfalls in performance.

Frequency and format of reporting and review

- Reporting by National Fisheries Departments will be annual.
- Report to leaders meeting every two years (via FTAC).
- The Roadmap will be reviewed every three years

Performance measurement

- Specific performance indicators will be incorporated as appropriate in national implementation plans and reported by National Fisheries Departments in their annual reports.

Roadmap for sustainable inshore fisheries 2014-2023

Related Actions	Outcomes	Outputs	Short-term (1-2 years)	Mid-term (3-5 years)	Long-Term (6-10 years)
Objective 1: Implement effective policies, legislation, management frameworks and financing mechanisms that ensure suitable capacity building for all stakeholders to sustainably develop and manage coastal resources, as well as effective collaboration amongst all stakeholders					
1.1 Institute effective policies, legislation and management frameworks that empower communities to manage their marine resources					
Delegation of power to sub-national authorities and communities F National inshore strategy S.V.	Sub-national authorities having a more effective role in fisheries management Inshore fisheries management tasks, roles and responsibilities clearly documented and agreed by all stakeholders and services delivered	<ul style="list-style-type: none"> Agreed and defined legislative and institutional framework at subnational as well as national level Communities empowered and supported to manage their resources Strategy agreed and implemented 	[Redacted] [Redacted] [Redacted]	[Redacted] [Redacted] [Redacted]	→ →
1.2 Implement capacity building activities to ensure the sustainable development and management of inshore marine resources					
Develop capacity at sub-national government level	Provincial and other sub-national officers take increasing responsibility for implementing and monitoring improved inshore fisheries management	<ul style="list-style-type: none"> On the job and other extension-based training based on inshore fisheries management strategy (use existing arrangements if strategy not agreed) On-going mentoring and support 	[Redacted] [Redacted]	→ →	→ →
Build capacity of community leaders and authorised officers or equivalent. N.	Community better able to manage inshore fisheries resources and impose sanctions as appropriate	<ul style="list-style-type: none"> Local or in-community training of authorised officers³ and leaders based on inshore fisheries management strategy (use existing arrangements if strategy not agreed). Provided by sub-national officers. On-going mentoring and support 	[Redacted] [Redacted]	→ →	→ →

Related Actions	Outcomes	Outputs	Short-term (1-2 years)	Mid-term (3-5 years)	Long-Term (6-10 years)
National	Improved service delivery by national fisheries administrations to provinces, local government etc.	<ul style="list-style-type: none"> Explore a new regional training framework appropriate to the Melanesian context, based on exchange of information and staff, lessons learned, and national strategies Improved capacity to plan and deliver fisheries management services 			→
1.3 Implement an adequate resource mobilisation program resources to support the sustainable development and management of inshore marine resources					
Increase efficiency of fisheries management service	Better fisheries management outcomes from improved service delivery, using existing staff and resources	<ul style="list-style-type: none"> Balance budget for field work/operations with staff budget⁴ (ensure adequate budget for operations) Program service delivery to achieve appropriate (large-scale) geographic coverage Identify priority/high impact services, most likely to achieve improved local management Align and re-prioritize FD staff TORs and duties with key inshore management activities 		→	→
Increase revenue to support management	Management activities funded to a level where they are effective	<ul style="list-style-type: none"> Place levies/licence fees on appropriate commercial species/fisheries Negotiate with national treasury and leaders appropriate funding of management 		→	→
Provision of adequate scientific information to inform fisheries management	Decisions based on cost-effective scientific information	<ul style="list-style-type: none"> Information needs analysis and research strategy for key inshore fisheries Prioritise and conduct cost effective research on key species 			
1.4 Establish appropriate mechanisms for effective collaboration with all relevant stakeholders					
Develop partnership strategies with key agencies (NGOs, Regional, networks)	Inshore fisheries management activities and associated support from NGOs and other stakeholders are coordinated and in accordance	<ul style="list-style-type: none"> Identify existing networks and partnerships at national and regional level and target those with common interests and appropriate capacity 		→	

⁴ Priority tasks and job descriptions were agreed in line with those suggested in the Review and available as supplementary materials at <http://www.msgsec.info/>

Related Actions	Outcomes	Outputs	Short-term (1-2 years)	Mid-term (3-5 years)	Long-Term (6-10 years)
industry and other stakeholders)	with national strategies	<ul style="list-style-type: none"> Establish formal and informal undertakings from partners to work together to support implementation of national strategies Monitor and evaluate performance of agreed undertakings 	██████████	→	
			██████████	→	→
Improve coordination and lesson sharing between MSG members	Avoidance of duplication and repetition of errors and problems	<ul style="list-style-type: none"> Establish MSG inshore fisheries network Link MSG trade and industry group with Inshore fisheries working group Compliance solutions, including for BDM 	██████████		
			██████████	→	→
			██████████	→	→
Objective 2: Conduct education, awareness raising and the provision of information on the importance and management of inshore fisheries to all stakeholders					
Lift political profile of inshore fisheries P.	Increased support and resources for the inshore fisheries management	<ul style="list-style-type: none"> Regular updates through regional (e.g. MSG, PIF) and other forums, targeted at leaders/ senior decision makers and donors. Ensure inshore fisheries have regular place on regional agendas. 	██████████	→	→
Increase awareness of vulnerability and opportunities for managing inshore fisheries P.N.	Fishers and other stakeholders use knowledge and tools to improve inshore fisheries management	<ul style="list-style-type: none"> Rationalise and focus information on detecting overfishing, tools for management and rationale for rules and regulations in inshore fisheries management Design and implement a strategy for delivering targeted information to all inshore fishers and other stakeholders Awareness of the roles of, and potential support from, national, sub-national Government and communities 	██████████	→	
			██████████	→	→
			██████████	→	→
Achieve long-term attitudinal change through school curricula	Generational change and new, more responsible and informed attitudes to exploiting inshore marine resources	<ul style="list-style-type: none"> New curriculum elements developed that teach basic resource management techniques and options, with special reference to inshore fisheries 	██████████	→	
Increase transparency	Increasing compliance, less exploitation of political pressure	<ul style="list-style-type: none"> Public dissemination of information on state of stocks, licencing and effectiveness of management 	██████████	→	→

Related Actions	Outcomes	Outputs	Short-term (1-2 years)	Mid-term (3-5 years)	Long-Term (6-10 years)
Objective 3: Manage, maintain and restore fisheries stocks (e.g. BDM) to secure long term economic and social benefits to coastal communities from the sustainable use of inshore resources					
3.1 Implement effective mechanisms for the management, maintenance and restoration of sea cucumber stocks to maximise long-term economic value and ecological sustainability					
Develop improved management systems for BDM ⁵ P,S,F,V	BDM stocks rebuilt, catches stabilised, and long-term economic value	<ul style="list-style-type: none"> Review BDM management systems, including consideration of species and area based total allowable catches and ensure measures to aid stock recovery in each country Ensure BdM management systems are integrated with, and provide momentum to, the development of comprehensive inshore fisheries management systems Improve data collection and sharing by and between Fisheries Departments and Customs Departments. improved coordination and sharing of harvesting, operators and market information between MSG members to increase prices and facilitate control Investigate establishment of producers' cooperatives and other innovative management practices⁶ Look at harmonisation of prices, licence conditions etc and the maintenance of a regional database including detailed information on all exporters. 	<p>██████████</p> <p>██████████</p> <p>██████████ →</p> <p>██████████ →</p> <p>██████████</p> <p>██████████</p>	<p>██████████</p> <p>██████████</p> <p>██████████</p> <p>██████████</p>	<p>→</p> <p>→</p> <p>→</p>
3.2 Supplementary and Alternative Income Generation activities investigated and implemented in suitable areas					
Development of complementary sustainable livelihoods initiatives	Reduction of pressure on inshore wild fisheries resources	<ul style="list-style-type: none"> Evaluate, using cost/benefit analysis, appropriate alternative sustainable livelihood activities that complement management Ensure that alternative activities are strategically integrated with management Improve processing and product quality for key commercial species 	<p>██████████</p> <p>██████████</p> <p>██████████</p>	<p>██████████</p> <p>██████████</p> <p>██████████</p>	<p>→</p> <p>→</p>

⁵ See also the MSG members “Memorandum of Understanding on Technical Cooperation in Coastal Fishery and Aquaculture Development”

⁶ See recommendations in Carleton 2013 Report

N.b. **F** denotes country priority actionable objectives

DRAFT