PACIFIC ISLANDS FORUM SECRETARIAT | Pacific Community Communauté du Pacifique | SPREP Secretariat of the Pacific Regional Environment Programme | FFA

REGIONAL FISHERIES MINISTERIAL MEETING
Virtual
25 – 27 August 2020

Agenda Item	**4 iii**
Paper No:	**RFMM.WP01 (rev)**
Title:	**Report on the "Review of the Coastal Fisheries Working Group and options and recommendations for increasing the engagement of non-state actors in Pacific Islands' regional coastal fisheries governance"**

Summary:

As requested by the Regional Fisheries Ministers at the Special Meeting in 2019, a Review was commissioned by SPC to assess the effectiveness of the Coastal Fisheries Working Group (CFWG) and to provide options and recommendations for a new mechanism to replace the CFWG. SPC Member Heads of Fisheries, past participants of the CFWG, civil society representatives and other stakeholders were consulted, and Heads of Fisheries provided feedback, guidance and consent on the final mechanism. The proposed new mechanism for endorsement by Ministers is:

1. The Coastal Fisheries Working Group be replaced with a 2-day Community-Based Fisheries (CBF) session.
2. This session be incorporated into the annual SPC Regional Technical Meeting for Coastal Fisheries (RTMCF) meeting, with the first session operating as follows:
   a. The CBF session would report into the RTMCF and its outcomes included in the RTMCF report to HoF;
   b. Invitations to participate in the CBF session will be extended to a range of non-state actors with relevant technical expertise who are representative of civil society rather than representatives of organisations. Invitations will be sent using the existing CSO networks of FAME, other SPC Divisions and other CROP organisations;
   c. An independent consultant be appointed as the convenor of the first CBF session;
   d. The first CBF session under this new approach will discuss and recommend a chair for its future, and forward that to HoF for approval;
   e. The first CBF session would operate under the agenda proposed in the Review (see Annex 1 of this paper); and
   f. The CBF session would continue to be refined through advice from HoF to the RFMM.

Recommendations

Ministers are invited to:

i. **Note** the completion of the review of the Coastal Fisheries Working Group and the new mechanism proposed after broad consultation before, during and after Heads of Fisheries 12, to give effect to the Leaders' 2016 decision on coastal fisheries, as requested by the Special RFMM; and

ii. **Endorse** the proposed mechanism of an annual CBF session incorporated in the annual Regional Technical Meeting on Coastal Fisheries to better engage non-state actors in coastal fisheries.

Introduction/Background:

1. The Regional Fisheries Ministers' 'Statement of Outcomes' from the Special Meeting in June 2019:

   "…noted the work of the Coastal Fisheries Working Group but expressed concern regarding its lack of accountability to member Governments. Ministers noted the proposed review of the CFWG Terms of Reference in 2020 and recommended to SPC that the CFWG be disbanded and that other options be considered for giving effect to the Leaders' decision in 2016 in relation to coastal fisheries (para 10, 47th Leaders Communique). Ministers called for the SPC Heads of Fisheries to be the primary vehicle for formulating advice on coastal fisheries management to the RFMM."

2. SPC commissioned a review to, *inter alia,* assess the effectiveness of the CFWG against its ToR and to provide options and recommendations for a new mechanism to replace the CFWG. The objectives of the Review were:

   i. to review the successes, challenges and effectiveness of the CFWG (against its ToR), including a review of the ToR, and capture lessons learnt;

   ii. provide options and recommendations to the 12th Heads of Fisheries Meeting (HoF12, 12-14 May 2020[1]) for a new mechanism and/or entity to replace the CFWG to give effect to the Pacific Island Forum Leaders' decision in relation to coastal fisheries (paragraph 10, 47th Leaders Communique, 2016[2]), taking into consideration the changed regional context; and

   iii. based on the agreed recommendation of the 12th Heads of Fisheries Meeting, provide SPC FAME Coastal Fisheries Programme with a final report including a realistic and costed implementation plan and associated systems and procedures to establish the new mechanism and/or entity (including, for example, how it would fit into existing regional frameworks, and any draft terms of reference).

3. The review was undertaken between February and May 2020. Consultations supporting the review occurred in late February and early March 2020. A preliminary draft report was circulated for review and comment in late March. Responses were considered in the preparation of a Final Draft Report that was presented at HoF12 for consideration, and to provide feedback and guidance to the consultants in finalising their report to SPC.

4. The feedback from HoF12, including recommendations from a small working group that met after the session, and were circulated to all members prior to finalising the HoF12 Outcomes, were included in the final Review Report (June 2020) submitted to SPC. The report was accepted by SPC. The full review report is provided at Annex 2.

Coastal Fisheries Working Group

5. The review of the Coastal Fisheries Working Group is presented in sections 2 to 4 of the full report. The CFWG history is summarised, and experience with it analysed, as a basis for considering options to i) raise strategic coastal fisheries development and management issues with Leaders, and ii) support increased opportunities for the contribution of non-State actors to initiatives supporting coastal fisheries management at the regional level.

6. A summary of the regional deliberations that led to the formal establishment of the CFWG is also presented. An assessment of the successes, constraints and effectiveness of the CFWG,

[1] Originally scheduled for 16-20 March 2020, HoF12 was postponed in late February 2020 to 12-14 May 2020 due to the ongoing travel restrictions associated with COVID-19. The HoF12 was held as a virtual meeting.

[2] Forum Communiqué, 47th Pacific Islands Forum, Pohnpei, Federated States of Micronesia, 8-10 September, 2016. http://www.forumsec.org/wp-content/uploads/2016/09/2016-Forum-Communique_-Pohnpei_-FSM_-8-10-Sept.pdf

including lessons learnt across its four meetings that were convened between 2017 and 2019, is included.

Future Arrangements to Strengthen CBF and CSO Engagement

7. Section 6 of the Review identifies and proposes guiding principles for consideration of an alternative mechanism to support the strategic consideration of coastal fisheries in regional processes.

8. The reviewers received very strong guidance from SPC members and other stakeholders consulted, not to establish a new mechanism and/or entity to replace the CFWG to give effect to the Pacific Island Forum Leaders' decision, rather it was recommended that, in the first instance, SPC members utilise the framework already in place through the RTMCF and HoF and adapt that to strengthen consideration of CBF and CSO engagement.

9. The 12th Heads of Fisheries were invited to consider refinements and adaptations to the Regional Technical Meeting on Coastal Fisheries (RTMCF) as the means to achieve an increased profile for coastal fisheries, as envisioned by Leaders in their decision that led to the establishment of the CFWG in 2016, and to strengthen initiatives for sustainable coastal fisheries that support livelihoods and community well-being in SPC members.

10. Consistent with the Leader's directive from 2016, the recommend mechanism involves a change to the structure and format of the RTMCF to achieve a stronger emphasis on CBF to provide opportunities for the meaningful engagement of fishers and CSOs, including CBOs and NGOs, in the consideration of priority issues directly relevant to coastal fisheries management and securing sustainable livelihoods for coastal communities in SPC members (see Figure 1). It provides a mechanism for raising the profile of coastal fisheries generally in the region, including through strategic reporting on coastal fisheries to Leaders as provided for in the *Future of Fisheries: A regional roadmap for sustainable Pacific fisheries* and *The New Song of Coastal Fisheries*.

Key issues to be considered

11. The Final Draft Review Report was presented to the virtual 12th Heads of Fisheries Meeting (HoF12 May 2020) for their consideration, and to provide feedback and guidance to the consultants in finalising their report to SPC.

12. HoF members were asked to consider two similar options for incorporating CBF into the RTMCF format, as well as the issue of chairing or convening arrangements for the CBF session, and guidance on the invitation process to ensure appropriate representation and participation.

13. The consultants' preferred option is to include a 2-day CBF session within the RTMCF agenda, led by a convener, or co-convener, with applied, proven experience and participation in CBF. The other option was to conduct a 2-day CBF meeting immediately prior to the RTMCF. The preferred option would maximise the engagement and integration of civil society into the RTMCF.

14. The feedback from HoF12, including recommendations from a small working group that met after the session, were included in the final Review Report (June 2020) submitted to SPC. Feedback on the proposed recommendations was sought from HoF as a part of the clearance of the HoF12 Outcomes. Additional feedback was sought from HoF members on the Final Review Report submitted to SPC and these recommendations, by circulating this paper and the Report prior to finalising this paper for the RFMM.

15. The proposed new mechanism for endorsement:

    i. A 2-day Community-Based Fisheries Management (CBF) session incorporated into the

next RTMCF meeting; reporting into the RTMCF and outcomes included in the RTMCF report to HoF;

ii. An independent consultant, experienced with CBF and regional meetings, be appointed as the convenor of the CBF session for the next RTMCF;

iii. Invitations to participate in the CBF session will be extended to a range of non-state actors with relevant technical expertise who are representative of civil society rather than representatives of organisations; The invitations will be sent using the existing CSO networks of FAME, other SPC Divisions and other CROP organisations;

iv. The first CBF session will discuss and recommend a chair for its future, and forward that to HoF for approval;

v. The first CBF session would operate under the agenda proposed in the Review (see Annex 1); and

vi. The CBF session would continue to be refined through advice from HoF to the RFMM.

CBF: Community-based fisheries

Conference: Conference of the Pacific Community

CRGA: Committee of Representative Governments and Administrations (SPC)

FAME: Fisheries, Aquaculture and Marine Ecosystems Division (SPC)

FFA: Fisheries Forum Agency

FFC MIN: Ministerial Forum Fisheries Committee

FFC: Fisheries Forum Committee

HoF: Heads of Fisheries Meeting (SPC)

PIFS: Pacific Islands Forum Secretariat

PNAO: Office of the Parties to the Nauru Agreement

RFMM: Regional Fisheries Minister's Meeting

RTMCF: Regional Technical Meeting on Coastal Fisheries (SPC)

SPC: The Pacific Community

SPREP: Secretariat of the Pacific Regional Environment Programme

USP: University of the South Pacific

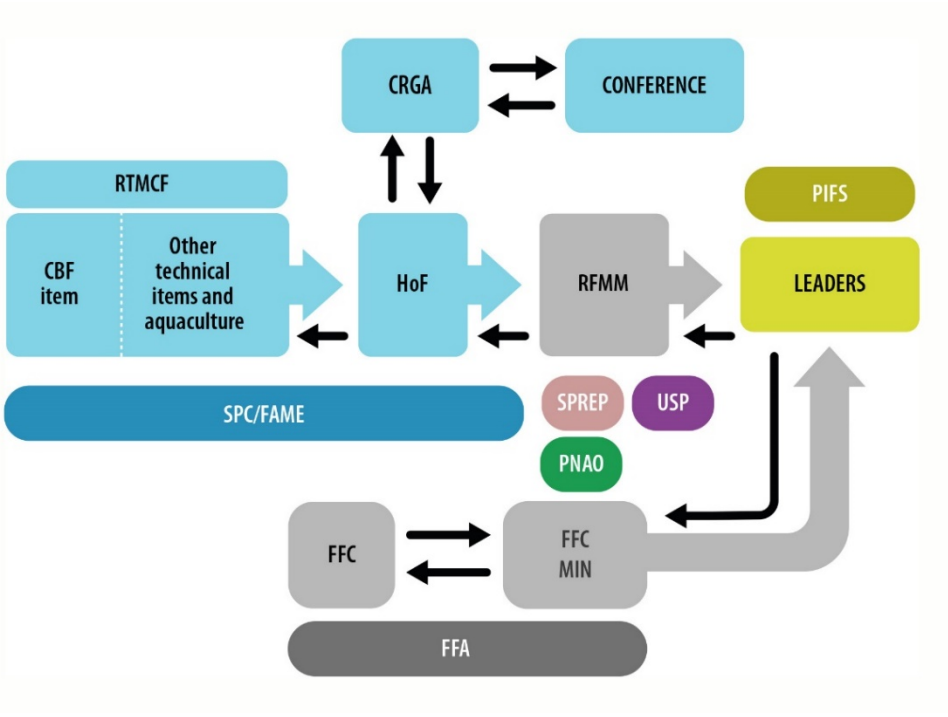


Figure 1. Option for strengthening the consideration of priority issues in CBF supporting strengthened NGO/CSO engagement within the regional institutional framework for fisheries. The CBF item may be i) incorporated to the RTMCF agenda or ii) convened as a stand-alone meeting immediately prior to the RTMCF.

Recommendations

Ministers are invited to:

i. **Note** the completion of the review of the Coastal Fisheries Working Group and the new mechanism proposed after broad consultation before, during and after Heads of Fisheries 12, to give effect to the Leaders' 2016 decision on coastal fisheries, as requested by the Special RFMM; and

ii. **Endorse** the proposed mechanism of an annual CBF session incorporated in the annual Regional Technical Meeting on Coastal Fisheries to better engage non-state actors in coastal fisheries.

Annex 1: Draft annotated agenda for the CBF item, and associated schedule, in RTMCF4[3]

Purpose: To provide information and advice to Heads of Fisheries for informing Leaders on priority issues associated with the sustainable use of coastal fisheries resources and initiatives to strengthen social, economic and ecological outcomes.

Recognizing SPC member government responsibility for coastal fisheries at the national level, the focus is on issues of regional significance to community-driven coastal fisheries management generally.

This item is designed to encourage the sharing of information and knowledge that contributes to community-based development, management and conservation of coastal fisheries among the members of the Pacific Community within national fisheries administrations and among civil society organizations actively engaged in CBF.

Candidate items for consideration at each meeting would be selected from:

x.1 Lessons learned from CBF initiatives

This item will support discussion on experience and lessons learned in community-based fisheries initiatives among SPC members. Presentations under this item will describe: the context in which the initiative was implemented, a summary of threats to coastal fisheries resources that were identified to be addressed through the initiative, responses including achievements and challenges, and on-going needs in relation to each initiative. The Meeting will summarize the outcomes of discussion with a focus on issues arising of potential regional application and benefit. Particularly attention will be given to experience with scaling up initiatives for wide implementation.

x.2 Capacity building gaps and needs

This item will include presentations from practitioners, including from national fisheries administrations and CSOs representatives, that profile capacity building needs, responses and outcomes. The Meeting will discuss the development of capacity in CBF and identify priorities for on-going capacity building.

x.3 Partnerships and relationships

Presentations from practitioners, including from national fisheries administrations and Civil Society Organisation representatives, will describe the process, and corresponding outcomes, associated with establishing partnerships and relationships. The Meeting will discuss key features of relationships and partnerships that are successful in addressing threats to coastal fisheries and which establish enduring outcomes for community-based fisheries.

x.4 Supporting sustainable livelihoods

Each meeting will receive presentations from community-based fisheries initiatives that addressed issues relating to the promotion of sustainable livelihoods.

x.5 Measuring success and addressing challenges

Each meeting will discuss measures of success for CBF initiatives in terms of social, economic and ecological outcomes. What makes, and what breaks, CBF initiatives?

x.6 Review and advice for future meetings

The session will formulate advice and recommendations in relation to the incorporation of CBF into future RTMCFs. The review will include consideration of the structure and format of the session,

[3] Extracted from "Review of the Coastal Fisheries Working Group and options and recommendations for increasing the engagement of non-state actors in Pacific Islands' regional coastal fisheries governance", Annex A3 pp 71-72.

resource materials and needs, engagement and participation, convening arrangements and scheduling.

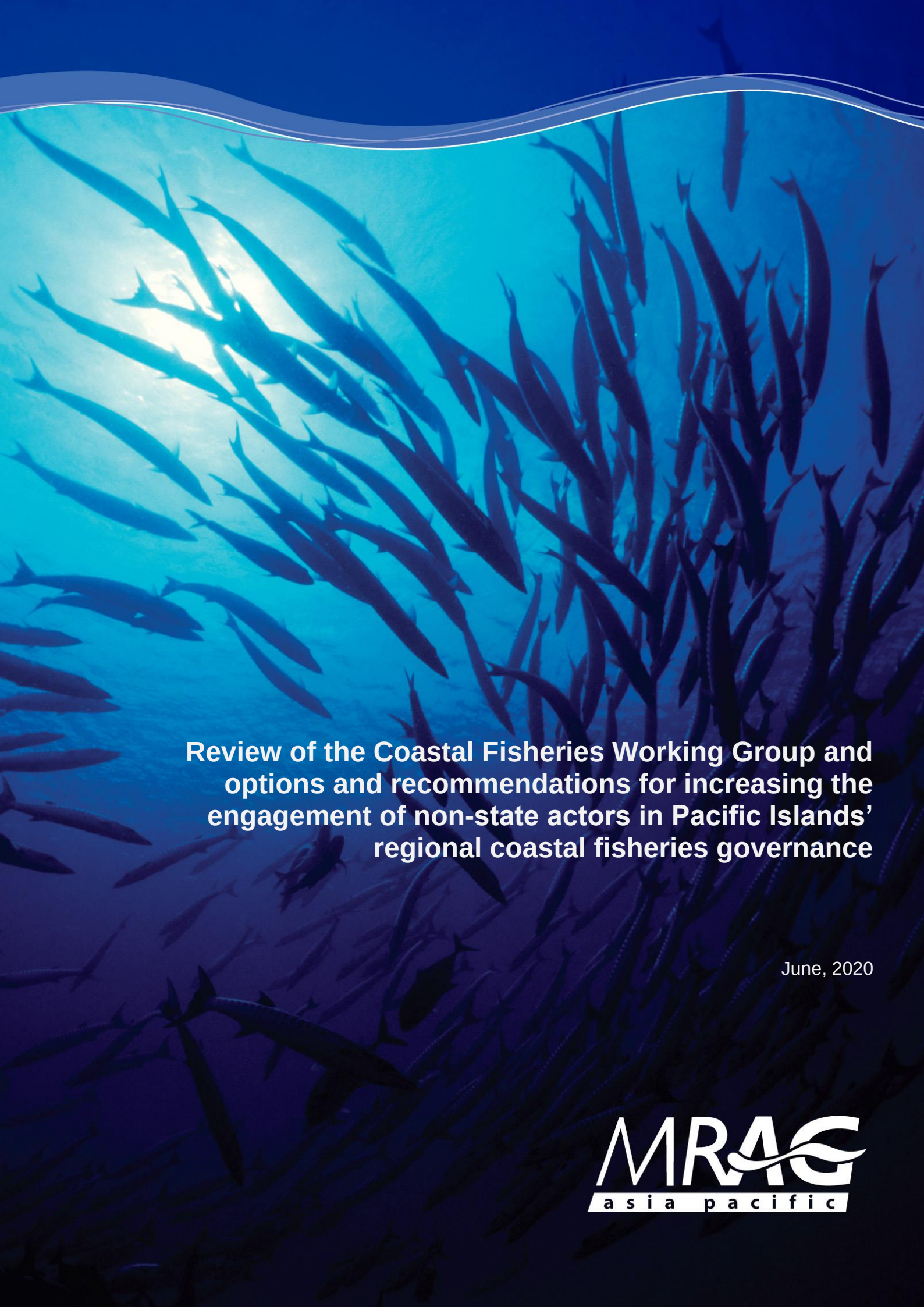
x.7 Advice and recommendations to RTMCF4

Advice and recommendations arising from the CBF agenda to RTMCF4 will be developed and agreed. The advice and recommendations will be integrated, unedited, to the outcomes of RTMCF4 that will be forwarded to Heads of Fisheries. RTMCF4 may separately provide comments on the CBF advice and recommendations in its Report.

Provisional schedule for the CBF agenda item in RTMCF4

Time slot	Day 1	Day 2
0830-1000	Lessons learned from CBF	Supporting sustainable livelihoods
1000-1030	Break	
1030-1200	Lessons learned from CBF	Measuring success and addressing challenges
1200-1300	Break	
1300-1430	Capacity building gaps and needs	Review of session and advice for future meetings
1430-1500	Break	
1500-1630	Partnerships and relationships	Advice and recommendations to RTMCF4

Annex 2: "Review of the Coastal Fisheries Working Group and options and recommendations for increasing the engagement of non-state actors in Pacific Islands' regional coastal fisheries governance"



Review of the Coastal Fisheries Working Group and options and recommendations for increasing the engagement of non-state actors in Pacific Islands' regional coastal fisheries governance

June, 2020

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About MRAG Asia Pacific

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Acknowledgements

Special gratitude is extended to all those representatives from national fisheries administrations, the CSO community and other stakeholders who took time out of their busy schedules to volunteer information and provide general assistance, including comments on earlier drafts, to support this Review. This included comments received during, and after, the 12th Heads of Fisheries Meeting which was held virtually 12-14 May 2020. Current and past SPC FAME staff and CFWG participants were particularly supportive in sharing their experience with the CFWG, discussing past and current challenges with coastal fisheries across the region and in assisting with logistics and administration. Their contribution is acknowledged with appreciation. Special thanks to Aymeric Desurmont, SPC, for support with the graphics.

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Acronyms

CBF	Community-based Fisheries
CBFM	Community-based Fisheries Management
CBO	Community-based Organization
CBRM	Community-based Resource Management
CCAMLR	Commission for the Conservation of Antarctic Marine Living Resources
CEAFM	Community-based Ecosystems Approach to Fisheries Management
CFP	Coastal Fisheries Programme (SPC)
CFWG	Coastal Fisheries Working Group
CITES	Convention on the International Trade in Endangered Species of Wild Flora and Fauna
CRGA	Committee of Representative Governments and Administrations
CROP	Council of Regional Organizations of the Pacific
CSO	Civil Society Organization
DFAT	Australia's Department of Foreign Affairs and Trade
EU	European Union
FAME	Fisheries, Aquaculture and Marine Ecosystems Division (SPC)
FAO	Food and Agriculture Organization of the United Nations
FFA	Pacific Islands Forum Fisheries Agency
FFC	Forum Fisheries Committee
FFCMIN	Ministerial Forum Fisheries Committee
FEMM	Forum Economic Ministers' Meeting
FOC	Forum Officials' Committee
FPR	Framework for Pacific Regionalism
GEF	The Global Environment Facility
HoF	Heads of Fisheries Meeting
IGO	Inter-governmental Organization
IUCN	International Union for the Conservation of Nature
JTF	Joint Task Force (PIFS)
LMMA	Locally-Managed Marine Area Network
MFAT	New Zealand's Ministry of Foreign Affairs and Trade
MPI	New Zealand's Ministry of Primary Industries
MSG	Melanesian Spearhead Group
MSWG	Marine Sector Working Group
NGO	Non-Government Organization
NSA	Non-State Actor
OECD	Organization for Economic Cooperation and Development
OPOC	Office of the Pacific Ocean Commissioner
PEUMP	Pacific-European Union Marine Partnership
PIANGO	Pacific Islands Association of NGOs
PIFS	Pacific Islands Forum Secretariat
PNAO	Office of the Parties to the Nauru Agreement
REEFLEX	A FAME-administered coastal fisheries laws, policies and regulations database
RFMM	Regional Fisheries Ministers' Meeting
RFMO	Regional Fisheries Management Organization
RRRT	Regional Rights Resources Team (SPC)
RTMCF	Regional Technical Meeting on Coastal Fisheries
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme

SSCR	Specialist Sub-committee on Regionalism
USAID	United States Agency for International Development
USP	University of the South Pacific
UoW	University of Wollongong
WCPFC	Western and Central Pacific Fisheries Commission

1 Introduction

1. The Coastal Fisheries Working Group (CFWG) was established by the Pacific Community (SPC) following deliberations by Leaders at the Pacific Islands Forum in 2016 drawing on advice provided through the Forum Fisheries Committee (FFC), the FFC Ministerial Meeting (FFCMIN) and Heads of Fisheries (HoF). It built on progressive strengthening of collaboration between SPC's Fisheries, Aquaculture and Marine Ecosystem Division (FAME) and civil society organizations (CSOs) from the mid-2000s. The purpose of the CFWG, as set out in its Terms of Reference (ToR), was:

> "…….to bring together a small standalone stakeholder group of representatives of communities, national and regional Agencies and Institutions to look at the current and potential coastal fisheries initiatives so as to ensure an adequate level of support, resources and services are directed towards assisting national fisheries agencies and local communities implement management of their coastal fisheries resources….." (**Appendix A**).

2. The CFWG held four meetings between December 2017 and March 2019. In June 2019, immediately after the annual FFCMIN, a Special Regional Fisheries Ministerial Meeting was held to review and adopt ToR establishing an annual Regional Fisheries Ministers Meeting (RFMM), and to consider coastal fisheries and related issues. The 'Statement of Outcomes' from the Special RFMM recorded:

> *"Coastal Fishery Working Group Brief on 'A call to Leaders[1]'*
>
> 9. Ministers noted the work of the Coastal Fisheries Working Group but expressed concern regarding its lack of accountability to member Governments. Ministers noted the proposed review of the CFWG Terms of Reference in 2020 and recommended to SPC that the CFWG be disbanded and that other options be considered for giving effect to the Leaders' decision in 2016 in relation to coastal fisheries (para 10, 47th Leaders Communique). Ministers called for the SPC Heads of Fisheries to be the primary vehicle for formulating advice on coastal fisheries management to the RFMM."

3. Consistent with the Special RFMM's Statement of Outcomes in 2019, this Review[2] was commissioned by SPC to, *inter alia,* assess the effectiveness of the CFWG against its ToR and to provide options and recommendations for a new mechanism to replace the CFWG. The objectives of the Review were:

- to review the successes, challenges and effectiveness of the CFWG (against its ToR), including a review of the ToR, and capture lessons learnt;
- provide options and recommendations to the 12th Heads of Fisheries Meeting (HoF12, 11-15 May 2020[3]) for a new mechanism and/or entity to replace the CFWG to give effect to the Pacific Island

[1] *A Call to Leaders: Most urgent actions required for sustaining or increasing the contribution of coastal fisheries to our communities.* A brief prepared by the CFWG.

[2] The ToR for the CFWG did anticipate a review after 12 months of operations. The review was not undertaken.

[3] Originally scheduled for 16-20 March 2020, but postponed in late February 2020 to 11-15 May 2020 due to the travel considerations associated with COVID-19. Due to the on-going travel restrictions, the HoF12 will be a virtual meeting (eHoF12), 13-14 May 2020.

Forum Leaders' decision in relation to coastal fisheries (paragraph 10, 47th Leaders Communique, 2016[4]), taking into consideration the changed regional context; and

- based on the agreed recommendation of the 12th Heads of Fisheries Meeting, provide SPC FAME Coastal Fisheries Programme with a final report including a realistic and costed implementation plan and associated systems and procedures to establish the new mechanism and/or entity (including, for example, how it would fit into existing regional frameworks, and any draft terms of reference).

4. The review was undertaken between February and May 2020. Consultations supporting the review occurred in late February and early March 2020. A draft report was circulated for review and comment in late March. Responses were considered in the preparation of a final report to be tabled at HoF12.

5. Available CFWG-related documents, including meeting reports, were reviewed. While this was underway, SPC FAME prepared a list of stakeholders in the CFWG together with their contact details. Each was formally advised of the Review through official and technical contact points by SPC. Included in the formal notification was an invitation to all stakeholders to complete an on-line questionnaire. Responses to the questionnaire (10) were confidential to the consultants. The consultants separately contacted stakeholders by email and, where possible, to supplement email responses received, additional discussions were undertaken during either meeting in person, by phone or by Skype. Meetings in person were possible in Fiji, Samoa, Vanuatu and Noumea. Solomon Islands was originally scheduled to be visited but corona virus-related travel restrictions prevented that. A list of people and organizations consulted is provided at **Appendix B.**

6. Following this introduction, the report is broadly structured into six sections. Section 2 provides background to the regional deliberations that led to the formal establishment of the CFWG, while section 3 examines the success, constraints and effectiveness of the CFWG including lessons learnt (section 4). Based on CFWG experience, section 5 reviews some considerations to inform discussions on alternative mechanisms to strengthen strategic attention on coastal fisheries in regional processes. Section 6 describes two options both of which utilize the RTMCF as the primary forum. These options are presented for discussion at eHoF12.

2 Background and context

7. A review of strategic deliberations relating to coastal fisheries and the associated evolution of supporting institutional arrangements at the regional level, focusing on the period since 2015/16, provides valuable context for consideration of an arrangement, or mechanism, that may be established to achieve similar objectives as those originally envisaged for the CFWG[5]. A chronological summary of related discussions and developments relating to the establishment of the CFWG is presented at **Appendix C**.

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[4] Forum Communiqué, 47th Pacific Islands Forum, Pohnpei, Federated States of Micronesia, 8-10 September, 2016. http://www.forumsec.org/wp-content/uploads/2016/09/2016-Forum-Communique_-Pohnpei_-FSM_-8-10-Sept.pdf

[5] The 47th Pacific Islands Forum Leader's Meeting in 2016 tasked SPC to "coordinate with national fisheries agencies, CROP agencies and regional and national community groups to strengthen support and resourcing to coastal fisheries management". Reflecting this directive, the purpose of the CFWG, as presented in its ToR, includes to "assist national fisheries agencies and local communities implement management of their coastal fisheries resources….". The focus on strengthening coastal fisheries

8. Regional institutional arrangements supporting the consideration of fisheries matters in 2015/16 is presented in **Figure 1**.

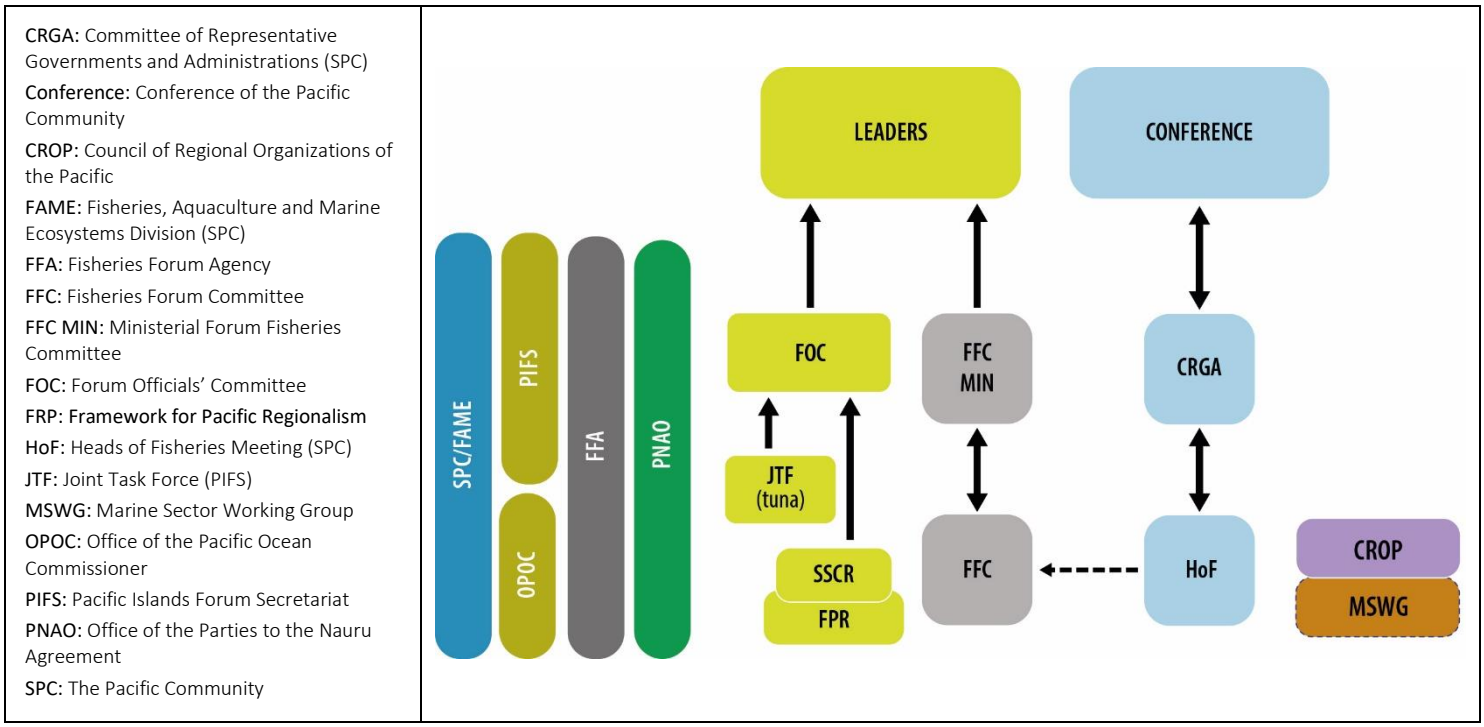

Figure 1: A schematic representation of regional arrangements supporting fisheries discussions prior to 2015/16. The vertical shapes represent CROP agency secretariats. The horizontal shapes represent meetings. Lighter shades of the colour associated with a Secretariat identify meetings that secretariat has primary responsibility for. Secretariats did contribute to the meetings of other CROP agencies. For example, in the case of the JTF, for which PIFS had primary responsibility, FFA, the PNAO and SPC provided support. The Office of the Pacific Ocean Commissioner (OPOC) was established by Forum Leaders in 2014 at their meeting in Palau. The Marine Sector Working Group was originally established to promote the sharing of information between CROP agencies involved in activities in the marine sector[6].

9. Limited attention to coastal fisheries in regional high-level fora led FAME, drawing on increasing collaboration with CSOs established over nearly a decade, to support efforts to elevate coastal fisheries in the regional fisheries agenda. In 2015 SPC Members, working in close collaboration with a strong CSO representation at the 9th Heads of Fisheries Meeting (HoF9), produced the *New Song for Coastal Fisheries* which was subsequently taken up nationally and regionally as the key strategic document for coastal fisheries in the region.

10. In late 2015, at the 46th meeting of the Pacific Islands Forum, Leaders endorsed the *Future of Fisheries: A Regional Roadmap for Sustainable Pacific Fisheries* which supports strategic interventions in both coastal and tuna fisheries through to 2025. The *Future of Fisheries,* which was significantly informed

management across national fisheries agencies and local or national community groups are key influences for this Review where management may include a diverse range of activities including those associated with social and economic development and conservation. Throughout this document the term "community-based" is inclusive of "national community groups" and "local or national community groups" referred to in the Leader's decision and the CFWG ToR. "Community-based fisheries management (CBFM)" includes these stakeholders. Community-based fisheries activity in most of the Pacific Islands region will be coastal and may include co-management where communities and other stakeholders, such as Governments, have a role.

by the *New Song for Coastal Fisheries*, raised the regional profile of fisheries among Leaders and other observers of Pacific fisheries affairs (46th Pacific Islands Forum Communique). At the same time as endorsing the *Future of Fisheries*, the Leaders established a Joint Task Force (JTF) comprising PIFS, FFA and the PNAO, to develop a programme to increase sustainable economic returns from fisheries. The JTF was to focus on tuna and reported direct to Leaders.

11. In on-going efforts to elevate consideration of coastal fisheries in high-level regional fora, CSOs (the International Union for the Conservation of Nature (IUCN), the Locally-Managed Marine Area Network (LMMA) and Worldfish) and the University of Wollongong (UoW) collaborated with FAME on a submission to Leaders under the mechanism provided by the Framework for Pacific Regionalism (FPR) overseen by the Specialist Sub-Committee on Regionalism (SSCR) supported by PIFS. The SSCR is appointed by the Forum Troika Panel and reports to the Forum Officials' Committee (FOC). It supports implementation of the FPR including through consideration of strategic issues that require the attention of Leaders. The SSCR approved the submission and Leaders, at the 47th Pacific Islands Forum in 2016, noted:

> "……. that coastal fisheries management continues to receive inadequate attention at the national level, Leaders agreed to expand the broad heading of "fisheries" to include coastal fisheries, noting links to communities, food security, health issues and in particular non-communicable diseases. Leaders also noted the need to ensure eco-system integrity to address issues such as ciguatera outbreaks and to sustainably manage bêche-de-mer. To that end, Leaders tasked the SPC to coordinate with National Fisheries Agencies, CROP agencies and regional and national community groups, to strengthen support and resourcing for coastal fisheries management." (47th Pacific Islands Forum Communique)

12. Subsequently, in March 2017, HoF10 endorsed a recommendation from the 18th Meeting of the Marine Sector Working Group[6] (MSWG) to establish a regional coastal fisheries working group. HoF10 requested the ToR for the establishment of a regional coastal fisheries working group be presented to FFC officials, and, if approved, to be taken to the FFC Ministerial Meeting for consideration and that the outcome of this process be reported back to the MSWG and SPC members. Following amendments relating to national fisheries agency representation on the working group, the 103rd FFC held in Canberra, Australia approved the establishment of the working group in July 2017.

13. In September 2017, at their meeting in Samoa, Leaders reconfirmed fisheries as a standing agenda item:

> "41. Leaders endorsed fisheries and climate change to be standing agenda items for Forum Leaders given that they are both key regional priorities that require a whole-of-government approach, foremost Leaders' close oversight." (48th Pacific Islands Forum Communiqué[7] in 2017[8]).

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[6] The Council of Regional Organizations for the Pacific (CROP) Marine Sector Working Group (MSWG), which recommended the establishment of a CFWG to the 10th Heads of Fisheries Meeting in 2017, was alternately chaired by FFA and SPC. The MSWG was originally established as a body for CROP agencies to discuss their respective activities in the ocean sector and, among other initiatives, was instrumental in the development of the Pacific Islands Regional Ocean Policy. It disbanded in 2008 before being re-instituted in 2010 to develop the Oceanscape Policy. It meets opportunistically in the margins of regional meetings being attended by CROP members. Participation in the MSWG has gradually expanded to accommodate observers from academic bodies, donor agencies, NGOs and IGOs (but not the Office of the Parties to the Nauru Agreement (PNAO) yet).

[7] Forum Communiqué, 48th Pacific Islands Forum, Apia, Samoa, 5-8 September, 2017. http://www.forumsec.org/wp-content/uploads/2018/02/Final_48-PIF-Communique_2017_14Sep17.pdf

[8] The first meeting of the CFWG was December 2017.

14. The CFWG ToR, which do not appear to have been formally approved by Ministers but was reviewed by the CFWG itself, provided that the CFWG report to Leaders through the SSCR and also submit brief reports to the Micronesian Chief Executive Summit, Melanesian Spearhead Group, Micronesian Presidential Summit and the Polynesian Leaders' Summit. Forum Leaders meet annually and the SPC Conference meets biennially.

15. Changes that have occurred since 2015/16 are reflected in **Figure 2.** The RTMCF met for the first time in November 2017 following a request by Tuvalu at HoF10 in March 2017. It has met annually on three occasions. A trial of annual HoF and RTMCF meeting is scheduled through to 2021. The current funding arrangements supporting an annual RTMCF will expire at the end of 2020 (See section 6.3).

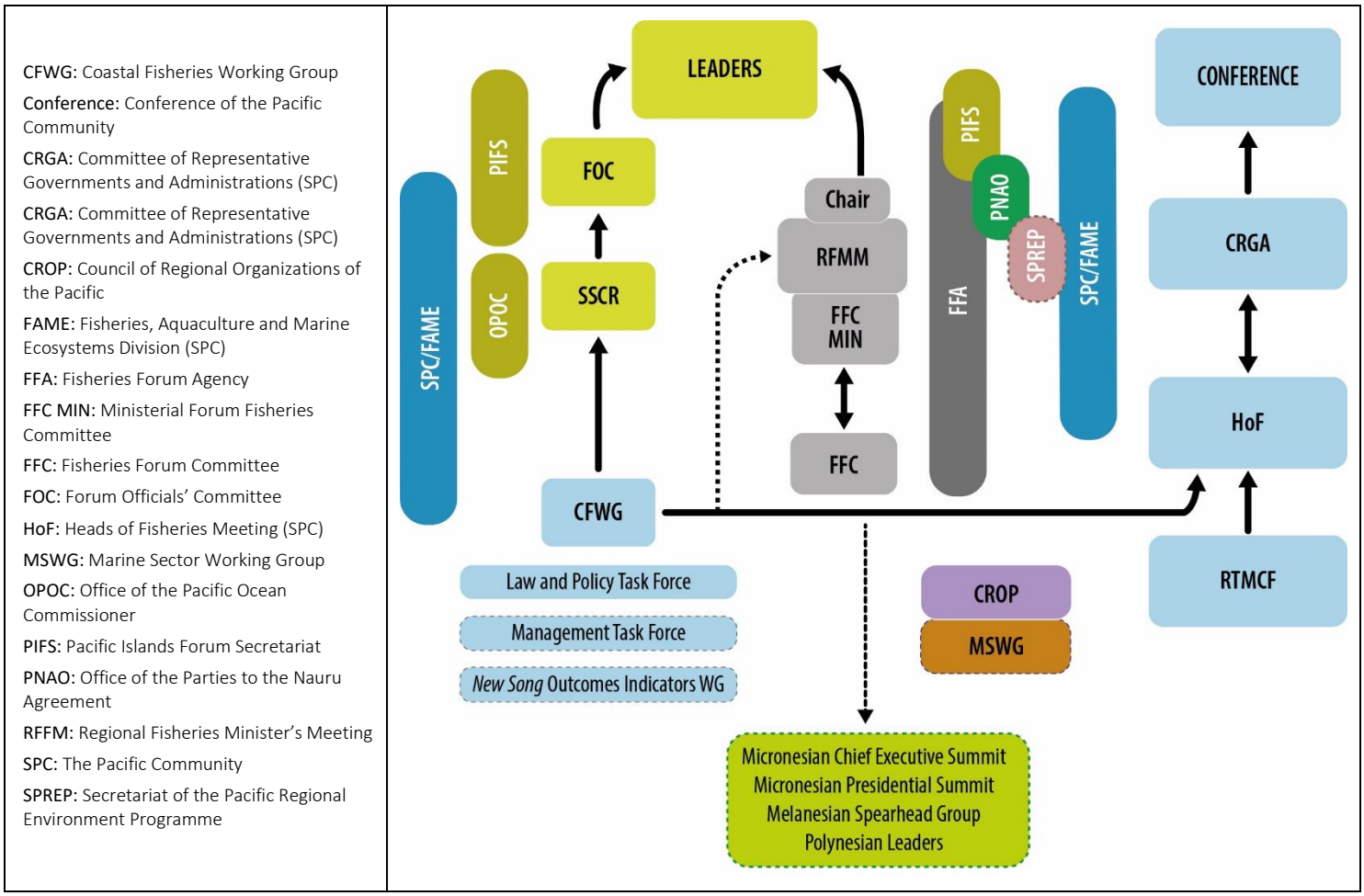

Figure 2: Regional institutional arrangements for coastal fisheries management that evolved in the period 2017-present. The vertical shapes represent CROP agency secretariats. The horizontal shapes represent meetings. Lighter shades of the colour associated with a Secretariat identify meetings that secretariat has primary responsibility for. Secretariats do contribute to the meetings of other CROP agencies. For example, it is envisaged that several CROP agencies will contribute to the RFMM (FFA, SPC, PNAO and, as appropriate, SPREP).

16. Other changes to regional arrangements during the period the CFWG was operational included the establishment of a Regional Fisheries Ministers Meeting (RFMM) in 2019. This was achieved by adding one day to the FFC Ministerial (FFCMIN). In addition to providing an opportunity for Ministers to consider

strategic issues in coastal fisheries and aquaculture, the RFMM will also be the forum for high-level consideration of cross-cutting issues affecting fisheries such as climate change, marine pollution, ocean acidification, sustainable livelihoods and food security. The purpose and role of the RFMM, which is scheduled to meet formally for the first time in 2020, is to consider, discuss and, if appropriate, take decisions on:

- Coastal fisheries issues, including aquaculture, of regional significance and/or high importance, including reporting from the SPC Heads of Fisheries (HoF) meeting, the Coastal Fisheries Working Group (CFWG), and the Coastal Fisheries Report Card on progress of the Regional *Roadmap for Sustainable Fisheries*;
- Broader oceans management and governance issues as they pertain to both coastal and oceanic fisheries such as the impacts of climate change, ocean acidification and marine pollution on fisheries resources, food security and livelihoods;
- Any fisheries implications arising from wider regional policy processes;
- Fisheries issues to be reported to Leaders for consideration under the Standing Item on Fisheries, in addition to the outcomes of FFCMIN pertaining to offshore fisheries issues under the mandate of the Pacific Islands Forum Fisheries Agency (FFA), and consolidated reporting on the *Regional Roadmap for Sustainable Pacific Fisheries*.

17. Secretariat support for the RFMM is provided by FFA in consultation with SPC's FAME, PIFS, the PNAO and, as appropriate, SPREP. With the establishment of the RFMM the JFTF (supported by PIFS, FFA, PNAO with involvement of SPC) was retired by the Forum Leaders in 2019.

18. During the period that it functioned, the CFWG proposed the establishment of three subsidiary task forces or working groups: i) a law and policy task force, ii) a coastal fisheries management task force, and iii) a working group to monitor and report on indicators associated with the *New Song for Coastal Fisheries.* Only the Law and Policy Task Force developed a list of issues that the CFWG agreed required its priority attention. With significant support through FAME, this contributed to REEFLEX, a database of coastal fisheries laws, policies and regulations from SPC members. There is little evidence that significant progress was made on other matters that were identified. Although there is no contention that the issues that were proposed to be addressed by the other two groups were not important issues, it is not evident that either of those groups were successful in providing substantive contributions to the CFWG's work. While CFWG participants did contribute to the Melanesian Spearhead Group's (MSG) *Roadmap for inshore fisheries management and sustainable development 2015-2024*, there is no evidence that the CFWG provided brief reports to the Micronesian Chief Executive Summit, the Micronesian Presidential Summit or the Polynesian Leaders' Summit as provided for in the CFWG's ToR.

3 Successes, challenges and effectiveness of the CFWG

19. The ToR for the CFWG are at **Appendix A**. Stakeholders consulted expressed a variety of views regarding whether the ToR was the entire document, which is titled "Coastal Fisheries Working Group Terms of Reference", or whether the ToR were confined to the third section listing nine action items and headed "CFWG Terms of Reference".

20. This Review treated the entire document as the ToR. A review of the successes, challenges and effectiveness of the CFWG, against the entire ToR document, are presented at **Table 1**. A more detailed review of the third section of the document, CFWG Terms of Reference, is presented at **Appendix D.**

21. The drafting of the CFWG ToR is often imprecise; the wording is broad, open to interpretation and, therefore, an assessment of performance is difficult. For the purposes of this appraisal, the following definitions were applied:

- *Success*: positive outcomes in respect of a service, activity or intervention associated with a CFWG ToR component achieved in part, or in full, because of CFWG-related action.
- *Challenge*: issues that constrained the effectiveness of CFWG actions.
- *Effectiveness*: the success of the CFWG in addressing challenges.

22. In addition to challenges associated with imprecise drafting, the general absence of baseline information representing the status of issues recorded for the attention of the CFWG at the time the CFWG was established means commentary on the performance of the CFWG after four meetings is challenging. Nevertheless, a general qualitative evaluation of *successes, challenges and effectiveness* was undertaken (**Table 1**).

Table 1: A review of the successes, challenges and effectiveness of the CFWG against its ToR based on questionnaire responses, document review and stakeholder consultations.

ToR	Successes	Challenges	Effectiveness
Purpose:			
……to bring together a small standalone stakeholder group of representatives of communities, national and regional Agencies and Institutions to look at the current and potential coastal fisheries initiatives so as to ensure an adequate level of support, resources and services are directed towards assisting national fisheries agencies and local communities implement	The CFWG did bring together a small standalone stakeholder group on four occasions (**see Appendix D**). A total of eight community fisher representatives[9]/CBOs, three NGOs/CSOs, two IGOs/research institutions, 10 SPC members, three donors and four CROP agencies participated in CFWG meetings. 46% of participants across the four CFWG meetings were female.	Because of imprecise drafting, several interpretations of this ToR are possible. At the higher level, on the key issue of whether the group was able to '…*ensure an adequate level of support, resources and services*…' were directed towards coastal fisheries management, neither individual CFWG participants, or the CFWG as a collective, had the capacity to 'ensure' adequate resourcing. Nevertheless, the *Call to Leaders* is evidence of the CFWGs efforts to raise the profile of coastal fisheries with Leaders and influence decision-makers to secure	The CFWG did "look at" current and potential coastal fisheries initiatives but the extent to which this resulted in a material difference to coastal fisheries management by national fisheries agencies or local communities could not be assessed. One indication that the CFWG's 'effectiveness' was raising concern was reflected in the Outcomes Document from HoF11 which "requested that SPC raise the issues of reporting lines and member government and other representation on the Coastal Fisheries Working Group (CFWG) at the next CFWG meeting".

[9] The CFWG ToR state "For the purposes of the CFWG, ideally national coastal fishers' representation should strive to:

(i) Derive from legitimate/representative and acceptable national processes owned and driven by communities
(ii) Demonstrate realistic processes to legitimately consult and represent all community fishers involved in coastal fisheries management
(iii) Include processes to ensure the input of women, youth and marginalized groups
(iv) Is not restricted to communities practicing CBRM".

ToR	Successes	Challenges	Effectiveness
management of their coastal fisheries resources.		increased support for coastal fisheries management. Likewise, adequate in this context is subjective. So, in practical terms, CFWG's target was both difficult to measure and largely beyond their control in any event. At a practical level, short (often <1-day) meetings were considered insufficient to address a diverse agenda including relatively complex issues.	
Structure:			
Chair SPC	SPC chaired the four CFWG meetings	Other than may normally be experienced with a disruption to continuity as a consequence of personnel change, none were identified.	Effective particularly given the venue, logistical and technical support available through the SPC FAME. Alternative chairing arrangements might have been contemplated if the CFWG had been established as a long-term arrangement.
Answers to Leaders	Other than periodic status reports, there is no evidence that Leaders required any specific action or advice from the CFWG in relation to coastal fisheries management which the CFWG was expected to respond to.	The relationship perceived or otherwise, between the CFWG and other regional fora concerned with coastal fisheries.	Although 'effectiveness' *per se* was not referenced, the recommendation by Fisheries Ministers that the CFWG be disbanded and alternative arrangements be explored suggests the CFWG was not providing Ministers with the support they expected.

ToR	Successes	Challenges	Effectiveness
			The fact that Regional Fisheries Ministers expressed concern regarding the CFWG's lack of accountability to member Governments and recommended to SPC that the CFWG be disbanded, suggests Ministers harboured concerns with respect to effectiveness.
Reports to Leaders	The CFWG's *A call to leaders: Most urgent actions required for sustaining or increasing the contribution of coastal fisheries to our communities* in 2018 and SPC FAME's Meeting Paper to SSRC: *Progress Update on the Leaders' Priority Relating to Coastal Fisheries Management* in 2019 positively contribute to advocacy-related outcomes directly associated with the CFWG. The CFWG did facilitate the drafting of a Coastal Fisheries Policy Brief which used bêche de mer as an example of management issues. The Brief was eventually incorporated into the *Call to Leaders.* However, although the Brief was submitted by SPC to the SSCR, it was never formally considered by Fisheries Ministers and was not referred to Leaders. The process associated with preparing the brief, however, did	The relationship perceived or otherwise, between the CFWG and other regional fora concerned with coastal fisheries. Translating raised awareness of issues associated with bêche-de-mer fisheries into action that would lead to effective management of bêche-de-mer fisheries. The Leaders' decision, in 2017, that fisheries constitute a standing agenda item for their annual meeting, and drawing parallels with consideration of tuna under that item, it is reasonable to expect that, had the CFWG continued, more active engagement with Leaders on coastal fisheries would have materialized.	The *Call to* Leaders is a particularly useful document and aligns with/complements the *New Song for Coastal Fisheries* and its annual Report Card

ToR	Successes	Challenges	Effectiveness
	raise awareness regarding bêche-de-mer fisheries management. The primary example of this was the SPC's Deputy Director-General's presentation to the 2018 FEMM in Palau. The presentation drew on the Policy Brief to note that bêche-de-mer is the second most valued marine export in the region, after tuna, but that high levels of corruption and unsustainable management of the fishery could eventually lead to all sea cucumber species being proposed for listing under Appendix II of CITES.		
An extended report and draft leaders' brief will be submitted to Forum Fisheries Committee and Ministers. Comments will be considered in preparing the final brief for submission to PI Leaders via the PIFS/SSCR	Apart from the presentation of draft ToR for the CFWG for Ministers consideration by SPC FAME to FFCMIN no information was available to assess if either "extended reports" or "draft Leaders' briefs" were submitted to FFC or FFCMIN.		
Biannual HoF	There was no HoF meeting in 2018. The minutes of the third meeting of the CFWG were tabled as an information paper, and introduced by the Secretariat, to HoF11 in 2019.		The effectiveness of submitting the minutes of the CFWG to HoF, without an accompanying summary of salient points or strategic issues for the consideration, is limited.

ToR	Successes	Challenges	Effectiveness
Briefs: Other regional and sub-regional meetings	The Call to Leaders did feed into a MSG submission to its governing council, to FFC and was the basis of SPC's submission on bêche-de-mer fishery management corruption to the 2018 Meeting of Forum Economic Ministers (FEMM) in Palau.	There is no evidence that briefs relating to the work of the CFWG were routinely submitted to other regional or sub-regional meetings.	
Exercises equal rights/rules of engagement	There is no evidence to suggest that equality in participation was not supported in full during CFWG meetings. Although difficult to measure, the sharing of information and experience among different stakeholders with similar aspirations for the management of coastal fisheries in SPC members, and securing sustainable livelihoods, was probably valuable.	Apart from standard SPC meeting protocol, the only proposed rule for participation in the CFWG was that all participants must make "special and demonstrable efforts" to canvas their constituencies prior to meetings and inform them of the results of discussions. Some participants may have been disadvantaged by limited technical knowledge or prior experience with regional processes to fully engage on some agenda items. The opportunity to participate in only one meeting meant their capacity to engage was limited. Likewise, some fisheries technical experts with limited, or no, exposure to community	Apart from advice that the LMMA liaised with constituents on CFWG issues, both prior to and after CFWG meetings, the Review consultative process did not provide sufficient information to determine if "special and demonstrable efforts" were undertaken by CFWG participants.

ToR	Successes	Challenges	Effectiveness
		processes, may have been disadvantaged during discussions on agenda items reserved for community-based fisheries processes. Some participants may have been disadvantaged because proceedings were conducted only in English.	
Based on *New Song for Coastal Fisheries* principles	The *New Song for Coastal Fisheries* does not describe "principles" as such. It describes "needs", identifies barriers, the roles of stakeholders, presents a vision and identifies outcomes the majority of which can be aligned with principles. CFWG was broadly based on, and complementary to, the *New Song for Coastal Fisheries*.		
Special attention to coastal communities, gender and youth	46% of participants were female. Eight community fisher representatives participated in CFWG meetings.	"Special attention" is undefined. Resources to support special attention to coastal communities, and gender, and youth were beyond the capacity of the CFWG in terms of both the necessary supporting preparatory work, and the operation of a 1-day CFWG meeting.	Depending on the definition of "special attention", it is not evident that coastal communities, gender and youth received any "special" attention in CFWG meetings. There is no evidence that youth participated in a CFWG meeting. However, youth may have been indirectly represented by other participants in the CFWG through the engagement of those representatives with youth in national or regional initiatives.

ToR	Successes	Challenges	Effectiveness
		While there is certainly a role for youth in community fisheries initiatives at the national level, and their experiences may have regional interest and value, the strategic engagement of youth in a regional forum such as the CFWG was beyond the resources of the CFWG as it functioned in the period 2017-2019. There was no elaboration of what the CFWG was expected to achieve in relation to gender and youth.	
CFWG Terms of Reference	See **Appendix D**		
Proposed membership	The CFWG, across its 4 meetings, did meet the specifications for the categories of representation provided for in the ToR (See **Table 2**).		It is a separate, and quite complex issue, whether the participants in the CFWG meetings were "representative" of the constituency they were identified with (see Section 6.4).

Table 2: Participation and representation in the four CFWG 1-day meetings convened between December 2017 and March 2019.

Meeting	Participation					
	NGO/CSO [Up to 2 reps]	**Community fisher representatives** [Up to 3 reps]	**IGO/ Research organization** [Up to 3 reps]	**Donor**[10] [Up to 2 reps]	**Member** [Up to 3 reps]	**CROP** [Up to 3 reps]
CFWG-1 0800-1200	LMMA-Network WCS TNC	Tonga	ANCORS/ UoW	Australia (DFAT) New Zealand (MPI represented MFAT)	Tonga PNG RMI	PIFS SPC
CFWG-2 0830-1540	LMMA-Network	Solomon Is. Nauru	FAO ANCORS/ UoW	Australia (DFAT) NZ (MFAT) EU	RMI Tonga PNG	SPC FFA
CFWG-3 0830-1510	LMMA-Network WCS	Palau Vanuatu Wallis and Futuna	FAO WorldFish ANCORS/ UoW	NZ (MFAT) Australia (DFAT) EU	Nauru Solomon Is. Tuvalu	SPC PIFS USP FFA
CFWG-4 0830-1220	LMMA-Network WCS	Fiji FSM	WorldFish ANCORS/ UoW	NZ (MFAT) Australia (DFAT) EU	Palau Vanuatu Wallis and Futuna Cook Islands (Observer)	FFA PIFS USP SPC

[10] Australia and New Zealand are also members of The Pacific Community.

4 Lessons

23. Experience across four CFWG meetings between 2017 and 2019 can usefully inform the design of a new mechanism to address key issues in coastal fisheries management that motivated the decision to establish the CFWG by Pacific Island Forum Leaders in 2016. To that end, a selection of the main issues arising (as identified during stakeholder consultations) are presented in **Table 3**.

Table 3: A selection of lessons arising from the four CFWG meetings (2017-2019).

Lessons	Explanation and response options
Keep it simple	While sometimes unavoidable, multiple lines of reporting are generally inefficient, institutionally resource consuming, can lead to conflicting advice, complicate decision-making and disenfranchise constituents.
Terms of Reference: open to interpretation and lack clarity.	Craft ToR that are clear, concise and minimize ambiguity with a view to applying SMART (Specific, Measurable, Achievable, Relevant and Time-bound) indicators to monitor and report on the status of each ToR at any point in time.
Institutional process should be clear, unambiguous and transparent.	By-passing key review and decision-making fora risks disenfranchising key stakeholders. Reporting direct to Leaders by the CFWG neglected the critical relationships between the RTMCF and HoF and Ministers and Leaders.
Minimize uncertainty about who is responsible for what.	Institutional roles and responsibilities should be formally agreed, coordinated and accountable. Apart from the inter-governmental processes, this is particularly important in relation to securing active CSO engagement where certainty about roles is of paramount importance.
Participant representatives of community-based entities unfamiliar with regional processes.	A long-term programme of capacity building and mentoring would strengthen the engagement, and the contribution, of representatives of communities in relatively high-level and technical fora such as the CFWG or RTMCF. Additional effort is required at the national level to raise awareness of regional processes, and relationships to national level actions, as one means to strengthen participation in regional fora by representatives of community-based initiatives.
Civil society participation in regional processes concerning coastal fisheries requires strong advocacy from within fisheries organizations/agencies.	Without advocates for community-driven coastal fisheries management and wider CSO participation on staff in regional organizations and national agencies the potential for achieving meaningful participation by civil society in regional arrangements or processes will be remain challenging.
Additional investment in community-driven coastal fisheries management processes is required in national fisheries administrations.	National fisheries administrations, and subsequently the management and conservation of coastal fisheries ecosystems, would benefit from increased support for capacity building in community-driven coastal fisheries management. This is an endeavor reflected in the *New Song for Coastal Fisheries.* The Activity plan proposed at CFWG-2 did identify support for the review and re-organization of national fisheries administrations

	to strengthen this as an activity implemented by SPC and UoW/ANCORS. Challenges include the low number of coastal communities that have engaged in community driven coastal fisheries conservation and management initiatives, relative to the number of coastal communities across all SPC members, scaling up from locally-based initiatives to broader national application, and elaborating relative roles and responsibilities between communities (local management) and governments (e.g. regulations and export control).
Constraints among some donors relating to funding support for the engagement of community-based experience in regional fora.	As a component of current and future programmes, donors should be encouraged to strengthen support to representation of community-based initiatives in national and regional fora considering coastal fisheries development and management.
Continuity of engagement builds knowledge, experience and capacity among participants but reduces opportunities for sharing representational opportunities.	While capacity building was not a stated objective of the CFWG, it was valuable in providing exposure to regional processes, sharing information and facilitating relationships. Nevertheless, rotational representation, with no subsequent follow-up engagement, may be less productive in relation to building capacity on strategic issues in coastal fisheries management.
Agenda should be constructed based on consensus agreement regarding priority strategic issues.	Agenda for CFWG-like fora should be strategic and formulated to address priority issues rather than presenting a broad and unfocussed "shopping list". The CFWG agenda was broad with significant allocation of CFWG resources to items that, arguably, were SPC FAME's core business, and dealt with elsewhere. The Report Card and *New Song for Coastal Fisheries* monitoring items are examples. Items and issues discussed in CFWG meetings are listed in **Appendix E**.
Community-based fisheries management has broad application	Community-based fisheries management generally engages the community that uses, or benefits from, the resources and associated ecosystem in management and conservation efforts. Communities may be fully responsible or co-management arrangements may be established with, for example, a responsible government agency. The challenge is scaling up from specific community 'projects' to broad national application and benefit.
Focused working groups can achieve meaningful outcomes	Small working groups, with the appropriate expertise, can make generally positive progress in addressing complex issues and making information available to support decision-making. The initial work by the CFWG's Law and Policy Task Force to create an inventory of relevant coastal fisheries law and policy (a first step towards the creation of online application called REEFLEX, developed and maintained by SPC) is a useful example.
Coastal fisheries encompass a broad range of issues most of which, in the Pacific Island's region, involve communities.	There are a range of coastal fisheries development and management issues, such as export provisions and law, that do not necessarily involve communities or community-based fisheries management. Regional fora, such as the HoF and

	RTMCF, need to accommodate discussion relating to these matters.
Participant's experience and specialist knowledge should align with the key strategic issues for discussion.	Rather than attempting to accommodate all stakeholders in a single forum with a broad agenda careful consideration should be applied to i) tailoring participation so that it reflects a focused 'specialist' agenda, and ii) ensuring meetings are resourced/facilitated by expertise with experience appropriate to the agenda.
Coastal fisheries are a genuinely multi-sectoral matter for SPC Governments	SPC fisheries activities engage primarily with national fisheries administrations. Securing sustainable utilization of coastal fisheries resources is a multi-sectoral endeavor that must engage other agencies such as those responsible for the environment.
Coordination and value adding is challenging	There are many CSOs, inter-governmental institutions and NGOs, supporting coastal fisheries in SPC members. Although many interventions are country-specific, coordination, harmonization and knowledge sharing could lead to improved effectiveness.

5 Considerations with respect to future arrangements

24. The Special RFMM decided that the CFWG is to "be disbanded and other options considered for giving effect to the Leaders' decision in 2016 in relation to coastal fisheries." "Other options" leave possibilities open. They range from strengthening existing institutional processes through to establishing completely new fora or stand-alone arrangements dedicated to coastal fisheries management.

25. Clarity regarding the relative roles and responsibilities of the RTMCF and the HoF was provided by HoF11 (paragraph 14) in 2019:

a) Agreed that the Heads of Fisheries Meeting is the only regional forum for discussion and priority-setting for coastal fisheries and aquaculture; for the joint consideration of oceanic and coastal fisheries; and where all SPC Members participate.

b) Recommended that the HoF Meeting continue to focus on guiding FAME's strategic direction and work-plan priorities, to be reflected in SPC FAME Business Plan updates, and consider strategic regional policy and governance issues to be transmitted to the newly established Regional Fisheries Ministers' Meeting and, where appropriate, to the PIF Leaders' meetings.

c) Agreed that coastal fisheries and aquaculture technical issues be dealt with by the Regional Technical Meeting on Coastal Fisheries (RTMCF), with its outcomes forwarded to the HoF Meeting for consideration.

26. The CFWG operated with a broad agenda. Its meetings covered, *inter alia,* both technical and policy matters associated with "current and potential coastal fisheries initiatives", traversing a range of other coastal fisheries-related issues (see **Appendix E**).

27. Possible future arrangements for supporting strategic consideration of coastal fisheries management at the regional level logically starts with an assessment of perceived gaps in current regional institutional arrangements. That is, what priority needs are not being addressed by existing arrangements

and why? The next consideration is whether those priority needs can be satisfactorily[11] addressed by adapting, or refining, existing arrangements and processes. If not, then it is logical to consider if a new arrangement, or arrangements, offers potential to address those needs.

28. Needs in relation to coastal fisheries, and among the motivations for the Leader's decision in 2016, include inadequate collective regional consideration of the role of community-driven coastal fisheries management as an integral component of national-scale management of the coastal fisheries sector supported by governments. It includes under-stated community-driven contributions to addressing threats to coastal ecosystems, promoting sustainable fisheries resource use, sustainable livelihoods and community health, and contributing to national food security. There was also support for strengthening the engagement of non-State actors in efforts to address these issues. While these needs are generally reflected in key regional strategic documents, including the *Future of Fisheries Roadmap* and the *New Song for Coastal Fisheries*, there is a broadly held view, confirmed in the responses to the Review questionnaire and in the majority of consultations with stakeholders, that these needs are still not satisfactorily addressed through current regional processes such as the RTMCF and HoF.

29. There is broad acceptance that, generally, Pacific Island coastal ecosystems, and thus the important fisheries they support, have been under significant, and increasing, threat for some time. These threats manifest in a variety of ways but include coastal habitat degradation, climate change including ocean acidification, land-based sources of pollution, increasing demands for seafood from coastal regions to support growing populations, particularly close to urban centers, inadequate resource management and conservation arrangements and, consequently, resource over-exploitation.

30. These issues, directly or indirectly, have as significant an impact on the lives of people in coastal communities across the region as any other single issue. This is despite years of investment and effort to address many of these threats by a range of national and regional initiatives including, increasingly, civil society.

31. Evidence substantiating the perception that there has been inadequate collective regional consideration of coastal fisheries management, *per se*, is difficult to assimilate. There is no evidence that funding to support coastal fisheries across the region has experienced a significant decline in the last decade. In fact, with support from traditional donors such as Australia and New Zealand, the EU's PEUMP Programme which started in 2018, Ridge-to-Reef projects supported by the Global Environment Facility (GEF), USAID's recent return to the region and numerous sources of support for NGO initiatives, there are significant resources now being applied to coastal fisheries regionally. FAME continues to actively engage with its members, and other stakeholders, to support strategies, such as the *Future of Fisheries Roadmap* and the New *Song for Coastal Fisheries*, to provide confidence that those funds are assigned to address coastal fisheries issues that are the priorities of SPC's members[12]. While much of these regional resources

[11] In this instance, 'satisfactory' broadly means there is general agreement among all stakeholders that both the arrangements, and supporting processes, are efficient in delivering positive outcomes against agreed priorities/needs.

[12] Whether or not resources have been assigned to critical needs in coastal fisheries, such as the differentiated but complimentary relative roles of communities and governments, as anticipated in the *New Song for Coastal* Fisheries, is debatable.

are expended on national initiatives, information on resource allocation to community-based fisheries by national fisheries administrations is difficult to assess [13].

32. One of the few indicators of the relative priority of coastal fisheries and small-scale aquaculture in the regional context are the resources dedicated to it in regional meetings. As FFA's focus is tuna, and the RFMM will only hold its first substantive meeting in 2020, the main meetings in this regard are the HoF, convened to consider policy and strategic issues across the entire fisheries sector for Pacific Community members, and the RTMCF, dedicated to the consideration of technical issues in coastal fisheries and aquaculture. Both the HoF and RTMCF are convened by SPC's FAME Division[14].

33. A review of the agenda for the last three meetings of HoF (2017, 2019 and the provisional agenda for 2020) and the RTMCF (2017, 2018 and 2019) suggests *inter alia*:

- a diverse, ambitious agenda,
- the agenda include a substantial component dealing with administrative matters[15],
- the meetings are designed for officials – the member Governments of SPC. Although not unexpected, Observers representing other organizations and civil society generally have a peripheral role,
- there is limited genuine CBFM experience represented in meetings and much of that present is represented by the CSO Observer community
- there is limited community representation in the meetings, and
- substantive issues in coastal fisheries management get limited consideration.

34. A high-level assessment of the agenda of the HoF and RTMCF, using the indicative time allocated to different agenda items for the six meetings between 2017 and the scheduled HoF in 2020 is presented at **Table 4**.

35. Although the allocation of time to an agenda item is not necessarily i) a reflection of the priority of that particular issue, nor ii) a pointer to the quality of outcomes that might be achieved within that time frame, there are limited alternative metrics against which to evaluate consideration of community-

[13] The collection of information on national fisheries budgets was an activity proposed for further examination by the CFWG, to update the study commissioned to inform the *New Song* in 2015 (http://bit.ly/budgetstudy2015), but that did not eventuate. FAME's MEL Unit has been collating information relating to the proportional allocation of resources to coastal fisheries in national fisheries administrations. The median level of governments' financial commitment to coastal fisheries activities as a proportion of the total national budget was 0.2% (range 0.01% to 1.4%, n=12 PICTs). The median proportion of fisheries budgets allocated to coastal fisheries was 40% (range 3% to 100%, n=14). The median proportion of fisheries staff working in coastal fisheries is 51% (range 14% to 100%, n=17). Data from eight PICTs showed a total ratio of one coastal fisheries staff member to 354 households participating in fisheries.". *Pers. Comm.* Connie Donato-Hunt and Terry Opa, SPC's FAME Monitoring Evaluation and Learning (MEL) Unit.

[14] The HoF is a SPC member governments' meeting. It is open to observers. The RTMCF is less formal and is not considered to be a formal meeting of SPC member governments in the same manner as is the HoF. The RTMCF was established to bring together technical expertise in coastal fisheries and aquaculture. The fact that national delegations sit at the main table behind their national flags is, according to FAME staff, simply inherited from the original 'RTMF'. At the three RTMCF meetings convened to date, non-government participants have been encouraged to fully engage. The SPC Secretariat note that two things work against a rich exchange and flow of ideas: 1) the need for simultaneous interpretation; and 2) the layout of the main conference room with the 'round table'. These are among the reasons breakout groups have become increasingly utilised in these regional meetings. In addition, NGOs and CSO are self-fund which is a constraint to their regular participation.

[15] This is not unexpected on the basis that the HoF is the primary forum for guiding, and monitoring, the work of FAME.

related coastal fisheries issues and the engagement of non-State actors in existing regional fisheries fora such as the HoF and RTMCF.

36. The decision to establish the RTMCF, at the request of Tuvalu in 2016, offered a significant stimulus to the regional profile of coastal fisheries and small-scale aquaculture and suggested that opportunities for collaboration among SPC members to address some of the longstanding issues in this sector would be substantially strengthened.

37. There have been three RTMCF meetings since 2017. The length of the meeting has varied between 3 and 5 days for each meeting (a total of 91 hours of plenary). The first meeting was dedicated to data, data management and data use. Across the other two meetings, bêche-de-mer has benefitted from a relatively significant allocation of plenary time with community-based fisheries issues, either explicitly or implicitly, catered for in the RTMCF-2 agenda, including in relation to gender and social inclusion, and a full day dedicated to community-based fisheries in RTMCF-3. While this is certainly viewed positively, based on questionnaire responses and discussions with stakeholders, there remain concerns regarding the:

- strategic goals in relation to CBFM in the RTMCF i.e. both the goals for discussion of CBFM in the RTMCF and the goals for CBFM in practice,
- time assigned to genuine consideration of CBFM,
- expertise available to the meeting to support CBFM,
- the representativeness of participation for community-based fisheries initiatives,
- limited experience of some participants with significant community-based fisheries background in RTMCF-type fora, and
- differences in views among representatives from national fisheries administrations and civil society regarding the role of non-State actors in these meetings which, subsequently, influences participation and engagement.

38. In relation to the HoF, actual plenary hours have fluctuated for the three meetings. In 2018, HoF10 supported 28 hours of plenary. In 2019, HoF11 had 19.5 hours and 21 hours are provisionally scheduled for HoF12 in May 2020 (**Table 4**). Although it is imprecise, the proportional allocation of plenary time to coastal fisheries and aquaculture[16] discussion is generally between 16 and 25% of total HoF plenary time with approximately 5% of plenary time provided for statements by observers[17].

39. The establishment of the RTMCF did provide valuable additional opportunities to consider technical matters relating to coastal fisheries but, at the region's most important body for the consideration of strategic and policy matters for coastal fisheries, approximately 17 hours of plenary discussion on coastal fisheries management occurred over four years across three meetings of HoF. Although somewhat simplistic, this suggests current arrangements are inadequate to make progress

[16] Although it has received significant investment over many years, aquaculture still produces less than 2% the value of coastal fisheries production regionally (excluding French Polynesia and New Caledonia which are responsible for 90% of the region's aquaculture production (Gillett, 2016)) and impacts a relatively small proportion of the region's population.

[17] For both the RTMCF and the HoF, FAME staff report there has been explicit requests for more time in breakout groups as participants find these a more effective way to voice their concerns and ideas. Observers are encouraged to fully participate in these breakout groups. The times referred to in Table 4 include the time allocated for any breakout sessions. In addition, numerous project- and donor-related meetings take place during the week on days plenary does not meet.

addressing coastal fisheries management issues that are so central to the future of Pacific Island communities, their health and livelihoods expected by Leaders.

Table 4: Indicative allocation of HoF and RTMCF meeting time to coastal fisheries management (2017-2020).

Meeting	Agenda Item	Total and proportion of the Plenary Agenda in hours[18].
HoF12 2020 [provisional agenda]	Statements by members and observers	0.75 (3.6%)
	Coastal Fisheries Programme	2.75 (13.0%)
	Aquaculture	1.00 (4.80%)
	Coastal Fisheries Working Group	1.75 (8.33%)
		5.75 hours (27.3% of 21 hours of plenary)
	Monday: USAID coastal project	
	Friday: PEUMP and MFAT	
HoF11 2019	Statements by observers	1.00 (5.10%)
	Coastal Fisheries Programme	1.50 (7.80%)
	Gender and social inclusion	2.00 (10.3%)
	Sea cucumber	1.50 (7.7%)
		6.00 hours (30.8% of 19.5 hours of plenary)
	14 and 15 March: Additional meetings	
2018	No HoF	
HoF10 2017	Statements by observers	1.50 (5.4%)
	Coastal Fisheries Programme	1.50 (5.4%)
	New Song	1.00 (3.6%)
	Sea cucumber	2.00 (7.1%)
		6.00 hours (21.4% of 28 hours of plenary)
	MFAT coastal fisheries governance project	1.50 hrs
	MFAT aquaculture development project	1.50 hrs
RTMCF-3 2019	While many issues across the 5-day agenda (35 hours of plenary) were of relevance to communities and coastal fisheries management, including a day reserved for consideration of MCS&E in coastal fisheries, one full day (7 hours of plenary) was dedicated to community-based fisheries. Most agenda items appear to have been introduced and led by either national fisheries officials or staff from SPC. There is no indication, from the outcome document or the agenda, of the role of civil society or representatives of communities in these discussions.	

[18] At both HoF and RTMCF meetings additional time may be available if breakout groups are utilized to further consider a particular item although, generally, these occur in place of a plenary session. Meetings in the margins, such as steering committees, generally address project-specific issues.

RTMCF-2 2018	A 3-day meeting with one additional day for the introduction of PEUMP Programme. CFWG CBO participants, funded by DFAT, participated in the RTMCF. The RTMCF plenary provided for discussion on the RTMCF action plan, presentations by national representatives and updates on the coastal fisheries report card. Included in the 21 hours of plenary was 3.5 hours reserved for discussion on gender and human rights in fisheries and 3.5 hours which was dedicated to bêche-de-mer fisheries and their management. The final day was dedicated to the PEUMP project's KRA3 (Coastal Fisheries) Inception Meeting. It is noteworthy that five places were reserved at the main table for CSO representatives at this meeting.
RTMCF-1 2017	RTMCF-1 was dedicated to data collection, management and use including applications and engagement of communities in data collection. At least five working group sessions were held across the 5-day meeting (35 hours of plenary). NGOs present participated actively in the working groups. One NGO introduced one agenda item during plenary.

6 Options

40. Rather than establish a new mechanism and/or entity to replace the CFWG to give effect to the Pacific Island Forum Leaders' decision, it is recommended that, in the first instance, SPC members utilize the framework already in place through the RTMCF and HoF and adapt that to strengthen consideration of CBFM and CSO engagement. Possibilities to support that endeavour are presented here for the consideration of SPC members and other stakeholders[19].

6.1 Guiding principles

41. Consideration of a future mechanism to replace the CFWG should commence with identification of guidelines to inform a future scheme. These were identified through analysis of the background material and discussions with stakeholders.

42. At the higher level, guidelines should include:

- maximize the use of existing processes rather than establish new arrangements;
- add demonstrable value;

[19] In undertaking this reform SPC FAME is encouraged to actively engage with, and be informed by, numerous on-going and planned initiatives or programmes actively involved in CSO engagement. These include:

- the Organization for Economic Cooperation and Development (OECD's) *Busan Partnership for Effective Development Cooperation* which sets out principles, commitments and actions supporting effective co-operation in international development;
- Pacific Islands Forum Secretariat - CSO Engagement Strategy 2016 (scheduled for review);
- SPC's Social Development Programme's CSO engagement strategy;
- CROP Heads' initiative for engagement with CSOs (currently on-hold due to COVID-19);
- PIFS Non-State Actor (NSA) Forum;
- regional NGOs, and
- SPC's Regional Rights Resource Team (RRRT).

- strive for efficiency; and
- keep it simple without compromising performance.

43. At the more practical level, the concepts to guide the operation and functioning of any new arrangement or process could consider:

- focus on CBFM – maintain a disciplined agenda dedicated to strengthening management of coastal fisheries resources,
- national sovereignty over coastal fisheries policy – embed structures and processes that supports SPC member responsibility for national coastal fisheries policy,
- sharing of knowledge and learning experiences – to openly exchange new knowledge and learnings for mutual benefit,
- respectfulness in engagement – listen to experience and embrace participation based on equity and a commitment to shared goals and values,
- strive for representativeness – encourage inclusiveness by nurturing opportunities for participation by those most directly affected by threats to coastal fisheries[20],
- transparency – promote open communications, outreach and awareness-raising across all components of the engagement process,
- equal opportunity for engagement – support equal opportunities for contributions and engagement across the entire consultative process, including women and youth,
- cost effectiveness – strive for efficiency in the utilisation of limited resources,
- networking and relationships – explore, and promote, opportunities for building lasting, mutually beneficial, partnerships,
- value-add – critically assess processes and arrangements to confirm they deliver on expectations for strengthened CBFM in an efficient manner,
- capacity building – actively research opportunities to build capacity among all stakeholders to achieve coastal fisheries management at meaningful scales (e.g. national) built on participatory CBFM, and
- build on experience – initial endeavours may not deliver the outcomes expected. Learn from lessons and persevere.

6.2 Proposed structure and function

44. Consultations with stakeholders identified two options offering potential to meet similar objectives as were originally envisaged when the CFWG was proposed in 2016[21].

45. Consistent with the Leader's directive from 2016, both options involve a change to the structure and format for the RTMCF to achieve stronger emphasis on CBFM. Both provide opportunities for the meaningful engagement of fishers[22], CBOs, NGOs and CSOs in the consideration of priority issues directly

[20] Acknowledging that, for many legitimate reasons, to date, only a relatively small proportion of coastal communities, or fishers, across the region have been exposed to CBFM.

[21] These are in addition to the possibility of a broad-based, relatively large, international conference engaging practitioners representing a range of stakeholders from the national, regional and international community held every 2- or 3-years. Although such an event may be of periodic value this would require significant financial commitment and is not consistent with the principle of making best use of existing arrangements. It may be useful to further consider this potential mechanism to raise the profile of coastal fisheries management in the future.

[22] Refer to footnote 9.

relevant to coastal fisheries management and securing sustainable livelihoods for coastal communities in SPC members. They also provide a mechanism for raising the profile of coastal fisheries generally in the region including through strategic reporting on coastal fisheries to Leaders as provided for in the *Future of Fisheries: A regional roadmap for sustainable Pacific fisheries* and *The New Song of Coastal Fisheries.*

46. The proposed refinements draw on tested institutional processes that support the programme of work in many regional fisheries management organizations (RFMO), such as CCAMLR and WCPFC, and in which SPC members' experience continues to accelerate.

47. It is proposed to apply this experience to benefit coastal fisheries management through establishing i) a CBFM item in the agenda of the RTMCF over 2 days, or ii) a 2-day pre-RTMCF meeting focused on CBFM. Such arrangements would adhere to the high-level guiding principles identified in section 6.1 and preserve the RTMCF as the regional forum for consideration of technical and strategic issues in coastal fisheries of national priority as agreed by HoF11.

6.2.1 Option 1: A CBFM item incorporated into the agenda of the RTMCF

48. It is proposed that a CBFM agenda item take the form of a subsidiary meeting within a meeting. This is similar to a governing body of an RFMO delegating items for specialist attention, such as finance and administration or a technical matter such as seabird by-catch, to a subsidiary body such as a sub-committee or working group. The subsidiary body works to terms of reference approved by the governing body (in this case the RTMCF or the HoF), agrees to convening arrangements and is provided with the necessary resources to enable it to undertake its work within an agreed timeframe.

49. In the case of the RTMCF, where the meeting is primarily convened for officials of national fisheries administrations with other stakeholders such as representatives from CSOs, IGOs, academia and donor agencies participating as Observers, it is proposed that responsibility for the CBFM agenda item be delegated to Observer organizations or agencies whose core business, and recognized experience, is CBFM.

50. It is proposed that, for this agenda item only, representatives from national fisheries administrations would participate actively in discussions but rather than the main table being reserved for them, the main table would be shared by both representatives from national fisheries administrations, without their national flag, and representatives from community-based organizations and NGOs.

51. The responsibilities for management of this item, including chairing during plenary, would rest with a convener, or co-conveners, with applied, proven experience and participation in CBFM, selected by the RTMCF. Conveners would consult with the chairperson of the RTMCF and SPC FAME regarding management of this agenda item which would draw on strategic direction arising through the RTMCF from previous years, the HoF, the RFMM and outcomes and direction provided by Leaders in respect of coastal fisheries resources management. Its primary intention will be to elevate consideration of CBFM experience and issues from across SPC members, consider lessons identified and possibly learned, identify capacity building needs and opportunities, discuss livelihood impacts and responses and consider on-going needs, for example in relation to sustainable financing.

52. Conveners, the RTMCF chair and SPC FAME would also consult on the possible use of resource people or experts with the capacity to contribute substantively to the topics listed for consideration under its agenda.

53. To support national-level nomination and selection processes for participation, provisional agenda would be prepared and distributed to all stakeholders for comment, by FAME, well in advance (60 days) of the meeting. SPC, in consultation with SPC members and the CSO community would develop, and publicize, a transparent nomination and selection process for CSO participation possibly utilizing a similar process as was used to select community fisher/CBO participation in the CFWG. Although slightly different processes may need to be tailored to accommodate the views of individual SPC members, generally, SPC FAME would call for expressions of interest from the CSO community following which, subject to funding availability from SPC or other sources, representatives would be selected to participate in the meeting[23]. This would not preclude other CSO representatives participating in the meeting through a direct expression of interest to SPC. SPC may occasionally have access to funding to support such participation but, in most cases, these participants would be self-funded.

54. The main plenary of the RTMCF would receive an outcomes report from the convener(s) of this agenda item. The report would be adopted by consensus and will focus on providing guidance on common issues affecting CBFM. While the RTMCF plenary may pose questions and seek clarification in relation to the report, the report from this item would be incorporated unchanged into the report of the RTMCF main meeting, which would be forwarded to HoF. The RTMCF report to HoF would reflect any issues raised by the RTMCF in response to reporting under this agenda item.

55. HoF may also consider formally responding to the RTMCF's report. It could do this by, for example, providing advice, or requesting additional information in relation to issues raised in the report, to be tabled for consideration at the next session of the RTMCF.

56. The key elements of the proposed refinement for the RTMCF are summarized in **Table 5**. A schematic representation of the refined RTMCF in regional institutional arrangements supporting decision-making is at **Figure 3.**

[23] Endorsing, or selecting, CSO representation is a sensitive matter for some governments. Some government agencies are comfortable with full independence of CSOs that operate at the national level participating in regional fora. Others may insist that, at a minimum, CSOs participate as an endorsed member of the national delegation. It is a basic feature of civil society that it functions independent of government. The initiatives identified at footnote 17 may be able to advise on mutually acceptable processes to accommodate sensitivities.

Table 5: Proposed arrangements for a re-structured RTMCF.

Meeting arrangement	RTMCF	CBFM agenda item
Frequency	Annual	
Duration	5 days (35 hours of plenary)	2 days (14 hours) within the 5 days
Chair	Senior official from a fisheries administration in a SPC member	Convener(s): Representative of a CBO/NGO or co-chairing by two CBO/NGO representatives
Agenda preparation	Chair of the RTMCF, the Convener(s) of the CBFM item and FAME.	Convener(s) of the CBFM item, the Chair of the RTMCF and FAME
Agenda topics (subject to periodic review)	Technical matters associated with: • FAME milestone reporting - the status of coastal fisheries and aquaculture • National priorities – actions and achievements • Small-scale aquaculture • Community-based fisheries management (Report) • Emerging issues	See Box 1 • Lessons learnt (in CB processes) • Capacity building gaps and needs • Partnerships and relationships • Supporting sustainable livelihoods • Monitoring 'success' – what is 'success' and how to measure it.
Agenda circulation	60 days prior to the meeting	60 days prior to the meeting.
Participation	Coastal fisheries and aquaculture officials from SPC member national fisheries administrations	Representatives of CBOs, CSOs, NGOs and SPC member national fisheries administrations. Other IGOs with demonstrated experience in CBFM.
Observers	Donors, CSOs, NGOs, IGOs	Donors, IGOs
Reporting	Plenary discussion on the report of the coastal fisheries management item presentation reflected in the report to HoF. Report, adopted by consensus, submitted to HoF. If consensus is not possible, opposing views are recorded.	Report, adopted by consensus, presented to the RTMCF. If consensus is not possible, opposing views are recorded.
Secretariat support	FAME	FAME
At HoF	Chair of RTMCF	Convener(s)
Resource support	FAME staff and occasional subject matter experts	FAME staff and experienced community-based practitioners.
Review of operations and value	At the end of every meeting	At the end of every meeting
Sustainability	A combination of national responsibilities, NGO/CSO and donor funding.	A combination of national responsibilities, NGO/CSO and donor funding.

CBFM: Community-based fisheries management

Conference: Conference of the Pacific Community

CRGA: Committee of Representative Governments and Administrations (SPC)

FAME: Fisheries, Aquaculture and Marine Ecosystems Division (SPC)

FFA: Fisheries Forum Agency

FFC MIN: Ministerial Forum Fisheries Committee

FFC: Fisheries Forum Committee

HoF: Heads of Fisheries Meeting (SPC)

PIFS: Pacific Islands Forum Secretariat

PNAO: Office of the Parties to the Nauru Agreement

RFFM: Regional Fisheries Minister's Meeting

RTMCF: Regional Technical Meeting on Coastal Fisheries

SPC: The Pacific Community

SPREP: Secretariat of the Pacific Regional Environment Programme

USP: University of the South Pacific

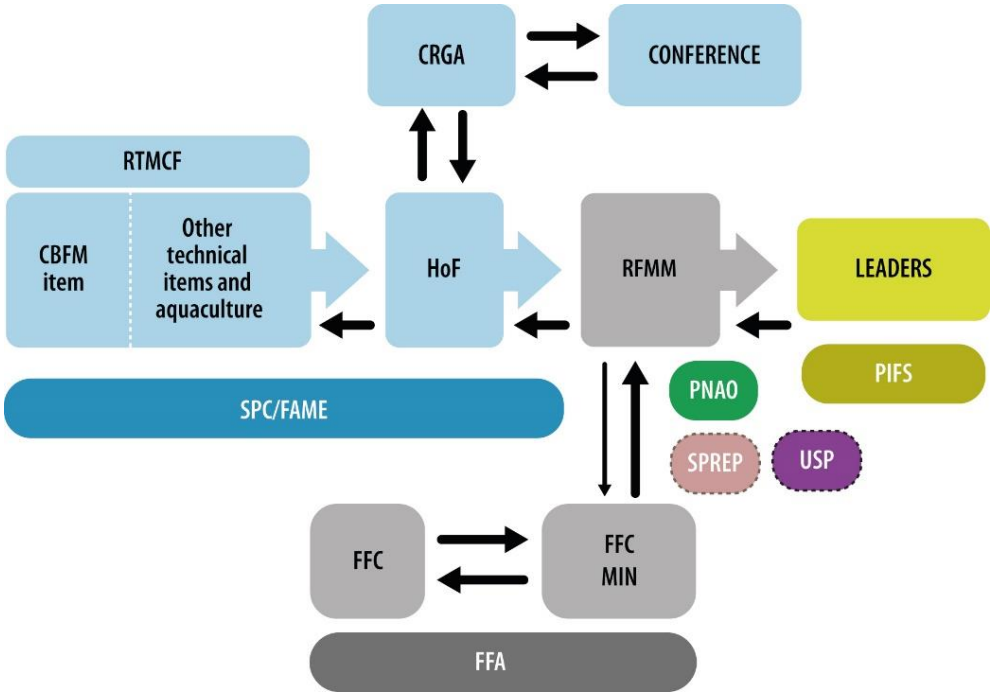

Figure 3: Option for strengthening the consideration of priority issues in CBFM supporting strengthened NGO/CSO engagement within the regional institutional framework for fisheries. The CBFM item may be i) incorporated to the RTMCF agenda or ii) convened as a stand-alone meeting immediately prior to the RTMCF.

6.2.2 Option 2: A 2-day pre-RTMCF meeting focused on CBFM

57. A 2-day meeting in advance of a 3-day RTMCF would use the same format as proposed for managing an agenda item within the RTMCF agenda and so, presentationally, **Figure 3** is representative of the possible arrangement. The meeting would be convened as a stand-alone meeting and the RTMCF agenda would include an item for receiving a report from the 2-day CBFM meeting. The CBFM agenda item report would be incorporated into the RTMCF report unchanged, with any discussion within RTMCF on the CBFM meeting outcomes reported separately. Considerations in relation to this Option relative to Option 1 are summarized in **Table 6**.

Table 6: Considerations relating to promoting coastal fisheries management discussions through either i) the establishment of a standing item on the RTMCF agenda, or ii) convening a separate meeting in advance of the RTMCF.

Issue	Consideration
Guiding principles	The addition of another meeting to the regional fisheries calendar is not supported by most stakeholders consulted. However, if the proposed meeting is 'piggy-backed' on an existing fisheries meeting, as is intended with the RTMCF, it may receive more favourable consideration.
Secretariat resources	The administrative, logistical and technical demands on SPC to arrange a stand-alone meeting will not be significantly different between the two Options presented.

Costs	Participant costs and SPC staff meeting support-related costs will be similar for both Options.
Interactive and dialogue opportunities	Although to an extent determined by funding support, and perhaps conditions associated with receiving funding support, a separate meeting in advance of the RTMCF risks, albeit remotely, having different participation in each meeting. This could adversely impact interaction and dialogue. For example, some participants may elect not to participate in the CBFM meeting and only attend for the RTMCF itself. The intent is that all participants are present for the 5-days of the RTMCF whichever option is selected.

58. Draft ToR and agenda for the CBFM agenda item in the RTMCF (Option 1), for consideration by HoF, is presented in **Box 1**. The same structure and content could apply to Option 2.

Box 1. *Draft Terms of Reference – CBFM agenda item in the RTMCF*

The Regional Technical Meeting on Coastal Fisheries has established a standing agenda item to provide information and advice to Heads of Fisheries for informing Leaders on priority issues associated with the sustainable use of coastal fisheries resources and initiatives to strengthen social, economic and ecological outcomes.

Recognizing SPC member government responsibility for coastal fisheries at the national level, the focus is on issues of regional significance to community-driven coastal fisheries management generally.

The item will encourage the sharing of information and knowledge that contributes to community-based development, management and conservation of coastal fisheries among the members of the Pacific Community within national fisheries administrations and among civil society organizations actively engaged in CBFM.

At each RTMCF the CBFM agenda item will include:

- Lessons learned from CBFM initiatives

Experience and lessons learned in three community-based fisheries initiatives. Presentations under this item will describe: the context in which the initiative was implemented, a summary of threats to coastal fisheries resources that were identified to be addressed through the initiative, responses including achievements and challenges, and on-going needs in relation to each initiative. The Meeting will summarize the outcomes of discussion with a focus on issues arising of potential regional application and benefit. Particularly attention will be given to experience with scaling up initiatives for wide implementation.

- Capacity building gaps and needs

This item will include presentations from practitioners, including from national fisheries administrations and CBO representatives, that profile capacity building needs, responses and outcomes. The Meeting will discuss the development of capacity in CBFM and identify priorities for on-going capacity building.

- Partnerships and relationships

Presentations from practitioners, including from national fisheries administrations and CBO representatives, will describe the process, and corresponding outcomes, associated with establishing partnerships and relationships. The Meeting will discuss key features of relationships and partnerships that are successful in addressing threats to coastal fisheries and which establish enduring outcomes for community-based fisheries.

- Supporting sustainable livelihoods

Each meeting will receive presentations from two community-based fisheries initiatives that addressed issues relating to the promotion of sustainable livelihoods.

- Measuring success and addressing challenges

Each meeting will discuss measures of success for CBFM initiatives in terms of social, economic and ecological outcomes. What makes, and what breaks, CBFM initiatives?

The Meeting will present a summary report, with recommendations, for further discussion and/or clarification in the RTMCF.

The Report under this agenda item, together with any comments following presentation of the report to the RTMCF plenary, will be included in the report of the RTMCF to HoF.

6.2.3 Ad hoc groups

59. When a topic or item is identified as requiring special attention it is not uncommon for RFMOs, by consensus decision, to establish *ad hoc* groups, that are assigned a specific task. Such *ad hoc* groups operate to ToR, specify facilitation roles including convening arrangements, reporting timelines and membership that are developed and endorsed by the main meeting. In the case of the RTMCF, if an *ad hoc* group was contemplated it would be the RTMCF that formally endorsed its work.

60. A*d hoc* groups may meet physically in the margins of a meeting. However, often the issues identified for additional attention require more time than is normally available in the margins of a 5-day meeting. As a result, *ad hoc* groups often undertake the work required inter-sessionally. They work virtually using email and on-line meeting facilities such as Skype, Zoom or e-Groups. The group tables a report summarizing their work to the next regular meeting for discussion. Participation is on a voluntary basis and generally no fees or other costs, other than associated institutional time and personnel costs for each participant, are incurred. This is not dissimilar to how the CFWG proposed to support the two task forces and working group that it discussed establishing. Considerations in relation to the operation of an *ad hoc* groups are presented in **Table 7.**

Table 7: Proposed arrangements supporting an ad hoc specialist working group.

Elements	***Ad hoc* Task Force or *Ad hoc* Expert Group**
Duration	Flexible. On-going or established with a specific timeframe. May be able to complete its work in the margins of the current meeting but more often it functions during the inter-sessional period between regular meetings of the main body.
Chair arrangements	Flexible. Representative of a CBO/NGO, co-convening by a CBO/NGO representative and a representative from a national fisheries administration.
Terms of Reference	Drafted and agreed by the RTMCF
Participation	CBOs, CSOs, IGOs, NGOs Officials from SPC member national fisheries administrations, Donors, IGOs
Observers	At the discretion of the RTMCF
Reporting	Report, adopted by consensus, to RTMCF. If consensus is not possible, opposing views are recorded.
Secretariat support	FAME
Resource support	Experienced CBFM practitioners.
Review of operations	Standing agenda item. Periodic status reporting and at the completion of the *ad hoc* group's consideration of the issue assigned to it.
Sustainability	Funding would be a combination of national responsibilities, CSO and donor funding.

6.3 Cost considerations

61. For national fisheries administrations, NGO representatives, community-based organizations and regional agencies alike, funding to support the convening of regional fisheries meetings is a perennial challenge.

62. Under current arrangements, FAME has funding to support two representatives from most national fisheries administrations to the RTMCF through to the end of 2020. One is nominated based on responsibilities related to coastal fisheries and the other with aquaculture[24].

63. The costs of convening the three RTMCF's between 2017 and 2019 ranged from €113-159,000 each (approximately US$122-172,000/meeting). Airfares and accommodation supported from SPC sources averaged €2,800 (US$3,100)/sponsored participant per meeting.

64. If one additional participant in the RTMCF with experience in community-based fisheries was to be supported from SPC, or other sources, the additional funding that would be required for the 22 members normally sponsored by SPC would be approximately €62,000 (US$67,000)/meeting. Representatives of regional BGOs and expert practitioners engaged to facilitate such sessions may incur additional costs.

[24] Eligibility for Overseas Development Assistance (ODA) currently constrains the allocation of some donor funding by regional agencies such as SPC. In addition, on occasion, a member may be ineligible for funding support because of sanctions applied as a result of arrears with its membership contribution to SPC.

65. The funding secured for recent RTMCFs and HoF is summarized at **Appendix F**. Provisional identification of potential support for future RTMCF's and HoFs is identified although, in the current global economic environment, there is significant uncertainty associated with potential future funding arrangements.

6.4 Participation and 'representativeness'[25]

66. There are several options for attracting the participation necessary to provide broad representation of community-based fisheries from among SPC members that could deliver the quality of discussion expected.

67. The topic of representation presents significant challenges. Financial constraints mean that participation at any regional fisheries meeting, whether that be by officials, or others, is constrained. As a result, the broad endeavour is to secure the most representative participation possible with the financial resources available.

68. Unlike some other regions, for example the Caribbean, CBFM initiatives in the Pacific Islands region are not supported by an extensive and well-developed network of associations which are authorized to represent community-based initiatives across a range of technical and policy fora. Instead, in the Pacific Islands, individual community-based initiatives are supported by either national fisheries administrations, which continue to build capacity in participatory approaches to fisheries management, or individual NGOs. In other cases, communities practicing CBFM are not formally linked to any organization. Some NGOs engage across several communities and some NGOs network at the regional level through arrangements such as the Pacific Islands Association of NGOs (PIANGO) and the Locally-Managed Marine Area (LMMA) Network.

69. The NGO community generally has extensive experience supporting processes that promote 'representativeness' to select participants when numbers are limited because of resource constraints. Although administratively demanding, the selection process is relatively robust and transparent. In the absence of associations, the CFWG drew on the regional NGO community, which applied established processes, to support the selection of the CBOs that participated in the four CFWG meetings. Although the experience was limited, it was reported to have worked reasonably well, and the lessons identified and possibly learnt are valuable when considering future arrangements to replace the CFWG.

70. Some SPC members are of the view that CBOs and NGOs should participate in regional meetings as members of the national delegation, pointing out that this is not uncommon in RFMOs such as WCPFC. Many delegations to RFMOs call for nominations from the NGO community to be included in their national delegation well in advance of the meeting to be attended. NGOs are generally selected based on their demonstrated expertise or experience directly relevant to topics for discussion on the forthcoming meeting's agenda. In most cases, they are self-funded. If selected, they may participate in national delegation caucuses in the margins of the meeting they attend.

[25] Refer to footnote 19 relating to international, regional and SPC initiatives that could usefully inform the development and implementation of initiatives to strengthen CSO participation and engagement in regional fisheries fora.

71. It is common that the 'parent' of the NGO included on the national delegation has also been formally admitted to the meeting as an Observer, sitting on the margins of the main table behind their own name plate. As a result, it is not unusual for NGOs to be represented at some RFMO meetings on multiple delegations. Throughout the meeting, NGOs participating as a member of a national delegation will also participate in meetings of their 'parent' body that may be arranged in the margins of the main meeting (after hours, lunch sessions, etc.).

6.5 Building engagement capacity

72. Participants in the CFWG commented that, although value was achieved by the participation of community fisher/CBO representatives it was apparent that many of these representatives were unfamiliar with the process they were engaged in and had limited understanding of what was expected of them.

73. Consultations with stakeholders during this Review identified three actions that, individually or collectively, may be considered to assist with addressing this challenge:

- schedule an orientation session in advance of formal meetings where regional institutional processes associated with coastal fisheries are described to participants who have not engaged in regional fisheries meetings previously. This would require the addition of a block of time to the main meeting; and/or
- task FAME staff to run awareness-raising sessions for national fisheries administrations and other stakeholders during in-country visits. The purpose of the sessions would be to describe regional fisheries institutional arrangements, relationships, supporting processes and profile the agenda and functioning of a typical fisheries meeting; and/or
- FAME to establish partnerships with either i) national fisheries administrations, or ii) local NGOs to run such awareness-raising sessions in-country on FAME's behalf.

74. Adding to the CBFM expertise among FAME staff, at senior adviser level, would provide additional competency for FAME to support increased, focused, attention on CBFM for SPC members.

6.6 12th Heads of Fisheries meeting outcomes and implementation plan

75. The Draft Review Report was discussed at HoF12 which convened virtually 12-14 May 2020 (Working Paper 6). The HoF12 was invited to consider refinements and adaptations to the RTMCF as the means to achieve an increased profile for coastal fisheries as envisioned by Leaders in their decision that led to the establishment of the CFWG in 2016 and to strengthen initiatives for sustainable coastal fisheries that support livelihoods and community well-being in SPC members.

76. Feedback on options and recommendations for increasing the engagement of non-state actors in Pacific Islands' regional coastal fisheries governance was encouraged. Advice was also sought in relation the two options presented for incorporating CBFM into the RTMCF format, chairing or convening arrangements and the invitation process to ensure appropriate representation and participation.

77. A small working group met after the Day 2 session of HoF12 and provided recommendations, to be trialled at the 2020 RTMCF4, for the HoF meeting to consider. Heads of Fisheries generally supported the working group's recommendations:

a. the approach of the 2-day CBFM session being incorporated into the RTMCF4 meeting in 2020;

b. an independent consultant be appointed as the convenor of the CBFM session during RTMCF4 in 2020;

c. invitations to participate in the CBFM session will be extended to a range of non-state actors with relevant technical expertise who are representative of civil society rather than representatives of organisations;

d. the CBFM session will discuss and recommend a chair for its future, and forward that to HoF13 for approval;

e. the CBFM session would operate in its first year under the terms of reference proposed in the Review, and

f. the CBFM session would continue to be refined through advice from HoF to the RFMM.

78. HoF12 was invited to provide additional feedback on the Draft Review Report directly to Review authors during, and following, HoF12. SPC FAME also arranged two informal virtual sessions, using Zoom, to provide Members with additional opportunities to comment. The Secretariat advised that the final report would be circulated to HoF members for any additional comment prior to SPC presenting it to the RFMM.

79. Based on the guidance provided by HoF12 and taking into account comments subsequently provided by Members[26], a Plan to support the implementation of option 1: A CBFM item incorporated into the agenda of the RTMCF by SPC FAME is at **Appendix G.**

[26] Feedback from two SPC Members following eHoF12 included support for a CBFM meeting to be convened for 2-days in advance of RTMCF4. Given that the RTMCF4 will trial the format and arrangements for CBFM-supported discussion that will be reviewed at the end of the meeting, the broad preference not to schedule another meeting expressed during regional consultations supporting preparation of the Review Report and the resource implications for the FAME secretariat in supporting a stand-alone meeting, as opposed to a single 5-day meeting, the option for incorporating a CBFM item in a 5-day RTMCF was selected.

Appendix A - Coastal Fisheries Working Group Terms of Reference

Membership, roles and responsibilities of the CFWG[27]

Coastal Fisheries Working Group (CFWG) Purpose

The Pacific Island Forum Leaders' tasked SPC to "coordinate with National Fisheries Agencies, CROP agencies and regional and national community groups, to strengthen support and resourcing for coastal fisheries management". The leaders noted "links to communities, food security, health issues and in particular non-communicable diseases. Leaders also noted the need to ensure eco-system integrity to address issues such as ciguatera outbreaks and to sustainably manage bêche-de-mer".

The SPC's guidance on the way forward is contained in the '*New Song for Coastal Fisheries for coastal fisheries – pathways to change: The Noumea strategy*' 2015 and the 'Future of Fisheries: A Regional Roadmap for Sustainable Pacific Fisheries 2015' (FoF) which was endorsed by Pacific Island Forum Leaders in 2015. Other national and subregional policy on coastal fisheries is also of relevance including the "MSG roadmap for inshore fisheries management and sustainable development 2015-2024",

The Coastal Fisheries Working Group (CFWG) has been formed to bring together a small standalone stakeholder group of representatives of communities, national and regional Agencies and Institutions to look at the current and potential coastal fisheries initiatives so as to ensure an adequate level of support, resources and services are directed towards assisting national fisheries agencies and local communities implement management of their coastal fisheries resources.

1. **Structure of the CFWG**

The proposed structure is:

- **Chaired by**: SPC
- **Answers to**: PI Forum Leaders via PIFS
- **Reports to**: Ultimately to PI Forum Leaders[28]:
  - An extended report and draft leaders' brief will be submitted to Forum Fisheries Committee and Ministers. Comments will be considered in preparing the final brief for submission to PI Leaders via the PIFS/SSCR.
  - Biannual progress reports will be submitted to Heads of Fisheries.
  - Other regional and sub-regional meetings will be provided with brief reports including but not limited to Micronesian Chief Executive Summit, Micronesian Presidential Summit, Melanesian Spearhead Group and Polynesian Leaders Group.
  - These arrangements will be reviewed within a year
- **Exercises equal rights/rules of engagement for members**: equal rights / non-discriminating against CSOs or communities. It is acknowledged that agencies will individually be accountable to their own governance but inclusiveness and consensus are operating principles.
- **Based on the New Song guiding principles**: The *New Song for Coastal Fisheries pathways to change*

[27] Developed after MSWG18, HoF10, FFC102, FFC103 and MWSG19 and reviewed at CFWG1 and 2.

[28] If there is a divergence of opinion on key issues this may be reported as such to leaders

policy and strategy should be used for guidance in decision-making and in particular the goals of empowered communities, resilience and coastal livelihoods.

- **Exercises special attention to the representation of coastal communities, gender and youth**: The importance of adequate representation of coastal fishing and rights holding communities has been highlighted for particular attention.

2. CFWG Terms of Reference

- Bring together regional initiatives and stakeholders with a shared vision of coastal fisheries management aimed at building a strong coordinated approach and implementation at the national and sub-national levels;
- Discuss and advocate the role and importance of coastal fisheries in regards to the long-term sustainability of island societies, and the basis for their food security and livelihoods;
- Provide regional guidance and support to SPC to continue to build momentum and implementation of the *New Song for Coastal Fisheries*;
- Review the *New Song for Coastal Fisheries* Indicators;
- Peer-review the annual Coastal Fisheries Report Card;
- Support and develop national coastal fishing community representative processes;
- Develop, improve, and identify priorities, strengths, weaknesses and gaps in implementation plans and guide relevant regional partners in efforts to develop joint funding proposals;
- Addressing a notable challenge in current planning and proposal development in terms of national and in particular community involvement, and;
- Discuss the Tuvalu proposal for reviving a Regional Technical Meeting on Coastal Fisheries – focusing on science, management, and capacity building aspects.

3. Proposed CFWG Membership

Mindful of the need to maintain a manageable size the membership proposed to be limited as far as possible to representatives directly working towards community and coastal fisheries management under the following categories:

- CROP Agencies (SPC, PIFS, other relevant agencies on a case by case basis) - 3 Participants
- Regional civil society representatives of community fishers, gender and youth – 2 Participants. Subject to performance, one position will be held, subject to ongoing review, by the LMMA Network and the second position will be identified through the PIFS civil society engagement process bearing in mind the representation of non-LMMA countries, gender and youth.
- Community fisher representatives (Melanesia, Polynesia & Micronesia) – three participants (rotating at each meeting). The participants would be requested from countries in rotation through each sub-region, out of synch with the countries of national fisheries representatives to ensure a wider country representation in each meeting. SPC will communicate a call for nominations to appropriate countries in advance of each meeting indicating the selection criteria[29]

[29] For the purposes of the CFWG, ideally national coastal fishers' representation should strive to:

(v) Derive from legitimate/representative and acceptable national processes owned and driven by communities

for community representatives and any necessary details of the meeting. This will be through CFWG CSO's contacts in the first instance and if no nomination is received within 2 weeks, a follow-up communication shall be sent to government with copy to CFWG. Nominations will be received by the CFWG and due selection will be made.

- Regional/international NGOs and Research/Education organisations - 3 Participants for a term of 2 years (rotating, including national or regional NGOs, universities and others)
- National Fisheries Agencies (3 sub-regions) – 3 Participants (rotating alphabetically through sub region after each meeting)
- Donors – 2 Participants (to be reviewed every two years through expressions of interest)

The chair may invite expressions of interest for the rotating positions for the regional NGO positions.

Participation is encouraged from the wider SPC group of countries (i.e. not just the PIF members).

Note: It is proposed as a rule of participation that all participants must make special and demonstrable efforts to canvas their constituencies prior to meetings and inform them of the results of discussions.

(vi) Demonstrate realistic processes to legitimately consult and represent all community fishers involved in coastal fisheries management

(vii) Include processes to ensure the input of women, youth and marginalised groups

(viii) Is not restricted to communities practicing CBRM

Appendix B - People and organizations consulted

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Appendix C - A review of the evolution of regional institutional arrangements supporting coastal fisheries with consideration of CSO engagement

1. Since the mid-2000s, FAME's relationship with CSO has gradually strengthened such that, by 2010, collaboration was occurring on initiatives such as the *Regional Workshop on Approaches to the Implementation and Monitoring of Community-based Ecosystem Approach to Fisheries Management: Finding common ground between the coastal fisheries and conservation approaches in the Pacific*, held in December 2010, and the broadly appreciated series of Information Bulletins.

2. At HoF10 in 2015 NGOs made positive contributions during the development of the *New Song for Coastal Fisheries* which has since been broadly embraced as the current guiding strategy for Pacific Island coastal fisheries.

3. The *New Song for Coastal Fisheries* provided the essential elements for coastal fisheries for The *Future of Fisheries: A regional roadmap for sustainable Pacific fisheries* which describes goals, strategies and indicators for oceanic and coastal fisheries for the period through to 2025. *The Future of Fisheries* was endorsed by Leaders at their meeting in 2015 (46th Pacific Islands Forum Communique). The strategies were primarily facilitated by FFA and SPC reporting to Leaders through the FFC Ministerial Meeting.

4. Under the *Future of Fisheries* initiative, PIFS established the Joint Task Force (JTF) with FFA and the PNAO. SPC was invited to participate to provide input regarding oceanic fisheries science. Coastal fisheries were not considered by the JTF which focused on tuna and reported directly to Leaders. In response, SPC FAME, LMMA, the University of Wollongong, WorldFish and IUCN prepared a joint submission to PIFS, under the mechanism provided by the Framework for Pacific Regionalism (FPR), for greater recognition of coastal fisheries. The outcome was a decision by Leaders at the 47th Pacific Islands Forum in 2016 which recorded[30]:

> "10. In noting that coastal fisheries management continues to receive inadequate attention at the national level, Leaders agreed to expand the broad heading of "fisheries" to include coastal fisheries, noting links to communities, food security, health issues and in particular non-communicable diseases. Leaders also noted the need to ensure eco-system integrity to address issues such as ciguatera outbreaks and to sustainably manage bêche-de-mer. To that end, Leaders tasked the SPC to coordinate with national fisheries agencies, CROP agencies and regional and national community groups, to strengthen support and resourcing for coastal fisheries management."

5. In response, following consideration of a working paper tabled by the 18th meeting of the MSWG, the 10th HoF Meeting in March 2017:

> "41. Endorsed FAME's proposal that a technical task force be established to draft a Terms of Reference (ToR) for the establishment of a regional coastal fisheries working group and reaffirmed that this ToR include clear governing mechanisms and membership criteria.

[30] Forum Communiqué, 47th Pacific Islands Forum, Pohnpei, Federated States of Micronesia, 8-10 September, 2016. http://www.forumsec.org/wp-content/uploads/2016/09/2016-Forum-Communique_-Pohnpei_-FSM_-8-10-Sept.pdf

42. Requested the ToR for the establishment of a regional coastal fisheries working group be presented to FFC officials, and, if approved, to be taken to the FFC Ministerial Meeting for consideration and that the outcome of this process be reported back to the Marine Sector Working Group (MSWG) and SPC members for consideration."

6. FAME used the precedent set by Leaders in the Tuna Task Force to inform the design of the CFWG.

7. In the May 2017, at the 102nd Forum Fisheries Committee (FFC) in Canberra, the Committee:
"40. …….discussed the existence and the ToRs of the Coastal Fisheries Working Group in some detail and was generally supportive of such a group to coordinate the activities of regional agencies working on different aspects of coastal fisheries, but found it raised questions about the operation of all these institutions since there was no clear split between oceanic and coastal fisheries within most national administrations. It was felt that better integration is needed across the entire fisheries sector, that these processes needed to be member-driven as much as possible, and that another regional committee was not necessarily the best way of achieving this.

42. FFC also noted that a proposal for a coastal fisheries scientific and technical meeting had been made at HoF10, and that there is a major discrepancy between coastal and oceanic fisheries when it came to science, participation and communication. There might be scope for merging this technical meeting with the task force approach.

43. It was noted there was a consensus around the need to take swift action on coastal fisheries, but that there was no consensus on the makeup of the working group, and that there may be some confusion about the role of this group. It was clarified that it was not about coordinating shared management of coastal fisheries but about regional support for building national capacity, and that it might be more appropriate for Ministers, with their pan-sectoral mandate, to consider the matter.

44. SPC was requested to coordinate a specification of the roles and responsibilities of the proposed Group, based on the feedback provided by FFC.

The Committee approved the revised specification of the membership, roles and responsibilities of the proposed Group developed by the SPC Secretariat based on feedback from members."

8. Although the formal approval or endorsement of the ToR for the CFWG is not recorded in the meeting report, at the 14th Annual FFC Ministerial Meeting[31] (FFCMIN14, July 2017):

"31. Ministers highlighted the critical importance of fisheries resources to food security and community wellbeing and reflected on the substantial differences in the resources that are provided at the national and regional level to offshore fisheries compared to coastal fisheries. Noting this disparity, Ministers encouraged all members to invest adequately in the management and development of coastal fisheries resources.

30. Ministers reiterated the importance of fisheries to the region and the need for many fisheries related issues to be considered at a whole-of-government level. Ministers therefore welcomed

[31] https://www.ffa.int/node/1970

the fact that fisheries is on the Leaders' agenda for 2017, but also recommended that it be treated as a standing item and afforded sufficient space on the Forum Leaders' agenda to allow detailed discussion amongst leaders and with relevant regional agencies."

9. The CFWG was established at a time when the HoF was biennial and the Regional Fisheries Minsters' Meeting (RFMM) had not been established. As such, with supported from SPC FAME, it reported to Leaders through the Forum Officials Committee's Specialist Sub-Committee on Regionalism (SSCR).

10. While Leaders had supported the establishment of strengthened coordinating arrangements in 2016, there was no specific mention of coastal fisheries in the 48th Pacific Islands Forum Communiqué[32] in 2017[33]. Leaders did reconfirm fisheries as a standing agenda item:

> "41. Leaders endorsed fisheries and climate change to be standing agenda items for Forum Leaders given that they are both key regional priorities that require a whole-of-government approach, foremost Leaders' close oversight."

11. At the 15th Forum Fisheries Committee Ministerial meeting (FFCMIN15) in Rarotonga in July 2018, Ministers "agreed that it would be useful to convene on the margins of their annual FFC Ministerial Meeting as 'Regional Fisheries Ministers' to consider issues across the whole spectrum of fisheries and to identify high priority matters to refer to Forum Leaders". Ministers also "tasked officials, FFA, SPC and PIFS to consider options as to how such a meeting could be constituted and managed, and to produce recommendations for Ministers to consider at their 2019 meeting".

12. The 49th Pacific Islands Forum Communiqué[34] in 2018 reiterated their commitment to ensuring the long-term sustainability and viability of the region's fisheries resources, recognizing its centrality to the well-being of communities and economies and:

> "In noting the outcomes of the 2018 Forum Fisheries Ministers' meeting (FFCMIN15) and recalling their 2017 decision that fisheries constitute a standing agenda item for the Forum, Leaders endorsed the proposal for an annual Regional Fisheries Ministers' meeting, in the margins of the Forum Fisheries Committee Ministerial Meeting, to report to Leaders on all fisheries related matters, including scientific and economic assessments of the adverse impacts of climate change and illegal, unregulated and unreported fishing".

13. There was no meeting of HoF in 2018. At HoF11 in March 2019 it was decided that the Heads of Fisheries meeting would be held annually for a 2-year trial. HoF11 (paragraph 14 f and footnote 2) also requested that SPC raise the issues of reporting lines and member government and other representation on the CFWG at the next CFWG meeting.

14. Subsequent HoF meetings and, later, RTMCFs developed constructive roles for CSO participation peaking in 2018 when the RTMCF had 5 CSO spaces at the main table.

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[32] Forum Communiqué, 48th Pacific Islands Forum, Apia, Samoa, 5-8 September, 2017. http://www.forumsec.org/wp-content/uploads/2018/02/Final_48-PIF-Communique_2017_14Sep17.pdf

[33] The first meeting of the CFWG was December 2017.

[34] Forum Communiqué, 49th Pacific Islands Forum, Yaren, Nauru, 3-6 September, 2018. http://www.forumsec.org/wp-content/uploads/2018/09/49th-Pacific-Islands-Forum-Leaders-Communique-for-unofficial-release.pdf

15. The issue of the CFWG membership and reporting lines were raised and discussed in the 4th and final CFWG meeting (14 March 2019) immediately after HoF11. The CFWG agreed to undertake a review of the ToR, including membership[35]. The CFWG noted that the CFWG was established at the request of HoF10, and the membership was reviewed and amended by the FFC Officials and endorsed by the FFC Ministerial Meeting.

16. Also, in March 2019, FFA, in consultation with PIFS, SPC, SPREP and PNAO, had prepared draft ToR for a Regional Fisheries Ministers meeting (RFMM). HoF11 had considered the opportunity the new Ministerial meeting offered for advising Ministers on coastal fisheries issues (HoF11 Outcomes, Annex 1. 27 March 2019). The draft ToR for the RFMM were considered by FFC Officials at FFC110, in Pohnpei in May 2019. The draft ToR was also shared by SPC with its Committee of Representatives of Governments and Administrations (CRGA) for consideration out of session.

17. In June 2019, immediately after the annual FFCMIN, a Special Regional Fisheries Ministerial Meeting was held to review and adopt ToR establishing an annual Regional Fisheries Ministers Meeting (RFMM), and to consider coastal fisheries and related issues. The 'Statement of Outcomes' from the Special Regional Fisheries Ministers Meeting (20 June 2019) recorded:

> *"Coastal Fishery Working Group Brief on 'A call to Leaders'*
> 9. Ministers noted the work of the Coastal Fisheries Working Group but expressed concern regarding its lack of accountability to member Governments. Ministers noted the proposed review of the CFWG Terms of Reference in 2020 and recommended to SPC that the CFWG be disbanded and that other options be considered for giving effect to the Leaders' decision in 2016 in relation to coastal fisheries (para 10, 47th Leaders Communique). Ministers called for the SPC Heads of Fisheries to be the primary vehicle for formulating advice on coastal fisheries management to the RFMM."

18. At the 50th Pacific Forum Leaders meeting in Tuvalu in August 2019[36]:

> "48. Leaders recalled their 2015 decision endorsing Fisheries as a regional priority and the 2017 decision that Fisheries be a standing item on the Leaders agenda. Leaders further recalled their 2018 decision endorsing the establishment of a Regional Fisheries Ministers Meeting (RFMM) to ensure effective oversight across the multidimensional issues that impact our region's fisheries.
>
> 49. Leaders welcomed and endorsed the Terms of Reference for a Regional Fisheries Ministers Meeting and agreed with the advent of the Special Regional Fisheries Ministers Meeting to disband the officials level Fisheries Taskforce[37]."

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[35] The CFWG's ToR provided for a review after 12 months. This did not occur.

[36] https://www.forumsec.org/wp-content/uploads/2019/08/50th-Pacific-Islands-Forum-Communique.pdf

[37] Following the 2015 Pacific Islands Forum where Leaders endorsed the *Regional Roadmap for sustainable Pacific Fisheries* a joint Task Force composed of PIFS, FFA and the PNAO. SPC was also invited to join the Task Force. The role of these regional agencies included providing technical support and capacity building at the national level as well as advice and coordination of regional/sub-regional activities and agreements. The Task Force had four key components with responsibility for each component assigned to respective competent agencies. They were (i) reform of the management of longline fishery; (ii) increasing

19. When the RFMM was proposed it was stated that the agenda for RFMM would be prepared in advance by FFA, SPC, and PIFS in consultation with other relevant regional and/or sub-regional bodies including the Parties to the Nauru Agreement Office (PNAO), the CFWG and SPREP.

20. The RFMM reports to Forum Leaders through the Chair of the RFMM. The purpose and role of the RFMM is to consider, discuss and, if appropriate, take decisions on:

- Coastal fisheries issues, including aquaculture, of regional significance and/or high importance, including reporting from the SPC Heads of Fisheries (HoF) meeting, the Coastal Fisheries Working Group (CFWG), and the Coastal Fisheries Report Card on progress of the Regional Roadmap for Sustainable Fisheries;
- Broader oceans management and governance issues as they pertain to both coastal and oceanic fisheries such as the impacts of climate change, ocean acidification and marine pollution on fisheries resources, food security and livelihoods;
- Any fisheries implications arising from wider regional policy processes; Fisheries issues to be reported to Leaders for consideration under the Standing Item on Fisheries, in addition to the outcomes of FFC MIN pertaining to offshore fisheries issues under the mandate of the Pacific Islands Forum Fisheries Agency (FFA), and consolidated reporting on the Regional Roadmap for Sustainable Fisheries.

the value of employment and ensuring effective labour standards are in place; (iii) facilitating investment and trade; and (iv) value chain participation.

Appendix D - A review of the successes, challenges and effectiveness of the Coastal Fisheries Working Group against its Terms of Reference

ToR	Successes	Challenges	Effectiveness
Bring together regional initiatives and stakeholders with a shared vision of coastal fisheries management aimed at building a strong coordinated approach and implementation at the national and sub-national levels.	There are numerous ways to coordinate initiatives between stakeholders apart from physical meetings. The CFWG did 'bring together' some regional initiatives and stakeholders who, it is assumed, based on the selection process used, shared a common interest in coastal fisheries. The CFWG provided a vehicle for stakeholders to exchange views on a variety of issues, share information, knowledge and experience. A total of eight community fisher representatives[38], CBOs participated across four CFWG meetings, three NGOs/CSOs, two IGOs/research institutions, 10 SPC members, three donors and four CROP agencies	The high cost of regional travel and meeting attendance associated with a 1-day CFWG even when piggy-backed on other meetings. Limited national fisheries budgets to support attendance at more regional fisheries meetings. The number of regional fisheries meetings involving national officials in the annual calendar is already significant. The region is reluctant to support more meetings. Limited capacity among donors to fund additional fisheries meetings.	The CFWG did bring together some regional initiatives and stakeholders but the extent that stakeholders "shared a vision of coastal fisheries management" is undocumented. The topics considered in CFWG meetings were relevant and broadly reflected current needs in coastal fisheries. However, the impact of CFWG actions across the sector generally, for example, as reflected in Leaders' declarations or the reports of high-level fisheries meetings, is difficult to assess. There is no evidence to assess if CFWG outcomes included

[38] The CFWG ToR state "For the purposes of the CFWG, ideally national coastal fishers' representation should strive to:

(ix) Derive from legitimate/representative and acceptable national processes owned and driven by communities
(x) Demonstrate realistic processes to legitimately consult and represent all community fishers involved in coastal fisheries management
(xi) Include processes to ensure the input of women, youth and marginalised groups
(xii) Is not restricted to communities practicing CBRM".

	(SPREP was not invited because of its limited engagement "in fisheries management" (CFWG-1 Report)). The "representativeness", across all issues relevant to the CFWG, as identified in its ToR, of different stakeholder groups in the CFWG meetings (including subsidiary body Task Force initiatives), could not be assessed. Information relating to the representativeness of relevant projects in the region that were represented in the CFWG was not available – the SPC-managed database of CBFM-related projects in the region contained information for only 18 projects many of them associated with the GEF-financed Ridge2Reef Project. Nevertheless, although not specifically drawn upon, some of the NGOs that participated in the CFWG did maintain registries of community-based initiatives across many SPC members which may have been useful to the work of the CFWG if time and resources had been sufficient to explore possibilities in more detail.	Policy among some donors restricts funding support to participants from ODA-eligible SPC members. Being assured that participation was "representative". The complexity of regional and national institutional and governance processes within which the CFWG functioned. Achieving a broad, shared, understanding of the role of the CFWG. To measure the material impact of CFWG outcomes. Implementing a strategic, as opposed to *ad hoc*, agenda for the CFWG and related meetings. Agreeing CFWG priorities among many candidate topics without strong strategic direction from higher-level fora. Limited experience in high-level regional meetings among CBO representatives. Rotational participation did not support continuity across issues	facilitation of a strong coordinated approach to implementation of "coastal fisheries management" at the national and sub-national levels. The effectiveness of the CFWG was affected by high transaction costs with no long-term funding security.

	However, CFWG meeting reports indicate that the CBOs that were represented did report on many threats to coastal fisheries, and challenges to their activities, at the national level that are common across SPC members (see Table 2). It was not possible to assess whether this sharing of experience and information subsequently contributed to stronger coordination (or related initiatives) at the national and sub-national level. Many of the issues reported on by the CBO participants confirm strategic issues that are identified for priority attention in regionally endorsed statements such as the *New Song for Coastal Fisheries.*	Engagement capacity may have benefitted some participants but there was no means established for assessing that. Relationships for mutual benefit between some stakeholder groups in some SPC members, such as between national fisheries administrations and NGOs, remains challenging and is still evolving.	
Discuss and advocate the role and importance of coastal fisheries in regard to the long-term sustainability of island societies, and the basis for their food security and livelihoods.	The CFWG did "discuss" the importance of coastal fisheries to food security and livelihoods, explicitly or implicitly, at each of its four meetings. The CFWG's *A call to leaders: Most urgent actions required for sustaining or increasing the contribution of coastal fisheries to our communities* in 2018 and SPC FAME's Meeting Paper to SSRC: *Progress Update on the Leaders' Priority Relating to Coastal Fisheries Management* in 2019 positively	Moving beyond a list and identifying, and agreeing to, strategic priorities in coastal fisheries where the CFWG had a comparative advantage to influence outcomes. Establishing a high profile for the CFWG in the national and regional fisheries environment where oceanic tuna fisheries generally get priority across the region. Securing unanimous support for the CFWG in the HoF.	The CFWG did provide a mechanism for a selection of stakeholders in coastal fisheries to discuss a range of issues. However, based on CFWG meeting reports, in relation to the involvement of CBOs in the CFWG, engagement involved presentation of a list of issues with no apparent subsequent strategy for taking agreed priority issues forward to higher fora. It is difficult to assess the effectiveness of CFWG

	contribute to advocacy-related outcomes directly associated with the CFWG. The CFWG did facilitate the drafting of a policy brief for bêche-de-mer. However, this brief was never formally considered by Fisheries Ministers and was not referred to Leaders. The process associated with preparing the brief, however, did raise awareness regarding bêche-de-mer fisheries management.		"advocacy". The *Call to Leaders…"* sought to elevate coastal fisheries issues among decision-makers. However, there are limited other examples of individual CFWG members, or the Group as a collective, actively advocating on behalf of the CFWG.
Provide regional guidance and support to SPC to continue to build momentum and implementation of the *New Song for Coastal Fisheries*.	Individual members did advocate for the *New Song for Coastal Fisheries* to be used as a guide for CFWG initiatives including through the proposal to establish a New Song Outcome Indicators Working Group and to use the *New Song for Coastal Fisheries* to guide work proposed for the Law and Policy and Task Force. *In addition, the Activity Plan proposed at CFWG-2 did identify support for the review and re-organization of national fisheries departments to strengthen community-based engagement and CEAFM as an activity implemented by SPC and UoW.*	Not all CFWG participants were familiar with the *New Song for Coastal Fisheries.*	In association with FAME, the CFWG did contribute to FAME's role of monitoring and reporting against indicators associated with the *New Song for Coastal Fisheries.* However, substantive efforts to contribute systematically to this endeavor within the CFWG appear to have not been sustained.
Review the *New Song* Indicators.	At CFWG-2 ANCORS/UoW presented a proposal to establish a working	Several CFWG initiatives used *New Song for Coastal Fisheries* indicators to inform the design of activities,	SPC took the lead on monitoring and reporting on *New Song for*

	group to monitor *New Song for Coastal Fisheries* indicators. CFWG-3 included an item to review *New Song for Coastal Fisheries* indicators for legal and policy dimensions, including user rights in the CFWG Activity Plan discussed at CFWG-3. The Activity Plan included tasks to be implemented by SPC related to the implementation of a *New Song for Coastal Fisheries* Results Framework.	such as the plans for the Law and Policy Task Force, that were proposed for CFWG implementation.	*Coastal Fisheries* indicators, as is appropriate.
Peer-review the annual Coastal Fisheries Report Card.	CFWG-2 agreed to consider producing a document merging the *New Song for Coastal Fisheries*, the Future of Fisheries Roadmap and the Report Card into a 1-page document to brief new CFWG members at each meeting, i.e. community and fisheries representatives. An effective coastal fisheries Report Card would facilitate reporting by countries on the implementation of two strategic documents, the *New Song for Coastal Fisheries* and the Future of Fisheries Roadmap.	The CFWG received periodic updates from SPC on development of the Report Card. There was no evidence that the CFWG was encouraged to undertake any peer review, as such, of SPC's efforts in this regard. Identifying national and regional indicators that provide information on the status of implementation. National and regional capacity to report against implementation indicators. Regional generalizations that were intended to be captured in the Report Card presented challenges for some SPC members, and CFWG participants. Data and information	There is no evidence that the consolidated reporting framework was undertaken or that any 1-page documents were produced. There is limited evidence that the peer review envisaged in the ToR, as opposed to general commentary, was undertaken in any of the four CFWG meetings.

		were not generally sufficient to support broad generalizations presented in the Report Card with the result there was some support to restrict Report Cards to SPC members, on request.	
Support and develop national coastal fishing community representative processes.	Seven CBOs and three NGOs/CSOs participated in CFWG meetings. To this limited extent the CFWG did support national coastal fishing community processes. CFWG-2 did agree to establish community-based issues as a standing agenda item. CFWGs 3 and 4 did provide for CSO reporting but no stand-alone item was included on the agenda. Other than providing an opportunity for participation by some selected CBOs, there is no evidence available to the Review that national coastal fishing community representative processes were 'supported and developed' by the CFWG.	To achieve meaningful outcomes, occasional meeting participation is unlikely to secure sustainable outcomes in relation to the development of national fishing community representative processes. Lessons learnt and the sharing of information in appropriate regional fora are valuable in "supporting and developing" coastal fishing community representative processes. However, the time available to the CFWG, and the representation of community-based initiatives among CFWG participants, meant that this provision was probably never going to receive substantive CFWG attention considering the scope and nature of other items that were included on the CFWG agenda.	The CFWG did provide limited opportunities for some representatives from coastal fishing communities to gain experience in regional processes but the CFWG did not demonstrate that it was efficient at supporting and developing national representative processes.
Develop, improve, and identify priorities, strengths, weaknesses and gaps in implementation plans	SPC did make a start on mapping national and regional projects relating to CEAFM and support to countries to revise national	Apart from the initiative to prepare a policy brief for beche-de-mer, which did seek to prioritize concerns over beche-de-mer fisheries management and conservation, it is	

and guide relevant regional partners in efforts to develop joint funding proposals.	inventories of CEAFM sites was included in the CFWG Activity Plan. There is no evidence that the CFWG either reviewed implementation plans and guides or supported efforts to develop joint proposals as proposed in the ToR.	not evident that this ToR was formally addressed.	
Addressing a notable challenge in current planning and proposal development in terms of national and in particular community involvement.	This ToR is related to the ToR associated with support and development of representative processes. The process implemented by FAME did make a significant effort to secure 'representative' community involvement consistent with the third dot point under "CFWG Membership" in the ToR for the CFWG. CFWG-2 did agree to establish community-based issues as a standing item on the CFWG agenda.	Apart from the provisions for selecting community fisher involvement in CFWG meetings, it is unclear how this challenge was to be addressed by the CFWG.	It is not evident that the CFWG oversaw an activity designed to address this ToR, other than in relation to participation in the CFWG meetings themselves, and therefore effectiveness cannot be assessed. It is not evident that the CFWG identified strategic issues associated with community-based initiatives as a basis for identifying items for consideration under the standing agenda item (which does not appear to have been established for subsequent CFWG meetings).
Discuss the Tuvalu proposal for reviving a Regional Technical Meeting on Coastal Fisheries – focusing on science, management, and capacity building aspects	CFWG-2 recorded that the first RTMCF was held in late 2017 in response to Tuvalu's request made at HoF10.	It is unclear what outcome was expected from any CFWG discussion of the proposal.	While the origin of the first RTMCF was noted at the second meeting of the CFWG, there is no evidence that the CFWG substantively considered this item.

Appendix E - Agenda items and issues arising in the four CFWG meetings convened between December 2017 and March 2019

Items considered	Issues arising/Decisions	CFWG Meeting			
		1	2	3	4
Administration	Terms of Reference	√	√		
	Establishment of Task Forces/Working Groups:				
	• Law and Policy Task Force	√			
	○ Consolidating the lists of relevant laws, regulations, policies and plans at national and subnational levels (ReefLex);		√	√	
	○ Creating a matrix to collect information on the areas of competence of national and subnational authorities on fisheries resources;		√		
	○ Designing a questionnaire to identify constraints upon the effective operation of law and policy and to identify effective way to empower communities; and		√		
	○ Identifying key indicators for the *New Song*		√		
	• Management Task Force	√			
	• *New Song* Indicators Working Group	√		√	
	Work plan (0-6 and 6-12 month)	√			
	Frequency of meetings	√			
	Treatment of Reports:	√		√	
	• Agreed to submit one coastal fisheries policy brief to leaders each year			√	
	Invitation schedule	√	√		
	Agreed to make CB issues a standing agenda item		√		
	Draft Activity Plan for CFWG/New Song (prepared by ANCORS)		√		
	Post CFWG documents on SPC website		√		
	On-going funding			√	
	Review CFWG				√
RTMCF	• CFWG to be informed by outcomes	√		√	√

	• Paucity of appropriate data		√		
	• Meeting format		√		
Coastal Fisheries Report Card	Status of *New Song for Coastal Fisheries* and the Future of Fisheries Road-map. Use to prepare CFWG work plan	√	√	√	
	Progress indicators			√	
Aquaculture	Restrict to small-scale and community-based	√			
Beche-de-mer	Comment because specific reference in September 2016 Leader's Communique	√	√		√
Ciguatera	Comment because specific reference in September 2016 Leader's Communique	√		√	√
Issues reported by community representatives	• Status of historic marine resource management plans unclear		√		
	• Coastal habitat degradation/coastal mining		√	√	
	• Mangrove and seagrass degradation				√
	• Resource over-exploitation		√	√	
	• Invasive species (CoT)		√		
	• MPAs		√		
	• Gender equity in fisheries			√	
	• Market accessibility			√	
	• Awareness of government policies and law			√	√
	• Relationship between CBOs and Government agencies			√	√
	• Destructive fishing methods			√	
	• Need for science-based decision-making				√
	• Compliance				√
	• Reinvigorate traditional practice			√	√
Issues reported by national officials	• Resource over-exploitation		√		√
	• Land-based coastal ecosystem impacts		√	√	√
	• Aquaculture				√
	• MPAs/SMAs		√		
	• Compliance		√		√
	• Sustainable livelihoods/nearshore FADs		√	√	√
	• Climate change		√		
	• Pollution		√	√	
	• Collaboration with NGOs (on CBFM)				√

	• Government services to small-scale fisherfolk (ice, motor repair, etc.)			√	
	• Capacity building needs			√	
	• Coastal fisheries legislation (need for revision)			√	√
	• Inadequate budgets			√	
	• Inadequate data				√
	• Information and awareness raising (to Leaders)			√	
	• Impact of prohibition of transhipment at sea for purse seiners (lagoon environment)			√	
	• EAFM and CBFM			√	
Regional CBFM activities	Mapping and inventory		√	√	√
MCS&E	Development of a regional course		√	√	
Gender issues	• Gender and social inclusion toolkit			√	√
	• Gender and youth role in coastal fisheries				√
Engagement with donors	Strengthen coordination		√		

Appendix F - Financial background and considerations

Funding sources for past Heads of Fisheries and Regional Technical Meeting on Coastal Fisheries

Meeting	Funding Source	Notes
HoF10 (14-17 Mar 2017)	Primary: • Australian Government Project Others: • EU INTEGRE Project • EU RESCCUE Project	Australian Government project funding can only support ODA-eligible members. EU funding for European Overseas Countries and Territories of the Pacific (OCT).
HoF11 (11-15 Mar 2019)	Primary: • Australian Government Project Secondary: • SPC FAME Core Others: • NZ AID project • NZ AID program • PEUMP Programme	Australian Government project funding can only support ODA-eligible members. SPC FAME Core funds used to support territories. PEUMP funding can only support Pacific ACP countries.
HoF12 *[16-20 Mar 2020]*	Primary: • Australian Government (Program) • USAID project Secondary: • SPC FAME Core	HoF12 was initially postponed due to COVID-19; then changed to a virtual meeting (eHoF) 12-14 May 2020. Funding allocation based on estimated budget for the originally planned meeting at SPC Noumea, with 2 participants per member and 8 CSO representatives. The component of the Australian Government Program funds to be used could only fund ODA-eligible members. USAID funds can only support the 12 USAID-eligible countries. SPC FAME Core funds used to support territories and other non-ODA eligible members.
HoF13 *[Mar 2021]*	No confirmed funding sources	SPC FAME has yet to confirm funding for HoF13.
RTMCF1	Primary:	Australian Government project funding can only support ODA-eligible members.

Meeting	Funding Source	Notes
(28 Nov – 1 Dec 2017)	• Australian Government Program Others: • Australian Government Project • SPC FAME Core • FFA PROP (BDM) Project • EU RESCCUE Project	SPC FAME Core funds used to support territories. EU RESCCUE Project supported OCT.
RTMCF2 (12-15 Nov 2018)	Primary: • Australian Government Project Secondary: • FAO Small-Scale Fisheries projects • PEUMP Programme Others: • SPC FAME Core • FFA PROP (BDM) Project	Australian Government project funding can only support ODA-eligible members. SPC FAME Core funds used to support territories and non-ODA-eligible members. PEUMP funding can only support Pacific ACP countries.
RTMCF3 (5-8 Nov 2019)	Primary: • Australian Government Program Others: • SPC FAME Core • NZ AID Program • FFA PROP (BDM) Project	Two participants per member (coastal fisheries + aquaculture). SPC FAME Core funds used to support territories.
RTMCF4 *[Nov 2020]*	Primary: • Australian Government Program Secondary: • SPC FAME Core	The cancellation of HoF12 in March 2020 will allow the funding allocated for the HoF to be used to bring additional participants to the RTMCF4. SPC FAME Core funds will be used to support territories and non-ODA eligible members.

Appendix G – Implementation Plan

Introduction

1. Heads of Fisheries, at their 12th Meeting, 12-14 May 2020, which was conducted virtually (eHoF), received a review of the Coastal Fisheries Working Group (CFWG) which had been commissioned by SPC Fisheries, Aquaculture and Marine Ecosystems (FAME) Division in early 2020.

2. Following consideration of the Draft Review Report (eHoF12, Working Paper 6), eHoF12 generally supported:
    a. the approach of the 2-day CBFM session being incorporated into the RTMCF4 meeting in 2020;

    b. an independent consultant be appointed as the convenor of the CBFM session during RTMCF4 in 2020;

    c. invitations to participate in the CBFM session will be extended to a range of non-state actors with relevant technical expertise who are representative of civil society rather than representatives of organisations;

    d. the CBFM session will discuss and recommend a chair for its future, and forward that to HoF13 for approval;

    e. the CBFM session would operate in its first year under the terms of reference proposed in the Review, and

    f. the CBFM session would continue to be refined through advice from HoF to the RFMM.

3. HoF12 participants were provided with an opportunity to comment on the Draft Review Report, and draft HoF12 outcomes, for a period of two weeks following the conclusion of the meeting, including two separate Zoom feedback sessions.

4. An Implementation Plan (**Annex A**) describes considerations for SPC FAME in the implementation of this approach, taking account of post-meeting comments received.

5. A summary of the key elements of an RTMCF incorporating a CBFM agenda item is at **Annex B**.

Annex A

Implementation Plan supporting HoF12 decisions relating to the incorporation of CBFM into the agenda for RTMCF4[39].

Deadline	Task	Responsibility	Notes and guidance	Outcome measure
18 June 2020	Confirm FAME's Deputy Director (Coastal Fisheries) as responsible for overseeing the delivery of this Implementation Plan.	Director (FAME)		Deputy Director (CFP) confirmed as coordinator.
22 June 2020	Review this Implementation Plan	Deputy Director (CF)	Based on the final outcomes of eHOF12 regarding the CBFM item (a 2-day meeting prior to RTMCF4 or incorporated into the agenda for a 5-day RTMCF4), revise this Implementation Plan. Revision will theoretically not be substantive and mainly relate to procedural matters such as confirmation of conveners, agenda adoption and management of the CBFM report in the RTMCF. Planning and preparations will be compatible.	Implementation Plan appropriately revised.
22 June 2020	Circular advising of HoF12 Outcomes	Director (FAME)	Circular to SPC members and other stakeholders advising of HoF12 Outcomes, and the final CFWG Review Report, incorporating any comments received since the conclusion of the meeting. The Circular could include preliminary advice regarding arrangements for RTMCF4 (subject to successful sourcing of funding support). Also posted on the HoF12 meeting website.	Circular distributed. Website post.

[39] Given the evolving situation in relation to COVID-19, and the associated impacts on future regional meetings, dates identified in this Plan could be subject to change. If it is decided to convene RTMCF4 in March 2021 (decision anticipated by 31 August 2020), some tasks provided for in this Implementation Plan may be revised out up to three (3) months.

			This Implementation Plan is based on a November 2020 RTMCF4. A decision on the timing for RTMCF4 will be made at the end of August 2020. It is also assumed that, because of significant logistical challenges associated with engaging representative participation from an informed and knowledgeable range of stakeholders required to support CBFM discussions, it would be extremely challenging, and potentially compromise outcomes, to conduct the CBFM session virtually. As a result, this Implementation Plan is prepared to support a physical meeting of stakeholders in RTMCF4 whenever that is convened.	
22 June 2020	Briefing Paper informs RFMM-1[40] of HoF12 outcomes in relation to the CFWG and future arrangements and seeks advice and direction.	Director (FAME)	This Briefing Paper should be simultaneously circulated to all SPC members. The purpose for this, in part, is to inform those SPC members which are not represented in either the FFA or the RFMM.	Briefing paper prepared for RFMM-1.
29 June 2020	Engage with the appropriate SPC Member to identify the Chair of RTMCF4.	Director (FAME)	If this is not possible, FAME should proceed with implementation of this Plan until a Chair is nominated. Every effort should be made to engage with the Chair throughout the planning and implementation process.	Chair of RTMCF4 confirmed.
6 July 2020	Supporting roles and responsibilities assigned to SPC FAME staff.	Deputy Director (CF)	Allocate supporting roles and responsibilities for SPC FAME staff in relation to the CBFM item in RTMCF4. This should occur whether RTMCF4 is convened in November 2020 or March 2021. Roles and responsibilities may be refined as RTMCF4 planning progresses.	Supporting roles for SPC FAME staff formalised and confirmed.
1 July 2020	RFMM-1	Director (FAME)	Briefing Paper describing HoF12 outcomes, particularly in relation to the CFWG, based on advice and recommendations provided by the	Briefing paper presented to RFMM-1.

[40] Dates for the RFMM are to be discussed at FFC Officials meeting scheduled for the week 16-19 June, 2020. This should not impact the preparation of SPC's Briefing Paper for the RFMM as the Paper will be required whatever dates for the RFMM are finally agreed.

			Special RFMM in 2019, presented to RFMM-1, tentatively scheduled for July 2020. The RFMM meeting dates are yet to be confirmed.	Outcomes of subsequent discussion recorded.
13 July 2020	Indicative budget.	Deputy Director (CF)	Although an indicative budget may not be fully utilised, at this stage an indicative budget to support a CBFM item within the RTMCF4 agenda should accommodate all anticipated needs. Once secured it provides a platform from which to be able to proceed with detailed planning. A shortfall in securing the indicative budget may mean some meeting support, such as the services of a resource expert, will need to be sacrificed. Estimated average of €2,800 per sponsored participant to support a CBFM 'representative' from each of SPC's 22 eligible members (Total = € 61,600). Support to participation by regional NGOs actively engaged in CBFM (Total €10,000). Additional funding to support experts, conveners/co-conveners. Experts (Airfares and accommodation x2) = €6,000 Co-conveners (Airfares and accommodation x2) = €6,000 Fees = €25,000 Meeting support (e.g. printing, bbq) = €8,000 Miscellaneous = €2,000 TOTAL (approx.) = €115,000 Discussions will be undertaken with other programmes, such as those supported by the LMMA-Network under PEUMP, to contribute funding support for representative participation in the CBFM component of RTMCF4.	Indicative budget prepared

			See **Annex A1**.	
13 July 2020	Negotiations relating to funding requirements.	Director (FAME)	Negotiate with the SPC executive and FAME's donor community to secure the funding required to support implementation of the decision to include a CBFM item in RTMCF4.	Funding options being negotiated
13 July 2020	Communication Strategy.	Deputy Director (CF)	Liaise with FAME Communications Officer to draft a short Communication Strategy that will be implemented through the development of arrangements supporting the CBFM item in RTMCF4.	Communication Strategy drafted and resources secured to support its implementation.
13 July 2020	Administrative Note.	Deputy Director (CF)	Among other details relating to the standard functioning of a SPC meeting, an Administrative Note relating to the proposed management of the CBFM item in RTMCF4 should describe: i) the purpose/objective for the CBFM item, ii) the relationship of the CBFM item to the RTMCF agenda, iii) the importance of focusing on issues of generic value to SPC members and CSO participants, iv) the need to avoid perceptions that the CBFM item is subverting the sovereign rights of SPC Members to manage their coastal marine ecosystems and associated fisheries, v) proposed CSO Engagement Strategy, vi) the process for the selection of participants in the CBFM item, vii) the provisional annotated agenda, viii) documentation that will be available to support the CBFM item, ix) a provisional 2-day (8 session) schedule, x) use of resource persons and/or groups, xi) the use and management of breakout groups, xii) the role of the SPC secretariat, xiii) advice in relation to working with interpreters, xiv) proposed report format/outline,	Administrative Note prepared

			xv) advice in relation to reporting on the CBFM item to RTMCF4, xvi) advice in relation to reporting by RTMCF4 to HoF13…….. i)	
20 July 2020	Draft Terms of Reference (ToR) for two co-conveners.	Deputy Director (CF)	Finalize the respective roles and responsibilities for the co-conveners (**Annex A2**). One convener is to be nominated by civil society and the other selected by SPC.	Convener's ToR drafted
20 July 2020	CSO Engagement Strategy.	Deputy Director (CF)	Draft, and secure resources for, a Civil Society Organisation (CSO) Engagement Strategy to support substantive contributions and active participation by CSOs in the CBFM item of RTMCF4. In formulating this Strategy, SPC FAME will actively engage with on-going and planned initiatives or programmes involved in CSO engagement. These include: • the Organization for Economic Cooperation and Development (OECD's) *Busan Partnership for Effective Development Cooperation* which sets out principles, commitments and actions supporting effective co-operation in international development; • Pacific Islands Forum Secretariat – CSO Engagement Strategy 2016 (scheduled for review); • SPC's Social Development Programme's CSO engagement strategy; • CROP Heads' initiative for engagement with CSOs (currently on-hold due to COVID-19); • PIFS Non-State Actor (NSA) Forum; • regional NGOs, and • SPC's Regional Rights Resource Team (RRRT). The Engagement Strategy should include, *inter alia:* identification of CSO stakeholders, their relevant CBFM regional and/or national activities and relationships, the objectives for engagement, preferred	CSO Engagement Strategy

			contact details for individual CSOs and a description of the CBFM-related issues for which engagement is anticipated to generate mutual benefit. Involving a knowledgeable civil society representative in a collaborative effort to draft the Strategy may be beneficial.	
30 July 2020	Funding secured	Director (FAME)	Adequate funding to support the CBFM item in RTMCF4 secured.	Available budget to support the CBFM item in RTMCF4 largely confirmed.
3 August 2020	Share this Implementation Plan, Administrative Note and the CSO Engagement Strategy with the nominated Chair of RTMCF4 (if identified).	Deputy Director (CF)	Invite feedback/comments on this Implementation Plan, Administrative Note and CSO Engagement Strategy from Chair of RTMCF4.	Chair of RTMCF4 provides feedback on this Implementation Plan, CSO Engagement Strategy and Administrative Note.
3 August 2020	Agree to co-convening arrangements for the CBFM item in the RTMCF4 agenda based on the ToR prepared for two co-conveners.	Deputy Director (CF) in consultation with Chair of RTMCF4 and co-conveners.	Consult with the Chair of RTMCF4 to broadly agree to the respective roles and responsibilities for the co-conveners. Roles may be refined, by mutual agreement, through discussions between the Deputy Director and the co-conveners once conveners have been identified. Start CSO representative identification process for a co-convener role.	Co-convening arrangement, with supporting ToR, agreed and confirmed.
24 August 2020	Select a CSO representative for one of the convener roles.	Deputy Director (CF)	Utilising the CSO Engagement Strategy, which was finalized by late-July, to liaise with CSOs to select a CSO representative as co-convener. Provide CSOs with 2 weeks to nominate a co-convener.	A co-convener, whose nomination is supported by CSOs, identified and selected for

			Advice regarding the anticipated commitment in the form of ToR and funding (airfares, accommodation and a subsistence allowance) to support a co-convener will provided by FAME. An honorarium or daily fee may be considered to assist with securing the services of a preferred candidate. This may include preparatory and meeting time by mutual agreement. If multiple nominations are received, the decision on a representative CSO co-convener will be shared between the Director (FAME) and the Chair of RTMCF4. If no nominations are received, SPC FAME should engage directly with competent and experienced individuals among relevant CSOs to identify and select a co-convener. If it is not possible to identify a CSO co-convener, SPC will proceed with planning the CBFM item in the RTMCF agenda using a single convener selected by SPC FAME.	the CBFM item in RTMCF4.
24 August 2020	Select a SPC FAME appointed co-convener.	Deputy Director (CF)	Identify and select a co-convener with appropriate experience in regional fisheries, including CBFM. If it is not possible to secure the services of a co-convener representing CSOs this individual may be required to serve as a single convener. Advice regarding the role and responsibilities of the SPC selected co-convener will be provided in the form of ToR. Airfares, accommodation and a subsistence allowance will be provided to the co-convener. An honorarium or daily fee may be considered to assist with securing the services of a preferred candidate. This may include preparatory and meeting time by mutual agreement.	A co-convener identified and selected by SPC FAME for the CBFM item in RTMCF4.
On-going	Regularly inform SPC members on arrangements and	Deputy Director (CF)	The Communication Strategy will provide for each SPC member national fisheries administration to be informed, in a timely manner,	SPC members periodically updated on

	preparations for RTMCF4.		about engagement with national CSOs and other relevant matters relating to preparations for the CBFM item at RTMCF4.	preparations for supporting the CBFM item at RTMCF4
31 August 2020	Agree to a Provisional Agenda for the CBFM item in the RTMCF4 schedule.	Director of FAME in consultation with Chair of RTMCF and co-conveners.	Utilising the Draft Agenda included at Box 1 of the Review Report, refined on the basis of eHoF12 discussions (**Annex A3**), agree to a Provisional Agenda for the CBFM item within the RTMCF4. Following normal meeting protocol, RTMCF4 will review the Provisional Agenda at the start of its meeting, refine it as considered necessary, and adopt a final Agenda, including the CBFM item, for its meeting. Refinements to meeting procedural issues may be necessary depending on the final decision relating to the CBFM item (a 2-day meeting prior to RTMCF4 or incorporation of the CBFM item into a 5-day RTMCF4 meeting).	Provisional Agenda.
31 August 2020	Establish RTMCF4 website	Deputy Director (CF)	The Communication Strategy will include an activity to design and support a RTMCF4 meeting website. The RTMCF4 meeting advice, the Provisional Agenda and appropriate meeting information and supporting arrangements, such as key dates, will be posted on the website.	RTMCF4 website available in the public domain.
31 August 2020	Decision on RTMCF dates	Director (FAME)	Decision on dates for RTMCF4 (November 2020 or March 2021).	RTMCF4 dates finalized.
31 August 2020	Liaise with CSOs and SPC members to agree to a process to select CSO participants in RTMCF4.	Deputy Director (CF)	Drawing on the procedure to select CBO representatives for the CFWG, taking into consideration representativeness, constituency and experience, advertise the opportunity provided by the CBFM item and call for nominations to participate in the CBFM item within the RTMCF4. The CFWG ToR stated "For the purposes of the CFWG, ideally national coastal fishers' representation should strive to: (i) Derive from legitimate/representative and acceptable national processes owned and driven by communities	Process for receiving nominations, and selecting CSO representative participants, finalized.

			(ii) Demonstrate realistic processes to legitimately consult and represent all community fishers involved in coastal fisheries management (iii) Include processes to ensure the input of women, youth and marginalized groups (iv) Is not restricted to communities practicing CBRM". The CSO Engagement Strategy will provide guidance in relation to representative participation.	
1 Sept 2020	Call for nominations and registrations for RTMCF4	Director (FAME)	Through the website and official communication channels call for nominations and registrations for RTMCF4.	Meeting registration open and call for nominations issued.
10 Sept 2020	Identify and confirm expert and facilitator resource requirements.	Deputy Director (CF) in consultation with co-conveners.	On the basis of the agreed Provisional Agenda identify appropriate resource expertise to support the CBFM item. Support could include the preparation of discussion papers, introducing subjects for discussion during the CBFM plenary, mentoring participants, facilitating breakout groups and drafting meeting outcomes and report text.	Resource personnel needs identified.
10 Sept 2020	Develop ToR for resource personnel and facilitators.	Deputy Director (CF) in consultation with co-conveners.	Roles of resource personnel formalised in the form of ToR.	ToR for resource personnel agreed.
20 Oct 2020	Background documentation available.	Deputy Director (CF)	Background documentation and discussion papers are finalized and posted on the RTMCF4 website.	Meeting documentation posted on RTMCF4 website
2-6 Nov 2020	RTMCF4	Deputy Director (CF)	Dates subject to confirmation before the end of August 2020.	RTMCF4 is convened and an

				outcomes report agreed.
March 2021	HoF13	Director (FAME) in association with the Chair of RTMCF4	A report on the outcomes of RTMCF4, incorporating the outcomes of discussion under the CBFM item, is presented to HoF13 for discussion, advice and recommendations. HoF13 advice and decisions relating to the CBFM item's consideration in RTMCF4 noted for RTMCF5.	HoF13 Outcomes Report reflects consideration of the CBFM item in RTMCF4.
July 2021	Report on HoF13 outcomes to RFMM-2	Director (FAME)	The outcomes of consideration of the RTMCF report to HoF13 are reported to RFMM-2. RFMM-2 discussion and decisions relating to CBFM are noted by SPC FAME for appropriate action.	RFMM-2 decisions

Annex A1

Indicative budget

An indicative budget to support a CBFM item within RTMCF4.

Item	**(€)**
Representative participation (22 SPC member representatives @€2,800 pp)	61,600
Conveners (airfares and accommodation)	6,000
Regional NGO representation	10,000
Experts (airfares and accommodation)	6,000
Fees	25,000
Meeting support	8,000
Miscellaneous	2,000
Indicative total	115,000

Annex A2

Draft ToR for conveners

Two co-conveners will share the role and responsibilities for this agenda item. One will be representative of civil society. The second will be selected by SPC FAME.

In consultation with SPC FAME and the Chair of the RTMCF, conveners will:

- Contribute to the development of the agenda for the CBFM item in the next RTMCF
- Contribute to administrative and logistical arrangements to support the CBFM item in the RTMCF including:
    - scheduling for the CBFM session,
    - formulating supporting breakout sessions,
    - identification of resource people,
    - considering supporting meeting documentation, including reviewing any submitted discussion papers,
    - tasking of resource people, and
    - development of guidelines for reporting on outcomes of the CBFM session.
- Share responsibilities to facilitate plenary and breakout sessions, and
- Report on the outcomes of the CBFM agenda to the RTMCF.

Funding permitting, conveners may also be invited to attend the next Heads of Fisheries meeting to participate in presentation of the RTMCF report to HoF.

Funding to support airfares, accommodation and a subsistence allowance for each convener will be provided.

An honorarium, or daily fee, may be considered to assist with securing the services of a convener.

Annex A3

Draft annotated agenda for the CBFM item, and associated schedule, in RTMCF4

Purpose: To provide information and advice to Heads of Fisheries for informing Leaders on priority issues associated with the sustainable use of coastal fisheries resources and initiatives to strengthen social, economic and ecological outcomes.

Recognizing SPC member government responsibility for coastal fisheries at the national level, the focus is on issues of regional significance to community-driven coastal fisheries management generally.

This item is designed to encourage the sharing of information and knowledge that contributes to community-based development, management and conservation of coastal fisheries among the members of the Pacific Community within national fisheries administrations and among civil society organizations actively engaged in CBFM.

Candidate items for consideration at each meeting would be selected from:

x.1 Lessons learned from CBFM initiatives
This item will support discussion on experience and lessons learned in community-based fisheries initiatives among SPC members. Presentations under this item will describe: the context in which the initiative was implemented, a summary of threats to coastal fisheries resources that were identified to be addressed through the initiative, responses including achievements and challenges, and on-going needs in relation to each initiative. The Meeting will summarize the outcomes of discussion with a focus on issues arising of potential regional application and benefit. Particularly attention will be given to experience with scaling up initiatives for wide implementation.

x.2 Capacity building gaps and needs
This item will include presentations from practitioners, including from national fisheries administrations and CBO representatives, that profile capacity building needs, responses and outcomes. The Meeting will discuss the development of capacity in CBFM and identify priorities for on-going capacity building.

x.3 Partnerships and relationships
Presentations from practitioners, including from national fisheries administrations and CBO representatives, will describe the process, and corresponding outcomes, associated with establishing partnerships and relationships. The Meeting will discuss key features of relationships and partnerships that are successful in addressing threats to coastal fisheries and which establish enduring outcomes for community-based fisheries.

x.4 Supporting sustainable livelihoods
Each meeting will receive presentations from community-based fisheries initiatives that addressed issues relating to the promotion of sustainable livelihoods.

x.5 Measuring success and addressing challenges
Each meeting will discuss measures of success for CBFM initiatives in terms of social, economic and ecological outcomes. What makes, and what breaks, CBFM initiatives?

x.6 Review and advice for future meetings

The session will formulate advice and recommendations in relation to the incorporation of CBFM into future RTMCFs. The review will include consideration of the structure and format of the session, resource materials and needs, engagement and participation, convening arrangements and scheduling.

x.7 Advice and recommendations to RTMCF4

Advice and recommendations arising from the CBFM agenda to RTMCF4 will be developed and agreed. The advice and recommendations will be integrated, unedited, to the outcomes of RTMCF4 that will be forwarded to Heads of Fisheries. RTMCF4 may separately provide comments on the CBFM advice and recommendations in its Report.

Provisional schedule for the CBFM agenda item in RTMCF4

Time slot	Day 1	Day 2
0830-1000	Lessons learned from CBFM	Supporting sustainable livelihoods
1000-1030	Break	
1030-1200	Lessons learned from CBFM	Measuring success and addressing challenges
1200-1300	Break	
1300-1430	Capacity building gaps and needs	Review of session and advice for future meetings
1430-1500	Break	
1500-1630	Partnerships and relationships	Advice and recommendations to RTMCF4

Annex B

A summary of elements of an RTMCF incorporating a CBFM agenda item.

Meeting arrangement	RTMCF	CBFM agenda item
Frequency	Annual (subject to funding availability)	
Duration	5 days (30 hours of plenary)	2 days (12 hours) within the 5-day RTMCF
Chair	Senior official from a fisheries administration in a SPC member	Convener(s): Representative of a CBO/NGO and a convener selected by SPC FAME.
Agenda preparation	Chair of the RTMCF4, the Convener(s) of the CBFM item and FAME.	Convener(s) of the CBFM item, the Chair of the RTMCF4 and FAME
Agenda topics (subject to periodic review)	Technical matters associated with: • FAME milestone reporting - the status of coastal fisheries and aquaculture • National priorities – actions and achievements • Small-scale aquaculture • Community-based fisheries management (Report) • Emerging issues	See Annex A3 • Lessons learnt (in CB processes) • Capacity building gaps and needs • Partnerships and relationships • Supporting sustainable livelihoods • Monitoring 'success' – what is 'success' and how to measure it.
Agenda circulation	60 days prior to the meeting	60 days prior to the meeting.
Participation	Coastal fisheries and aquaculture officials from SPC member national fisheries administrations	Representatives of CBOs, CSOs, NGOs and SPC member national fisheries administrations. Other IGOs with demonstrated experience in CBFM.
Observers	Donors, CSOs, NGOs, IGOs	Donors, IGOs
Reporting	Plenary discussion on the report of the coastal fisheries management item presentation reflected in the report to HoF. Report, adopted by consensus, submitted to HoF. If consensus is not possible, opposing views are recorded.	Report, adopted by consensus, presented to the RTMCF. If consensus is not possible, opposing views are recorded.
Secretariat support	FAME	FAME
At HoF	Chair of RTMCF4	Convener(s)
Resource support	FAME staff and occasional subject matter experts	FAME staff and experienced community-based practitioners.
Review of operations and value	At the end of every meeting	At the end of every meeting
Sustainability	A combination of national responsibilities, NGO/CSO and donor funding.	A combination of national responsibilities, NGO/CSO and donor funding.