



Government of the Republic of Vanuatu

Laef blong Yumi wetem ol Fis



VANUATU FISHERIES DEPARTMENT

National Strategy for Scaling Up Community-based Fisheries Management in Vanuatu



Laef blong Yumi wetem ol Fis



National Strategy for Scaling Up Community-based Fisheries Management in Vanuatu



Noumea, New Caledonia,
2023

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Pacific Community (SPC) 2023

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Approved by the Minister of Agriculture, Livestock, Forestry, Fisheries and Biosecurity (MALFFB) on 16th December 2022, Port Vila

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Abbreviations

CBFM	community-based fisheries management
CBCRM	Community-Based Coastal Resource Management
CBAO	Community-Based Authorized Officers
EU	European Union
FishSMARD	a community of practice on Sustainable Management Approaches and Resource Development for Fish
MALFFB	Ministry of Agriculture, Livestock, Forestry, Fisheries, and Biosecurity
MCS	monitoring, control and surveillance
MEL	monitoring, evaluation and learning
NG	non-government
NGO	non-government organisation
NSDP	National Sustainable Development Plan
OMR	Office of The Maritime Regulator
SPC	The Pacific Community
SPC-FAME	The Pacific Community, Division of Fisheries, Aquaculture and Marine Ecosystems
TAILS+	SPC-coordinated coastal fisheries production monitoring program
WSB	Wan Smolbag
VFD	Vanuatu Fisheries Department
VMC	Vanuatu Maritime College

Foreword

Coastal waters connect and define our more than 80 islands rather than separate us. Coastal fisheries for fish, invertebrates and aquatic plants are critical to our daily lives, not only for food but also for income and for our identity as Ni-Vanuatu. Ensuring healthy coastlines and vibrant ecosystems is more than simply in our collective interest; it is our responsibility and integral to our national ambition to drive a strong and resilient Vanuatu forward into the future.



Our national development targets, as set out by *The People’s Plan (National Sustainable Development Plan)*, directly reflect the critical needs of the people of Vanuatu. The nation’s priority to ensure people’s well-being and safeguard their livelihoods and health (food and nutritional intake) requires sustained productivity of our coastal environments over the long term. In line with our national decentralisation directives, community-based fisheries management (CBFM) has proven to empower communities, mobilise local action and enable sustainable coastal fisheries. The *Vanuatu National Roadmap for Coastal Fisheries: 2019–2030* attests to this. Building on it, the Vanuatu Fisheries Department (VFD) has undergone a comprehensive consultation process to develop the *National Strategy for Scaling Up CBFM in Vanuatu*. With this, VFD and its implementing partners seek to coordinate and maintain widespread CBFM.

The central question asked by the *National Strategy for Scaling Up CBFM in Vanuatu* is, “How can CBFM practices be spread and be supported across the nation to improve the resilience and well-being of Ni-Vanuatu?” Given the diverse, dispersed and dynamic nature of coastal fisheries in Vanuatu, scaling up CBFM requires a multi-actor, multi-level, reflexive approach. Understanding that budgets and labour are limited, the strategy comprises a number of action pathways that cumulatively allow for effective fisheries management to be actioned across all of Vanuatu’s islands. At the most aggregated level, the strategy recognises two sets of activities:

- i. Establish an enabling environment for CBFM at national, provincial, and area scales – activities, measures and instruments that improve conditions under which CBFM can become more widespread, effective and impactful.
- ii. Provide direct CBFM support to communities and stakeholder groups – activities, measures and instruments that target resource user groups on the ground to promote sustainable management behaviour.

The national strategy allows VFD to operationalise its mandate to strategically coordinate across activities, investments and (grassroots) initiatives across stakeholder groups into a coherent, self-sustaining national CBFM program.

It is with great pleasure that I hereby approve the *National Strategy for Scaling Up CBFM in Vanuatu*. May we collectively steer our canoe into a sustainable and prosperous future for Ni-Vanuatu, and God bless us all on our journey of *Laef blong Yumi wetem ol Fis*.

Honorable Nako Ianatom NATUMAN (MP)
Minister of Agriculture, Livestock, Forestry, Fisheries and Biosecurity



Approval for the

National Strategy for Scaling Up Community-based Fisheries Management in Vanuatu

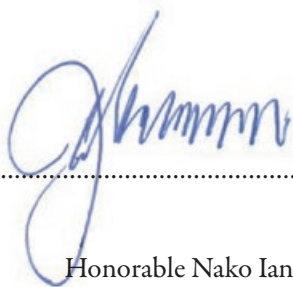
The *National Strategy for Scaling Up Community-based Fisheries Management in Vanuatu* is made in accordance with Part 3 Section 6(1)(a) of the *Fisheries Act No. 10 of 2014*.

By virtue of powers conferred upon the Minister Responsible for Fisheries, under Section 6(1)(a) of the *Fisheries Act No. 10 of 2014*, notice is hereby given for approval of the *National Strategy for Scaling Up Community-based Fisheries Management in Vanuatu*.

COMMENCEMENT DATE

This national strategy commences on the date on which it is approved by the Minister.

Made at Port Vila this 16th day of December 2022



Honorable Nako Ianatom NATUMAN (MP)

Minister of Agriculture, Livestock, Forestry, Fisheries and Biosecurity

Acknowledgements

The development of this strategy is in no small part a product of key investments in Vanuatu's coastal fisheries sector provided by international bilateral initiatives over the last 30 years (Figure 1). The Vanuatu Fisheries Department (VFD) acknowledges all these as fundamental to enabling our current ambition to achieve the 2030 vision for coastal fisheries in Vanuatu. VFD further recognises contributions of former VFD Director William Naviti for his support during the early development of the strategy, VFD Director Sompert Gereva for his continued leadership in driving VFD towards strengthening coastal fisheries, and Director General of the Ministry of Agriculture, Livestock, Forestry, Fisheries and Biosecurity (MALFFB) Moses Amos for his major contributions in pioneering community-based fisheries and coastal resource management in Vanuatu. VFD acknowledges the critical efforts of the Acting Manager of the Policy and Management Division, Ajay Arudere, and staff at the office of the Director General.

VFD would like to thank former senior VFD staff Jason Raubani, and Dirk Steenbergen and Neil Andrew at the University of Wollongong, for their long-term engagement with VFD and technical support throughout the consultation and development of the strategy. In addition, Japan International Cooperation Agency's (JICA's) "Grace of the Sea Project" has provided crucial assistance through its ongoing work with VFD in coastal fisheries management in Vanuatu. Support from the Pacific Community, Division of Fisheries, Aquaculture and Marine Ecosystems (SPC-FAME), in particular through Watisoni Lalavanua, ensured alignment with regional scaling-up developments and enabled printing.

VFD is grateful for the funding support from the Australian Government through Australian Centre for International Agricultural Research (ACIAR) project FIS-2020-172 (the "Pathways Project"), in addition to supplementary funding by the European Union and Swedish Government, through the Locally Managed Marine Area (LMMA) Network-coordinated Pacific-European Union Marine Partnership (PEUMP) program in Vanuatu (implemented through VFD partners in Wan Smolbag).

Finally, most credit for the development of coastal fisheries in Vanuatu, and so too this document, goes to the dedicated staff of VFD (including, in particular, all the fisheries development officers across all provinces) and all its domestic partners for driving forward the growth and strengthening of the coastal fisheries sector for the benefit of all Ni-Vanuatu; *Tankio tumas*.





Purpose and scope

The 2030 national vision for coastal fisheries articulated in the *Vanuatu National Roadmap for Coastal Fisheries: 2019-2030* (hereafter “National Roadmap”; Vanuatu Fisheries Department 2019) states that:

by 2030, secure sustainable coastal fisheries, underpinned by community-based approaches, to ensure the resilience and well-being of our people.

Translating this ambition will require practical and planned steps along pathways to change. The Vanuatu Department of Fisheries (VFD) is central to achieving sustainable change. There is no “silver bullet” solution or single pathway, so VFD must document what works and what does not, so it can learn and accelerate progress. This document is designed to guide strategic planning within the coastal fisheries section of VFD in support of the national spread of community-based fisheries management (CBFM) in Vanuatu (also referred to as community-based coastal resource management [CBCRM]).

The document outlines implementation pathways to effectively spread CBFM.¹ It has been developed in conjunction with the regional *Pacific Framework for Action on Scaling up Community-based Fisheries Management: 2021–2025* (hereafter “Pacific Framework”; Pacific Community 2021).

Collaboration is key to achieving and maintaining outcomes of sustainable coastal fisheries management. These outcomes will happen through partnerships between state and non-state actors (e.g. government departments, civil society groups, *kastom* authorities and non-government organisations [NGOs]), as well as international development partnerships, including those with (sub-)regional institutions of which Vanuatu is a member (e.g. The Pacific Community [SPC] and Melanesian Spearhead Group), universities and donor agencies.

¹ In this document we refer to scaling up inclusive CBFM as: Encouraging, motivating and empowering communities to sustainably manage their own coastal resources, recognising the different needs of groups within communities (e.g. women, youth, people with disabilities) and aiming for equitable access to benefits from coastal resources.

Reflecting on a long history of CBFM development in Vanuatu

The current status of CBFM in Vanuatu is the result of more than three decades of work and investment in the coastal fisheries sector, as well as the development of policies and legislation that recognise the importance of communities, with their rights and knowledge (see Figure 1). The first initiatives to focus on local capability for management emerged in the 1990s with the trochus rehabilitation program, involving capacities in community, and with the early establishment of the community network of resource monitors, Vanua Tai. These important initiatives formed the foundation from which recent consecutive investments by VFD and its long-term international bilateral partners have accelerated CBFM innovation and growth to the point that Vanuatu is now ready to scale up CBFM. This readiness sees the critical mass of CBFM capacity needed to initiate a national CBFM program already present within VFD, other government line agencies, domestic NGOs and civil society.

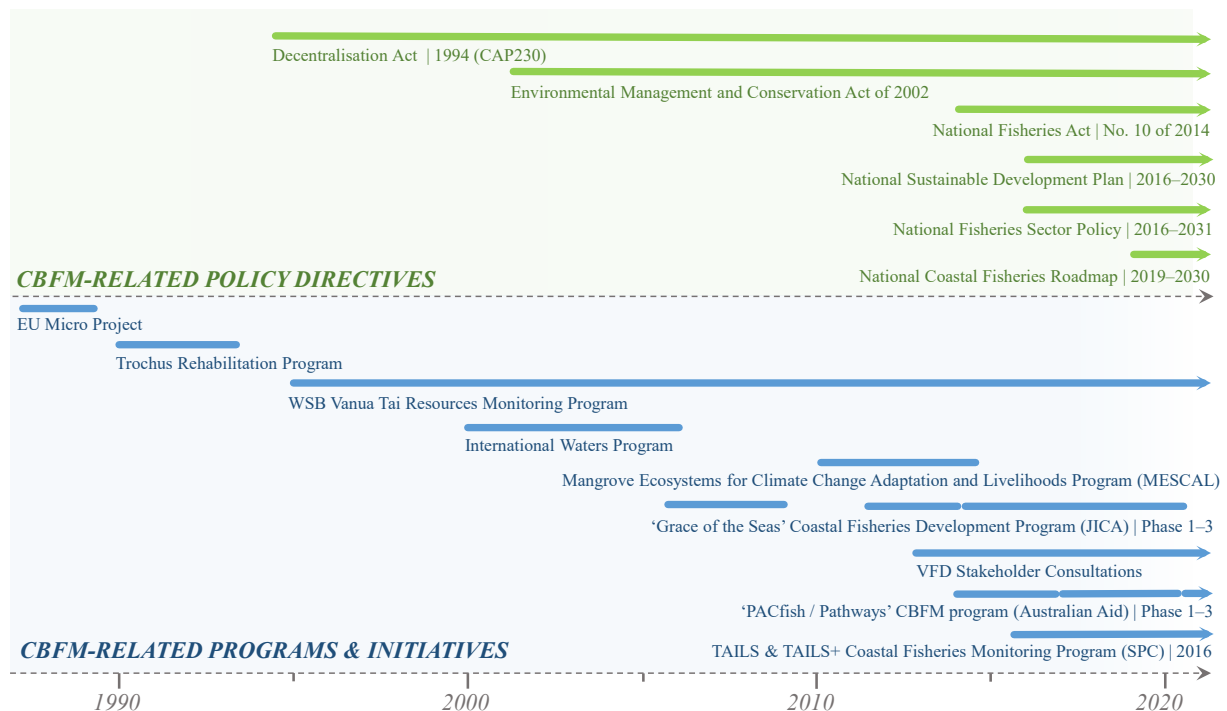


Figure 1. Pivotal CBFM-related policy directives and programs in Vanuatu indicating the long historical development of CBFM growth and readiness to scale up, adapted from Steenbergen et al. (2022).

Opportunities for, and challenges of, scaling up CBFM in Vanuatu

Kastom practices have a long history of empowering and strengthening community involvement in resource management in Vanuatu (Amos 1993; Tavue et al. 2016; Raubani et al. 2017). This has culminated in the establishment of the National Roadmap as well as regional directives as outlined in the *New Song for coastal fisheries – pathways to change: The Noumea strategy* (Pacific Community 2015). Strong long-term bilateral programs under VFD have made significant contributions to refining and improving CBFM approaches.

Key challenges remain to ensure widespread implementation of equitable community development, and to better understand the process and outcomes of CBFM in a range of unique Vanuatu contexts:

- Initiatives and inputs for strengthening the coastal fisheries sector need better **coordination** both with respect to activities by various partners as well as resourcing by those partners and national budget allocations. In the absence of that coordination, small projects, even if successful, will come and go without widespread long-term change.
- VFD is **limited by resources, funding and capacity** to address the unique CBFM contexts of Vanuatu. The demands put on VFD to govern and manage coastal fisheries is disproportionate to the means available to VFD.
- VFD’s current **organisational structure, procedures and policy instruments** are largely reflective of governance and management needs for commercial offshore fisheries. While this is understandable given the international pressures of Vanuatu commercial fishery resources, it is not fit for purpose for coastal fisheries.

Given these opportunities and challenges, the central question is how CBFM practices can be spread and be supported across the nation to make meaningful contributions to the resilience and well-being of Ni-Vanuatu people, within the resources VFD has at its disposal. The scaling-up approach in Vanuatu is based on an understanding that scaling up will follow multiple pathways and requires both direct and indirect engagement with communities. The logic behind Vanuatu’s scaling-up activities (Figure 2) sets out how potential activities under a national CBFM program fit within the larger coastal fisheries landscape, feeding into the guiding (sub-)regional and national policies and complementing parallel coastal fisheries programs and projects.

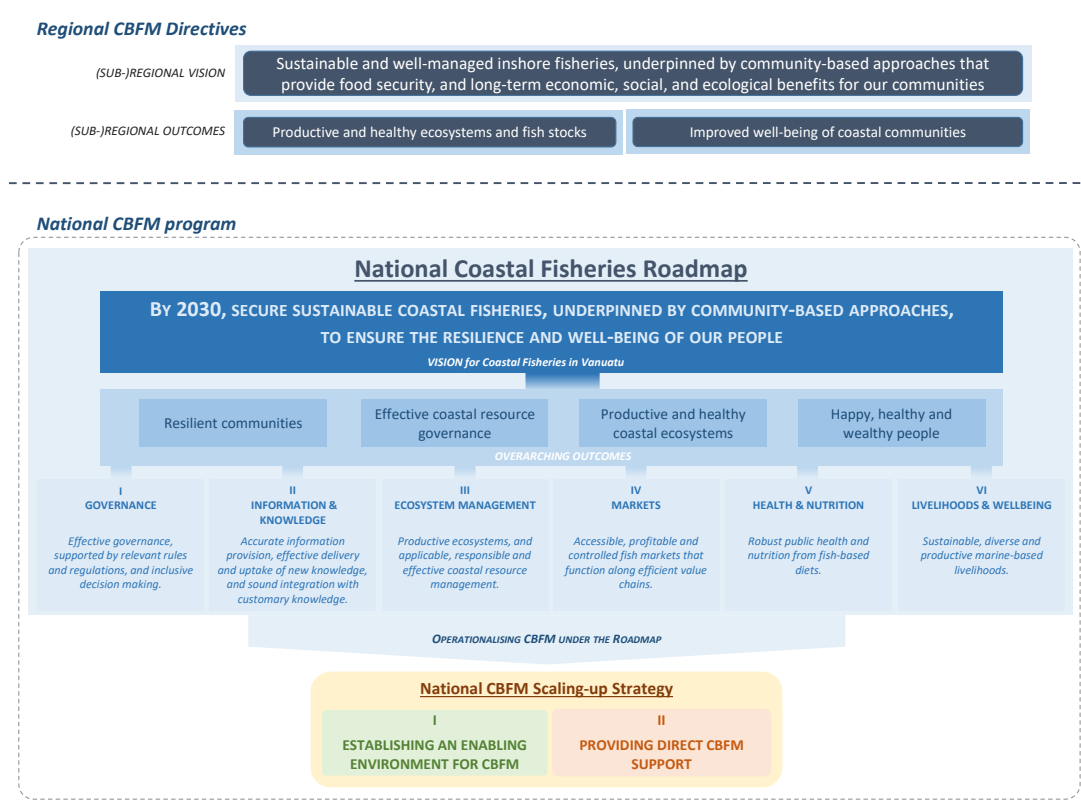


Figure 2. Positioning of the National CBFM Scaling-up Strategy as an operationalisation of the broader theory of change for achieving widespread CBFM in Vanuatu as noted in the National Roadmap (VFD 2019).

Gender and social inclusion

The first principle of the National Roadmap recognises women's contribution to coastal fisheries and promotes more inclusive fisheries management and livelihoods. Other forms of social exclusions and marginalisation must also be addressed as part of the social inclusion principles used to guide CBFM scaling-up. These same principles will guide how VFD scales up CBFM, similar to how people-centred approaches in the context of the Pacific Framework will inform planning and implementation processes. These include: incorporating gender dimensions in national policies; ensuring voices of different groups (i.e. women, men, youth, people married into a village, people with disabilities) are considered in decision-making processes; and collecting age- and sex-disaggregated information to monitor and evaluate outcomes. Collaboration will be key to achieving equitable distribution of benefits from scaling up CBFM. Gender and social inclusion in CBFM could be strengthened through partnerships with, for example, women's departments, civil society groups and other community groups.

Framing action for scaling up CBFM in Vanuatu

The diverse, dispersed and dynamic nature of coastal fisheries in Vanuatu means that scaling up CBFM requires a multi-actor, multi-level, reflexive approach. Understanding that central resourcing, budgets and labour are limited, the strategy constitutes a number of action pathways that cumulatively allow for effective fisheries management to be actioned across all of Vanuatu's islands. At the most aggregated level, we recognise two main sets of modalities and activities, namely those that:

- i. Establish an enabling environment for CBFM at national, provincial, and area scales – *activities, measures and instruments that improve conditions under which CBFM can become more widespread, effective and impactful; these include, for example, awareness, human and institutional capacity, underpinning legal instruments and policies, and the networks of partners that accelerate engagement.*
- ii. Provide direct CBFM support to communities and stakeholder groups – *activities, measures and instruments that target resource user groups on the ground to promote sustainable management behaviour.*

Approaches and policy documents related to these two action areas are illustrated in Figure 3 and Figure 4, respectively.

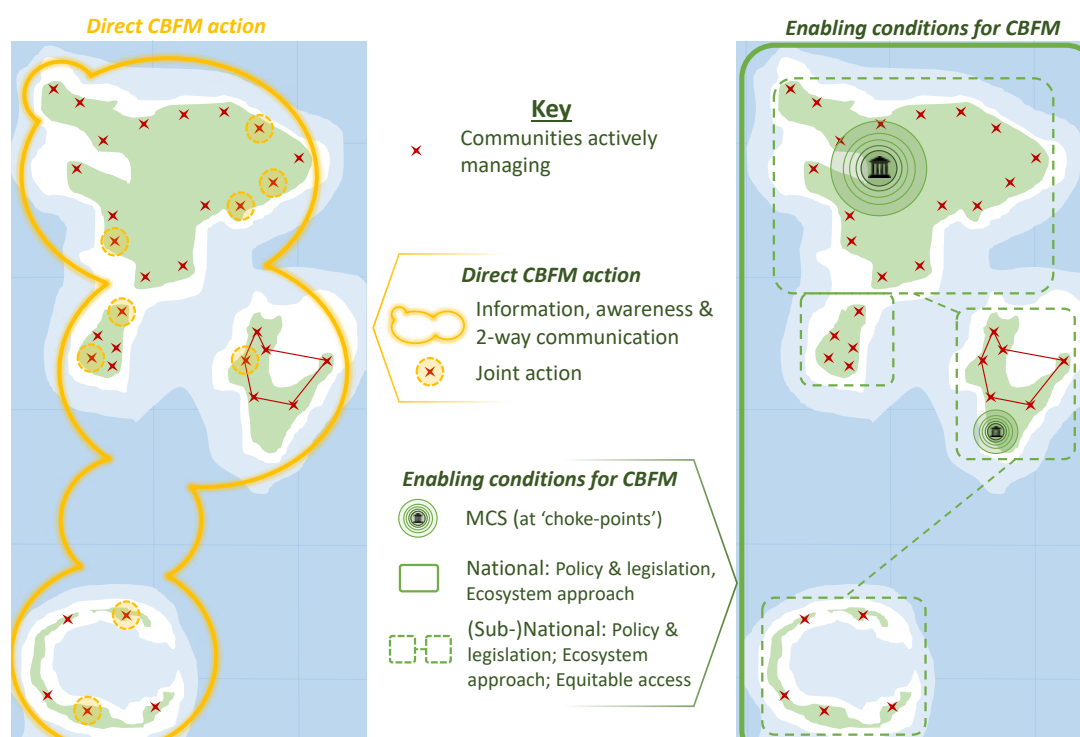


Figure 3. Strategic approaches to scaling up CBFM under conditions of limited budgets and staffing, showing relative reach of direct actions and enhancing enabling conditions (adapted from Pacific Community 2021).

Below, we summarise the thinking behind the scaling-up approach as depicted in Figure 3. Following this, the document outlines action areas, implementation pathways and expected outcomes, and provides illustrative pathways and activities. These are the result of strategic planning and meetings within VFD and during extensive consultations with stakeholders.

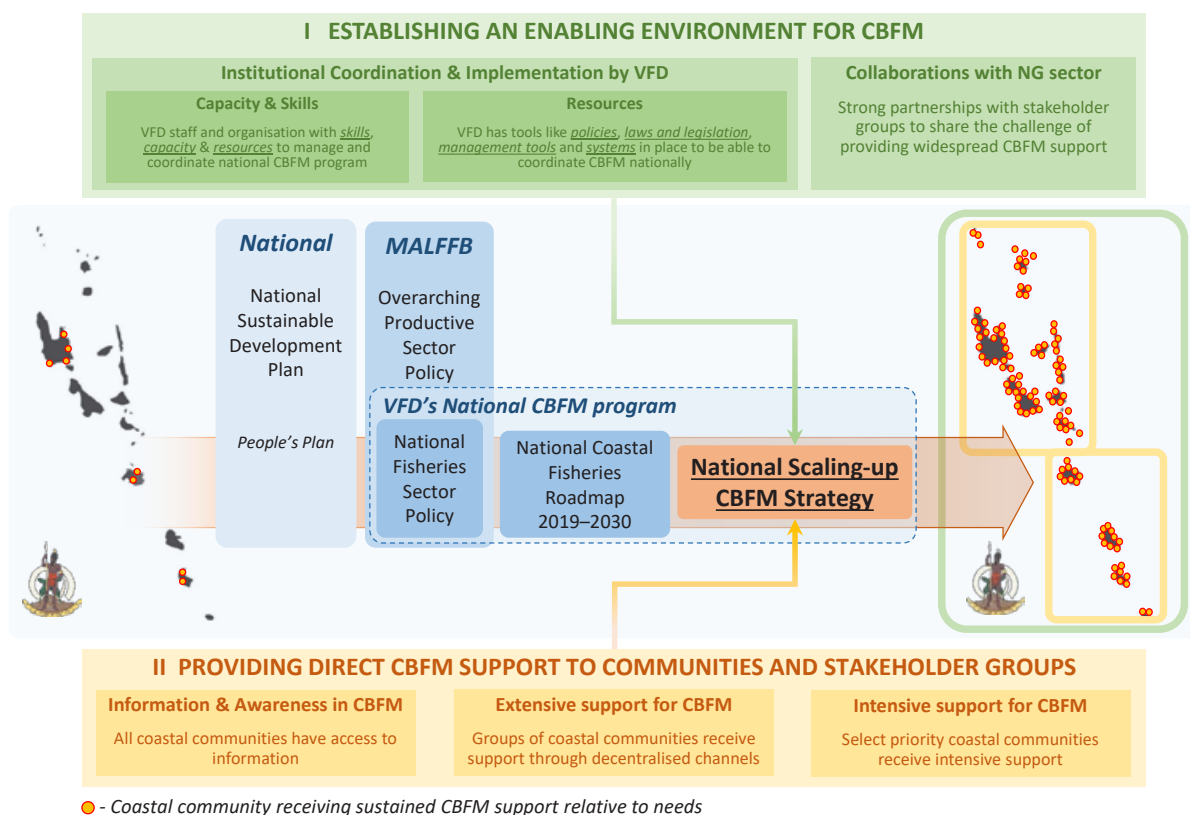


Figure 4. The National CBFM Scaling-up Strategy mapped to national and sectoral policy documents. Note the two key action areas of ‘establishing an enabling environment for CBFM’ and ‘providing direct CBFM support’.



I. Establishing an enabling environment for CBFM

Conditions and activities at the national and sub-national (provincial, area and community) scales are critical to the successful scaling-up of CBFM in Vanuatu. Such activities and conditions provide legitimacy, increase demand and provide necessary institutional context for activities at the smaller scale. To address this, there are two main categories of actions:

A. Strengthening institutional coordination and implementation by VFD, so it can fulfill the role as the overarching coordinating institution for scaling up CBFM. This requires attention on two fronts.

Develop adequate and appropriate capacity and skills (at multiple governance levels) through, for example:

- *Train national staff in research skills and monitoring, evaluation and learning (MEL), socially inclusive community facilitation and CBFM, people-centered approaches, and grant writing (including developing a training resource kit on CBFM for national and island-based staff).*
- *Support provincial offices and officers to carry out workplans and increase provincial officers' capacity through relevant training (in response to needs).*
- *Assist the coastal fisheries section to be able to respond to ongoing need for new information (e.g. ability to develop and amend CBFM information packs and teaching resources for the school curriculum).*

Ensure tools and resources are available to staff to enact national and provincial regulations and policies, requiring:

- *Formulate coherent policy and management actions for VFD that are consistent with the National Roadmap.*
- *Review provincial regulations and ordinances that validate and empower CBFM.*
- *Resource and connect (sub-)national fisheries officers, networks and platforms.*
- *Integrate transdisciplinary work among agencies for policy coherence.*
- *Train VFD and partner staff working in CBFM (e.g. fisheries development and monitoring, control and surveillance (MCS) and evaluation training to assist local and island institutions to develop their by-laws). This includes collaboratively developing and delivering accredited courses in partnership with, for example, National University of Vanuatu.*
- *Utilise national and island-based fisheries officers, networks and platforms.*

B. Fostering existing, and establishing new, partnerships and networks that involve government and non-government agencies.

In Vanuatu, there are many projects and civil society initiatives that are active in rural communities, often working on broadly similar objectives for improved marine resource management. Given the scale of the challenge and the scarcity of resources, we recognise the importance of aligning and integrating scaling-up initiatives with national and regional priorities and approaches, and with other bilateral projects and initiatives:

- *Align activities under the National Roadmap by facilitating broad consultation and participation in CBFM implementation.*
- *Develop collaborative links across key VFD bilateral partners to integrate activities and seek efficiencies in implementation at shared sites.*
- *Organise national CBFM forums to integrate and exchange information (i.e. to avoid duplication among bilateral projects).*
- *Strengthen collaborations between VFD and other relevant national agencies (e.g. Department of Cooperatives for livelihood initiatives, Ministry of Health for nutrition, Department of Environmental Protection and Conservation for tabu area management, Department of Women's Affairs for gender and social inclusion).*
- *Develop lasting collaborations through existing networks developed through NGO and civil society group initiatives (e.g. Vanua Tai network of turtle monitors).*
- *Strengthen a Pacific community of practice for CBFM – 'FishSMARD' (Sustainable Management Approaches and Resource Development for Fish), and continually support and contribute.*



II. Providing direct CBFM support

Along a gradient of collaborative intensity in community engagement, we differentiate three broad categories of involvement with communities. The first category, and most basic level, is informing and increasing awareness round CBFM (broadcasting). The second category focuses on provision of extensive CBFM support across large constituencies (e.g. through consultation and peer-to-peer learning). The third category, intensive CBFM support, involves actively working with and in communities to effect change. Within each category, there are many pathways by which people can be reached and/or involved, each with its own assumptions, partners and opportunities (Table 1).

Table 1. Three categories of direct CBFM support, providing illustrative pathways as used in past CBFM initiatives in Vanuatu.

(A) Information & awareness	(B) Extensive CBFM support	(C) Intensive CBFM support
Objective: Ensuring people are equipped to, or informed of: • Understand basic ecology and function • Understand connection between human activity and state of stocks • Have capacity to identify threats/problems • Know how to respond or what action to take to address an issue/challenge • Understand national rules and regulations • Know who to contact and where to go for support	Objective: Achieving regular and accurate feedback, and co-learning, between community and support agencies: • Inform policy • Identify priority problems, hotspots, red flags etc. • Appropriate to context, deepen understanding and ability/capacity • Strengthen (vertical) connectivity	Objective: Establishing collaborations that achieve action and rules towards sustainable coastal resource management and well-being (national coastal fisheries vision)
Means of engagement: • Social media platforms • Radio broadcasting • Newspaper • Information kits • Video/DVD/theatre	Means of engagement: • National and provincial forums • Community theatre and workshops • Community exchange • Champions – utilising community networks • Extension (provincial) officers for information and awareness • National (pathways) officers for information and awareness • Exchange learning workshop • Train the trainers	Means of engagement: • Collaborative management, including scoping, problem identification and diagnosis workshops • CBFM plan co-development • Co-learning through participatory action research (fish-based nutrition and livelihoods) • Resource management design

Practical examples of actions under each of the engagement stream categories follow.

A. Information and awareness targeting national level coverage:

- *Develop a “communication and information management plan” for inclusive CBFM that aligns actions within a framework to ensure accurate, coherent and consistent messaging, and cost-effectiveness over time. This plan is an extension of the scaling-up strategy and feeds into both VFD’s coordination of implementation and tracking of CBFM status/progress.*
- *Increase awareness and knowledge of national laws among the public (including coastal communities) through consultations, public media and distribution of CBFM information kits.*
- *Increase understanding of CBFM through innovative information campaigns.*
- *Collaborate with the non-government sector to create innovative dissemination activities and consider*

communication needs of different stakeholder groups (e.g. touring CBFM play and workshops).

- *Collaborate with, and support, CBFM sites in raising awareness of community rules and/or management plans to neighbouring communities and island-wide institutions.*
- *Support women, youth, people with disabilities and other marginalised group networks to disseminate CBFM information.*

B. Extensive CBFM support targeting a proportion of coastal communities:

- *Build on VFD list of priority sites for targeted awareness and consultation (based on past community requests to VFD and national development priorities).*
- *Carry out extensive in-community consultations and diagnoses that inform application of varying forms of follow-up engagement (from “light touch” to intensive).*
- *Organise stakeholder forums at the national and island levels to share lessons between CBFM sites but also engage with non-CBFM sites.*
- *Support representatives of different community groups (e.g. women, youth and people with disabilities) to be involved in stakeholder forums at the national and island levels.*

C. Intensive CBFM support targeting a smaller subset of communities:

- *Support a whole-of-island (or area level) CBFM approach by working with groups of communities (and inclusive of different voices), community reflections and developing integrated management plans.*
- *Establish in-community CBFM plan monitoring as appropriate to context and capacity.*
- *Support horizontal engagements between communities, and vertical engagements between communities and respective island-wide, provincial and/or national institutions.*
- *Tailor CBFM interventions that improve peoples’ livelihood- and food-security-oriented benefits, with a goal of ensuring equitable access.*



A phased approach to operationalising a national CBFM program

Annex 1 presents detailed sets of operational fisheries activities and interventions that will be key to implementing a national program. Table 2 provides an overview of the headline work packages mapped across a two-phased approach towards 2030 that will establish the structures, processes and procedures needed for the national CBFM program. The first phase (2022–2025) focuses on establishing those structural elements, while the second phase (2026–2030) targets ongoing implementation of what should be an established program (see Annex 1). Priority actions are identified with each of the Enabling Environment and Direct Support components of the strategy (Table 2). These draw in part from guidance provided in the Pacific Framework (section 9.2.2) on establishing national strategies. To inform the transition from Phase 1 to Phase 2, a national review will examine Phase-1 outcomes and provide adjustments and implementation directives for Phase 2.

Table 2. Priority actions presented across two phases of work oriented towards establishing a national CBFM program, with reference to various available tools and instruments.

Enabling Environment		Direct Support
Phase 1 implementation priority actions Scaffolding a national CBFM program 2022–2025	Status assessments – review policies and local actions (including assessing inclusiveness) Capacity development – (sub-)national: • Organisational: structures, mechanisms, protocols and tools • Individual: skills and capabilities ◦ Build sub-national capacity (provincial fisheries officers) – resourcing, training and mentoring Establish tracking systems and recordkeeping for: • VFD assets • Research/stock assessment • CBFM support: by (i) information and awareness (i.e. where and to whom) (ii) co-management interventions (e.g. CBFM plans) Formulate indicators for measuring CBFM scaling-up Review VFD structure to make fit for purpose for coastal fisheries: • Establish an embedded national CBFM coordinating unit • Develop budget and organisational structure to support decentralised governance and management • Focus on expanding and strengthening provincial coastal fisheries teams (in conjunction with budget allocation) • Establish structural alignment between provincial fisheries teams and provincial government (Secretary General office) for planning, implementation and reporting Establish standards, procedures and services: • Define broad principles and minimum standards for site support to ensure best practices (for partners too) • Institute processes for decentralised support for CBFM • Develop appropriate MCS systems (e.g. through authorised officers) • Develop appropriate MEL processes to capture progress on human-based and fisheries-based outcomes • Generate mechanisms to meaningfully collaborate and include feedback in development planning • Establish procedures and mechanisms for data management and access (including collation among partners), communication and an information management plan • Develop standard operating procedures (e.g. disaster management response) • Establish two-way reporting systems between community stakeholders and (sub-)national VFD Hold forums for CBFM information exchange, planning and partnership building: • Regular national CBFM symposia with appropriate representation of different community groups and voices • Sub-national meetings • Strengthen governance and management support in and among communities: • Coordination with civil society (e.g. churches, local and kastom authorities and NGOs)	Status assessments – national and provincial status of CBFM and support (i.e. identify CBFM gaps, estimate and track “active” CBFM communities in the landscape of total coastal communities) Establish standards, procedures and services to allow for consistent and cost-effective CBFM support (e.g. coordination and procedure over site selection and strategic distribution of investments by VFD, and rapid disaster response through fisheries management) Strengthen CBFM-appropriate MCS systems Develop aquaculture relevant to CBFM (e.g. integrated backyard farming) Produce and distribute relevant information material through partners and multimedia: • Provincial/area-level CBFM networks by and for communities, and through different stakeholder and community groups • Review trade, marketing and fish distribution • Cold chain development • Marketing • Monitor coastal fisheries sector collaboratively: • In-community CBFM monitoring • Production, trade and distribution data collection (TAILS+ and solar-powered freezer monitoring) • Sex-disaggregated data collection Implement well-coordinated, demand-driven research that innovates CBFM: • Participatory action research • Technical fisheries research Support CBFM practice in communities: • Livelihood-oriented CBFM interventions • Food-security-oriented CBFM interventions • Resource governance and management interventions • Production-bolstering measures: • Fish-aggregating device (FAD) deployment

Review 2025–2026		
Phase 2 implementation Implementing a national CBFM program 2026–2030	Institutionalised CBFM coordination and implementation program by VFD: • Support to maintain adequate and appropriate capacity and skills at (sub-) national levels • Ensure tools and resources remain available to staff to enact national and provincial regulations and policies Program for coordination across, and engagement with, stakeholder partnerships and networks	
	Examples of CBFM instruments	Direct CBFM support program to communities and stakeholder groups • Information and awareness work package • Extensive CBFM support work package • Intensive CBFM support work package
Examples of CBFM instruments		• The National Roadmap • Standard operating procedures • National species management plans • VFD structure document • Communication and information management plan • Tracking systems • Central data management system
		• Inclusive CBFM information material • CBFM plan development guidelines • CBFM plan review tool • MCS: licensing • Implementation manuals ◦ Community-based resource management (CBCRM) guidelines ◦ FAD manual ◦ Solar-powered freezer deployment manual* • Coastal fisheries data and monitoring ◦ Provincial CBFM status survey ◦ CBFM monitoring manual ◦ TAILS+ ◦ Community resource monitoring manuals ◦ Geographic information system (GIS) monitoring (e.g. Nemo) ◦ Aquanetix ◦ Solar-powered freezer monitoring

* CBFM instruments in development



Tanna, image: Abel Sami

Tracking progress

The effective implementation of CBFM will require systematic tracking and monitoring of progress towards having the national CBFM program achieve Vanuatu's 2030 vision for coastal fisheries. Measures of equitable CBFM outcomes in communities need to capture human- as well as fisheries-based outcomes. Human-based outcomes may include measurable improvements in knowledge, presence of agreed rules, effective management and local legitimacy of CBFM, as well as measures of equitable access to benefits from coastal resources. Fisheries-based outcomes may include improvements in production and sustainability of fishing practices. To effectively measure change and track progress along these human- and fisheries-based parameters will require the formulation of appropriate and measurable indicators of change, a critical step in Phase 1 establishment of the national program.

Baseline information on CBFM will be provided through reviews of policies (informing Enabling Environment) and national and provincial CBFM status reviews (informing Direct Support). The data sets maintained as part of VFD's broader set of data collection and monitoring of the coastal fisheries production should be drawn upon to clarify how scaling-up interventions drive CBFM outcomes observed along the coastal zones. These include results from CBFM monitoring in communities, fisher licensing, trade and distribution monitoring (solar-powered freezer and fish market monitoring), coastal production data (TAILS+) and community aquaculture monitoring (Aquanetix data set). Additional information should be gleaned from data collected and management by partners, as well as ongoing reporting, assessments and surveys completed under the auspices of the national CBFM program.

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ANNEX 1 – Focal action areas and associated strategic approaches at NATIONAL and SUB-NATIONAL scales

Table AI.1. NATIONAL focal action areas prioritised for investment of Vanuatu Fisheries Department's (VFD's) time, staff and resources, and transposed through strategic scaling up of community-based fisheries management (CBFM) approaches.

Strategies: scaling-up approaches							
Focal action area	Current status	CBFM vision	Barriers/ challenges	II. Direct CBFM support to communities & stakeholder groups			
				I. Enabling Environment			
Resource management measures							
Establishing tabu areas: expanding tabu area networks	VFD, through CBFM activities, has been setting up tabu areas for the past 40 years. Currently, it still carries out the practice depending on community interest and need to conserve marine areas for stock replenishment	To effectively manage the tabu areas under customary and traditional governance system	Conservation and protection are the responsibility of the Department of Environmental Protection and Conservation (DEPC) No proper mapping of boundaries of tabu areas Breaching of tabu area rules set up in the communities Lack of respect at the community/ level		Strengthen collaboration between VFD and DEPC to share information on tabu areas and their management and development Establish memorandum of understanding (MOU) with line departments and non-government organisations (NGOs)	Provide information and increase awareness on rules and regulations, and monitoring, control and surveillance (MCS) initiatives	Conduct mapping, geographic information system (GIS) tracing and registry of tabu area boundaries
	Ecological assessments	Ongoing activity	To ecologically manage and monitor habitats and resources	Lack of ecosystem program to educate communities on monitoring of habitats such as mangroves, seagrass and coral reefs, and reporting to VFD Need to collect baseline information before establishing a marine tabu area Need to work with other agencies Limited funding support	Secure funding support	Strengthen collaboration with DEPC, NGOs and civil society groups for effective management	Create ecosystem program for communities to engage and report to VFD, e.g. coral reef checks, mangrove planting, seagrass watch etc.

Focal action area	Current status	CBFM vision	Barriers/ challenges	Strategies: scaling-up approaches				
				I. Enabling Environment		II. Direct CBFM support to communities & stakeholder groups		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	A. Information & awareness	B. Extensive CBFM support	C. Intensive CBFM support
Data, information and research								
Coastal fisheries production data collection and management	Ongoing monitoring programs, including solar-powered freezer log sheets, TAILS+ (coastal production), CBFM monitoring, Aquanetix (community aquaculture) TAILS+ – >50 TAILS monitors in 25 islands in 6 provinces	To secure a sustainable coastal fishery. For this, we need to understand the status of resources; therefore, our aim is to continue to improve our data collection system to collect more information from coastal communities	No clear information per area council, as focus is on communities Some communities still not reporting any information to VFD VFD to be clear on what type of information to collect from fishers, e.g. length-based data Status of designated fisheries and their information remains incomplete No database to store ecological data Limited to no feedback to communities regarding their resource status No support for data collection Limited funds and low budget commitment for data collection	Provide training of national staff in data systems Map different data platforms to applications and initiatives Develop central data repository and management system	Increase data collection and reporting at area council level – catch and market data Increase coverage to areas of interest and high productivity Incorporate length-based data into TAILS+ for stock assessment Conduct baseline stock assessment for designated fisheries Conduct baseline ecological survey and habitat monitoring Develop database to store ecological data Secure funding for long-term support for data collection and monitoring	Maintain collaboration with Pacific Community (SPC-FAME) on application development, and data access and management Engage community resource monitoring networks for data collection Organise national CBFM forum biennial and provincial CBFM forums (bi-annual)	Disseminate data through materials and extension awareness Develop baseline information (e.g. by fishery by area council) Present data back to communities to answer their key management questions	Monitor CBFM in learning sites

Strategies: scaling-up approaches						
Focal action area		Current status	Barriers/ challenges	II. Direct CBFM support to communities & stakeholder groups		
		CBFM vision		I. Enabling Environment		
				A. Institutional strengthening of VFD for CBFM Capacity & skills Resources (tools & policies)	B. Partnerships & networks	A. Information & awareness B. Extensive CBFM support C. Intensive CBFM support
Supportive policies and legislation						
CBFM plans and policies	CBFM plans were developed for communities through project partners to manage resources at the community level Pathways project sites and Japan International Cooperation Agency (JICA) sites	To have CBFM plans developed at area council level and more specific resource management plans developed at community level	CBFM plans are only specific for project sites Lack of Monitoring and evaluating the CBFM plans for effectiveness Lack of information on penalties and breaching of the management measures set by specific communities		Support collection of scientific data by research partners to make evidence-based decisions	Incorporate data collection results to support CBFM activities through community liaison throughout Vanuatu
Finfish legislation	Currently, there are no finfish size limits Regulation Order 28 of 2009 is under review	To regulate and control finfish harvest and size limits of priority fish species that are commonly seen at markets To implement size limits on finfish	No size limit regulation on finfish No open/close season for most common fish species No restrictions on certain gear use per species Lack of measuring equipment, e.g. calipers and rulers		Develop and implement fish size limit regulation by species of common interest Conduct research on breeding and spawning seasons of important and common species to initiate open and closed seasons of harvest Develop gear restrictions, gear sizes and gear type policy Supply resource monitors with measuring materials (calipers and rulers)	Sign MOU with area council administrators Utilise Vanua Tai network to disseminate and enforce legislation
						Review CBFM plans
						Develop standardised CBFM plans at the area council level Establish fishers association with well-defined community structure that links with government through area council Develop standard agreements for fishers association with clear roles and responsibilities
						Establish community-based data collection and monitoring of catch (CBFM monitoring, TAILS+ etc.)

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	II. Direct CBFM support to communities & stakeholder groups		
				I. Enabling Environment		
Support in mitigating risk and disruptions						
I. Enabling Environment						
A. Institutional strengthening of VFD for CBFM Capacity & skills B. Partnerships & networks C. Intensive CBFM support						
Support in mitigating risk and disruptions						
Natural disaster response for fisheries	Following tropical cyclones Pam and Harold, and various volcanic eruptions, as a department VFD has responded rapidly and provided support through bilateral funding arrangements. At national level, response systems are slower to provide immediate support, though central coordination	To have the processes, mechanisms and resources in place to allow immediate response to community needs following disasters	Slow access to funds and resources to respond immediately Baseline information incomplete; does not allow for accurate measurement of impact Reporting post disaster not regular and inconsistent with deployment of resources Disaster events create bottleneck of external support that distorts coordinated efforts	Develop standard operating procedure (SOP) for disaster response for fisheries		
	Ciguatera fish poisoning (CFP) is now a risk and the biggest issue in most coastal communities	To ensure communities are aware of ciguatera and its risk to human health	Limited baseline information available Limited research on this issue Limited awareness on CFP	VFD to work and sign MOU with Ministry of Health to monitor CFP cases and collect baseline information	Send out alerts and cautions on social media and produce awareness materials on CFP for communities Develop training package on how to determine outbreaks and course of action (include data submission to national database) Produce public awareness materials and disseminate to wider public using different media outlets	
Crown of thorns starfish (COTs) risks	COTs are an ongoing risk in Vanuatu. Most communities reported the risk of COTs in the reef systems Current work has been undertaken in coastal communities for clean-ups and awareness-raising. Use of injection guns to remove COTs Dive operators have taken the initiative to remove COTs in their dive sites	To ensure funds are available for the management of COTs outbreaks that are destroying the coral reefs	Limited human resources at VFD to work with communities to undertake COTs clean-ups and campaigns Limited community capacity and knowledge on COTs	Revitalise existing reporting platform, e.g. Oreanet	Conduct community-based training for communities on ciguatera management Conduct community-based training for communities on COTs removal Assess situation on request and recommend management actions Assess situation on request and recommend management actions	

Focal action area		Current status	CBFM vision	Barriers/ challenges	Strategies: scaling-up approaches				
					I. Enabling Environment		II. Direct CBFM support to communities & stakeholder groups		
					A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	A. Information & awareness	B. Extensive CBFM support	C. Intensive CBFM support
Compliance and control									
Coastal monitoring, control and surveillance (MCS)	Community-based authorised officers (CBAO) network has been a great initiative but requires improvement	To reduce coastal illegal, unreported and unregulated (IUU) activities	Limited to no funding to support CBAO as most of them are voluntarily engaged to do the work as authorised officers Limited to no incentive support for the CBAO Lack of dedicated MCS tools and equipment, e.g. vehicles, vessels (boats), gears, uniforms etc. Lack of dedicated human resources at border control checks (airport and seaports) Collaboration at the community, provincial and national levels needs strengthening.	Recruit dedicated compliance officer for northern regions (Sanma Province) and southern regions (Tafea Province)	Secure funding support to strengthen the CBAO program at the community level	Work with community networks to install appropriate MCS systems	Disseminate up-to-date information on rules and regulations	Provide training for CBAO	
				Recruit VFD MCS and evaluation officers for border control checks at the airport and seaports	Share database on penalty notice issuance for effective collection and prosecution with area secretaries and provinces Purchase dedicated vehicle and vessel for coastal MCS work Secure and make available coastal MCS and surveillance budget funds Purchase dedicated MCS and enforcement tools and gears, e.g. uniforms, boots, calipers, hats etc.				

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	I. Enabling Environment		
				II. Direct CBFM support to communities & stakeholder groups		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	C. Intensive CBFM support
Licensing	Licensing regime of VFD is an ongoing activity	To continue to improve the licensing regime for the coastal fisheries sector in Vanuatu	Some fishers are not licensed but still do fishing for commercial purposes, e.g. canoe fishers who still sell their catch Weak monitoring of fishing activities in coastal communities Islands are widely spread and communities are far from each other; therefore, licensing of fishers is a challenge for remote areas (which are more productive) Weak compliance and enforcement on data reporting, as required under the national licensing programs Limited support towards CBAOs Middlemen are not licensed but are big players in selling fish at roadsides and fish markets	Expand licensing to no boat and canoe fishing for commercial purposes Strengthen compliance and enforcement of data reporting of all licensed vessels Standardise licensing regime to issue license per fishery, e.g. beche-de-mer (BDM) fishery, coconut crab fishery, green snail, trochus, poulet (quota system)		Install tracking systems on board all licensed vessels to monitor fishing activities Expand licensing regime to e-licensing for some remote areas that are effectively fishing. E-inspection can also be part of the e-licensing Support CBAO for effective compliance and enforcement at community level. Strengthen VFD officers for effective compliance and enforcement work License fish vendors and fish market facilities
	Fish caught by local fishers in the communities are landed anywhere so it is hard to monitor and collect data at landing of catch	To designate a proper landing site per area council for effective monitoring	No proper landing sites for commercial purposes Lack of regulatory framework for coastal designated landing sites per area council	Develop list of designated landing sites in consultation with communities and area councils Review and develop regulation to include coastal designated landing sites		Build proper jetties per area councils

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	II. Direct CBFM support to communities & stakeholder groups		
				I. Enabling Environment		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	A. Information & awareness
CBFM capacity building and production support						
Boat building at boat yard	VFD boat yard has employed technical boat builders and the production of Hartley boats (5.6 m and currently moving to bigger boats of 6.2 m)	To ensure the boat yard is sustainably managed with high-quality production of boats	No dedicated boat designer and trainer Limited human resources and capacity to manage and develop boat yard and marketing Limited funding to support boat building activities at VFD boat yard	Recruit dedicated boat designer and trainer on contract basis	Secure potential funding support for boat yard	Provide training on maintenance and technician to fishers and boat owners
				Promote marketing and outsourcing of boat yard as a business	Increase boat size to develop a standard design	
				Recruit more boat builders into the boat yard		
				Recruit a manager to manage the boat yard development		

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	I. Enabling Environment		
				II. Direct CBFM support to communities & stakeholder groups		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	A. Information & awareness
Fish-aggregating devices (FADs)	Use of FADs is an ongoing activity to support fishers to catch tuna and tuna-like species and other pelagic species	To effectively develop and manage FAD fishing as a fishery resource management purposes To deploy 100 FADs as an indicator under the National Sustainable Development Plan (NSDP) by 2030	Limited funds to support FAD deployment, monitoring and maintenance After deployment, FADs do not persist on the water long term, usually less than 1 year. No proper sounding of sea floor to identify potential sites for deployment Research design of FADs for improvement – climate change impacts Lack of national FAD manual and FAD fishing techniques Lack of proper standard operating procedures (SOP) for FAD construction and deployment and retrieval of FAD ghost gear Leisure fishing occurring on FAD without a valid fishing licence Regulation framework for FAD fishery incomplete Weak collaboration between stakeholders	Develop FAD regulatory framework to cater for current issues and situation Research best place to deploy FADs Research and adapt FAD designs Develop national FAD manual and fishing techniques Develop SOP for FAD deployment and FAD retrieval Issue FAD permits to access FAD and issue licences to leisure fishing boats that access FADs	Strengthen collaboration with Office of The Maritime Regulator (OMR) and shipping agencies Collaborate with Vanuatu Maritime College (VMC), Ports and Harbour, OMR, area councils, provincial government, fishers associations, other networks in communities	A. Information & awareness
						B. Extensive CBFM support Increase number of FADs deployed and actively reporting (target two FADs per province per year) Provide training on FAD construction, deployment and maintenance to fishers associations
						C. Intensive CBFM support

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	I. Enabling Environment		
				II. Direct CBFM support to communities & stakeholder groups		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	C. Intensive CBFM support
Fish trade and distribution (marketing)	Establishment of fish market includes community solar-powered freezers, community and provincial fish market outlets and tertiary fish markets in Luganville and Port Vila This is a current activity that will require a lot of improvement	To ensure there are markets available for fish (different species) To ensure there are storage facilities available at the community level To ensure fishers keep motivated and encouraged to do fishing	Fish markets not able to purchase fish from fishers Lack of materials, tools and facilities to maintain cold chain, e.g. eskies, ice bags etc. Lack of business license among fishers and traders as required document to seek funding support Poor management and leadership to manage fish market – duplicate role of fish market manager and fishers association Limited collaboration between other stakeholders Roadside selling is a concern regarding seafood quality and safety standards	Provide funding support for cold chain development and monitoring	Strengthen partnership between VFD and other line government agencies to establish a market division. Sign MOU with Municipality (Port Vila and Luganville)	Improve management of solar-powered freezers at community-based fish market to encourage sale of fish at the community level and not just fish storage Purchase and provide eskies and ice bags for fish preservation Ensure community fish markets are money-making businesses that have a valid business license to operate Separate leadership for managing fish market and fishers association License all fish vendors

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	II. Direct CBFM support to communities & stakeholder groups		
				I. Enabling Environment		C. Intensive CBFM support
				A. Capacity & skills	B. Partnerships & networks	
Aquaculture (farming in fresh water)	Establishment of backyard farms or ponds by interested communities and individuals Building of the Tagabe freshwater hatchery facility is yet to be completed Current farming includes tilapia and freshwater prawns (Macrobrachium rosenbergii) Most farmers are small-scale commercial; only a few are farming at a commercial scale	Identify demand of certain species to be farmed and scale up farming of that particular species To farm other potential species such as M. lar (local monkey river prawn), mountain mullet	There are no aquaculture licenses/permits for aquaculture farming Limited data collection on aquaculture for the past 40 years Problem of feed supply as it is expensive to import feed from overseas Limited hatcheries to support communities (only in Vila and Santo) Limited capacity on farm husbandry for different species at the community level Weak collaboration with partners, NGOs, civil society groups	A. Institutional strengthening of VFD for CBFM Resources (tools & policies)	B. Establish mini-hatchery in provinces to support breeding and spawning and production of fry. Conduct capacity building on farming husbandry to farmers	C. Intensive CBFM support
				Develop aquaculture framework (policy/ regulation) to issue license or permit to aquaculture farmers to engage in farming Support data collection for licensed aquaculture farmers Develop aquaculture logbook and utilise Aquanetix or TAILS to collect aquaculture data Develop feeds using local ingredients. Where possible, outsource production of aquaculture feeds to companies that can mass-produce feed Research best practices for integrated farming system Diversify aquaculture farming to other species		

Strategies: scaling-up approaches						
Focal action area	Current status	CBFM vision	Barriers/ challenges	I. Enabling Environment		
				II. Direct CBFM support to communities & stakeholder groups		
				A. Institutional strengthening of VFD for CBFM Capacity & skills	B. Partnerships & networks	C. Intensive CBFM support
Mariculture (farming in marine environment)	Since demolition of mariculture hatchery facility in 2016, mini hatchery established in Mangalliu to produce giant clam seeds, trochus to restore reefs New mariculture hatchery facility in Santo launched	To increase and improve mariculture program to support marine ecosystem and community livelihood To undertake research to farm certain marine species	Limited funding to support mariculture program Limited support for mariculture program delivered communities Limited to no research on finfish husbandry, breeding and spawning techniques Weak collaboration with national, regional and international partners	Secure funds to support mariculture program	Establish links between communities to support restoration and rehabilitation program, e.g. corals, trochus, green snail etc.	
				Develop food security program through roll-out of 4 Blocks program	Strengthen collaboration between national stakeholders and regional and international partners, e.g. SPC, French National Research Institute for Sustainable Development (IRD) etc.	
				Re-establish aquarium trade link to mariculture farming		
				Conduct research on rabbitfish husbandry and spawning techniques		

Table A1.2. SUB-NATIONAL action areas transposed through strategic scaling-up approaches.

Focal action area		Barriers/challenges	Strategies: scaling-up approaches			
I. Enabling Environment			II. Direct CBFM support to communities & stakeholder groups			
A. Institutional strengthening of VFD for CBFM			B. Partnerships & networks	A . Information & awareness	B. Extensive CBFM support	C. Intensive CBFM support
		Capacity & skills	Resources (tools & policies)			
CBFM capacity building and production support						
Training and capacity	Training in a number of topics still needs to be conducted in communities				Provide training on FAD construction and deployment Provide training on night light fishing and bait fish Provide aquaculture training on tilapia and prawn farming Provide training on shell crafting and design Conduct training to fishers annually Conduct training on fishing technology through VMC	
Increase technical skills and knowledge on fishing in communities	Lack of trainings					
Increase production	Suitable location of FAD		Facilitate fisheries officers to attend training to operate suitable machine and to identify sites	Work in collaboration with other stakeholders/ fishing charters to identify suitable location		
Improve trade and distribution (marketing) of fish	Seafood quality No fish vendor to purchase fish Lack of ice-making machine Access to fish Lack of fish storage Very limited opportunities for fish value addition			Work in collaboration with stakeholders, such as cooperatives, industry and Bureau of Standards, to establish market	Provide training on fish handling Provide training to fishers for value addition (Department of Industry)	Establish ice-making machine for communities Establish community fish market Deploy FAD

Strategies: scaling-up approaches						
Focal action area	Barriers/challenges	I. Enabling Environment			II. Direct CBFM support to communities & stakeholder groups	
		A. Institutional strengthening of VFD for CBFM	B. Partnerships & networks	A . Information & awareness	B. Extensive CBFM support	C. Intensive CBFM support
Fish storage (market)	Not enough community solar-powered freezers Low fisher participation rate relative to potential No ice (canoe) during fishing trips Limited access to fishing gears No access to market Loss of fishing interest when catches not sold Short life span of solar-powered freezers				Install more solar-powered freezers per area council Install ice-making machines to produce high-quality ice at locations convenient to fishers Set up gear shops at area council level Establish community markets to ensure fishing interest is maintained	
Storage and holding facility			Have an MOU with stakeholders (DEPC) and private company to conduct training on solar-powered freezer operation and management			
Resource management measures						
Resource management	*Lack of available budget to establish tabi areas	Work with researchers to estimate stocks of resource	Identify linkages of work between VFD and other stakeholders (DEPC, area councils, resource owners) Involve other organisations (fishers association, committees, Chiefs)	Conduct awareness-raising on the importance of fishers association and its benefits	Provide training on fish handling and quality Provide training on management and bookkeeping Provide training on governance and good leadership Provide CBFM training Provide compliance training Establish fuel station in each area council	Establish fishing gear shop within each fishers association and provide fishing gears to fishers Build fish storage facility, improve and increase storage capacity in: (i) existing provincial market, e.g. chillers, AC freezers; (ii) local fish market and solar-powered freezers Provide supporting activities to help ongoing operation of fishers association
Fishers association	Fishers association not active	Set up fishers association Register fishers association under VFD, Cooperative Department; also fishers need to pay for fishing license Develop legal framework for establishing fishers association	Work in collaboration with cooperatives/industry to identify activities and training to help fishers association			

Strategies: scaling-up approaches					
Focal action area	Barriers/challenges	I. Enabling Environment		II. Direct CBFM support to communities & stakeholder groups	
		A. Institutional strengthening of VFD for CBFM Capacity & skills	Resources (tools & policies)	B. Partnerships & networks	A. Information & awareness



ANNEX 2 – Developing a baseline for monitoring: understanding national coverage of CBFM support

Here, we provide an example of an approach to establishing a baseline for monitoring and tracking community-based fisheries management (CBFM) in Vanuatu. Defining the potential scope for a national CBFM program is important for comprehending the bigger context of coastal fisheries. The process of understanding the spatial and demographic landscape is likely to yield insights into communities and collections of communities that might be appropriate for, or receptive to, CBFM or that could be more efficiently targeted when undertaking CBFM activities. Spatial data for Vanuatu that includes village names and locations is limited at this stage. The data used here is from the Vanuatu Resources Information System (VANRIS) conducted around 1995. While village occurrence and location are unlikely to have changed significantly since this time, within-village attributes such as population size are likely to have changed significantly and variably across villages.

There were 2096 communities in Vanuatu in 1995. Proximity of villages to coastal marine resources is likely to be a strong indicator of whether or not the community depends on marine resources, and is likely to engage in CBFM. We assess the number of villages within ~500 m and ~2 km of the coast among islands in Vanuatu (see Figure A2.1). Results are shown in Table A2.1. The total number of villages located within ~2 km of the coastline is 1492 (71%). The total number of villages located within ~500 m of the coastline is 895 (43%). While still incomplete, this annex contains data on village numbers within distance thresholds from the coastline at the island level for the entire country.

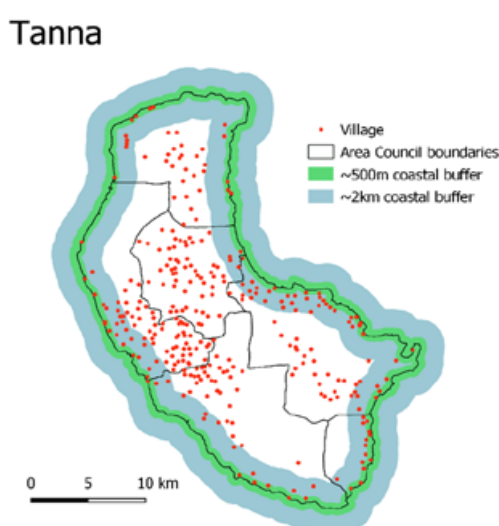


Figure A2.1 Map of the island of Tanna, Tafea Province, as an illustrative example showing distribution of villages relative to the coastline and coastal buffers.

Table A2.1. Distribution of villages among islands, including percentage of villages within each of the assessed buffer zones (note: total is 2095 because 1 village was not associated with an island name).

Island	Number of Villages	Number of Villages within ~ 500m of coastline	Number of Villages within ~ 2 km of coastline	% of Villages within ~ 500m of coastline	% of Villages within ~ 2 km of coastline
Aese	1	1	1	100	100
Akhamb	2	2	2	100	100
Ambae	295	91	238	31	81
Ambrym	119	39	103	33	87
Aneityum	9	9	9	100	100
Aniwa	4	1	4	25	100
Aore	14	13	14	93	100
Araki	1	1	1	100	100
Arseo	6	3	3	50	50
Atchin	18	18	18	100	100
Avock	2	2	2	100	100
Bokissa	1	1	1	100	100
Buninga	1	1	1	100	100
Efate	73	38	53	52	73
Emae	15	11	15	73	100
Emau	6	5	6	83	100
Epi	66	54	62	82	94
Erromango	28	16	24	57	86
Espiritu Santo	180	67	89	37	49
Futuna	9	9	9	100	100
Gaua	45	12	36	27	80
Hiu	4	4	4	100	100
Ifira	3	3	3	100	100
Kwake	1	1	1	100	100
Lamen	7	7	7	100	100
Lelepa	1	1	1	100	100
Loh	5	4	5	80	100
Lopevi	2	2	2	100	100
Maewo	56	19	54	34	96
Makira	1	1	1	100	100
Malekula	192	134	167	70	87
Malo	63	31	46	49	73
Malokilikili	1	1	1	100	100
Maskelynes	3	3	3	100	100
Mataso	1	1	1	100	100
Mavea	1	1	1	100	100
Mere Lava	6	6	6	100	100
Merig	1	1	1	100	100
Metoma	1	1	1	100	100
Moso	2	1	2	50	100
Mota	11	8	11	73	100
Mota Lava	5	4	5	80	100
Motalava	3	3	3	100	100
Nguna	12	6	12	50	100
Norsup	4	4	4	100	100
Paama	23	18	23	78	100
Pele	4	4	4	100	100
Pentecost	191	67	139	35	73
Rah	1	1	1	100	100
Rano	12	12	12	100	100
Santo	147	26	42	18	29
South East Malekula	1	1	1	100	100
South Malo	1	1	1	100	100
South Pentecost	2	2	2	100	100
Tangoa	1	1	1	100	100
Tanna	317	42	119	13	38
Tegua	1	1	1	100	100
Toga	7	4	7	57	100
Toman	3	3	3	100	100
Tomman	1	1	1	100	100
Tongariki	4	2	4	50	100
Tongoa	15	7	15	47	100
Torres	1	1	1	100	100
Tutuba	10	10	10	100	100
Urelapa	1	1	1	100	100
Ureparapara	24	8	24	33	100
Uri	2	2	2	100	100
Uripiv	7	7	7	100	100
Vanua Lava	18	12	18	67	100
Vanualava	1	1	1	100	100
Vao	11	11	11	100	100
Wala	8	8	8	100	100
Total	2095	895	1492		



Malekula, image: Regina Ephraim

ANNEX 3 – Outcomes from VFD's participation in the SPC scaling up CBFM regional workshop



Vanuatu

1. Current CBFM actions

CBFM interventions	Proportion of communities* receiving / having received support (%)	Are other stakeholders reached – who?	Do all communities need the same types of support?	How are community support needs prioritized? *
*(i.e. how are some chosen and not others)				
CBFM plans (incl. Tabu areas, stock assessments FAD etc)	TOTAL - Currently estimated 30 area councils are receiving support from VFD (of the total 76 area councils) [Bilateral projects: Pathways project – 33 communities are being worked with (receiving support – CBFm plans; and other bilateral programs (FAD program, Van Kirap etc) also work with communities]	- Provincial, area administrators and national authorities are involved (according to Vanuatu gov structure) - community: depends on community what kind of stakeholders are involved (e.g. council of chiefs, FA, women's group, savings group, church) - national level: environment dep, CC dept, Dep of lands, agriculture dep, forestry dep, livestock dep.	Totally different per community. Livelihood activities in communities vary, depending on local conditions and opportunities (requires different support/ interventions)	Upon request from communities VFD's support needs to be manageable/ feasible and realistic to implement... this relates to managing community expectations – needs to align to the capacity of community and VFD can do Should align to national plans/ policies
Livelihood enhancing activities	5-10 % of communities are included across the provinces in the main strategy Main strategy is around developing the cold chain (fish distribution and trade). Includes a suite of activities: e.g Freezers (52 communities have freezers installed); FADs; fish quality training, aquaculture Community cold chain: 6 provincial centers have a central fish trade hub and then area councils (2-4 per province)	National: cooperative dep, dep of local authority (DLA) Local: area council, council of chiefs, fishers association, (other groups, saving women's group). CDC community disaster committee, fishers, private operators (fishing and trading),	Totally different per community – requests vary from eskies, to safety equipment, fishing gear, solar freezers, boats, ice making machines etc depends on where the communities are on the cold chain . e.g.: (i) communities at source of chain will request more fishing gear, but (ii) communities at trade sites will ask for fish handling etc, (iii) communities that are remote will request support on transport).	Upon request from communities
Disseminate info materials	40-50% per province is reached with information provision (could be more)	Area councils (first point of contact), through provinces, then to the council of chiefs and church... and then to groups in communities and then within each group Vanua Tai network enhance distribution of information (members of Vanua Tai are connected to the Area council)	Information needs are different based on their situation. We deliver on priority needs of information – e.g. knowledge of regulations, species that are being managed by national management plans We use SPC material, and other produced in Vanuatu (incl theatre and film) We use Tokbak shows to address specific topics that are current at that time (COVID, TC Harold)	Prioritization is informed by both top-down (national initiatives) and bottom up (requests from communities and local events) Based on community requests and on ongoing work in communities by VFD'd projects Information material is directed and tailored towards interest groups fishers groups, community monitoring team etc

* refer to individual countries context in defining coastal communities

Strengthening authorized officer network	6 provinces all have authorized officers per area councils. 40-50% of communities are covered here. VFD is supporting all provinces	Vanua Tai coordinators, Area administrators, council of chiefs, fishers, various community monitoring coastal MCS/IUU (turtle monitors, fish monitors)	Support to implement fisheries regulations – target authorize officers, once they are trained they are an extension of VFD and can enforce (but not the 'monitors'). Training support is required for all authorized officers (nominated by chief)
Emergency response for fisheries			

2. Information and awareness approaches

Community awareness tools	National coverage (% Coastal communities)	Within community coverage (who reached / who missed)	Regularity: How often do they receive information / awareness? (e.g. weekly (W), fortnightly (F), monthly (M), quarterly (Q), annually (A), One-off (O))	Cost (approximate \$) (or at least. low (L), Medium (M), High (H))	Strengths (S) / Disadvantages (D)
Social Media	80%	Who is captured: - Younger people most active on SM - Select elders are active through FB - VFD working groups in groups (TAILS chat group, authorized officers) - traders (women at markets have access) Who is missed: - elders 60+ not active (access info indirectly by other community members)	- Weekly basis – for catch monitors reporting through chat groups etc and TAILS - Ongoing (daily) live for general public – people update questions and requests – through FB page - Authorized officers can communicate through SM on daily basis through chat group	Medium cost Top-ups for internet costs are covered by VFD to allow for TAILS officers/authorized officers to communicate – TAILS etc. This is mean to facilitate data being sent up – but also used to send information to them – 2 way (general public's access depends on their own access to internet)	Strengths: - With increasing access to internet (mobile phones, FB, so good basis to disseminate info). Risks: - depends on internet signal (coverage is okay but there are still remote areas with bad signal) - there is risk of misinformation – spread of 'rumors' myths
Tok bak show	70% Coverage depends on different radio channels: - the extent of their broadcast network - their popularity	Who is reached: - Women are active radio listeners Important to ensure the timing of the show fits with peoples activities community Notes: Most popular channel for youth is FM 107 (also provide tokbak show) (MALFFB (village-40 radio) have a radio show targeted to the agriculture farming sector – Fisheries would profit from something like this)	Depends on demand of topics by public, media, or ministry: - e.g. BDM opening, COVID-19 period has required tokbak show to inform people Currently VFD hosts tokbak show 1 or 2 times per year one average Ministry has a dedicated schedule for tokbak shows – month of march is reserved for all the depts. Of MALFFB	Medium to high cost, est. 50,000VT per show	Strengths: - allows for direct feedback from Public and VFD technical experts - very informative Disadvantages: - radio reception is not always strong in communities - scheduling is often not shared to communities (people don't know the show is coming) - Sometimes its media outlets that stimulate tokbak show topic (based) - Timely informing audience of topics that will be discussed – so that people know

Short informative/instructional videos (e.g. fish-based nutrition, fisheries resource management etc)	60% (Shared through targeted awareness at communities, networks of authorized officers, social networks, social media, broadcast at events, send by request to communities by flash drive, social media)	Good coverage across ages and interest groups in community	Provided/shown in community based on opportunity (events) or demand (community requests) Some are disseminated proactively	High costs – production and dissemination - Initial outlay is significant but return can be high (value for money) - Material can be reused and impact can be lasting – building a library of video material Strong motivation tool for community participation	Strengths: - if you use particular public events can get good coverage (IMPORTANCE OF finding dissemination opportunity) - We want to move beyond just paper-based info – so this different media is more attractive for more people WHAT WE NEED – a dedicated staff on communications and developing videos like this
Theatre play	Touring of play can cover a lot of community in province	Participation in community is very high – everyone is interested and involved – young and old, men and women, fishers and farmers etc Post-play workshop is very informative and engaging	Performances depends on tourings schedules and funds Recording disseminated through same channels as video (see above)	Very high cost Good value through touring. Recording on a DVD will allow for use for long time – more cost effective	Challenges: - Very high costs - captures only portion of communities – depends on whether there is strategy of touring - ability to perform is dependent on access of the production team to a community (remote is difficult) Strengths: - Good avenue to communicate information – very interactive (the WSB actors are famous and are strong attractors to these events) - post play workshop is very impactful
School curriculum (for future consideration)	Targeting schools – currently, beginning of the academic year there are career talk events – talks with Min of education to develop fisheries oriented presentation	Mainly youth Targets are students but they disseminate to wider public	Currently by invitation and request by schools But we want to develop overarching programming	[Not known]	Strengths - fisheries and the sea is part of VUT identity and so should be part of educational

NOTE: effort needed not only on tool but also the way to deliver that

3. Two-way communication and representation

What are different mechanisms, liaisons, networks that allow communities to inform government or each other on CBFM matters	Current roles in sustaining CBFM	Opportunities for scaling up CBFM and what would be needed to achieve it
Decentralized governance structure in VUT: (Chief's council; Area councils and area secretaries area & administrator networks; community and authorized officers)	VUT constitution recognizes: - Customary landowners are recognized as owners over land and reefs Decentralization act stipulates: - That council of chiefs and area level can establish by laws Consultation/ socialization process for policies, and rules and regulations –utilizes province, area and community structures	All structures are in place for continued devolvement of authority for management, and to play a role in scaling CBFM Using the decentralization process, with VFD strategy to focus on area council scale for CBFM process (targeting a proportion of coastline under each Area that is under CBFM) (CBFM scaling up needs to happen/be planned in tandem to increasing challenges, like climate changes)
National Data collection networks (ind TAILS, aquanetics, solar freezer etc)	Data and information is key for communities and CBFM scaling (evidence-base) – if communities have information and data when making decisions (to show use of CBFM plans and motivates continued implementation). Need data (evidence) to justify decisions for restrictive management on fisheries. - Allows for open communication of information between communities and gov (in addition to fisheries data being collected) – 2-way line of report between community and VFD (reporting on status of fisheries, trade and distribution) - Data fed from village to VFD and from VFD to back to community - Following decades of community-based research (VFD & IRD), certain guidelines based on research fed into decision making (minimum size of tabu area for it to be effective) – proved high priority for communities <i>[Case of Takara – the application of DATA monitoring in parallel with CBFM implementation – activities started in 2005 to established tabu area (4km coastline), with management to develop spillover – in 2013 the first harvest took place 700 kg reef fish, this yielded 700,000Vt for the chief nakamal construction (2019 another harvest, trochus (population grew from <100 trochus in tabu area, but in 1.7 million Vt worth of harvest of trochus, and used this to build the community church house)). ... these two major harvests are in addition to periodic harvest at xmas etc.</i> <i>The targeted studies here showed communities the ecosystem dynamics and allow them to make decisions]</i>	With regular and accurate data to inform CBFM effectivity (evidence base) – it shows other communities that CBFM works. Key learning sites like Takara are key to get other communities involved The role of social (Vanua Tai) networks are all integrated in data collection activities
Fisheries tech advisory committee (TAC) at province level (National fisheries advisory committee (in process)) Vanua Tai	Report on fisheries matters in the province to national VFD – through provincial Secretary General (SG) Application and implementation of consultation processes for coastal developments (steps prior to an - if permit is granted then an EIA is carried out, if not granted then process stops) Working together with data collection networks (gov) and authorized officer networks (gov) - VanuaTai members learn from one another – during sharing events and meetings (formal and informal meetings) - But this depends on the agreement among chiefs and community leaders. Some are active in the Vanua Tai network and in that have roles assigned to authorized officers. <i>Case in Efate – during CBFM plans launches communities often invite neighboring communities during the launch (through their own networks)</i>	

Authorized officer networks	MCS and reporting between community and VFD	Integration between authorized officer networks, and other networks (data, Vanua-Tai etc) for more integrated program.
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National stakeholders need to engage better for CBFM scaling (intergovernmental collaboration (DEPC, dep. cooperative) and public and private (church leaders and social institutions). It also need effective National government policies to align all stakeholders are aligned under an overarching structure/program

CBFM – covers a range of other initiatives that also address the a same issues

Constitutions IDs people as land owners, including reefs

Area councils – discuss and make decision on CBFM through area council

Community – authorised officers – community members with mandate to carry out functions in relation to MCS fisheries regulations & fisheries support on advice of VFD director

4. Enabling conditions that support or empower local communities

Enabling actions / conditions	What / numbers	Do these exist and are they effectively implemented, indicate if Adequate (A) or Inadequate (I)?	What is needed to improve the enabling actions/conditions?
Staff support for CBFM	Directly supporting CBFM e.g. extension to villages	Around 26 fisheries (national + extension officers) and 12 projects staff (Pathways, JICA, FishFAD, VanKtrap) directly supporting CBFM At community level, area administrators are also supporting CBFM (72 area councils). They are point of contact between government and communities. → Inadequate staff support for scaling-up	More staff needed at provincial level Capacity-building/training at national, provincial and area administrator levels and for authorized officers network (see last row)
	Indirect e.g. enforcement at markets or ministry information strategies	At national level, 9 fisheries staff providing indirect support to communities/CBFM + approx. 6 staff at provincial level (incl. MCS, awareness & information) 500+ resource monitors in Vanuatai network + other networks (unknown number) 50 authorized officers	Resource monitors and authorized officers are volunteers. Need for additional incentives (financial or in-kind). Capacity-building/training for resource monitors and authorized officers at community level + strengthening their responsibility & role as support staff
Operations budget to support CBFM	Directly supporting CBFM e.g. extension to villages	99,000,000 VUV government funding for coastal fisheries (unknown for CBFM) + 14,000,000 VUV for Pathways Inadequate budget directly allocated to CBFM	Better plan activities given resource available + some activities need to be budgeted
	Indirect e.g. enforcement at markets or ministry information strategies	Inadequate budget available for indirect support (e.g. MCS, awareness & information)	Better communication & coordination + better planning + better sharing of resources across the different players (also incl. NGOs, CSOs)
	Political support for CBFM investment from national budgets*	Additional political support needed for coastal fisheries and CBFM	Stronger lobby and advocate for coastal fisheries & CBFM, incl. to ministry of finance and politicians to get additional funding. Working more closely with ministry of finance to provide additional justification for supporting CBFM.

Supportive legislation and policies	Provide clear user rights and CBFM mandates or roles for communities and government staff	Constitution gives mandate to communities as resource owners Fisheries act has provisions for/enables CBFM (incl. establishment of authorized officers) + decentralization policies + coastal development act (guidance on communities' role for any development activities) + environment act (recognize community management plans and management powers incl. tabu areas) Full mandate for CBFM under both fisheries & environment acts → Adequate provisions on roles and responsibilities but enforcement needs to be strengthened	Improve authorized officers powers in communities (e.g. on enforcement and monitoring) Issues with collecting evidence, preparing case files + collaboration with police
	Control on high value commercial and export commodities	Well-regulated at national level (e.g. seafood regulations) + quota systems at community level → Adequate regulations but again issues with enforcement & prosecution	Improve collection of evidence for prosecution Improve awareness & information at community level (e.g. on coconut crab)
	Adequately supports local and national enforcement relevant to CBFM		
Fisheries agencies capability	CBFM strategy or equivalent	Vanuatu National Road-Map for Coastal Fisheries 2019-2030 Vanuatu National Fisheries Sector Policy 2016-2031	Additional funding needed for implementation
	Capacity or training	Existing trainings: Training for community champions MCS training for authorized officers to follow to get certified Training for fisheries officer on data collection (e.g. Tails) Training for community plan development Department of cooperative train fish market managers Training on seafood handling and safety at sea Training on fisheries techniques (e.g. deepwater, FAD construction and deployment) [needs more]	Additional capacity-building/training at national, provincial and area administrator levels More capacity-building/training for authorized officers & resource monitors: - Training and equipment for authorized officers for enforcement and monitoring (MCS training focusing on prosecution at community level) - Improve capacities of authorized officers in collecting evidence, preparing case files etc. Increase awareness of fisheries regulations at community level
	Adequate coordination with non-state actors (NGOs, CSOs, CBOs, private sector, etc.)		

Climate change, disasters, or pandemics	Cyclones affecting ecosystems & communities. Volcano disaster causing displacement of communities, which in turn affects governance & resource management. Existing mechanism: Community disaster committees	COVID-19: national taskforce and VFD response plan. Increase in terms of fishing (youth in particular). Decrease in tourism activities. During lockdown, issues of accessing & marketing seafood. Priority is food security & livelihood. Support provided to communities e.g. provision of cold storage, opening of tabu areas & management advice. Subsidies provided to fishers for equipment.
	COVID-19: mechanisms have been effective to some extent. Opening tabu areas was risky but needed and manageable.	COVID-19: Better coordination in terms of planning to better equip communities to be more resilient (e.g. awareness and information for communities to take ownership in managing and monitoring their resources)

ANNEX 4 – The consultation process

The development of the strategy has been subject to in-depth consultation across national as well as provincial Vanuatu Fisheries Department (VFD) staff, as well as community-based fisheries management (CBFM) stakeholders in Vanuatu. The drafting process was furthermore explicitly informed and guided by regional consultation initiatives that were running parallel in 2021, and from which the *Pacific Framework for Action on Scaling up Community-based Fisheries Management: 2021–2025* (Pacific Community 2021) resulted.

The consultative process was guided by expert facilitative support from VFD with support from the University of Wollongong. VFD staff engaged in a three-stage process as depicted in Figure A4.1. The development of the document was completed in the first two workshops. The third workshop functioned as a consultative workshop, whereby: first, a final internal review and consultation was carried out with specific focus on ensuring provincial fisheries authorities' input was integrated; and, second, external stakeholders were widely consulted, including representatives from government agencies, non-government organisations, university and civil society groups.

Following the final workshop, the amended document was circulated once again for an open round of input. Broader circulation was ensured in this phase. Stakeholders were given a month to further suggest changes. Following this, the document was once again amended and then finalised in preparation for presentation to the Minister of Agriculture, Livestock, Forestry, Fisheries and Biosecurity.

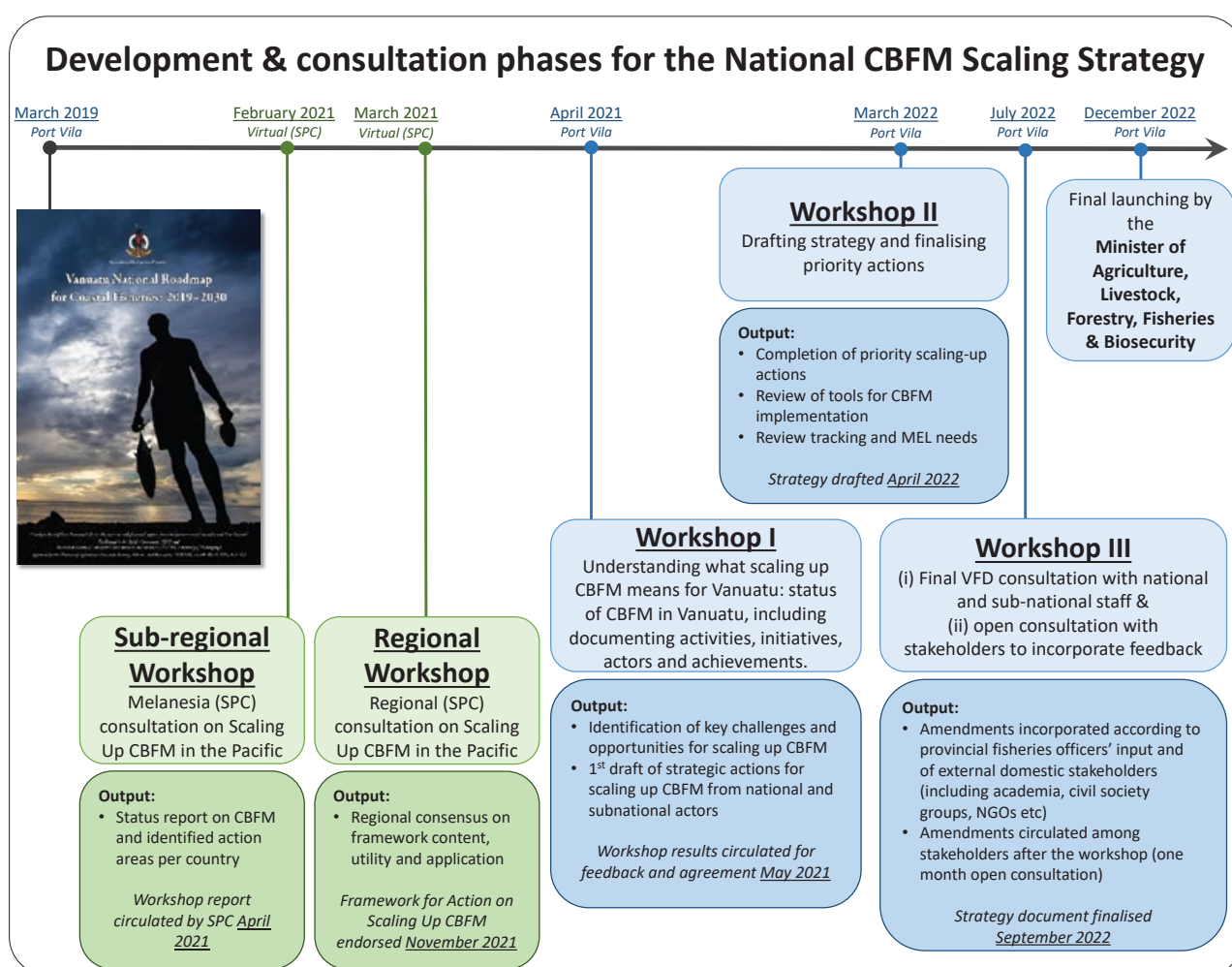


Figure A4.1. The phases of development and consultation leading to the endorsement of the strategy.



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