



Pacific  
Community  
Communauté  
du Pacifique



# Pacific **Framework for Action** on Scaling up Community-based Fisheries Management: 2021–2030







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du Pacifique

Noumea, New Caledonia, 2024

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Original text: English

Pacific Community Cataloguing-in-publication data

Pacific Framework for Action on Scaling up Community-based Fisheries Management: 2021–2030

1. Fishery management – Oceania.
2. Fishery management – Social aspects – Oceania.
3. Fishery resources – Oceania.
4. Fisheries — Oceania.
5. Fisheries – Monitoring — Oceania.
6. Fishery policy — Oceania.

I. Title II. Pacific Community

639.20995

AACR2

ISBN: 978-982-00-1588-3

This document may be cited as:

Pacific Community. 2024. Pacific Framework for Action on Scaling up Community-based Fisheries Management: 2021–2030. Noumea, New Caledonia: Pacific Community. 20 p. <https://purl.org/spc/digilib/doc/4x64x>

Cover pictures: Elodie Van Lierde (top) and Karianako James (bottom)

Prepared for publication at SPC's headquarters, B.P. D5, 98848 Noumea Cedex, New Caledonia, 2024

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## Abbreviations

CAO	community authorised officers	GM	grievance mechanism
CBO	community-based organisation	HoF	Heads of Fisheries
CBFM	community-based fisheries management	HRSD	Human Rights and Social Development division of SPC
CDMC	community disaster management committees	MCS&E	monitoring, compliance, surveillance and enforcement
CSO	civil society organisations	MSG	Melanesian Spearhead Group
EIA	environmental impact assessment	NGO	non-governmental organisations
FAD	fish aggregating devices	PCA	people-centred approaches
FAME	Fisheries Aquaculture and Marine Ecosystems division of SPC	PICT	Pacific Island countries and territories
FAO	Food and Agriculture Organization of the United Nations	RFMM	Regional Fisheries Ministerial Meeting
FBO	faith-based organisations	SDG	Sustainable Development Goals
FFA	Forum Fisheries Agency	SPC	Pacific Community
FPIC	free, prior and informed consent		

# Acknowledgements

The Pacific Community would like to acknowledge the many people and organisations involved in the subregional and regional Community-based Fisheries Management (CBFM) scaling up workshops that led to the development of this *Pacific Framework for Action on Scaling up Community-based Management: 2021–2030*. This includes representatives from national and subnational fisheries agencies, local communities (including traditional leaders, fishers and fish workers, youth and women), local non-governmental and civil society organisations and academic institutions.

SPC acknowledges the Locally Managed Marine Area (LMMA) Network and the Australian National Centre for Ocean Resources and Security (ANCORS) of the University of Wollongong, for their assistance in the overall organisation and running of the workshops.

SPC is grateful for the financial support of the European Union and the Government of Sweden through the Pacific–European Union Marine Partnership (PEUMP) programme, and the Australian Government through the SPC Programme funding and ANCORS ACIAR project FIS-2016-300.



The content of this publication does not necessarily reflect the views of the European Union, the Government of Sweden or the Australian Government.

# Foreword

*“No people on earth are more suited to be guardians of the world’s largest ocean than those for whom it has been home for generations”* Epeli Hau’ofa

Our region is characterised by vast areas of ocean, dotted by myriads of islands that are home to thousands of coastal communities. These communities hold precious traditional knowledge and rights to their inshore marine resources. Coastal fisheries take place in a small, vulnerable and highly biodiverse proportion of the ocean space. Coastal fisheries are at the heart of the coastal food system and a lifeblood of Pacific coastal communities. Pacific Island communities are central to coastal fisheries management because they depend on marine resources for their livelihoods, cultural heritage and wellbeing. They are custodians of the Blue Pacific continent’s ocean resources.

Coastal fisheries provide most fish from the region for consumption by coastal communities, as almost all offshore fisheries production is shipped out of the region. In 2021 coastal fisheries supplied 13.8 kg per capita. In 2007 coastal fisheries supplied 16.1 kg per capita. This equates to a decrease of 14% over the 14-year period. This is a concerning trend when demand is increasing, and the need for healthy local food is at an all time high. Commercial and subsistence coastal fishing together are responsible for most of the contribution from fisheries in the region to GDP, employment, and regional fish supply despite the volume of coastal production being less than 13% of the production of offshore fishing.

Community-based fisheries management (CBFM) is management approaches that are community-driven and encompass an ecosystem approach that will achieve healthy fisheries, sustain livelihoods and ensure resilient island communities. Scaling-up of CBFM is moving beyond working with a few communities to developing systems that provide adequate support to all communities across the Blue Pacific continent, to support delivery of Leaders’ decisions on ocean management. Recognising that coastal resources are under increasing threat of overfishing, now exacerbated by the impacts of the Covid-19 pandemic, and increasingly threatened by the impacts of climate change, PICTs have agreed through regional and subregional policies to scale up coastal fisheries management incorporating CBFM approaches. The *Pacific Framework for Action on Scaling up Community-based Fisheries Management 2021–2025* (the *Framework for Action*) was the first regional policy specifically focusing on scaling community-based fisheries management (CBFM) in the coastal areas of Pacific Island countries and territories (PICTs).

In 2024, at the Fifth Regional Fisheries Ministers Meeting, the Fisheries Ministers commended its implementation to date. Ministers also recognised that PICTs are at a diverse range in maturity of CBFM but considered the framework to still be a fit-for-purpose guide for community-based fisheries management and extended it for a further five years – the *Pacific Framework for Action on Scaling up Community-based Fisheries Management 2021–2030*. At the Fifty-Third Pacific Islands Forum Leaders further commended the implementation to date of the framework and welcomed its extension for a further five years.

The *Framework for Action* is a key tool for coastal fisheries management in the Pacific region and strives at being regionally adequate and nationally relevant. Achieving the development aspirations of PICTs for coastal fisheries management will require strategic decisions and appropriate approaches relevant to each Member context. It is intended as a planning and assessment tool aimed at providing strategic guidance to PICTs in the process of developing, prioritising, and implementing national actions for scaling up CBFM that support local communities and contribute to achieving national and regional policy goals.

The *Framework for Action* takes an ecosystem approach. Social inclusion, gender mainstreaming and working together with non-state actors are critical to its success. Similarly, the *Framework for Action* recognises the existential threat of climate change and is focused on building resilience to ensure sustainability of the coastal food system for future generations. The ecosystem approach includes fisheries science and fisheries MCS through to digital transformation to collect vital data on coastal fisheries. This integrated approach draws on all of SPCs’ flagships to deliver better results to members.

The Pacific Community is pleased to present the *Framework for Action* to its members and partners, hoping that it will enable effective support and empowerment of coastal communities to meet the CBFM scaling-up goal. We thank all those who participated in the consultations. We look forward to engaging with agencies and staff of PICT governments and CBFM practitioners to support implementation of the *Framework for Action*. The Pacific Community remains committed to promoting the use of this *Framework for Action* by other regional agencies, NGOs, CSOs, donors and other development partners as a common reference point for effective coordination and fruitful collaboration for the benefit of your local communities.



Neville Smith  
Director, Fisheries Aquaculture and Marine Ecosystems (FAME)  
Pacific Community







# 1. Vision

The vision of *A New Song for Coastal Fisheries* guides this *Framework for Action on Scaling up Community-based Fisheries Management*:

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



## 2. Goal

Coastal communities are empowered and supported as crucial for scaling up effective management to ensure sustainable coastal fisheries provide benefits to Pacific peoples in terms of food, nutrition, livelihood, culture and health.

## 3. Purpose

Acknowledging the diversity of contexts and progress made in community-based fisheries management (CBFM) implementation among PICTs, this *Framework for Action* is intended to be **regionally adapted** and **nationally relevant**. Differences in geography, logistics and available resources mean that while in some Pacific Island countries and territories (PICTs) it is possible to engage a major proportion of coastal communities, in many others, strategic decisions will be needed to tailor support to a meaningful proportion of coastal communities.<sup>1</sup>

The *Framework for Action* provides guidance to PICTs in developing, prioritising, and implementing national actions for scaling up CBFM that support local communities and achieve national and regional policy goals. It is intended for use in PICTs:

1. As a common planning and assessment tool to identify CBFM status, gaps and priorities;
2. To provide strategic guidance to governments, partners, donors and SPC on how and where to assist;
3. To provide a framework for evaluating progress in scaling up of CBFM.

<sup>1</sup> See *Annex 9.1* of this document for policy and other background

## 4. Scope

This *Framework for Action* aims to improve coastal fisheries management by scaling up CBFM in PICTs through a combination of **direct CBFM actions supporting communities** and **actions to enabling CBFM**, detailed in *Section 8: Priority actions for scaling up CBFM*.

The intended users of this framework are fisheries agencies and staff, relevant government agencies and local decision-makers, SPC and other regional agencies, to enable them to more effectively support and empower coastal communities to implement and scale up CBFM. NGOs, CSOs, donors, and other development partners are encouraged to use this *Framework for Action* as a common reference point for coordination and collaboration with government agencies and SPC.

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## 5. Objectives and outcomes

To support scaling up of CBFM, the specific objectives and outcomes of this *Framework for Action* serve as a tool to assess CBFM status in each PICT and as guidance for actions intended to address any gaps that support and empower local communities for the sustainable and equitable management of coastal fisheries.

### 5.1. Direct CBFM actions

Objectives	Outcomes
<b>Objective 1:</b> Information, awareness and communications – Coastal communities and relevant stakeholders regularly receive information that supports resource management and are able to provide feedback and raise concerns through appropriate and effective communication mechanisms	<b>1.1.</b> All coastal communities and relevant stakeholders have sufficient, regular and timely information to support resource management and build community resilience  <b>1.2.</b> Community leaders (men, women and youth) and people fishing for and harvesting marine resources, including marginalised groups, are empowered to provide feedback and information to government, raise concerns, contribute to decision-making, inform policy and share experiences with other communities and stakeholders
<b>Objective 2:</b> Joint action at site level – Prioritised communities are supported in fisheries management planning, implementation, monitoring, and/or enforcement, as appropriate	<b>2.1.</b> Adequate number of priority communities are directly supported to sustainably manage marine resources to have a noticeable national impact on human wellbeing and health of fisheries  <b>2.2.</b> Where appropriate, local communities have the means of tools and capacity to monitor and enforce (or participate in enforcing) national and/or community management rules in their own coastal areas, in collaboration with national and subnational authorities





## 5.2. Enabling CBFM actions

Objectives	Outcomes
<b>Objective 3:</b> Strong and up-to-date management policy, legislation, planning and operational guidance – CBFM scaling-up is adequately supported in policy and legislation	<p><b>3.1.</b> User rights and CBFM mandate and framework are clear and supported, both directly and indirectly, in legislation, policies and plans at national, subnational and local level</p> <p><b>3.2.</b> Monitoring, control, surveillance and enforcement is adequately regulated and implemented across all levels, including community and other authorised officers<sup>2</sup> in their respective coastal area, as appropriate</p>
<b>Objective 4:</b> Organisational and individual capacity – Fisheries agencies develop the organisational and individual capacity to adequately support CBFM at both national and subnational level as appropriate	<p><b>4.1.</b> Adequate resources are secured, including staff, operational budget and infrastructure to support scaling up of CBFM at national and subnational level</p> <p><b>4.2.</b> Adequate technical capacity is available to support scaling up of CBFM at national and subnational level</p> <p><b>4.3.</b> Adequate coordination mechanisms support scaling up of CBFM</p>
<b>Objective 5:</b> Ecosystem and inclusive approaches – Cross-agency and multi-stakeholder collaboration helps reduce threats to the environment, enhance adaptation to climate change, improve human wellbeing, strengthen disaster risk management, and ensure equitable access to benefits	<p><b>5.1.</b> Effective mechanisms are in place for the identification and resolution or mitigation of external or non-fisheries threats (ecosystem approaches)</p> <p><b>5.2.</b> All community members (men, women, youth and marginalised groups) are involved in transparent decision-making and equitably access benefits</p>

<sup>2</sup> Authorised officers are usually defined in national legislation which, in addition to fisheries agency staff, may include staff from other national and subnational ministries and provisions to authorise community members. Community authorised officers may be known under different designations in different countries e.g. wardens, rangers.



## 6. National implementation

The *Framework for Action* represents the key direct community-oriented actions and essential enabling conditions necessary to achieve scaled-up CBFM and the benefits described in *Section 2: Goal*. The priority actions identified need to be contextualised in each PICT to ensure effective CBFM scaling-up. This will require high-level political engagement, as well as stakeholder engagement and adequate strategic and operational planning at national level.

### 6.1. High-level political engagement

High-level engagement and concerted support are key to addressing two major challenges that have been identified in most, if not all, PICTs:

- **Inadequate budgets and staffing** of fisheries agencies for coastal fisheries management, and especially for CBFM, compared to the size of the challenges faced and the importance of sustaining coastal fisheries.
- **Poorly supported subnational approaches** to CBFM, particularly in the larger countries. Strengthening subnational approaches, including direct support to communities, is required to overcome the challenges of logistics and distances involved by ensuring that assistance is more accessible and targeted to support communities.

### 6.2. Stakeholder engagement

National and regional stakeholder engagement is critical to scaling up of coastal fisheries management incorporating CBFM. Stakeholders include fishing communities and fisheries agencies but also other relevant ministries, NGOs, CSOs, including women and youth associations, churches, faith-based organisations (FBOs), customary institutions and academia. In the larger PICTs, particular attention needs to be paid to the often-neglected institutions and processes at subnational level, such as states, provinces, island councils and other local government bodies. Coordination across stakeholders is key and requires the concerted efforts of all.

### 6.3. Strategic and operational planning

The implementation of this *Framework for Action* involves identifying and assessing PICTs' priorities and addressing these through selected priority actions while mindful of structural and budgetary constraints (*Section 6.1: High-level political engagement*) within a national strategic and operational approach. Suggested steps to implementation are headlined below:

Steps	Outcomes/outputs/objectives
1. Assessment of individual PICTs CBFM scaling-up status, gaps and priorities	<b>1.1.</b> PICTs assess and finalise national CBFM scaling-up status reports through inclusive national CBFM prioritisation process <sup>3</sup> <b>1.2.</b> National status of CBFM is defined per PICTs
2. Identification of national CBFM priorities for achieving scaling-up priorities plan	<b>2.1.</b> PICTs identify top three actions that are most likely to achieve the objectives of scaling up CBFM (see <i>Section 8.1: Direct CBFM actions required to drive scaling up of CBFM</i> and <i>Section 8.2: Indirect actions required to enable scaling up of CBFM</i> to guide actions) <b>2.2.</b> Actions are incorporated into agency operational budgets and workplans. <b>2.3.</b> Priorities are shared with government, partners, donors and SPC
3. Implement national operational plan with support from national and regional partners	<b>3.1.</b> Actions are implemented with multilateral support and funding as per country context, but under national agency coordination <b>3.2.</b> Ongoing monitoring of implementation and regular progress reporting is coordinated nationally and shared regionally with SPC
4. Evaluate progress using the <i>Framework for Action</i>	<b>4.1.</b> By 2023 review progress and refine national operational plan, as needed <b>4.2.</b> By 2028, in accordance with the Ministers' directives to review the framework in 2028

The priority direct actions and enabling actions outlined in *Section 8: Priority actions for scaling up CBFM* are designed

<sup>3</sup> Scaling-up assessments commenced in the regional SPC workshop provide an advanced starting point: Scaling up CBFM in the Pacific region Workshops: <https://fame1.spc.int/en/meetings/255>



to assist PICTs in **producing national strategic approaches, including operational plans, while recognising current constraints** (*Section 6.1: High-level political engagement*). The *Framework for Action* proposes priority actions and targets that are expected to produce the outcomes sought in *Section 5: Objectives and outcomes* above, and practical indicators for measuring progress that are aligned with existing national reporting requirements. Subject to individual national assessments, a subset of these actions most likely to achieve scaling-up objectives could be selected. Some of the likely priority actions involve the elaboration of more detailed and specific strategies or actions and these are further detailed in *Annex 9.2: Supplementary guidance*.

## 7. Monitoring and evaluation

Monitoring progress of implementation is vital and linked to the basic steps outlined above in *Section 6.3: Strategic and operational planning*. Evaluation will also contribute to reporting processes for national, international and regional ministerial and leaders' commitments to coastal fisheries and broader commitments towards environmental protection, gender and human rights.

The priority actions for scaling up CBFM in *Section 8* below include proposed target and indicators that are nationally relevant and, where possible, aligned with the indicators of the SPC/Forum Fisheries Agency (FFA) *Fisheries Report Card*. While supporting the review of this *Framework for Action*, the proposed targets and indicators afford PICTs and SPC the opportunity to jointly improve data collection for *A new song for coastal fisheries*<sup>4</sup> and subregional policies such as the *Melanesian Spearhead Group (MSG) roadmap for inshore fisheries management and sustainable development 2015–2024*.<sup>5</sup>

Indicators are supportive of monitoring the implementation of the *FAO Voluntary Guidelines for Securing Sustainable Small-scale Fisheries* and the *FAO Code of Conduct for Responsible Fisheries*<sup>6</sup> as well as the UN Sustainable Development Goals (SDGs), for which PICTs have national reporting obligations and commitments. The opportunity to reduce duplication and add value at national level relies on identifying, coordinating and finding synergies with the national entities nominated for monitoring of SDG indicator 14b.1 regarding the provision of access for small-scale artisanal fishers to marine resources and markets.

The CBFM scaling-up challenge can be met through empowered communities and inclusive approaches, as specified in *Section 6.2: Stakeholder engagement*. Implementation of the *Framework for Action*, along with monitoring and evaluation of progress on scaling up CBFM, will therefore be best carried out with meaningful involvement of fishing communities, local civil society and relevant stakeholders.

4 <https://purl.org/spc/digilib/doc/b8hvs>

5 <https://purl.org/spc/digilib/doc/mgtfs>

6 <http://www.fao.org/fishery/code/en>

# 8. Priority actions for scaling up CBFM (2021–2030)

## 8.1. Direct CBFM actions required to drive scaling up of CBFM

<b>Objective 1: Information, awareness and communications</b> Coastal communities and relevant stakeholders regularly receive information that supports resource management and are able to provide feedback and raise concerns through appropriate and effective communication mechanisms.			
What will it look like? (Outcomes)	How is it achieved? (Actions)	What is our aim? (Targets)	How can we tell it works? (Indicators)
<b>1.1.</b> All coastal communities and relevant stakeholders have sufficient, regular and timely information to support resource management and build community resilience	<ul style="list-style-type: none"> <li>Defined system<sup>7</sup> that ensures stakeholders are up to date with information on basic ecology, status of fisheries, threats to fisheries, management tools, fisheries regulations, sea safety, ciguatera, changes in rules, fisheries administration and contact points</li> <li>Implement those information systems effectively for each audience</li> </ul>	<ul style="list-style-type: none"> <li>Information supporting sustainable use and appropriate resource management is readily available (annually or as appropriate) to:               <ul style="list-style-type: none"> <li>100% coastal fishers and communities</li> <li>all stakeholders in the value chain</li> <li>100% of national and subnational decision-makers</li> <li>youth (e.g., schools), women's groups, faith-based groups and the general public (as appropriate/possible)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Information strategy exists and is endorsed (national and subnational as appropriate)</li> <li>Strategy is implemented (e.g., at a minimum in 75% of activities)</li> <li>Strategy has secure/dedicated staff, equipment and budget</li> <li>Number and types of stakeholders/communities reached (coverage)</li> <li>Degree of awareness of stakeholders/communities</li> <li>Number of stakeholders/communities adopting more sustainable practices</li> <li>Number of stakeholders seeking information from fisheries administration on CBFM</li> </ul>
<b>1.2.</b> Community leaders (men, women and youth) and people fishing for and harvesting marine resources, including marginalised groups, are empowered to provide feedback and information to government, raise concerns, contribute to decision-making, inform policy and share experiences with other communities and stakeholders	Put in place feedback and sharing mechanisms <sup>8</sup> to ensure that: <ul style="list-style-type: none"> <li>Government agencies receive accurate information from communities</li> <li>Communities and other stakeholders have an independent means of sharing experiences and information between themselves and to government</li> <li>Recorded feedback is used for strategies, policies and responses, and this action is communicated to communities</li> </ul>	To allow access to feedback and sharing mechanism to all relevant stakeholders, including: <ul style="list-style-type: none"> <li>fishers and fish workers</li> <li>communities including men, women youth and marginalised groups</li> <li>authorised officers and community facilitators</li> <li>market chain actors/private sector</li> <li>other government agencies</li> <li>NGOs, CSOs, (community-based organisations) CBOs, FBOs, management committees, youth, schools</li> </ul>	<ul style="list-style-type: none"> <li>Existence of defined and functioning government feedback mechanisms</li> <li>Existence of mechanisms that have demonstrably allowed communities and other stakeholders to participate in policy and plan development and share information/feedback independently</li> <li>Number of stakeholders seeking information from fisheries administration on CBFM (including age and gender disaggregated data)</li> <li>Recorded data or information from feedback</li> <li>Impact of feedback on decision-making processes and government action</li> <li>Perceptions and reports of stakeholders (e.g., do they feel they can provide feedback, do they give feedback)</li> </ul>

<sup>7</sup> See supplementary guidance at *Annex 9.2.1 – Information strategies*

<sup>8</sup> See supplementary guidance at *Annex 9.2.1 – Information strategies*

## Objective 2: Joint action at site level

Prioritised communities are supported in fisheries management planning, implementation, monitoring, and/or enforcement, as appropriate.

What will it look like? (Outcomes)	How is it achieved? (Actions)	What is our aim? (Targets)	How can we tell it works? (Indicators)
2.1. Adequate number of priority communities are directly supported to sustainably manage marine resources to have a noticeable national impact on human wellbeing and health of fisheries	<p>Agree on inclusive in-country guidelines, criteria and/or strategy determining the following:<sup>9</sup></p> <ul style="list-style-type: none"> <li>• Inventory of total potential and existing CBFM sites and needs</li> <li>• Process to determine allocation of resources and sites selected to be supported over time</li> <li>• Broad principles and minimum standards for site support ensuring best fit practices</li> <li>• Process to ensure decentralised support for CBFM at subnational level particularly for larger countries</li> <li>• Implementation is monitored, recorded and ongoing</li> </ul>	<p>To support communities in need of site-level support selected against:</p> <ul style="list-style-type: none"> <li>• national criteria and requirements</li> <li>• clear request procedures</li> <li>• available resources (staff and budget) and support from relevant stakeholders</li> </ul> <p>Ensure minimum standards of CBFM and alternative livelihood approaches through:</p> <ul style="list-style-type: none"> <li>• standard operating procedures</li> <li>• national guidelines or similar</li> <li>• safeguards for alternative livelihoods<sup>10</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Mechanism and guidelines/criteria for site selection exist and implemented</li> <li>• Communities and stakeholders prioritised and services arranged (At provincial/island level where necessary)</li> <li>• Number/area of coastal communities engaged in marine resource management</li> <li>• Number of community management agreements to national standard</li> <li>• Number of communities carrying out management actions/active</li> <li>• Total annual operational budget used per engaged coastal communities</li> </ul>
2.2. Where appropriate, local communities have the means of tools and capacity to monitor and enforce (or participate in enforcing) national and/or community management rules in their own coastal areas, in collaboration with national and subnational authorities	<p>Depending on national situation and readiness, and subject to defined criteria, provide community members or local authorities with the means and capacity to legally and effectively enforce nationally and locally agreed fisheries rules in a given CBFM area (see <i>Objective 3 – Outcome 3.2</i> for legal aspects related to participatory monitoring, compliance, surveillance and enforcement [MCS&amp;E] and community authorised officers)</p>	<p>To support communities in need of MCS empowerment, subject to defined criteria and resources required, such as:</p> <ul style="list-style-type: none"> <li>• adequate training</li> <li>• authority/appointment</li> <li>• adequate support/links to government</li> <li>• adequate capacity to present cases in court</li> <li>• adequate capacity to handle evidence in challenging circumstances/environment</li> <li>• adequate tools and equipment to monitor and enforce</li> </ul>	<ul style="list-style-type: none"> <li>• Existence of community authorised officers (CAO) with clear standard operating procedures (SOPs)</li> <li>• Registry of CAOs and current status</li> <li>• Number and type of enforcement actions of CAOs</li> <li>• Number of successful enforcement/sanctions</li> <li>• Percentage level of compliance</li> </ul>

<sup>9</sup> See supplementary guidance at *Annex 9.2.2 – National or subnational CBFM scaling-up strategies*

<sup>10</sup> See supplementary guidance at *Annex 9.2.5 – Alternative livelihoods*



## 8.2. Indirect actions required to enable scaling up of CBFM

<b>Objective 3: Strong and up-to-date management policy, legislation, planning and operational guidance</b> CBFM scaling-up is adequately supported in policy and legislation			
What will it look like? (Outcomes)	How is it achieved? (Actions)	What is our aim? (Targets)	How can we tell it works? (Indicators)
<b>3.1.</b> User rights and CBFM mandate and framework are clear and supported, both directly and indirectly, in legislation, policies and plans at national, subnational and local level	<ul style="list-style-type: none"> <li>Adopt clear and harmonised legislation recognising user and management rights of communities in marine inshore areas</li> <li>Establish both rights and responsibilities of users as rights holders and the state as duty bearer, within a clear and inclusive CBFM mandate</li> <li>Ensure that policies and legislation support adequate and sustainable financing for effective CBFM implementation and scaling-up</li> <li>Adequately define national and subnational strategies for CBFM<sup>11</sup> adequately defined in one or more harmonised strategy documents</li> </ul>	<ul style="list-style-type: none"> <li>To empower coastal communities with appropriate user rights and legal basis for management</li> <li>To ensure that local communities can effectively exercise their human rights, with adequate support from the state which is transparent and accountable</li> <li>To secure sufficient funding for sustainable CBFM scaling up</li> <li>To implement effective coastal fisheries management based on CBFM, guided in sufficient detail and reflected in operational plans (see <i>Annex CBFM strategy</i>)<sup>11</sup></li> <li>To have subnational policy and strategies reflect rights, duties, funding mechanisms and national strategies as appropriate</li> </ul>	<ul style="list-style-type: none"> <li>Legislation analysis of community user rights and legal empowerment</li> <li>Governance transparency and accountability (risk) assessments</li> <li>Endorsed operational plans that support direct CBFM actions</li> <li>Endorsed subnational policy/operational plan</li> <li>Endorsed subnational work plans</li> <li>Financial records of fisheries agency and other CBFM support</li> <li>Information materials for communities and other stakeholders publicised</li> </ul>
<b>3.2.</b> Monitoring, control, surveillance and enforcement is adequately regulated and implemented across all levels, including by community and other authorised officers in their respective coastal area as appropriate	<ul style="list-style-type: none"> <li>Support through adequate laws and policies the appointment and powers of authorised officers, including CAO where appropriate, and define the procedures for participatory MCS&amp;E</li> <li>Through adequate legislation and plans, support transparency and accountability for MCS&amp;E of high-value species is adopted</li> <li>Define fisheries offences and adequate penalties, including warnings and spot fines, with standard operating procedures for MCS&amp;E activities</li> <li>Provide authorised officers and CAO with coastal fisheries MCS&amp;E training opportunities and tools</li> </ul>	<ul style="list-style-type: none"> <li>To appoint fisheries officers and, where appropriate, community members as authorised officers with clear powers and procedures</li> <li>To implement effective fisheries MCS&amp;E of species with high commercial or ecosystem value and export commodities</li> <li>To clearly define offences and penalties in national and subnational legislation and binding plans</li> <li>To ensure authorised officers and wardens are aware of current rules and well trained to promote compliance</li> </ul>	<ul style="list-style-type: none"> <li>Numbers of authorised officers</li> <li>Analysis of powers of authorised officers</li> <li>Enforcement reports and records of offences including of high-value species</li> <li>Explanatory information materials for fisheries officers, communities and other stakeholders</li> <li>Number of supportive legal and other mechanisms at the community, subnational and national level supporting MCS&amp;E</li> </ul>

<sup>11</sup> See supplementary guidance at *Annex 9.2.2 – National or subnational CBFM scaling-up strategies*

## Objective 4: Organisational and individual capacity

Fisheries agencies develop their organisational and individual capacity to adequately support CBFM both at national and subnational level as appropriate

What will it look like? (Outcomes)	How is it achieved? (Actions)	What are we aiming at? (Targets)	How can we tell it works? (Indicators)
4.1. Adequate resources are secured, including staff, operational budget and infrastructure, to support scaling up of CBFM at national and subnational level	<ul style="list-style-type: none"> <li>Research the benefits of managing fisheries to produce evidence in support of investment in CBFM</li> <li>Improved data collection to provide evidence and demonstrate value of CBFM</li> <li>Raise awareness of national and subnational government and politicians of the importance and benefits of sustainably managed coastal resources and CBFM</li> <li>Explore the opportunities for licence fees for both the inshore and offshore commercial fishing to raise funds to support or offset cost of coastal fisheries management</li> <li>Develop sustainable finance, including increased cost-effectiveness, identified minimum budgets, external funding sources and trust funds</li> </ul>	<ul style="list-style-type: none"> <li>To demonstrate benefits of sustainably managing coastal fisheries to decision-makers</li> <li>To ensure increased budgets/ staff/support for coastal fisheries management/CBFM at national level</li> <li>To increase support for CBFM strategies or new legislation/policies</li> <li>To secure budgets and staff support at subnational level, where appropriate</li> <li>To improve MCS including coordination with relevant authorities at markets and exports</li> <li>To keep data on CBFM coverage and performance up to date</li> </ul>	<ul style="list-style-type: none"> <li>Recurrent operational budgets allocated by finance ministry (national, subnational and community/local)</li> <li>Staffing reports (number of staff on CBFM, coastal MCS and management)</li> <li>National and subnational staff job descriptions addressing CBFM (total full-time equivalents)</li> <li>Annual work plans at national and subnational level for CBFM</li> <li>New/improved or sustained strategies, legislation and policy endorsed</li> </ul>
4.2. Adequate technical capacity is available to support scaling up of CBFM at national and subnational level	<p>Develop capacity, especially at subnational levels and in new and strategic skills to support scaling up of CBFM, including:</p> <ul style="list-style-type: none"> <li>Information and media skills</li> <li>Monitoring and data collection for management – skills and strategies</li> <li>Legal, enforcement and prosecution</li> </ul>	<p>To assess CBFM scaling-up capacity needs, including by focusing on:</p> <ul style="list-style-type: none"> <li>Specific areas (e.g. video, social media, legal and prosecution)</li> <li>Specific locations, i.e. national but particularly subnational level and local government/communities</li> <li>Other stakeholders (e.g. authorised officers, community champions)</li> </ul>	<ul style="list-style-type: none"> <li>Trained staff and stakeholders</li> <li>Staff performing new or enhanced duties</li> <li>Impact of enhanced duties</li> </ul>
4.3. Adequate coordination mechanisms support scaling up of CBFM	<ul style="list-style-type: none"> <li>Coordinate with non-state actors (NGOs, CSOs, CBOs, private sector, research organisations, etc.)</li> <li>Sustain coordination between government agencies on cross-sectoral matters (e.g. environmental impact, health, social issues, disasters etc.)</li> <li>Use existing networks and fora to ensure scaling up is addressed and approaches standardised</li> </ul>	<ul style="list-style-type: none"> <li>To coordinate efforts, messaging, approaches and information and progress</li> <li>To improve government coordination and basis for implementation or enforcement</li> <li>To align efforts with criteria or standard procedures</li> <li>To maintain a national CBFM registry or similar which records interventions and sites</li> </ul>	<ul style="list-style-type: none"> <li>Functioning coordination committees, networks, taskforce, CBFM fora or similar</li> <li>Minutes, reports and decisions</li> <li>Criteria or standard procedures adopted</li> </ul>

## Objective 5: Ecosystem and inclusive approaches

Cross-agency and multi-stakeholder collaboration helps reduce threats to the environment, enhance adaptation to climate change, improve human well-being, strengthen disaster risk management and ensure equitable access to benefits

What will it look like? (Outcomes)	How is it achieved? (Actions)	What are we aiming at? (Targets)	How can we tell it works? (Indicators)
<p><b>5.1.</b> Effective mechanisms are in place for identification of external or non-fisheries threats and their resolution/mitigation (ecosystem approaches<sup>12</sup>)</p>	<ul style="list-style-type: none"> <li>• Coordinate with national body or authority on natural disasters response and climate change adaptation</li> <li>• Ensure coordination of CBFM committees and community disaster management committees (CDMC), where applicable</li> <li>• Explicitly include coastal fishers' data in disaster impact assessments</li> <li>• Explicitly include integrated marine ecosystem and coastal fisheries and stakeholder/ community inputs in impact assessments under standardised environment impact assessment (EIA) tools used in-country</li> <li>• Ensure effective national and subnational interagency collaboration on non-fisheries impacts on coastal fisheries (ecosystem approaches)</li> </ul>	<ul style="list-style-type: none"> <li>• To improve post-disaster responses and profile for the coastal fisheries sector</li> <li>• To enhance community awareness and education about non-fisheries threats and issues and provide opportunities for feedback</li> <li>• To enhance mechanisms for Fisheries agency enforcement in other sectors</li> <li>• To ensure effective interagency collaboration that results in improved enforcement of sectors impacting on coastal fisheries and building capacity for inclusive EIAs (e.g. forestry, agricultural practices, mining, urbanisation, tourism and infrastructure development, women's/gender affairs)</li> <li>• To enhance community and fisheries agency involvement, where need be, in cross-sectoral issues (e.g. climate change adaptation, EIAs, vulnerability assessments, development and implementation of integrated ridge to reef management plans, tourism)</li> </ul>	<ul style="list-style-type: none"> <li>• Fisheries and fish workers (disaggregated by sex and age) information captured in disaster damage assessments, post-disaster needs assessments, disaster preparedness documentation etc. as nationally relevant</li> <li>• Number of EIAs that include impacts on ecosystems linked to fisheries and social issues</li> <li>• National CBFM fora or other networking mechanisms includes other relevant sectors and ministries (across ecosystem)</li> <li>• Minutes and reports of meetings and topics discussed</li> </ul>
<p><b>5.2.</b> All community members (men, women, youth and marginalised groups) are involved in transparent decision-making and equitably access benefits</p>	<ul style="list-style-type: none"> <li>• Assessment of potentially overlooked marginalised groups<sup>13</sup></li> <li>• Continue improving processes to ensure inclusion of gender, youth, marginalised groups in decision-making process and provision of equitable benefits</li> <li>• Engage with national/in-country social development agencies and stakeholders, e.g. gender affairs/ women's departments, civil society groups, community groups</li> </ul>	<ul style="list-style-type: none"> <li>• To operate mechanisms to ensure identification of potentially marginalised groups</li> <li>• To use procedures to ensure fair and inclusive approaches</li> <li>• To carry out an assessment of equitable access to benefits</li> <li>• To have functioning complaints and feedback platforms responsive to needs of marginalised groups</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusivity assessment reports</li> <li>• Analysis of reports in all procedures and mechanisms</li> <li>• Reporting procedures adequately capture barriers or progress on inclusivity and equitable access</li> </ul>

<sup>12</sup> See supplementary guidance at *Annex 9.2.4 – Ecosystem, land-based and catchment management issues*

<sup>13</sup> See supplementary guidance at *Annex 9.2.3 – People-centred approaches (PCA) in the context of CBFM scaling-up*







## 9. Annexes

### 9.1. Background

#### 9.1.1. Regional context

The Pacific region is characterised by vast areas of ocean, dotted by over 30,000 islands that are home to over 10 million people. The ocean area covered by the 22 PICTs being much greater than their land surface, fishing is of major importance to national economies. Pacific coastal fisheries take place in a relatively small, vulnerable and highly biodiverse proportion of the ocean space. These fisheries are fundamental to the food security and livelihoods of our people and provide significant economic, social, health and cultural benefits for local communities.



Recognising that coastal resources are under increasing threat and in many places, being either fully- or over-exploited, regional and subregional policies adopted in 2015 call for new and innovative approaches to reversing the decline in coastal fisheries resources and related ecosystems. These are:

- *Future of fisheries: A regional roadmap for sustainable Pacific fisheries*<sup>14</sup>
- *A new song for coastal fisheries – Pathways to change: The Noumea strategy*, and the
- *Melanesian Spearhead Group roadmap for inshore fisheries management and sustainable development 2015–2024*

*A new Song for coastal fisheries* and the *Future of fisheries roadmap* outline pathways to achieve sustainably managed coastal fisheries, incorporating community-based fisheries management (CBFM). CBFM is taken to mean approaches that are community-driven and encompass an ecosystem approach that will sustain livelihoods and ensure resilient island communities. Pacific Island communities are central to coastal fisheries management because they depend on marine resources for their livelihoods, cultural values and wellbeing. They draw on rich traditional knowledge and practices for utilisation and management of marine resources and, in many cases, have customary or legal rights over those resources. They are the custodians of our ocean resources.

<sup>14</sup> <https://fame1.spc.int/en/publications/roadmap-a-report-cards>



### 9.1.2. The scaling-up challenge

With *A new song for coastal fisheries*, PICTs agreed to scale-up “coastal fisheries management incorporating community-based ecosystem approaches” to meet domestic development aspirations, with appropriate national and regional support. The scaling-up challenge consists of moving from small pockets of effective coastal fisheries management to meaningful proportions of the coastal environment to achieve healthy coastal fisheries that can feed local populations and support national development aspirations (see *Figure 1* below).

In some PICTs, a major proportion of coastal communities are directly engaged in CBFM with the support of national programmes. For those PICTs, the challenge is in securing long-term adequate funding, maintaining momentum and measuring progress. For most PICTs, however, sustained scaling-up strategies will require not only significantly more investments into coastal fisheries management, but also more strategic use of those investments to achieve the largest impact. In some cases, it may not be feasible or desirable to aim to directly engage every community to the same extent.<sup>15</sup>

Sustainable management of coastal fisheries will have to account for a range of dynamic threats, including catchment and land management, as well as external shocks, such as natural disasters and pandemics. Other challenges include logistics, due to the geographic isolation of most communities, and the great diversity in ecology, environmental circumstances and social needs of thousands of communities. Achieving the development aspirations of PICTs for coastal fisheries management will require strategic decisions and approaches.

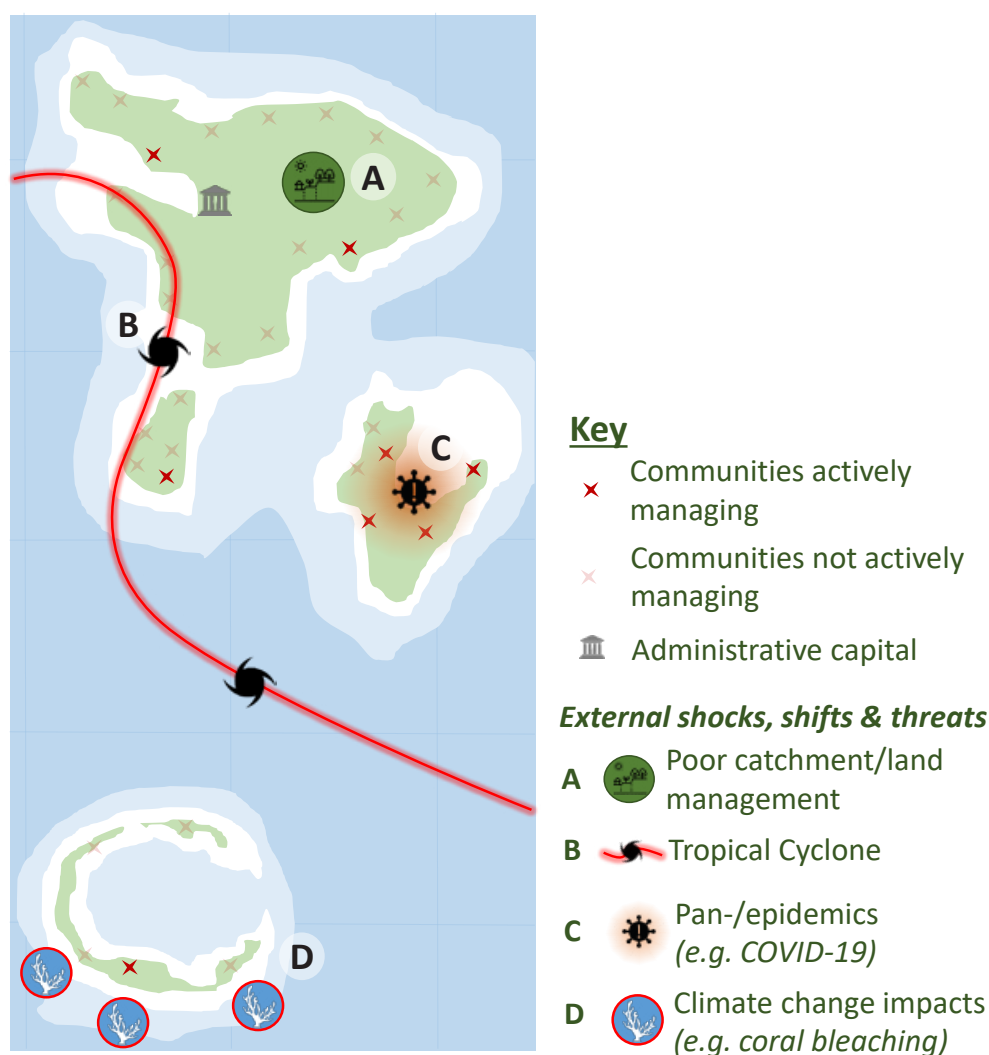


Figure 1: The great challenge of scaling up CBFM across diverse and dispersed coastal landscapes is to move from small pockets of influence and active management to large areas of coastline under effective management.

<sup>15</sup> This framework draws heavily on the information paper used for regional consultation: SPC, LMMA and UOW. 2021. Scaling-up community-based fisheries management in the Pacific region [Information paper]. Noumea, New Caledonia: Pacific Community. 4 p - <https://purl.org/spc/digilib/doc/cc937>

### 9.1.3. Strategic approaches for action

Regional policies propose a wide range of tools and approaches to implement and scale-up CBFM, but specific actions and activities need to be tailored to local contexts, national policies and institutions and overall CBFM progress.

Given the shortage of financial resources and staffing, and the fact that different communities have differing needs, the adoption of a strategic approach is vital for sustainable coastal fisheries management and benefit sharing within each PICT. Strategic approaches need to ensure implementation of direct CBFM actions at several institutional and geographic scales that are supported by adequate enabling conditions for CBFM. Such national approaches need to balance the necessary high coverage/low intensity interventions with the high intensity/higher cost local interventions (See *Figure 2* below).

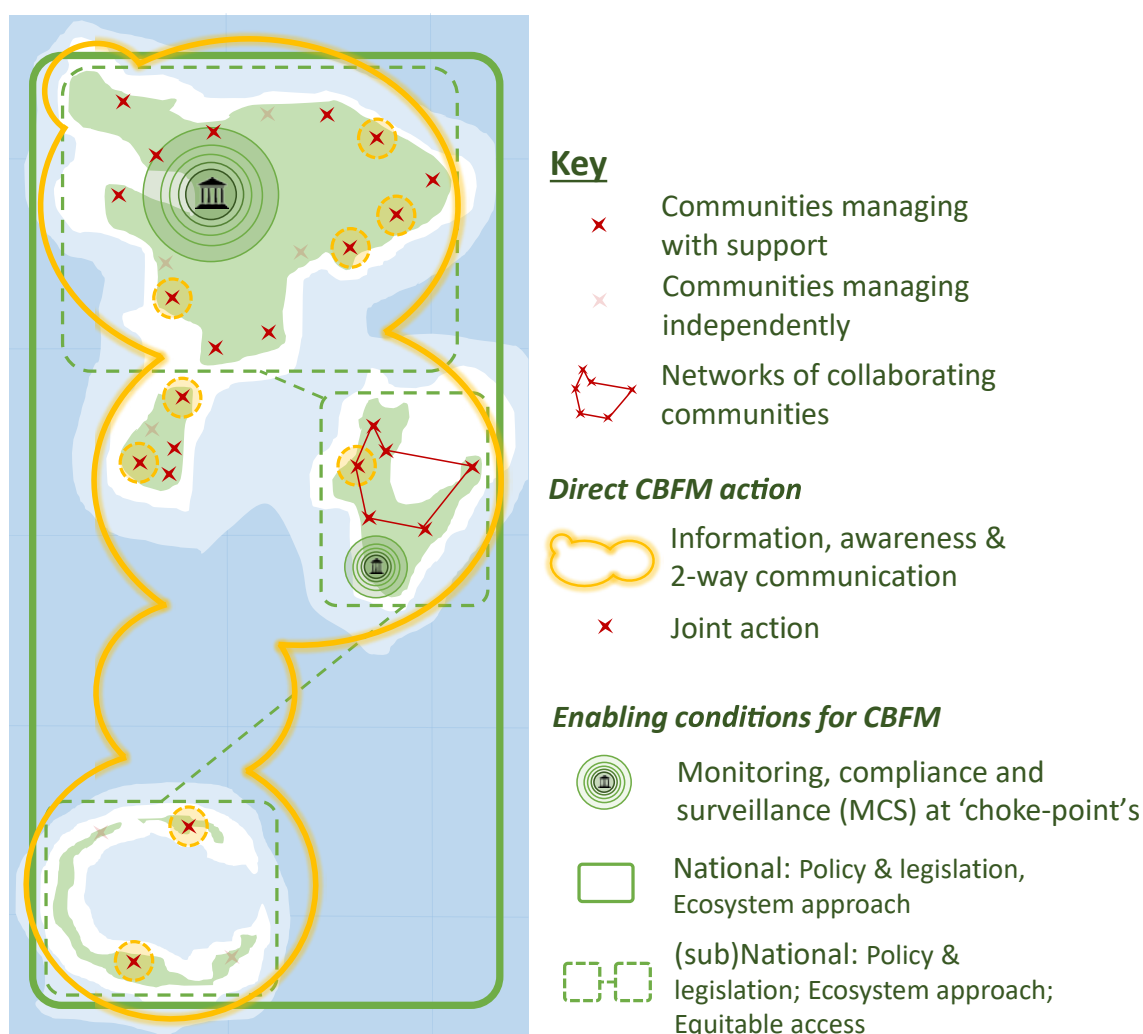


Figure 2: Strategic approaches to scaling up CBFM with limited budgets and staffing through direct actions and enhancing enabling conditions.



### 9.1.4. Process of framework development

In response to the CBFM scaling-up assessment requested by the Twelfth Heads of Fisheries Meeting (HoF12)<sup>16</sup> and the recognition of the importance of CBFM in the region by the First Regional Fisheries Ministers Meeting (RFMM1),<sup>17</sup> a series of virtual workshops on the scaling up of CBFM was organised by the Pacific Community (SPC) and partners. Three subregional workshops were held in January–February 2021, respectively for Melanesia, Micronesia and Polynesia, and a combined regional workshop was held in March 2021.<sup>18</sup>

More than 200 participants attended the virtual subregional workshops and more than 150 participants attended the combined regional workshop. The workshop participants included representatives from national fisheries agencies, local communities (including traditional leaders, fishers and fish workers, youths, and women), local CSOs and NGOs, regional and international organisations, and academic institutions. Before the subregional workshops a questionnaire was sent to national fisheries agencies, CSOs and NGOs to capture CBFM information by PICT and by organisation.

The workshop participants were further consulted to review the draft framework before presentation to the Thirteenth SPC Heads of Fisheries Meeting in June 2021. The Framework for Action was subsequently reviewed and approved by members at the Thirteenth Heads of Fisheries meeting<sup>19</sup>, and endorsed at the Second Regional Fisheries Ministers Meeting<sup>20</sup> in August 2021.

In 2024, at the Fifth Regional Fisheries Ministers Meeting, the Fisheries Ministers commended its implementation to date, considered the framework to still be a fit-for-purpose guide for coastal fisheries management, and extended it for a further five years (2026–2030). In the same year, at the 53rd Pacific Island Forum Leaders Meeting in Tonga, the leaders further commended its implementation to date and welcomed its extension for a further five years.

## 9.2. Supplementary guidance

These checklists are guides providing detail on approaches or actions mentioned in the priority actions framework (*Section 8: Priority actions for scaling up CBFM*) intended to assist in assessing progress and implementation of scaling up of CBFM.

### 9.2.1. Information strategies

Provision of relevant information to all communities is a critical step in upscaling. The goal is to provide equal access for all communities to information that allows them to assess issues and apply best practices and to be aware of national fisheries rules and administration. A national or subnational CBFM information strategy may be contained in other workplans or strategic documents relating to fisheries, extension or other media services. As a minimum such a strategy should contain:

**Objectives, target audiences and geographic coverage:** Stakeholder assessment including the number of communities, types of fishers, others in the market chain, marginalised groups etc.

**Current situation:** Coverage or reach by different media types and stakeholders (e.g., TV, radio, internet, phone, newspapers). Review of current practices and existing information materials (e.g., SPC information materials are a starting point).

**Messaging:** Priority information and messages (including basic ecology, threats to fisheries, management tools, fisheries regulations, sea safety, changes in rules, ciguatera and public health, fisheries administration and contact points). Language/best media for different audiences and stakeholders. Ensuring factual and technical accuracy of messages (e.g., technical expert group or similar).

**Dissemination of information:** Procedure for regular or exceptional information dissemination (e.g., announcements, changes in rules etc.) that covers all intended recipients. Considerations for ensuring inclusivity of different groups and the appropriate treatment and use of traditional knowledge.

**Mechanisms for feedback from stakeholders and communities to government:** Variety of mechanisms for national and subnational government to receive information and concerns. Means through which feedback is recorded and used for strategies/policies/responses (e.g. national or subnational dialogue forum).

**Budget and monitoring, including staffing allocations, roles and responsibilities** and opportunities for achieving dedicated staff and budgets. Indicators to assess the effectiveness of the strategy.

16 <https://fame1.spc.int/en/meetings/250>

17 <https://www.spc.int/sites/default/files/documents/FAME/RFMM%20STATEMENT%20OF%20OUTCOMES-2020.pdf>

18 <https://fame1.spc.int/en/meetings/255>

19 <https://fame1.spc.int/en/meetings/254>

20 [https://www.ffa.int/system/files/2021%20RFMM2%20Statement%20of%20Outcomes\\_FINAL.pdf](https://www.ffa.int/system/files/2021%20RFMM2%20Statement%20of%20Outcomes_FINAL.pdf)

### 9.2.2. National or subnational CBFM scaling-up strategies

An inclusive strategic approach to scaling up CBFM may be a standalone document or part of other policies that include nationally or subnationally consulted and agreed elements addressing the following:

#### **Situation analysis**

- The geography and logistical challenges involved
- The total number of communities and identification of other stakeholders
- The available capacity of fisheries agency and partners (staff, finance, logistics)
- Inventory of total potential village sites and available information on needs

**Process for disseminating information and feedback** (see 9.2.1 *Information strategies* above)

#### **Process and criteria for site selection and prioritisation**

- Rationale and feasibility considerations to identify potential number of sites that can be supported and maintained each year.
- Mechanism and guidelines/criteria for specific site selection (may include community interest, requests, and commitment as well as national criteria on priority areas or fisheries).

#### **Standards, procedures and services**

- Broad principles and minimum standards for site support to ensure best practices (for partners too)
- Process to ensure decentralised support for CBFM i.e., subnational level (for larger countries)
- **Monitoring, control and surveillance including authorised officers.**
- **Record keeping, tracking of interventions and monitoring and research/stock assessment.**

**Coordination with civil society, for example, churches, local and traditional authorities and NGOs (including MoUs)**

- Mechanisms to meaningfully collaborate and include feedback in development planning

**Alternative livelihoods** (see 9.2.5 *Alternative livelihoods* below)

**Ecosystems approaches** (see 9.2.4 *Ecosystem, land-based and catchment management issues* below)

**People-centred approaches** (see 9.2.3 *People-centred approaches in the context of CBFM scaling-up* below)

#### **Budgets, staffing and workplans**

### 9.2.3. People-centred approaches (PCA) in the context of CBFM scaling-up

Regional and leaders' commitments to inclusive, equitable and human rights-based approaches (i.e., PCA) intend to:

- Ensure focus on people and their basic needs (e.g. food, shelter, livelihood, health)
- Actively include the interests and needs of people that are more likely to be left out
- Seek a balance of conservation considerations, economic benefits and people's basic needs
- Secure a life with dignity for all

In the context of scaling up CBFM it is important that PCA be considered from the outset to ensure that historic bad practices or injustices are not inadvertently extended but hopefully redressed. PCA in CBFM can also ensure better information, more community buy-in, reduction in conflicts and improved compliance.

Inclusivity and equitable benefits depend on understanding the imbalances and inequalities that exist between individuals or groups due to varying social characteristics such as gender, age, ethnicity, social status, disabilities, level of education. Examples of such groups raised by country representatives include foreign workers, immigrants, untitled men, youth, widows, women married into the village and different ethnic groups.

The *Framework for Action* suggests some specific activities but PCA should be considered throughout, for example:

- Existence of complaints procedures or grievance mechanism (GM) protocol and feedback platforms
- Engage with national/in-country social development agencies and stakeholders, e.g. gender affairs/women's departments, civil society groups, community groups
- Ensure data collection is disaggregated by sex/age
- Review community engagement to ensure that they are gender sensitive and socially inclusive
- Develop or support broader consultation procedures that ensure free, prior and informed consent (FPIC)

The *Framework for Action* recommends that countries carry out an assessment of inclusion of gender, youth, marginalised groups and provision of equitable benefits and inclusive and transparent decision-making processes. In-country agencies and SPC's Human Rights and Social Development (HRSD) team should be able to assist.

Monitoring, evaluation and learning systems which include reporting requirements to capture progress need to be in place.

#### 9.2.4. Ecosystem, land-based and catchment management issues

PICTs emphasised several areas in which improvements were needed in order to ensure that CBFM was not affected by wider activities in the ecosystems. These included improving EIA procedures and guidelines, monitoring and enforcement, use of national and local coordinating committees or bodies bringing together government agencies and other stakeholders (e.g., tourism), establishment of stringent procedures and other guidance in dealing with environmentally significant activities such as logging, mining, coastal infrastructures, anticipated anthropogenic impacts to the marine environment and EIAs. Such environmental management plans should exist for all development projects, include all coastal fisheries stakeholders and detail contingency plans for potential impacts that are detrimental to the marine ecosystem and functions.

#### 9.2.5. Alternative livelihoods

Direct and enabling actions for scaled-up CBFM provide fisheries agencies an ideal mechanism for assessing, prioritising and delivering alternative livelihood support where it is most needed. Coordinating such needs assessments and the provision of resource management support and alternative livelihoods should bolster resilience and avoid undermining resource sustainability.

Scaling up CBFM strongly relies on improving communications with communities and mechanisms for government delivery of services to these communities; implementing the *Framework for Action* should provide a basis for better selection, assessment, delivery and support for alternative livelihood options.

Whether implementing livelihood approaches actually reduce pressure on resources, improve rather than erode management efforts and benefit communities, will require feasibility assessments and evaluation of each approach in the specific national and local context.

Alternative livelihood approaches mentioned by fisheries agencies include deployment of fish aggregating devices (FADs), microfinance, solar freezers, improved transport and market access and more sustainable fishing techniques.

In cases such as the provision of fishing boats, fishing equipment, improved access to transport and market, that may result in increased fishing pressure, it would be highly desirable to develop specific mitigation or sustainability strategies to avoid undermining the long-term goals of sustainable resource management.



## Notes

## Notes







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ISBN 978-982-00-1588-3



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