



KAVACHI MARINE MANAGEMENT AREA MAY 2019 STAKEHOLDER WORKSHOP OUTCOMES REPORT

AUGUST 2019



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LIST OF ACRONYMS

CTI-CFF	Coral Triangle Initiative on Coral Reefs, Fisheries and Food Security
FAD	Fisheries Aggregation Device
FFA	Pacific Islands Forum Fisheries Agency
KMMA	Kavachi Marine Management Area
LALSU	Landowner's Advocacy and Legal Support Unit
MECDM	Ministry of Environment, Climate Change, Disaster Management and Meteorology
MFAET	Ministry of Foreign Affairs and External Trade
MFMR	Ministry of Fisheries and Marine Resources
MMA	Marine Managed Area
MMRE	Ministry of Mines, Energy and Rural Electrification
NDC	National Disaster Council
NFD	National Fisheries Developments Ltd
RSIP	Royal Solomon Islands Police
SICCP	Solomon Islands Community Conservation Partnership
SIG	Solomon Islands Government
SIMA	Solomon Islands Maritime Authority
SIVB	Solomon Islands Visitor Board
SUMA	Special and Unique Marine Area
TDA	Tetepare Descendants' Association
TNC	The Nature Conservancy
WCS	Wildlife Conservation Society
WWF	World Wide Fund for Nature
WPG	Western Province Government

1. KAVACHI EXECUTIVE SUMMARY

On May 8, 2019, the Wildlife Conservation Society (WCS) hosted a workshop in Munda, Western Province, to discuss with government, civil society and private sector stakeholders the prospects of advancing the development of the Kavachi Marine Management Area (KMMA), an area of national significance for biodiversity, as a marine protected area. Collectively, workshop participants refined a draft vision for KMMA as:

‘‘Productive, thriving Kavachi Marine Management Area sustainably managed to maintain healthy people, culture, ecosystems and industry now and into the future’’

Management goals for the area include: maintaining essential ecological processes; preserving biological diversity; ensuring the sustainable use of species and ecosystems; protecting culturally important sites; promoting resilience to climate change; supporting livelihoods and food security; and maintaining national security.

Participants discussed present and future threats to achievement of these goals, which could come from impacts from extractive industries, bycatch, oil spills, encroachment of international and illegal fishing fleets, unmanaged tourism, and volcano eruptions. Various preliminary management rules were explored within the context of zones that are consistent with the draft national zoning typology.

Participants deliberated about the optimum placement of the KMMA boundaries, with some consensus around using existing boundaries, such as the 30 nautical mile contour which is already policed due to differing fisheries rights within and beyond. Potential organizations were identified who could serve on the provisional management committee, which will ideally come together in late 2019 to develop a draft management plan from the framework proposed at this workshop. The management plan will be further consulted with stakeholders across Western Province and iteratively refined with the provisional management committee.

At present, WCS is aiming for a submission of the management plan to the Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM) for gazettal as a protected area by June 2021.

2. KAVACHI MARINE MANAGEMENT AREA

2.1.BACKGROUND

Solomon Islands is part of the Coral Triangle Region, the center of the world’s marine biodiversity. Under the Coral Triangle Initiative on Coral Reefs, Fisheries and Food Security (CTI-CFF), the Solomon Islands Government (SIG) committed to supporting both regional and national plans of action to protect marine biodiversity and sustain fisheries. Establishment of marine managed areas (MMAs) is a core strategy to achieve these objectives in the regional and

national CTI-CFF plans, as well as under SIG's commitment to achieve at least 10% effective marine protection by 2020 under the Convention on Biological Diversity's Aichi Target 11. To date, most of the marine management in Solomon Islands has been undertaken by coastal communities through various measures applied within locally-managed marine areas designed to achieve local objectives related to fisheries, food security and livelihoods (Govan et al. 2009). However, the SIG is committed to the development of national scale integrated ocean planning, including the development of a national marine spatial plan (SIG 2015).

The Kavachi Seascape, Western Province, Solomon Islands, is located between Tetepare Island, the Kavachi submarine volcano, and Matakai Reef (Figure 1), and possesses unique biological and geological features, with high connectivity between montane forests (>1,000 m above sea level) and the deep abyss (3,000 m below sea level) within 30 nm. The area forms part of the Marovo-Tetepare complex which is on UNESCO's tentative World Heritage listing (<http://whc.unesco.org/en/tentativelists/5414>). A portion of the area is also highlighted as a Key Biodiversity Area by the Critical Ecosystems Partnership Fund's review of the East Melanesian Islands (Aalbersberg et al. 2012), while the area directly surrounding the Kavachi submarine volcano is described as one of Solomon Islands' most important Special and Unique Marine Areas (SUMA; Ceccarelli et al. 2018). A recent survey of the area around the Kavachi volcano by National Geographic identified the first records of macrofauna (sharks, pelagic fish) utilizing an active submarine volcano as habitat, as well as the rare Pacific sleeper shark in deeper waters nearby (Phillips et al. 2016).

The area is adjacent to Marovo Lagoon, the world's largest double barrier lagoon, home to 12,000 people who rely on coastal and offshore fisheries for subsistence. The Kavachi Seascape is additionally directly adjacent to a linked network of existing community-managed conservation areas around Tetepare, Vangunu and Gatokae islands, and within Marovo Lagoon, where community-based organizations have been established to manage land and sea resources and are coordinated through the work of Solomon Islands Community Conservation Partnership (SICCP).

The Wildlife Conservation Society (WCS) has secured funding through Oceans 5 and Blue Action Fund to work with SIG, civil society, private sector and coastal communities in Western Province to facilitate development of the Kavachi Marine Management Area (KMMA). Since 2017, WCS has:

- Identified potential geographic boundaries, using reference contours from 3 nautical miles to 30 nautical miles offshore (Figure 1). The proposed area contains 94% of the marine species predicted distributions in Solomon Islands, as identified from Aquamaps data (WCS, unpublished data).
- Undertaken consultations with consultation with key stakeholders in Honiara and Western Province, including Ministry of Fisheries and Marine Resources (MFMR), Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM), Solomon Islands Maritime Authority (SIMA), National Fisheries Developments Ltd (NFD, a domestic commercial fishing company), Pacific Islands Forum Fisheries Agency (FFA), WWF, Western Province Government (WPG), Ministry of Mines, Energy and

Rural Electrification (MMRE), and the Ministry of Foreign Affairs and External Trade (MFAET). In general, all of the consulted organizations were supportive of the development of KMMA as they believe that it fits well with overarching national policy objectives, particularly the development of a national marine spatial plan.

- Developed a draft roadmap with stakeholders to work towards submission for KMMA under the Protected Areas Act. Steps include: development of a management plan with clearly defined goals and objectives; consultations consistent with Protected Areas Act Regulations; alignment with national ocean planning processes, including the draft national zoning typology.
- Signed a Memorandum of Understanding with MFMR, which enabled access of fisheries data from FFA to aid in planning and consultations.

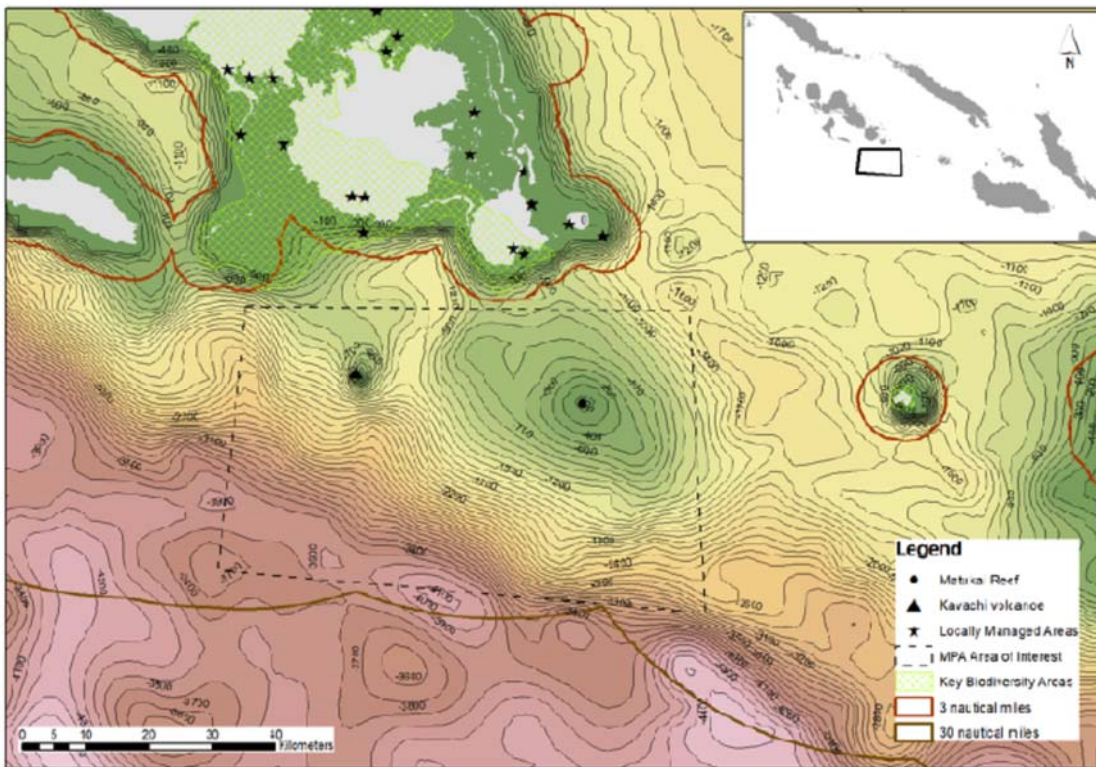


Figure 1. Map of proposed Kavachi Marine Management Area presented at workshop. Boundaries will be adjusted based on workshop discussions, in particular using the 30 nm contour as the southern boundary.

2.2. WORKSHOP OBJECTIVES

On May 8, 2019, stakeholders from government, civil society, local communities, and the fishing industry convened in Munda, Western Province, as part of a stakeholder workshop to discuss and agree on the steps going forward in the establishment of the proposed offshore KMMA (Annex 1). A full list of participants is found in Annex 2.

The main objectives of the workshop were to:

- Define a collective vision for KMMA;
- Review outcomes of stakeholder consultations to date;
- Review the draft boundary;
- Refine roadmap for submission;
- Develop a framework for the management plan;
- Identify the institutions that should be represented on the provisional management committee that will be tasked with preparing the management plan; and
- Review the project grievance mechanism (Annex 3).

The workshop was conceptualised and organised by WCS with funding from Oceans 5 and the Blue Action Fund. This report provides a summary of discussions and agreements arising from the workshop, as well as next steps moving forward.

3. VISION AND GOALS

3.1. VISION

Workshop participants were provided with a draft vision, “**Productive, thriving waters offshore that maintain connectivity to inshore ecosystems**”, after which participants were divided into three break-out groups to discuss and refine (Figure 2). Participants noted the absence of people and culture from the vision, and thus made changes to be more inclusive of livelihoods and food security goals through sustainable use and development. They also suggested removing “offshore” due to multiple interpretations of the word’s meaning.

The vision was refined to:

“Productive, thriving Kavachi Marine Management Area sustainably managed to maintain healthy people, culture, ecosystems and industry now and into the future”



Figure 2. Report back from breakout group discussion on draft vision.

3.2. GOALS

As a result of the refined vision, two more goals were added to the draft list of goals provided to participants. The complete list of goals now includes:

- Maintaining essential ecological processes;
- Preserving biological diversity;
- Ensuring the sustainable use of species and ecosystems;
- Protecting culturally important sites;
- Promoting resilience to climate change;
- Supporting livelihoods and food security
- Maintaining national security¹

Participants noted that the resilience goal will likely be difficult to monitor. If this is kept in the management plan, there will need to be explicit indicators.

¹ Noted in reference to shipping traffic and activities of international fleets.

3. MARITIME BOUNDARIES AND JURISDICTIONAL ISSUES

During KMMA consultations to date, various questions have arisen concerning maritime jurisdiction in the waters around Kavachi Seascape. These have included:

1. How is customary marine tenure recognized in Solomon Islands and how far offshore does it extend?
2. How far offshore does provincial jurisdiction extend?
3. Would there be any changes in jurisdiction should the Kavachi submarine volcano become emergent, and any subsequent changes should the volcano thereafter submerge.

Through plenary discussions, workshop participants noted:

Customary marine tenure: Schedule 3 of the Solomon Islands Constitution recognizes that customary laws are part of the laws of Solomon Islands, insofar as they do not contradict the Constitution. Most laws concerning customary laws are land related. Sections 254, 255 and 256 of the Land and Titles Act establish specialized courts, such as local courts, to deal with customary land. Whether this extends to reefs depends on the customary law of each communities, villages, ethnic group or provinces, which varies across the country (i.e., customary law of Malaita is different from that of Roviana). These customary claims are typically only questioned in court when financial flows appear. As such, and given that there are no projected financial flows at present, it was recommend to avoid focusing on where customary rights extend, but rather working with those who have claims to those customary rights towards mutual objectives. There was a positive suggestion to move the narrative away from “this is our area” to “how can with work together”, though also noted that it will be important to ensure that the creation of KMMA does not undermine customary rights.

Provincial versus national jurisdiction and implications for KMMA boundaries: The proposed area of the KMMA is in Solomon Islands territorial waters and thus governed by Solomon Islands laws. Provincial governments have jurisdiction up to 3 nautical miles from the foreshore, though this is not well demarcated nationally. The 30 nautical mile contour is significant because it is the boundary between different sets of fishing rights. As no foreign fleets are allowed to fish within 30 nautical miles, the boundary is already policed, and thus should certainly be considered as the southern boundary of KMMA. Given complications as to the exact limit of provincial jurisdiction and questions about jurisdictional shifts should the volcano become emergent, there was a recommendation to use the governance framework of KMMA as a platform to create an arrangement for shared management over this space, where provincial and national government agree to work towards joint objectives and not get bogged down by jurisdictional conflict. It was recommended to look towards the governance framework of the Phoenix Islands Protected Area as an example of cooperation between provincial and national government in Kiribati, as well as get direct advice from the Attorney General’s office.

4. MANAGEMENT PLAN STRUCTURE AND MANAGEMENT COMMITTEE

Break-out groups were used to brainstorm the core components of the KMMA management plan, as well as consider who should be part of the provisional management committee. Discussions were framed around five questions:

1. What values and threats should the management plan address?
2. What rules, regulations and zones should the plan cover?
3. Are there any potential conflicting issues?
4. Who should be included on the management committee?
5. How will the management plan be enforced and financed?

Below is a summary of what was shared at the workshop by the participants.

4.1. VALUES AND THREATS

Table 1 summarizes the various features and activities of the proposed KMMA that people value, which can be used to set management objectives. It also summarizes key activities that potentially threaten the core values of the areas, either now or conceivably in the future.

Table 1. Summary of key values and threats identified by workshop participants for the Kavachi Marine Management Area.

Values	Threats
Cultural connection to the place	Impacts from extractive industries (i.e., mining, commercial fishing) Bycatch Oil spills Encroachment of international and illegal fishing fleets Tourism (i.e., waste dumping) Volcano eruptions
Biodiversity	
Tuna fishery	
Tourism	
People (livelihoods, food security)	
Integration (through management and governance)	
Natural resources	
Research opportunity	

4.2. RULES, REGULATIONS AND ZONING

Preliminary discussions on the types of rules, regulations and zoning resulted in three potential zones that could be applied within KMMA that are consistent with the draft national zoning typology:

1. No-Take Zone - this would likely apply to areas around the Kavachi submarine volcano. The current SUMA boundary could be considered or expand upon for this zone;
2. Sustainable Use Zone - this could include the Matakai reef system as well as be located closer to the islands to allow for subsistence and artisanal fishing; and
3. Limited Use Zone - this could be something that is only be accessible to Marine Stewardship Council certified domestic industrial fleets (such as the NFD fleet).

It was noted that existing management tools within the draft Tuna Management Plan (use of quotas and license conditions) and regulations that already apply to the Protected Areas Act and Fisheries Management Act could be used in the management of the MMA. Further regulations could include the below:

- Limit/exclude deployment of fisheries aggregation devices (FADs)
- No game fishing
- No dumping waste within the MMA
- No deep sea mining within the MMA
- Research by permit, but collection of specimens prohibited.

4.3. CONFLICTING ISSUES RAISED

Participants highlighted the following issues that will need to be further resolved through dialogue with the provisional management committee and through stakeholder consultations (Figure 3):

- Fishing industry response to loss of fishing ground, particularly if No Take Zone(s) are established within the MMA
- Limited opportunities for tourism, especially around submarine volcano
- How the revised Mining Act will interact with the Protected Areas Act and if it will take precedent
- Potential jurisdictional conflicts



Figure 3. Presentation of ideas and issues raised during group brainstorming on values, threats, rules, conflicts, and management implementation

4.4. PROVISIONAL MANAGEMENT COMMITTEE

Several institutions were highlighted as important to be represented on the Provisional Management Committee that will be established by September 2019. These are listed below:

- Western Provincial Government (WPG Executive)
- MECDM
- MFMR
- SIMA
- Royal Solomon Islands Police (RSIP)
- Civil society (NGOs, Faith-based)
- Ocean Office
- National Disaster Council (NDC)
- Industry (NFD)
- Customary rights holders
- Women’s representatives

It was suggested to learn from the example of the Arnavons Marine Conservation Area in terms of committee representation and management plan development.

4.5. ENFORCEMENT

Participants suggested that the FFA vessel monitoring system could be a cost-effective means of patrolling the MMA. To enable this, the boundary would need to be provided to FFA, and there would need to be a clear chain of who to call if vessels spotted illegally entering the area. FFA could call MFMR who could then inform the Maritime Police Office.

Participants also noted that there needs to be clear inter-government communication regarding permitting for research and deep-sea mining. This could be facilitated by ensuring permitting is reviewed by the Ocean Commission, if it gets established.

Communities and rangers could be used as eyes on the ground. Monitoring protocols can be built into ranger activities under the Solomon Islands Rangers Association (SIRA) in order to link the community initiatives to the offshore MMA. Community observers could also be included on sea patrols of the MMA.

4.6. FINANCING

WCS sustainable finance expert, Kathryn Mathias, provided an overview of some of the tools and mechanisms that can be used to fund marine protected areas. She highlighted that government spending and philanthropy are by far the two largest sources of funding for protected areas, followed by tourism-based finance. A more in-depth analysis of potential funding options is provided in a complementary report (Mathias 2019).

Important potential management costs to consider will include:

- Sitting of the management committee
- Patrols
- Coverage of FFA and police staff time
- Ranger salaries
- Equipment
- Periodic stakeholder engagement and awareness
- Capacity building
- Administrative costs

4.7. CHALLENGES

A few challenges were noted. Firstly, the offshore nature of the proposed MMA presents certain logistical challenges that will need to be addressed if the MMA is to be managed properly. Secondly, a growing population is placing increasing demand on inshore resources and this will likely extend to offshore resources. Already there are more small-scale fishers travelling to remote FADs to catch fish in-order to supply demand at urban and semi-urban centres within Western

Province. As better equipment (boats and fishing gear) become more readily available, this activity is likely to increase and extend further offshore. A final noted challenge was the potential for community-level consultations to raise conflicts over customary rights and claims to the area. As conflicts arise, WCS and partners will need to develop a fair conflict resolution mechanism that allows ample time and space for grievances to be aired, discussed and resolved peaceably.

5. NEXT STEPS

Following an update on past stakeholder consultations, it was recommended that more stakeholders needed to be involved in the consultation process as part of the next steps.

These stakeholders are identified in the below Table 2.

Table 2. Participant-recommended stakeholders to engage in further individual consultations.

Individual	Organisation
Andrew Nihopara	Permanent Secretary, Ministry of Culture and Tourism
Dennis Marita	Director of Culture
Barney Sivoro	Director of Tourism
Marovo-based + Cruise-liner agents	Tourism operators
Freda Unusi	Solomon Islands Visitors Bureau (SIVB)
Willie Atu	The Nature Conservancy (TNC)
Zaira, Biche, Peava Communities	Marovo communities in the SICCP network
Lokuru, Baniata, Ughele	Rendova communities
Francis Tofu	MFMR Offshore Division
Technical Working Group	National Ocean Planning Team
Hon. Chachabule	MP Marovo
William Kadi	Landowner's Advocacy and Legal Support Unit (LALSU)
	Permanent Secretary, MMERE
	MECDM (Director & Deputy Director ECD)
	WPG (PS + relevant Ward Members)

It is envisaged that these stakeholder consultations will take place between July and October 2019. This will be followed by the establishment of the Provisional Management Committee that will be

tasked with putting together the management plan based on the inputs that have been provided at this workshop and from additional consultations according to the timeline in Table 3.

Table 3. Agreed timeline for the development of the KMMA management plan

Timeline	Activity
2019	Provide update to Technical Working Group of National Ocean Planning Committee
2019 Q3	Further individual consultations
2019 Q3	Establishment of Provisional Management Committee to develop first draft of management plan
2019 Q3-Q4	Western Province stakeholder consultations on plan
2020 Q1	Second draft of management plan available for review by Provisional Management Committee
2020 Q2	Western Province stakeholder consultations on plan
2020 Q3	Third draft of management plan available for review and finalization by Provisional Management Committee
2021 Q2	Submission of MMA application to MECDM

6. REFERENCES

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- SIG (2015) Solomon Islands Government inaugural ocean summit report. Solomon Islands Government and MACBIO, Honiara

Annex 1. Kavachi Marine Management Area Workshop Agenda

Time	Activity	Lead
9:00	Opening Prayer	WCS
9:10	Welcome and introductions	WCS
9:30	Kavachi Seascape Project summary	WCS
10:00	Re-cap on stakeholder consultations to-date	WCS
10:30	Morning tea break	
10:45	Present/discuss area of interest	WCS/Legal experts
11:45	Brainstorm Management Plan and Committee structure	WCS/MECDM
12:30	Lunch break	
1:30	Refine road map for management plan development	MECDM/MFMR
2:30	Information session on National Ocean Planning process	MECDM/MFMR
3:00	Afternoon tea break	
3:15	Identify where further consultations needed	
4:00	Present WCS grievance mechanism	WCS
4:30	Closing	WCS

Annex 2. Participant List

May 8th 2019

PARTICIPANTS LIST
KAVACHI SEASCAPE MEETING

	NAME	ORGANIZATION	CONTACT EMAIL/PH	SIGNATURE
1.	Stacy Jupiter	WCS	sjupiter@wcs.org	
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Annex 3. Project grievance notification



Wildlife Conservation Society
“Scaling up marine protected areas in Melanesia for biodiversity conservation, food security and livelihoods”
A Blue Action Fund project



PROTOCOL FOR FILING A COMPLAINT

The Wildlife Conservation Society (WCS) is a not for profit organization and a public charity. WCS has been registered in Solomon Islands since 2018 and we operate with a mission to conserve biological and cultural diversity and sustain livelihoods to ensure resilience of nature and people across Melanesia.

WCS has a Code of Conduct through which we hold ourselves to abide by high levels of standards for integrity, transparency and accountability. WCS recognizes that conservation projects occur within the real world and that unintended and undesired outcomes can happen. Under these circumstances, WCS has a mechanism to acknowledge, address and resolve all complaints that may arise under this project through the actions of WCS staff or the actions of our partners.

Complaints can be reported:

- Verbally to a local WCS staff or partner staff member
- By phone or email to the following Solomon Islands or WCS Melanesia staff

Alec Hughes, WCS Solomon Islands Program Manager: 778 6998; athughes@wcs.org
Stacy Jupiter, WCS Melanesia Director: (+679) 3315174 or 9946272; sjupiter@wcs.org

- By mail to the following addresses:

WCS Solomon Islands Office, P.O. Box 98, Munda, Western Province, SOLOMON ISLANDS
WCS Melanesia Regional Office, 11 Ma’afu Street, Suva, FIJI

- For complaints related to infringements of human rights (i.e., the taking of rights, land, resources, and property, or where someone is physically harmed or killed), report to the WCS Social Safeguards Management Team by email at humanrights@wcs.org

WCS will contact the complainant within **15** working days to acknowledge receipt of the complaint. A review plan will be developed for resolution of each reviewed complaint. WCS will issue a report with findings and remedial actions taken to resolve the issue to the complainant, other stakeholders involved, and all requesters.