



Pacific handbook for human rights, gender equity and social inclusion in tuna industries



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MODULE 8
Stakeholder engagement for HR
and GESI in tuna industries



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Module 8: Stakeholder engagement for HR and GESI in tuna industries

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Reference Note

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Key points

- Stakeholders relate to tuna industries in different ways – as consumers of raw, cooked or canned tuna, as industrial fishing vessel crew, as processing plant workers, as unions, as small-scale fishers, processors or traders, as people who live near fishing ports or canneries, as environmental conservation groups and as fishery managers. Development of tuna industries and changes in fisheries management can have different effects for women and men, young and old people, people from different ethnic groups and people with disabilities.
- Reasons human rights (HR) and gender equity and social inclusion (GESI) are important for stakeholder engagement:
 - Some groups of people, such as women, have less influence and voice, which limits their ability to be active stakeholders in decision-making. There are also diversity and power differences within groups. Not all women, and not all men, are the same. An Indonesian fishing crew member has less ability to protect their own interests than a Korean vessel captain, and possibly less voice than a woman cannery worker in Solomon Islands. These differences are because of power inequalities and customs within societies and within the fishing industry.
 - Being inclusive means all voices are heard and different interests are identified. Inequalities can be made worse if power imbalances are not addressed effectively during stakeholder engagement processes. Power imbalances are difficult to break down; however, people with expertise in local culture, community development, and gender equality can do stakeholder engagement in ways that support HR and GESI goals.

Pacific tuna industry stakeholders

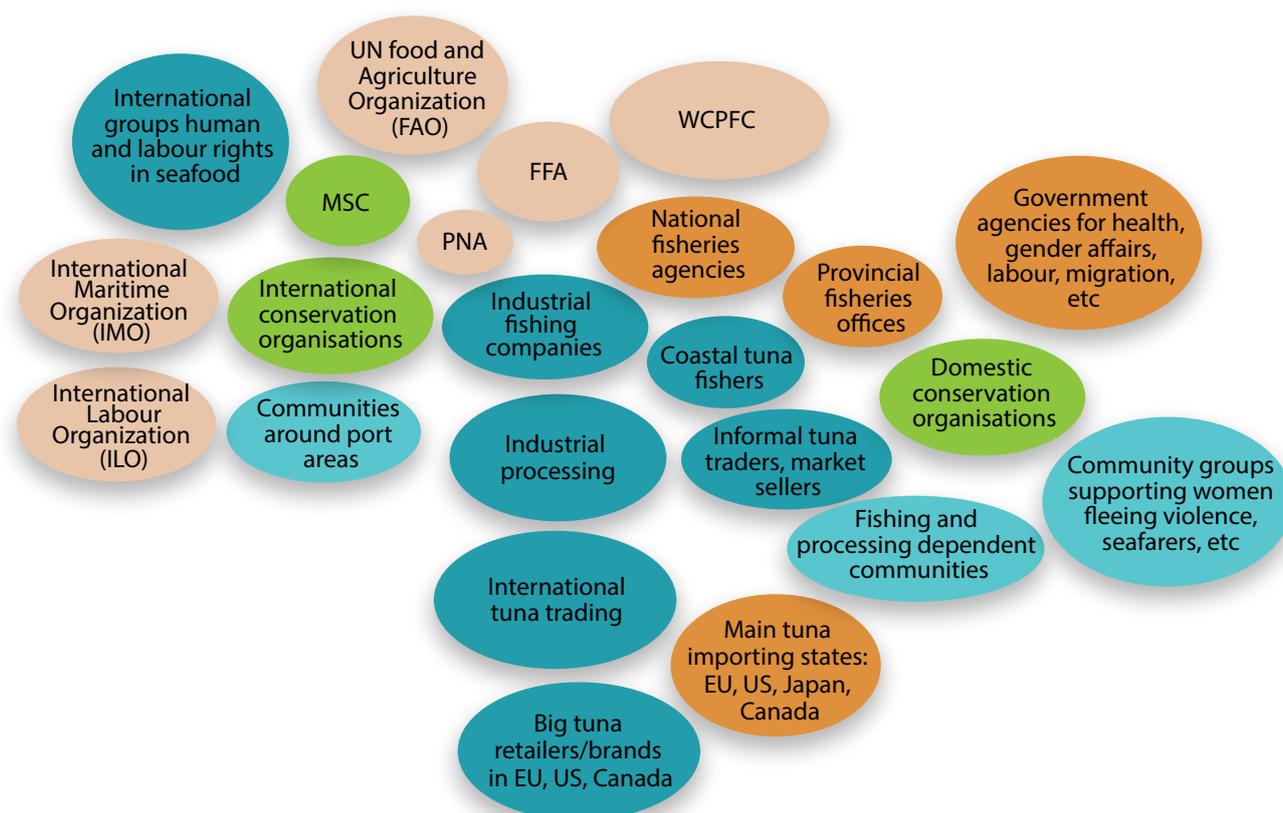


Figure 8.1. Stakeholders in Pacific tuna industries

If you were to map out the stakeholders relevant for your work in Pacific tuna industries, which of the stakeholder groups in Figure 8.1 would be most important? How are the stakeholders related to each other? Which ones can influence the activities of others? Which ones can make decisions for tuna industries? Which ones depend on others? Which can help solve problems for others? Which ones are directly involved in tuna industries, or are less directly connected? What roles/needs/interests do different groups have? If you were trying to change something in a tuna industry, which groups would you need to engage? How would you engage them?

- Engagement needs to consider how to balance all the different types of stakeholders. See the Tools at the end of this module for how to understand the differences between stakeholders.
- Different types of stakeholders – from community groups to big companies to government agencies – require different engagement strategies. See the Tools at the end of this Module for a checklist on lobbying for engaging government decision-makers.
- There are communication pathways between international and local non-governmental or civil society organisations (NGOs/CSOs) working in similar areas, such as WWF or The Nature Conservancy (TNC). As well as engaging with conservation organisations, you can contact human rights organisations (Human Rights at Sea – HRAS), or gender equality organisations. You may be able to engage with international organisations through engaging with their local branches.

Stakeholder engagement as good governance

Stakeholder engagement is how fisheries management agencies include tuna companies and other groups into governance. It is very important to have participation from all relevant stakeholder groups in decision-making about tuna industries. Participation serves an awareness-raising function, so that stakeholder groups have accurate understanding about tuna industries. There are roles for many different organisations in stakeholder engagement for tuna industries in the Pacific, including government agencies for fisheries, labour and gender equality, tuna companies, small-scale tuna enterprises, media outlets, environmental organisations, unions, human rights organisations, women's groups, and so on. There are several different forms of stakeholder engagement that are important for Pacific tuna industries, all of which have 'room for improvement'.

Collaboration and communication between government agencies is a vital form of stakeholder engagement for HR and GESI in tuna industries. Often it is easy to start engagement between the Ministry of Fisheries and industry stakeholders. It can be harder to establish engagement between Ministries of Fisheries and other relevant line ministries, such as for Labour, Gender Affairs, Justice, and so on. Inter-agency coordination is difficult, staff are busy and may not see tuna industries as their core business. However, as noted in Modules 3, 4, 5 and 6, a multi-stakeholder forum in each country seems to be a necessary foundation for improving HR and GESI in tuna industries. This is because the issues are cross cutting and require capacities and knowledge that does not exist in any one organisation, but across several organisations.

Case study: establishing a multi-stakeholder forum for tuna industries in Fiji



Fiji's Offshore Fisheries Management Act (2012) calls for the establishment of a multi-stakeholder forum – the Offshore Fisheries Advisory Council – to facilitate the kinds of stakeholder engagement needed for good governance. The tuna industry and interested NGOs have been calling on the government to convene the multi-stakeholder forum to address HR and GESI topics for some years. As of 2022 the Fijian Ministry of Fisheries had not convened the forum. Industry and NGO representatives are now thinking about how they can engage with government constructively to 'push things along'.

Engaging with people in positions of power can also be difficult. Members of Parliament or company CEOs are very busy and are responsible for many different things. It is hard to get their attention. Some topics require engagement with high-level decision-makers such as Permanent Secretaries, who may not be aware of how serious a problem is.

For example, if you need to change legislation then it is necessary to engage with senior public servants and politicians. There is a resource available for groups in the Pacific wanting to know how to create change through government processes: *Changing Laws: A Legislative Lobbying Toolkit for Understanding Law-Making, Parliamentary Procedures and Advocacy for Legislative Change*.¹ See also the checklist Tool at the end of this module for engaging with government decision-makers.

Some things you can do to help government decision-makers engage with your topic are to:

- identify your topic of interest with their policy priorities (this means doing some research on what their policy priorities are);
- present yourself as available to help them. For example, if the government has signed an agreement you

¹ <https://hrsdc.spc.int/node/819>

want implemented and the government has not yet implemented it, you can say ‘we are here to help with implementation’;

- as well as formal processes of government, it is also possible to influence decision-makers via informal *talanoa* conversations. You could involve decision-makers in a roundtable discussion on your topic;
- think about what possibilities you have for personal influence and professional influence on the decision-makers. What relationships and networks are you part of that can help you engage with decision-makers?

Case study: engaging with decision-makers to change fisheries management



In 2017 the Fijian Government declared a ban on harvesting and trading beche-de-mer (sea cucumber) due to severe overfishing of the resource. This decision was made after a strong engagement campaign by stakeholders led by community-based fisheries resource management and conservation group Wildlife Conservation Society (WCS). What can we learn from this case about how to successfully engage with decision-makers? There were several key elements to the campaign that can be replicated by stakeholders wanting to engage with government to achieve change.

Research – There were several different research projects on the decline in beche-de-mer stocks and the social costs of the ‘boom and bust’ unsustainability of the fishery. This research was a strong evidence base to convince senior public servants and politicians that action was needed.

Media strategy – The stakeholder coalition included several groups, including NGOs and CSOs, who raised awareness in the media about the ecological and social costs of the unsustainable fishery. Public support for the campaign to have sustainable management of the resource helped build political will to address the issue.

Buy-in by government – Stakeholders seeking the policy change involved the Ministry of Fisheries in developing and publishing research on the fishery.² The science report was then launched by the Minister for Fisheries as part of a national beche-de-mer forum.³ This form of engagement means plenty of dialogue to help ensure the stakeholders fully understand each other’s positions and the topic. It also helps get ‘buy-in’ from government.

Assisting government – WCS staff developed a four-page policy brief on beche-de-mer, summarising research findings and proposing management measures. The brief was reviewed by the Director of Fisheries before being submitted to the Minister. Policy briefs are very helpful for busy government officials, making their work easier.

Timing – Building on public awareness and the new research findings, the timing of the beche-de-mer forum and the policy brief helped make the topic a pressing one for government. Three months after the forum and policy brief the Minister banned underwater breathing apparatus in the fishery, and one month later closed the fishery entirely.

Financial backing – Campaigns like this require resources. Research and workshops to bring stakeholders together for discussion can be expensive. Some of the research on beche-de-mer stock status and value chains used in this campaign was supported by the Australian Government through an ACIAR research project. Support for research and workshop costs was also provided by the David and Lucile Packard Foundation.

Engagement is about making decisions together. Engagement works to build collaborative relationships. There are different types of participation and inclusion, and some do not actively include everyone in decision-making (see Figure 8.2). Engagement takes specific steps to create inclusion in the decision-making process (e.g. ensuring decisions are made together with the widest possible involvement).

2 Mangubhai S., Lalavanua W. and Purcell S.W. (eds) (2017). Fiji’s Sea Cucumber Fishery: Advances in Science for Improved Management. Wildlife Conservation Society. Report No. 01/17. Suva, Fiji.

3 Artuso C. and Lalavanua W. (eds) (2017) Fiji Beche-de-Mer Forum 2017: Summary Report. Fiji Ministry of Fisheries and Forests and Wildlife Conservation Society, Suva, Fiji.

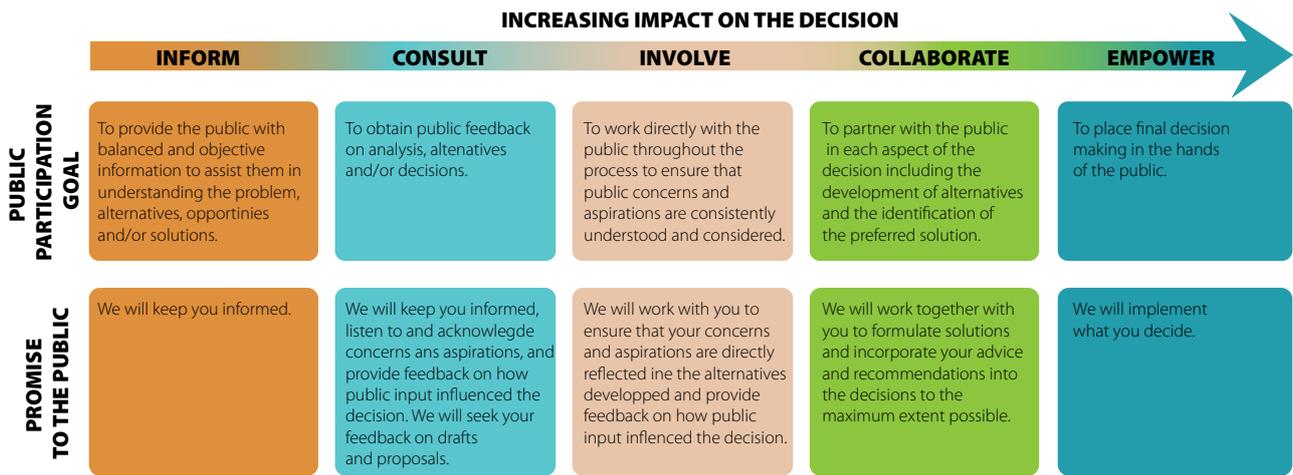


Figure 8.2. IAP Public Participation Spectrum

Allowing stakeholder involvement towards the ‘collaborate’ and ‘empower’ end of the spectrum in Figure 8.2 requires government to share decision-making power with stakeholders. This can be uncomfortable for government. Previous experiences with public–private partnerships and including NGOs into government dialogues may influence government perceptions against sharing decision-making power. Sharing power can be ‘messy’. However, because of the cross-cutting nature of HR and GESI in tuna industries, collaboration with industry, labour and community groups seems the only possible way to address these problems. Do assumptions made because of past experience still hold true in the current context/situation? Are we prepared to test those assumptions and make changes so it works better this time?

During the engagement process, not everyone has to agree. However, the process should find ways for everyone to work together, and acknowledge and respect other people’s views. In other words, the right to participation means ensuring everyone has access to the engagement process and creating a platform that upholds this fundamental human right.

The main way in which engagement currently occurs for tuna industries is through fisheries agencies seeking stakeholder input, usually from tuna fishing or processing companies, and sometimes from environmental NGOs. Governments have stakeholder participation requirements for all areas of public policy, and fisheries agencies’ versions of these include, at a minimum, some form of engagement with industry associations.

Stakeholder engagement at the national level does not always work as well as it could. Staff from one of the industry associations interviewed for this handbook say they are unable to secure meetings with government staff, and that despite repeated requests to have input into new draft regulations they still have not seen the draft. On the other hand, interviewees from a fisheries agency said that in their country the fishing companies send locally based agents to the stakeholder meetings who have no authority to make agreements. This means the government does not know the company view, or does not find out until after the meeting, which makes effective engagement difficult.

We can think of stakeholder engagement for tuna industries as occurring both at the national level and at the regional level. In regional stakeholder engagement, such as in processes around the Western and Central Pacific Fisheries Commission (WCPFC), the Parties to the Nauru Agreement (PNA), and Forum Fisheries Agency (FFA) Pacific Island countries can be a bloc voice against the big global fishing interests. Individual country governments might be in a weak power position regarding some of the big companies or the bigger flag states, but working together in regional blocs gives Pacific Island countries greater bargaining power.

In addition to tuna companies, environmental NGOs – both small local ones and the big international ones such as Greenpeace and WWF – are also engaged in tuna fisheries management. This happens at a national level, and also regionally at WCPFC meetings. In addition to industry organisations and environmental groups, there is also sometimes a small presence of groups with other interests, such as crew welfare.

The stakeholder engagement in the WCPFC is not very deep – WCPFC is mainly for member governments to engage with each other. Observer organisations are not encouraged to speak up. Many of the most controversial discussions are in closed heads of delegations sessions which observer groups are not allowed to attend. WCPFC meetings are not fully open to the media. Moreover, it is expensive and difficult to be registered as observer organisations for the WCPFC. WWF Pacific has been facilitating the attendance of smaller NGOs.



Case Study – CSO/NGO engagement on tuna issues

The World Wild Fund for Nature (WWF) is one of the environmental conservation non-governmental organisations (NGOs) that is most engaged in tuna issues in the Pacific. WWF, along with several other conservation NGOs, has long joined the yearly WCPFC meetings. It is expensive to join WCPFC meetings, so in recent years WWF has enabled smaller local NGOs and CSOs to also join the WCPFC meetings. The objective is to engage CSOs in the Tuna Commission meetings and provide an opportunity to discuss issues of concern that can be addressed together in a joint statement which is submitted to the Tuna Commission. In 2021 WCPFC18 was held virtually, and several CSOs based in the Pacific region participated as part of the WWF delegation. One of the many recurring issues that CSOs continue to push on is the safety and well-being of crew and fisheries observers on longline fishing vessels. Since the 2020 Tuna Commission meeting, a group of states has been drafting a binding conservation and management measure (CMM) on crew safety. Hopefully, this CMM will be adopted in the 2022 Tuna Commission meeting.

Other activities regarding the human dimensions of tuna fisheries that WWF-Pacific (Fiji Office) has engaged on include:

- a Working Group led by FFA to develop an agenda for a workshop on human rights and gender equity scheduled for February 2023. It will involve government heads, CSOs, fishing and processing industries and other relevant stakeholders in the Pacific;
- a Pacific Community (SPC) workshop held in April 2022 to socialise and give feedback on this handbook. The workshop included representatives from Pacific Islands fisheries management agencies, CSOs and the private sector, so they could contribute to the development of the draft handbook;
- engaging a gender specialist to research gender equality and social inclusion (GESI) and human rights (HR) issues in Fiji's offshore fisheries sector. This involved a series of meetings and workshops in late 2020 and early 2021 which engaged with various stakeholders to provide insights to issues happening within the sector. The published report can assist the Fijian Government to address issues in the offshore fisheries space with particular reference to women and rights of workers. That report formed the basis of the Fiji case study (Module 9) in this handbook.

Ideally, stakeholder engagement should also include worker voice, such as trade unions, enabling grievances to come to fisheries agencies where relevant. Labour agencies have a role to play in engagement for HR and GESI in tuna industries.

Other important groups currently left out of most stakeholder engagement are the communities affected by industrial tuna operations, small-scale fishers, people living near ports and fishing grounds, and people making a living selling fish in markets.

Engagement with Pacific coastal communities on tuna industries

Most national and regional tuna fisheries management agencies have not engaged with coastal communities about tuna industries. It is difficult for coastal communities to engage because most consultations happen in urban centres. This means coastal communities are marginalised. Another factor making it hard for coastal communities to engage is that they may be unfamiliar with the fishing activities involved. For example, in Fiji, communities have a say regarding fishing activities within their *qoliqoli* area and in the types of fish species and fishing gear people are familiar with. The tuna industry usually engages in areas outside the *qoliqoli* and with fish species people are not familiar with. There is a perception that commercial vessels operate outside the 12 nautical mile zone so coastal fishers are not affected. However, as noted in Module 6, there are impacts from industrial fisheries on small-scale fishers and local markets. Engaging more effectively with coastal communities is vital for ensuring the equitable distribution of benefits from tuna resources and minimising negative impacts – especially if targets are to ease fishing effort in coastal waters for reef fish stocks to recover.

According to the fisheries management legislation in Pacific island countries, fisheries management should be about social and economic benefits, not just biological sustainability. This is another reason it is important for tuna fisheries management to include effective engagement with communities dependent on tuna resources.

Community engagement on tuna resource management in Niue

Resource management advisory committees are the main forum for stakeholder consultations. With such a small population in Niue, these committees are really inclusive of all voices, with participation by women who are village council representatives, women from the private sector, women members of parliament, and women from the Niue Oceanwide Board. Women lead many discussions within the committees, working side-by-side with men. The dynamics within the group are positive between younger and older generations – the slow merging of new knowledge gained by young graduates with the experience-based knowledge of older men contributes to youth development. Skilful facilitation is needed to bring out the quieter voices within smaller groups.

When should coastal communities be engaged as stakeholders in tuna industries? Certainly whenever something important is being planned, such as a change in fisheries management, or a new development such as a tuna processing plant. Engagement with affected communities should happen in the planning phase, and throughout the project. There should also be regular engagement. This could happen as part of the preparatory work for big meetings, such as the Forum Fisheries Committee (FFC) or the WCPFC meetings.

Achieving active, free, effective and meaningful engagement requires:

- considering any cultural barriers that may affect people's ability to engage, such as traditions against women or youth speaking up in public meetings;
- supporting people's individual right to participate and be included, while also considering power imbalances between people, especially socially excluded voices (see the definition of social exclusion in Module 1);
- working with socially excluded groups in the larger community context, and not just working with them in isolation;
- working with men, women and other community members who are well respected, who behave in moral and ethical ways, and who hold influential roles (such as Chiefs), to help facilitate the inclusion of those who are excluded or marginalised and
- achieving a balance between inclusion and respect for individual versus community rights.⁴

There are significant challenges in engaging with people in rural areas, and it is even harder to reach the marginalised groups most relevant for HR and GESI topics. For example, women affected by violence may be very reluctant to talk. It is a long process to involve them in focus groups, and they suffer psychological effects from participating, so need support for that.

⁴ The principles of individual versus community or wider society rights are enshrined in the Universal Declaration of Human Rights (1948).

Communication and engagement around HR and labour rights on fishing vessels

There needs to be much greater awareness of HR and GESI for crew working on industrial fishing vessels, and employees in processing plants. Part of this is due to a lack of broad community awareness in Pacific islands countries. This includes senior men and women in communities who are gatekeepers of culture and tradition, who may shame women working on fishing vessels, or uphold expectations of gender division of labour in households that place heavy burdens on women who do paid work. This happens all over the world, not just in the Pacific.

Then there is more specific awareness needed by crew and land-based workers so they know what their rights are, and what is abuse of their rights. For example, workers need to know what modern slavery and human trafficking are. The Papua New Guinea Fishing Industry Association (PNG FIA) is doing some communication work along these lines through posters in the company canteens about the seven principles of human rights and labour rights the FIA is implementing. The posters use plain language English and *Tok Pisin*, following a model the FIA used previously for raising employee awareness about the Marine Stewardship Council (MSC) requirements, marine litter and plastics.

In addition to raising awareness among existing employees, it is also important to raise awareness within the broader community. Rights education in an environment where people feel comfortable and safe can help them make sound decisions about taking up employment offers, and what kind of working conditions they can expect. It is also important for spouses, children and other relatives of workers to have a good understanding of worker rights. When incidents occur it may be family members who have evidence about what has happened and can make claims. Active and outspoken relatives, especially those with high levels of schooling or experience working in government, can be really helpful for workers who are being abused or socially excluded.

Foreign fishing companies and captains/masters also often lack awareness of their legal obligations around human and labour rights. This is particularly the case for fishing company owners and captains or fishing masters who may be from outside the Pacific region. They may not have the English or local language skills, and they may work across several countries, each with slightly different legal frameworks. Fishing company managers and executive crew on fishing vessels are a stakeholder group that should be engaged to make them more aware of their legal obligations regarding working conditions of crew on their vessels – for example, training, qualification and recruitment requirements. There are complex obligations for port States, flag states and labour recruiting states. Engagement may require a process of dialogue before settling on what the key messages are.

Where people know their rights and understand what constitutes abuse, the problem may be with enforcement systems used by the police, fisheries agency, labour agency, and so on, and how victims can be protected from abuse if they report it is important to set up a good process for crew to be able to lodge complaints or grievances and to have these effectively handled by company management and any government agencies where necessary. This is where a multi-stakeholder forum can be a really useful tool for engagement. Networks of organisations that can help with HR and GESI issues would also be useful in ports, to help provide a circle of care for fishing crew and other seafarers, as discussed in Module 4. The multi-stakeholder forums mentioned in Module 3 – for collaboration between industry, government agencies for fisheries, labour and gender equality, NGOs, CSOs and religious organisations, and international organisations like the International Labour Organization (ILO) – could enable networks of stakeholders for collaborative problem solving.

Another issue where dialogue and engagement is needed is that of crew having access to their identity documents (passports, ID cards). In Pacific tuna fishing it is normal practice for captains to hold the passports and identity documents of crew, for safe keeping and for immigration paperwork purposes. However, an employer holding identity documents is an internationally recognised risk factor for human trafficking or forced labour, because it makes it very difficult for employees to flee an abusive situation. A study of basic requirements to protect the human rights of seafood workers recommends that fishing crew should be provided 24/7 access to their identity documents.⁵ Problem-solving dialogue between stakeholders is needed here to find a workable way to keep important documents safe and border control paperwork manageable, while also protecting the human rights of crew by allowing them direct access to those documents at any time, without having to ask the captain.

5 Nakamura K., Ota Y. & Blaha F. (2022). A practical take on the duty to uphold human rights in seafood workplaces. *Marine Policy*, 135, 104844. <https://doi.org/10.1016/j.marpol.2021.104844>

Stakeholder engagement by tuna companies

Engaging with stakeholders can be a really useful way for tuna company managers to problem-solve around social issues with the workforce. Social issues are difficult for company managers to solve by themselves, because most managers do not have all the necessary skills and knowledge. For example, one of the tuna company manager interviewees for this handbook says when she has attempted to help staff dealing with family violence that happened at home, not on company premises, she needed to reach out to other organisations to see what she could do; this meant contacting government organisations and non-governmental organisations (NGOs) with skills in addressing domestic violence. It is difficult to 'start from scratch' and work this out individually, so it is good when stakeholder engagement for the tuna industry includes networks of related organisations working on social issues, so that industry people can see a clear path of who to contact to address HR and GESI problems.

Case study: more communication needed between stakeholders



One of the key problems fishing company managers face in engaging with other stakeholders is that they often have different advice or information. One of the interviewees for this handbook gave an example: she had a case of a problem with crew working conditions and compliance. She reached out to find information from the Maritime Authority and the Ministry of Fisheries, but they gave her different information. When she went online to search for documents to help with her case, the information she found online was different again. It is the same problem with information from NGOs. Better communication between all the stakeholder groups will enable them to coordinate information more effectively, and that will be a more useful support to industry for improving crewing conditions than the current situation.

Just as governments need to engage as part of good governance, tuna companies also need to do stakeholder engagement as part of their due diligence.

Case study: Stakeholder engagement for PNG FIA's Responsible Sourcing Policy



The PNG Fishing Industry Association (FIA) decided to implement a strong corporate social responsibility (CSR) platform that they call their Responsible Sourcing Policy. This policy has four pillars: (1) environmental sustainability (MSC third-party certification); (2) traceability; (3) reducing marine debris; and (4) human rights at sea. Building and implementing this Responsible Sourcing Policy required a great deal of engagement: with government to assist in implementing some parts of the policies, with buyer companies to see what kinds of CSR are important to them, and with NGOs and certifying bodies to have verification that the FIA CSR systems are robust.

The Responsible Sourcing Policy uses the MSC certification as evidence that the fishery is environmentally sustainable. For traceability they use the IFIMS data system used by all Parties to the Nauru Agreement (PNA), and are part of the Global Dialogue on Seafood Traceability (GDST). FIA has a strategy for reducing marine litter and debris thrown by crew from fishing vessels, there is a fish aggregating device management plan in place, and FIA members have had marine debris training.

Working on human rights at sea has involved engagement between the fishing industry and NGOs and certifying bodies. In order to decide what route to take in promoting human rights for crew, FIA talked with many organisations working on HR at sea and social accountability, such as Human Rights at Sea (HRAS), Conservation International (CI), WWF, Fishwise and the NGO Tuna Forum convened by industry group the International Sustainable Seafood Foundation (ISSF). FIA also talked with various tuna industry groups and the sustainability directors of supermarkets. It was a big job that took one and a half years to reach the point where the FIA decided on a path for human rights at sea. In 2019 FIA started seeking accreditation from the Fairness Integrity Safety and Health (FISH) Standard for Crew.

It should be noted that various human rights organisations such as Human Rights at Sea (HRAS) and the Environmental Justice Foundation (EJF) released statements in 2021 asserting that the FISH Standard does not adequately protect crew, saying it is voluntary and ineffective and calling on buyers to instead require their suppliers to implement a mandatory, transparent and comprehensive standard. Nevertheless, buyers with reputations for strong CSR requirements, such as Tesco and Sainsbury's, and NGOs such as WWF, are accepting FIA's social responsibility approach, including the FISH Standard.

FIA's FISH Standard audit process went on hold during COVID as FISH auditors visit and inspect in person, and could not do that when travel restrictions were in place. Early in 2022 the first FISH inspection was held, but FIA did not pass, because the recruiting companies were not all looking after human rights as well as they should. For example, the phone lines for crew to call if they have a question or complaint about labour rights was not answered when called, and the recruitment company did not respond to a message that was left. Because FIA is committed to securing FISH accreditation they told the recruiting companies they need to comply, or FIA will not continue using them. According to FIA, the recruiting companies fixed the problems and FIA hoped to pass the second FISH inspection later in 2022.

The level of engagement and dialogue with different stakeholder groups in developing the Responsible Sourcing Policy has required a change in thinking by FIA industry members. Fishing company managers were worried that if they are too open with information about their activities that green groups will use the information in anti-fishing campaigns. But these days, to sell in markets in the EU and North America, more open engagement is needed. In the words of one interviewee, "we need to walk alongside stakeholders, to open our books."

The PNG tuna industry is much larger than that in other Pacific Island countries and territories. Other industry associations may not have the resources for the same scale of stakeholder engagement. Perhaps there is a role for regional organisations such as the FFA to support this kind of stakeholder engagement that serves the purpose of both improving HR and improving market access.

The big onshore tuna processing companies have various kinds of community relations. SolTuna has a Community Connect Team that works with NGOs, the churches, and the town councils. The PNG tuna processing companies have community relations officers or teams, similar to those in large companies in other sectors.

Case study: PAFCO community engagement, Levuka, Fiji

The Human Resources Manager at PAFCO has a community relations activity to help change household dynamics that make it hard for women to do paid work in tuna processing. She had noticed a trend that before the start of a new school year, many women workers asked the company to buy their annual leave so that they could afford stationery and uniforms for children. The Human Resources Manager started attending and speaking at local community meetings, requesting husbands to do their part in contributing to household income for the needs of their children. She also discussed issues to do with absenteeism and domestic violence. At first this was not well received, but she persevered and came to feel that attending these meetings was having some success. Some women still ask to have their leave bought out for school costs, but less than before. Some staff are still unable to cover school-related costs and ask the company to cover costs such as school bus fares, uniforms and stationery. Although there is a preschool used by employees with children from three to five years old, some husbands of women PAFCO employees say the husband's childcare responsibilities make it impossible for them to seek work outside their village. Stakeholder engagement between tuna companies and employees could help address these problems, possibly with social analysis and gender lens human resources expertise (as was used for similar problems in SolTuna, see Module 5).

Public communication for GESI in tuna industries

FFA's publication *Moana Voices*⁶ is a form of community engagement. *Moana Voices* profiles women doing well in tuna industries and offshore fisheries management as a way of building the confidence of other women in the region, by giving them role models so they can imagine their own career progression. There have been some obstacles along the way, showing there is still a way to go for GESI to be fully accepted as important in the tuna world. One of the funding bodies whose funding was used for the magazine tried to prevent its funding being used, and only accepted it when *Moana Voices* was presented as 'fisheries management' work rather than as 'community engagement'. When the first publication came out, one of the member country representatives said there should also be a version for men. This representative didn't understand that existing media about tuna already showcases men leaders. It is not difficult for men to see a role for themselves in tuna industries or fisheries management and science because most of the public figures are men – fishermen, tuna company owners, senior public servants and government ministers. The only widely visible female role model in Pacific tuna industries has been the processing plant line worker. Not all stakeholders understand that women in tuna industries are not visible, so there is a need to make women more visible.

Why does GESI matter when it comes to stakeholder engagement?⁷

In many societies, women have less ability to influence and participate in decision-making processes than men, but this is not always the case. Some women – such as those with senior roles in companies or government – hold significantly more power than some men in tuna industries. Young men might not have the courage or self-confidence to express their views because they feel that the hierarchy of elders needs to be respected. A gender equity and social inclusion (GESI) analysis (see Module 2) might identify issues around women's participation in consultation within tuna companies and in fisheries management meetings, compared to men. For instance, 'unconscious bias' may make fisheries managers and practitioners see all women as more vulnerable while all men are seen as self-sufficient and confident enough in speaking up (unconscious bias is defined in the Glossary at the start of this handbook).

Stakeholder engagement approaches that are gender aware consider women's and men's differing gender roles, needs and capacity to participate in decision-making and in planning and implementing new projects or ongoing activities. These approaches allow for the different ways that men, women and other groups relate to each other, and how they contribute individually and collectively to their household incomes.

⁶ Forum Fisheries Agency. (2019). *Moana Voices*. Retrieved from <https://www.ffa.int/moanavoices>

⁷ This section on GESI in stakeholder engagement has been adapted from Delisle A., Mangubhai S. & Kleiber D. (2021). Module 6: Community engagement. In Barclay K., Mangubhai S., Leduc B., Donato-Hunt C., Makhoul N., Kinch J. & Kalsuak J. (Eds.), *Pacific handbook for gender and social inclusion in small-scale fisheries and aquaculture* (2nd ed.). Pacific Community, Noumea.

Misconception: gender sensitive engagement = 50:50 male:female representation

Sometimes people assume that a GESI approach to community engagement means having equal numbers of women and men at meetings. However, even if they are present, women or other marginalised groups may not feel comfortable speaking in front of the men in the meeting due to cultural protocols. Enforcing attendance quotas (i.e. making numbers equal) may be a culturally insensitive and ineffective engagement approach. Instead, practitioners who apply good gender practice when engaging with communities understand that it is more about the process of finding culturally sensitive ways to give all groups an equal opportunity to engage, be heard and have their interests and aspirations considered in decisions. Community engagement processes that include a GESI lens might require (more) time and investment of resources depending on the social and cultural norms at any given place. For example: consulting with local authorities to explain the importance of diverse participation in meetings to gain their support; mapping who is considered more marginalised in that context/place; choosing an open and accessible venue; or considering separate meetings with women, youth, and other groups.

At the same time, since GESI is our goal, it is important also to think about cultural practices and values that make it harder for women, youth and other social groups to engage, and consider challenging the status quo. If we just work around the cultural barriers to engagement that is 'accommodative' (see Figure 8.3), we could aspire to move towards 'transformative' engagement.

This is why it is important to track participation beyond simple attendance at meetings, and to understand (1) how household and community relations and dynamics might prevent women, youth or other members from taking advantage of new opportunities; and (2) how benefits may only flow to a small subset of the community. Tuna industry roles that *benefit* women (e.g. by improving incomes or nutrition) might not necessarily *empower* them (e.g. to have a voice in how income is used in the household). It is equally important to understand that projects designed for, and focused exclusively on women, without considering appropriate roles for men, may fail because they lack support from men.⁸

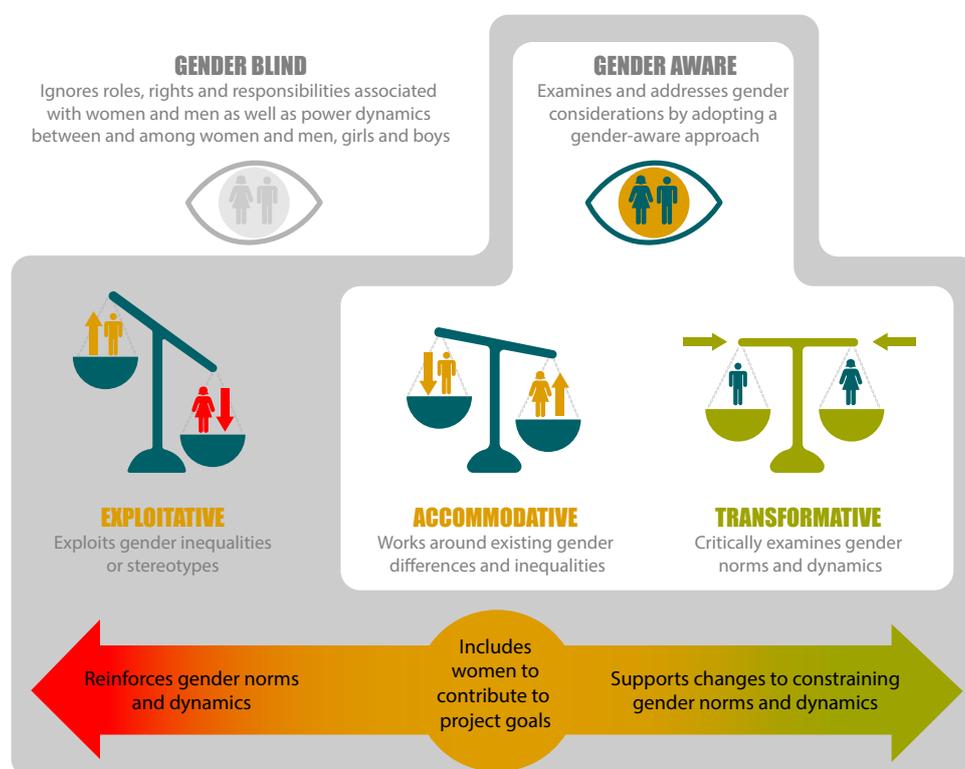


Figure 8.3 Defining gender approaches.⁹

- 8 Eves R. and Crawford J. 2014. Do no harm: The relationship between violence against women and women's economic empowerment in the Pacific. Canberra: Australian National University, State, Society and Governance in Melanesia (SSGM).
- 9 This figure has been sourced from Delisle A., Mangubhai S. & Kleiber D. (2021). Module 6: Community engagement. In Barclay K., Mangubhai S., Leduc B., Donato-Hunt C., Makhoul N., Kinch J. & Kalsuak J. (Eds.), Pacific handbook for gender and social inclusion in small-scale fisheries and aquaculture (2nd ed.). Pacific Community, Noumea. It was adapted from Kleiber D., Cohen P., Gomese C. and McDougall C. 2019a. Gender-integrated research for development in Pacific coastal fisheries. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Program brief: FISH-2019-02; CGIAR Research Program on Fish Agri-Food Systems. 2017. Gender strategy. Penang, Malaysia: CGIAR Research Program on Fish Agri-Food Systems. Strategy: FISH-2017-13.

Approaches that take advantage of gender stereotypes to simply achieve fisheries development or management outcomes are considered exploitative as they reinforce or further exploit gender norms and dynamics (Figure 8.3). For example, a ‘gender-exploitative’ engagement process might assume that women stakeholders’ interests in engagement can be represented by male leaders.

‘Gender accommodative’ approaches work around the barriers to women’s or men’s participation in meetings and try to acknowledge and compensate for gender differences, norms, relations and inequalities. While accommodative approaches – such as holding meetings in a place children can also attend because many women have caring responsibilities – can be an important first step towards promoting gender equality, they often do not address underlying structures that perpetuate inequalities in a community. This is because they do not address the underlying causes of the difficulty women have in attending meetings, such as women’s disproportionate responsibility for care duties in their home. In other words, gender-accommodative approaches often do not achieve substantial changes in equity and fair engagement.

A ‘transformative’ approach aims to transform harmful social and gender norms, change power imbalances and eliminate gender-based discrimination. It encourages people to question existing gender and social norms, attitudes, beliefs, structures and power dynamics that impede the achievement of their life goals. It encourages them to take a more people-centred approach that values all stakeholders’ contribution and participation. A transformative approach addresses underlying inequalities, and ensures everyone’s voice and situation is taken into consideration. This is the difference between focusing on the symptoms of inequality and tackling the actual root causes. For example, a project could use a time use survey tool (Module 5) and a gender division of labour tool (Module 6) to assist women and men to identify their roles and responsibilities in tuna industries and home duties and then discuss whether these roles could be fairly shared and how.

Cultural change in gender-equitable community engagement

In Kiribati, historically community decision-making in the maneaba also involved women sitting behind the men to protect them from any violence that may have arisen, and not participating in the discussion except to listen to what is being decided by the men. Many say that women speaking in the maneaba is not part of Kiribati culture. At the same time, more and more young women graduate from universities and want to use their knowledge to help their communities. Some younger women have found a way to contribute to community discussions without eroding the Kiribati culture by first seeking permission from elders to speak in the village meeting at the maneaba. ‘If I pay respect to the village elders and seek their permission to speak in the maneaba, then together we can maintain our cultural values while also enabling me as a young woman to contribute my education for community benefit’ says Maionga Teimarane of the Kiribati Islands Conservation Society.¹⁰

The concepts in Figure 8.3 can also apply to the social inclusion of other marginalised groups, such as youth, the elderly and people living with disabilities (see Module 1 on how to identify socially excluded groups in a community). Some key marginalised groups in the tuna industries are the small-scale fishers, women doing small-scale value chain activities, those without access to fishing gear or boats to fish for tuna, and people engaged in transactional sex around port areas.

¹⁰ Barclay, K., Leduc, B., Mangubhai, S., Vunisea, A., Namakin, B., Teimarane, M., & Leweniqila, L. (2021). Module 1: Introduction. In K. Barclay, S. Mangubhai, B. Leduc, C. Donato-Hunt, N. Makhoul, J. Kinchi, & J. Kalsuak (Eds.), *Pacific handbook for gender equity and social inclusion in coastal fisheries and aquaculture* (2nd ed., p. 20). Noumea, New Caledonia: Pacific Community, p. 8.

Monitoring inclusive stakeholder engagement¹¹

Stakeholder engagement should be monitored and evaluated to ensure: (1) equitable participation for all community group members; and (2) that intended outcomes of engagement are being achieved, and if not, the activities are adapted. Module 2 provides more detailed and practical guidance on monitoring, evaluation and learning (MEL).

Key steps in evaluating stakeholder engagement

1. Set the **objectives** of the stakeholder engagement. It might be to ensure that small-scale fishers and post-harvest value chain businesses have access to tuna resources. Another good objective: stakeholder participation is equitable.
2. Select **indicators** that help measure progress towards the objectives. Indicators might be catch per unit of effort (CPUE) of small-scale fishers, volumes of fish available in markets, the profit (sale price minus input costs) on market sales of tuna. For equitable participation, the gender of participants in meetings would be one possible indicator, but it is not enough. Other indicators could be whether there were separate meetings for different social groupings, or a small anonymous survey asking participants how satisfied they were that their interests had been raised and heard.
 - Indicators should be SMART (i.e. specific, measurable, attainable, relevant, time-bound)
3. Collect **data** needed for the indicators. Social scientists can develop creative and effective forms of data for indicators. For example, in addition to conventional kinds of data like surveys, we can also use story-telling methods. Using interviews, stakeholders can tell the story of their journey of engagement and how it changes over time. It can include what the stakeholder feels have been the most significant changes, as well as the changes relevant for the objectives and indicators.
4. Monitor the data.
5. Analyse the monitored data and **evaluate** whether the engagement process is meeting its objectives.
6. If it is, keep going with engagement activities and, if not, use the **learning** to adapt the activities to try to better achieve the objectives.
7. **Report** back the results of the MEL process to stakeholders. They will then be able to see how well their engagement is influencing targeted outcomes in tuna industries, and also see how equitable the engagement is.
 - Storytelling can be a good method of reporting. Stories can be an effective way of communicating how the data collected has been used for learning.

Action points: what can fisheries managers do to improve stakeholder engagement for HR and GESI in tuna industries?

Multi-stakeholder forums are vital for stakeholder engagement for HR and GESI in tuna industries. Their benefits can be maximised if organisations include these actions.

- Ensure multi-stakeholder forums exist in each country to facilitate engagement for tuna industry development and regulation. See Modules 3, 4 and 5 for why multi-stakeholder engagement is important for improving HR and GESI at sea, around port areas, and in onshore processing. Stakeholder analysis and mapping is needed to identify ways to effectively enable different types of stakeholders to engage, such as less powerful groups like small-scale fishers, women; more powerful groups like international NGOs, big tuna companies, fisheries agencies; influential groups that are indirectly related, such as government agencies for gender equality, labour and justice.
- Ensure engagement between the fisheries agency and tuna industry associations/companies is functional.
- Ensure environmental NGOs are effectively engaged.
- Broaden NGO engagement to also include women's groups, human rights groups, and so on.

¹¹ This section on monitoring inclusive stakeholder engagement has been adapted from Delisle, A., Mangubhai, S., & Kleiber, D. (2021). Module 6: Community engagement. In K. Barclay, S. Mangubhai, B. Leduc, C. Donato-Hunt, N. Makhoul, J. Kinch, & J. Kalsuak (Eds.), *Pacific handbook for gender and social inclusion in small-scale fisheries and aquaculture* (2nd ed.). Pacific Community, Noumea.

- Include relevant intergovernmental organisations such as the International Labour Organization (ILO), and the national United Nations (UN) coordinator.
- Broaden stakeholder participation to include coastal communities dependent on tuna resources, for small-scale fishing, for food, and for small-scale post-harvest value chain businesses.
- Include unions (worker voice) in stakeholder engagement.

GESI can be incorporated into public communication about tuna industries with these actions.

- Contribute tuna stories to the Pacific Community *Women in Fisheries Information Bulletin*.
- Fisheries agencies and tuna companies could undertake mentoring activities to build diversity in tuna workplaces through awareness about careers in fisheries management or tuna companies, such as:
 - work experience or intern placements
 - talks for school and university students, such as on open days
 - poster campaigns on successful Pacific women in marine science
 - tuna stall at career expos
 - International Women's Day (IWD) events or human rights days to channel messages related to the social dimensions of tuna industries.

Tool: stakeholder analysis¹²

When undertaking stakeholder engagement, it is first important to understand which key groups and individuals to involve. Stakeholder analysis can assess who will be affected positively or negatively by the engagement topic – whose interests will be affected. Anyone who has a 'stake' or interest in the topic is a stakeholder. Stakeholders can be businesses, individuals, communities, civil society organisations or government agencies.

Not everyone's interests are affected equally, so we can divide stakeholders into primary, secondary and external groups. We can also rank stakeholders according to how important the engagement topic is to their **interests**, and how **influential** they are over the engagement topic.

Interests of groups/individuals/organisations are indicated by:

- their potential to lose or gain something in tuna industries, meaning they might want to either block or support an initiative;
- the resources and skills they could contribute, or roles they could play.

Influence of groups/individuals/organisations is indicated by:

- the decision-making ability they have, or their power to influence decisions made by others, or their power to influence the outcomes of the initiative;
- the extent of cooperation or conflict they can generate around the initiative;
- the capacity to assist in solving problems that arise.

If it turns out that a group of people is heavily affected but has very little influence, then it will be important to try to give these stakeholders greater say in the engagement process.

¹² Adapted from Harvey, P., Baghri, S., & Reed, B. (2002). Community Participation. In *Emergency Sanitation: Assessment and Programme Design* (pp. 177–188). Water Engineering and Development Centre, Loughborough University and from LATSA Training and Consulting materials on PM4NGOs Foundations course prepared for the Pacific Community in 2022.

Table 8.1. Stakeholder analysis 1 – tuna processing factory example

Stakeholders	Interests at stake	Effect on interests	Importance of tuna processing for stakeholders*	Influence of stakeholder over tuna processing
Primary stakeholders				
Tuna processing companies	Core business	+	1	1
Women	Employment opportunities	+	1	4
Men	Employment opportunitie	+	1	3
Children	Parents have paid work, parents may have less time for caring work, town educational facilities may improve	–	1	5
Tuna fishing companies	Opportunities to sell fish to processing company	+	Varies, for some 1, for others 5	Varies, but big suppliers may be 1
Local environment	Potential negative impacts, particularly pollution, good practices needed	–	1	5
Secondary stakeholders				
Local suppliers	Business opportunitie	+	1	3
Local governmen	Political power/control, increase in local economy, increase in population, complex social issues	–	2	2
Community leader	Respect and influence, well-being of communities	–	3	3
National government agencies	Increase in size of seafood sector, economic and employment opportunities, social and environmental regulation	–	1	1
External stakeholders				
Donors	Opportunities to support development, to support prevention of negative impacts	+	3	2
Surrounding villages	Employment opportunities, influx of outsiders, social change	–	2	4
Local fishers	Increased markets, potential competition for fish stocks or pollution effects on fish	–	2	5
NGOs in local area	Well-being of local communities and environment	–	2	3

* Scale of 1–5, 1 = very important, 5 = not important at all.

Scale of 1–5, 1 = very influential, 5 = not influential at all.

Another important element of stakeholder analysis is to consider the different categories of stakeholder. Having only one strategy for engaging will not be effective, because different types of stakeholders need to be engaged with differently. Categories of stakeholder include:

- users – direct beneficiaries like benefiting businesses/communities
- governors – government bodies, steering groups, auditors, and funders
- providers – partnering organisations and contractors
- influencers – both positive and negative, local media, government officials, business interests, community leaders
- dependents – other projects or functional units dependent on the outcome e.g. supplier businesses
- sustainers – organisations that support outcomes after a project is completed.

Table 8.2 Stakeholder analysis 2 – fishing regulation example¹³

Stakeholder description	Stakeholder category	Interest in the initiative	Power/influence	Relationships
Industrial tuna fishing companies	Users	To fish profitably, maintain access to fish.	Potential sustainer, can overfish, or fish sustainably	Well connected to government decision-makers, commercial relationship with processing companies, and informal tuna traders
Coastal fishers	Users	Have fish for their livelihoods and food needs, maintain access to fish	Not much power, but also not regulated (informal)	Poorly connected to government decision-makers, sell to informal traders
Ministry of Fisheries	Governors	Sustainably manage the resources, promote fisheries development	Provider of the initiative, decision-maker	Well connected to fishing businesses
Tuna processing companies	Influencers	To have enough fish of the right quality and price	Capable of advocating for or against the fishing initiative in government circle	Well connected to government decision-makers, commercial relationship with fishing companies, not much connection to coastal fishers or informal traders
Informal tuna traders	Users	To have enough fish of the right quality and price	Not much power, but also not regulated (informal)	Poorly connected to government decision-makers, rely on coastal fishers/fishing companies for raw materials

13 Adapted from LATSA Training and Consulting materials on PM4NGOs Foundations course prepared for the Pacific Community in 2022.

Tool: checklist for engaging with government decision-makers

This checklist was adapted from *Changing Laws: A Legislative Lobbying Toolkit for Understanding Law-Making, Parliamentary Procedures and Advocacy for Legislative Change* available at: <https://hrsd.spc.int/node/819>. This booklet has lots of useful information, so please look it up if you want further details on any of the points in this checklist.

- **Clearly identify the problem**

- **Research the problem** (See also Module 2)

What exactly is the issue you are interested in? What is ‘wrong’?

Who is being harmed? Who or what is causing the harm – that is, is it the responsibility of the government to fix the problem or someone else’s responsibility?

Does the problem require a change in a policy, law, practice or something else?

If the problem involves a legal issue, do any relevant laws already exist? What are the exact provisions that are relevant? Are they helpful or harmful to your issue?

What is the problem with the current law? Do the provisions provide adequate protection or clarity? Do they violate rights or contradict the constitutional Bill of Rights? Do they contradict international human rights standards?

Is the existing law incorrectly drafted? If so, how? Be specific about the changes needed. Do you need amendments, a new law or repeal of an old law?

Is the existing law not being properly enforced or even enforced at all? If not, why?

Does an appropriate law exist at all?

Who will benefit from changes to the law? Who may be threatened by your proposed changes to the law and may become a potential opponent to your lobbying?

Which other stakeholders will need to be involved, including national and local government agencies, MPs, industry groups, other CSOs, churches, peer groups, informal groups and so on?

- **Identify your campaign objectives**

Long term objectives – for example, comprehensive legislation to protect human rights in tuna industries

Short term objectives – for example, increased public awareness that current legislation does not protect against human rights abuses in tuna industries

Which legislation needs to change? Fisheries Management Act? Labour law?

- **Mobilise your network** to build awareness and push for change. Make the most of influential people in your network, such as community or church leaders, people with media exposure, business leaders, people with personal relationships with decision-makers. International bodies like the Pacific Community, Forum Fisheries Agency (FFA), Pacific Islands Forum Secretariat, UN Food and Agriculture Organization (FAO), the World Bank, and so on can also be helpful as part of networks for lobbying.

- **Select your target groups.** Who will you target with your lobbying activity? Cabinet Ministers? Permanent Secretaries? Parliamentary Committees?

- **Select your lobbying methods.** Will you write letters? Organise individual face-to-face meetings, or large public meetings? You could also produce factsheets, run a petition, write a policy brief.

- **Make a communications strategy** for media activities.

- **Delegate roles and responsibilities** among your network for the tasks in your lobbying plan.

- **Monitor your progress**

How will you evaluate how successful your lobbying is?

Will your monitoring be ongoing or will you stop to take stock of your successes and failures at given intervals?

Will you amend your lobbying plan accordingly if you find that particular lobbying methods are not as successful as you hoped they would be?

Do you need to apply to a donor for funds to conduct more thorough research or to support your lobbying efforts?

Do you need to rewrite your lobbying plan to allow yourselves more time?

Tool: stakeholder participation matrix

Use the table below to think about what groups of stakeholders you need to engage with, at what stages of a project or programme, and what kind of engagement. Are you informing them only? Or consulting with them, partnering them, so that they will have some decision-making role? Which groups have some control over the project/programme?

Table 8.3 Stakeholder participation matrix¹⁴

Type of engagement	Inform	Consult	Partnership	Control
Stage of engagement				
Initial planning				
Project/programme design				
Implementation				
Monitoring and evaluation				

Types of stakeholders to consider for this matrix:

- tuna fishing companies
- tuna processing companies
- other government line ministries (labour, health, police, gender, conservation, etc)
- communities living near the project/programme
- communities dependent on industrial tuna fishing or processing income
- small-scale tuna fishers
- informal tuna traders, processors, market sellers
- donors
- intergovernmental organisations (ILO, FAO, etc)
- regional organisations (FFA, Pacific Community)
- community groups (seafarers, family violence, conservation)
- international conservation organisations.

¹⁴ Adapted from Harvey, P., Baghri, S., & Reed, B. (2002). Community Participation. In *Emergency Sanitation: Assessment and Programme Design* (pp. 177–188). Water Engineering and Development Centre, Loughborough University.

Acronyms

CSO	civil society organization
FAO	Food and Agriculture Organisation of the United Nations
FFA	(Pacific Islands) Forum Fisheries Agency
GESI	gender equity and social inclusion (outside this Handbook the word 'equality' is usually used, rather than 'equity', in GESI)
HR	human rights
ILO	International Labour Organization
MEL	Monitoring, evaluation and learning
MSC	Marine Stewardship Council certification for sustainable fisheries
NGO	non-government organisation
PAFCO	tuna processing company based in Fiji
PNA	Parties to the Nauru Agreement
PNG FIA	Papua New Guinea Fishing Industry Association
WCFFC	Western and Central Pacific Fisheries Commission

