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APFIC Regional Consultative Workshop

Managing fishing capacity and IUU fishing in the Asian region

Phuket, Thailand
13–15 June 2007

APFIC

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APFIC REGIONAL CONSULTATIVE WORKSHOP

MANAGING FISHING CAPACITY AND ILLEGAL, UNREPORTED AND UNREGULATED FISHING IN ASIA

Phuket, Thailand, 13–15 June 2007

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
REGIONAL OFFICE FOR ASIA AND THE PACIFIC
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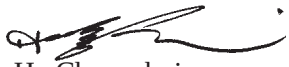
FOREWORD

This workshop was held to meet the recommendation of the 29th Session of the Asia-Pacific Fishery Commission (APFIC) to assist member countries improve the management of their fishing capacity in the region, including combating illegal, unreported and unregulated (IUU) fishing. The overall aim of the workshop was to raise awareness of and promote actions towards achieving one of the most fundamental tenets of fishing – ensuring that fishing efforts are commensurate with the productive capacity of the fishery resource and their sustainable utilization (FAO Code of Conduct for Responsible Fisheries).

At the global level, the call for States to reduce fishing capacity and combat IUU fishing is very loud and clear. Many reports have argued that existing global capacity is far greater than what is necessary to sustainably harvest the world's fishery resources. This has been manifested through FAO members drafting and agreeing on an International Plan of Actions for the Management of Fishing Capacity and to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing.

With a few exceptions, however, the responses at the national level have been much weaker, especially in Asian countries. One major dilemma is that if we limit access to fisheries resources we run the risk of cutting off an important source of livelihoods for poor communities, while if we keep the commons open, the resources will sooner or later be fished down (also impacting very negatively on poor communities in the longer term). Most fisheries in the region, therefore, are still open access in nature implying that capacity is not being managed and IUU fishing is still rampant, with most countries stating that they do not have the resources or capacity to do anything about it.

Through this workshop it is hoped that a collective commitment and initiative to assist countries improve their management of fishing capacity and IUU fishing can be made, and that the agreed "call for action" be implemented.



He Changchui
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TABLE OF CONTENTS

TABLE OF CONTENTS *(continued)*

WORKSHOP CONCLUSIONS AND CALL FOR ACTION

The Workshop Meeting agreed that due to the extremely serious nature of fishing overcapacity and illegal, unreported and unregulated (IUU) fishing in the Asian region, all APFIC members should, as a matter of urgency, begin implementing the following "call for action", noting that:

- *Strong mandates for action exist* in Ministerial endorsements of the FAO International Plans of Actions (IPOAs) and, more recently, the Regional Plan of Action to Promote Responsible Fishing Practices including Combating IUU Fishing in the Region (RPOA)[1]

Key messages to policy makers and Government are that:

- Overcapacity and IUU fishing **threaten economic development and food security**
- Pro-active tackling overcapacity and IUU fishing **delivers concrete benefits throughout the sector and the economy at large**.

The workshop recognized that the following considerations relating to responsible fishing need to be included in any actions:

1. Socio-economic considerations should be central to any action
   - Better understanding of structure and function of fisheries (esp. socio-economic aspects) will lead to better management
   - Studies will be useful in highlighting economic losses and benefits (e.g. The World Bank/FAO rent drain study)
2. NPOAs, as developed by some countries, can be a very effective tool providing that they are:
   - Developed across a number of Departments/Ministries
   - Used as a learning process to raise national awareness
   - Referred to regularly and implemented, not just treated as a paper policy
3. Capacity management in many situations will benefit from the allocation of clear user/access rights

Translating paper policy and agreements into concrete action will require:

- A 5-10 year timescale (Programme), building on ongoing activities/processes;
- Committed partnership amongst countries in the region and Regional Fishery Organizations (SEAFDEC, APFIC, BOB-IGO), economic cooperations (e.g. ASEAN & BIMSTEC) and NGO's; and
- Strong political commitment and engagement (Departments cannot promote this in isolation).

[1] This RPOA was endorsed by the Ministers responsible for fisheries from Australia, Brunei Darussalam, Indonesia, Malaysia, Papua New Guinea, the Philippines, Singapore, Thailand, Timor-Leste and Viet Nam, during the "Regional Ministerial Meeting on Promoting Responsible Fishing Practices including Combating IUU Fishing in the Region" held in Bali, Indonesia, on 4 May, 2007.

STRATEGIES FOR IMPLEMENTATION

Managing Fishing Capacity

Key steps:

1. Carry out assessments of fishing capacity:
   - Based on improved registers of fishing vessels and/or
   - Based on detailed regular census of fishing vessels and fishing effort
2. Initiate a programme for capacity management:
   - Start with a small number of major fisheries e.g. the trawl fishery
   - Set meaningful targets for change – reduction where overfishing occurs
3. Develop a NPOA for capacity management;
   - Based on a consultative process involving inter-agency collaboration and consensus building
4. Introduce management measures (taking into account socio-economic conditions):
   - Include rights-based measures wherever feasible
   - Ensure that excess fishing capacity is removed, not transferred
5. Gain support from Regional/International organization:
   - Develop regional cooperation to harmonize initiatives

IUU fishing

Key steps:

1. Focus on national/regional issues within country EEZs:
   - Identify problems and link solutions
2. Ensure flagged vessels do not undermine conservation and management:
   - Review legislation/policies and update if necessary
3. Adopt Port State Measures based on FAO “Model Scheme on Port State Measures”:
   - Promote inter-agency collaboration
4. Establish control measures – vessel registers, notification of transshipment:
   - Build on existing vessel registration systems, notification and vessel monitoring systems (VMS)
   - Develop regional MCS network
5. Develop and implement a NPOA for IUU fishing:
   - Based on analysis of major IUU fishing issues for that country

Information needs

Key steps:

1. Work together to improve and harmonize data:
   - Focus on harmonizing national standards
2. Collect and share data and information:
   - Develop regional information hub

3. Assess status of resource and fleet capacity:
    - Use an indicator approach appropriate for multi-species/multi-gear fisheries
4. Strengthen monitoring, control and surveillance (MCS) sharing:
    - Promote sharing of vessel register(s), laws and regulations and VMS information across the region
5. Engage regional organizations:
    - Well positioned to act as information hubs

OPENING OF THE WORKSHOP

Dr Somying Piumsomboon, Deputy Director General of the Department of Fisheries (DOF), Ministry of Agriculture and Cooperatives, Royal Thailand Government opened the Workshop on behalf of DOF, Thailand. In her opening address (Annex IIa) she noted that it was timely that the workshop was being organized as many fish stocks are over-utilized and that fishing capacity and fishing effort exceeds the suitable level for resource sustainability. The illegal, unreported and unregulated (IUU) fishing practices, apart from undermining management measures, even further create threats and prevent the opportunity to reverse present practices to sustainable and responsible fisheries. She noted that these issues create a challenging task for all to establish collective actions for responsible fishing practices including mechanisms to reduce overcapacities, to combat IUU fishing and to ensure that fishery resources are utilized in a sustainable manner. She advocated regional measures based on the concepts stipulated in the international legal instruments and initiatives, including the International Plan of Action to Prevent, Deter, and Eliminate Illegal, Unreported, and Unregulated Fishing and International Plan of Action for the Management of Fishing Capacity.

She outlined Thailand's work on vessel reduction and its actions to curb IUU fishing. Two national meetings were organized this year to formulate the national master plan for management of marine capture fisheries. Additionally, Thailand is implementing the strategic actions to reduce the number of trawlers and push netters in the Gulf of Thailand.

Dr Somying wished the workshop every success and looked forward to an agreed action plan to address the issues that necessarily involves cooperation and partnership of all APFIC members, regional fishery bodies and other partners. She ended by wishing that participants have a pleasant stay in Phuket and also explore and enjoy the beautiful sceneries and the beauty of Phuket.

Mr Purwanto on behalf of the APFIC Chair, Prof Widi Prakito apologized for Prof Prakito's being unable to chair the meeting due to urgent international commitments. In his stead he welcomed all participants to the APFIC Regional Workshop on Managing Fishing Capacity and IUU Fishing in Asia.

Mr Purwanto, provided some comments on the state of fisheries and IUU fishing in particular in the region and in Indonesia, where there are an increasing tendency of overcapacity and IUU fishing. He pointed out that the Asian region contains a number of shared stocks that need to be managed collaboratively among countries in the region and some problems of IUU fishing also needed to be solve through regional cooperation. He stressed the need for a common and collaborative approach to manage fishing capacity and to combat IUU fishing in the region. He concluded by noting Indonesia's support of APFIC's endeavours to improve the management of fishing capacity and combat IUU fishing.

He highlighted one recent regional initiative to promote responsible fishing practices, including management of fishing capacity and combating IUU fishing, that has been undertaken by ten countries consisting of Australia, Brunei Darussalam, Indonesia, Malaysia, Papua New Guinea, the Philippines, Singapore, Thailand, Timor-Leste and Viet Nam. These countries have formulated a "Regional Plan of Action to Promote Responsible Fishing Practices including Combating IUU Fishing in the Region (RPOA)' that was endorsed by the Ministers responsible for fisheries of those ten countries during "Regional Ministerial Meeting on Promoting Responsible Fishing Practices including Combating IUU Fishing in the Region" held in Bali, Indonesia, on 4th May 2007. Mr Puwanto requested that the workshop participants be given a copy of the RPOA and joint ministerial statement.

Mr Purwanto also extended a welcome to the APFIC Executive Committee Members who will participate in the 71st Session of the APFIC Executive Committee to be held in Jakarta 20–22 August 2007 and welcomed all to the next Regional Consultative Forum meeting and 30th Session of APFIC to be held in Indonesia in 2008. (His welcome address is in Annex IIb).

Mr Simon Funge-Smith, Acting Secretary of APFIC welcomed all the participants to the workshop (his address is in Annex IIc). He explained that regional inter-sessional workshops on issues considered to be of major regional importance to the Commission have now become part of the Commission's biennial work plans. APFIC would be holding two workshops in this biennium, the current one on "Managing Fishing Capacity and IUU fishing in Asia" and another on "Aquaculture and Fisheries certification" to be held in Viet Nam. He outlined how the outputs of the workshop would be considered the APFIC biennial Consultative Forum Meeting and subsequent Commission session to be held in 2008, in Indonesia. As part of APFIC's role as a regional consultative forum, special effort was given to including regional partner organizations such as SEAFDEC, ICSF and SIFFS.

He pointed out that rapid development of the fisheries during the 1970s and 1980s has resulted, in many cases, in fisheries where the resource base has been severely depleted and the potential benefits from the fisheries are not being realized. Apart from a few wealthy investors, most people involved in fisheries are close to the poverty border line and do not gain much benefit from their activities. There are, therefore, many questions over the sustainability of these fisheries, as well as socio-economic and ethical concerns. He highlighted that the objective of the workshop is to take stock of where Asian fisheries are today and to chart out a future where fisheries can contribute much more significantly to the sustainable development of APFIC Member States. In concluding he thanked the Royal Thailand Government and the Department of Fisheries for their generous support for the workshop.

INTRODUCTION TO THE WORKSHOP

Workshop objectives and *modus operandi*

Mr Simon Funge-Smith described the process of the organization and expected outcomes of the workshop. The objectives of the workshop were to build a commitment to reducing fishing capacity across all overexploited fisheries (including eliminating IUU fishing). To achieve this objective, the workshop would consider 4 main themes:

1. The need to reduce fishing capacity in both large-scale and small-scale fisheries;
2. Current status and actions;
3. Look at tools that can be used to manage fishing capacity, including IUU; and
4. Develop an action plan to address the issues

In particular, the workshop would examine the need to reduce fishing capacity in both large-scale and small-scale fisheries and the current status and actions of the APFIC member countries and regional organizations would be discussed. Mechanisms and tools for managing fishing capacity, including IUU fishing would be reviewed in a series of technical presentations and discussion sessions.

The introduction stressed that there is general recognition of the problem of overcapacity in the region and there was a clear emerging commitment to address these issues. This is witnessed by the recently endorsed "Regional Plan of Action for Responsible Fishing and IUU fishing" and the endorsement by the SEAFDEC council at its last session to work on the development of regional fisheries management arrangements.

The workshop was organized into sessions covering invited technical presentations, country papers and working group discussions[2, 3]. The workshop was also informed by country papers and posters describing current status and actions to improve the management of fishing capacity and IUU fishing.

[2] The workshop agenda is in Annex I.

[3] The participant's list can be found in Annex III.

The workshop also used a process of working groups to elaborate responses to a number of key issues:

- Capacity reduction – future actions at local, country and regional levels
- IUU fishing – future actions at local, country and regional levels
- Information needs, especially sharing of information across sub-regional alliances

It was noted that the action plan developed as an outcome of this consultative workshop would be used to guide the work of APFIC and its members as well as the participating regional organizations.

Overview of fishing capacity and IUU fishing in Asia
Gary Morgan (FAO Consultant)

This presentation was based on responses to questionnaires and previously available information. It examined progress in how the region was addressing fishing capacity and IUU fishing issues. National Plans of Action (NPOAs) on fishing capacity were now more common than in 2002 in the region and some progress had been made in assessing fishing capacity in major fisheries, particularly small-scale fisheries. In addition, the number of specific capacity reduction programmes undertaken in the region had increased since 2002, again with the emphasis on small-scale fisheries.

Despite this, the effectiveness, on a regional scale, of these initiatives was not yet apparent since fishing capacity in both industrial and small-scale fisheries had continued to rise in the region and was now, on average, 12.5 percent above 2002 levels. Production had also decreased in the majority of fisheries for which data was provided. The issue of a lack of policy and operational tools was highlighted, including only 50 percent of fisheries having management plans and generally poorly developed monitoring, control and surveillance (MCS) capabilities. The presentation noted that IUU fishing remained a major issue in the region, noting that the 2007 "Regional Plan of Action for Responsible Fisheries" provided a possible template for regional action and coordination on this matter.

Following the presentation it was proposed that the term "capacity management" was more appropriate that "capacity reduction" given that there was the possibility of increasing fishing capacity in some fisheries in some countries. Participants agreed that "capacity management" was preferable terminology even though there were few opportunities for increasing fishing capacity in marine fisheries in most countries in the region.

THEME I: NEED FOR CAPACITY REDUCTION AND CONTROL OF IUU FISHING

Scientific evidence on the status of resources
Derek Staples (FAO Consultant)

This presentation covered a range of scientific evidence showing that the fisheries resources in the APFIC region had declined dramatically since the introduction of modern fishing technologies (boats and gears) during the 1960s and 1970s. This evidence included a summary of trends in fishery catches across the region, time series analyses of research surveys, stock assessments that were available for some countries and analyses of ecosystem changes that had occurred. In many seas of the regions, although total catches of fish had either continued to increase or had stabilized over the past few years, major changes had occurred in the composition of the catches. In some cases these could be linked to environmental changes (e.g. pelagic fisheries off Japan), but in many, "fishing down the food chain" had occurred. This was a result of bust and boom exploitation and expansion of fishing where the longer-lived predatory species had been replaced by more shorter-lived species lower down the food chain. Based on this evidence it was stressed that there was an urgent need to reduce fishing capacity and combat IUU fishing.

The concept of "optimal capacity" was also discussed and it was stressed that what could be considered "optimal" depended on the objectives of fishing management (i.e. what were you trying to achieve?). As a critical first step, there needs to be agreement on whether the fishery is being managed to achieve social, economic or ecological objectives. Fishing capacity, in theory, could then be adjusted to meet the desired outcome. However, due to severe data limitations in most fisheries of concern, in practice it was probably better to set a pragmatic target for capacity reduction such as a target of "reduction of fishing capacity to 40–50 percent, starting with trawlers". Due to their high numbers extreme pressure that they exert on fisheries resources, the presentation recommended that a focus should be on reduction the number of trawlers and push-netters in the region. This would provide huge benefits in terms of increased catches, increased profits, healthier fish stocks and improved livelihoods for the small-scale artisanal fishers in the region.

It was recognized in discussion following the presentation that the proposed capacity reduction would create unemployment and efforts to secure alternative employment opportunities or other social welfare support would be necessary. Although there were few alternatives for displaced fishers, the workshop agreed that it was important for governments to be forward looking and positive on this issue. The movement of fishers out of fisheries would probably need to be gradual and related to longer-term opportunities related to education opportunities for the next generation of would-be fishers. The workshop was reminded that in many Asian countries governments had opted for softer options and there was a reluctance to reduce the number of vessels and fishers operating, even though overcapacity was recognized as a major issue.

The issue of moving away from high-volume/low-value fisheries to those of a low-volume/high-value character was raised. The workshop took the view that there were opportunities for such a movement, noting that they these higher-valued fisheries could provide enhanced livelihoods for some fishers. It was considered prudent to identify those fisheries where such a transition might be made.

What the fishers are saying

Suriyan Vichitlekarn (SEAFDEC)

This presentation provided an insight to the views and perception of fishers in Southeast Asia, particularly in Thailand, on selected management issues and specifically relating to overcapacity and IUU fishing. The presentation outlined the unique characteristics of fisheries in the sub-region and emphasized the importance of designing management frameworks reflecting such characteristics. Open-access regimes were common in countries in Southeast Asia, which to a large extent contributed to "capital stuffing" and the "race for fish", particularly in countries or fisheries that had weak management systems. Multi-species/gear/landing site fisheries, dynamic mobility of fishing, conflicts among various aquatic resource users were among the key characteristics of these fisheries. The more complex situation of coastal development and the management and limited means of livelihoods of small-scale fisheries, which dominated the sector, were also discussed.

While noting a wide range of initiatives and cooperation on fisheries addressing improvement of management at the local, national and sub-regional levels, it was noted that several indications of overfishing including declining fishery resources, overcapacity, destructive fishing and IUU fishing. According to the fishers, particularly from small-scale fisheries, differences in economic and technological capacity of different types of fishing (e.g. small-scale vs large-scale fishing) were perceived as unfair competition in resource utilization. Fisheries conflict was perceived as a symptom and not a root cause of fisheries management that largely resulted from weak or ineffective management frameworks. Lack of answers on questions on clarity, coherence, continuity and the development process of management policy and framework also contributed to limited cooperation and compliance of fishers.

The "back firing" of fisheries management was identified as an issue which resulted from the shifting of problems without addressing the root cause and the presentation noted that solutions to management

problems were often short-term without having clarified the longer-term objectives and plan. Many fishers' have indicated their willingness to leave the sector but highlighted their concern on the feasibility of existing "exit" options offered to them and the uncertainties this raised. The needs for appropriate social preparation to support community roles and involvement in fisheries management as well as continuity and scaling-up of management initiatives/success cases were also raised as ways for longer-term improvement of fisheries management by the small-scale fishers.

In discussion following the presentation the workshop agreed that national agencies should coordinate their policies to support the outward movement of fishers so that fishers to send clear signals to fishers. It was also noted that small-scale fishers were generally aware of when they operated illegally and that some also of them knew that they operated vessels without the proper authorizations. Continued engagement with fishers, therefore, is not simply a case for increased awareness.

Socio-economic indicators of overcapacity

V. Vivekanandan (South Indian Federation of Fishermen Societies)

This presentation covered a series of seven case studies from India and Sri Lanka that explored the various dimensions of overcapacity in fisheries. He stressed the importance of looking at overcapacity, not just at the national level, but at local and sub-sector levels (trawl fleet, artisanal fleet, etc.). It was noted that overcapacity was often sub-sectoral and the result of competition between sub-sectors and also within the same sub-sector. Managing capacity was not just about matching resource availability with fishing fleets and equipment but also taking decisions on who should fish and who would have priority in resource use.

The presentation also pointed out the unpredictable chain reactions that were resulted as a result of overcapacity in one sub-sector in one area in other sectors in other geographical areas. It also noted the impacts overcapacity could have on women involved in post-harvest activity, something rarely taken into account. As far as IUU fishing was concerned, the presentation used the case of fishing on the Indo-Sri Lankan border to stress that a legalistic or state centred definition of IUU fishing may not always have been appropriate and fishermen views also needed to be integrated to arrive at effective policy.

Costs/benefits of capacity management

Rolf Willmann (FAO Fisheries and Aquaculture Department)

The economic aspects of the management of fishing capacity were covered in this presentation The typical consequences of unmanaged fisheries included harvesting overcapacities, declining catch per unit of effort, change in catch composition towards short-lived low-value species, growing intensity of the "race for fish", proliferation of IUU fishing, the perverse incentive that fishers had to adopt indiscriminate and active – rather than selective and passive – fishing methods such as trawling and pushnetting, and impaired opportunities for post-harvest value addition. It was noted that the economic losses incurred by unmanaged fisheries in the region and globally were very high.

With reference to an ongoing study on fishery rent losses in the world's marine fisheries by the World Bank and FAO, the presentation noted that a first very rough model by Professor Ragnar Arnason, University of Iceland, indicated current global rent losses in marine fisheries in the order of US$50 billion per annum. As much as one half of this rent loss was likely to occur in the fisheries of the Asian and Pacific region. Better information on rent losses in the region was expected to become available through several case studies to be conducted over the next 18 months under the rent drain study programme. These fisheries were identified in a small workshop of participants from the region held immediately prior to this workshop. As an example of a past rent estimate in a fishery from the region, it was noted that the annual rent loss in the Gulf of Thailand due to trawl and pushnet overcapacities was estimated at about US$230 million.

With reference to the costs of transition towards well-managed fisheries, it was pointed out that adjustment costs were high in terms of reducing fishing capacity and fishery access, the need for social safety measures for affected fishers, the need for the creation of alternative employment opportunities and the introduction of rights-based management regimes that would effectively limit fishing capacity and harvesting effort. Some of these transition costs could eventually be re-covered through the charging of resource rents.

A final comment was that transition costs typically arose upfront, while benefits were of a longer-term nature. The result of this was that there were weak or limited incentives for decision-makers to make the hard choices that had to be made in the move towards rights-based fisheries management and decisions as to who should have access to the fishery resources in future. In this connection, awareness creation could help about the large economic gains from improved fisheries management.

Social implications of capacity reduction: Small-scale fisheries perspective

Chandrika Sharma (International Collective for Small-scale Fishworkers)

The ICSF presentation highlighted the need to address issues of overcapacity in socially sensitive ways, given the importance of fisheries for livelihoods, food security, employment, income and culture in an Asian context. Drawing on two workshops organized by the International Collective in Support of Fishworkers (ICSF) in 2001 and 2007, with the participation of small-scale fishworkers and fishing community organizations and their supporters from Asia, the presentation advocated a small-scale model for fisheries development to address issues of overcapacity, highlighting its appropriateness from a social, ecological and economic perspective.

The presentation stressed the need for community-based and co-management processes that addressed issues of overcapacity and fisheries management, starting with options proposed by communities. It highlighted the need to phase out fishing methods and gear, such as bottom trawling, that contributed substantially to overfishing, overcapacity and export of capacity, and, at the same time, providing social safety nets, particularly for crew of vessels affected by capacity-reduction measures, and retraining opportunities for re-employment within, or outside fisheries. It also stressed the need for better data, especially socio-economic data, on which to base management decisions, enhanced MCS and regional cooperation, and appropriate enabling legislation.

On the issue of capacity management, it was observed in discussion following the presentation that solutions should be “home grown”, resulting from consultations with local communities and in an Asian context. The experiences of other countries outside the region were interesting and relevant but needed to be drawn on selectively to ensure they fitted the Asian situation.

With respect to fisheries access, the workshop agreed that open-access regimes could not be supported in the future. However, small-scale fishers were uncomfortable with movements to “privatize” fisheries through the assignment of property rights. Rather, they preferred a system of preferential access where community-based management would prevail.

In considering preferential access for small-scale fisheries, the workshop recognized that fisheries were not static and that changes were always taking place, for example, as fishers moved progressively to larger vessels. In line with these changes it was noted that co-management should be promoted. It was recalled also that many of the problems facing small-scale fisheries resulted more from the type of gear used rather than from the size of vessels.

THEME II: CURRENT STATUS IN CAPACITY REDUCTION AND CONTROL OF IUU FISHING

APFIC members at the workshop provided summaries of the status of capacity management and IUU fishing issues in their respective countries, together with future plans of actions to address these issues.

Australia recognized that there have been a lot of extensive discussions and introduction of regional and national initiatives, but believed what is needed now to address capacity management is action. Australia's shares common sea borders and common interests with several countries of the region and that it considers the RPOA on responsible fisheries a good initiative, since it concentrates on implementation and sharing of experiences. Australia outlined the following requirements for well-run fisheries and pointed out that Australia is endeavouring to meet them:

- Data gathering, if necessary supported by regulations;
- Rules and regulations for managing fisheries;
- Enforcement of rules and regulations; and
- Avoiding trade-offs that do not lead to a win-win situation.

Bangladesh outlined the background and current status of its fisheries and described several initiatives to control fishing capacity that were underway, including licence limitation.

Cambodia outlined the general background and characteristics of its fisheries – per capita consumption is 30–40 kg per year. Fishing capacity statistics were presented using the number of fishers and vessels. 10.5 percent of the population are full time fishers, of which 87 percent are small-scale. The emphasis is on inland fish production (324 000 tonnes) with marine fishing accounting for about 60 000 tonnes. 71 percent of approximately six million fishers engaged in inland waters and 80 percent of approx. 10 000 fishers engaged in marine areas were small-scale fishers. Most small-scale fishers are poor and landless, and have declining livelihood options. Actions already taken to manage fishing capacity include licensing, MCS, artificial reefs, increasing awareness, strengthening fisheries law and future plans include implementing a NPOA on capacity, including participation by fishing communities and education/extension activities.

China outlined the general background and characteristics of its fisheries – increasing aquaculture production, 25 percent of production going to fish meal and a history of increasing fishing power. China has a policy of zero growth in marine catch which is being achieved by a combination of regulation, capacity reduction and education and extension services to support responsible fishing rather than encourage increased landings. To manage capacity, subsidies have been provided to scrap a target of 14 000 vessels with 1 275 vessels and 22 000 fishers being removed in 2005. This buy-back programme has reduced the number of vessels and also restricted building of new vessels. A Program of Action on Conservation of living aquatic resources was implemented in 2006 while the Fishery Law of 2003 requires that all fishing boats must have licence, which can be renewed, depending on previous good behaviour by the license holder. Closed seasons for fishing have been increased in duration and extended to all Chinese waters and closed areas implemented. The result of these capacity reduction measures has been a general improvement in fish stocks with increases in CPUE and landings being recorded. Compliance rates are also improving with, for example, the proportion of vessels with licenses having increased from 51 to 86 percent. Future plans include the continuation of the capacity reduction programme to at least 2010 to reach defined capacity targets. In response to questions, China emphasized that the capacity reduction and IUU fishing policies have to have support from whole community, not just fishers, and therefore needed to include extensive education and extension.

India outlined the general background and characteristics of its fisheries – production is 2.9 million tonnes, with most production coming from small-scale fishers. A cap on trawling capacity has been fixed

and conversion of demersal trawlers to tuna longliners is being encouraged, with 6 already having been converted. In addition, the Central Government has told coastal states to register all vessels, while mandatory approval by the Central Government is required for fishing in EEZ. India reported that near shore waters are overfished but there is little or no foreign vessel IUU fishing. Offshore waters, however, are generally under fished, leading to an increasing commitment to increase offshore tuna longline vessels. IUU fishing in offshore fishers is being addressed by the coast guard. India is addressing inshore IUU fishing (destructive gears etc.) by better co-management. Fish breeding seasonal ban is also in place while the installation of VMS is in the final stages of implementation. Future actions include central legislation for fishing in India's EEZ, expanding tuna fishing and implementing better co-management.

Indonesia outlined the current issues of fishing capacity and IUU fishing in the country. These included data collection issues and controlling IUU fishing. It was also noted that under-capacity exists in some areas. Unlicensed fishing is a particular problem in many areas as is the operation of illegal foreign vessels that fly Indonesian flags. There is an increasing trend of IUU fishing by foreign vessels and a decrease by domestic vessels. However, Indonesia has a limited capacity to conduct surveillance and law enforcement. The drivers of capacity include increased demand, irreversible investment and fishing as a last resort while the main driver of IUU fishing is the avoidance of paying fees. Actions taken to manage fishing capacity include assessment of fish stocks, improvement of data collection system, regional cooperation, increased surveillance and development of community-based surveillance systems. The number of surveillance vessels has increased substantially and has had a demonstrable impact. Future actions include NPOA implementation on capacity and IUU fishing and actions under RPOA on responsible fishing.

Malaysia outlined the general background and characteristics of its fisheries – 1.2 million tonnes marine production and 4 500 tonnes inland production. IUU fishing issues are encroachment of foreign and local vessels into fishing zones, using destructive fishing methods, landings by foreign IUU vessels and unlicensed vessels. Drivers of fishing capacity and IUU fishing include the migration of rural people to the coast, Government incentives, unskilled workforce, higher fish prices and greater demand of fish for processing industry and insufficient MCS. Actions taken to manage fishing capacity and eliminate IUU fishing include drafting of NPOA on IUU fishing, increased surveillance, establishing community-based management approaches, formulating specific laws to deal with foreign IUU landings, installing VMS on large-scale commercial vessels and implementing an Exit Plan Program for trawlers using a buy-back scheme. In response to a question for clarification, Malaysia explained that there has been no significant increase in trawlers or small-scale fishing in the past 10 years although this is now changing. Future actions include reducing the number of coastal trawlers by 15 percent by 2015, improved MCS, continuing establishing community-based management approaches and completing the formulation of specific laws to deal with foreign IUU landings.

Myanmar outlined the general background and characteristics of its fisheries, including the significant contribution of inland fisheries. 66 percent of 113 000 fishers were marine inshore fishermen with 183 000 fishers in inland waters. IUU fishing issues included inadequate MCS capabilities, transhipment at sea, and encroachment of foreign vessels into national waters. Drivers of increased fishing capacity include increasing demand and declining fish stocks. Action taken have included imposing license conditions, development of appropriate legislation, a catch reporting system at landing sites, inspection by Myanmar navy and an education programme. Future actions include seeking external assistance for upgrading MCS capabilities, improving education programmes and developing aquaculture as an alternative to capture fisheries.

Pakistan outlined the general background and characteristics of its fisheries – it has 300 000 fishers and 20 000 registered vessels (of which 8 000 are mechanized) and a significant inland fishery. Three fishing zones are recognized in Pakistan, arranged inshore-offshore with each zone being reserved for appropriate vessels. Landings are made into 40 identified fishing stations. Pakistan is addressing fishing capacity by

not licensing any additional foreign trawlers in the EEZ, requiring all vessels to be licensed and prohibiting harmful fishing practices. However, there is no comprehensive data collection system in place. IUU fishing issues are poaching from India and Karachi-based vessels and also poaching in deep sea areas. 'Green' and 'Red' areas have been established to reserve fishing grounds near villages to local fishermen. In response to questions, Pakistan explained that it had legislative barriers to restricting fishing licenses.

Philippines summarized the situation in its fisheries of being too many fishers and dwindling resources. There is also a lack of reliable data on fisheries and capacity. Drivers of capacity increases are declining resources, degraded coastal habitats, inequitable distribution of benefits and inter- and intra-sectoral conflicts. Actions taken include a moratorium on the issue of new vessel and gear licenses, establishment of a data collection system, establishment of no-take zones and facilitating access to alternative livelihoods. Future plans include strengthening fisheries policy, introducing VMS and improving MCS capabilities, establishing catch quotas and ensuring adequate funding for these initiatives.

Sri Lanka outlined the general background and characteristics of its fisheries, including the impact of the tsunami. Current production is 251 000 tonnes of which 215 000 is marine fish. There are 170 000 active fishers and 35 350 vessels, almost all small-scale. Although there is no current stock information, production is below the MSY identified 30 years ago. The offshore areas appear to have potential for increased production. IUU fishing issues include poaching by foreign vessels and IUU fishing in the coastal sector. Licensing systems are in place (including a register of fishers) and ten fisheries management committees have been established, linking fishers and regulatory authorities. Fishing reserves have also been established. Future plans to address fishing capacity and IUU issues include strengthening MCS capabilities and introducing VMS. In addition, the promotion of co-management approaches and exploring alternative livelihoods for coastal fishers will be examined. Diverting fishing effort offshore will also be undertaken.

Thailand outlined the general background and characteristics of its fisheries – 2.6 million tonnes production with most of this (96 percent) derived from large-scale fisheries. Small-scale fisheries only contributed a minor proportion of marine landings. There have been significant reductions in CPUE in the Gulf of Thailand and therefore most vessels now fish offshore. Targets for capacity management are to reduce the number of trawl and push net vessels in the future in the Gulf. Actions taken include: freezing the number of trawlers and push netters, limiting the mesh size of purse seine vessels, implementing closed areas and prohibiting destructive fishing gears. Actions taken to address IUU fishing include developing a NPOA and establishing a new committee to address IUU fishing issues. For Thai vessels operating outside of the Thailand EEZ, a catch reporting and license system has been introduced. Future actions include continuing with trawl and push net vessel reduction, introducing a zoning system for fishing gears and reviewing the Fishery Act.

Viet Nam outlined the general background and characteristics of its fisheries, including an estimated MSY for all stocks of 1.4–1.6 million tonnes. Production is currently 1.8 million tonnes. 76 percent of the 84 000 fishing vessels have a horsepower less than 45hp and the trawl fishery contributes about 44 percent of total catch. CPUE has been declining since at least 1985. Fishing capacity issues were identified as an inadequate legal and institutional framework and an open access system. Also, fishing licensing and registration system were inadequate. Future actions include developing a NPOA on fishing capacity and moving from open access to limitation of fishing access.

THEME III: CAPACITY REDUCTION TOOLS AND ACTIONS

Partner Programs on capacity reduction and IUU fishing

Two partners – Australian Department of Agriculture, Forestry and Fisheries and the Southeast Asia Fisheries Development Center (SEAFDEC) made presentations concerning their current activities.

The representative from the Australian Department of Agriculture, Forestry and Fisheries presented an overview of the Responsible Fishing Practices including Combating IUU Fishing in the Region (RPOA). The workshop was advised that the Fisheries Ministers of 10 countries- Australia, Brunei Darussalam, Indonesia, Malaysia, Papua New Guinea, the Philippines, Singapore, Thailand, Timor-Leste and Viet Nam – had agreed to a collective approach for promoting more responsible fisheries in Bali, 4th May 2007. The plan covered the South China Sea, Sulu-Sulawesi Seas and the Arafura-Timor Seas.

The RPOA objective is to enhance and strengthen the overall level of fisheries management in the region to sustain fisheries resources and the marine environment. He noted that it was a voluntary instrument that takes its principles from existing international fisheries instruments including the FAO IPOAs. The RPOA outlines the current resource and management situation in the region and calls for joint work to compile an overview of artisanal and industrial fishing, current status of fish stocks, trade flows and markets.

As a first critical step it encourages countries of the region to ratify, accede, accept fully UNCLOS and UNFSA, relevant RFMO agreements and relevant other multilateral agreements and established international instruments – UNCLOS, UNFSA, FAO Codes, Agreements and IPOAs. Full text of the RPOA is at Annex IV.

The major components of the RPOA are

- Coastal State responsibilities
- Port State measures
- Regional Capacity building
- Strengthening MCS systems, and
- Implementation

In discussion, the motivation for taking regional action was questioned and the discussion focused on how this region came to realise the seriousness of the current situation and the need for pre-emptive action such as outlined in the RPOA. The possible next steps for the implementation of the RPOA were also discussed. It was agreed that this Workshop offered a timely opportunity to both assess existing work on related areas and for moving forward.

The workshop discussed the difficult challenge of trying to both reduce capacity whilst enabling developing states to develop their fishing activities. The importance of changing the behaviour of fishermen was considered critical and in cases where issues such as the traditional cross-boarder fishing activities of artisanal fishers, the need to negotiate and formalize arrangements was noted.

SEAFDEC shared their plans for improving fisheries management in general and addressing the issues of overcapacity and overfishing. SEAFDEC future programme is focusing on overcapacity, especially on the need to have practical ways of understanding and communicating with fishermen, how capacity is built, and the use of rights-based management approaches. Key regional directions included: use of indicators, co-management and rights-based fisheries, freezing and controlling the number of fishing vessels, strengthening the existing regional collaborative framework to support national management, including the establishment of a Regional Scientific Advisory Committee for Fisheries Management in Southeast Asia.

When asked about SEAFDEC's role with respect to the RPOA, and SEAFDEC mentioned that is finds the RPOA very much in line with their work. The relatively weak actions such as only freezing not reducing (noting that fishing effort is likely to keep increasing). It was also pointed out that the task was not so daunting if governments started with reducing capacity in the trawler fleet. SEAFDEC responded that was trying to reflect the needs and desires of its members.

The importance of engaging high-level of government to effect change and the workshop noted that SEAFDEC is working with ASEAN to bring high-level political support to key fisheries issues, including support of the CCRF and potential funding of fisheries programmes.

Global setting – IPOAs and the benefits/costs of managing capacity and IUU fishing

Dominique Greboval (FAO Fisheries and Aquaculture Department)

This presentation was an overview of progress made world-wide in the implementation of the IPOA-Capacity and the IPOA-IUU. He concluded that Emphasis most countries were not addressing the related issues of management, access and capacity head-on, but relying on other forms of controls (e.g. effort limitations to market measures) that were not particularly effective. The political implications of addressing access limitations and capacity management were stressed – noting that the creation of wealth and the allocation of costs and benefits are at the core of this key requirement for fisheries management. Looking at the way forward, a range of steps was proposed with the aim of creating a decision-making environment that will be conducive for major reforms for the countries of the region to address fisheries management in general and access, rights, capacity, and IUU fishing, in particular.

In discussion, it was asked whether there were any plans to work on harmonizing activities for addressing IUU fishing and the development of instruments such as satellite monitoring systems. In response, the importance of regional harmonization of work to address IUU fishing, and the development of an instrument on port-state measures were stressed. The ongoing harmonization of technical measures between RFMOs was also highlighted. The importance of recognizing the fact that implementing IPOAs was political process was noted but the ability of governments in any developing country to be really able to govern fisheries was questioned. It was noted that the stronger the rules, the greater the potential for corruption and by-passing of rules. The need to manage from the bottom up, not just the top down was considered extremely important in this context.

Capacity management: actual tools – what works and what doesn't

Rebecca Metzner (FAO Fisheries and Aquaculture Department)

This presentation described the management tools that do and that do not work to manage fishing capacity. In noting that the intention of managing fishing capacity is either preventing the development of overcapacity or bringing fishing capacity into line with a predefined, desired level, her presentation pointed out that most of the typical tools used to manage fisheries have only very temporary, one-time impacts on capacity, e.g. gear and vessel restrictions, limited entry programs, aggregate quotas and total allowable catches (TACs), non-transferable vessel catch limits (individual quotas/IQs), and buy-back programs have only temporary impacts on limiting or reducing capacity and actually create the conditions for driving the creation of overcapacity and IUU fishing (A full list of these management tools is included in Annex V).

In addressing the topic of what does work to manage fishing capacity, I was stated that capture fisheries must be commercially viable as well as environmentally sustainable if they are going to provide food security, alleviate hunger, and generate wealth to alleviate poverty of current and future generations. It was noted that FAO acknowledges that it is not enough to simply limit access and restrict fishing operations and that it now working, not only to emphasize the failure of 'traditional' command and control fisheries management and open access regimes, but also to recognize that rights-based fisheries management systems are the best approach to manage fishing capacity. They have the four core characteristics of – exclusivity, durability, security, and transferability – that are a main components of managing fishing capacity. Hence, collaborative rights-based fisheries management systems are a prerequisite if fishermen and their communities are going to effectively implement the Code of Conduct for Responsible Fisheries and to manage fishing capacity in the ways that work.

Combating IUU fishing – what works and what doesn't

David Doulman (FAO Fisheries and Aquaculture Department)

This presentation addressed regional cooperation and national action to combat illegal, unreported and unregulated (IUU) fishing in the Asian region. It commenced with a recap of the 2005 FAO International Plan of Action to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing (IPOA-IUU), noting that it was agreed at Ministerial level in 1999 that "States would develop a global plan of action to deal effectively with all forms of IUU fishing, including fishing vessels flying 'flags of convenience'". It was pointed out that the IPOA-IUU drew together key sustainability norms, some of which had been "on the books" for years but which had been little implemented in many countries. These norms were critical for improving fisheries governance.

The presentation moved to consider regional cooperation, an underpinning condition for effective national action against IUU fishing. National issues to combat IUU fishing were then addressed. It was stressed that the development of national plans of action (NPOAs-IUU) was fundamental to implementing the IPOA-IUU because they (i) provided a means for integrating policy and planning and coordinating action across national agencies, (ii) improved the effectiveness of measures against IUU fishing, (iii) promoted transparency and (iv) facilitated the quantification of outcomes. However, NPOAs-IUU, like all action plans, required periodic review and updating to ensure that they remained 'living documents' capable of meeting current IUU fishing problems and developments as they occurred. It was stressed that the development and implementation of NPOAs-IUU required sustained political commitment, trained human resources, strong and resilient national institutions, adequate capital and financial resources, and serious stakeholder involvement. It was also noted that not all measures to combat IUU fishing could be developed and implemented in the same timeframe and with the same degree of precision and ease.

Focusing on national measures and tools that might be selected to combat IUU fishing, the presentation noted that all States, flag States, coastal States and port States had different roles to play. It was emphasized that, because of the inability or unwillingness of some flag States to take responsibility for the operation of their flag vessels, the combined use of market-related and Port State Measures were seen as being among the most effective means of stopping IUU fishing. The final section of the presentation addressed the issue of human resource development. It was underscored that human resource development and institutional strengthening were essential for the development and implementation of effective programmes against IUU fishing. In the absence of trained personnel and responsive, responsible and capable institutions, national action to combat IUU fishing was likely to flounder. The presentation concluded that IUU fishing was not diminishing and that measures to confront it simultaneously led to improved fisheries governance. Regional cooperation was a priority in the fight against IUU fishing and national measures and tools to combat it should build on those already in place. Furthermore, it was recognized that IUU fishing imposed significant costs on governments, exploited the weaken positions of developing countries and undermined efforts to manage fisheries on a long-term sustainable basis. The need to remove the incentive and revenue flows for IUU fishers by blocking port and market access was re-emphasized. It was pointed out that IUU fishing, probably for the first time ever, had mobilized opposition from all players in the fisheries and food marketing sectors.

In discussion some ideas for priorities for countries in the region and within countries were indicated. It was pointed out that while IUU fishing was a historical issue in Asia, priority should be given to the illegal component of the equation as it would be the easiest to deal with as all countries had fisheries regulations and policies that were subject to infringement. It was also noted that much of the high-seas IUU fishing was undertaken by vessels flying "flags of convenience".

Importantly, the workshop agreed that IUU fishing was not limited to the high seas, and in Asian context it involved activities within EEZs, either by national fishers or encroachment by foreign fishers.

Progress in managing fishing capacity and IUU fishing – implementation of the FAO Code of Conduct in APFIC countries

Pramod Ganapathiraju, (University of British Columbia)

The results of the report on the Evaluations of Compliance with the FAO Code of Conduct for Responsible Fisheries[4] that evaluated the status of 53 countries (representing 96 percent of the world's fish catch) were presented. These were based on 44 multifaceted questions taken from Article 7 – Fisheries Management of the Code of Conduct concerning both the intentions of countries to implement the code and their actual implementation of those intentions. The findings of the report reveal that more than 10 years since the code was promulgated, overall compliance with the code is not good, especially in several Asian countries that contribute large amount to the global fish production, and where fisheries play a vital role as source of livelihood and food to their people. The report concluded that drastic action is needed in these countries to improve long term sustainability of the resource through improvement on fisheries management issues highlighted in the code.

In terms of illegal fishing, the analysis revealed exceptionally poor performance by most APFIC countries for intentions and control of illegal fishing. In terms of compliance with the code in controlling fishing capacity, Japan and New Zealand were the only two countries to have 'good' performance among all APFIC countries. The plenary briefly discussed the interpretation of the data, and it was noted that there were strong messages for the need for better managing fishing capacity and addressing IUU fishing.

THEME IV: LOCAL, COUNTRY AND REGIONAL ACTIONS

Working Groups

Three Working Groups were tasked with developing a call to action and recommendations on steps to implement the actions, in the context of managing fishing capacity and IUU fishing.

The Working Groups each covered one of the following topics:

1. Capacity management;
2. IUU fishing; and
3. Information needs.

Each Working Group was allocated a facilitator and given instructions and preliminary inputs. Each Group was asked to one representative to report back to plenary. Working Group outputs were then used to develop the workshop call for action and next steps. To assist the Working Groups, action items included in the Regional Plan of Action (RPOA) for Responsible Fishing were provided as a starting point of the Group's discussions. The Working Groups were then asked to:

1. Considers the list of actions derived from the RPOA and add any further actions it considered relevant.
2. Prioritise the actions in the list so that the most important is listed first, and so on.
3. Starting with the highest 5 priority actions and discuss and develop plans based on:
    a. How to implement the action item (How)
    b. When it should be done (When)
    c. Who should be involved (Who)

[4] Pitcher, T.J., Kalikoski, D. and Pramod, G. (Eds.) (2006) *Fisheries Centre Research Reports* 14(2): 1191 pp.

Working Group 1 – Capacity Management

Working Group 1 prioritised the RPOA action items through a system of voting. Each participant was asked to select five items and score them from 1 to 5, lowest to highest. The scores for each item were summed across participants and the top five of these selected for the Working Group discussion. The final ranking, along with implementation steps are included in Annex VIa.

The five top ranked items in order of priority were:

1. Countries should assess the status of their fishery resources and fishing fleet capacity.
2. Countries should undertake planning to reduce overcapacity without shifting that capacity to other fisheries whose resources may be already fished at the maximum sustainable rate or above that rate, taking into consideration potential socio-economic impacts.
3. Countries should undertake to develop and implement national plans of action to accelerate their efforts to *manage fishing* capacity.
4. Countries should introduce management measures to help prevent fishing capacity from exceeding levels that result in harvest rates that impede the ability of fish stocks to reproduce sustainably over the longer term.
5. Countries should encourage relevant regional organizations to provide assistance in technical support and development of guidelines for conservation and fisheries management, capacity building, sharing data and information on fisheries and trade, and strengthening networking for the purpose of enhancing participation and ensuring implementation of conservation and management measures in the region.

Some additional issues discussed were:

- The social profile of the fishery is also important, and although referred to in RPOA is not sufficiently covered. It was agreed that this is a crosscutting issue for the RPOA and in managing fishing capacity
- The action item on small-scale and traditional fisheries was considered to be ambiguous with respect to managing capacity, and was for clarity interpreted as indicated above.

Working Group 2 – IUU fishing

Before prioritising the action items Working Group 2 discussed the distinction between IUU fishing at national levels and IUU fishing at regional levels. They also discussed how national priorities and differing regulations impact on the definition of IUU fishing. Because the problem of IUU fishing in Asia is mainly with large-scale fisheries, the group decided to focus on this sub-sector in prioritising actions. They also noted that small-scale fisheries are national responsibilities, and often influenced by other political objectives. They concluded that if national governments can solve the IUU fishing issues for small-scale fisheries, then they should be left to do so.

There was also extensive discussion on the importance of the responsibility of flag states for their vessels that fish illegally with some views distinguishing between the responsibilities for vessels fishing in other EEZs and on the high seas.

The group then prioritised the 13 actions extracted from the RPOA and added the proviso that nothing included in the planned actions is designed to pre-empt any discussions or actions decided upon in the follow-up meetings for the adoption of the RPOA. The final ranking, along with implementation steps are included in Annex VIb.

1. All coastal States, relevant flag States and fishing entities operating in the region should actively cooperate in ensuring that fishing vessels entitled to fly their flags do not undermine the effectiveness of conservation and management measures, including engagement in or supporting illegal fishing.
2. Countries should consider adopting Port State Measures, where appropriate, based on the FAO 'Model Scheme on Port State Measures to Combat IUU Fishing[5].
3. Countries should establish control measures such as vessel registers, mandatory notification of the intention to transship and the application of vessel monitoring systems.
4. Countries should undertake to develop and implement national plans of action to accelerate their efforts to reduce overcapacity and eliminate illegal fishing activity where these issues are known to occur;
5. Countries should develop a regional MCS network to promote the sharing of information and to coordinate regional activities to support the promotion of responsible fishing practices.

Working Group 3 – Information needs

The Working Group focused on the action items extracted from the RPOA that related to information needs. To facilitate prioritization, it first grouped the items under 4 main headings:

- Enabling environment
- Collecting and managing data
- Analyzing and using/sharing information
- Overall monitoring and reporting

The Group also agreed that it would not attempt to consider the implementation of the information for managing fishing capacity and IUU fishing as that was being considered by the other Working Groups.

The Group then used a process of individual prioritization, which was then aggregated into a Group consensus on 5 items. All of the priority items were chosen from the categories of "enabling environment" and "collecting and managing data", which reflected the current lack of data and information and the need to collect it to inform the management of fishing capacity and IUU fishing. It was also decided that some items were repetitive and better grouped under more general action items. These five priority actions are outlined below. The final ranking, along with implementation steps are included in Annex VIc.

1. Assess the status of fishery resources and fishing fleet capacity
2. Strengthen MCS systems, especially monitoring of vessels
3. Engage regional organizations to assist
4. Work together to improve & standardize data
5. Collect & share information on management & capacity reduction

The results of the three Working Groups were further synthesized in the final conclusions and call for action.

WORKSHOP RECOMMENDATIONS AND ACTIONS

In the final plenary session, a draft "call for action" was agreed. This consisted of text based on the findings and results of the three Working Groups. This call for action is at the beginning of this report, to emphasize its importance.

[5] *Noting recent developments in the FAO to negotiate a binding international agreement on Port State Measures, the Parties to the RPOA agreed to consider the provision of the FAO document once it is completed.*

WORKSHOP CLOSURE

In closing the workshop, the Chair thanked everybody for their participation and their inputs into the development of an important "call for action" and noted that the RPOA was important for those countries who had endorsed it in Bali, Indonesia. He considered that it formed a good starting point to improve management of fishing capacity and IUU fishing. He also stressed the importance of a regional approach (e.g. between Australia and Indonesia). He noted that although these are sensitive issues it was important countries of the region to join together to promote more responsible fishing, recognizing the important role of SEAFDEC and APFIC in this process. He suggested that any future work would be best organized into two sub-regions – Southeast Asia and South Asia. He concluded by thanking APFIC for its support and wished all participants a safe journey home.

The Acting Secretary of APFIC responded by advising the workshop that a sub-regional approach will be followed by APFIC. He also felt that the "call for action" should be pursued in parallel by Southeast Asian and South Asian countries. He thanked all participants for their input. He made a special thank you to the Thailand DOF support staff and the APFIC Secretariat, especially Rose David, for all the excellent arrangements. Finally he noted with gratitude, the support of Sida to the workshop.

ANNEX I

AGENDA OF THE REGIONAL WORKSHOP ON " MANAGING FISHING CAPACITY AND IUU FISHING IN ASIA" Phuket, Thailand, 13–15 June 2007

Time	Activity
Day 1: 13 June 2007	
08:30 – 09:00	Registration
09:00 – 09:30	Welcome remarks – **DG Fisheries, Thailand** APFIC Chair – **Dr Widi Pratikto** APFIC/FAO – **Dr Simon Funge-Smith**
09:30 – 09:35	Election of chair **Simon Funge-Smith**
09:35 – 09:45	Group photo
09:45 – 10:30	*Coffee/Tea*
10:30 – 10:40	Introduction to the Consultation – Objectives and outputs **Simon Funge-Smith, Acting Secretary APFIC**
10:40 – 11:10	Overview of fishing capacity and IUU fishing in Asia **Gary Morgan, FAO Consultant**
THEME I – Need for Capacity reduction and control of IUU fishing	
11:10 – 11:30	Status of the resource **Derek Staples, FAO Consultant**
11.30 – 11:50	What the fishers are saying **Suriyan Vichitlekarn, SEAFDEC**
11:50 – 12:10	Socio-economic indicators of overcapacity **V. Vivekanandan, SIFFS**
12:10 – 12:30	Cost/benefits of capacity management **Rolf Willmann, FAO Fisheries and Aquaculture Department**
12.30 – 14.00	*Lunch*
14:00 – 14.20	Social implications of capacity reduction **Chandrika Sharma, ICSF**
THEME II – Current status in capacity reduction and control of IUU fishing	
14:20 – 15:30	Country statements on need for capacity reduction and stopping IUU fishing and actions taken **APFIC countries**
15:30 – 16:00	*Coffee/Tea*
16:00 – 17:15	Country statements (continued)
17:15 – 17:30	**Wrap-up day 1 – plenary discussion**
17:30 – 18:00	***Meeting of "Friends of the Chair"***
18:30 – 20:30	**Poster session and reception**

Time	Activity
Day 2: 14 June 2007	
THEME III – Capacity reduction tools and actions	
09:00 – 10:00	Partner Programs on capacity reduction and IUU fishing **Department of Agriculture, Forestry and Fisheries–Australia, SEAFDEC**
10:00 – 10:20	Global setting – IPOAs and the benefits/costs of managing capacity and IUU fishing **Dominique Greboval, FAO Fisheries and Aquaculture Department**
10:30 – 11:00	*Coffee/Tea*
11:20 – 11:40	Capacity management: actual tools – what works and what doesn't **Rebecca Metzner, FAO Fisheries and Aquaculture Department**
11:40 – 12:00	Combating IUU fishing – what works and what doesn't **David Doulman, FAO Fisheries and Aquaculture Department**
12:00 – 12:20	Progress in managing fishing capacity and IUU fishing – implementation of the FAO Code of Conduct in APFIC countries. **Pramod Ganapathiraju, University of British Columbia**
THEME IV – Local, country and regional actions	
12:20 – 12:30	Short introduction to the Working Groups **Simon Funge-Smith**
12:30 – 14:00	*Lunch*
14:00 – 17:00	***Working Group 1 – Capacity management*** • Future actions at local, country and regional levels ***Working Group 2 – IUU fishing*** • Future actions at local, country and regional levels ***Working Group 3 – Information needs*** • Information needs (focus on sub-regional alliances)
	Coffee/Tea available to Working groups
17:00 – 17:30	Plenary session – Preliminary findings/presentations of the three working groups
17:30 – 18:00	Meeting of " Friends of the Chair"
Day 3: 15 June 2007	
THEME IV (continued)	
09:00 – 09:20	Finalized presentation of combined Working Group outputs
09:20 – 10:00	Discussion
10:00 – 10:30	*Coffee/Tea*
10:30 – 12:30	FREE
12.30 – 14.00	*Lunch*
14.00 – 15.30	Workshop recommendations and actions
	Workshop closure

ANNEX IIA

WELCOME REMARKS OF DR SOMYING, DEPUTY DIRECTOR-GENERAL OF DEPARTMENT OF FISHERIES, THAILAND

On behalf of the Department of Fisheries of Thailand, I would like to extend our warmest welcome and sincere appreciation to all of you here in Phuket. It is indeed a great pleasure to welcome you to the APFIC Regional Workshop on Managing Fishing Capacity and IUU Fishing in Asia.

This workshop is timely organized as we are all aware that fisheries have yet been sustainably managed. Many fish stocks are over-utilized. Fishing capacity and fishing effort exceeds the suitable level for resource sustainability. The illegal, unreported and unregulated fishing practices, apart from undermining our management measures, even further create threats and prevent the opportunity to reverse present practices to sustainable and responsible fisheries. These issues create a challenging task for all of us to establish collective actions for responsible fishing practices including mechanisms to reduce overcapacities, to combat IUU fishing and to ensure that fishery resources are utilized in a sustainable manner. The regional measures shall be based on the concepts stipulated in the international legal instruments and initiatives, including the International Plan of Action to Prevent, Deter, and Eliminate Illegal, Unreported and Unregulated Fishing and International Plan of Action for the Management of Fishing Capacity.

Thailand has a strong concern on the work to ensure vessel reduction and to curb the IUU fishing. A couple meetings were organized this year to formulate the national master plan for management of marine capture fisheries. Additionally, we are implementing the strategic actions to reduce the number of trawlers and push netters in the Gulf of Thailand. You may have a chance hear this issue in more details from the Thai participant.

Last but not least, I wish the workshop every success and look forward to an agreed action plan to address the issues that necessarily involves cooperation and partnership of all APFIC members, regional fishery bodies and other partners. I hope you have a pleasant stay in Phuket. I hope you explore and enjoy the beautiful sceneries and the beauty of Phuket.

Thank you for your attention

ANNEX IIB

OPENING STATEMENT OF THE CHAIR OF APFIC TO THE WORKSHOP

First of all, I would like to inform you that our APFIC Chair, Professor Widi Pratikto, would like to apologise for not being able to chair the meeting as he has an urgent international commitment in Europe this week. However, he welcomes all participants to the APFIC Regional Workshop on Managing Fishing Capacity and IUU Fishing in Asia.

I would also like to make some comments on the state of fisheries and IUU fishing in particular in the region and in Indonesia there are an increasing tendency of overcapacity and IUU fishing in our region (also in Indonesia). We have a number of shared stocks that need to be managed collaboratively among countries in the region and some problem of IUU fishing also need to be solved through regional cooperation. There is a need a common and collaborative approach to manage fishing capacity and to combat IUU fishing in the region. Therefore, we support APFIC's endeavours to improve the management of fishing capacity and combat IUU fishing.

One regional initiative of regional collaborative effort to promote responsible fishing practices, including management of fishing capacity, and combating IUU fishing has been undertaken by ten countries consisting of Indonesia, Australia, Brunei Darussalam, Malaysia, Papua New Guinea, The Philippines, Singapore, Thailand, Timor-Leste and Viet Nam by formulating "Regional Plan of Action to Promote Responsible Fishing Practices including Combating IUU Fishing in the Region". This RPOA has been endorsed by the Ministers responsible for fisheries of those ten countries during "Regional Ministerial Meeting on Promoting Responsible Fishing Practices including Combating IUU Fishing in the Region" held in Bali, Indonesia, on 4th May 2007. We would like to distribute the RPOA and joint ministerial statement.

Finally, we would like to extend a welcome to APFIC Executive Committee Members to the 71st Session of the ExCo to be held in Jakarta 20–22 August 2007 and the next Regional Consultative Forum meeting and 30th Session of APFIC to be held in Indonesia in 2008.

ANNEX IIC

OPENING STATEMENT OF THE ACTING SECRETARY OF APFIC

As the Acting Secretary of the Asia-Pacific Fisheries Commission (APFIC), I welcome you all to the APFIC "Regional Workshop on Managing Fishing Capacity and IUU in Asia". Regional inter-sessional workshops on issues considered to be of major regional importance to the Commission have now become part of the Commission's biennial work plans. As well as this workshop there will be a second one on "Fish Trade" to be held in Ho Chi Minh City, Viet Nam in September 2007. The recommendations coming from these two workshops will be further considered the APFIC biennial Consultative Forum Meeting and subsequent Commission session to be held in 2008, in Indonesia. Unlike in the past the Commission is encouraging the participation of its partners and the non-governmental organizations much more in its business and it is encouraging to see many of our partners here today. A special welcome to our partners.

During the workshop, you will be hearing and discussing several issues that all point to a major crisis occurring in the fisheries of many APFIC Member States. Rapid development of the fisheries during the 1970s and 80s has resulted, in many cases, in fisheries where the resource base has been severely depleted and the potential benefits from the fisheries are not being realized. Apart from a few wealthy investors, most people involved in fisheries are close to the poverty border line and do not gain much benefit from their activities. There are, therefore, many questions over the sustainability of these fisheries, as well as socio-economic and ethical concerns. The objective of the workshop is to take stock of where Asian fisheries are today and to chart out a future where fisheries can contribute much more significantly to the sustainable development of APFIC Member States. In preparing for this workshop, it became obvious that there are many gaps in our knowledge about what is happening in many Asian fisheries and a lack of information sharing about problem that are shared across the Members. I thank those Members who took the time to provide us with information through filling out our questionnaire and I encourage those who have not yet done so to complete them as soon as possible so that their information can be included in our regional overview.

Three days is not a long time to come up with solutions to the huge problems confronting fisheries in Asia today, but I would like to see a fairly well formulated action plan emerge from the workshop. I know you will all contribute constructively to achieve this goal. Most importantly we need a commitment to change the way that we have been managing fisheries in the past and a concerted effort to bring about those changes. APFIC, FAO and our partners are here to help you make these changes.

I would just like to take this opportunity at the outset to thank everyone who has enthusiastically contributed to what, I am sure, will be a very successful workshop.

Thank you.

ANNEX III

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ANNEX IV

MANAGEMENT TOOL BOX WITH NOTES ON DURATION OF IMPACT, DIRECT AND LONGER-TERM EFFECTS

Management Tool	*Duration*	*Direct Effect(s)*	*Longer-term Effect(s)*
Gear restrictions vessel restrictions	Temporary	initial reduction in harvests	• substitution of unregulated inputs or new gear types to replace restricted inputs • regulations lose effectiveness and additional regulations required • create motives for IUU fishing • capacity will increase
Limited entry programmes	Temporary	limit participation	• capital stuffing – where a vessel's horsepower, length, breadth, and tonnage are increased – typically occurs • drives changes (technological innovations) in gear, in fishing periods or areas • create motives for IUU fishing • capacity will increase
Aggregate quotas total allowable catches (TACs)	Temporary	likely to accelerate, not reduce, the growth of fishing capacity	• capacity and effort increase if effort and entry unrestricted • race for fish ("fishing derby") develops • potential for frequent overruns of the TAC resulting in overexploitation frequently result in excess processing capacity and processing plant down time during closed season(s) additional regulations required, particularly to limit discarding and false reporting, ensure traceability and to control transshipment • create motives for IUU fishing • capacity will increase
Non-transferable vessel catch limits (individual quotas/ IQs)	Temporary	overcapacity not addressed may limit additional growth of capacity	• requires regulations to ensure traceability and to control transshipment • additional regulations required • create motives for IUU fishing • capacity will increase
Vessel buy-back programmes	Temporary	purchase of vessel(s), license(s), and/or gear(s) capacity may be temporarily reduced in the fishery	• any improvements in stock abundance will attract additional capacity • create motives for IUU fishing • capacity will increase
Individual effort quotas (IEQs) denominated in trawl time, gear use, time away from port, fishing days, etc.	mid-term only	• enforcement difficult • additional regulations required to control input substitution	• capital stuffing – where a vessel's horsepower, length, breadth, and tonnage are increased – frequently occurs • requires regulations to ensure traceability and to control transshipment • create motives for IUU fishing • capacity will increase

Management Tool	*Duration*	*Direct Effect(s)*	*Longer-term Effect(s)*
Group fishing rights Community Development Quotas (CDQs)	potentially enduring	• reallocation of the fishery to the recipient community	• requires group understanding of asset value of user rights, capability to manage • reduction of overcapacity or capacity containment depends on subsequent management
Territorial Use Rights (TURFs) Management and Exploitation Areas for Benthic Resources (MEABRs) Limited Access Privilege Programs (LAPPs) Designated Access Privilege Programs (DAPPs)	potentially enduring	• reallocation of the fishery to the recipient community	• requires group understanding of asset value of user rights, capability to manage • reduction of overcapacity or containment of capacity linked to subsequent management
Individual fishing rights (IFQs) Individual transferable quotas (ITQs)	potentially enduring	• market forces drive out overcapacity • consolidation occurs if overcapitalized	• capacity managed automatically, overcapacity does not occur/recur • compliance concerns internalized by fishers to protect asset (rally against IUU fishing) supplementary regulations helpful to reinforce conservation
Taxes and royalties	indefinite duration	• market forces drive out overcapacity • consolidation if overcapitalized	• administratively intensive: require constant adjustment of tax levels to maintain capacity at desired level • politically difficult to impose, easier to rescind

Source: FAO (2004).

ANNEX V

REGIONAL PLAN OF ACTION (RPOA) TO PROMOTE RESPONSIBLE FISHING PRACTICES INCLUDING COMBATING IUU FISHING IN THE REGION[6]

Contents

[6] Republic of Indonesia, Australia, Brunei Darussalam, Cambodia, Malaysia, Papua New Guinea, the Philippines, Singapore, Thailand, Timor-Leste and Viet Nam.

Regional Plan of Action (RPOA) to Promote Responsible Fishing Practices including Combating IUU Fishing in the Region

Introduction

1. Fishing activity makes an important contribution to the food security and economic well-being of the region. However, increases in overexploitation and illegal fishing practices, have hastened the depletion of many fish stocks. For this reason, fishery resources must be managed sustainably, and responsible fishing practices need to be promoted.

2. Regional cooperation is critical for the long-term sustainable protection of the living marine resource and the marine environment. Whilst some of the root causes of the depletion of fisheries resources can be addressed at the national level, many can only be successfully addressed through regional action. This is particularly the case in the areas with interdependent marine ecosystems, adjoining maritime boundaries and shared fish stocks.

Objective and framework

3. The objective of this RPOA is to enhance and strengthen the overall level of fisheries management in the region, in order to sustain fisheries resources and the marine environment, and to optimise the benefit of adopting responsible fishing practices. The actions cover conservation of fisheries resources and their environment, managing fishing capacity, and combating illegal, unreported and unregulated (IUU) fishing in the areas of the South China Sea, Sulu-Sulawesi Seas (Celebes Sea) and the Arafura-Timor Seas.

4. This RPOA is a voluntary instrument and takes its core principles from already established international fisheries instruments for promoting responsible fishing practices, including the 1982 'United Nations Convention on the Law of the Sea' (UNCLOS), in particular Articles 61 through 64, 116-119 and 123, the 'United Nations Fish Stocks Agreement' (UNFSA), the Food and Agriculture Organization (FAO) 'Compliance Agreement' and the FAO 'Code of Conduct for Responsible Fisheries'. The RPOA is consistent with existing treaties, agreements and arrangements and all other plans and programmes relevant to the sustainable management of the region's living marine resources.

5. This RPOA also draws upon the FAO International Plan of Action (IPOA) for the Conservation and Management of Sharks', the 'IPOA for the Management of Fishing Capacity', and the 'IPOA to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing', the 'IPOA for Reducing the Incidental Catch of Seabirds in Longline Fisheries', which contain internationally agreed measures, applicable to national and regional plans to promote responsible fishing practices and, more recently, the FAO 'Model Scheme on Port State Measures to Combat IUU Fishing'.

Action Plan

Current resource and management situation in the region

1. The RPOA notes and affirms that the shared fish stocks are a very important source of food for people in the region, utilized by countries in the region and also traded both in and outside the region. Both overfishing and illegal fishing are seriously depleting the region's fish stocks. In this regard, the promotion of responsible fishing practices, and prevention, deterrence and elimination of illegal fishing are essential to ensure food security and poverty alleviation in the region and countries in the region should:

    1.1 work together on compiling an overview of artisanal and industrial fishing, the current status of fish stocks, trade flows and markets.

Implementation of international and regional instruments

2 International instruments contain structures and measures upon which to build long term sustainable fisheries. The key global instruments that countries should consider when implementing responsible fishing practices include the 1982 'United Nations Convention on the Law of the Sea' (UNCLOS), the 'United Nations Fish Stocks Agreement' (UNFSA), the FAO 'Compliance Agreement', the FAO 'Code of Conduct for Responsible Fisheries', the 'International Plan of Action (IPOA) to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated (IUU) Fishing', the 'IPOA for Reducing Incidental Catch of Seabirds in Longline Fisheries', the 'IPOA for the Conservation and Management of Sharks' and the 'IPOA for the Management of Fishing Capacity'. Relevant regional instruments include the Western and Central Pacific Fisheries Commission (WCPFC) and the Agreement Establishing the Indian Ocean Tuna Commission (IOTC). To support these measures, countries in the region are encouraged to:

2.1 work toward ratification, accession, and/or acceptance and full implementation, of UNCLOS and UNFSA;

2.2 work towards ratification and/or acceptance of regional fisheries management instruments, where appropriate; and

2.3 work toward acceptance and full implementation of relevant regional and multilateral arrangements, where appropriate.

Role of regional and multilateral organizations

3. Implementing responsible fishing practices and combating IUU fishing are issues for the whole region. Articles 63, 64 and 116-119 of the UNCLOS requires countries to cooperate in the conservation and management of shared stocks and highly migratory species. The management expertise and technical capacity built up over the years by regional organizations should be harnessed to assist with the problems of the region.

3.1 Countries should work closely and collaboratively with regional organizations to develop conservation and management measures for fish stocks to promote optimum utilization.

4. Countries acknowledge the important roles of regional organizations in strengthening fisheries management and conservation in the region including the FAO/APFIC, WCPFC, IOTC, the Asia-Pacific Economic Cooperation (APEC), ASEAN, INFOFISH, the Southeast Asian Fisheries Development Center (SEAFDEC), and WorldFish Center. The measures promoted by these organizations which may be applicable to this RPOA should be supported by all participating countries where relevant.

4.1 Countries should encourage relevant regional organizations to provide assistance in technical support and development of guidelines for conservation and fisheries management, capacity building, sharing data and information on fisheries and trade, and strengthening networking for the purpose of enhancing participation and ensuring implementation of conservation and management measures in the region.

Coastal State responsibilities

5. The collection, management and availability of accurate and timely information are essential in managing fishery resources and combating illegal fishing. Accurate data on the number of fishing vessels and fishing activity is required to provide for responsible fishing, hence the importance of maintaining comprehensive and up-todate vessel registers and catch and effort information by all States, both coastal and flag. To help address this concern, countries in the region should:

5.1 work together to improve their data collection systems and to share information about vessels, fishing effort, catch levels, fish landings and sales of fish and fish products, as appropriate, and;

5.2 work to develop a regional approach to identify, compile and exchange information on any vessel used or intended for use for the purpose of fishing including support ships, carrier vessels and any other vessels directly involved in such fishing operations in the region on straddling and migratory stocks and across national jurisdictions.

6. Control of fishing capacity and fishing effort are fundamental elements of fisheries management. When the capacity of fishing fleets to harvest a resource exceeds the sustainable level, it results in unsustainable fishing activity and has the potential to 'spill-over' into illegal fishing activity. This RPOA acknowledges that countries should manage the fishing capacity of their fleets by:

6.1 assessing the status of their fishery resources and fishing fleet capacity;

6.2 introducing management measures to help prevent fishing capacity from exceeding levels that result in harvest rates that impede the ability of fish stocks to reproduce sustainably over the longer term;

6.3 undertaking planning to reduce overcapacity without shifting that capacity to other fisheries whose resources may be already fished at the maximum sustainable rate or above that rate, taking into consideration potential socio-economic impacts;

6.4 cooperating to assess, conserve and manage fishery resources where they straddle national boundaries or occur both within EEZs and in an area beyond and adjacent to the EEZ;

6.5 undertaking to develop and implement national plans of action to accelerate their efforts to reduce overcapacity and eliminate illegal fishing activity where these issues are known to occur;

6.6 working on the collection, management and sharing of information on fisheries management, and the management of fishing capacity; and

6.7 respecting traditional, artisanal and small-scale fisheries and providing assistance with the management of these fisheries resources.

Flag State responsibilities

7. Coastal States through their flag State responsibilities in the region are at the forefront in implementing sustainable fishing practices and combating illegal fishing. To address this need:

7.1 all coastal States, relevant flag States and fishing entities operating in the region should actively cooperate in ensuring that fishing vessels entitled to fly their flags do not undermine the effectiveness of conservation and management measures, including engagement in or supporting illegal fishing.

Port State Measures

8. Port States play a key role in combating illegal and unreported fishing in the region, given the need to land catch and support fishing activities. In this regard, regional countries and fishing entities need to develop measures to regulate fishing vessels accessing their ports for transhipping and/or landing catch and collect and exchange relevant data. To address this need, countries should consider:

8.1 Adopting Port State Measures, where appropriate, based on the FAO 'Model Scheme on Port State Measures to Combat IUU Fishing[7].

[7] Noting recent developments in the FAO to negotiate a binding international agreement on Port State Measures, the Parties to the RPOA agreed to consider the provision of the FAO document once it is completed.

Regional market measures

9. In order to minimize unreported and illegal catches, countries should collaborate to implement regional market measures to identify and to track fish catches at all points in the marketing chain in a consistent way with existing international trade laws.

    9.1 As a priority, countries in the region should standardize catch and landing documentation throughout the region and implement catch documentation or trade certification schemes for high value product.

    9.2 In addition, countries should work with organizations such as INFOFISH to produce regular and timely market reports allowing trade flows to be analyzed.

    9.3 Countries should check trade discrepancies regarding export of fish and fish product and take appropriate action and, as a minimum, report these discrepancies to the flag State.

Regional capacity building

10. Capacity building in all aspects of fisheries management must be encouraged. Countries are aware that a fully effective system requires technically competent implementation and operation. Technical and administrative staff require access to both formal and on-the-job training to build the requisite experience and competence in matters such as fisheries resource assessments, introduction of monitoring, control and surveillance (MCS) measures and development of fish product tracking systems. To build these capacities, countries should:

    10.1 continue developing the appropriate core competencies for fisheries research, management and compliance, including MCS systems;

    10.2 either individually or jointly, seek technical and financial assistance from relevant international development agencies and donors as well as other countries in the region; and

    10.3 ensure that flag States from outside the region that operate in the region be urged to cooperate with, and assist technically and financially, those countries in the region in whose waters they conduct fishing operations.

Strengthening monitoring, control and surveillance (MCS) systems

11. An MCS system, at both a national and regional level, supports and underpins a robust fisheries management regime. A strong enforcement network can share data and information on enforcement strategies and provide advice and capacity building. To better coordinate efforts against illegal activity, countries should develop suitable and relevant inter-agency arrangements to develop their networks to quickly share information such as locations, names of vessels, ports used (home and/or unloading port) and species targeted, and other information as appropriate. To develop these capacities, countries should:

    11.1 enter into appropriate sub-regional MCS arrangements to promote the elimination of IUU fishing within the region;

    11.2 develop a regional MCS network to promote the sharing of information and to coordinate regional activities to support the promotion of responsible fishing practices. Where possible, also participate in the work of the International MCS Network.

    11.3 promote knowledge and understanding within their fishing industries about MCS activities to enhance sustainable fisheries management and to help combat IUU fishing; and

    11.4 develop, as appropriate, observer programmes including the requirement for industry to adhere to inspection regimes and carry observers on board when required.

Transshipment at sea

12. Transshipment outside the territorial sea should be regulated to prevent illegal fishers from using it to launder their catches. Stronger monitoring, control and surveillance of both fishing and carrier vessels is a priority. To implement this, countries should:

    12.1 monitor and control the transshipment of fisheries resources; and

    12.2 establish control measures such as vessel registers, mandatory notification of the intention to transship and the application of vessel monitoring systems.

Implementation

13. Countries agree to support the ongoing development of the cooperative arrangements embodied in this RPOA. The effective implementation of the RPOA will be reviewed as determined by a Coordination Committee to be comprised of officials from each participating country and communicated to the FAO's Committee on Fisheries and other regional bodies as appropriate.

ANNEX VIA

PRIORITY ACTIONS AND IMPLEMENTATION STRATEGIES – WORKING GROUP 1 – MANAGING FISHING CAPACITY

Action	*How*	*When*	*Who*
Ranked #1 3. Countries should assess the status of their fishery resources and fishing fleet capacity.	• Develop registry of fishing vessels/gear, or at least counts by categories of vessels • Consult stakeholder e.g. workshops • Deploy resource surveys • Assess time series of fishing capacity and cpue • Monitor impact of technical progress	• Yesterday… • Note: some countries already have assessments	• Initiated by National administration • Scientific institutions • Fishery stakeholders (large- and small-scale) • Support from regional institutions and international technical and financial assistance as required
Ranked #2 5. Countries should undertake planning to reduce overcapacity without shifting that capacity to other fisheries whose resources may be already fished at the maximum sustainable rate or above that rate, taking into consideration potential socio-economic impacts.	• Select manageable number of fisheries, considered most problematic • Set clear targets for reduction needs to be set (bottom trawling specifically mentioned) • Ensure capacity reduction programme that integrates the necessary measures to effectively freeze capacity at the lower target level • Profile the fishery in a consultative planning process and agree on how to prepare for closing access • Establish comanagement, involving relevant fishers • Integrate exit/reemployment into the planning • Ensure involvement of the fishing industry • Ensure plan contains measures to prevent re-entry	• Starting today	• Cabinet decision to go ahead with blueprint for capacity reduction programme. • National administration (not only DOF) (initiates) • Scientific institutions • Fishery stakeholders, large as well as small-scale • Support from Regional institutions and international technical and financial assistance as required
Ranked #3 8. Countries should undertake to develop and implement national plans of action to accelerate their efforts to *manage fishing* capacity	• Elaborate plan in a consultative manner, adopt it and implement • Include status of fishing capacity and management requirements • Consider existing policy and regulatory framework and change as required		• National administration (not only DOF) (initiates) • Scientific institutions • Fishery stakeholders, large as well as small-scale • Support from Regional institutions and international technical and

Action	*How*	*When*	*Who*
	• Address related issues such as access, subsidies etc. • Secure funding of implementation • Refer to existing RPOA		financial assistance as required
Ranked #4 4. Countries should introduce management measures to help prevent fishing capacity from exceeding levels that result in harvest rates that impede the ability of fish stocks to reproduce sustainably over the longer term.	• Organize co-management of fishing capacity • Establish/maintain licensing system • Introduce access limitation • Introduce rent reallocation scheme (e.g. tax, community funds) • Stop perverse subsidies • Use buy-back schemes • Establish closed areas/seasons • Integrate fisheries management into habitat management	• Yesterday	• National administration (not only DOF) (initiates) • Scientific institutions • Fishery stakeholders, large as well as small-scale • Support from Regional institutions and international technical and financial assistance as required
Ranked #5 2. Countries should encourage relevant regional organizations to provide assistance in technical support and development of guidelines for conservation and fisheries management, capacity building, sharing data and information on fisheries and trade, and strengthening networking for the purpose of enhancing participation and ensuring implementation of conservation and management measures in the region.	• Countries ask for assistance • RFOs assist with standards for data to facilitate sharing of information • Use existing RFOs to arrive at common approaches to manage fishing capacity • Hold workshops/training to build governance and management capacity • Share of technical expertise between countries • Request and develop regional projects through RFOs, IFOs or among themselves • Use RFOs to develop mechanisms for agreeing on bilateral and multilateral agreements	• Ongoing!	• Member countries of RFOs (initiates) • National administration • Scientific institutions • Support from Regional institutions and international technical and financial assistance as required

ANNEX VIB

PRIORITY ACTIONS AND IMPLEMENTATION STRATEGIES – WORKING GROUP 2 – IUU FISHING

Actions	*How*	*When*	*Who*
All coastal States, relevant flag States and fishing entities operating in the region should actively cooperate in ensuring that fishing vessels entitled to fly their flags do not undermine the effectiveness of conservation and management measures, including engagement in or supporting illegal fishing.	• No. 1 priority. • Review policy and legislation and revise as necessary to include registering, recording and authorising fishing vessels. • Promote regional collaboration and approaches. • Exchange information on fishing activities. • Promotion of regional guidelines for registering, recording and authorising fishing vessels.	• Review of policy, <1 year, review and revise legislation <5 years • Within 6 months • Within 6 months • Within 1 year	• Governments in consultation with stakeholders as appropriate with technical assistance from international organizations as required. • APFIC to take lead in consultation with national fishery administrations. • National fisheries administrations to identify contact points. • Technical assistance from international organizations as required.
Countries should consider adopting Port State Measures, where appropriate, based on the FAO 'Model Scheme on Port State Measures to Combat IUU Fishing[8].	• No. 2 priority. • Undertake interagency consultation and collaboration • Review policy and legislation and revise as necessary and where absent, establish and/or legislate Port State control mechanisms. • Undertake capacity building and training	• Within 1 year • Review of policy, <1 year, review and revise legislation <5 years • Within 1 year	• National fisheries administrations • Governments in consultation with stakeholders as appropriate with technical assistance from international organizations as required. • National Governments with technical assistance from international organizations as required.
Countries should establish control measures such as vessel registers, mandatory notification of the intention to transship and the application of vessel monitoring systems.	• No. 3 priority. • Assessment of existing vessel registry systems, mandatory notification and VMS use, including compatibility with a view to further collaboration.	• Within 2 years	• National Governments with technical assistance from international organizations as required.
Countries should undertake to develop and implement national plans of action to accelerate their efforts to reduce overcapacity and eliminate illegal fishing activity where these issues are known to occur.	• No. 4 priority. • With regards, NPOAs on IUU fishing. • Assess IUU fishing situation in each country. • Review and revise existing, or develop, NPOAs taking	• Within 1 year • Within 2 years	• National fisheries administrations and other relevant agencies • Governments in consultation with stakeholders as appropriate with technical assistance

[8] *Noting recent developments in the FAO to negotiate a binding international agreement on Port State Measures, the Parties to the RPOA agreed to consider the provision of the FAO document once it is completed.*

Actions	*How*	*When*	*Who*
	account national approaches to fisheries management and gap analysis.		from international organisations as required.
Countries should develop a regional MCS network to promote the sharing of information and to co-ordinate regional activities to support the promotion of responsible fishing practices.	• No. 5 priority. • Develop and link national MCS systems for regional MCS information sharing. • Undertake capacity building.	• Within 3 years • Within 2 years	• National Governments with technical assistance from regional and international organizations as required • National Governments with technical assistance from regional and international organizations as required

ANNEX VIC

PRIORITY ACTIONS AND IMPLEMENTATION STRATEGIES – WORKING GROUP 3 – INFORMATION NEEDS

Actions	*How*	*When*	*Who*
6.1 Assess the status of fishery resources and fishing fleet capacity	• Surveys • Indicators for resource status/ capacity • Catch statistics at landing sites • Vessel register (length, tonnage, gear) • Analyses of existing data • History of fishing development • Census • Strengthen existing • Regional Technical Consultancy	• Immediate • and then annual/biennial • (medium/long-term) • By setting target date	• Countries with support of RO/IO (SEAFEC/ FAO) • Countries with central registry • Countries • With fishers
11.2, 12.2, 5.2 Strengthen MCS systems-vessel	• Vessel registers (black & white) • Link with Global MCS network • Review of law & regulation • Develop VMS system • VMS on <20 m vessels or outside EEZ • Norms & standard for vessels	• Start now	• Countries with RO/IO support & IMO • WWF • Maritime Security Agency
4.1, 10.1, 10.2 Engage regional organizations	• Workshops • Regional advisory body • Regional database • Give mandate (i) SE Asia (ii) S Asia • Provide capacity development for data, info, management, sharing • Develop Programme/project proposals • MOU for countries • National focal points	• When resources available	• Countries under APFIC/ FAO • Donors • Regional organizations
5.1, 9.1 Work together to improve and standardize data	• Agree on regional standards • Political commitment to collect & share data • Stakeholder involvement	• Urgently	• Countries with support from RO/IO
6.6 Collect and share information on management and capacity reduction	• Country reports • Regional reviews • Improve internet connectivity • Website • Web-based info	• Ongoing • Biennial reporting	• SEAFDEC/APFIC • Donors

Asia-Pacific Fishery Commission

Food and Agriculture Organization of the United Nations

Southeast Asian Fisheries Development Center

International Collective in Support of Fishworkers

Swedish International Development Agency (Sida)

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