



**FISHERIES MANAGEMENT IN THE WESTERN & CENTRAL PACIFIC
FISHERIES CONVENTION AREA
ROLES FOR ENGOs AND CSOs**

**Ela Beach Hotel
Port Moresby
Papua New Guinea
29th -30th January, 2009**

**WORKSHOP
SUMMARY RECORD AND OUTCOMES**

Prepared by:

**Ian Cartwright
Workshop Facilitator**

Glossary of Acronyms

ANCORS	Australian National Centre for Ocean Resources and Security
CROP	Council of Regional Organizations in the Pacific
DWFNs	Distant water fishing nations
EAFM	Ecosystem approach to fisheries management
EBFM	Ecosystem based fisheries management
EBM	Ecosystem based management
EEZ	Exclusive Economic Zone
eNGO	Environmental non-government organization
FFA	Forum Fisheries Agency
FFC	Forum Fisheries Committee
FFVs	Foreign fishing vessels
FSM	Federated States of Micronesia
FSPI	Foundation for the Peoples of the South Pacific
GEF	Global Environment Facility
GDP	Gross domestic product
IATTC	Inter American Tropical Tuna Commission
IUCN	International Union for the Conservation of Nature
IUU	Illegal, unregulated, and unreported
LOSC	Law of the Sea Convention
MOU	Memorandum of Understanding
MPA	Marine protected area
NFA	National Fisheries Authority (PNG)
NGO	Non-government organisation
OFP	Oceanic Fisheries Programme
PCC	Pacific Conference of Churches
PCRC	Pacific Concerns Resource Centre
PETS	Protected, endangered, and threatened species
PICs	Pacific island countries
PNA	Parties to the Nauru Agreement
PNG	Papua New Guinea
RFMO	Regional Fishery Management Organization
SDA	Seventh Day Adventist
SOI	Southern Oscillation Index
SPC	Secretariat of the Pacific Community

SWOT	Strengths, weaknesses, opportunities, and threats
UNFSA	United Nations Fish Stock Agreement
US	United States
USP	The University of the South Pacific
VDS	Vessel day scheme
VMS	Vessel monitoring system
WCP	Western and Central Pacific
WCPF	Western and Central Pacific Fisheries
WCPFC	Western and Central Pacific Fisheries Commission
WCPO	Western and Central Pacific Ocean
WCS	Wildlife Conservation Society
WWF SPP	World Wide Fund for Nature South Pacific Programme

SUMMARY RECORD AND OUTCOMES

1. Introductory remarks

Mr Cain Lomai, opened the meeting with a prayer. Seremaia Tuqiri, WWF SPP Fisheries Policy Officer welcomed participants, noting the significance of the meeting given the sustainability challenges currently facing the tuna industry in the Western and Central Pacific Ocean (WCPO), and the potentially valuable role NGOs and CSOs could play in helping achieve effective management.

The workshop facilitator, Ian Cartwright, outlined some of the key objectives of the workshop, noting that:

- i. tuna resources in the WCPO were vital to the economies of a number of Pacific island countries (PICs), and of great significance to most others;
- ii. their sustainable use was vital to maintaining levels of benefits to communities at all levels, and that NGOs had a clear place in working towards ensuring that there was awareness within communities of the key issues associated with oceanic fisheries and their management;
- iii. the first key goal of the workshop was to provide baseline knowledge concerning oceanic tuna fisheries including: key tuna species, bycatch species and their place in the broader ecosystem; and current management arrangements, with an emphasis on the WCP Fisheries Commission;
- iv. the second goal was to identify what future roles NGOs could have in improving oceanic fisheries management and how best that role could be supported through effective channels of communication; and
- v. that it would be important for the workshop to ensure that ongoing action is taken and that it is not a 'one off' exercise in engaging NGOs and CSOs

Participants provided self introductions. A list of participants is provided as **Attachment 1** to this record. The agenda is provided as **Attachment 2**. During the course of the workshop the agenda was modified to meet the needs of participants.

2. Understanding the resource and its habitat

Ian Cartwright provided a presentation on behalf of the Oceanic Fisheries Programme (OFP) of the Secretariat of the Pacific Community (SPC) provided a presentation on the biological/scientific aspects of the WCPO fishery. SPC provide technical support and expertise for fisheries (and other programmes) to 26 members and Donors in the WCPO. The talk was structured in three parts:

- i. The WCPO oceanographic environment
- ii. Oceanic fisheries resources and fisheries of the WCPO
- iii. Assessments, Fishing, Interactions and Issues

2.1 The WCPO oceanographic environment

The following key points were made:

- The region is subject to complex and broad-scale oceanographic processes incorporating both long and short term cycles. The impact of climate change on these processes is unclear.
- *El Niño* (warming events) and *La Niña* oceanic conditions (as indexed by the southern oscillation index, SOI) influence water temperature in the Pacific Ocean, which in turn influences the distribution and local abundances of tuna.
- *El Niño* events result in warm water from the ‘warm pool’ being located towards the centre of the Pacific, while *La Niña* events results in a contraction of the warm pool to western equatorial regions, and a westward extension of the ‘cold tongue’ (cooler water from the Eastern Pacific up-welling system). Changes in the oceanic environment as indexed by the SOI influence the distributions and local abundances of tunas in the WCPO.
- Since 1950 there have been 14 *El Niño* events and these have been shown to be closely related to tuna catches in the waters of PICs.
- The oceanic environment is far from just a uniform ocean – in addition to the dramatic changes driven by *El Niño* / *La Niña* events, there are also local upwellings, temperature anomalies and ecosystems associated with seamounts.
- While global climate and oceanographic change are beyond the control of fishery managers they can (and should) be taken into account in management and planning of WCPO oceanic fisheries.

2.2 Oceanic fisheries resources and fisheries of the WCPO

The following key points were made:

General

- The species mix in the WCPO fishery is very diverse; observers have recorded 279 species and 79 species ‘groups’.
- The key target species of the commercial oceanic fisheries of the WCPO are the four key species of tuna (bigeye, yellowfin, skipjack, albacore), as well as key billfish species (e.g. swordfish, blue marlin, striped marlin). The 2007 Provisional estimates of catches of tuna in the WCPO, by species, in 2007 were:
 - Skipjack : 1,726,702 mt (72%; record; ↑)
 - Yellowfin : 431,814 mt (18% ; stable)
 - Bigeye : 143,059 mt (6% ; ↑ 2nd highest)
 - Albacore : 95,240 mt (4%; ↓)

- A range of other species also contributes to the retained commercial catches, including wahoo, mahimahi and opah. Some species of sharks are also targeted for meat and fins.
- A range of species captured by oceanic tuna fisheries are not retained (i.e. bycatch). Bycatch species include other species of fish, sharks and rays and some protected and endangered species including turtles, seabirds and mammals.
- Generally, fishers attempt to avoid bycatch for commercial reasons i.e. they have no wish to lose time, money (e.g. lost bait, lost opportunities to catch target species) and effort on a catch that has no commercial value. A range of bycatch mitigation strategies and technologies are being applied to commercial fishing vessels in the WCPO.

Bycatch

- Not much is known about billfish, but they are significant for game fishing and some commercial longlining. Many stocks are thought to be close to being fully exploited (e.g. south-west Pacific swordfish and striped marlin; Pacific-wide blue marlin).
- Apart from north Pacific blue shark which is not thought to be overfished, the status of other shark stocks remains unknown. However, the biology of many species (e.g. they produce relatively few young (low fecundity), high age at first maturity, long-lived) makes them vulnerable to over-exploitation by commercial fisheries. In addition, shark fin is a highly valuable commodity and the demand for fins is increasing world-wide. Some licensed shark (longline) fisheries exist in some countries within the WCPO.
- Seabird-fisheries interactions and mortalities are a major issue for longline fisheries operating in latitudes north of 20°N and south of 30°S. However, since 1998 fewer than 100 seabird mortalities per year have been estimated for longline fisheries operating between 15°N and 30°S in the WCPO. There have been no observed mortalities of seabirds as a result of purse-seine fishing in the WCPO.
- There have been very few mortalities of marine mammals due to longline or purse-seine fishing activities in the WCPO, with less than 10 total mortalities estimated as a result of longline fishing since 1998. Depradation (whales taking hooked fish from longlines) is a perceived issue, especially in sub-equatorial countries of the WCPO.
- Due to their endangered status, turtles are an issue for longline fishing, but there have been declining mortalities in recent years due to efforts to increase awareness and promote better handling.
- Low levels of observer coverage of the longline fleet (less than 1% of all fishing activities are covered by an observer) is hampering efforts to get a better understanding of the impact of tuna fishing on bycatch species and other species in the WCPO.

Fishing methods

- There are three main methods of tuna fishing which together account for a catch of around 2 million tones per annum from the WCPO.
- In 2007 Provisional catch estimates, total and by gear, in the WCPFC were:

- Total Catch – 2,396,815 mt (record; 5% ↑)
 - Purse seine – 1,739,859 mt (73% ; record)
 - Longline – 232,388 mt (10% ; ↓)
 - Pole-and-line – 214,935 mt (9% ; provisional)
 - Other – (8%)
- **Purse seine fishing** is based on large (e.g. 1,500m long 200–400m deep) surrounding nets set on the surface to catch surface swimming, schooling tuna – most of which are skipjack. However, significant catches of mainly small, juvenile yellowfin and bigeye tunas are also made by this fishery in the WCPO.
 - Around 60% of the WCPO catch is taken by purse seines, which also take small yellowfin and bigeye that swim in schools with skipjack.
 - Purse seines are either used to surround schools of fish associated with floating objects (Fish Aggregating Devices – FADs, logs) or free swimming schools at the surface.
 - Purse seine fishing occurs mostly in equatorial waters (10°N-10°S) while longlining is carried out throughout the Pacific, with albacore targeted in higher latitudes.
 - FAD fishing has strong implications for increased catches of bigeye, yellowfin and bycatch species and management measures are being developed at the Commission to deal with this.
 - **Longline fishing** is based on individual hooks attached to long lines (up to typically greater than 30 km long) suspended from floats – it is an extensive method of fishing targeting large tuna (yellowfin, bigeye and albacore) below the surface.
 - Longlining is very significant for some Pacific Island countries, especially those in Polynesian states, and small-scale domestic longline fleets have developed in many countries of the WCPO since the mid 1990s.
 - **Pole and line fishing** uses bait and poles to take individual fish (skipjack and some yellowfin), one at a time from surface schools – it is not an efficient way of catching fish (relative to purse seines) and has declined as a fishing method in the WCPO. Many PICs had pole and line fleets, including PNG, but they now no longer operate. Japan maintains a major distant water pole and line fleet.

2.3 Assessments, Fishing, Interactions and Issues

General

- The big management issues are currently around the status of the target tuna species, especially the status of stocks of yellowfin and bigeye tunas, which support fisheries throughout the WCPO, and the development aspirations of PICs.
- Interactions with protected, endangered and threatened species (PETS) are also important and are currently being addressed at WCPFC and country levels.
- It should be noted that the Scientific Committee of the WCPFC has recommended that

the fishing effort on bigeye and yellowfin tunas needs to be reduced (by approximately 25% and 10%, respectively) to reduce effort to levels that would achieve a maximum sustainable yield into the future. If these reductions are achieved, there are likely to be reduced fishery impacts on all other species that interact with commercial tuna fisheries in the WCPO, including reduced impacts on PETS.

- Recent agreements at the Commission (December 2008) to implement (or consider) key management measures including 100% observer coverage, a 3 month FAD closure, a ban on discarding and a series of high seas closure will make a significant contribution to reducing the impacts of fishing on bigeye tuna.

Status of key stocks

- The purpose of stock assessments is to determine the biological health of fish stocks and determine how much biomass can be removed without threatening its long-term sustainability.
- **Skipjack** is generally considered to be healthy with catches of 1.7 million mt across the entire WCPO. Fishing mortality levels have increased but still modest relative to the stock's biological potential. Recent catch levels are sustainable with continued high levels of recruitment
- A key issue is that the purse-seine fishery for skipjack also catches small and juvenile yellowfin and bigeye and large, adult yellowfin – both yellowfin and bigeye stocks are experiencing overfishing (too much effort).
- **Yellowfin** The WCPO yellowfin tuna fishery can be considered to be fully exploited. Both the 2006 and 2007 assessments indicate that there is a high probability that overfishing is occurring but the stock is not in an overfished state.
- **Bigeye** is also experiencing overfishing (too much effort) and the Scientific Committee has recommended a 25% reduction in fishing mortality, noting that as with yellowfin, fishing impacts in the equatorial WCPO have been increasing over recent years and more urgent management actions may be required for this area.
- **Albacore** was previously generally considered to be healthy and to be fished at relatively low levels of exploitation relative to the stock's potential. The southern albacore fishery mainly captures only the larger and older fish, which make up a minor proportion of the total stock. While removal of this proportion of the stock is *biologically* sustainable, increased effort on this small proportion of the stock could result in local depletion reducing catch rates and resulting in *economic* problems.
- Very substantial structural changes made to the latest assessment (due to new information and data available to scientists) have resulted in significant changes to model outputs has resulted in lower levels of stock size and maximum sustainable yield. Due to the uncertainty regarding the sustainability of the South Pacific albacore stock and the SC recommended that catches of South Pacific albacore remain at current levels

Management actions

- It is clear that continued management action needs to be taken now to reduce the current

levels of fishing effort on yellowfin and bigeye (i.e. to reduce or eliminate overfishing).

- Management actions are focussed on addressing key problem areas – FAD fishing for juvenile bigeye and yellowfin and longline fishing for bigeye.
- Decisions on management measures will have clear implications for different fishing methods and will require careful balancing so as to not unduly disadvantage the various interested parties at the Commission, including the PICs.

3. The Tuna Fisheries – Commercial Issues

Mr Steve Shanks of the Forum Fisheries Agency (FFA) provided a presentation on the commercial issues associated with the WCPO tuna fisheries. The following key points were made:

Forum Fisheries Agency

- The FFA, based in Honiara, Solomon Islands was established in 1979 and currently has 17 members – 15 Pacific PICs plus Australia and New Zealand.
- While FFA's original role was in controlling the operations of Foreign Fishing Vessels (FFVs) and maximizing the benefits from these operations, over time greater emphasis has been placed on assisting members to develop their own oceanic fishing industries.
- FFA provides a range of services to its members, based on four key areas: economics and marketing (including advice on prices, markets etc); fisheries management (including assistance with fisheries management, advice on Commission issues etc); monitoring, control and surveillance (including running registers of the vessel monitoring system and vessels in 'good standing'); and legal and treaty services (US and FSM Treaties and advice on national fisheries legislation).

Commercial significance of tuna fisheries

- The WCPO fishery is the most significant in the world with catches of around two million tonnes per annum, and accounting for around 50% of the global tuna catch.
- There are about 300 industrial-scale tuna vessels based in the region, including 26 purse seiners, 32 pole and line vessels, and about 200 longliners - annual expenditures by these locally based vessels approach US\$150 million.

Fishing agreements

- Under the Law of the Sea Convention (LOSC) and the supplementary United Nations Fish Stocks agreement (UNFSA), coastal states, including the PICs were provided with a wide range of rights and obligations to explore, exploit, conserve and manage the living marine resources in their waters.
- Among the sovereign rights to manage living resources within 200nm awarded to PICs under the LOSC is the ability to bring in other Parties to harvest the resource where they are unable to harvest the resources themselves.
- As a result of the right to bring in other parties, fishing access agreements of two

main types were developed – Government/industry agreements; and Government/enterprise agreements.

- These often operate in conjunction with the government to government arrangements that generally outline principles surrounding access (i.e. can board a vessel at any time, must operate consistent with the laws of that country when fishing within the EEZ etc); while the Government to fishing industry agreements detail the specifics of access including fees, permitted gear and restrictions etc.
- The most common access agreements are bilateral agreements with the traditional Distant Water Fishing Nations (DWFNs) of Japan, China, Korea, Philippines and Taiwan.
- There is one major multilateral agreement between the US and FFA members (US Treaty) that allows access to the US fleet access to PICs waters, of up to 40 purse seine vessels for an annual fee of US\$21 million.
- One other form of access agreement exists – the Federated States of Micronesia Arrangement for Regional Fisheries Access (the FSM Arrangement) which was set up to enable locally based vessels to fish in the waters of parties to the agreement, thus creating employment and generating revenue for PICs instead of the income generated from fishing activities within PIC EEZs going offshore.

Significance of fisheries to the region

- Tuna fisheries are a major source of employment, with over 10,000 Pacific Islanders employed on vessels and in tuna processing plants. Total direct and in-direct tuna-related employment is estimated to be between 5-8% (21,000 – 31,000) of all wage employment in the region, and tuna canneries alone employ 5 percent of all formally employed women in the region.

The future

- For future development in the region – FFA members are generally looking at mechanisms to retain the revenue generated from tuna fishing operations in-country.
- The most obvious way to do this is to develop domestic fleets with local investment so the money generated remains within the region.
- The best example of where this has been done is with PNG where access to its EEZ is directly linked to onshore activity and investment, including processing (canneries).

4. Fisheries Management

The workshop facilitator, Ian Cartwright, provided an overview of the key principles of fisheries management.

It was noted that without management, fisheries will continue to experience overfishing (too much effort) and stocks would likely become overfished (reducing the biomass of fish below that needed to produce maximum catches) and depleted, as a result of their being a ‘common property’ asset. To deal with this concern, a range of fisheries management strategies were

discussed based on either controlling inputs (e.g. the number of boats) or outputs (e.g. the amount of catch taken).

Steve Shanks then provided an overview of fisheries management issues in the WCPO, drawing attention to the following points:

- The WCPO fishery is very complex consisting of a large geographical area, and a fishery that is multi jurisdictional and multi-gear, targeting a number of highly migratory species.
- There is strong interaction between fishing gears, with a limited ability for fishing activities to discriminate between species – e.g. purse seiners taking large catches of small bigeye.
- It is estimated that 25% of the catch is taken in an area where limited ability exists to control and monitor fishing activities (e.g. Indonesia and Philippines).
- PICs have always had the right to manage the resources in their own EEZs and through sub-regional agreements such as the Palau Arrangement, cooperatively within the zones of parties to the agreements.
- Generally, management initiatives in PICs have two major purposes: to ensure the long term sustainability of the resource and maximise economic returns to the states in whose waters the fish are caught.
- In-zone management for the purse seine fishery is now moving to the control of the number of days spent fishing using the purse seine method – the so-called Vessel Days Scheme (VDS) which is currently under implementation– there is no PIC regional arrangement for managing longline effort.
- The VDS will control fishing, while creating a mechanism for potentially increasing the value of fishing opportunities in PICs waters (due to a limited available of days and tradability).
- Access arrangements, both bilateral and multilateral control fishing by DWFNs.
- With the establishment of the Commission under the Convention on the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific, there is now a body whose responsibility is to ensure the sustainable management of oceanic resources throughout the WCPO, including areas of high seas.
- The Commission has already agreed to a number of resolutions and measures aimed at addressing key areas of conservation and management concern (bigeye and yellowfin, sharks, seabirds etc.).

Sub-regional management arrangements

Mr Pio Manoa of FFA provided a brief overview of sub-regional arrangements and activities associated with the Parties to the Nauru Agreement (PNA) and raised a number of significant points of interest.

- The waters of the PNA Group, which include Papua New Guinea, dominate the area 10° N to 10° S, which is the equatorial area where 90% of the tuna in the WCPO are taken. This affords the group considerable political and economic influence over the tuna fishery, and in particular the purse seine sector.
- The Nauru Agreement Concerning Cooperation in the Management of Fisheries of Common Interest (Nauru Agreement) was established 1982 and comprises eight member countries. These are: FSM, Kiribati, Marshall Islands, Nauru, Palau, Papua New Guinea, Solomon Islands and Tuvalu
- The Nauru Agreement has been given effect through three implementing agreements (IAs):
 - 1983 IA – Regional Register and Licensing (Minimum) Terms and Conditions.
 - 1990 IA – Requirement for transshipment in port, high seas catch reports and logbooks, and requirements for observers.
 - 2008 IA – Major fisheries management initiatives – Catch retention, FAD closures, high pocket closures, 100% observer coverage and VMS on at all times
- In November 1997 the PNA group established the Palau Arrangement which: regulates purse seine fishing effort, including vessel numbers by size, carrying capacity, operation type, fishing power, and technological capability; allocates licence limits for PS vessels; and establishes closed areas and closed seasons.
- The Palau Arrangement based on regulating vessel numbers was replaced by the Vessel Day Scheme (VDS) which came into operation on 1 December 2007. The VDS now into its second Management Year (1 January to 31 December 2009).
- Again in November 1997, the PNA group established the FSM Agreement which: promotes participation by nationals of the Parties in the PS fishery; assists the development of national fisheries industries of the Parties; provides a licensing regime which gives preferential treatment to PS vessels of the Parties; and establishes and enforces agreed criteria to ensure only those fishing operations which are genuine and quantifiable are eligible for a Regional Access Licence (RAL). A RAL allows vessels to freely move between the waters of FSM counties, paying a single agreed (preferential) rate of access fees.
- There are currently 25 FSM vessels (Jan.09)
 - 1 Kiribati flagged
 - 4 FSM flagged
 - 5 Marshall Islands flagged

- 13 Vanuatu flagged, home Party PNG
- 2 China flagged, home Party PNG

5. WCPF Convention and Commission

Pio Manoa, Legal Officer at FFA provided a background and overview of the WCPF Convention and Commission. Attention was drawn to the following points:

- The history of oceans governance goes back a considerable period of time. For many years the debate about the open or closed nature of the seas raged between the United Kingdom and the Netherlands. In addition, it was felt that the seas were inexhaustible in that they could withstand almost any level of fishing without having an impact on the sustainability of fisheries resources.
- A series of United Nations conferences on the law of the sea (UNCLOS I-III) were completed between 1958 and 1982. UNCLOS III is considered to have established the “Constitution” for the Ocean; by determining the breadth of territorial sea as 12 nautical miles; creating a regime for archipelagic States; creating Exclusive Economic Zones (EEZs); and maintaining the freedom of fishing on the high seas.
- The Freedom of Fishing is enshrined in UNCLOS III, (Article 87(1)(e) LOSC) States have the right to fish on the high seas subject to: Treaty obligations and the rights duties and interests of coastal States as provided for under the EEZ regime.
- A number of problems with the High Seas Provisions of UNCLOS III were identified including; the lack of cooperation among States whose nationals fish on the high seas; lack of control of nationals; no specific flag State responsibilities over fishing activities of its vessels; increased subsidies by fishing nations, over-reporting of high seas catch and increased high seas fishing at the edges (reported) of EEZs.
- After the 1992 Earth Summit in Rio, States agreed to move to address these problems and negotiated and agreed to the UN Implementing Agreement (UNIA or ‘Fish Stocks’ Agreement) which aimed to ensure the conservation and long term sustainable use of highly migratory fish stocks such as tuna, and shared fish stocks, particularly on the high seas. PNG signed UNIA on 1999 and it entered into force in December 2001.
- UNIA contained a range of innovative themes designed to improve fisheries management including: increased flag State responsibility; increased international, regional and sub-regional cooperation through the establishment of Regional Fisheries management Organizations; Control of non-parties; port state enforcement; and recognition of ecosystem approaches to management.
- Following UNIA, the FFA members, DWFNs and other parties negotiated the WCPF Convention (adopted in September 2000) with the aim to ensure the long term conservation and sustainable use of highly migratory fish stocks in the western and central Pacific Ocean in accordance with the 1982 Convention on the Law of the Sea and UNIA.

- Under the WCPF Convention a Commission was established which makes decisions on conservation and management relevant to the HMS stocks in the Convention area. As a general rule, decision-making in the Commission is by consensus, although a facility to use a system of voting is available if all efforts to reach consensus have been exhausted.
- In adopting conservation and management measures the Commission must consider a number of issues including the application of the precautionary approach; compatibility between EEZs and high seas; and recognition of the special requirements of developing States.
- Members, including PNG have a number of general obligations to fulfil under the Convention, as do port states and flag states.
- The rights of observers, including NGOS, to attend Commission meetings and the procedure involved, are clearly laid out in the Convention. Essentially any NGO that can demonstrate their interest in matters under consideration by the Commission may attend, subject to notification and objection procedures.

6. Key issues facing the Commission

Steve Shanks led a discussion by making a brief presentation on the key issues facing the Commission. It was noted that discussions at the Commission have led to agreement of a number of instruments in the form of resolutions and measures. These, records and papers from Commission meetings and other material, are available on the Commission website (<http://www.wcpfc.int>). The important difference between the two instruments is that measures are binding, while resolutions are non-binding.

Measures are interpreted, implemented and reported by members of the Commission but due to the newness of the Commission – the commitment of complying with measures that have been agreed to have not yet been extensively tested.

The Commission has agreed on a number of resolutions and measures, which effectively fit into three categories:

- i. Target species: measures to control effort on bigeye and yellowfin tuna by containing effort and catches.
- ii. Non-target species (by-catch): measures to mitigate catches of seabirds, non-target fish, sharks and turtles.
- iii. Monitoring, control and surveillance: measures to establish a Commission Vessel Monitoring System, a Commission Regional Observer Program; boarding and inspection procedures, and an IUU vessel register.

7. Where do NGO and CSOs fit in?

The last sessions of the workshop focused on the potential role of NGOs in the work of the Commission, and more generally in ensuring that the issue of oceanic fisheries management

was kept firmly on the agenda of all sectors of the community. Participants agreed that NGOs and CSOs, including those with broader, but related community groups such as churches clearly have a role.

8. Key issues facing PNG oceanic fisheries

In order to focus the work of the workshop onto areas of particular relevance to Papua New Guinea, workshop participants agreed a range of priority concerns where they felt that NGOs and CSOs could 'make a difference'. These areas were:

- i. Oceanic tuna fisheries management in PNG
- ii. Community participation in tuna fisheries
- iii. Negative interactions with coastal fisheries
- iv. Dealing with IUU
- v. Impact of mining on tuna fisheries
- vi. Disseminating information
- vii. By-catch
- viii. Capacity building
- ix. Oceans policy

The workshop then focused on each of these areas and defined key issues and concerns, together with possible solutions or strategies for improvement.

i) Oceanic tuna fisheries management in PNG

Issues:

- Are the current management arrangements sufficient to secure the long term sustainability of tuna resources?
- Governance is a significant issue and relies on the degree to which the National Fisheries Authority (NFA) is able to demonstrate sound decision making and reporting to the wider community;
- Good governance and decision making also relies heavily on the effectiveness of consultative processes with stakeholders that should include NGOs;
- An adequate MCS regime to support compliance with fisheries regulations;
- Robust scientific evidence should be used to support decision making processes;
- There should be sufficient scientific capability at NFA to engage in stock assessment processes and have sufficient scientific capability;
- The links between NFA and local fisheries (provinces) are very weak;
- There should be regular review of, and adequate input into, management plans by stakeholders;
- More work is required on the impact of total removals of tuna on ecosystem.

Solutions:

- Increased transparency in NFA decision making – e.g. the web licensing initiative which shows all vessels licensed by NFA (first in the region);
- NGOs and CSOs should use NFA NGO board members to access information and get their voices heard; if there is no NGO on the NFA board then inform NFA that they are required to have an NGO representative on the board under their Act;
- It is believed that there is a full consultative process envisaged under the tuna management plan, to include NGO representation – this should be happening;
- Use VUDAL graduates to improve NFA capacity in stock assessments;
- Use Fishcol courses and expertise to expand knowledge in oceanic fisheries;
- Utilize and disseminate information arising from current SPC stock assessments and other relevant projects.

ii) Community participation in tuna fisheries**Issues:**

- There are no legal or bureaucratic barriers to participation in tuna fisheries by communities;
- Problems for entrants relate mainly to capital, expertise and the major gap between industrialized fisheries and domestic local fleets (especially vessel ownership);
- Major direct involvement in tuna fisheries (e.g. vessel ownership/processing) by communities is not realistic;
- Some ability to land good quantities of tuna from small scale vessels; the issue then is to how best to market these fish;
- Lack of knowledge at community level about tuna fisheries in general;
- Important to look at benefits to the wider community from jobs and other benefits beyond menial factory labour in tuna processing factories.

Solutions:

- Greater community involvement in creating local markets for oceanic species and other initiatives;
- Use Locally Managed Marine Areas (LMMA) – type initiatives to engage coastal communities in tuna fisheries since LMMA networks already have good mechanisms to support a range of programs and other potential community activities;
- Capacity building at community level to increase ability to take advantage of realistic opportunities in tuna fisheries;
- Community involvement in compliance monitoring and various other activities;
- Formal employment in observer and onboard inspection roles;
- Informally engage individuals and communities as ‘coastal rangers’ to detect and deter illegal fishing (similar to Australian Northern Territory example).

iii) Negative interactions with coastal fisheries

Issues:

- Negative social interactions including prostitution, HIV/AIDS);
- Health issues - e.g. reported skin disease from fish plant effluent.
- Illegal migration – shore incursions by persons off foreign vessels;
- Quarantine issues (animals, plants, etc);
- Impact on local community economy – local market competition where purse seiners dump by-catch and lower market prices for local fish;
- Pollution from industrial fishing vessels (fuels, oils, waste, etc)
- Dependency on bycatch as a source of cheap protein leading to a loss of traditional fishing skills.

Solutions:

- Awareness and public education programme focusing on the potential negative impacts of tuna fisheries (use of all media forums including print, TV, radio);
- Greater involvement by other (than NFA) government departments e.g. Health Department (skin disease); Department of Environment Conservation (processing plant effluent and other pollution), Department of Immigration (illegal migration) Quarantine Department (animals and plants);
- Develop effective legislation where gaps exist.

iv) Dealing with IUU

Issues:

- PNG has a large ocean area (2.4 million square kilometres) to patrol effectively;
- Community impacts include potential breaches of inshore boundaries by large industrial vessels, including shark longliners;
- Coastal communities and their small vessel fleets provide a substantial resource able to report IUU;
- Need for an increased understanding, estimation and awareness of IUU and its impacts on PNG fisheries and communities.

Solutions:

- Ensure adequate investment and resources in MCS;
- Increase capacity of, and coordinate coastal communities to deal and report with IUU;
- Need for transparency and reporting of MCS initiatives, prosecutions and results to expose instances where some parties have been ‘let off’ serious breaches of fisheries law as a result of political intervention;
- Better dissemination of information to communities.

v) Impact of mining on tuna fisheries

Issues:

- Lack of understanding as to who has jurisdiction and preferential access to/responsibility for coastal waters i.e. is it - NFA or Department of mining (e.g. Bismark Sea - an surrounded by major mining operations e.g. Lihir Gold, Frida Gold mine, nickel mines);
- Cross jurisdictional issues – potential confusion and conflict;
- Deep sea mining and the potential impact of effluent on pelagic ecosystems;
- Discharge, waste and effluent as result of deep sea mining operations.

Solutions:

- Collaboration between responsible government agencies and the development of an effective oceans policy;
- Harmonization of respective legislation;
- Awareness raising within government departments;
- Examine new deep sea mining policy and ensure fishing and marine environment provisions provide adequate protection;
- Independent environmental monitoring.

vi) Disseminating information

Issues:

- Inadequate flow of information on tuna fisheries to communities and provinces;
- Clarify who is responsible for disseminating information (NGO, Civil Society groups, Governments);
- Appropriate level of information (technical and language);
- Logistics and resources due to coast line;
- Wide range of languages;
- Literacy issues.

Solutions:

- Use appropriate delivery mechanisms and local languages and level of complexity matched to target audience;
- Rewriting and publishing technical papers into common language, translating key parts of them as appropriate;
- Networking amongst stakeholders, including this NGO/CSO group;
- Harness modern technology e.g. video etc where language/literacy is a problem;
- Use of drama, dance, song and other forms of interpretive art;
- Assign responsibilities for developing and delivering information and source appropriate level of funding.

vii) By-catch

Issues:

- Impact on protected, threatened and endangered (PET) species, and local sensitive species (e.g. turtles);
- Health issues (quality of product, where poor quality bycatch is dumped on local markets - see above);
- Potential impacts on local shark populations;
- Impacts on dive tourism;
- Ecosystem impacts.

Solutions:

- Community awareness and life cycle effects, - e.g. of turtles comparing beach collection of turtle eggs through to longline operations;
- Appropriate implementation of current legislative arrangements;
- Use of innovative technologies to reduce bycatch of turtles, sharks, etc);
- Improved policing and monitoring (ie. breeding areas and spawning areas).

viii) Capacity building

Issues:

- Need trained individuals to help dissemination of information, and to provide policy inputs, particularly at the local level governments (LLGs) level;
- General lack of research and technical capacity within region and PNG’;
- Lack of consensus on capacity building responsibility between National and provincial governments;
- Lack of resources.

Solutions:

- match audience and message as above;
- Vudal and Fishcol as above;
- FFA contribution;
- building NGO capability to engage in processes and understanding of issues;
- Identify and secure ongoing resources.

ix) Oceans policy

Issues:

- Multiple uses of ocean in PNG, some of which are in conflict, particularly in coastal/inshore areas;
- Many different government department responsibilities;
- International treaty and other obligations that must be met;
- Interaction between maritime safety and fisheries;
- Increasing threats of terrorism and piracy.

Solutions:

- Review existing policies;
- Opportunity for coordinated response to be led by NGO;
- Role for Constitutional Law Reform Commission (CLRC) and Consultative and Implementing Monitoring Council (CIMC).

9. Next steps**WWF/GEF project**

Mr Seremaia Tuqiri provided an overview of the anticipated support that has been, and will be available to NGOs and CSOs in the region. He drew attention to the following key points:

- WWF will continue its awareness and advocacy work within country, especially with local NGO's and CSO's;
- The establishment of a website is well advanced. This will provide all stakeholders, particularly for NGO's and CSO's, with access to information on tuna fisheries within the region. Topics covered will include information on the Commission and its associated activities, species of tuna, stories and media articles relating to tuna fisheries and also a discussion forum. Website address is www.pasifika.org;
- WWF would like to follow up with additional meetings within each country to help address the local issues and solutions in more detail;
- It would be valuable to establish an email group and mailing list within each country to share and disseminate information and discuss issues and solutions specific to PNG, etc.

In closing his talk, Mr Tuqiri raised the possibility of forming a small PNG NGO-CSO committee to progress topics. The PNG participants in the course then decided to briefly meet in private to discuss a preferred way forward.

10. Agreed Actions from the Workshop**The participants agreed to the following actions to take NGO and CSO engagement in oceanic fisheries management forward:**

- i. Link up with other NGOs and CSO's within country, and meet to prioritise the issues raised and the workshop and come up with an action plan - funded by WWF.
- ii. Facilitate a meeting (CIMC) between the NGO's and CSO's, government and industry to discuss the priorities and action plan developed in i) above.
- iii. NGO's to help facilitate 'best science' within the region (dissemination of information, advocacy of latest outcomes and evidence, etc).
- iv. Follow up meeting to occur in March or soon thereafter.
- v. Group to be contacted via email before next face to face meeting (prior to March).

PAPUA NEW GUINEA OFM WORKSHOP PARTICIPANTS 29-30 January 2009 Ela Beach Resort, Port Moresby		
NAME	ORGANIZATION	E-MAIL ADDRESS
Anne Kajir	Environmental Law Centre (ELC) P.O. Box 762 Port Moresby, NCD Papua New Guinea Tel. (675) 320 0128 Fax (675) 320 0124	anne@elc.org.pg
Cain Lomai	Mahonia Na Dari (MND) Research and Conservation Centre P.O. Box 697, Kimbe West New Britain Papua New Guinea Tel. (675) 983 4241 Fax (675) 983 4241	clomai.mnd@global.net.pg
Delly Bagu	Pacific Business Review Regional Publishing Limited P.O. Box 669 Port Moresby NCD Papua New Guinea	dellybagu@gmail.com

Frank Asaeli	Pacific Business Review Regional Publishing Limited P.O. Box 669 Port Moresby NCD Papua New Guinea	fasaeli@peil.com.pg
Lydia Kaia	WWF PNG P.O. Box 8280 Boroko NCD Papua New Guinea Tel. (675) 320 0149 Fax (675) 320 0519	lkaia@wwfpacific.org.pg
Nalau Bingeding	National Research Institute (NRI) P.O. Box 5854 Boroko NCD Papua New Guinea	nbingding@nri.org.pg
Paul Barker	P.O. Box 1711 Boroko NCD Papua New Guinea Tel: (675) 302 2200 Fax: (675) 325 6558	paul.barker@cimcpng.org

<p>Rufina Peter Senior Project Officer Agriculture & Natural Resource Centre</p>	<p>Consultative Implementation and Monitoring Council (CIMC) Mogoro Motu Building P.O. Box 1530 Port Moresby Papua New Guinea</p> <p>Tel. (675) 321 1714/320 3728 Fax (675) 321 7223</p>	<p>Rufina.Peter@cimcpng.org</p>
<p>Rufus Mahuru</p>	<p>Partners With Melanesia (PWM) P O Box 1910 Port Moresby, NCD Papua New Guinea</p> <p>Tel. (675) 323 6344 Fax (675) 323 6345</p>	<p>rmahuru@pwmpng.org.pg</p>
<p>Tamalis Akus</p>	<p>Conservation International P.O. Box 106 Waigani, NCD Papua New Guinea</p> <p>Tel. (675) 323 1532 Fax (675) 325 4234</p>	<p>takus@conservation.org</p>
<p>Tau Hera</p>	<p>International Education Agency (IEA) P.O. Box 6974 Boroko, NCD Papua New Guinea</p> <p>Tel. (675) 321 4720/321 4712 Fax (675) 321 4668</p>	<p>properties@iea.ac.pg</p>

Ursula Kolkolo	University of Papua New Guinea P.O.Box 320 University Post Office, NCD Papua New Guinea Tel. (675) 326 0900 Fax (675) 326 7187	ursula@upng.ac.pg
Ian Cartwright Facilitator	Thalassa Consulting	Thalassa@bigpond.com
Peter Trott Fisheries Program Manager	WWF – Australia	ptrott@wwf.org.au
Pio Manoa Legal Officer	Forum Fisheries Agency	pio.manoa@ffa.int
Steve Shanks Fisheries Advisor	Forum Fisheries Agency	steve.shanks@ffa.int
Seremaia Tuqiri Fisheries Policy Officer	WWF SPPO Private Mail Bag Suva Fiji Tel. (679) 331 5533 Fax (679) 331 5410	stuqiri@wwfpacific.org.fj



for a living planet[®]

AGENDA

ENGO and CSO IN-COUNTRY WORKSHOPS

Oceanic Fisheries Management in the Western & Central Pacific Fisheries Commission and the Possible Roles for Environmental NGOs and Civil Society Organizations (CSOs)

26th – 27th January 2009

Honiara, SOLOMON ISLANDS (venue tbc)

29th – 30th January 2009

Port Moresby, PNG (venue tbc)

Purpose of the Workshop

This ENGO/CSO Oceanic Fisheries Management Workshop aims to:

- create awareness of fisheries management issues, and the importance of maintaining healthy marine ecosystems, with an emphasis on fish stocks and habitats;
- outline the current status of oceanic fisheries, with an emphasis on the four key tuna species and associated by-product and by-catch;
- outline the economic significance of tuna fisheries to the region and efforts to expand national involvement in tuna fishing and processing operations;
- briefly describe the network of fisheries management arrangements in the Pacific, including national, sub-regional e.g. Parties to the Nauru Agreement (PNA) and multilateral (WCPFC) levels;
- map out the intended work of the Commission, emphasising the importance of transparency and engagement by Pacific Island nationals; workshop the potential areas of interest and involvement by Pacific eNGOs and CSOs in fisheries issues;
- discuss ongoing information and other needs of eNGOs and CSOs to support involvement in fisheries management; discuss interactions between tuna fisheries and coastal fisheries, environments and communities;

- outline the WWF/OFM work programme and obtain feedback on intended activities

Benefits of ENGO/CSO participation in tuna fisheries

Some of the benefits of increased ENGO and CSO involvement with respect to tuna fisheries include:

- Assisting engagement with the wider community, including coastal communities, on OFM issues that include the Western and Central Pacific Fisheries Convention, and the work of the Commission;
- Improving the timeliness of decision making at the Commission by improving information flow and increasing political awareness of the national level of the social, economic, and environmental threats of poor fisheries management in the western and central Pacific;
- Provision of accountability of decision-making at the national level through public scrutiny e.g. on inadequate bilateral access licensing activities, to help ensure that Pacific Island countries take meaningful steps to discourage overcapacity and permit unsustainable fishing.

Desired Workshop Outcomes

The Workshop is intended to focus specifically on issues relating to the conservation and management of tuna in the Western and Central Pacific Ocean (WCPO). The planned outcomes are that ENGOs and CSOs:

- are informed about issues on and brought about by the development of the tuna industry in the Solomon Islands and regionally;
- are fully aware of the role and function of the WCPFC;
- network domestically and with partners from across the Pacific Islands region on relevant fisheries issues of concern.
- enhance NGO stakeholder participation in national and regional oceanic fisheries management processes, including the Western and Central Pacific Fisheries Commission;
- enhance awareness of oceanic fisheries management issues leading to improvements in the legislation underpinning the WCPF Convention;
- establish a discussion forum; and
- promote and raise awareness raising of national and regional development and economic priorities and how these are related to sustainable fisheries management.

Background Information

In October 2006, the regional steering committee (RSC) for the Pacific Islands Oceanic Fisheries Management Project (OFM) coordinated through the Forum Fisheries Agency (FFA) endorsed a recommendation by an independent consultant that the WWF South Pacific Programme (WWF SPP) be the responsible agency to carry out **awareness and advocacy on western and central Pacific tuna fisheries issues among ENGOs and CSOs in FFA member countries**. WWF is honoured and excited to be given this role and considers it an important

responsibility in connecting ENGOs and CSOs with an issue that is very relevant and important to the economic survival of many Pacific Island countries.

Workshop Coordination and Funding

Funded through the Oceanic Fisheries Management Project (OFMP), Forum Fisheries Agency, Solomon Islands, and facilitated by WWF South Pacific Programme Office, Suva, Fiji with assistance from the WWF SI and WWF PNG Programme Offices.

Contacts

WWF South Pacific Programme Office

Seremaia Tuqiri
Fisheries Policy Officer
WWF SPPO
4 Ma'afu Street, Suva, Fiji

Tel. (679) 331-5533
Fax (679) 331-5410

E-mail: stuqiri@wwfpacific.org.fj

WWF Solomon Islands

Doreen Linga
Communications Officer
WWF SI (Honiara Office)

Tel: (677) 28023
Fax (677) 28097

Email: dlinga@solomon.com.sb

Julia Manioli
Fisheries Policy Officer
WWF SI (Honiara Office)

Tel: (677) 28023
Fax: (677) 28097

Email: jmanioli@solomon.com.sb

WWF PNG

Lydia Kaia
Communications Officer
WWF PNG (Port Moresby Office)

Tel: (675) 320-0149
Fax: (675) 320-0519

Robert Yen
Senior Project Officer
WWF PNG (Port Moresby Office)

Tel: (675) 320-0149
Fax: (675) 320-0519

E-mail: ryen@wwfpacific.org.pg

Workshop Programme

Day 1: 0830 – 1700 Understanding the WCP oceanic fishery and its management

Time	Activity	Presenter/ Responsibility
0830-0845	Opening remarks and agreement of programme Prayer	WWF/Facilitator Participant
1. Understanding the resource and its habitat		
0845-0925	The oceanic fisheries resources of the WCPO – target species and their stock status; by-product and bycatch	Ian Cartwright on behalf of (SPC)
0925-1005	The WCPO oceanic environment, including the effects of el Niño/la Niña on tuna fisheries and their management; ecosystem considerations.	As above
2. The tuna Fisheries		
1005-1040	Fishing methods, vessels and gear including FADs, key DWFN fleets, interactions between surface and longline (deeper water) fisheries	As above
TEA 1040 – 1100		
1100-11.45	Commercial issues: bilateral and multilateral access agreements; onshore investment including processing; PIC involvement in the tuna fishery.	Steve Shanks FFA
3. Fisheries management		
1145-1220	The need for fisheries management; basic principles, including ecosystem based fisheries management	Ian Cartwright
1220-1300	Fisheries management in the WCPO; national, regional and multilateral approaches	Steve Shanks FFA
LUNCH 1300-1400		
1400-1445	The WCPF Convention and Commission; role and functions, funding, structure, committees and working groups	Pio Mano FFA

4. Key issues facing the Commission/Fishery		
1445-1630 (Afternoon tea will be taken at a suitable point in proceedings)	<p>Conservation and management measures (target species); controlling effort/catch; in-zone vs high seas considerations; vessel days scheme and other catch/effort caps.</p> <p>Conservation and management measures (bycatch/ byproduct species, including non-target and dependent species)mitigating bycatch (sharks turtles, seabirds etc);</p> <p>MCS measures: vessel monitoring system, regional observer programme and High seas boarding and inspection procedures</p> <p>Monitoring compliance and sanctions: flag and port state measures; catch documentation scheme vs. statistical documentation schemes</p>	Questions and answer sessions will be held after each topic is covered.
1630-1700	So, where do NGOs fit in all this? A preliminary consideration of the potential roles of NGOs in WCP oceanic fisheries management	Participants
1700	Close	

Workshop Programme

Day 2: 0830 – 1700 The Role of NGOs in Pacific Fisheries

Time	Activity	Presenter/ Responsibility
0800-0830	Welcome refreshments	
0830-0850	Summary of day one and overview of day two	Facilitator
5. Current activities of NGOs		
0850-1015	Brief presentation by NGOs of their work and interest in relation to oceanic fisheries management	NGO participants
TEA 1015 – 1035		
1035-1140	Brief presentation by NGOs of their work and interest in relation to oceanic fisheries management (continued)	NGO participants
1140-12.15	The OFM project and its purpose in respect of promoting NGO involvement in oceanic fisheries management	WWF
6. Role of regional fisheries organisations		
1215-1245	Forum Fisheries Agency and Secretariat of the Pacific Commission	Steve Shanks FFA
LUNCH 1245-1345		
7. Potential role for NGOs in the context of the WCPFC		
1345-1445	Possible roles, activities and impacts including national and regional approaches.	Participants
8. Planning for the future		
1445-1530	Identification of information gaps, communication methods and other needs of NGOs to support involvement in fisheries management	Participants
TEA 1530-1545		
1545-1645	Agreement of an action plan Workshop Evaluation	Participants
1645-1700	Concluding remarks Closing Prayer	WWF/Facilitator Participant