

Programme of support to tackling IUU Fishing in Southern Africa

Programme Brief and Update No 1



August 2007



The programme of support to tackling IUU fishing in Southern Africa

Illegal, unreported and unregulated (IUU) fishing is a global issue with many harmful environmental, economic and social impacts. The need for strengthened fisheries governance at national and regional levels has been increasingly recognised by the international community as one of the main requirements if IUU fishing is going to stop. In response to this, and as a follow on action from the International High Seas Task Force, the UK Government has committed to support an African policy process to tackle IUU fishing.

As the first step in this process Dr Abraham Iyambo, Minister of Fisheries and Marine Resources in Namibia has lead the way on behalf of the coastal States of the Southern African Development Community (SADC) by gaining support from the UK to overcome IUU fishing in the region. The programme has been designed around five components to support the policy process of implementing the SADC Protocol on Fisheries in relation to tackling illegal fishing and leading into a Ministerial Conference and Declaration anticipated to take place in early 2008 in Namibia.

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1 Background rationale

1.1 *Global IUU crises*

Illegal, unreported and unregulated (IUU) fishing is a global issue with many harmful environmental, economic and social impacts that reach beyond the obvious impacts on fish stocks. The countries that bear the greatest losses from IUU fishing are largely those in the developing world where dependency on fisheries for food, livelihoods and revenues is high. Recent studies¹ state that the value of illegal fishery catches worldwide is around US\$9 billion a year, with the losses from the waters of sub-Saharan Africa estimated to be US\$1 billion a year – roughly equal to 19% of the current landed value. Estimates of the scale of IUU fishing can also be compiled on the basis of the reports by Regional Fishery Management Organisations (RFMOs), for example 39% of the fishing in the area falling under the Convention for the Conservation of Antarctic Marine Living Resources (CCAMLR) and 18% of the fish caught in the convention area of the International Convention for Conservation of Atlantic Tunas (ICCAT) has been estimated to be from IUU fishing. It is often companies and vessels from the developed world that are responsible for this illegal activity, and it is largely onto the markets of Europe, the USA and the Far East to which this illegal catch flows.

1.2 *The global reaction to IUU fishing*

A number of global responses have taken place to quantify and help combat IUU fishing including the UN Convention on the Law of the Sea (UNCLOS), the FAO Code of Conduct for Responsible Fisheries (CCRF), the United Nations Fish Stocks Agreement (UNFSA) and the recently concluded, International Plan of Action to combat IUU (IPOA-IUU). The International Network for the Cooperation and Coordination of Fisheries-Related Monitoring Control and Surveillance (MCS Network), is one of the newest international efforts to protect world fisheries. The FAO have initiated work to assist countries in developing their National Plans of Action for IUU (NPOA-IUU) and training workshops on issues of Port and Flag State Controls. On a regional level programmes and projects have been undertaken, especially through the RFMOs and the Regional Economic Communities (RECs).

A notable action was taken in 2003, when a number of international Ministers responsible for fisheries decided to form a High Seas Task Force (HSTF). The objective was to define practical solutions to the problem of IUU fishing. Part of the follow-on from this initiative is the support provided by the UK to support tackling IUU fishing in Africa.

1.3 *The main IUU fishing issues that need to be tackled in Southern African*

A situation analysis was undertaken in 2006² and the following issues were identified to be the core IUU problems in the region:

- Conflict between artisanal and industrial fleets
- Misreporting of catches
- Fishing in restricted areas and during closed seasons
- Disagreement with management measures
- Use of harmful fishing practises
- By-catch and discard
- Fishing carried out by non-licensed vessels in EEZs - Poaching
- Fishing by non-party vessels
- Landing of IUU catches within the SADC region
- Ports of convenience
- Inconsistency between policy and operational practises

¹ MRAG 2005, Review of impacts of IUU fishing on developing countries

² NFDS 2006, Scoping Study for the Programme of Support to an African Policy process aimed at Tackling IUU fishing
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2 Programme summary

In 2002 the Ministers responsible for marine fisheries in the Southern African Development Community (SADC) resolved to find regional solutions to the growing plague of IUU fishing. The involvement by the Hon. Ministers responsible for fisheries in Namibia and the UK, Dr Iyambo and Mr Bradshaw in the HSTF provided an opportunity for the UK Government to cooperate and support the SADC region in this ambition. Bilateral discussions in early 2006 between Hon. Gareth Thomas of the UK's DFID and Hon. Iyambo provided the next stepping stone for cooperation and the UK's commitment of one million USD to a programme of support to tackling IUU fishing within Southern Africa.

Southern Africa faces various IUU fishing issues that are not unique to the region or to any one Member State and thus cooperation on tackling these damaging illegal actions is required. In order to achieve coherent regional actions the principle players who are invited to benefit from this programme are Angola, the DRC, Madagascar, Mauritius, Mozambique, Namibia, South Africa, and Tanzania – these are the coastal States of the SADC. The Regional Fishery Management Organisations (RMFOs), the FAO; the MCS Network; regional fishery related projects; other RECs; and the African Union (AU) with their specific programme on NEPAD will also be invited to engage in the programme to the extent possible and appropriate.

A scoping study took place in 2006 to look at options for assisting the region in tackling IUU and specifically in supporting a Ministerial Conference. The Countries of the SADC region that responded to the study survey expressed their wish for the SADC Secretariat, based in Gaborone Botswana to play a role in the programme. This was based on the rationale that the programme would assist in fulfilling a Ministerial Decision taken under the auspices of SADC in 2002, because the programme would be directly implementing aspects of the SADC Protocol on Fisheries and because under the regional indicative strategic development plan (RISDP) of the SADC, this invoked the principle of subsidiarity with the Secretariat taking a championing role, while implementation was at Member State level.

The programme content was elaborated around an overarching goal that 'African states will benefit from increasing revenues from their fisheries resources through the elimination of illegal fishing in their coastal waters through more effective sector governance'. The purpose was more focused to 'enable participating African states to engage in concerted policy action that creates disincentives to fish illegally and manage fisheries more effectively for shared growth' and is in line with the provisions of the SADC Protocol on Fisheries. Recent discussions between Member States at the SADC Technical Committee Meeting for Fisheries, April 2007, where DFID was invited to attend, reaffirmed the commitment made in the SADC Protocol on Fisheries and underscored the need to cooperate on IUU issues through the core programme components:

- Output 1 - **Developing the means** - through updating knowledge on IUU fishing and associated drivers and exploring the technical and institutional options to take action.
- Output 2 – **Spreading the word** - dissemination of information and awareness of IUU fishing issues, impact and solutions;
- Output 3 – **Support to National Plans of Action on IUU** - developed and integrated into national policy;
- Output 4 – **Regional policy coherence** – created to support actions; and
- Output 5 - **A Ministerial Conference and Declaration** - to underpin a regional plan against IUU fishing.

These outputs are planned to lead into to a Ministerial Conference and Declaration that will show that the countries of Southern Africa are co-operating to combat IUU fishing. The content of the outputs have been crafted based on consultation in the region.

2.1 The role of this programme and the Ministerial Conference

It is clear that IUU fishing represents a multifaceted problem within the region. The approach to combat IUU fishing must therefore also be multifaceted and include activities such as assistance to policy development and implementation and improved governance if it is to succeed in the ultimate goal - to eradicate IUU fishing. The lack of formal policy commitment is not the main issue in relation to combating IUU fishing either nationally or regionally. All the countries are well sensitised and invariably strongly support combating IUU fishing and have made it known in a numerous national, regional and international declarations.

There are several issues that need to be addressed to maximise the impact of a regional Ministerial Declaration on combating IUU fishing. It will be important for participating countries to analyse and update their understanding of their IUU status, their MCS capacity and to analyse options for future monitoring and reporting of IUU fishing. All countries requiring assistance to develop and implement further their NPOA to combat IUU fishing will be supported in order for these plans to feed into regional options for cooperative action. The process of defining minimum conditions for Port State Control will contribute towards the development of a framework for agreed minimum standards in the region. It will also be important to find options to monitor fisheries compliance as this is a true performance indicator to assess the impact of interventions as well as a powerful tool to create awareness around IUU fishing.

2.2 The involvement of SADC

Historically the SADC Ministers responsible for marine fisheries, in 2002, resolved to hold an ad-hoc Ministerial Meeting on the issue of IUU fishing. Thanks to the great commitment and efforts of Minister Iyambo, of Namibia, to ensure that this meeting takes place – this programme will support the implementation of this 2002 SADC Ministerial Directive. The Member States of SADC, during the scoping study have stated that they wish that the SADC Secretariat fulfil their mandate for representation and interaction of Member States – and thus facilitate the convening of the Ministerial Conference as a SADC endorsed meeting.

The SADC Protocol on Fisheries, a legally binding instrument, which enshrines a regional approach for development and integration of the SADC fishery sector, will provide the base in which to establish many of the mechanisms to fight IUU. Among others the articles on the management of shared resources; on harmonisation of legislation; on law enforcement; on access agreements; on human resources development; on science and technology; and on information sharing will form the backbone for a regional MCS or IUU combating system. The establishment of regional standards, trust and cooperation, and intra-regional cooperation can be the pillars on which IUU fishing can be addressed effectively. National fisheries management and its implementing mechanisms, MCS tools and operations, will be the building blocks to bring collective efforts into a pro-active initiative against IUU fishing.

2.3 Programme management

The programme will be managed by a team of programme partners from Member States and other appropriate partners who will be supported by a regionally based Programme Coordination Team (PCT), tasked with responsibility to support the local implementation and administration of the programme. DFID will provide funding via a UK organisation contracted to administrate the financial and administrative requirements, while the PCT will be ensure technical delivery.

3 Progress to date

3.1 Programme start-up

It had been anticipated that the programme would begin in early 2007, however following various administrative delays the programme was approved for funding by DFID and implementation began in mid-2007. The Natural Resources Institute (NRI) of the UK were contracted to form the Financial and Administrative Management Unit (FAMU) and they contracted Coldstream of Botswana to form the Programme Coordination Team (PCT).

3.2 Grand Theft Oceans

On 30th April 2007, the UK government hosted an event to focus publicity and awareness on tackling global IUU fishing and the role that the UK has in this. The occasion was a high profile event with the Minister of State of Defra, Ben Bradshaw and the Parliamentary Under-Secretary of State in the DFID, Gareth Thomas speaking on behalf of the UK. HE George M Liswaniso, the Namibian High Commissioner, spoke about the situation of IUU fishing in Southern Africa and the cooperation between Namibia and the UK. The proposed Ministerial Conference on tackling IUU fishing was announced, with a tentative date of early 2008 in Windhoek, Namibia. This announcement received a high level of support from the audience, which included High Commissioners and representatives from many of the SADC Coastal States.

In addition to this programme the UK is involved in international work against IUU fishing including, the Global Record of Fishing Vessels, the MCS Network, the International Network for Monitoring IUU Fishing, and facilitating the development of a model for improved governance by RFMOs. It is also working bilaterally with Sierra Leone on a programme to support more productive fisheries. It is hoped that, through this programme links and involvement in some of these initiatives will be facilitated with the countries of Southern Africa.

3.3 SADC Secretariat involvement

During the scoping study, Namibia and other Member States of the SADC, noted their interest to bring the Ministerial Conference on IUU under the umbrella of the SADC Secretariat for reasons explained above. Follow up was made with the SADC Secretariat; and they advised that with the request of a Member State and the support of another, SADC Secretariat would be able to facilitate the convening of the Conference in the name of SADC. The option was thus incorporated into the programme planning. It was noted in the scoping study, and by the Secretariat itself, that their capacity was limited and that assistance would be required to undertake this role. For this reason the programme was designed with a PCT based in Botswana to provide this assistance.

The role that the SADC Secretariat through the Directorate of Food Agriculture and Natural Resources (FANR) has not yet been clarified; it will be for the Member States to decide how they wish to continue and to advise the Secretariat.

3.4 Ministerial Conference

Namibia has been the driving force for this programme and they have offered to host the Ministerial Conference. It is anticipated that a date will be set in the near future. It is encouraging that Ministers previously represented on the High Seas Task Force, including those of UK, Canada and Australia have shown an interest to attend the Conference in order to potentially indicate their support for future work in the region to tackle IUU fishing in the long term.

3.5 Programme participation

To date most coastal countries of the SADC have already shown their interest to participate in the programme and to benefit from its projects. Some have nominated a programme contact person. It is hoped that during September 2007 all countries and organisation wishing to participate in the programme will have allocated a contact person to participate in the programme implementation and the planning of the Ministerial Conference. These contacts will be circulated in the next Programme Update and incorporated into the programme website.

3.6 Mailing list

Any person or organisation interested in the work of this programme is invited to register into the programme mailing list. Registration will, in the future be possible via the programme website. Regular programme updates and information about the programme will be emailed to those registered.

If you wish to register now please forward the following information to bigfish@opqnet.net

1. Name*
2. Email address*
3. Designation / job title
4. Organisation
5. Postal address
6. Telephone number

*Essential fields

3.7 Project progress

3.7.1 Expression of interest for implementing projects

In order to implement the programme it is anticipated that around 20 projects will be undertaken by individuals, companies and organisations. Annex 4.2 provides a table with the main areas of project interest. Individuals, companies or organisations with the capacity and skills to implement these are invited to send an expression of interest to the PCT (bigfish@opqnet.net) including details of the entity, expertise available, areas of interest and availability – expression of interest should reach the PCT by September 17th 2007.

3.7.2 Planning for the dissemination of information and capacity building in Port State Control

The first project on assessing how the programme should assist in implementing Port State Controls (PSC) into the region was undertaken in July 2007 in connection with the IOTC/IOC/FAO International Symposium and Workshop on PSC held in Port Louis, Mauritius between 18th and 22nd June 2007.

In summary the study recommended that a workshop is an appropriate approach to achieving capacity building and knowledge transfer for the coastal States of Southern African in PSC. The workshop should combine assistance to the countries to prepare themselves with some core theoretical sessions to ensure that all have a good basic understanding of the issues. The workshop should include one day of working group sessions based around the issues of; legal aspects of implementing PSM, the information systems required to support the Port State Measures and the inspections required to gather the information for these systems. The workshop should, through practical sessions craft two main outputs – a draft wording, or content, for the Ministerial declaration, focusing on areas where the region can make a statement of their position and also to highlight their needs. The second output will be the framework of the needs in relation the roll out programme and the core elements for support both bilaterally and multilaterally.

The full report - Project Report No 1 – Planning for dissemination of information and capacity building in Port State Control through a regional workshop; will be available on the Programme website in due course. The PCT is now discussing with the FAO options to hold this workshop in late 2007 in the region.

3.7.3 Case study – offshore fishery management in Mauritius

A case study into options for offshore fisheries management in Mauritius was undertaken in July 2007 and a draft report is being considered by Mauritius - Project Report No 2 – options for offshore fishery management in Mauritius. A summary of this case study will be available on the Programme website in due course.

3.7.4 IUU committee and heads of operation meeting – Mozambique

The constitution of the SADC IUU Committee will ensure a genuine regional approach and full ownership by the participating countries and organisations of this process. The Committee will in some ways follow on from the previous SADC MCS project committee and in addition include representation from the relevant RFMOs and other Member States. Such a Committee is empowered in the SADC Protocol on Fisheries and it is anticipated that if successful, it will outlive the programme. Three meetings of the Committee are budgeted for. The ambition is that this Committee will take on an advisory role in relation to regional MCS activities as well as monitoring IUU within the SADC region.

Mozambique has shown interest and initiative in hosting a regional MCS operations meeting and the PCT is currently discussing with Mozambique if their plans can be combined with the hosting of the first meeting of the IUU Committee. If so, it is hoped to invite participating countries to this meeting in late September 2007.

3.7.5 Assistance for countries in areas related to their National Plans of Action on IUU

An update on the status of the NPOA – IUU will soon take place in order to assist in identifying areas where participating countries require assistance in developing further the process of implementing a NPOA on IUU. Different countries will require different inputs and two countries have already identified their needs to the PCT. Other countries will be requested to identify their needs so that support can be planned for later in the year. It is hoped that the plan for assistance can be discussed further at the IUU Committee meeting.

3.7.6 Update of status of IUU fishing in Southern Africa as part of the IUU Monitoring Network

It is anticipated that this study will give an update and overview of the IUU status and existing MCS capacity to combat IUU fishing by country, as a means to identifying areas for priority bilateral and regional action. The study will also analyse options for future monitoring and reporting of IUU fishing in order to link with existing International Network for Monitoring IUU fishing. Some participating countries are already members of this Network and it is anticipated that through this project more countries will join the Network. Countries wishing to participate in the study will be able to do so in the coming months.

4 Annexes

4.1 Programme outline

OUTPUT 1: Knowledge on the IUU fishing situation in the SADC region, the associated drivers and technical and institutional options to tackle IUU fishing improved to support remedial actions

<p>Rationale: There is a need to increase awareness of the IUU situation within the SADC region through better information and analysis of the impact of IUU in terms of fisheries and social economic analysis. Fisheries management has a low profile within the SADC organisations and needs to be put firmly back on the agenda. This output will contribute to this target and quantify the benefits of doing so. The studies will focus on the 4 key regional issues towards the Ministerial Conference to boost discussions, advise on options and give input to the drafting of the Ministerial Declaration.</p>

OUTPUT 2: Dissemination of information and capacity building to increase awareness of IUU fishing issues, impact and solutions in the SADC region
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<p>Rationale: This output links to output 1 as it is the intermediary to ensure that the information is distributed to a variety of audiences and thereby creating awareness within the public, governments, and RFMOs. Distribution of information is through a web-site, a conference brochure and capacity training in one of the core areas in IUU fishing in the region. Synergy effects may be created through cooperation with NGOs and ICPs in an attempt to raise the importance of combating IUU fishing in the region and consequently increase financial and technical assistance within this area. The successful implementation of this output will be crucial for the perception of the project, vital in relation to participation in the Ministerial Conference, give valuable input to the Declaration and set the scene for potential post conference projects.</p>

OUTPUT 3: National plans of action developed and integrated into national policy to tackle IUU fishing in SADC coastal states
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<p>Rationale: Regional actions to combat IUU fishing will be based upon NPOA and the development of coherent actions. Member States are at different levels of development in their NPOA. This output aims to assist Member States to move as far forward as possible in the time available in the hope that countries have at least a draft version available before the Conference. Member States require different types of assistance and therefore this output must be flexible to respond to the Member States needs. At the least this output hopes to ensure that all SADC Member States are well informed of their national priorities and situation and able to participate in discussions leading up to the drafting of the final declaration of the Ministerial Conference.</p>
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OUTPUT 4: Regional cooperation strengthened to support a coherent regional policy approach for actions to tackle IUU fishing in the SADC region
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<p>Rationale: This output will establish a regional forum to discuss and recommend IUU initiatives to combat IUU fishing. The IUU Committee will be provided with relevant background information and support to be able to perform its duties in the phase building up to the Ministerial Conference. The IUU Committee is expected to be senior officials from Member States and to include key players from the other main stakeholders such as RFMOs.</p>
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OUTPUT 5: Southern African Ministerial Conference on IUU-fishing convened to make a Ministerial Declaration focusing on a regional strategy and actions to prevent, deter and combat IUU-fishing

<p>Rationale: This Output aims to secure a smooth preparation for the Ministerial Conference. It is not possible to have a turn key solution but the following activities if managed well by the PCT will achieve the same result – a successful event. The Output will also support follow up activities to ensure that appropriate documentation is developed to support the next set of activities to combat IUU fishing within the region. It is envisaged that a Declaration to Prevent, Deter and Eliminate IUU Fishing in the SADC region will be drafted and supported by an action plan to attract commitment by countries to fund the follow on activities.</p>
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4.2 Expression of interest to implement projects

The following table identifies the main areas required for project implementation. Individuals, companies or organisations with the capacity and skills to implement these are invited to send an expression of interest to the PCT (bigfish@opqnet.net) including details of the entity, expertise available, areas of interest and availability by 17th September 2007.

Associated output	Consultancy area	Indicative start month
1.2	Study and analysis of the regional and national update on IUU – following the IUU monitoring network collection system and expanding into a regional overview study	September
1.3	Analysis and study of the Economic and Food Security loss through IUU in SADC region – desk top study	September
1.4	Analysis of the impact of flags and ports of convenience in SADC – desk top study	September
2.1	Creation and maintenance of programme and conference web-site – to hold all reports and information and to allow individuals to register with the website. This consultancy will include management of registered lists and posting of information on the website.	September
4.2	Organise and prepare for first meeting of the IUU Committee – anticipated to be in Maputo a workshop for about 25 people including all workshop support.	August / September
4.3	Regional assessment of information – a study into the regional information requirements to support the fight against IUU fishing	September / October
1.5	Analysis and options for tackling IUU fishing in the SADC region – a synthesis study into the possible actions within the region that could take place to overcome IUU fishing and to prepare the way for the Ministerial Declaration	September
2.2, 2.4	Preparation of the conference and programme publicity, brochure, flyers, posters – the designing, preparation, editing, setting and printing of the material to publicise the programme and conference.	September
3.3	Assistance for countries in areas related to their National Plans of Action on IUU	September
3.5	The management and preparation of exchange visits – on issues of importance to IUU fishing	October
5.1, 5.5	Preparation and implementation of the Ministerial Conference	October
3.4	Coherence analysis of the NPOA into a regional plan or regional concept for tackling IUU fishing	October
4.5	Logistical management of anti- IUU action within the region	October