

October 2010



**GENERAL FISHERIES COMMISSION
FOR THE MEDITERRANEAN
COMMISSION GÉNÉRALE DES PÊCHES
POUR LA MÉDITERRANÉE**



GENERAL FISHERIES FOR THE MEDITERRANEAN
SCIENTIFIC ADVISORY COMMITTEE (SAC)
Thirteenth Session
Marseille, France 7-11 February 2011
REPORT OF SCESS/SCSA/SCSI TRANSVERSAL WORKSHOP ON FISHING CAPACITY Rome, Italy, 27-28 September 2010

OPENING AND ARRANGEMENTS FOR THE WORKSHOP

1. The workshop was attended by 18 experts from eight GFCM Members (Croatia, the European Union, France, Italy, Montenegro, Morocco, Spain, Tunisia), the FAO Fisheries and Aquaculture Department, FAO regional projects and the GFCM Secretariat. The list of participants is given in Appendix B.

2. The Acting Executive Secretary of the General Fisheries Commission for the Mediterranean (GFCM), Mr Abdellah Srouf, opened the meeting and welcomed the participants. He recalled the Recommendation GFCM34/1/2010 on the management of fishing capacity and the request made by the 34th Session of the GFCM (Greece, April 2010) of the Commission to expand on the results obtained so far on the subject by convening this transversal workshop to develop elements for a draft Regional Plan of Action for the Management of Fishing Capacity which includes specific actions, activities, and timeframes identified by the first workshop.

DESIGNATION OF THE CHAIRPERSON AND RAPPORTEUR

3. Ms Rebecca Metzner from the FAO Fisheries and Aquaculture Department was appointed as Chairperson of the workshop.

4. Mr Federico De Rossi from the GFCM Secretariat was appointed as Rapporteur.

ADOPTION OF THE AGENDA

5. The Agenda was adopted as given in Appendix A.

REVIEW OF DECISIONS TAKEN DURING THE 34TH SESSION OF THE GFCM ON THE MANAGEMENT OF FISHING CAPACITY

6. The Chairperson Ms Rebecca Metzner, in her capacity as a specialist on the management of fishing capacity, gave an overview of the “International Plan Of Action for the Management of Fishing Capacity¹ and the two other regional plans of action for managing fishing capacity² and suggested that these could be used as helpful sources of guidance during the workshop’s deliberations on elements of a regional plan of action for the management of fishing capacity in the GFCM area.

7. Mr Matthew Camilleri, from the GFCM Secretariat, recalled the outcomes of transversal workshop on fishing capacity held in Rome in February 2010³ and highlighted the main elements contained in the Recommendation GFCM/34/2010/2, which spells out some fundamental policy issues for the management fishing capacity in the GFCM Area, calls for the submission of essential fleet data and lays the foundation for the development of an implementation strategy through the establishment of Regional Plan of Action.

8. Mr Franco Biagi from the European Union delivered a presentation on the management of fishing capacity under the EU Common Fisheries Policy. He started by stating that the workshop should seek to contribute to the process to:

- Achieve sustainable balance between fishing capacity and fishing opportunities (biological, ecological, economic and social dimensions);
- Fulfil international obligations (WSSD, IPOA Capacity, CBD, FAO Code of Conduct, Venice Ministerial Conference, GFCM, ICCAT, etc);
- Implement the GFCM mandate to promote the development, conservation, rational management and proper utilization of living marine resources.

9. The EU expert underlined that there is a poor geographic coverage of scientific analysis, making reference to the year 2009 in which only 34 stock assessments had been carried out with a coverage of 12 species and 13 GSAs. 91% of the stocks assessed were found to be overexploited or fully exploited.

10. Mr Biagi went on to highlight that the management of fishing capacity is extremely important in order to guarantee biological conservation, economic efficiency and profitability. He informed the participants that at European Union level, capacity management is based on

¹ FAO, Rome, 1999 <http://www.fao.org/docrep/006/x3170e/x3170e04.htm>

² The two existing regional plans of action for the management of fishing capacity are the 2005 Inter-American Tropical Tuna Commission (IATTC) Regional Plan of Action for the Management of Fishing Capacity and the 2007 Lake Victoria Fisheries Organization (LVFO) Regional Plan of Action for the Management of Fishing Capacity in Lake Victoria. Copies are available at <http://www.fao.org/fishery/ipoa-capacity/rpoa/en>

³ GFCM - SAC - SCESS/SCSA/SCSI Transversal Workshop on Fishing Capacity (Italy, Rome, 17-19 Feb 2010) <http://www.gfcm.org/fishery/nems/39066/en>

an entry-exit regime which implies that the capacity levels of Member States' fleets cannot be exceeded. In particular:

- 1) the entry of capacity has to be balanced by the previous exit of an equal (or greater if built with public money; no-longer since 2005) amount of capacity (in GT and kW);
- 2) the capacity that leaves the fleet with public aid cannot be replaced (capacity reductions supported by public aid are permanent).

11. The EU expert stressed the fact that the main objective of the EU's fishing capacity management is to achieve a sustainable balance between fishing capacity and fishing opportunities. This balance would be assessed by using several types of indicators such as:

- technical indicators (ratio between actual days at sea and maximum days at sea; days*GT;days*kW);
- biological indicators (F_{cur}/F_{targ} , CPUE trends, ratio between catch and biomass);
- economic indicators (ROI return on investment, Cur.Rev / break-even revenue);
- social indicators (Gross value added, Average crew share).

12. Mr Biagi concluded his presentation by providing the participants with some information on the decreasing trend of the EU fishing fleet capacity in terms of vessels number, tonnage and power (1992-2009).

CURRENT STATUS OF THE MONITORING OF FISHING CAPACITY IN THE GFCM AREA

13. Mr Camilleri referred the participants to the various GFCM data and information reporting requirements⁴ as specified by a number of GFCM binding decisions. He underlined, in particular, the relevance of the GFCM Fishing Capacity database (Recommendation GFCM/34/2010/2), the GFCM Regional Fleet Register (RFR), the Authorised List of Vessels (AVL) as well as the GFCM Task 1 database for the measurement and monitoring of fishing capacity.

14. Mr Camilleri reminded that partial measurement of fishing capacity, in terms of tonnage, of was currently available through the database of authorised vessels over 15 m in length⁵ albeit with some gaps in data and a combination of measurement units (GRT and GT). He also reminded the participants that the Task 1.1 component provided capacity data, namely tonnage (GT) and power (kW), by GFCM fleet segment.

15. He recalled that data submissions to the RFR are expected to start in 2011, in line with Recommendation GFCM/33/2009/5, and that article 6 of this Recommendation specifies that the RFR information system shall include relevant fleet capacity monitoring tools, such as

⁴ <http://151.1.154.86/gfcmwebsite/DataInformationReportingRequirements.html>

⁵ <http://www.gfcm.org/gfcm/topic/17103/en>

dynamic charts on fleet capacity in terms of tonnage (GT) and power (kW), and other data browsing facilities.

16. He informed the participants that the Recommendation GFCM/34/2010/2 on the management of fishing capacity had entered into force recently (September 2010). He added that the Secretariat had developed a tool to facilitate the transmission of fleet data by GFCM members in accordance with article 4 of this Recommendation.

17. The participants agreed that the successful implementation of the GFCM Regional Fleet Register is fundamental in developing a fishing capacity monitoring and management scheme within the GFCM area.

UPDATES ON THE DEVELOPMENT, CURRENT STATUS AND FUTURE TRENDS OF FISHING CAPACITY IN THE GFCM AREA

18. Some experts offered to provide additional information on their respective countries' situation and development plans as summarised below⁶.

19. *Croatia*

The main components of the management of fishing capacity in Croatia are: Laws and regulations, Fishing fleet register, Fishing licences and VMS.

Marine Fisheries Information System

- Web-based application started in 2007 for which different levels of security are granted.
- The Croatian fishing fleet register was fully implemented in 2008 according to EU regulation 26/2004, but first steps in working with fishing fleet register was in 2001 (Monitoring of entry and exit in the fleet through fleet register; Update in real time).

Fishing fleet register - fishing licence

- Application for issuing fishing licence to the relevant field office of the Directorate of Fisheries (requested documentation enclosed) - by fishermen;
- Measurement of vessel - by Croatian Ship Register and Port Authorities;
- Revision of fishing licences (every 3 years);
- Fishing licence is associated to person (physical or legal) and fishing vessel;
- 1 fishing licence=1 vessel;
- No new fishing licences may be issued in Croatia.

Other module in web base

- logbook - landing declaration
- report (logbook) – for vessels
- less than 10 m
- sales note register
- transport document
- take-over declaration
- cross checking between

⁶ This part contains original text as provided by the participants.

- logbooks and sales note
- VMS

Management of fishing capacity

- Capacity management for trawl fishery in internal waters was implemented in 2005 – restriction of engine power, restriction of areas and temporal restrictions, buy-off of licenses;
- Croatia has introduced a withdrawal scheme for bottom trawl fisheries in internal waters;
- In BFT fishery:
 - - the capacity was frozen in 2008
 - - entry/exit scheme has been put in place (new vessel has to have same GT and kW or less)
 - - overcapacity reduction in line with SCRS methodology applied and capacity reduced (overcapacity by some 35% in 2010)
- Croatia operates extensive spatial/temporal closures schemes for effort management;
- There are continuous monitoring of resources in place.

Summary

- Croatian Fishing Fleet Register is in line with requirements of EU Commission Regulation (EC) No 26/2004 of 30 December 2003 on the Community fishing fleet register
- New Regulation for Fleet register and entry/exit will be published in late 2010.
- Croatia regulates capacity by effort management (spatial and temporal closures) and has introduced limitations to engine power in internal waters for some fleets
- Croatia has already implemented capacity measures in the framework of ICCAT
- Croatia supports the efforts to ensure that fleet capacity is commensurate to available resources
- Constrains and points to consider:
 - - Stock assessment – availability? reliability? methodology?
 - - Capacity assessment – availability of data, quality of data, methodology applied – particularly for multispecies fisheries and multigear fisheries!
 - - Economical assessment – difficult to compensate and estimate the economical effects of fishery (envisaged difficulties in data gathering as well)
 - - Social assessment – often fisheries represent elements of social and cultural concern, which are difficult to assess and compensate. Furthermore, diversification and employment need to be secured

20. *Slovenia*

In base of research resources of small pelagic fish, under the AdriaMed project with method echo survey and DEPM Daily eggs production model, we found that we have biomass which can be exploited by 20 vessels for small pelagic fish. Research of demersal resources AdriaMed trawl survey and MEDITS, also they show the high biomass. We have unused resources in depth of 200 to 450m, there are populations of shrimp and other big fishes. We have possibilities to include 6 or 7 vessels with 24m LOA or bigger, by present 17 trawlers, to catch fish in depth.

ELEMENTS FOR THE DEVELOPMENT OF A DRAFT REGIONAL PLAN OF ACTION FOR THE MANAGEMENT OF FISHING CAPACITY

21. On the basis of the outcomes of the previous workshop on fishing capacity, the information above delivered by the participants, the frameworks of the International Plan of Action for the Management of Fishing Capacity and Recommendation GFCM/34/2010/2 on the management of fishing capacity, the workshop participants produced a draft outline for a Regional Plan of Action for the Management of Fishing Capacity in the GFCM area (GFCM RPOA_Capacity) as reproduced in Appendix C.

22. A template to summarise the specific sections of the GFCM RPOA-Capacity and the related strategic interventions, specific actions, as well as indicative timeframes and responsibilities for carrying out these actions, has also been proposed by the workshop. This template is given in Appendix D and can be used when the RPOA is fully developed.

CONCLUSIONS AND OPTIONS FOR THE WAY FORWARD

23. The workshop proposed the following options for the way forward:

1. Invite the Commission to consider introducing elements of the Draft Outline GFCM RPOA-Capacity into the Recommendation GFCM 34/2010/2 whilst continuing the elaboration of the GFCM RPOA-Capacity.
2. Engage a consultant to draft a GFCM RPOA-Capacity on the basis of the outline produced and other suggestions made by GFCM subsidiary bodies.
3. Convene a workshop to finalize the drafting of the GFCM RPOA-Capacity on the basis of the outline produced and other suggestions made by the GFCM subsidiary bodies.

Or

4. Any combination of the above

24. In addition to the above, the workshop concluded that it is important to ensure direct assistance by MEDFISIS to the GFCM and its Members for developing tools for measuring and monitoring fishing capacity.

ADOPTION OF THE REPORT

25. The report and the draft outline for a Regional Plan of Action for the management of fishing capacity in the GFCM Area were adopted by the participants at the end of the meeting.

Appendix A**Agenda**

1. Opening and arrangement of the workshop
2. Nomination of the chairperson and rapporteur(s)
3. Review of decisions taken during the 34th Session of the GFCM on the management of fishing capacity
4. Actions for the monitoring and management of fishing capacity
5. Updates on the development, current status and future trends of fishing capacity in the GFCM Area
6. Elements for the development of a draft Regional Plan of Action for the Management of Fishing Capacity
7. Conclusions of the workshop
8. Adoption of the report

Appendix B

List of Participants

Joël **VIGNAU**

IFREMER

Avenue Jean Monnet

BP 171 34200 Sète FRANCE

E-mail: Joel.Vigneau@ifremer.fr

Mehrez **BESTA**

Direction Générale de la Pêche et de
l'Aquaculture (Ministère de l'agriculture, des

Ressources Hydrauliques et de la Pêche)

30 Rue Alain Savary -1002 Tunis Tunisie

Fax: +216 71 799 401

E-mail: mehrezbesta@gmail.com,

mehrez.best@iresa.agrinet.tn

Marzia **PIRON** (Ms)

Shoreline Soc. Coop

AREA Science Park - Padriciano,99

34149 Trieste - Italy

Fax: +39 040224636

E-mail: marzia_piron@hotmail.it

Ahmed **MAAYUF**

General authority for marine wealth

Ben ashore street - Tripoli - Libya

Fax: +218-21-333666

E-mail: ahmedmayof@yahoo.com

Mostapha **LAYACHI**

Biologiste des pêches

Laboratoire des Ressources Halieutiques

Centre Régional de l'INRH-Nador-Maroc

13 Boulevard Zerktouni BP 493

Phone:+212536331251

E-mail: mostafalayachi@yahoo.fr

Josip **FURČIĆ**

Ministry of Agriculture, Fisheries and Rural

Development - Directorate of fisheries

Vladimira Nazora 53

22000 Šibenik, CROATIA

Phone: +385 22 213 715

Fax: +385 22 214 774

E-mail: ribarstvo@si.t-com.hr

Franco **BIAGI**

European Commission - Directorate General
for Maritime Affairs and Fisheries

Unit D2 - Mediterranean and Black Sea

99, Rue Joseph II, Brussels

Faxes: 0032 2 2950524 - 0032 2 2979555

E-mail: Franco.Biagi@ec.europa.eu

Stefanie **SCHMIDT** (Ms)

European Commission

Directorate General for Maritime Affairs &
Fisheries

B-1049 Brussels

Phone: +32 2 29 59296

Fax: +32 2 29 67360

Email: Stefanie.Schmidt@ec.europa.eu

Nicolas **GORODETSKA**

Bureau des affaires européennes et
internationales

Direction des pêches maritimes et de
l'aquaculture

Ministère de l'alimentation, de l'agriculture et
de la pêche

3 place de Fontenoy - 75007 PARIS

Phone: +33 (0) 1 49 55 82 54

Fax: +33 (0) 1 49 55 82 00

Email: nicolas.gorodetska@agriculture.gouv.fr

Fabrizio **BOCCOLI**

Ministero delle Politiche Agricole e Forestali -
d.g. Pesca

V.le Dell'Arte 16 - 00144 Roma

Fax: +390659084176

E-mail: f.boccoli@politicheagricole.it

Alberto López **GARCÍA-ASENJO**

Deputy Permanent Representative of Spain to
FAO and WFP

Representación Permanente de España ante la
F.A.O. y el P.M.A.

Largo dei Lombardi, 21 - 00186 ROMA

Phone: +39 06 681 92 017 - 06 687 87 62

Fax: +39 06 687 30 76

E-mail: repfao@tiscali.it

FAO

Via delle Terme di Caracalla

00153, Rome, Italy

Rebecca **METZNER**

Fishery Officer (Fishing Capacity)

Fisheries Economics and Policy Division

Fisheries and Aquaculture Department

Tel: +39 06 57056718

Fax: +39 06 57056500

Email: rebecca.metzner@fao.org

Enrico **ARNERI**
Project Coordinator
FAO AdriaMed/MedSudMed projects
Fisheries and Aquaculture Resources Use
And Conservation Division
Fisheries and Aquaculture Department
Phone: + 39 06 57056092
Fax: + 39 06 570 53020
Email: enrico.arneri@fao.org

Nicoletta **MILONE** (Ms)
Fisheries Information Officer
FAO AdriaMed project
Fisheries and Aquaculture Resources Use and
Conservation Division
Fisheries and Aquaculture Department
Phone: +39 06 57055467
Fax: +39 06 57053020
E-mail: nicoletta.milone@fao.org

Rino **COPPOLA**
MedFisis project
Fisheries and Aquaculture Resources Use and
Conservation Division
Fisheries and Aquaculture Department
Phone: 0039 06570 56242
E-mail: rino.coppola@fao.org

Alicia **MOSTEIRO CABANELAS**, (Ms)
Fisheries and Aquaculture Resources Use and
Conservation Division
Fisheries and Aquaculture Department
MedFisis project
Phone: 0039 06570 56711
E-mail: alicia.mosteirocabanellas@fao.org

**GFCM Secretariat
International Institutions and Liaison
Service - Fisheries and Aquaculture
Economics and Policy Division
FAO Fisheries and Aquaculture
Department
Viale delle Terme di Caracalla
00153, Rome, Italy**

Abdellah **SROUR**
GFCM Executive Secretary a.i.
Tel.: +39 06 57055730
Fax: +39 06 57056500
E-mail: abdellah.sroure@fao.org

Matthew **CAMILLERI**
GFCM Bio-Statistician
Phone: +39 06 57056435
Fax: +39 06 57056500
E-mail: matthew.camilleri@fao.org

Federico **DE ROSSI**
GFCM Data and Content Manager
Phone: +39 06 57053481
Fax: +39 06 57056500
E-mail: federico.derossi@fao.org

Appendix C**DRAFT OUTLINE FOR A REGIONAL PLAN OF ACTION (RPOA)
FOR THE MANAGEMENT OF FISHING CAPACITY IN THE GFCM AREA****1. Introduction**

It is widely recognised that overcapacity is a problem, along with environmental concerns, in many national and international fisheries that may foster destructive fishing operations, aggravates overfishing and by-catch of unwanted or protected species, creates chronic management problems, and weakens the long-term economic performance of the fishing sector.

There are existing commitments including those of the Johannesburg Declaration on Sustainable Development (2002), the International Plan of Action for the Management of Fishing Capacity (IPOA-Capacity), and the actions and obligations already adopted by the GFCM.

Modernisation is important, especially in the GFCM convention area where many boats in the fleets are old. In the existing and upcoming programmes for modernisation, it is critical to specify the purpose and objectives of such programs and, in particular, their potential contribution or ability to increase capacity.

It is necessary for the GFCM to be able to develop an Regional Plan of Action for the Management of Fishing Capacity (RPOA-Capacity), including actions to monitor and manage fishing capacity and, where appropriate, measures to tackle overcapacity and its effects based on scientific advice.

2. History

The General Fisheries Commission for the Mediterranean (GFCM) in its Recommendation GFCM/34/2010/2:

RECALLED that the objectives of the Agreement establishing the General Fisheries Commission for the Mediterranean are to promote the development, conservation, rational management and best utilization of living marine resources;

RECALLED the Declaration of the Third Ministerial Conference on the Sustainable Development of the Fisheries in the Mediterranean held in Venice, Italy, on 25 and 26 November 2003;

RECALLED Recommendation GFCM/27/2002/1 which urges the control of fishing effort and the improvement of the exploitation pattern of demersal fisheries, as well as limiting catches of juveniles of small pelagic species;

CONSIDERED that in the advice for 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008 and 2009 the GFCM Scientific Advisory Committee (SAC) considered that several demersal and small pelagic stocks are overexploited, some with high risk of recruitment overfishing, and that sustainable management requires measures aimed at controlling or reducing the fishing effort from 10 percent up to 40 percent and more;

NOTED that the stock assessment conducted by the SAC only concerns specific geographical subareas corresponding to the data supplied by certain Members and that the assessed stocks may be shared with adjacent GFCM geographical sub-areas;

RECALLED that in cases where no scientific information on the status of fisheries and of the exploited resources is available a more cautious approach is needed in the development plans of fishing fleets and that suitable information coming from adjacent areas could be used for proper and precautionary management of fisheries until sound scientific evidence becomes available;

NOTED that the Scientific Advisory Committee (SAC) advises to apply the precautionary principle;

RECALLED that any possible global limitation of the fleet capacity at regional level shall not prevent or hinder transferability of fishing fleet capacity from one Member to another and from one GSA to another provided that the targeted fisheries are exploited sustainably and that the overall capacity does not increase;

RECALLED the International Plan of Action (IPOA) for the management of fishing capacity elaborated within the framework of the FAO Code of Conduct for Responsible Fisheries which calls upon States to cooperate, where appropriate, through regional fisheries management organizations or arrangements and other forms of co-operation, with a view to ensuring the effective management of fishing capacity, as specified in article 27 of the IPOA.

RECALLED Recommendation GFCM/34/2009/3 on the implementation of the GFCM Task 1 Statistical Matrix including in particular mandatory submission of the components Tasks 1.1, 1.2 and 1.4 by February 2010 for the first time while Task 1.3 and Task 1.5 by January 2011 and noting that the SAC calls for a mandatory submission by the Members as from 2009 of several components of TASK 1 statistical matrix including in particular Tasks 1.1, 1.2, and 1.4;

NOTED that GFCM, at its thirty-second session, requested the SAC to carry out an evaluation of consequences of a possible freezing of the fleet capacity and the proposals and results of the workshop on the assessment, management and monitoring of fishing fleet capacity held in February 2010;

RECALLED Recommendation GFCM/34/2009/6 on the establishment of a GFCM record of vessels over 15 metres authorized to operate in the GFCM area;

RECALLED Recommendation GFCM/34/2009/5 on the establishment of the GFCM Regional Fleet Register by June 2010 to contain information on all vessels, boats, ships or other crafts that are equipped and used for commercial fishing activity and as from 2011 Contracting Parties shall submit a full data base at least at the beginning of each calendar year followed by updates as appropriate;

3. Definitions

Capacity may be defined both as an input-based estimate (vessels numbers, size (GT, LOA), engine power (kW)) or an output-based estimate, i.e. the maximum potential harvest or output that could be realized if only the fixed factors limited production. As a minimum common standard GT and/or kW must be used.

'Fishing capacity' means a fishing vessel's tonnage in GT and/or GRT and its engine power in kW. The fishing capacity level per GFCM Member shall be the sum of its vessels expressed in tonnage (GT and/or GRT) and engine power (kW).

Overcapacity can be defined in two ways: (1) in input terms, "overcapacity" means there is more than the minimum fleet and effort required to produce a given TAC or given output (harvested catch) level; and (2) in output terms, overcapacity means that the

maximum harvest level that a fisher could produce with given levels of inputs, such as fuel, amount of fishing gear, ice, bait, engine horsepower and vessel size would exceed the desired level of harvesting or TAC.

Excess capacity is the difference between what a production facility could produce if fully utilized and what is produced by the owners, given the prices of inputs and outputs. It is a common, short run, self-correcting phenomenon in all types of industries at different points in time.

4. Nature and Scope of the RPOA-Capacity

As the long term aim is to achieve sustainability, there is an ongoing need for complete information regarding:

- the status of fish stocks throughout the entire GFCM area, and
- fishing capacity throughout the entire GFCM area, and especially the spatial distribution of this capacity by groups of species and geographical sub-areas.

5. Objectives and Principles

5.1 Principles

It is recognised that open access to fisheries is not an option compatible with the sustainable fisheries development and the RPOA-Capacity.

The levels of the overall fishing capacity in the GFCM area shall be determined based on a Regional Plan of Action considering the national and regional fishing capacity management plans and scientific advice.

Members shall work to ensure that efforts to address the management of fishing capacity are complementary, coherent and consistent to current activities and actions and international commitments, including the ecosystem approach to fisheries.

Responsible management for sustainable exploitation – Noting that there is a need to balance social concerns and issues with those of conservation, it is important to take into account and address the social and economic impacts of measures address overcapacity, including those that stop fishing activities.

Because there is a link between fleet capacity and sustainable stocks, there is a need to find the optimal capacity in each fishery which reflects the balance between economic and biologically sustainable exploitation.

The management of fishing capacity should not preclude consideration of issues such as safety including issues of vessel design, size and ability to catch fish as well as best practices in fish handling, hygiene and quality whilst ensuring that overall fishing capacity is not increased.

Precautionary Approach - Noting that the fishing capacity of the fleet will vary according to the resources being targeted, the implementation of precautionary approach to fisheries is of importance for sustainable exploitation of fisheries in GFCM area and should be applied strictly by the GFCM Members.

It is important that short term profitability does not lead to investments that undermine long-term economic efficiency.

Results-based management approach – the Members of the GFCM should endeavour to apply a results based management approach in relation to the management of fishing capacity.

Flexibility, adaptability, transparency and accountability - The principles of flexibility, adaptability, transparency and accountability are fundamental elements of the RPOA-Capacity.

5.2 The objective of the RPOA-Capacity is to:

- lay the foundation on which regional management plans and other related initiatives should be formulated, developed and implemented;
- provide guidance in the development and implementation of national plans of action for the management of fishing capacity in coherence with the RPOA-Capacity;
- enable the GFCM to promote the development, conservation and rational management and proper utilisation of living marine resources.

6. Mechanisms to Promote Implementation

6.1 Levels of actions

Regional and sub-regional Actions – There is need to recognize the role of regional and sub-regional cooperation projects and initiatives and the importance of taking into account the specifics of sub-zones.

National Actions – Formulation of national plans of action for management of the fishing capacity should take into account management strategies of the different fisheries in neighbouring countries in the GFCM area, in accordance with the guidance provided by the RPOA-Capacity.

Local Actions – Local actions should be based as a minimum on the RPOA-Capacity and may serve as an example for larger management initiatives.

6.2 Tools and Instruments

Action must be accompanied with clear timeframes for achieving results which recognize the different financial, administrative, legislative and reporting changes that may be needed to do this.

6.2.1 Financial instruments

Financial instruments for the management of the fleet capacity shall avoid having a negative impact on exploited fishery resources, on marine environment and on long-term profitability of fishing activities.

Financial assistance with public funds shall not in any circumstance lead to an increase in the catch capacity or the power of fishing vessel's engine. Nonetheless, public financial assistance may contribute to improving safety on board, working conditions, hygiene and quality of products, energy saving and improve catch selectivity provided that it does not increase the ability of the vessels to catch fish. No public aid should be granted for the construction of fishing vessels or for the increase of vessel fishholds.

Financial mechanisms and subsidies⁷ designed to help fleets shrink, such as 'vessel buy-back' or decommissioning schemes, may have been successful in addressing the reduction of nominal capacity but they have often failed to counteract the contemporary increase in the fishing power of the remained capacity (technological creep).

Financial investments/assistance with private funds shall be allowed to operate only within an organized fisheries management framework designed and monitored to deliver sustainable exploitation on the basis of scientific advice and rationale management.

Financial instruments should be used with caution knowing that even so-called "good" subsidies can create incentives to increase, rather than reduce fishing capacity.

6.2.2 *Economic instruments*

It is important to take into account the socio-economic impacts when introducing measures to reduce fishing capacity.

Members of the GFCM should consider the use and impacts of the different management tools reported in Table 1.

Efforts towards investment in disinvestment in the fisheries of the GFCM Members should be encouraged where overcapacity and sustainable exploitation may be a concern.

6.2.3 *Technical instruments*

There is need to address scientific and biological issues including, but not limited to:

- the issue of the efficiency of fishing gear and electronic equipment such as used for detecting fish;
- the collection of data at the national level regarding the status of various stocks, fishing activities and ecosystems – and particularly for shared stocks – in a manner that is consistent and harmonized with other countries;
- the use of one or more indicators of fishing capacity to evaluate the balance between fleet capacity and fishing opportunities – both qualitatively and quantitatively.

Capacity measurement - GFCM Members should ensure the successful and complete implementation of the regional fleet register and use the agreed regional fishing capacity measure unit as established in the Recommendations GFCM 33/2009/5 and GFCM 34/2010/2, respectively.

⁷ Further detail could be found in the document: Westlund, Lena. *Guide for identifying, assessing and reporting on subsidies in the fisheries sector*. FAO Fisheries Technical Paper N° 438. 29 pp. <http://www.fao.org/docrep/007/y5424e/y5424e00.HTM>

6.2.4 *Administrative and legal instruments*

Members are encouraged to recall and implement GFCM decisions regarding the management of fishing capacity and related issues.

Entry/exit Regime - There is need for a simple and transparent entry/exit regime that applies to all members of the GFCM with the view to avoid any future increases of overall fishing capacity.

Capacity ceiling - Fishing capacity should be frozen within the soonest possible period based on scientific evidence, best practices and lessons learned.

Harmonization - There is a necessity to harmonize fisheries policies, legal and regulatory frameworks as well as specific fisheries regulations, particularly for shared stocks.

6.2.5 *Management instruments*

Regional and national measures such as temporary closures or fisheries management for other effort limitations shall be taken into account when establishing actions and measures.

7. Human resources development for management of fishing capacity

Communication and sensitization programmes related to fishing capacity should be created to increase general awareness amongst stakeholders and the general public about the problems of overcapacity.

Stakeholder participation – Effective participation of stakeholders, including fisheries organizations, should be supported by access to information and education.

Countries are encouraged to seek assistance in the monitoring of fishing capacity and for the development and implementation of national plans of action for the management of fishing capacity.

The diversification by fishers into of non-fishing activities should be encouraged.

8. Monitoring, control and surveillance of fishing capacity of fleets operating in the GFCM Convention area

Monitoring of fishing activity - As part of monitoring fishing activity there should be standardised logbook and catch documentation systems and include the use of VMS and other electronic reporting systems where appropriate.

8.1 Regulation of new constructions and imports of vessels

In exceptional cases where scientific evidence shows that there are sustainable new fishing opportunities, keeping in mind best practices and lessons learned as well as socio-economic concerns for local communities, new constructions and/or imports of vessels may be allowed, but all new constructions should be certified as in compliance with the RPOA-Capacity by the competent authorities.

In situations where there may not be new fishing opportunities but there is a desire for new constructions or import of vessels, then there should be a system of control as follows:

- All new constructions should have official authorisation;
- To authorize a new construction or import, it should be necessary the destruction or exit from the register of at least the same tonnage and power that the one intended to be built. Priority consideration should be given to situations which enable the transfer of capacity from fleet segments in which there is overcapacity.
- To ensure that the tonnage and power of a new vessel be equal to or less than the tonnage and power of vessel(s) removed from the register of active vessels (i.e. registered and currently fishing vessels).

Fishing Licenses of withdrawn vessels should be transferred to the replacement vessel, taking into account that the indivisible “vessel unit” to transfer is composed of tonnage + power + fishing license.

9. Actions

Members of the GFCM shall undertake the following actions:

- Freeze fishing capacity within the soonest possible period based on scientific evidence, best practices and lessons learned in line with recommendation GFCM 34/2010/2.
- A part of such scientific advice will include analyses in order to reveal the existence of overcapacity per fishing area/sub-region, fleet segmentation, fishing type, species and fishing gears.
- Implement the precautionary approach to fisheries as an important element of the sustainable exploitation of fisheries in GFCM area. This approach needs to be followed strictly by the GFCM Members.
- Further work by GFCM Members to ensure the successful and complete implementation of the regional fleet register.
- Use an agreed regional fishing capacity measure unit as established in the Recommendation GFCM 33/2009/5.
- Implement Recommendation GFCM 34/2010/2.
- The levels of fishing capacity of vessels larger than 15 metres LOA shall be without prejudice to the transferability of fishing capacity from the one Member to another Member provided that overall fishing capacity of Members or Cooperating non-members concerned and authorised and licensed to fish in the GFCM area does not increase.
- Consider the use of some limitations or other mechanisms in order to prevent negative impacts of the transfer of fishing capacity from one operational unit to another and thereby endanger the stability of biodiversity.
- Collect and share data about national technical measures (length of net, period of fishing, restricted areas, forbidden gears, etc.).

10. Review and evaluation of the RPOA-Capacity

The GFCM shall develop mechanisms to monitor fishing capacity levels through, inter alia, the regional fishing fleet register and other data collection schemes.

The Commission shall monitor the implementation of the RPOA-Capacity through annual reports submitted by its Members and shall review the programs and impacts of the RPOA-Capacity every five years.

The RPOA will be reviewed and updated by the Commission every 5 years on the basis of the above and considering any additional management measures adopted by the GFCM during the preceding period.

Members of the GFCM should ensure the evaluation of the effects of modernization, new fishing practices, and technology creep on fishing capacity.

Table 1 - Fisheries Management Tools: Duration and Effect(s) on Overcapacity

Management Approach	Management Tool	Duration	Effects	
			Direct Effect(s)	Longer-Term Effect(s)
<i>Incentive Blocking Approaches</i>	Limited-entry programmes	Temporary	<ul style="list-style-type: none"> Limits participation 	<ul style="list-style-type: none"> 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 Creates motives for IUU fishing Capacity will increase
	Buy-back programmes	Temporary	<ul style="list-style-type: none"> Purchase of vessel(s), licence(s) and/or gear(s) Capacity <i>may</i> be temporarily reduced in the fishery 	<ul style="list-style-type: none"> Any improvements in stock abundance will attract additional capacity Creates motives for IUU fishing Capacity will increase
	Gear restrictions, vessel restrictions	Temporary	<ul style="list-style-type: none"> Initial reduction in harvests 	<ul style="list-style-type: none"> Substitution of unregulated inputs or new gear types to replace restricted inputs Regulations lose effectiveness and additional regulations required Creates motives for IUU fishing Capacity will increase
	Aggregate quotas, total allowable catches (TACs)	Temporary	<ul style="list-style-type: none"> Likely to accelerate the growth of fishing capacity rather than reduce it 	<ul style="list-style-type: none"> Capacity and effort increase if effort and entry unrestricted Race for fish ("fishing derby") develops Creates motives for IUU fishing: additional regulations required, particularly to limit discarding and false reporting, ensure traceability and to control transshipment Potential for frequent overruns of the TAC resulting in over-exploitation Frequently results in excess processing capacity and processing plant downtime during closed season(s) Capacity will increase
	Non-transferable vessel catch limits (individual quotas/IQs)	Temporary	<ul style="list-style-type: none"> Overcapacity not addressed May limit additional growth of capacity 	<ul style="list-style-type: none"> Requires regulations to ensure traceability and to control transshipment Additional regulations required Creates motives for IUU fishing Capacity will increase

<i>Incentive Adjusting Approaches</i>	Group fishing rights: community development quotas (CDQs), community-based management systems collaborative- or cooperative-based systems	Potentially enduring	<ul style="list-style-type: none"> • Reallocation of the fishery to the recipient community 	<ul style="list-style-type: none"> • Requires group understanding of asset value of user rights, capability to manage • Reduction of overcapacity or capacity containment depends on subsequent management
	Designated / Limited Access Privilege Programs (DAPPs, LAPPs) Catch Share Programs	Potentially enduring	<ul style="list-style-type: none"> • Reallocation of the fishery to the recipient community 	<ul style="list-style-type: none"> • Requires group understanding of asset value of user rights, capability to manage • Capacity managed automatically, overcapacity does not occur/recur • Compliance concerns internalised by fishers to protect asset (rally against IUU fishing) • Supplementary regulations helpful to reinforce conservation
	Territorial use rights (TURFs)	Potentially enduring	<ul style="list-style-type: none"> • Reallocation of the fishery to the recipient community 	<ul style="list-style-type: none"> • Requires group understanding of asset value of user rights, capability to manage • Reduction of overcapacity or containment of capacity linked to subsequent management
	Individual effort quotas (IEQs) denominated in trawl time, gear use, time away from port, fishing days, etc.	Mid-term	<ul style="list-style-type: none"> • Enforcement difficult • Additional regulations required to control input substitution 	<ul style="list-style-type: none"> • Capital-stuffing—where a vessel's horsepower, length, breadth and tonnage are increased—frequently occurs • Requires regulations to ensure traceability and to control transshipment • Creates motives for IUU fishing • Capacity will increase
	Individual transferable quotas (ITQs), individual fishing rights (IFQs)	Enduring	<ul style="list-style-type: none"> • Market forces drive out overcapacity • Consolidation occurs if overcapitalised 	<ul style="list-style-type: none"> • Capacity managed automatically, overcapacity does not occur/recur • Compliance concerns internalised by fishers to protect asset (rally against IUU fishing) • Supplementary regulations helpful to reinforce conservation
	Taxes and royalties	Indefinite duration	<ul style="list-style-type: none"> • Market forces drive out overcapacity • Consolidation if overcapitalised 	<ul style="list-style-type: none"> • Administratively intensive: requires constant adjustment of tax levels to maintain capacity at desired level • Politically difficult to impose, easier to rescind

Annex A - Actions & Activities & Timeframes & Responsibilities

The following template should be used to provide a summary of the specific sections of the RPOA-Capacity, strategic interventions, specific actions, as well as indicative timeframes and responsibilities for carrying out these actions.

Specific Objectives	Strategic Interventions	Specific Action(s)	Responsible Parties