

Status of the implementation of Fleet Development Plans

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PURPOSE

To present the results of the status of the implementation of Fleet Development Plans submitted by CPCs to the Commission.

BACKGROUND

The concept of Fleet Development Plan (FDP) was first introduced by the Commission in 2003 when it adopted Resolution 03/01 *On the limitation of fishing capacity of Contracting Parties and Cooperating Non-Contracting Parties*.

Paragraph 3. Other CPCs which have the objective of developing their fleets above those authorisations currently foreseen under administrative processes, will draw up, a fleet development plan in accordance with the provisions of Resolution 02/05 [*superseded by Resolution 05/02, then Resolution 07/02, then Resolution 13/02, then Resolution 14/04, then by Resolution 15/04*]. This Plan shall be submitted to the Commission for information and record at the 2004/05 Sessions and should define, *inter alia*, the type, size and origin of the vessels and the programming of their introduction into the fisheries.

The objective of the Fleet Development Plan was to accommodate the aspirations of developing coastal States, in particular small island developing States and territories within the IOTC Area of competence whose economies depend largely on fisheries and who aspire to develop their own fishing fleet.

The concept of Fleet Development Plan was evoked for the second time, in 2005, in the context of Resolution 05/01 *On conservation and management measures for bigeye tuna*.

In further efforts at controlling the capacity of fleets operating in the fisheries for tropical tuna, swordfish and albacore, the Commission adopted Resolutions 06/05 and 07/05, in 2006 and 2007, respectively. Once again both of these resolutions made provisions for developing coastal States, in particular small island developing States and territories within the IOTC Area of competence to present Fleet Development Plans, with a reasonable phasing in of the vessels from these plans. Resolutions 06/05 and 07/05 were superseded by Resolution 09/02 in 2009, and for the first time the Commission recognised the need to set a deadline for the submission of Fleet Development Plans and also the time period in which these plans were to be implemented.

Paragraph 6. *The other CPCs which had the objective of developing their fleets following the provisions of IOTC Resolution 03/01, through the introduction to the IOTC of a fleet development plan, shall confirm, by 31 December 2009, inter alia, the type, size, gear and origin of the vessels included in the Fleet Development Plans and the programming (precise calendar for the forthcoming 10 years) of their introduction into the fisheries). All future fishing efforts shall be in accordance with such development Plans of the concerned CPCs.*

Maintaining the objective of controlling fleet capacities in the tropical tunas fishery and swordfish and albacore fishery, Resolution 09/02 was superseded by Resolution 12/11 (in 2012), which was subsequently superseded by Resolution 15/11 (in 2015), thus seeing through a 14 year period in which the Commission had attempted manage fleet capacity.

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In 2016, the Commission agreed to extend the applicability of Resolution 15/11 for an additional year and it also agreed to review it at the 2017 Annual Meeting. On reviewing this resolution at the 2017 Commission meeting the following two recommendations were made; the first is the subject of this document.

Paragraph 66. The Commission **RECOMMENDED** that the IOTC Secretariat analyse the fleet development plans submitted in relation to Resolution 15/11, notably those introducing new vessels/capacity, and for CPCs to provide information on the reasons why they have not been able to implement their fleet development plans and to detail a way forward. (*IOTC–2017–S21–R[E]*).

Paragraph 107. The Commission also noted that the extension of the applicability Resolution 15/11 needed to be reviewed, and **RECOMMENDED** that the WPICMM discuss this.

The Commission agreed to limit the fishing capacity of the fleets targeting tropical tunas to the capacity (measured in Gross Tonnage) of active vessels in 2006 (Resolution 06/05), and to the 2007 level (Resolution 07/05) for those fleets actively targeting albacore and swordfish. The provisions of these two resolutions are now captured in Resolution 15/11 *On the implementation of a limitation of fishing capacity of Contracting Parties and Cooperating non-Contracting Parties* (which supersedes Resolutions 12/11, 09/02, 07/05 and 06/05).

Resolution 15/11 calls on CPCs to implement a limitation on their fishing capacity targeting tropical tunas, swordfish and albacore stocks, while allowing for the inclusion of vessels under construction during specific reference years, and those proposed by other CPCs in their Fleet Development Plans.

IMPLEMENTATION OF FLEET DEVELOPMENT PLANS

The Commission agreed, in May 2009, that CPCs had until 31 December 2009 to submit their fleet development plans. A review of the collection of FDPs received by the IOTC Secretariat, reveal that 22 CPCs (including Belize and Vanuatu who are both no longer CPCs) have submitted FDPs. The FDPs of Belize and Vanuatu are not considered in this document, besides recognising that both countries had previously submitted such document. The United Republic of Tanzania had initially indicated that it will submit a FDP by the end of March 2010. This did not happen and subsequently it submitted a letter in April 2014 requesting more time to elaborate its FDP. At the time of preparing this document, the United Republic of Tanzania had still not submitted a FDP. With the change in the status of the former French Department of Mayotte, in 2014, from France (Overseas Territory) to an outermost region of the European Union, this meant that the part of France (OT)'s fleet development plan that was foreseen for implementation beyond 2013 was transferred under the responsibility of the European Union, thus merging the two FDPs to one. This, therefore, leaves 19 FDPs for the consideration of this document.

Of the 19 FDPs reviewed, 10 were submitted before the agreed deadline and 9 were submitted after. The first FDP was submitted in June 2004 by Iran and Kenya was the last CPC to submit a FDP, in February 2015; just over six years after the Commission's established deadline. Following the submission of their initial FDP, the majority of CPCs (15 CPCs) have gone on to submit a revision of their plans, as indicated in Table 1, below. A review of the actual fleet development plans reveal that, initially most CPCs only provided the number of vessels that they intended to add to their fleet, but failed to provide information on the vessel type, size (capacity in GT or GRT), gear and their origin (i.e. new vessels or reflagged vessels). However, some CPCs reported these information in subsequent updates of their plans. Among the CPCs who provided updates, only three CPCs (the European Union, France (OT) and Sri Lanka) have provided information on the actual implementation of their plans.

In the updates of their subsequent FDPs, three CPCs (Comoros, Mauritius and Seychelles) had informed the Commission that they were unable to implement their initial, and subsequent, FDPs and had, therefore, re-aligned the years in which their plans are to be implemented. To date, seven CPCs (Madagascar, Malaysia, Oman, Pakistan, Seychelles, South Africa and Senegal) have fleet development plans whose implementation period have already lapsed.

China, submitted its first fleet development plan in October 2009 to retrospectively cover two vessels which were introduced into the albacore and swordfish fishery in 2008. The initial plan of China was fully implemented in 2010. In May 2017, China submitted an additional FDP to, again, retrospectively cover the years 2011 to 2016, in addition to the years 2017 to 2020.

Throughout the IOTC Secretariat's attempts, since 2008, to track the implementation of the fleet development plans some common issues come to the fore, which frustrates this exercise. These are as follows:

- Lack of information of vessel size (capacity in GT or GRT);
- Lack of information on target species,
- Lack of information on exact number/capacity of vessels to be phased in by year under the plan.

To address some of the above listed issues certain assumptions have been made and these are explained below.

Lack of information on vessel size

In the absence of information on vessel size (capacity in GT or GRT), the Secretariat has resorted to use proxies to provide an estimate of the capacity for the vessels to be added. Depending on the availability of information from different resources, information have been taken from the IOTC Record of Authorised Vessels, from the IOTC Active Vessels List or from information provided in previous version(s) of FDPs. With regards to the type of capacity, i.e. Gross Tonnage (GT) or Gross Registered Tonnage (GRT), the Secretariat assign the recognised standard for each CPC.

Lack of information on target species

Where no information are provided on the target species in the FDPs, the Secretariat makes certain assumptions based on the type of vessels to be phased in, and the catching history of the CPCs' fleet, based on information in the IOTC Active Vessels List or from information provided in previous version(s) of FDPs.

Lack of information on exact number/capacity of vessels to be phased in by year

In the instance that a FDP does not contain exact numbers/capacity of vessels to be phased in by year, the IOTC Secretariat assumes that the plan will be implemented in a linear fashion; that is an equal number/capacity per annum are added over the lifetime of the plan.

Table 1, below, provides a summary of the information that the concerned CPCs have submitted through their FDPs. In view of the inconsistencies that exist between the different FDPs, the information is presented in a simplified manner; i.e. no distinction is made to which fishery the final FDP capacity is assigned and the active capacity reported for 2017 also does not distinguish between the different fisheries. As can be seen from Table 1 and Figure 1, below, the majority of FDPs remain unfulfilled; of which, eight have reached their term for implementation.

If we are to rely on the active vessels' lists, that CPCs report to the IOTC Secretariat, as a measure of if the FDPs are being implemented, we find that overall there has been a tendency for a decrease in the number of active vessels over the last six years (2012 – 2017). The number of vessels reported as active in 2017 was almost half the number of vessels active in 2012. Interestingly, around 88% of the decrease in the number of active vessels may be attributed to two CPCs with FDPs; Indonesia (FDP up to the year 2026) and Sri Lanka (FDP up to the year 2020).

It is fair to conclude that the majority of FDPs have not been realised. While some CPCs have not provided reasons for the non-realisation of their FDPs, those that have offered an explanation have pinned the non-realisation of their FDPs on global economic turmoil which resulted in unfavourable conditions for investments.

Table 1. Summary of Fleet Development Plans, baseline capacity and active capacity in 2017

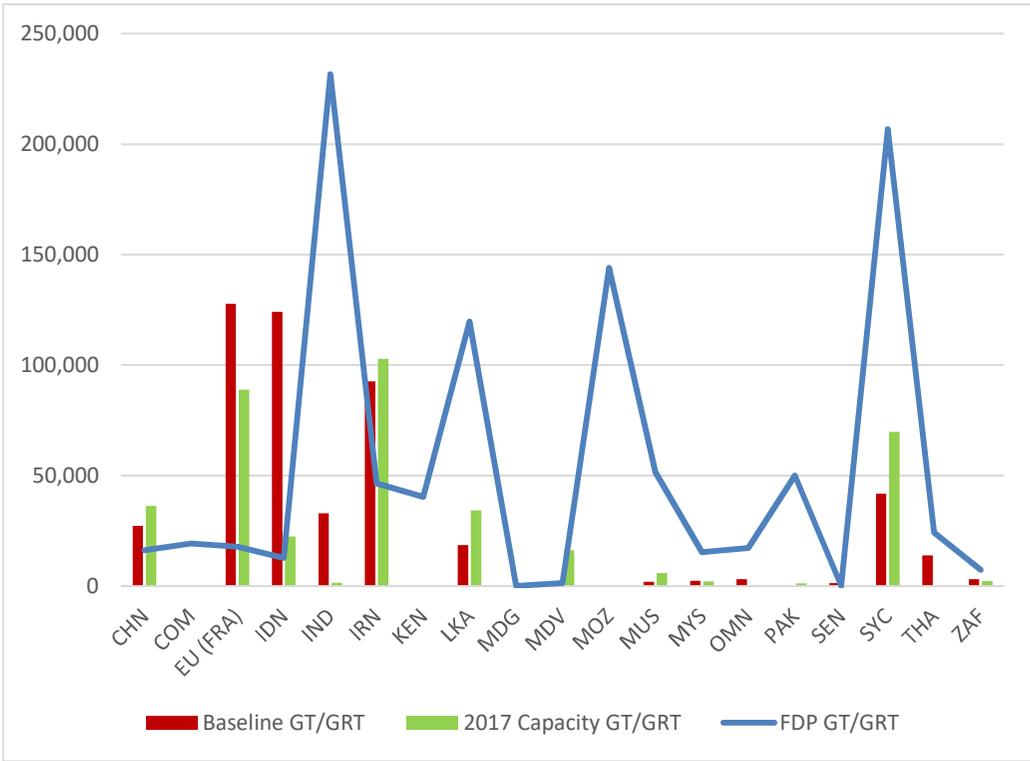
CPC	No FDP submitted	1st submission	2nd submission	3rd submission	4th submission	5th submission	End year of FDP	Total TT GT/GRT planned	Total SWO/ALB GT/GRT planned	Total FDP GT/GRT planned	Baseline GT/GRT	2017 Capacity GT/GRT
CHN	2	06/10/2009	10/05/2017				2020	0	16,229	16,229	27,216	36,214
COM	5	01/02/2011	07/03/2012	09/05/2014	12/03/2015	09/03/2017	2022	16,000	3,190	19,190	0	0
EU (FRA)	2	22/05/2006	25/01/2010				2020	10,948	6,804	17,752	127,793	88,891
IDN	4	03/03/2010	07/03/2013	19/03/2013	02/02/2017		2020	12,600	0	12,600	124,011	22,360
IND	1	14/01/2011					2026	231,754	0	231,754	32,950	1,395
IRN	5	16/06/2004	27/12/2010	28/02/2011	18/03/2012	09/01/2013	2020	46,500	0	46,500	92,654	102,793
KEN	2	17/02/2015	16/03/2016				2025	30,300	10,090	40,390	0	No information
LKA	5	11/02/2011	01/03/2011	12/02/2013	07/01/2014	18/03/2016	2020	112,806	6,851	119,657	18,436	34,195
MDG	1	11/03/2011					2015	0		709	263	212
MDV	1	15/03/2011					2020	1,286	0	1,286	0	16,148
MOZ	2	28/03/2013	28/08/2013				2028	109,800	34,200	144,000	0	124
MUS	3	15/05/2008	02/02/2011	28/03/2013	22/12/2017		2020	29,170	22,420	51,590	1,931	5,784
MYS	3	18/04/2008	23/12/2010	12/04/2012			2017	15,334	0	15,334	2,299	2,012
OMN	1	21/05/2006					2015	17,190	0	17,190	3,126	443
PAK	3	14/03/2006	11/03/2011	16/03/2011			2015	50,000	0	50,000	0	No information
SEN	1	25/03/2014					2016			1,9190	1,250	0
SYC	2	07/03/2006	13/01/2011				2016	206,796	0	206,796	41,735	69,822
THA	4	05/09/2005	18/01/2010	27/05/2010	06/01/2017		2019	17,325	0	17,325	13,771	200
ZAF	1	13/05/2007					2008	3,056	4,274	7,330	3,013	2,116

 CPC with FDP terminated

dd/mm/yyyy

FDP submitted after the deadline of 31/12/2009

Figure 1. Fleet Development Plans against baseline and active capacity



RECOMMENDATIONS

That the CoC15:

- 1) **NOTE** paper IOTC–2018–CoC15–05, which describe the status of implementation of Fleet Development Plans,
- 2) **NOTE** that Resolution 15/11, which provides the avenue for CPCs to implement a Fleet Development Plan, is in force until the end of the 2018 Annual Session, unless the Commission decides otherwise.
- 3) **NOTE** that if all FDPs were implemented as planned, the fishing capacity in the fisheries for Tropical Tunas and Albacore & Swordfish for the fleets with FDPs, the capacity would be at 1,512, 271 GT/GRT, compared to their current active capacity, which is at 384, 032 GT/GRT. *This would result in a capacity at around 400% above current level.*
- 4) **NOTE** the recommendation of the first meeting of the Working Party on the Implementation of Conservation and Management Measures (WPICMM01.11) *to extend the applicability of Resolution 15/11 until alternative measures are in place to manage capacities.*