



Fisheries Department
Ministry of Natural Resources
Government of Tuvalu



CORPORATE PLAN



Funafuti, Tuvalu • September 2016

2017/2019



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Acronyms used in this report

CMM	Conservation and Management Measure (of the WCPFC)	PNA/PNAO	Parties to the Nauru Agreement/ PNA Office
CP1/2	TFD Corporate Plan 1 (2014-2016) & 2 (2017-2019)	PROP	Pacific Regional Oceanscape Programme (of the World Bank)
EEZ	Exclusive Economic Zone	PS	Purse-Seine
EU/ EC	European Union/ European Commission	R2R	Ridge-to-Reef Project
FAD	Fish Aggregation Device	SDE	Special Development Expenditure (of the GOT)
FFA	South Pacific Forum Fisheries Agency	SPC	Pacific Community
FSA	United Nations Fish Stocks Agreement	TFD	Tuvalu Fisheries Department
GOT	Government of Tuvalu	TFSP	Tuvalu Fishery Support Programme
HRD	Human Resource Development	TK3	Te Kakeega III (Tuvalu National Strategy for Sustainable Development 2016-2020)
IUU	Illegal, Unregulated and Unreported (fishing)	TKA	Tokelau Arrangement for the Management of South Pacific Albacore
MRA	Marine Resources Act 2006, amended 2012	TMTI	Tuvalu Maritime Training Institute
NAFICOT	National Fisheries Corporation of Tuvalu	UNCLOS	United Nations Convention on the Law of the Sea
NAPA2	National Adaptation Plan of Action (for Climate Change) Phase 2	VDS	Vessel Day Scheme (of the PNA)
NZ	New Zealand	VHF	Very High Frequency radio
PA	Palau Arrangement (for Management of Fisheries of Common Interest)	VMS	Vessel Monitoring System
PIRFO	Pacific Islands Regional Fisheries Observer programme	WCPFC	Western and Central Pacific Fisheries Convention/ Commission

1. Background

1.1 Corporate Planning

The first Corporate Plan (CP1) of the Tuvalu Fisheries Department (TFD) covered the period 2014-2016. The Plan was prepared following a detailed review of the Department's structure and functions, carried out in 2012/ 2013 as part of the Fisheries Department Institutional Strengthening Project (ISP).

CP1, approved by the Tuvalu Cabinet in September 2013, involved significant changes to the Department's staffing and activities to better reflect the responsibilities and obligations of a modern-day government fisheries agency. The Plan, which became effective as of January 1st 2014, also defined objectives and key performance indicators to guide the work of the Department in the medium term. The reorganisation was implemented in 2014, which was therefore a transitional year for the Department. By the end of 2014 a new staff structure had been put in place, key corporate and operational documents were under development, and a revised set of priority activities had been agreed which led to the formulation of the Department's first Annual Work Plan (AWP) covering the calendar year 2015.

Preparation of the present Corporate Plan (CP2), covering the period 2017-2019, has been guided both by experience in implementing CP1, and by the revised directions articulated in Te Kakeega III, the Tuvalu National Strategy for Sustainable Development 2016-2020 (TK3):

- Implementation of CP1 revealed that the Plan was over-ambitious in some areas, and set goals that in some cases proved difficult to achieve. Reasons for this included lack of technical capacity within the Department, insufficient recurrent budget allocations, significant delays in several donor-funded projects, lengthy bureaucratic processes within Government, the impacts of severe weather events on TFD facilities and infrastructure, and unexpected developments in the fisheries sector, including Tuvalu's being issued with a "yellow card" by the European Commission¹. These lessons have been learned in the formulation of the present Plan, whose goals and objectives are designed to be more realistic;
- The TK3 describes fishery-related issues and aspirations in various places, but particularly in sections 6 (Private Sector Development, Employment and Trade), 8 (Natural Resources), 10 (Environment) and 12 (Oceans and Seas). These provide an overarching framework for the present document. However the relatively long time-frame of this planning document (5 years) means that there is the potential for significant change in the fisheries sector, which is evolving quickly. This could result in the stated goals becoming outdated, as was the case with TK3's predecessor, TK2. The objectives stated in TK3 are thus taken as guiding principles which are further refined in the present document.

The present document provides the TFD with a 3-year planning framework, which will be updated in 2019. The actual day-to-day work of the Department will be further refined through the continued production each year of Annual Work Plans. Performance against the AWP is monitored internally through a process of quarterly reporting, and documented formally in the Department's Annual Reports, which are tabled each year in Parliament.

1.2 Fisheries in Tuvalu

The importance of fisheries to Tuvalu cannot be overstated: indeed Tuvalu is often characterised as one of a handful of "fishery-dependent small island states" whose economy, livelihoods, food security and dietary health depend largely on marine resources. Since 2013 fishery access and licence fees paid by industrial fishing vessels catching tuna in Tuvalu's exclusive economic zone (EEZ) have been the primary source of non-aid revenue to the Government. Seafood is a major source of protein to Tuvaluans, especially in the outer islands, where fish consumption may exceed 80kg per person per year (5 times the global average).

The sustainable development and management of fishery resources is therefore essential for the economic, health and social well-being of Tuvaluans. In the case of coastal fishery resources which occur in and around Tuvalu's reefs and lagoons, this can be done on a local and national scale, although there is little history of active management in Tuvalu so far. However tuna fishery resources are not confined to Tuvalu's EEZ but are shared among many Pacific Island countries and south-east Asian nations. In addition, fishing in high seas areas beyond

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¹ In December 2014 Tuvalu was notified by the European Commission that it was being considered as a possible non-cooperating country in regard to the deterrence of illegal, unregulated and unreported (IUU) fishing

national jurisdiction can impact on the productivity of fisheries inside EEZs and coastal waters. Acknowledgment of the need for Tuvalu to improve management of coastal fisheries, and to participate more actively in regional tuna fishery management arrangements, were the major factors driving the reorganisation of the TFD in 2014.

1.3 Fisheries Legislation

The main law dealing with fisheries in Tuvalu is the Marine Resources Act 2006 (MRA), amended in 2012.

Key features of the MRA include:

- Establishing the objective of ensuring the long-term conservation and sustainable use of the living marine resources for the benefit of the people of Tuvalu;
- The Minister for Fisheries has the authority for the conservation, management, development and sustainable use of the living marine resources in the EEZ of Tuvalu;
- The Minister must take into account 15 stated principles and measures in the conservation, management, and development of fisheries;
- The Minister has the power to administer fisheries, make regulations as needed, and appoint a Fisheries Officer and other officials to discharge fisheries related functions;
- The Minister may declare that a fishery important to the national interest is a “designated fishery” with its own management plan;
- All vessels engaged in fishing in Tuvalu must have a valid/applicable permit or a license under a multilateral access agreement in accordance with the Act;
- The transshipment of fish in the Tuvalu EEZ is regulated;

Requirements for a Tuvalu fishing vessel operating outside Tuvalu waters are given.

The Marine Resources (Amendment) Act 2012 implements a number of changes to the principal act to accommodate Tuvalu’s international, regional and national rights and responsibilities in fisheries conservation, management and development. The Amendment significantly increased the level of penalties for various types of offence under the Act.

The MRA was further revised in 2016, partly to respond to issues raised by the European Commission in regard to Tuvalu’s control of foreign fishing vessels operating in its waters. The revised Act was being finalised for submission to the Tuvalu Parliament at the time this Plan was prepared.

Two regulations have been promulgated under the Marine Resources Act: the Fisheries (Vessel Monitoring System) Regulations (2000) which require the use of automatic location communicators by commercial fishing vessels operating in Tuvalu waters; and the Conservation and Management Measures (PNA Third Implementing Arrangement) Regulations 2009, which contain provisions for implementation of a number of measures agreed by PNA. Further regulations are envisaged in 2017, after the MRA has been revised.

The Maritime Zones Act (2012) repealed the earlier Marine Zones (Declaration) Act of 1993 and provides the framework for establishing the following maritime zones in Tuvalu;

- Declaration of Archipelagic Baselines 2012 (results in an archipelago comprising Nukufetau, Funafuti and Nukulaelae)
- Declaration of Territorial Sea Baselines 2012
- Declaration of the Outer Limits of the Territorial Sea 2012
- Declaration of the Outer Limits of the Exclusive Economic Zone 2012
- Declaration of the Outer Limits of the Continental Shelf 2012

Other relevant legislation includes the Falekaupule Act 1997 (revised 2000), which empowers Kaupule (island councils) to “provide for the improvement and control of fishing and related industries in accordance with the Fisheries Act” and “to prohibit, restrict or regulate the hunting, capture, killing or sale of animals, reptiles, birds or fish in accordance with the Wildlife Conservation Act”: and the Funafuti Conservation Area Order (1999), promulgated under the Conservation Areas Act of 1999.

1.4 TFD work areas

In line with the important social and economic role of fisheries in Tuvalu, and the provisions of the MRA and other legislation, the Department's work falls into a broad range of areas:

- Sustainable management of the tuna fishery in Tuvalu waters, through:
 - Ensuring compliance with the provisions of international fishery treaties to which Tuvalu is a party, including UNCLOS, FSA, PA and WCPFC²;
 - Actively promoting Tuvalu's national interests through regional tuna fishery management arrangements, including WCPFC, FFA, PNA, TKA and other mechanisms³;
 - Maintaining fishery licensing and data collection systems for vessels fishing in Tuvalu waters, and monitoring their activities through data collection programmes;
 - Monitoring, control and surveillance (MCS) of fishing activities in the Tuvalu waters to ensure compliance with licence conditions, and to deter, detect and penalise illegal, unregulated and unreported (IUU) fishing;
 - Responding to the requirements of major market states in regard to IUU fishing and fishery product food safety.
- Increasing sustainable economic benefits from the tuna fishery, through:
 - Effective negotiation of favourable fishery access conditions with foreign interests;
 - Development of joint-venture arrangements between the Government of Tuvalu and selected foreign fishing companies with emphasis on shore-based development;
 - Promoting the employment of Tuvaluans as crew on board fishing vessel operating in Tuvalu waters, through training and licence conditions;
 - Reform of the National Fishing Corporation of Tuvalu (NAFICOT) as a vehicle for the Government's commercial fishery interests.
- Improved management of coastal fisheries in order to maintain livelihoods, food security and dietary health. This involves:
 - Working closely with Kaupule, who are responsible for by-laws and other regulations controlling local fishery management;
 - Strengthening relationships between the TFD, fishers and other stakeholders;
 - Fishery resource assessment and monitoring, to provide the information needed for management;
 - Supporting the establishment and enforcement of local conservation areas and other management mechanisms;
 - Formulation of management plans for beche-de-mer, sharks and other resources that are prone to extreme overfishing;
 - Environmental monitoring to assess and mitigate adverse environmental impacts, including waste management, coastal development and ciguatera fish poisoning;
- Supporting the sustainable economic development of Tuvalu's small-scale fisheries, through:
 - Provision of technical assistance, training and material support to small-scale fishers and fish processors, including for sea safety;
 - Deployment and maintenance of fish aggregation devices in all of Tuvalu's islands.
- Public awareness and education in all the above areas.

This list is not exhaustive, but provides an indication of the diversity of tasks the TFD is or may be required to perform.

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² United Nations Convention on the Law of the Sea, United Nations Fish Stocks Agreement, Palau Arrangement for the Management of Fisheries of Common Interest, and Western Central Pacific Fisheries Management Convention.

³ Western Central Pacific Fisheries Management Commission, South Pacific Forum Fisheries Agency, Parties to the Nauru Agreement, and Tokelau Arrangement for the Management of South Pacific Albacore.

The fisheries sector is dynamic and fast-evolving, especially in regard to tuna fishery management and international trade in tuna products. Since Cabinet's approval of the first TFD Corporate Plan in September 2013 there have been new developments that required a response by the Department. These include increasing international fishery compliance obligations resulting from Tuvalu's membership of the WCPFC, changes to aspects of the PNA Vessel Day Scheme that could affect Tuvalu's fishery revenues, the EU's identification of Tuvalu as a possible non-cooperating country in regard to IUU fishing, and the establishment of the Tokelau Arrangement for the Management of South Pacific Albacore. All these issues required Departmental action, sometimes substantial, which were not anticipated and thus not fully planned for. This emphasises the need for the Department to remain responsive and flexible irrespective of the planning framework adopted.

2. Vision, Mission Statement and Values

2.1 Vision

The guiding vision of the Department can be stated as:

- Bountiful inshore fisheries supporting livelihoods and providing healthy local food
- Sustainable oceanic fisheries providing strong revenue and satisfying jobs

The physical and economic health of the Tuvalu population depends upon the health of its inshore and oceanic fisheries, which can be managed by Tuvalu. The health of oceanic fisheries cannot be managed by Tuvalu alone but requires regional and sub-regional co-operation.

2.2 Mission statement

The Department's mission is:

- To maximise social and economic returns to the people of Tuvalu through the sustainable management and wise use of Tuvalu's living marine resources.

On behalf of the people of Tuvalu, the Government, through the Fisheries Department of the Ministry of Natural Resources, will act as a responsible custodian of oceanic or designated inshore fishery resources and fisheries rights so that they generate national revenues and sustainable employment opportunities. The Department will also support Kaupule/ Falekaupule to manage inshore fisheries to support livelihoods and provide local food security.

2.3 Values

The three core values of the Tuvalu Fisheries Department are cooperation, integrity and operational excellence.

- Cooperation
The best management of local inshore fisheries will require cooperation between the Fisheries Department and Kaupule/ Falekaupule. The best management of shared tuna purse seine and longline fisheries will require cooperation between the Fisheries Department and sister organisations from neighbouring coastal States as well as with regional and sub-regional organisations such as PNAO, FFA, SPC and WCPFC.
- Integrity
In its dealings with other parties the Department will deliver on undertakings, and will act fairly, consistently and courteously. The Department will be respected as a solid management partner, a firm but fair regulator and an organisation that provides good customer service to the public and other government agencies.
- Operational excellence
The Mission of the Fisheries Department is of central importance to the well-being of Tuvaluans. Accordingly, everyone in the Department is expected to strive for high levels of performance by carrying out their responsibilities in a timely and accurate manner.

3. Objectives, Activities and Indicators

Based on the foregoing information, the table below lists the primary objectives of the Department during the period of the present Plan, activities to be carried out in order to achieve the objectives, and key performance indicators that will be used to assess whether the objectives have been achieved by the end of the Plan period.

Table 1: TFD Objectives, Activities and Key Performance Indicators, 2017-2019

Objective	Activities	Key Performance Indicators
1. Tuvalu's national rights and interests are secured and protected within the regional purse seine and longline Vessel Day Schemes, whose integrity and development have been promoted by Tuvalu through cooperation with other participating coastal States.	Active participation in meetings of the PNA and TKA with the goal of maximising Tuvalu's VDS and quota allocations, expanding the concept of VDS pooling, promoting FAD charging as an alternative to the FAD closure, and using regional leverage to create at-sea job opportunities for Tuvaluans.	VDS/ quota allocations do not decline by more than 10%. Tuvalu sells 20% of its VDS allocation through sub-regional pooling arrangements. FAD closure period is reduced by at least one month. Achieve regional minimum requirement of 2 PNA crew per PS vessel.
2. Fisheries revenues to Tuvalu are maintained and further improved through the optimum allocation and pricing of Tuvalu's Vessel Days and associated purse seine and longline licences.	Negotiate effectively with foreign fishing interests to ensure maximum VDS benefits. Explore new opportunities, including multi-year VDS contracts and sales to fish processors.	Maintain revenues at no less than \$20 million per year. All longline fishing in Tuvalu is managed under the longline VDS.
3. At sea employment for Tuvalu citizens (fishing vessel crew and fishery observers) has been increased significantly above present levels through the provision of appropriately trained personnel and the fullest application of local crewing licensing conditions.	Continued delivery of crew training in partnership with the Tuvalu Maritime Training Institute (TMTI). Support private agencies in Tuvalu to hire and place Tuvalu crew. Further recruitment, training and deployment of Tuvaluan fishery observers.	250 Tuvaluans employed on fishing vessels operating in the region. 100 fishery observers trained and on active service in the regional tuna fishery. 20 certified observer debriefers trained and in active service.
4. Tuvalu is fully compliant with the requirements of the WCPFC and other international fishery treaties to which it is a party.	Streamline oceanic fishery data collection, analysis and reporting systems. Maintain cooperation with Fiji and other PI countries in regard to placement of fishery observers on Tuvalu flag vessels. Keep abreast of new CMMs and ensure ability to comply.	All WCPFC reporting obligations are met in full and on time. Tuvalu meets and exceeds the WCPFC requirement for a minimum 5% observer coverage on its flag vessels.
5. Tuvalu meets the requirements of overseas market states in regard to IUU fishing and fishery product food safety.	Revise the Marine Resources Act and other actions needed to remove the EU yellow card. Cooperate with other PI countries to establishment food safety certification arrangements for fish caught by Tuvalu vessels.	Revised Marine Resources Act has been approved by the Tuvalu Parliament. A food safety Competent Authority has been established and employs trained food safety inspectors. Collaborative arrangements are in place to carry out required inspections of Tuvalu flag vessels.

Table 1: continuation

Objective	Activities	Key Performance Indicators
6. Fishery surface patrols, aerial surveillance, observer coverage and other mechanisms are deterring and detecting IUU fishing activities, which are being effectively penalised through the Tuvalu legal system.	<p>The Vessel Monitoring System (VMS) is enhanced and used effectively to identify possible fishery offences in Tuvalu waters.</p> <p>Regular fishery patrols are carried out in cooperation with the Maritime Wing of the Tuvalu Police Force.</p> <p>Offences detected result in the consistent application of administrative penalties or prosecution by the Attorney-General's Office.</p>	<p>World Bank Pacific Regional Oceanscape Programme (PROP) funding has been used to investigate the use of radar satellite data into the VMS.</p> <p>100 patrol-days per year are achieved.</p> <p>Two fishery offences per year are successfully penalised or prosecuted.</p>
7. New fishery joint ventures have been negotiated between the Government of Tuvalu and selected commercial fishing interests which provide increased employment for Tuvaluans and additional revenue streams to the Government of Tuvalu (GOT) while minimising investment cost and risk.	<p>Continued discussion/ negotiation with foreign fishery interests in regard to establishment of joint ventures.</p> <p>Use of fishery access and other concessions to encourage the development of onshore processing facilities in Tuvalu.</p>	<p>One new joint venture established with GOT, or an existing joint venture expanded.</p>
8. The National Fisheries Corporation of Tuvalu (NAFICOT) has been reformed to comply with the provisions of the Public Enterprises (Performance and Accountability) Act 2009 and acts as a vehicle for the GOT's commercial fishery interests.	<p>Complete the legal and administrative steps needed to restructure NAFICOT.</p> <p>Transfer the management of Tuvalu Tuna Fong Haur (TTFH) and other GOT joint ventures under the NAFICOT corporate umbrella</p>	<p>NAFICOT reform completed.</p>
9. The relationship between the TFD and Kaupule/ Falekaupule has been transformed such that Kaupule regulate local food fisheries supplying local needs, and the Department provides support in the form of data collection and analysis and fisheries management advice.	<p>Meetings with Kaupule, Fishers Associations, women and youth groups and other stakeholders are held on each island to discuss and understand the roles and responsibilities of each party.</p>	<p>Memoranda of Agreement on fisheries development and management between the TFD, Kaupule and other relevant stakeholder groups are in place with at least three islands.</p>
10. Fish aggregation devices (FADs) are available to fishers throughout Tuvalu and provide increased food security, higher financial returns, improved sea safety, and reduced fishing pressure on inshore resources.	<p>Use donor funding or recurrent budget to procure FAD materials and construct FADs.</p> <p>Deploy FADs as required at each island.</p> <p>Maintain a stockpile of materials and constructed FADs so that lost FADs can be replaced quickly.</p>	<p>Two FADs are on station at each island.</p> <p>A stockpile of at least 5 FADs is being maintained.</p> <p>FAD vandalism has been penalised.</p>
11. Small-scale fisheries increasingly target a more diverse range of ocean resources in order to reduce fishing pressure on coastal species.	<p>Technical assistance, training and support to the private sector to promote fishing for tunas, other ocean pelagic species, and deep-water snappers.</p> <p>Make Manauai and other assets available for use by the private sector.</p>	<p>Deep-water snappers become available on the local market.</p>

Table 1: continuation

Objective	Activities	Key Performance Indicators
12. The safety of small-scale fishers has been improved through the installation of VHF radio equipment and the development of systems to respond to emergencies.	<p>In cooperation with the NAPA2 project, Maritime Police and other agencies involved in sea safety to establish VHF ground stations on all islands.</p> <p>Provide financial support to equip fishers with hand-held VHF radios and other safety equipment.</p> <p>Work with Kaupule and Fishers Associations to train fishers in the responsible use of safety equipment, and establish reliable search and rescue arrangements.</p>	<p>VHF stations have been established in all islands.</p> <p>Safety equipment has been provided to small-scale fishers in at least 6 islands</p> <p>Search and rescue arrangements are in place in at least 6 islands.</p>
13. The TFD has reliable information on coastal fishery resources in each island on which to base the management advice it provides to Kaupule.	<p>Baseline fishery resource, habitat and socio-economic surveys are carried out in all islands.</p> <p>Follow-up surveys are carried out annually in each island.</p> <p>Fishery monitors continue to collect data on fish landings in each island.</p> <p>All data collected is recorded and analysed to produce reports and outputs of practical application.</p>	<p>At least one fishery resource survey has been carried out in at least 6 islands.</p> <p>Fishery profiles have been produced for at least 6 islands.</p> <p>Information on local fisheries has been communicated in writing and through workshops to Kaupule and fishery stakeholders on at least 6 islands.</p>
14. Conservation areas, by-laws and other fishery management arrangements have been established in those coastal fisheries where this is a high priority.	<p>Provision of technical and legal advice on fishery management issues to Kaupule and stakeholders.</p> <p>Identification, mapping and, if necessary, signage of fishery conservation areas.</p> <p>Establishment of appropriate monitoring arrangements to assess the performance of, and compliance with, agreed management measures.</p>	<p>Conservation areas and/ or management arrangements formally established through by-laws or other legal mechanisms on at least three islands.</p> <p>Signage of Funafuti conservation area completed.</p> <p>Joint Kaupule/ TFD monitoring arrangements in place for the Funafuti Conservation Area.</p>
15. Management plans for beche-de-mer, shark and other sensitive species are in place, if necessary through designation of these fisheries for management by the TFD under the Marine Resources Act.	<p>Literature review and field surveys to assess potential sustainable productivity of sensitive species on each island.</p> <p>Establishment of annual species quotas per island.</p> <p>Stakeholder consultations to formulate appropriate management and marketing mechanisms.</p>	<p>Beche-de-mer Management Plan formally legislated.</p> <p>Shark export regulations formally legislated.</p>
16. Improved office space, IT and internet facilities and other support arrangements have been established to allow improved delivery of TFD functions.	<p>Construction of NZ-funded office new office building.</p> <p>Use of PROP or other funds to finance fit-out of office furniture fit-out, as well as IT, laboratory and dive equipment.</p>	<p>Office building completed, fully furnished and functional. (This KPI will be subject to donor performance).</p>
17. Appropriate TFD training and human resource management arrangements, including succession planning, have been implemented to support the optimum performance of the Department.	<p>Develop a training plan that matches the Department's needs.</p> <p>Delivery of in-service and overseas frontline management and technical training, in cooperation with bilateral partners and regional organisations.</p> <p>Staff performance management and incentive arrangements developed following GOT HRD processes.</p>	<p>Training plan is in place and being implemented</p> <p>All senior staff have undergone frontline management training.</p> <p>Staff performance monitoring is being performed effectively.</p>

Table 1: continuation

Objective	Activities	Key Performance Indicators
18. Continued fine tuning of the TFD's organisational structure, recurrent budget and donor support has taken place to ensure that the available human and other resources correspond to the Department's evolving needs.	Annual review of TFD staff structure, adjustment of job descriptions, re-designation of positions and creation of new posts where needed. Forward planning of budgets, submissions to GOT for recurrent and SDE funding, and development of appropriate donor-funded projects.	TFD organisation structure is appropriate to the needs of the Department. Budget or financial shortfalls have not prevented delivery of any TFD functions.
19. Stakeholders and the general public are aware of TFD activities that affect them, and participate in them in a supportive way.	Public awareness programmes including radio, publications and meetings. Stakeholder consultations. Pilot establishment of a register of meetings/ consultations. Continued improvements of the TFD website and mailing lists as public information tools.	20 radio programmes and 5 public information documents produced per year. Timely production of technical and administrative reports. Website contains all public TFD reports and resources.
20. Fisheries Department staff and co-workers are able to access the information and knowledge needed for them to carry out their functions effectively.	Development of an accessible, compelling technical library (hard copy and electronic). Establish internal communications system to ensure TFD staff are informed in advance of relevant activities/ events.	Library carries all known reports on fisheries in Tuvalu, and other relevant documents. Communication failures have not impeded delivery of TFD activities/ services

These objectives and activities are consistent with the provisions of Te Kakeega III, although some of the ideas mentioned in that document (such as exporting of black corals, and farming of pearls and giant clams for export) are considered low priority and are not addressed within the present Plan.

4. Fisheries Department Resources

4.1 Organisation

The TFD organisational structure was revised as part of the Cabinet decision of September 2013, and came into effect on 1st January 2014. A further revision took place in August 2016 to incorporate two additional staff referred to in the next section. The updated organisation diagram, including these positions, is shown in Figure 1.

The Department now comprises:

- An Administration group, comprising the Director and Deputy Director, several professionals with cross-cutting responsibilities (Legal Officer, Economist and Librarian/ Public Relations Officer, and the new positions of Maintenance Technician and IT Manager) as well as the Executive staff. The Administration group is responsible, among other things, for recommending fishery policy initiatives, negotiating fishery access arrangements, and establishment of joint ventures in which the Government of Tuvalu has an interest;
- An Oceanic Fisheries Division, responsible for industrial fishery vessel licensing, sale of fishery access rights, compliance with Tuvalu's obligations under international fishery treaties and conventions, and monitoring, control and surveillance of fishing activities in the EEZ;
- A Coastal Fisheries Division, responsible for inshore fishery resource assessment, monitoring, and providing support to kaupule, fishers associations and other stakeholders in the management of coastal fishery resources and the marine environment, both in Funafuti and the outer islands;
- An Operations & Development Division, responsible for the running of the TFD vessel Manau, construction and deployment of fish aggregation devices, training of fishers and fishing vessel crew, promoting sea safety, and other development-oriented activities.

Several new activity streams are expected to develop in the coming years, including the establishment of arrangements for sanitary control of Tuvalu's fishery product exports in order to meet the food safety requirements of market states. These will be located in the appropriate section of the TFD as they are implemented.

4.2 Staffing

The TFD reorganisation in 2014 resulted in some former positions being re-designated, frozen positions being unfrozen, and the creation of a few new posts. Following the reorganisation the Department comprised 43 staff: 11 (including Executive staff) in the Administration group, 9 in the Oceanic Division, 10 in the Coastal Division, and 12 in the Operation and Development Division. One position of Storekeeper remained on the establishment but was not filled.

Most of these positions are now filled, but there is continual churn as staff often apply for promotion, depart overseas for long-term training, or leave the Department. There is therefore a need for operational redundancy and effective succession planning so that, if a position becomes vacant, there are others who can fulfil the duties of the post until it is filled again.

In 2016 the Department submitted applications to the GOT for two changes to the staff structure:

- re-designation of one dormant position of Storekeeper to Maintenance Technician, in anticipation of the maintenance requirements of the planned new office building, as well as other assets and equipment;
- establishment of the new position of IT Manager, to support the Department's increasing needs in regard to development and maintenance of computer equipment, internet access, internal networks, software and databases, the VMS, and hardware and software.

In addition to its permanent staff, the Department has a pool of 70 trained and PIRFO-qualified fishery observers who are contracted to work on board fishing vessels when required. It is planned to increase the pool to at least 100 observers by the end of the present Plan, as well as to increase the number of those qualified to carry out debriefing and other higher-level functions.

Since October 2012 the Department has been supported by a full-time Advisor, provided under New Zealand donor funding, and who has concentrated primarily on oceanic fisheries management and industrial development. An additional part-time Advisor, focussing on coastal fishery management, was recruited in 2015.

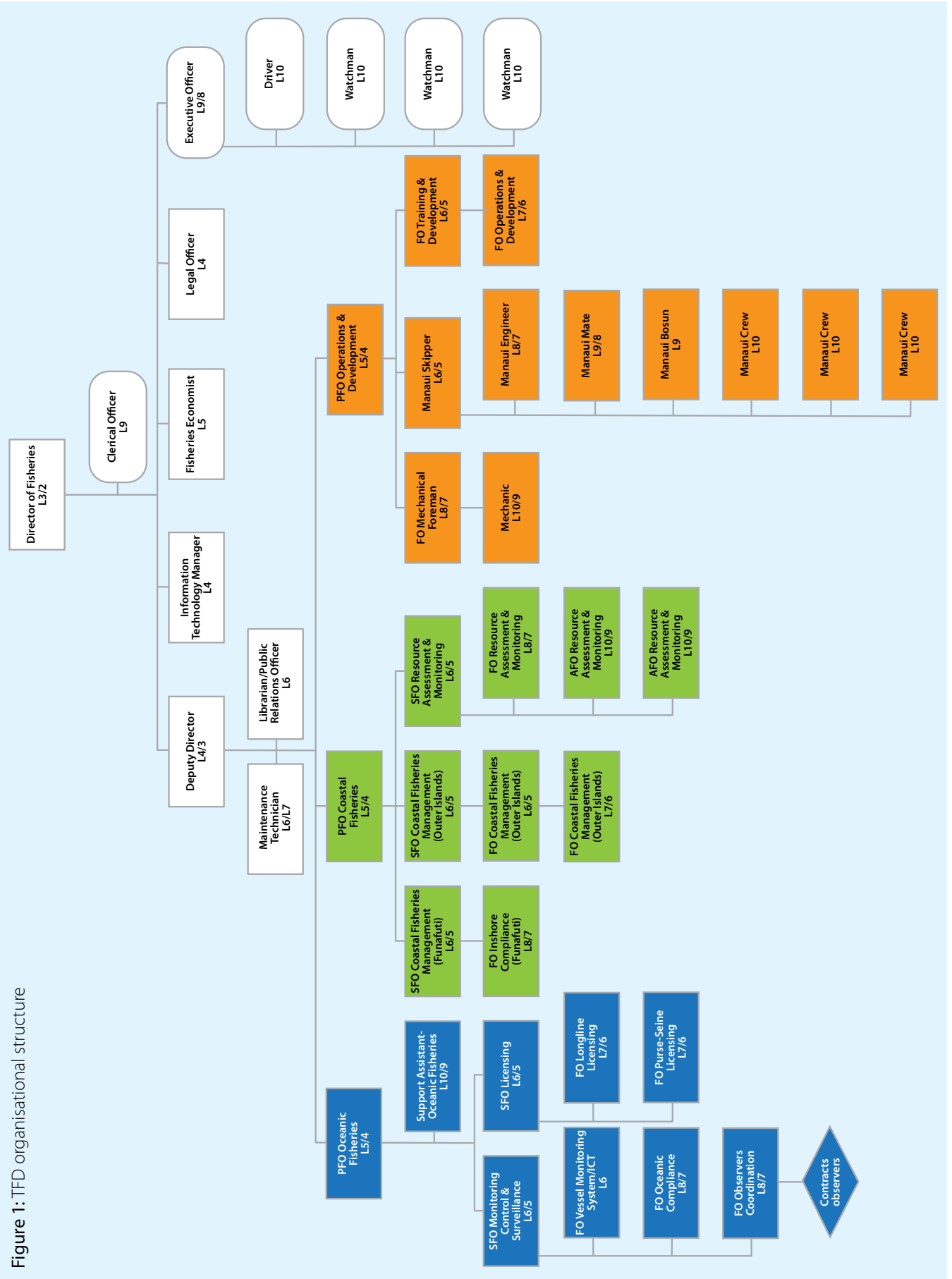
In 2015 two more fisheries officers were under the GEF-funded NAPA2 project for the 4-year duration of the project. In addition, a Locally Managed Marine Area (LMMA) Support Officer was recruited in 2016 under the UNDP/GEF Ridge-to-Reef (R2R) project, and stationed at the TFD. There is also the prospect of engaging a NZ Volunteer (retired business person or similar) to assist with restructuring of NAFICOT.

4.3 Human Resource Development

Management and development of fisheries is a technically complex field, and becoming increasingly more so. Oceanic fisheries are also subject to regional management arrangements to which Tuvalu is bound by international treaties and conventions which operate under international fisheries law. Even coastal fisheries are sometimes affected by international agreements on the conservation and protection of sensitive or threatened species. International trade in fishery products is impacted by the regulatory and sanitary requirements of market states, which may require coastal states to develop complementary legislation and inspection arrangements for fishing vessels and the fish they catch.

In addition to technical skills, internal functioning of the Department and its activities require that personnel, especially those in senior positions, are able to manage staff, projects and budgets. Many TFD officers have completed vocational, technical or academic education programmes, but have not undertaken frontline or organisational management training. Technical and professional writing is also an area of weakness for some staff.

Figure 1: TFD organisational structure



During the period of this Plan, the Department will address these issues by identifying and organising targeted technical and management training as appropriate to the needs of individual staff and the Sections in which they work. This training will be delivered through a number of mechanisms:

- Participation in technical workshops and short courses organised by regional organisations – primarily FFA and SPC, but also various others;
- Gaining experience through participation in technical meetings of PNA, FFA, WCPFC and SPC;
- Use of visiting staff and consultants to deliver technical training in their area of expertise, through workshops or by one-to-one or one-to-few mentoring;
- Delivery of in-house lectures and seminars, variously by TA personnel attached to the Department, TA or professional staff from other Government Departments, NGOs, the University of the South Pacific Extension Centre in Tuvalu, and TFD staff themselves;
- Attachment training for individual staff or small groups at overseas fishery management or other relevant institutions, primarily in Australia and New Zealand;
- Participation in specialised short courses delivered by academic institutions overseas;
- Occasionally, longer-term training at overseas technical or academic institutions.

A primary focus of the Department's human resource development activities will be on organisational management training, effective use of computers and software, and professional writing. In addition, the technical training priorities of the Department will include:

- International and domestic fisheries law and regulation;
- Technical aspects of fishery monitoring, control and surveillance;
- Inshore fishery resource assessment and monitoring;
- Fishery negotiation skills;
- International fishery trade and marketing;
- Fishery product hygiene and sanitary control;
- Database development, data analysis and reporting;
- Community-based fisheries management;
- Technical training for vessel officers, engineers and crew.

In all cases the Department will become more pro-active in determining its specific training needs, and ensuring that staff participate only in those programmes and activities that are most relevant. In the past there has been a tendency to send staff on training programmes simply because they are on offer, without considering whether these programmes are of specific relevance to the Department's objectives and work programme. Training needs and considerations will be built into the TFD Annual Work Planning process.

4.4 Assets and facilities

TFD staff are currently scattered among 6 separate office buildings, some of which are in a serious state of disrepair. The unsatisfactory office environment impedes the proper functioning of the Department, prevents effective communications and personnel management, and has a negative effect on staff morale.

In recognition of these issues, the New Zealand Government agreed in 2014 to support the construction of a new office building for the Department. It was intended that the new building would be constructed at Teone, on the site of one of the Department's existing, decrepit buildings, which was to be demolished for that purpose.

It was originally anticipated that the new building would be completed by the end of 2015. However delays occurred in the delivery of the building due to price over-runs. It is now anticipated that the building will be completed during the third quarter of 2017. Delivery of the activities and outputs envisaged in this Plan will depend heavily on timely completion of the building.

The Department currently operates two fishery research/ extension vessels:

- the FV *Manau*, an 18-metre fibreglass vessel provided by the Japanese Overseas Fishery Cooperation Foundation (OFCF). The *Manau* was originally provided as a fish collection vessel to service outer island community fisheries centres, but is now used for deployment of fish aggregation devices, transportation of fisheries staff to the outer islands, and charters. The *Manau* is increasingly suffering mechanical problems and breakdowns and will soon reach the end of its service life. OFCF is considering replacing the *Manau* in 2018.

the *Tala Moana*, a 32-metre steel vessel procured by UNDP using GEF funds allocated to Tuvalu primarily to support the operations of the NAPA2 and Ridge-to-Reef (R2R) projects in which the Department is heavily involved. The *Tala Moana* was delivered in December 2015 and is better suited to passenger transport and outer-island field work than the *Manau*. The vessel is much larger than anticipated (the original expectation was for a 20-23 metre vessel) which makes it more costly to run, but also enables it to be used for surface MCS patrols.

The Department has two smaller boats used for field work, as well as two vehicles, seven motorbikes, and numerous desktop and laptop computers, printers and other IT equipment, some of which are used in support of the VMS which tracks the operations of industrial fishing vessels in Tuvalu's EEZ. The Department also has two dive compressors and several sets of dive gear, as well as various items of laboratory and other apparatus used for fishery research purposes. It is expected to replace or upgrade all of this equipment, and purchase additional assets (including additional small boats) during the period of the present Plan.

4.5 Budget

Fisheries licensing, access fees and investments now generate a significant proportion of Tuvalu Government revenues. Income in 2015 was A\$31.4 million (57% of total non-aid revenues and 68% of recurrent expenditure), although this was inflated because of some delayed 2015 payments and favourable exchange rates. The Fisheries Department plays an active and critical role in maximising these returns through its ongoing participation in regional and bilateral fisheries negotiation, and the development of strategies intended to promote Tuvalu's economic interests.



Figure 2: *Manau* (left) and *Tala Moana* (right)

The TFD recurrent allocation for 2016 was approved as part of the national budget process that took place in late 2015. Under the approved budget, the Department's allocation is \$749,703, of which \$594,887 (79%) is staff costs, and the balance of \$154,816 (21%) operating costs. This is an unbalanced situation given that the Department has relatively high operational costs, especially given the need to carry out regular work in the outer islands, which is costly. Under ideal circumstances the balance between staff and operating costs would be about 50:50, rather than 80:20 as at present. However this is not something that is within the control of the Department, which has to compete with other Departments and Ministries for the limited recurrent budget funds available.

The 2017 budget planning process was under way at the time of preparing this plan. Although the TFD recurrent budget allocations for 2017 and later years are not yet finalised, it is almost certain that there will be no significant increase in operational fund available to the Department.

In addition to the recurrent budget, the Department has successfully negotiated substantial amounts of additional funding support to the fisheries sector from several major development partners:

- The New Zealand-Tuvalu Fishery Support Programme (TFSP) is providing NZ\$ 1,036,800 to over the 5-year period which commenced on 31st May 2014. The TFSP will also provide new office facilities for the Department, as well as ongoing technical assistance services;
- The World Bank PROP, approved in December 2014, is providing an estimated US\$7,910,000 over a 6-year period that commenced on 9th June 2015;
- The GEF-funded NAPA2 project will provide approximately US\$2.1 million to support fisheries development and food security activities in Tuvalu's outer islands over a 4-year period from early 2015. The NAPA2 project has also procured the vessel Tala Moana which is being operated by the Department, and which is used in support of other TFD activities;
- The GEF-funded R2R project was approved in mid-2015 and supports aquatic biodiversity conservation and establishment of marine protected areas in some outer islands.

Together these programmes support a wide range of activities by the TFD working in close collaboration with other partner agencies, including the Maritime Wing of the Tuvalu Police Department, TMTI, and the Kaupule on each of Tuvalu's islands. Activities to be supported by all three programmes are fully integrated into this Corporate Plan and the Department's Annual Work Programmes, which in many cases will be funded by a combination of both donor and recurrent budget allocations.

Additional support continues to be available through the main fisheries sector regional organisations: FFA, SPC, PNAO and WCPFC. Technical assistance, training and small project funding is also available from time to time through a number of bilateral and multilateral partner agencies and NGOs. However the above programmes, and especially the TFSP and the PROP, will greatly reduce the Department's dependence on this type of funding, which can be unpredictable and, sometimes, more closely aligned with regional rather than national priorities.

5. Long-term Strategic Planning

The Fisheries Department currently operates within the Ministry of Natural Resources under Government budget processes and public service personnel management procedures. As part of the institutional strengthening process that has been ongoing since 2013, questions have arisen about whether an alternative form of organisational structure might be more suited for the Department, given its critical and growing role in securing and protecting almost 60% of Tuvalu's Government revenue.

A key issue is the need to ensure that the Department has access to sufficient funding to ensure that it can promote and protect Tuvalu's fisheries interests internationally, undertake effective fishery monitoring, control and surveillance, and achieve full compliance with the requirements of international fishery treaties and arrangements to which Tuvalu is a party. As noted earlier, 80% of the TFD recurrent budget allocation is currently absorbed by staff costs, and the Department's operating costs are currently being funded mainly by extra-budgetary sources (New Zealand and the World Bank). This is not sustainable – NZ funds will be exhausted in 2018 and World Bank funds in 2020, and alternative funding arrangements will need to be put in place before that time.

In addition, there is a need to ensure the Department is able to recruit qualified, experienced and motivated staff, and implement an effective performance-based management scheme based on incentives and disincentives. There is currently no clear career path within the fisheries sector, and in some cases public service rules prevent promotion of some staff who may be performing well but do not have tertiary qualifications. Where expertise is needed that may not be readily available in Tuvalu, there is no easy mechanism for recruiting regional or international specialists for shorter or longer periods.

As of 2017, the Department will begin to investigate possible alternative organisational arrangements which could help address these issues, and which may be more suitable for Tuvalu's main revenue-generating agency. Models from other countries, in particular the non-commercial statutory authority structures currently used in Palau, Marshall Islands, Papua New Guinea, Nauru and Federated States of Micronesia, will be compared in order to identify elements or approaches that may be suitable for Tuvalu.

Possible alternative management arrangements for the Tuvalu National Fishery Observer Programme (which currently employs almost 80 observers, with further growth planned) will also be investigated. The Programme, which is essentially a provider of services to the fishing industry, is currently managed by TFD staff, and places a considerable administrative burden on the Oceanic Fisheries Section. There may be options for commercialisation or corporatisation of the Programme, which may then allow for additional developments, such as provision of observer services to other countries or even in other oceans.

Finally, the TFD will need to come to grips with the fishery product hygiene and IUU certification requirements of overseas market states where the fish caught by Tuvalu vessels, or in Tuvalu waters, is ultimately sold (see Table 1, Objective 5). This will require the creation of new functional units within the Department, intensive technical training and capacity-building, and the establishment of operating systems and procedures so that product certification can take place to the satisfaction of those market states. Again this will be an area of focus for the Department in 2017 and beyond, and is likely to lead to organisational changes over the medium term.





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