

27995

SPC/2nd Pacific Community Fish. Mgmt. Workshop/BP 11
6 October 1998

ORIGINAL: ENGLISH

SECRETARIAT OF THE PACIFIC COMMUNITY

SECOND PACIFIC COMMUNITY
FISHERIES MANAGEMENT WORKSHOP
(Noumea, New Caledonia, 12-16 October 1998)

RE-STRUCTURING THE SPC MARINE RESOURCES DIVISION

By the Secretariat of the Pacific Community
Noumea

LIBRARY
SECRETARIAT OF THE
PACIFIC COMMUNITY

Re-structuring the SPC Marine Resources Division

Background

When the SPC Marine Resources Division was created in 1997, following a recommendation of the SPC Committee of Representatives of Governments and Administrations, it was able to assume immediate shape and function by taking over the existing structures of the Oceanic Fisheries Programme and the Coastal Fisheries Programme.

There has been no reason to interfere grossly in the organisation of what has been a comparatively well-focussed and smoothly-running unit, but the internal review process of the Secretariat has drawn attention to the need for some routine fine-tuning. This paper does not attempt to review the mandate and operation of the Division, something which has been covered in recent reviews (and part of which will be considered again in the not-too-distant future as part of the international consultations towards a management arrangement for western tropical Pacific tuna stocks), but covers point by point some areas where action is being considered, or is under way.

Integration of SPRTRAMP into the OFP structure

The EU-funded South Pacific Regional Tuna Resource Assessment and Monitoring Programme (SPRTRAMP) has always been an integrated part of the work of the Oceanic Fisheries Programme (OFP) but this has not yet been reflected in the organisational structure, where SPRTRAMP appears to sit out on a limb. One of the reasons for this has been that SPRTRAMP staff salaries, because of EU bureaucratic requirements, do not coincide with the SPC salary scale and because all expenditure is approved and disbursed by the EU office in Noumea rather than being handled by SPC on a longer term accountable basis to the donor. Thus, although the work accomplished by SPRTRAMP is integrated with other OFP work, the budget is not.

As with most organisations, the appearance of the organisational structure at SPC has tended to be led by the structure of accounts, rather than the other way round, but there is no real reason not to integrate the organisational structure of the project, apart from the effort of amending brochures and accounting groups. This cosmetic re-organisation is made in time to be reflected in the new SPC annual report and the new Marine Resources Division brochure, and will carry through to the hoped-for "SPRTRAMP II" project. This latter has been integrated into a broader SPC/FFA proposal to the European Union, via the Forum Secretariat-controlled process of drawing up the Pacific Regional Indicative Programme of the second funding protocol of Lomé IV, and entitled the "Pacific Island Oceanic Fishery Management Support Project", hoped to run from January 2000-2004.

The new structure of the OFP will not be a great deal different from before, but will more closely reflect the structure of the work that is being carried out, particularly the new focus on environment-stock interactions facilitated by SPRTRAMP, and to be augmented under the expected Global Environment Facility (GEF) regional International Waters project controlled by the South Pacific Regional Environment Programme. The SPC/FFA component of this project is expected to start early in 1999.

The OFP will consist of three sections as follows:

- **Statistics and Monitoring**, under the Fisheries Statistician Tim Lawson.
The section will include the following posts or functions:
 - Fisheries Database Supervisor
 - Research Officer/Analyst
 - Programmer/Research Officer
 - Port Sampling and Observer Supervisor (SPRTRAMP)
 - Scientific Observers (4) (SPRTRAMP)
 - Data Entry Operators

- **Stock Assessment and Modelling** under the Principal Fisheries Scientist John Hampton
The section will include the following posts or functions:
 - Senior Fisheries Scientist
 - Research Officer (Data)
 - Fisheries Research Scientist
 - Associate scientists

- **Tuna Ecology, Biology and the Environment**, under the Oceanic Fisheries Manager (formerly Oceanic Fisheries Coordinator) Tony Lewis
The section will include the following posts or functions:
 - Senior Fisheries Scientist
 - Biological Technician (SPRTRAMP)
 - Billfish Biologist
 - Global Environment Facility project
 - Studentships
 - Special Projects

The Oceanic Fisheries Manager will of course retain overall control of the Programme, reporting to the Director of Marine Resources, but will take special responsibility for research.

(Note that the summary above does not describe all of the local staff support positions within the OFP, since the structure is organised here by function)

Regrouping of Coastal Fisheries Programme Sections

After the internal review of 1997, the Coastal Fisheries Programme (CFP) experimented with a two-dimensional structure consisting of operational units and cross-cutting units. However, this never really caught on because, whilst it reflected how many observers felt the Programme ought to work, it didn't reflect the actual activities of each section. Whilst some units are "cross-cutting" in the sense of covering several specialist areas (for example, training, womens fisheries development, and information) they all have the primary target of working directly with member countries rather than supporting the work of other SPC sections. It became clear that the task of supporting the work programme is best considered a core function of SPC and that each of Coastal Fisheries Programme sections, whose budget comes overwhelmingly from tightly focussed aid projects, would have to continue to concentrate on the direct delivery of services to member countries.

At the same time, despite the different focus given to each section depending on their donor support, the development sections of the current Coastal Fisheries Programme need to demonstrate that they are working in a harmonised way, and a better-integrated organisational structure would also go some way towards leading future potential donors to view the development activities more as a unit, and to accept linkages with other donor projects when drawing up project plans.

Instead of the current 6 miscellaneous sections, the Coastal Fisheries Programme will be split up and a new Fisheries Development Programme will be re-constituted consisting of the existing Capture, Women's Fisheries Development, Training and Postharvest sections. Reef Fishery Assessment (formerly Resource Assessment and Management), and Information will remain separate as stand-alone sections under the overall umbrella of the Division. The new grouping will enable the Fisheries Development Programme to establish a more tightly integrated focus and free the other two sections to pursue their somewhat different goals. The new structure will appear as follows:

- **Fisheries Development Programme** - under the overall leadership of the Director of Marine Resources Tim Adams:
 - The Programme will include the following posts or functions:
 - Fisheries Training Adviser
 - Fisheries Training Specialist
 - Womens Fisheries Development Adviser
 - Women's Fisheries Development Officer
 - Fisheries Development Adviser
 - Masterfishermen (2)
 - Postharvest Fisheries Adviser
 - Pacific Islander Attachments (2)

- **Reef Fisheries Assessment Section** - under the Reef Fisheries Management Adviser (post to be filled August 1998)
 - The section will include the following posts or functions:
 - Reef Fisheries Management Adviser
 - Reef Fisheries Scientist (currently vacant, but funding applied for in 1999)
 - Pacific Islander Attachment (1)
 - Integrated Coastal Fisheries Management Project resource assessment component (ends March 1999)
 - Fishbase database Pacific node project
 - Comparative Reef Resource Assessment project (proposed for 2000)

- **Fisheries Information Section** - under the Fisheries Information Adviser, Jean-Paul Gaudechoux
 - The section will include the following posts or functions:
 - Fisheries Information Adviser
 - Fisheries Information Specialist
 - Pacific Islander Attachment (1)
 - Special Interest Group networks and bulletins
 - SPC component of PIMRIS

Again, this structure does not detail local support staff positions.

The Fisheries Information Section remains separate because it does have a cross cutting role as part of its functions, assisting other sections in the preparation of publications and newsletters, and drawing on their assistance whilst working directly with countries. However, the four existing sections drawn together into the new Fisheries Development Programme all work primarily with member countries whilst having a common fisheries development focus that will be emphasised in future project preparation to ensure that the need for an integrated work-programme, and the inter-linking of projects, will be clearly evident.

The Reef Fisheries Assessment Section remains separate because of its different emphasis, but it will continue to provide a service to Fisheries Development Programme projects where reef fishery sustainability is an issue. It is possible at some point in the future that this section, which has a research and management support focus analogous to the Oceanic Fisheries Programme (but on a much smaller scale) might be drawn into the OFP structure, but such a move is not considered advantageous during the run-up to the implementation of an international management arrangement for West-Central tropical Pacific tuna stocks, where the OFP needs to retain its current identity and focus.

Extending the latter point, it is also worth noting that the new name for the former Coastal Fisheries Programme has the considerable advantage of more accurately reflecting current work, which now concentrates at least as much on developing Pacific Island participation in tuna fisheries as it does on strictly coastal fisheries, and which has developed much closer links with the Forum Fisheries Agency than before.

One proposed new CFP activity—the aquaculture advisory service—remains to be inserted into the structure, and this will be decided once the likely form of the project is better known, but will probably sit best under the Development Programme.

It is likely that an additional post, at the same level as the current OFP section heads, will need to be eventually created to provide overall management of this large new Fisheries Development Programme, but the prospects for obtaining extrabudgetary funding such a position are bleak, given the difficulty that was experienced in sourcing and retaining donor funding for the former Coastal Fisheries Coordinator position. Donors did not see this kind of coordination as contributing directly to the implementation of projects, even though it was enormously influential in setting up new projects, harmonising and reporting on existing large projects, and generally ensuring that services were delivered to member countries as efficiently as possible.

The Director of Marine Resources will fill this role on an interim basis. Fortunately, the Oceanic Fisheries Programme is extremely competently managed at the moment by Tony Lewis, which gives the Director of Marine Resources the freedom to devote additional time to the Fisheries Development Programme.

The new structure will also help integrate a hoped-for major new project under the European Union entitled the “Pacific Island Coastal Aquatic Resource Sustainable Development Programme”. This, like the proposal mentioned under the OFP, has been submitted to the EU through the Forum Secretariat for integration into the Pacific Regional Indicative Programme of the second funding Protocol under Lomé IV, and is hoped to come on-line in 2000. Like the OFP project, this will be implemented in collaboration with FFA for the small-scale longlining development component, with SPC concentrating on the fishing development aspects and FFA working on the business development aspects.

Integration of the SPC Maritime Programme into the Marine Resources Division

The Maritime Programme was transferred from the Forum Secretariat to the Suva office of the Secretariat of the Pacific Community in 1996. It is a small, 2-professional programme which is currently specifically aimed at developing training courses for seafarers and helping governments to put legislation in place which will enable Pacific Island countries to achieve international minimum standards for national seafarers. The provision of trained manpower to the merchant (and increasingly the fishing) fleets of the world is a very significant source of employment for some Pacific island countries.

Whilst it has been suggested that the Maritime Programme should be integrated into the new Marine Resources Division immediately, this has not yet proven to be a viable option. To achieve any meaningful integration the Maritime Programme would have to be located physically at the same site as the current Marine Resources Division activities, and the benefits of administrative integration would anyway be minimal whilst the Maritime Programme maintains its tightly-focussed, virtually autonomous set of activities. There have however been occasional perceived cases of overlap of activities with the Fisheries Training Section in the recent past, in the area of fishing vessel seafarer training. Whether or not there has been actual overlap is moot - the Maritime Programme's training activities are aimed at curriculum development and national capacity building covering all seafarers whilst the Fisheries Training Section's activities are specifically aimed at filling newly-arising or continuing gaps in fisher development training (including some courses for fishing vessel crew and skippers) that other institutions do not yet address - but these perceptions would be laid to rest if the two units were under a common roof.

The main constraint to moving the Maritime Programme to Noumea is the budgetary increase that would be necessary to cover both the relocation of staff and the increased cost of living and of duty travel out of Nouméa. Since the Programme is entirely funded from extrabudgetary sources, this is not a decision that can be made without the consent of the providers of funds, particularly if such a move were suspected to significantly devalue the power of the programme to deliver services to member countries.

It is not proposed to move the Maritime Programme to Noumea at this present time, but we will continue to explore the options. In the meantime mechanisms for improving collaboration are being instituted, including reporting Maritime Programme activities in the SPC Fisheries Newsletter, and *vice-versa*, and occasional presentations in each others meetings with member countries.