

Document de travail 2

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## Quel après pour la Politique d'Apia ?

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## QUEL APRES POUR LA POLITIQUE D'APIA ?

### Introduction et contexte

1. La Politique régionale océanienne de gestion de la pêche côtière et les mesures stratégiques qui l'accompagnent (Politique d'Apia) 2008–2013 ont été formulées par les directeurs des pêches à l'issue de deux années de consultations. Le travail de rédaction s'est appuyé sur les réponses données par les services des pêches des États et Territoires insulaires océaniques à divers entretiens et questionnaires, ainsi que sur les résultats de deux ateliers tenus en 2007 et en 2008. Le projet de politique a été élaboré, examiné et validé de concert par l'ensemble des États et Territoires insulaires océaniques, lors d'une réunion qui s'est tenue au Samoa en février 2008, avant d'être entériné lors de la quatrième réunion ministérielle du Comité des pêches du Forum, tenu à Palau en mai de la même année.
2. La Politique d'Apia a été formulée par les directeurs des pêches dans le cadre de l'évaluation du Plan stratégique en matière de gestion halieutique et de pêche côtière durable en Océanie 2003–2008. La CPS a accompagné son élaboration, avec le concours financier du Secrétariat du Commonwealth et du gouvernement islandais. La Politique d'Apia faisait écho aux attentes exprimées par les chefs d'État et de gouvernement du Forum des Îles du Pacifique dans la Déclaration de Vava'u sur les ressources marines du Pacifique, dans laquelle ils accordaient la priorité au développement et à la gestion des pêches côtières, afin d'assurer la sécurité alimentaire, des moyens de subsistance durables et la croissance économique des générations actuelles et futures d'Océaniques.
3. La Politique proposait un ensemble de six principes directeurs :
  - amélioration de l'état des connaissances sur les espèces importantes pour la pêche et les écosystèmes dont elles dépendent ;
  - gestion durable des pêches côtières, réduction des impacts néfastes de la pêche sur les écosystèmes côtiers et optimisation de la production en vue de satisfaire les besoins nutritionnels locaux et de stimuler le développement économique ;
  - création de partenariats ancrés au niveau communautaire afin d'appuyer la gestion coutumière et traditionnelle des écosystèmes et stocks de poisson adjacents ;
  - développement de collaborations entre les parties prenantes pour la gestion des écosystèmes et la réduction des impacts environnementaux des activités sans rapport avec la pêche, notamment celles qui engendrent le transport de charges importantes de limon et de nutriments dans les eaux côtières ;
  - promotion de la participation des femmes et des jeunes à toutes les activités de la filière pêche ; et
  - renforcement des échanges et du partage d'informations au niveau régional sur les questions d'intérêt commun relatives à la gestion des écosystèmes et des pêches.
4. Depuis l'établissement de la Politique d'Apia, les services des pêches des pays membres se sont appuyés sur ces principes directeurs pour mener à bien une grande partie de leurs missions. Toutefois, cet angle de travail n'est pas perçu comme étant en lien direct avec la Politique et est plutôt considéré comme le « mode de fonctionnement » normal des services des pêches. Ce même constat s'applique au Programme pêche côtière de la CPS, dont les activités s'accordent pour la plupart avec les principes directeurs d'Apia. L'annexe A donne un aperçu d'une partie des activités menées entre 2008 et 2013 et décrit leur articulation avec les principes, les actions stratégiques et les domaines où une assistance est requise. La Politique d'Apia est arrivée à échéance à la fin 2013.

## Quel après ?

5. Les pays membres sont invités à réfléchir à l'approche qu'il convient désormais d'adopter, sachant que certains membres tendent à privilégier l'approche sous-régionale pour traiter bon nombre de questions afférentes à la gestion des pêches côtières. Ils s'en remettent alors à divers groupes sous-régionaux tels que le Groupe du fer de lance mélanésien (GFLM), le Défi micronésien, et éventuellement le TeVaka Moana (pour les pays polynésiens). La question de savoir si les pays préfèrent une action nationale à une démarche régionale ou sous-régionale doit également être posée. Plusieurs possibilités s'offrent aux pays membres :
  - i. Examiner la Politique d'Apia dans le but de formuler une nouvelle politique régionale sous la houlette des directeurs des pêches : qui pour financer et piloter la politique, quelles parties prenantes et quels objectifs concrets ?
  - ii. Opter pour la dimension sous-régionale, à l'exemple du GFLM et de sa feuille de route pour la gestion et le développement durable des pêcheries côtières, assortie de plans d'exécution nationaux, pilotés par et pour les pays mélanésiens. Cette solution pourrait être retenue par d'autres groupes sous-régionaux tels que le TeVaka Moana (dont la charte englobe les ressources marines en général) et le Défi micronésien.
  - iii. Privilégier la dimension nationale via des processus nationaux.
  - iv. Réfléchir à d'autres solutions ?

## Recommandation

6. Les directeurs des pêches sont invités à :
  - i. étudier les possibilités présentées ci-dessus pour la gestion des pêches côtières à l'échelon national, sous-régional ou régional, ou aborder d'autres solutions envisageables ; et à
  - ii. donner des indications quant à la stratégie à adopter pour optimiser la gestion des pêches côtières en Océanie, tout en garantissant leur durabilité, et souligner à nouveau l'importance des pêches côtières pour la sécurité alimentaire et les activités vivrières de petite échelle.

**ANNEXE A** *(Ce document n'a pas été traduit.)*

**Apia Policy guiding principles and SPC activities that aligns with strategic actions and areas where assistance is required.**

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 1: Improving our understanding of important fisheries species and the ecosystems on which they depend</b>		
<b>(a)</b> To broaden our knowledge of important species and their ecosystems.	a) Collation of knowledge on the life histories of commonly harvested species and their ecosystems.	<p>As part of climate change monitoring, biological sampling to better understand life histories are being undertaken for some important food resources (finfish, invertebrates) and non-food resources and the monitoring of habitat and changes to the marine environments at monitoring sites.</p> <p>Information sheets on 29 species and/or family groups plus 3 brochures and guide booklet covering, destructive fishing practises, spawning aggregations, harmful algae blooms, herbivorous fishes, community-based management, produced and distributed to countries, plus posters on Trochus, sea cucumber, mangroves and seagrass.</p>
<b>(b)</b> To identify species, that are particularly vulnerable and take appropriate management measures.	b) Assistance in preparing management plans, particularly for vulnerable species.	<p>Assisted countries in the development of species specific (primarily commercial invertebrate species) management frameworks. (PNG, Marshall Islands, Kiribati, FSM, Palau, Tonga, Samoa, Cooks, Fiji, Vanuatu, Solomon Islands, French Polynesia).</p> <p>In collaboration with the Forum Fisheries Agency (FFA), assisted Fiji to develop a plan of action for sharks.</p> <p>Worked with the PEW Charitable Trust and CITES staff on the listing of some shark species and the implications for PICTs.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 2: Sustainably managing coastal fisheries, reducing their adverse impacts on coastal ecosystems, and optimising production to meet local nutritional needs and contribute to economic development</b>		
<b>(a)</b> To enhance the capacity of fisheries agency staff to carry out effective biological, social and economic stock assessments and manage sustainable fisheries.	a) Follow-up training on fisheries policy analysis and formulation and development of a manual and template for national fisheries policies.	No work in this area: but this was partly addressed through the ACPFISH II project.
<b>(b)</b> To manage fisheries using precautionary ('safe') levels of exploitation, even in the absence of formal stock assessments.	b) Provision of in-country assistance on the preparation and implementation of national fisheries policies and management plans for coastal fisheries and ecosystems.	<p>Assisted countries in developing general coastal fisheries plans (Samoa: completed; Niue and Kiribati, in progress; assisted in the development Kiritimati island master plan and Kiribati national fisheries policy).</p> <p>Assisted countries with community-based resource management (e.g. FSM, Samoa, American Samoa, Kiribati, and Nauru).</p> <p>Assisted the Melanesian Spearhead Group (PNG, Vanuatu, Fiji, Solomon Islands and New Caledonia) to develop a Roadmap for inshore fisheries management and sustainable development in MSG countries.</p>
<b>(c)</b> To identify and control, reduce or ban damaging fishing practices.	c) Provision of in-country assistance on the use of biological and socio-economic models to assess artisanal, recreational and subsistence fisheries.	<p>Creel and market infield survey training and database training conducted for Kiribati, FSM, Tuvalu, PNG, Marshall Islands, Palau, and Tonga).</p> <p>Biological samples collected as part of trainings, otoliths for aging of selected species and fin clips for genetic analysis on connectivity of fish stocks.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 2 (cont.)</b>		
<b>(d)</b> To develop comprehensive national coastal fisheries policies and subsequent fisheries management plans that incorporate the essential elements of effective management regimes, including maximising economic yield from all income-producing fisheries.	d) Funding support to enable Pacific Island regional representatives to attend relevant international forums.	This is an on-going activity that covers aquaculture, nearshore fisheries development, and coastal fisheries science and management.
<b>(e)</b> To facilitate the attendance of Pacific Island regional representatives at relevant international forums.	e) Provision of postgraduate scholarships in fisheries studies for fisheries agency staff.	Two scholarships (through Australian funding), recipients were Samoa and Vanuatu fisheries officers.  Two Masters students in Fiji partially funded through Australian climate change funding.
<b>(f)</b> To assess costs and benefits associated with recreational fisheries and apply appropriate management measures.	f) Training in the preparation of project proposals, project design and report writing.	Data analysis and report writing is included in most attachment trainings where the attachments write-up the results of their work (e.g. Kiribati, FSM, Tuvalu, PNG, Marshalls, Solomon Islands, Cook Islands, Vanuatu etc.).  In Collaboration with Niue fisheries officers, Develop funding proposal for studying the linkage between some coastal resources on Beverage reef and Niue.

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 2 (cont.)</b>		
<b>(g)</b> To employ near-shore FADs and, where suitable, artificial reefs to divert fishing effort from more sensitive coral reef ecosystems.	g) Training in the collection, use and analysis of minimal and appropriate data to assess and manage fisheries.	<p>Creel and market in-field survey training, invertebrate assessments and aquarium resources assessment training conducted in Kiribati, FSM, Tuvalu, PNG, Marshall Islands, Palau, Tonga, Cooks, Fiji, Vanuatu, Solomon Islands, French Polynesia).</p> <p>Creel and market database as well as RFID and export database training for Kiribati, FSM, Tuvalu, PNG, Marshall Islands, Palau, Samoa, Cooks, Fiji, Vanuatu, Solomon Islands, French Polynesia, Nauru).</p>
<b>(h)</b> To support appropriate aquaculture and stock enhancement activities that divert fishing effort from more sensitive coral reef ecosystems.	h) Production of a detailed manual, such as the PASGEAR manual, on statistics and stock assessment.	Published invertebrate manual which addresses some of the main statistical analysis that are generally needed for in-field assessments on invertebrates.
	i) Biennial meetings to review stock assessment progress.	<p>No work in this area: initial stock assessment training transferred to USP, but they did not proceed.</p> <p>Assisted the ACPFISH II project with the running of a statistics for stock assessment and GIS workshop.</p>
	j) Support for re-surveying sites covered by PROCFish, and for surveying additional sites.	<p>Surveying conducted in all Pacific-ACP countries except Nauru, mainly for commercial invertebrates.</p> <p>Re-surveying of 1 or 2 PROCFish sites undertaken in FSM, Palau, Fiji, Samoa, Vanuatu, Solomon Islands, Cooks, Tuvalu, Kiribati, PNG and Marshalls.</p>
	k) Training in the use of fisheries controls and regulations.	No work undertaken in this area to date, but funded a consultancy to look at who SPC should work with to address MCS activities for coastal fisheries.
	l) Working with fishing communities to ban damaging fishing methods.	On-going activity when assisting communities with development of management plans.



Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 2 (cont.)</b>		
	<p>m) Aquaculture development and stock enhancement of species including beche-de-mer.</p>	<p>Regional SPC Action Plan (2008–2012) developed to provide a road map for aquaculture development with a revised Action Plan being developed.</p> <p>National Development Plans developed in Cooks, CNMI, FSM, Fiji, Samoa, Solomon Islands and Vanuatu.</p> <p>Technical assistance provided to member countries in the mariculture sector on specific commodities such as seaweed (e.g. Kiribati, FSM), giant clams (e.g. Palau), pearls (e.g. Fiji), lobsters (e.g. New Caledonia); improving mariculture hatchery facilities to support aquaculture and stock enhancements (e.g. Samoa, Vanuatu); and support provided in the area of aquatic biosecurity (e.g. Micronesian countries).</p> <p>Technical assistance provided for freshwater aquaculture species to help alleviate pressure on marine resources. This includes tilapia (e.g. Fiji, Samoa, and PNG), freshwater prawns (e.g. Vanuatu, Fiji); assessed disease risks in freshwater prawns (e.g. Cook Islands, Vanuatu, Fiji); considered potential species for aquaculture such as new prawn species in PNG and eel assessment in Fiji.</p> <p>Other areas of technical assistance to countries, particularly private sector, includes sponges (FSM), crab marketing and quality control (Fiji), tilapia cluster farmers (Fiji, PNG), seaweed (Bouganville-PNG) and giant clams (Kiribati, Palau).</p>
	<p>n) Design and deployment of artificial reefs and FADs and development of plans to finance their maintenance and replacement.</p>	<p>Promotion of new sub-surface nearshore FAD designs that are vandalism-proof, cheap, low-technology and long-lasting.</p> <p>Training of FAD technicians in FAD rigging and deployment in most PICTs.</p> <p>Training of artisanal fishers in FAD fishing skills including safe vessel operations and fish handling in most PICTs.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 3: Creating community partnerships to support the customary and traditional management of nearby ecosystems and fish stocks</b>		
<p><b>(a)</b> To support and strengthen the involvement of fishing communities in fisheries management and monitoring.</p>	<p>a) Implementation or strengthening of community-based fisheries management.</p>	<p>In collaboration with Worldfish employed two staff in Vanuatu and Kiribati to strengthen community based management in these countries.</p> <p>Regularly assisting FSM, Kiribati, Samoa, American Samoa with community based management initiatives.</p> <p>Working with some NGOs including the Locally-Managed Marine Area (LMMA) Network on community-based fisheries management initiatives.</p>
<p><b>(b)</b> To develop legal frameworks, that allow for the development of community fisheries by-laws.</p>	<p>b) Legal advice on legal frameworks, property rights and community fisheries by-laws.</p>	<p>Provided legal advice to Cook Islands, Samoa, Solomon Islands, RMI, Fiji (but not focused on property rights alone), sometimes in collaboration with FFA.</p>
<p><b>(c)</b> To develop, re-establish or strengthen property-use rights.</p>	<p>c) Collection of data from subsistence (community) fisheries.</p>	<p>Development of a FAD monitoring system and implementation with subsequent cost/benefit analysis in Niue and Yap (FSM).</p> <p>Ongoing data collection for creel surveys in Kiribati and Tonga, with Marshalls and PNG starting up.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 4: Creating stakeholder collaborations to manage ecosystems and reduce the negative environmental impacts of non-fisheries activities, including those resulting in high loads of silt and nutrients in coastal waters</b>		
<b>(a)</b> To engage relevant government agencies and other stakeholders in ecosystem management.	a) In-country assessment of non-fisheries impacts on marine ecosystems.	Monitoring for impacts of fishing and climate change in five countries (Tuvalu, FSM, PNG, Kiribati, and RMI).  Assistance provided with assessment of algal bloom in Tuvalu causing an increase in ciguatera cases, and EIA training in Kiribati.
<b>(b)</b> Implementation of ecosystem-based fisheries management.	b) Implementation of ecosystem-based fisheries management.	On-going activity, 5 staff involved in this, Kiribati = 2, Vanuatu = 2, SPC Noumea =1, with the main countries receiving assistance in CBFM being Kiribati, Vanuatu, Samoa and FSM.
<b>(c)</b> To establish a programme of monitoring physical, chemical, biological, social and economic parameters of coastal waters and formulate appropriate standards.	c) Establishment of programmes to monitor physical, chemical, biological, social and economic parameters of coastal waters and establish appropriate standards.	As part of monitoring for impacts of fishing and climate change in five countries (Tuvalu, FSM, PNG, Kiribati, RMI, temperature loggers have been deployed in most countries, biological sampling of a selection of finfish and invertebrate species.
<b>(d)</b> To protect and preserve portions of marine ecosystems and fish stocks.	d) Positioning, establishment and monitoring of marine protected areas.	This activity is incorporated in in-water field assessment training being delivered by SPC (All ACP countries: except Nauru).
<b>(e)</b> To raise public awareness of the need for fisheries and ecosystem conservation.	e) Design of multimedia campaigns and preparation of publicity material.	Published policy brief, highlighting the importance of coastal fisheries, food security and livelihoods, projected climate change effects on the marine environment.  Information sheets on 29 species and/or family groups plus 3 brochures and guide booklet covering, destructive fishing practises, spawning aggregations, harmful algae blooms, herbivorous fishes, community-based management, produced and distributed to countries, plus posters on Trochus, sea cucumber, mangroves and seagrass.  Development of a kit of resource materials on all aspects of fisheries for Cook Islands school teachers, in support of introduction of fisheries topics in school curricula.

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 4 (cont.)</b>		
	f) Environmental impact assessments relating to the marine environment.	<p>Training in conducting EIA for Kiribati to assess the potential impact of dredging for sand in the Tarawa lagoon.</p> <p>Training in-water field assessment delivered by SPC is applicable towards EIAs (All ACP countries: except Nauru).</p>
<b>Principle 5: Promoting participation of women and youth in all fisheries-related activities</b>		
<b>(a)</b> To enhance the availability of young well-trained recruits for fisheries agencies by providing university scholarships.	a) Provision of youth scholarships at regional universities.	<p>Two scholarships funded by Australia (Samoa and Vanuatu fisheries officers) for deep-water snapper research, plus 2 x Fijian Masters students assisted.</p> <p>2 x Solomon Islands and 1x Fiji postgraduate students were provided with supervision and assistance at USP under the ACIAR programme in the area of aquaculture.</p>
<b>(b)</b> To encourage regional training institutions to develop fisheries courses, that address the needs of PICTs.	b) University scholarships for women employed in fisheries agencies.	No scholarships provided specifically for women.
<b>(c)</b> To provide youth training in maritime, fishing and seafood safety skills, with practical work including attachments to operations run by experienced local fishers.	c) Development by regional training institutions of fisheries courses that address the needs of PICTs.	<p>Assisted Fiji National University (FNU) in reviewing their aquaculture modules.</p> <p>Assistance provided to the National Fisheries College in Keviang (PNG) to review the aquaculture training package under their overall fisheries sector training.</p> <p>Partnership with PNG National Fisheries College to export Small Fishing Operations and Post-Harvest Operations training to Kiribati.</p> <p>Collaboration with Vanuatu Maritime College (VMC) to jointly deliver an annual Practical Safety, Fishing and Financial Management Course for Fisheries Officers.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 5 (cont.)</b>		
<b>(d)</b> To promote gender equity in national fisheries agencies and provide equitable promotion opportunities for female staff.	d) Provision of youth training in maritime, fishing and seafood safety skills, with attachments to operations run by experienced local fishers.	<p>FAME ensures to the best of its ability that training delivered is gender balanced; however, ultimately it is the right of the countries to make the nominations for national attendees to training courses.</p> <p>Development of a kit of resource materials on all aspects of fisheries for Cook Islands school teachers, in support of introduction of fisheries topics in school curricula.</p>
<b>(e)</b> To provide opportunities for women and youth to participate in all fisheries training courses and regional meetings, gain employment in fisheries agencies, and receive formal scholarships.	e) Workshops specifically designed for women on businesses related to fisheries.	Financial management courses developed and conducted for fisheries business women in Tuvalu and Cook Islands.
<b>(f)</b> To provide specific training for women in fisheries businesses and enterprises.	f) Workshops on fish handling and seafood safety with an emphasis on the participation of women.	<p>Training in tuna handling and seafood safety conducted annually as part of the SPC/VMC Practical Safety, Fishing and Financial Management Course for Fisheries Officers.</p> <p>Workshops on tuna handling and seafood safety conducted for small-scale fishers in Kiribati.</p> <p>Post-harvest training for Competent Authority staff and tuna cannery operators on seafood safety, HACCP requirements, thermal process etc.</p>
<b>(g)</b> To provide short- and long-term technical assistance to fisheries agencies with a lack of qualified staff.	g) Provision of short- and long-term technical assistance to fisheries agencies with a lack of qualified staff.	<p>Technical assistance provided to New Caledonia shrimp industry in the area of aquatic biosecurity over the course of approx. 2 yrs.</p> <p>Specifically designed training on tilapia aquaculture organised jointly with Asian Institute of Technology (AIT) for Samoa, PNG, Fiji and Vanuatu.</p> <p>Specifically designed training on seaweed culture organised in Indonesia for Kiribati, Solomon Islands, Fiji and FSM.</p> <p>OIE disease reporting training organised for Fiji and Kiribati including a regional training for member countries.</p>

Strategic actions	Areas where assistance is required	SPC assistance provided (2008–2013)
<b>Principle 6: Enhancing regional exchange and sharing of information on areas of common interest relating to the management of ecosystems and fisheries</b>		
<b>(a)</b> To promote the exchange of fisheries and marine ecosystem information through regional meetings and workshops.	a) Convening of a regional meeting on PICT progress in ecosystem-based fisheries management to be attended by representatives from national fisheries agencies, environmental agencies and relevant NGOs.	Workshop convened on CEA FM for member countries Fisheries and environment personnel in 2010.
<b>(b)</b> To promote the exchange of fisheries and marine ecosystem information through websites, special interest group newsletters, leaflets, digital libraries and other media.	b) Development of websites on fisheries, fisheries management and ecosystem conservation by an appropriate regional organisation, such as SPC, to assist national fisheries agencies.	SPC Aquaculture Portal is regularly updated with aquaculture information for member countries.  Promotion of the exchange of fisheries and marine ecosystem information has continued via FAME’s websites, special interest group bulletins, Newsletter, leaflets, posters, digital library, etc.
<b>(c)</b> To share knowledge and skills through the establishment of a knowledge-exchange system, including a regional network of experienced people with particular skills.	c) Production of a special interest group newsletter and use of other information media to share information and disseminate the latest developments in ecosystem-based fisheries management, by an appropriate regional organisation such as SPC.	The idea was dropped when Andrew (from TNC), couldn’t gather enough material to produce the first issue of a SIG Bulletin on ecosystem-based fisheries management.  Alternately, SPC Fisheries Newsletter was used to produce several articles related to community-based fisheries management.
	d) Establishment and operation of a regional knowledge-exchange system, including a regional network of local experts in areas of fish stock assessment, community- based fisheries management, ecosystem-based fisheries management, and planning and management of fish businesses.	Regularly share information with counterparts in countries, have also had officers from one country assist another country in resource assessment, this is aimed at improving capacity and allowing country reps to get experiences with status of resources/assessments in other countries.  Developing links with NGOs and other stakeholders to expand the implementation of community-based fisheries and/or natural resource management.