



OFMP II Project Design Workshop, 7 May 2010

DOCUMENT 5

PACIFIC ISLANDS



OCEANIC FISHERIES MANAGEMENT

PROJECT DESIGN WORKSHOP – OFMP II

Honiara, Solomon Islands
7 May 2010

PROJECT IDENTIFICATION FORM (PIF)



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PROJECT TYPE: Full-sized Project
THE GEF TRUST FUND

Submission Date:

PART I: PROJECT IDENTIFICATION

GEF PROJECT ID: PROJECT DURATION: **60** months
GEF AGENCY PROJECT ID:
COUNTRY(IES): Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tokelau, Tuvalu, Vanuatu
PROJECT TITLE: Implementation of Regional and Global Oceanic Fisheries Conventions in the Pacific Islands.)
GEF AGENCY: UNDP,
OTHER EXECUTING PARTNER(S): FFA, SPC, Other (TBD)
GEF FOCAL AREA (S): International Waters
GEF-5 STRATEGIC PROGRAM(S): IW-SO1, SO3, SO4
NAME OF PARENT PROGRAM/UMBRELLA PROJECT (if applicable): N/A

INDICATIVE CALENDAR	
Milestones	Expected Dates mm/dd/yyyy
Work Program (for FSP)	11/31/2010
CEO Endorsement/Approval	12/31/2010
Agency Approval Date	01/31/2011
Implementation Start	04/01/2011
Mid-term Evaluation	09/30/2013
Project Closing Date	03/31/2016

A. PROJECT FRAMEWORK

Project Components	Indicate whether Investment, TA, or STA	Expected Outcomes	Expected Outputs	Indicative GEF Financing		Indicative Co-Financing		Total (\$m)
				(\$m)	%	(\$m)	%	
1. Governance: Strengthening of legal and policy frameworks & performance, including deterring IUU fishing	TA & STA	A comprehensive set of conservation and management measures reflecting & contributing to global best practice in tuna RFMOs adopted by the WCPFC for collective eco-system based management of target stocks, protection of non-target stocks & mitigation of impacts on the marine environment of the WTPWPLME, including the high seas, with substantial involvement by Pacific SIDS; capacities to implement CMMs developed in all Pacific SIDS; these CMMs & other applicable global & regional instruments being effectively implemented by Pacific SIDS.	1.1. Proposals from Pacific SIDS for Commission CMMs & supporting legal arrangements & compliance mechanisms, including provisions relating to non-Parties, monitoring of implementation & sanctions for non-compliance 1.2 Amendments to SIDS laws, regulations & license conditions & associated policy reforms & institutional strengthening to implement WCPFC CMMs & other relevant international legal instruments; 1.3 <u>Enhanced contribution by Pacific SIDS to formulation, compliance & enforcement of WCPFC CMMs, including on the high seas</u> 1.4. Capacity building, including training of 1000-1500 Pacific SIDS legal, policy & fisheries management & protection personnel in the implementation of WCPFC CMMs & other relevant international legal instruments	\$4.2m	30.9%	\$54.7m	66.9%	\$59.0m
2. Information for Management: Providing info for formulation, implementation & monitoring the effectiveness of fisheries & ecosystem conservation & management measures, including improving understanding of the impact of climate	TA & STA	Improved information & methods for determining stock-specific & ecosystem impacts of fishing & for designing innovative & best-practice management responses that account for uncertainty; capacities developed in fishery & ecosystem monitoring & science at the regional & national level; these enhancements improving the quality & credibility of advice & decision-making both nationally & at the Commission, & for monitoring compliance with national laws &	2.1 Effective monitoring of national fisheries through regionally-coordinated training & operational support for observers, port samplers & national coordinators (estimated 300 personnel trained over 5 years). 2.2 Data management systems based on regional standards installed in 15 SIDS leading to effective management, reporting & regional integration of observer, port sampling, logsheet & unloading data 2.3 Scientific support for national & coordinated regional ecosystem-based management of oceanic fisheries by SIDS through the provision of analytical &	\$5.3m	38.3%	\$20.8m	25.4%	\$26.0m

change.		WCPFC measures; with improved understanding of the impact of climate change on conservation and management of oceanic fisheries & the Warm Pool LME.	modelling services & associated capacity building 2.4 Estimates of climate change impacts on oceanic fisheries & the associated uncertainties through the 21st century					
3. Knowledge Management: Increasing understanding & awareness across broad sectors of society through greater stakeholder participation, including in the WCPFC;	TA & STA	Increased understanding & awareness of, & participation in oceanic fisheries resource & ecosystems management, the project & the work of the WCPFC and other relevant regional oceanic fisheries management bodies	5.1. Knowledge management & information systems including websites, publications, promotional material, media relations & participation in GEF events & information exchanges (IWLEARN etc), 5.2. Broader stakeholder (ENGO, INGO, civil society) awareness through workshops & strengthened stakeholder participation in oceanic fisheries management, including the WCPFC 5.3. Strategy for long term strategic capacity building in oceanic fisheries management and oceanic biodiversity	\$1.5m	11.2%	\$2.3m	2.8%	\$3.8m
4. Project management				\$2.7m	19.7%	\$4.0m	4.9%	\$6.7m
Total project costs				\$13.7m		\$81.8m		\$95.5m

^a List the \$ by project components. The percentage is the share of GEF and Co-financing respectively of the total amount for the component.

B. INDICATIVE CO-FINANCING FOR THE PROJECT BY SOURCE and by NAME (in parenthesis) if available, (\$)

Sources of Co-financing	Type of Co-financing	Project
Project Government Contribution	Cash/In-kind	5,000,000
GEF Agency(ies)	(select)	
Bilateral Aid Agency(ies)	(select)	
Multilateral Agency(ies)	(select)	
Private Sector	(select)	
NGO	Cash/In-kind	200,000
Others:Regional organizations	Cash/In-kind	76,620,075
Total Co-financing		81,820,075

C. INDICATIVE FINANCING PLAN SUMMARY FOR THE PROJECT (\$)

	Previous Project Preparation Amount	Project	Total	Agency Fee
GEF financing	Nil	13,723,350	13,723,350	
Co-financing	Nil	81,820,075	81,820,075	
Total	Nil	95,543,425	95,543,425	

D. GEF RESOURCES REQUESTED BY AGENCY (IES), FOCAL AREA(S) AND COUNTRY(IES)¹

GEF Agency	Focal Area	Country Name/ Global	(in \$)		
			Project (a)	Agency Fee (b)	Total c=a+b
UNDP	International Waters	Multi-country:	N/A	N/A	N/A
Total GEF Resources			N/A	N/A	N/A

¹ No need to provide information for this table if it is a single focal area, single country and single GEF Agency project.

PART II: PROJECT JUSTIFICATION

A. STATE THE ISSUE, HOW THE PROJECT SEEKS TO ADDRESS IT, AND THE EXPECTED GLOBAL ENVIRONMENTAL BENEFITS TO BE DELIVERED: The objective of the proposed OFMPIO Project is to achieve global environmental benefits and strengthen the contribution of oceanic fisheries to Pacific SIDS' sustainable development by enhanced conservation and management of transboundary oceanic fishery resources in the Pacific Islands region and (protection of the biodiversity/maintenance of the ecosystem services) of the Western Tropical Pacific Warm Pool Large Marine Ecosystem (WTPWPLME) through **the implementation of global and regional fishery conservation and management instruments**, particularly the implementation of conservation and management measures (CMMs) adopted by the Western & Central Pacific Fisheries (WCPF) Commission.

The waters of the Pacific Islands region cover an area of around 40 million square kilometres, or over 10 per cent of the Earth's surface and equivalent to about one third of the area of the Earth's land surfaces, with most of this area falling within the national jurisdiction of 15 Pacific SIDS. These international waters hold the world's largest stocks of tuna and related pelagic species, and also contain globally important stocks of sharks, billfish and other large pelagic species, whales and other marine mammals and turtles.

The defining physical feature of the body of international water shared by Pacific Island communities is the Western Tropical Pacific Warm Pool Large Marine Ecosystem. The Warm Pool comprises a huge body of water, lying to the west of the strong divergent equatorial upwelling in the central equatorial Pacific known as the "cold tongue" and between the sub-tropical gyres in the North and South Pacific. It provides approximately 90% of the catch of tunas and other pelagic species in the WCPF Convention Area. The health of the International Waters of the Warm Pool LME is critical to the communities and economies of the Pacific Islands. Almost all of the land area of the Pacific SIDS is coastal in character and almost all of the people of the region live and work in ways that are dependent on healthy International Waters.

The 1997 SAP identified the ultimate root cause underlying the concerns about, and threats to, International Waters in the region as **deficiencies in management** and grouped the deficiencies into two linked subsets – (i) governance; and (ii) lack of understanding.

The weaknesses in governance of oceanic fisheries management occur at two levels – regional and national. At the regional level, the critical weakness was identified as the lack of a legally binding institutional arrangement governing cooperation in the management of the region's commercial oceanic fisheries. At the national level, critical weaknesses were identified as the lack of compatible management arrangements between zones, a lack of political commitment to taking the necessary decisions to limit fishing and catches in both Pacific SIDS and fishing states, and the lack of national capacity. The lack of understanding was as recognised as having two dimensions. Firstly, there are information gaps, especially at the ecosystem level. Secondly, while there has long been a high level of basic awareness of issues related to oceanic fisheries in the region, there has not been an adequate understanding of the kinds of measures that need to be taken and the legal, policy and institutional reforms that were necessary to ensure sustainability.

Against this background, and consistent with the GEF policy framework and operational strategy, GEF financing for the International Waters (IW) South Pacific Strategic Action Programme (SAP) Project from 2000 included a pilot phase of support for the successful efforts to conclude and bring into force the Western and Central Pacific Fisheries (WCPF) Convention, establishing a Western and Central Pacific Fisheries Commission (WCPFC). Then, the GEF agreed to support Pacific SIDS efforts through the Pacific Islands Oceanic Fisheries Management Project (OFMP) as they participated in the setting up and initial period of operation of the new Commission, and as they reformed, realigned, restructured and strengthened their national fisheries laws, policies, institutions and programmes to take up the new opportunities which the WCPF Convention created and

discharge the new responsibilities which the Convention bestowed. **Now, the proposed OFMPII Project seeks to provide support to Pacific SIDS as they undertake the transition from institutional development and reform to implementing practical stress reduction conservation and management measures to reduce fishing mortality on key target and non-target oceanic species, including sharks, seabirds and sea turtles and protect the marine environment, and to improve understanding and take account of broader ecosystem issues and impacts, including the effects of climate change.**

There is a sound institutional basis for the transition to implementation. After four years, exactly as anticipated in the alternative scenario for the first phase there is a working Commission with most of the administrative, personnel, financial, scientific and technical institutional elements in place. The WCPFC staff is larger and the budget for 2009 is more than double the levels projected in the 2004 OFMP Project Document, indicating broad support for the progress in establishing the WCPFC from all major participants in the Commission. The WCPFC now finances core scientific work undertaken by SPC, including most target species stock assessments previously funded by GEF and other donors – with a formula for contributions that transfers most of the burden to those who fish. Within the next 5 years, the WCPFC will become the second largest Regional Fisheries Management Organisation (RFMO) in the world in terms of budget size. Progress on conservation and management measures exceeds the targets set in the Project document for the first phase. Preliminary CMMs have been adopted to limit fishing mortality for most target species that are under fishing pressure and for the mitigation of impacts on key non-target species, including sharks, seabirds, and sea turtles, often with staged implementation. These CMMs are in general at least as rigorous as those in other place in other oceanic fisheries RFMOs. They are seen by Pacific SIDS as initial steps falling short of meeting the scientific advice in many respects and requiring refining and tightening, but they already pose substantial implementation challenges for Pacific SIDS.

Consistent also with the alternative scenario for the first phase, most key elements of the Commission's compliance framework have been agreed upon but are in the early stages of implementation, including the first high seas boarding and inspection scheme in the world to be established under the UN Fish Stocks Agreement, the world's largest onboard observer programme and the first satellite-based high seas remote tracking Vessel Monitoring System to require direct reporting to an RFMO. Other elements remain to be agreed including the application of sanctions for non-compliance, and from its last session in December 2009, the focus of the Commission has shifted from institutional development and the adoption of a framework of stock management and bycatch mitigation CMMs to refining and tightening the current measures and implementation, monitoring and compliance.

Pacific SIDS have contributed fully to these outcomes. Most of the WCPFC's CMMs are either based on proposals from FFA Members or have been prepared in collaborative processes within the WCPFC in which Pacific SIDS have fully contributed. Some of the WCPFC's key programmes are built on FFA programmes focused in the Pacific Islands region – the Commission's VMS is operated through the same facility as the FFA VMS and based largely on FFA standards, and the start-up of the Commission's observer programme is based largely on Pacific SIDS existing national programmes.

It has taken a massive effort by Pacific SIDS to participate effectively in these early stages of the Commission's work. In the period 2005-9, there were 19 separate sessions of meetings of the Commission and its subsidiary bodies involving Pacific SIDS, and another 31 legal, scientific and technical consultations related to the WCPFC (many of them GEF-supported), as well as a large number of sub-regional, multilateral and bilateral consultations in which there has been a high level of participation by Pacific SIDS. At the national level, most Pacific SIDS have reformed laws and regulations, undertaken risk-assessment based analyses of the application of an Ecosystem Approach to Fisheries Management, reviewed management plans and strengthened institutions and programmes, especially monitoring programmes, in some cases through systematic donor-supported long-term Institutional Strengthening Projects.

Throughout this work, Pacific SIDS have had to collaborate and negotiate at the Commission with some of the largest and most powerful nations in a situation where even the most well-intentioned developed flag states have sometimes found it difficult to agree to measures that would adversely affect their vessels or set precedents that might be applied in other Commissions. The strategy of FFA Members in addressing these responses of the fishing states has been to push through measures that have allowed staged implementation over time, and flexibility in application of CCMs to areas north of 20 North where the domestic fleets of the larger fishing states operate, while still insisting on the application of the principles of the WCPFC Convention and the UN Fish Stocks Agreement throughout the Convention Area. For the key tropical fisheries, after the Commission had failed for two years to adopt adequate measures, a group of Pacific SIDS adopted a package of measures for their EEZs; then used the provisions of the UN Fish Stocks Agreement and the leverage of access to their waters to have the Commission adopt a compatible package of measures for the high seas, including a closure of two heavily fished high seas pockets to purse seine fishing, which has been described by one NGO as the “the most effective measures in any ocean where tuna is fished.”

Effective implementation of the Commission’s conservation and management measures as practical stress reduction measures in the high seas and national waters over the next 5-7 years will require the commitment of the same scale of effort from Pacific SIDS to secure the potential national, regional and global economic and environmental benefits as the previous establishment and institutional development phase. The OFMPIO Project will play a catalytic role in mobilising a partnership of Pacific SIDS and other FFA Members, working collaboratively with other coastal states and fishing states, as well as other donor agencies and NGOs for the implementation phase. The global importance of these efforts in the implementation phase will be greater than previously anticipated because of the importance of the precedents and best practice standards for tropical oceanic fisheries conservation and management being established in the world’s largest tropical oceanic fisheries.

The key outcomes of the implementation phase are planned to be:

- Improved information and methods for determining stock-specific and ecosystem impacts of fishing and for designing innovative and best-practice management responses that account for uncertainty; capacities development in fishery and ecosystem monitoring and science at the regional and national level; these enhancements improving the quality and credibility of advice and decision-making both nationally and at the Commission, and for monitoring compliance with national laws and WCPFC measures
- A comprehensive set of CMMs reflecting and contributing to global best practice in tuna RFMOs adopted by the WCPFC for collective eco-system-based management of target stocks, protection of non-target stocks and mitigation of impacts on the marine environment of the WTPWPLME, including the high seas, with substantial involvement by Pacific SIDS; capacities to implement CMMs developed in all Pacific SIDS; these CMMs and other applicable global and regional instruments being effectively implemented by Pacific SIDS
- Implementation of WCPFC compliance programmes and development of SIDS compliance capacities reducing the risk that WCPFC CMMs are undermined by IUU fishing
- Increased understanding and awareness of, and participation in oceanic fisheries resource and ecosystems management, the project and the work of the WCPFC and other relevant regional oceanic fisheries management bodies

The Project will be implemented by UNDP and executed by a partnership of regional organisations and non-governmental organisations. FFA will be the lead executing agency and will host the Project Coordination Unit. FFA will execute the national and regional institutional, policy and legal reform component and the IUU deterrence components. SPC will execute the fishery and ecosystem scientific and monitoring, and climate change components. FFA and SPC will jointly execute the target stock conservation and biodiversity protection components with support, and

work with training institutions on long term capacity building and with NGOs, including WWF and industry stakeholders on building awareness, knowledge management and experience sharing to replicate best practices.

B. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH NATIONAL/REGIONAL PRIORITIES/PLANS: In adopting the Pacific Plan in 2006, Pacific Leaders reaffirmed the importance of fisheries to the economies of all Pacific Forum countries; and identified as a key priority for the region –

Maximise sustainable returns from fisheries by development of an ecosystem-based fishery management planning framework; encouragement of effective fisheries development, including value-adding activities; and collaboration to ensure legislation and access frameworks are harmonised.

The importance of regional fisheries was confirmed by the Leaders in their adoption of the 2007 Vava'u Declaration on Pacific Fisheries Resources in which they committed to “*strengthen their engagement in sustainable fisheries and to maximise the flow on benefits from both domestic fisheries and foreign fishing operations in the region*” and also to “*fully implementing without delay the conservation and management measures developed and endorsed by the Western and Central Pacific Fisheries Commission*”.

At the national level, plans for responsible and sustainable development of oceanic fisheries are a key element in the planning for sustainable development of all Pacific SIDS. Across the region, fish and fishing are, as a recent Asian Development Bank report said “*tremendously important to the people of the Pacific Islands. Much of the nutrition, culture and welfare, recreation, government revenue and employment in the region are based on its living marine resources*”; and over 90 per cent of the fish taken is from oceanic fisheries, most of that being tuna. Looking ahead the same report projected that “*tuna will inevitably assume a much larger profile in the Pacific Islands in the medium and long term future. Tuna is likely to increase in a number of sectors, two of which are especially critical: (1) as a foundation for future economic growth; and (2) for food security.*”

C. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH GEF STRATEGIES AND STRATEGIC PROGRAMS: The proposed OFMPPII project is fully consistent with the GEF5 goal for the International Waters focal area, which is *the promotion of collective management of transboundary water systems and implementation of the full range of policy, legal, and institutional reforms and investments contributing to sustainable use and maintenance of ecosystem services.*

It fits IW GEF5 Objective One: *Build foundational capacity for collective, multi-state management of transboundary surface, groundwater and marine water systems.* The OFMPPII Project is a clear demonstration of the IW approach of building commitment to collective, multi-state action on transboundary concerns around a SAP, building a sustainable regional institution for collective action (the WCPFC) implementing global environmental conventions (in this case the UN Fish Stocks Agreement and the Convention on Biodiversity) and undertaking associated national legal, policy and institutional reforms; then moving on as now proposed through the OFMPPII Project to practical stress reduction measures.

It addresses IW GEF5 Objective Three: *Catalyze integrated, ecosystem-based approaches to improved management of Large Marine Ecosystems (LMEs) and their coasts while taking account of climatic variability and change,* continuing support to Pacific SIDS as they contribute to the development of an institution that will become the world's largest regional oceanic fisheries management organization, ensuring an ecosystem based-approach to the work of that organization focused on the WTPWPLME, and catalyzing and leveraging broad-based governmental, non-

governmental, private sector and community participation in enhanced conservation of the oceanic fisheries resources and protection of biodiversity of the WTPWPLME.

It will represent a significant contribution to achievement of IW GEF5 Objective Four: ***Support improved management of Marine Areas Beyond National Jurisdiction***, applying to previously unregulated fishing by fleets of over 6,000 fishing vessels fishing in an area beyond national jurisdiction of over ... million square kilometers an ecosystem-based regulatory framework which traces directly from the call in Chapter 17, programme area C (Sustainable use and conservation of marine living resources of the high seas), of Agenda 21, through the resulting UN Conference on stocks occurring in the high seas and its output, the UN Fish Stocks Agreement, and the WCPFC Convention.

And it contributes to the GEF commitment to supporting SIDS through funding regionally focused programmatic approaches aimed at specific regional groups of SIDS to achieve global environment benefits, particularly through supporting SIDS located in LMEs with continental states, as part of the GEF LME interventions as well as in possible interventions in areas of high seas. The project will enhance the GEF contribution to the achievement of a range of MDG targets through direct contributions to MDG 1 (Eradicate Extreme Poverty & Hunger) and MDG7 (Ensure Environmental Sustainability).

D. JUSTIFY THE TYPE OF FINANCING SUPPORT PROVIDED WITH THE GEF RESOURCES: GEF resources will be used to provide grant financing consistent with the status of Pacific SIDS and with financial commitments being made by Pacific SIDS, other Commission Members and other donors.

E. OUTLINE THE COORDINATION WITH OTHER RELATED INITIATIVES: The project will be coordinated with relevant regional activities in other sectors through the Pacific Plan Action Committee,, including the environment and regional trade programmes of other regional agencies, particularly the Forum Secretariat, the Pacific Regional Environment Programme (SPREP) and the Pacific Islands Applied Geoscience Commission and projects they execute including the GEF Pacific Adaptation to Climate Change , Implementing Sustainable Integrated Water Resource and Wastewater Management in the Pacific Island Countries and Coastal and Marine Resources Management in the Coral Triangle of the Pacific projects. In addition, SPREP will be invited to be a member of the OFMPIO Regional Steering Committee .

Regional fisheries activities are coordinated through the Ministerial and Officials sessions of the Forum Fisheries Committee in which the other regional organisations and NGOs participate as observers, and the annual FFA-SPC Colloquium. Execution of the project through FFA and SPC ensures the closest possible coordination of project and co-financed activities with other FFA and SPC fisheries work programmes, including the national EAFM and Management Plan initiatives. Project activities are included in the FFA and SPC work programmes and scrutinised by the FFA and SPC members including all Pacific SIDS to avoid duplication, overlaps and underlaps. The scientific aspects of the project will be coordinated and peer reviewed through the processes of the WCPFC Scientific Committee, particularly through its Ecosystem & Bycatch, Methods, Statistics, and Stock Assessment Specialist Working Groups.

F. DISCUSS THE VALUE-ADDED OF GEF INVOLVEMENT IN THE PROJECT DEMONSTRATED THROUGH INCREMENTAL REASONING : In the baseline scenario, Pacific SIDS would have continued to manage the transboundary oceanic fish stocks in their waters, essentially independently, although within a framework of cooperation between themselves at the regional level, executed through FFA for economic, legal and compliance aspects and through SPC for fisheries data collection and management, biological and ecosystem research and stock assessment. There would have been relatively little cooperation, particularly in non-scientific areas, between Pacific SIDS and other states in the region. Pacific SIDS would have maintained capable national licensing authorities to address their national economic needs and continued to strengthen their compliance functions through stronger sea and air patrols and the use of VMS, but national oceanic

fisheries management functions would have continued to remain relatively poorly resourced. Some Pacific SIDS would have begun to apply limits to fishing within their waters but the effectiveness of these efforts would have been undermined by the lack of any coherent regional framework for those limits and by the knowledge that vessels limited from fishing in national waters could operate freely in the high seas without limits or other controls. Pacific SIDS would have encouraged large fishing states to cooperate on a voluntary basis in providing information and controlling vessels operating on the high seas, but response to this approach would have been mixed – with some states responding well, others declining to cooperate with voluntary measures including data provision on the high seas. High seas fishing would have remained unregulated and largely unreported. Vessels operating from the high seas would have continued to make illegal incursions into national waters, undermining national efforts at conservation and management. Lacking detailed comprehensive data especially on catches and effort from the high seas and Indonesia and Philippines, substantial uncertainty in stock assessment results and about the levels of bycatches and incidental mortalities would have weakened the basis for management action as key stocks are threatened by over-exploitation and harmful impacts on sharks, billfish, turtles, marine mammals and other associated species increased. Lack of a legally-binding mechanism applying to all participants in the fisheries would also have substantially weakened the scope for effective conservation and management measures. Essential regional science and monitoring programmes would have remained funded on an ad hoc basis by donors instead of being funded by those benefiting from fishing on the stocks. There would have been no systematic progress in ecosystem analysis.

The alternative scenario is based on the implementation of the SAP and the WCPF Convention with GEF support. The institution-building phase of the alternative scenario has been largely accomplished, with Pacific SIDS joined by all key fishing states as Parties to the Convention; the Commission beginning to operate, and financial sustainability of the Secretariat apparently ensured based on the principle that those who benefit from fishing should pay the costs of management ; key Commission technical programmes are established in science and compliance; advice on the status of key stocks is being provided to the Commission; national laws and programs have been reformed and strengthened in association with ratification of the Convention; and preliminary conservation and management measures have been adopted for most of the key target stocks; but these have yet to be broadly implemented, and there has been no real changes yet in fishing patterns and behavior on the water.

In the implementation phase of the alternative scenario, Pacific SIDS and other Commission Members apply a comprehensive, ecosystem-based set of measures in the high seas and in national waters that conserve the globally important oceanic fisheries resources and mitigate the impacts of fishing on non-target species (particularly seabirds, sharks and marine turtles) and the environment of the Warm Pool LME more generally; setting global standards for application of the UN Fish Stocks Agreement, and contributing to global initiatives to improve the conservation and management of oceanic fisheries, especially in the high seas.

G. INDICATE RISKS, INCLUDING CLIMATE CHANGE RISKS, THAT MIGHT PREVENT THE PROJECT OBJECTIVE(S) FROM BEING ACHIEVED, AND IF POSSIBLE INCLUDING RISK MITIGATION MEASURES THAT WILL BE TAKEN:

This project will be geographically, politically, technically and economically complex, with features that have led to mixed results in other regional environmental projects in the Pacific Islands. A key to managing and mitigating the overall risks associated with this complexity is to use the existing politically and technically strong institutional capacities of FFA and SPC, adding value to the broader programmes of these organizations through infusing them with GEF values and strategies including knowledge management and adoption of best practices, and teaming them with NGOs to broaden and sharpen their roles. Some of the specific key risks in the project are identified in the table below.

Risk	Rating	Response
SIDS capacity limits	Medium	This is the key factor that will set the limit of what can be achieved within the 5 year timeframe of the project. Project design will emphasise capacity development, especially for the smaller Pacific SIDS, but will also have to recognise the limits to the absorptive capacity of smaller Pacific SIDS, and the importance of a longer time horizon to fully achieve objectives.
Gridlock in the Commission	Low - Medium	In the face of the systematic shortfalls in performance of other oceanic fisheries RFMOs, there is a risk that the objectives will be less than fully achieved. A key element of this risk is the conflict between developed fishing states with large existing fleets & the developing countries in whose waters the stocks largely occur. The project will seek innovative responses to overcome this conflict, and support Pacific SIDS in their efforts to leverage the Commission to adopt effective measures through the adoption of high management standards in their own EEZs. The project will also support participation by Pacific SIDS in international processes to review and strengthen the effectiveness of RFMOs.
Financial Sustainability of the Commission	Low	The project aims to increase the value of the resources to Commission Members and heighten appreciation of the value of the Commission's work to its Members, especially Pacific SIDS
Climate Change affects the fisheries and the effectiveness of measures	Low	Climate change could substantially affect the Warm Pool LME and its vulnerability, requiring a major restructuring of the Commission's approach to conservation and management and maintaining ecosystem health, and affecting some Pacific SIDS climate change adaptation. The project will undertake the first analysis of the effects of climate change on the Warm Pool and the oceanic fisheries of the region
IUU fishing undermines the effectiveness of WCPFC measures	Low	The project aims to strengthen Commission high seas monitoring and compliance programmes and the capacities of Pacific SIDS to deter IUU fishing in their EEZs

H. DESCRIBE, IF POSSIBLE, THE EXPECTED COST-EFFECTIVENESS OF THE PROJECT: in essence, the Project seeks to achieve a wide range of sustained changes in fishing levels, patterns and techniques for global environmental purposes focused on fishing operations spread over 21 million square kilometres in the Pacific Islands region, with a catch value from that area of over \$2 billion at first landing and double that when processed, but also affecting fishing more across the broader WCPO Convention Area of over 50 million sq kilometres; working through 15 Pacific SIDS and the 29 WCPFC Members more generally; and with a project budget of \$13.7 million of GEF resources or \$2.74m annually for 5 years. The cost-effectiveness of this relatively slim input depends on two main factors:

- a) It will bring to bear a well-developed framework of global and regional instruments for responsible and sustainable fisheries in which the global and regional community, including GEF have made large investments in the past; and
- b) It will deliver innovative, best-practice-based ideas, improved knowledge and understanding, and enhanced capacities through an existing successful framework of regional intergovernmental institutions, enhanced by NGO support; and through the WCPFC, newly created with GEF support.

I. JUSTIFY THE COMPARATIVE ADVANTAGE OF GEF AGENCY: The project will be implemented by UNDP. UNDP has four major comparative advantages which will benefit the project objectives:

- a) UNDP has been identified by the GEF Council as having a comparative advantage in the design and delivery of GEF Capacity Building/ Technical Assistance Projects;
- b) UNDP has a strong country and regional presence and linkages between the project activities and the UNDP country assistance strategies including the United Nations Development Assistance Framework (2008-2012). This is critically important to the effective delivery to the 15 widely dispersed, mostly small and in some ways very different, Pacific SIDS. The Project will be administered by the UNDP Fiji Office, which has a regional focus and capability with a cadre of national Project managers with professional experience in the region, who are characterised by the OFMP Mid-Term Evaluation as having *“displayed a high degree of personal interest and commitment to the (OFM) Project”*;

- c) there is a good fit without overlap or duplication between the project design, implementation and monitoring capabilities of UNDP and the technical capacities of FFA and SPC; and
- d) UNDP has a good record of effective delivery of regional environmental projects, including GEF-financed projects, working with regional agencies including SPREP and SOPAC, as well as SPC and FFA.