

## MESSAGE FROM THE CHAIRMAN



It is with great pleasure that I submit to you the National Oceanic Resource Management Authority's (NORMA) 2014-2016 Annual Report. This report provides the status of the tuna resource within FSM EEZ and the environmental and economic performance of the fishery. It also presents updates on the activities of NORMA that have contributed to the successful delivery of the Board of Directors objectives as well as the mandates of the Authority under Title 24 of the FSM Code.

During the reporting period, concerns were raised regarding the status of the bigeye stock being overfished. I am pleased to report that the status of bigeye is now considered in a state of "no overfishing" and we are pleased that NORMA, through its adoption of conservation and management measures within the PNA and the WCPFC has contributed to its current state. NORMA will continue to ensure the rebuilding and continued sustainability of the bigeye stock and other targeted tuna fisheries are closely attended to.

I hope this report provides useful information to all its readers.

A handwritten signature in black ink, appearing to read "Roger Arnold".

Roger Arnold

Chairman

## MESSAGE FROM THE EXECUTIVE DIRECTOR



It gives me great pleasure to issue the 2014-2016 Annual Report of the Authority. The period covers a period under the former Executive Director Mr. Patrick Mackenzie who left the Authority in mid-July of 2015. As such, on behalf of the Authority Board of Directors and staff of NORMA I wish to thank Mr. Mackenzie for his leadership during his four-year tenure as the Executive Director.

During this reporting period, we continued to see increases in revenue collection as we continue to develop the vessel day scheme and recognize the strategic importance of the FSM EEZ to fishing interests. While the minimum benchmark price for VDS days adopted by the Parties to the Nauru Agreement since 2012 the benchmark continues to provide benefits to all the parties over the years reflecting the value and demand of our tuna resources. FSM continues to develop its capacity to be strategic in its negotiations and to leverage access to the FSM EEZ for onshore investments that create jobs for FSM nationals and improve FSM's overall economic activities. The improvement of the bigeye stock and the implementation of the longline vessel day scheme offers new opportunities for FSM to increase its control over our fisheries through zone based management practices and better negotiating approaches that embrace the principles of sustainability balanced with economic development. Combating IUU and the development of national fishing industries by adapting to the changing needs of the fishing sector to ensure that fish caught in FSM and the Pacific can enter the tuna markets globally means the Authority has to also establish new programs to respond to these needs. Over the next few years, the Authority will focus on achieving Competent Authority for the EU market and to facilitate onshore investments in loining facilities in FSM which ultimately will create jobs for the young citizens of FSM.

We hope that this report, albeit, late, is still informative to those who use it for their own purposes. Thank you for your interest and support to NORMA's activities.

  
Eugene Pangelinan  
Executive Director

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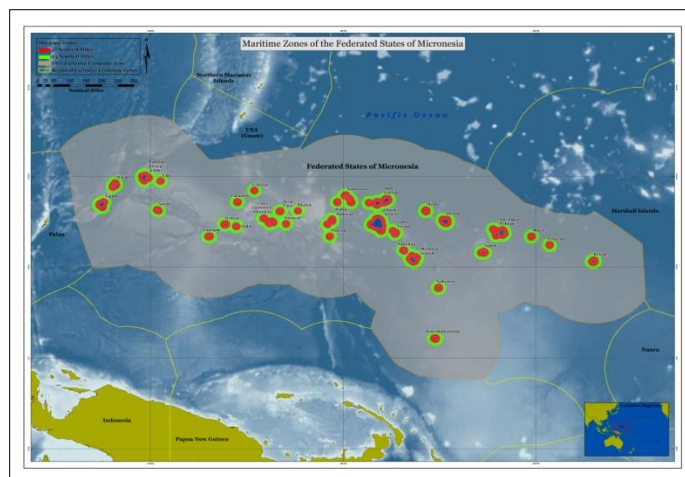
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## INTRODUCTION

This document is the 2014-2016 Annual Report of the National Oceanic Resource Management Authority (Authority). It covers the period January 1st, 2014 through December 31st, 2016. The report outlines fishing activities in the FSM EEZ and highlights the significant accomplishments of the Authority during the reporting period.

The Federated States of Micronesia Exclusive Economic Zone (EEZ) sits between 135° and 165° east longitude and 10°N to 5°S latitude (Figure 1). Covering an area over one million square miles of the western and central Pacific Ocean, the EEZ is the third largest amongst the Pacific Island members of the Forum Fisheries Agency (FFA). Except for the U.S. purse seine fleet, which fishes under a multilateral treaty, most of the significant distant water fishing nations engage in fishing activities in the FSM EEZ under bilateral fishing agreements with the FSM Government. The FSM issues fishing licenses to



**Figure 1: FSM EEZ**

most commercial fishing gear types with the majority of permits covering purse seine and longline fishing. Skipjack (SKJ), yellowfin (YFT) and bigeye (BET) tuna are the primary target species which skipjack accounting for more than 90% of the total catch in the fishery. Transshipment of tuna catch occurs in FSM ports for both the longline and purse seine fleets.

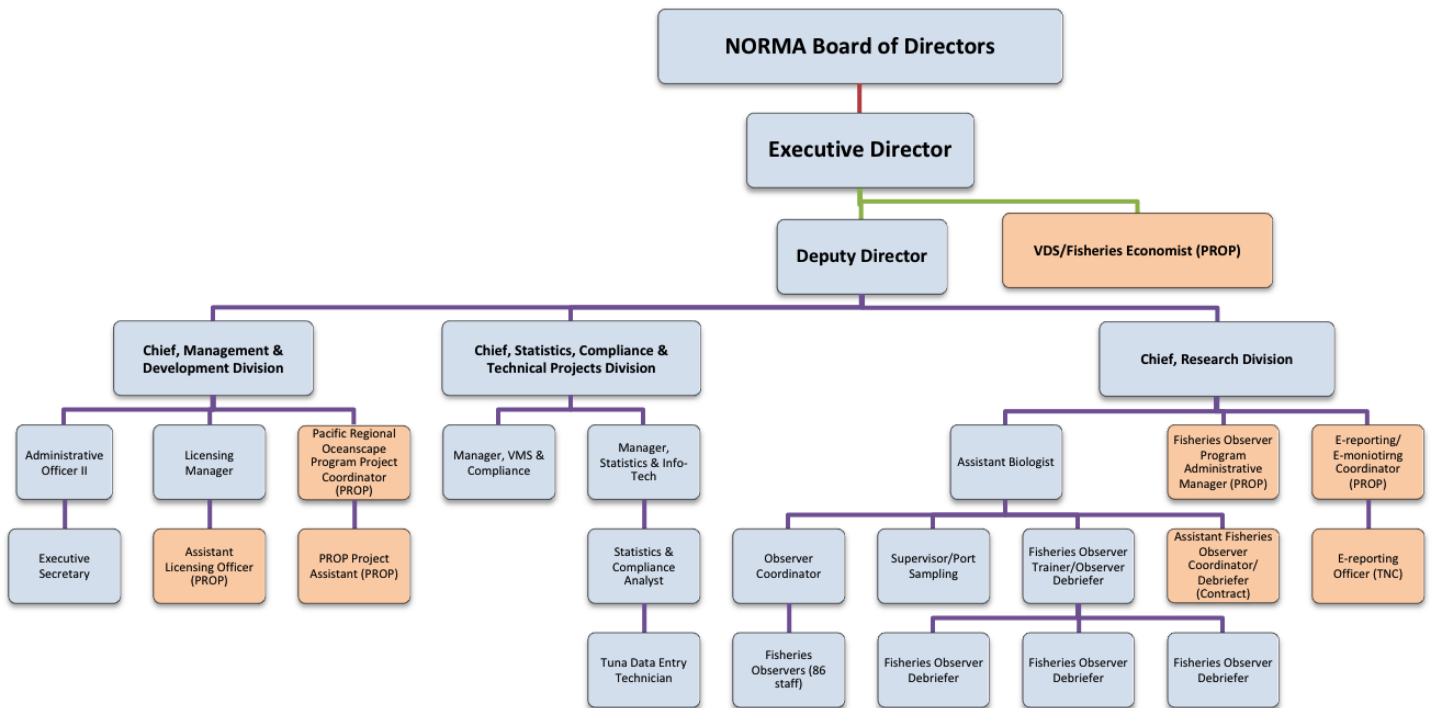
NORMA's mandate is to be an effective guardian and manager of the living and non-living marine resources in the exclusive economic zone (EEZ) for the people of FSM living today and for the generations to come. The Authority strives to:

1. Ensure that the resources are used sustainably;
2. Obtain maximum sustainable economic benefits from the resource; and
3. Promote economic security for the nation through its use

The Authority is governed by a Board of Directors appointed by the President in consultation with the State Governors and receives the advice and consent of Congress. The 2014 – 2016 Board of Directors were:

1. National Government – Churchill Edward, Chairman
2. Chuuk State – Roger Arnold, Vice Chairman
3. Pohnpei State – Michael Liemen
4. Yap State – Peter Garamfel
5. Kosrae State – Simpson Abraham

## NORMA'S CURRENT ORGANIZATIONAL CHART (2014-2016)



## HIGHLIGHTS DURING 2014-2016

### *Executive Director Pangelinan Appointed*

- The Authority appointed Mr. Eugene Pangelinan as Executive Director of NORMA starting July 2015 for a period of four years. Pangelinan had served as Deputy Director for 22 years before being appointed Executive Director.

### *Implementation of the PNA Longline Vessel Day Scheme*

- The PNA commenced implementation of the PNA Longline Vessel Day Scheme (LLVDS) on January 1, 2016 on a transitional basis. Parties agreed to the Total Allowable Effort of 165,132 days. FSM received 30,125 for a period of five years. The LLVDS entered into full implementation on January 1, 2017.

### *US Multilateral Fisheries Treaty with Certain Pacific Island Countries*

- Negotiations on an amendment to the US Treaty concluded in September 2016 in Auckland, New Zealand. However, signing of the amended treaty took place in December 2016 allowing for the transitional implementation of the amended treaty on January 1, 2017. This followed nearly seven years of negotiations to revise the treaty incorporating the purse seine vessel day scheme and reflecting the new “business model” that reflects the increasing value of the purse seine fishery and the competitive nature of accessing fishing days.

### *Bigeye Status Improves*

- At the 13th Scientific Committee meeting of the WCPFC in 2017, the status of bigeye tuna improved from overfished and overfishing state to no overfishing status following new stock assessments conducted by the Scientific Provider to the WCPFC. The 2017 assessment included investigating an alternative spatial structure with the boundaries between the tropical and northern temperate regions shifted from 20°N to 10°N; and used a new growth curve based on analyses of recently processed which suggested a much lower asymptotic size for old fish. Both of these changes resulted in a more optimistic estimate of stock status than the 2014 assessment. Therefore, bigeye tuna stock is not overfished and overfishing is not occurring.

### *Implementation of the World Bank PROP Project at NORMA*

- The World Bank PROP Project became effective in June 2015 with the objective to strengthen the management of selected Pacific Island oceanic and coastal fisheries, and the critical habitats upon which they depend so as to provide the basis for sustainable and increased economic benefits from this resource.
- Three of the four Components of the regional project are applicable to FSM and these are the highlighted below:
  - Sustainable management of oceanic fisheries (NORMA/DOJ/DHSA)
  - Sustainable management of coastal fisheries (DRD)
  - Sustainable financing of the conservation of critical fishery habitats (NOT FOR FSM)
  - Coordination, M&E (NORMA, DOFA)

- Project is about \$5Million with significant support towards maximizing economic returns through the effective implementation of the PNA purse seine vessel day scheme (VDS) while staying within the Party Allowable Effort (PAE) of the FSM. Project is currently scheduled to expire in September 2020.
  - Word Tuna Day- In May 2011, the PNA have set aside May 2 at the PNA Tuna Day to recognize the importance and value of tuna to their economies and livelihoods as PNA members. Since then the PNA have celebrated PNA Tuna Day on May 2. On December 8, 2016, the United Nations adopted a resolution declaring May 2 World Tuna Day to draw awareness and attention to the importance of tuna to the world community. The Authority is proud that in celebration of World Tuna Day, a FSM national was the winner of the PNA competition in 2016. Mrs. Jasmine Mendiola was then was appointed NORMA Tuna Ambassador by Executive Director of NORMA to generate public awareness throughout the FSM on the importance of tuna to FSM.

## OVERVIEW OF THE TUNA FISHERY

### Stock status of the Western Central Pacific Ocean

The tuna fishery in the Western and Central Pacific Ocean (WCPO) is diverse, ranging from small-scale artisanal operations in the coastal waters of Pacific states, to large-scale industrial purse-seine, pole-and-line and longline operations in the exclusive economic zones (EEZs) of Pacific states and international waters (high seas). The four main species targeted by the tuna fishery are skipjack (*Katsuwonus pelamis*), yellowfin (*Thunnus albacares*), bigeye (*Thunnus obesus*) and albacore (*Thunnus alalunga*).

The total WCP-CA tuna catch for 2016 was estimated at 2,686,203 metric tonnes (mt) - a small drop from the record high of, 2,883,196mt experienced in 2014. In 2016 the purse-seine fishery accounted for an estimated 1,832,761mt (68% of the total catch), a drop from the record high of, 2,059,007t experienced in 2014 for this fishery. Longline fishing accounted for an estimated 235,500mt (9% of the catch) - a decrease from the highest value (284,782mt) recorded in 2004. The pole-and-line fishery landed an estimated 199,081mt (7% of the catch - a drop from the highest value (415,016mt), recorded in 1984).

The WCP-CA tuna catch for 2016 represented 79% of the total Pacific Ocean catch (3,384,604t) and 55% of the global tuna catch (the estimate for 2016 was 4,860,736t)<sup>1</sup>.

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<sup>1</sup> WCPFC14-2017-IP13 SPC-OFP, 2016 Overview and Status of Stocks

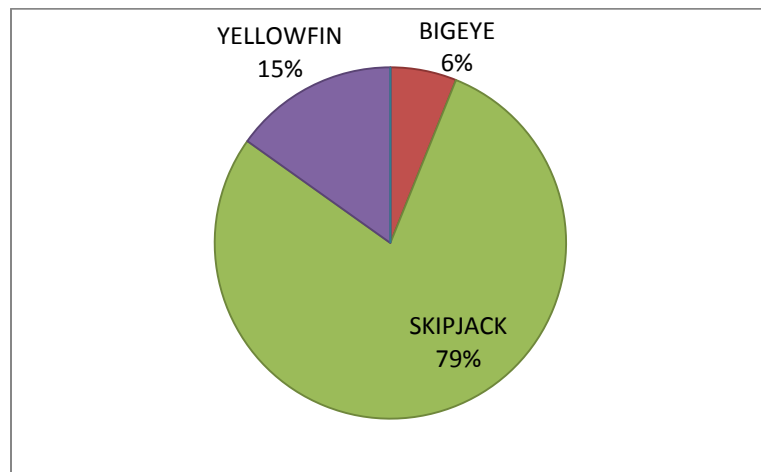


## National Fleet Activities

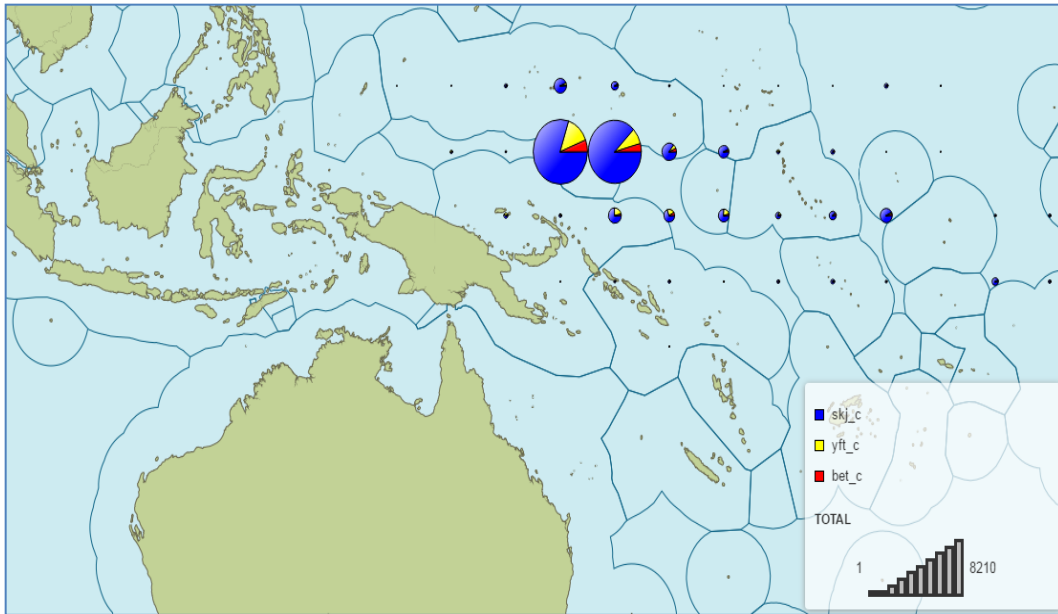
Table 1 presents the total 2014-16 purse seine annual catch for FSM fishing fleets. In 2016, sixteen FSM purse seine vessels recorded a total catch of 71,666mt in the Convention Area. Approximately 79% (56,446mt) of the total purse seine catch within the WCPFC Convention Area was skipjack, 15% (10,856mt) yellowfin and 6% (4,364mt) bigeye (Figure 2). The FSM purse seiners concentrated their fishing effort in the eastern portion of the FSM EEZ (Figure 3) where they experienced higher concentrations of skipjack tuna.

**Table 1: Annual Catch of FSM Purse Seine in WCPO**

SPECIES	2014	2015	2016
YELLOWFIN	4,065	6,945	10,856
BIGEYE	1,296	1,711	4,364
SKIPJACK	31,961	44,506	56,446
<b>Total</b>	<b>37,322</b>	<b>53,162</b>	<b>71,666</b>



**Figure 2. Percent catch profile (2016) for FSM purse seine fleet**

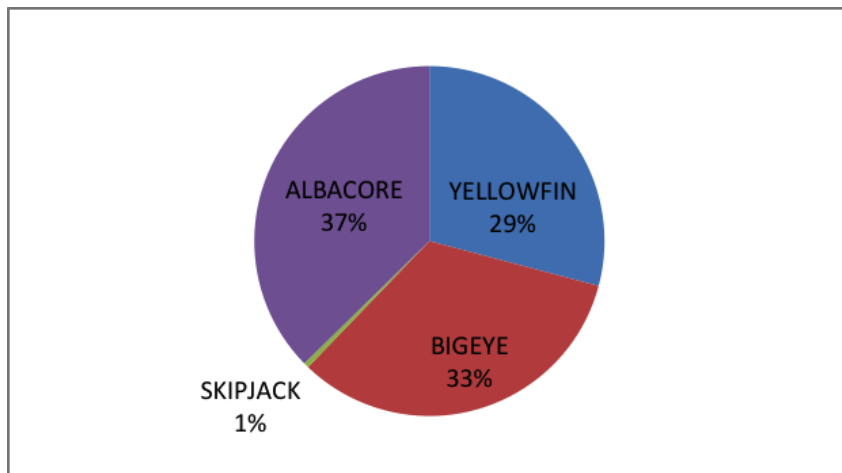


**Figure 3: The 2016 annual distribution of FSM purse seine catch and effort in the WCPO**

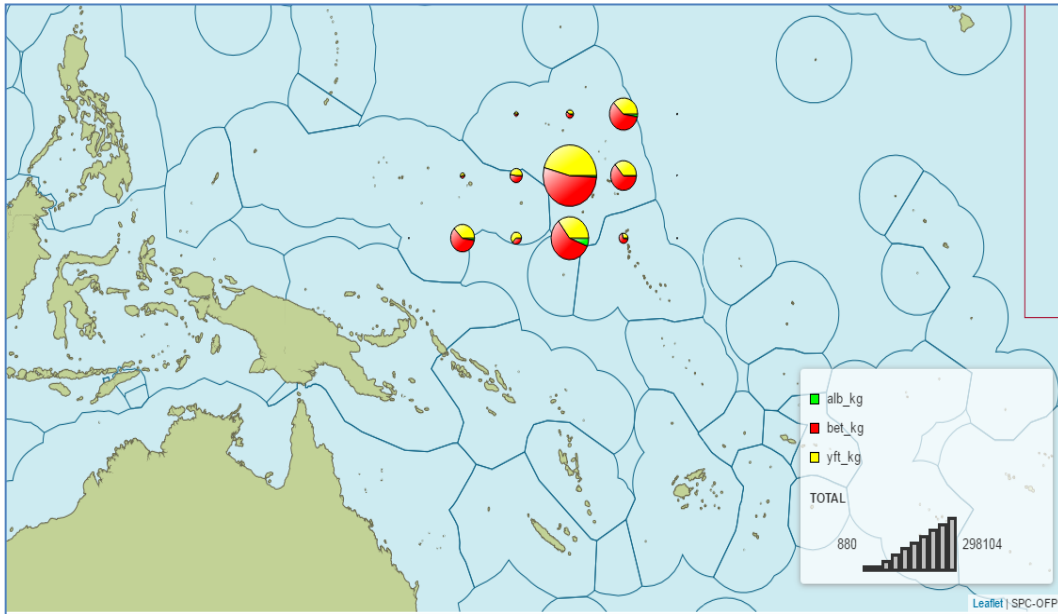
In 2016, twenty-five FSM longline vessels recorded a total catch of approximately 5,454mt for all fish stocks in the WCPFC Convention Area. Table 2 and figure 4 provides the total landing for all target tuna stocks, comprised of 37% (2,036mt) albacore, 33% (1,803mt) bigeye, 29% (1,589mt) yellowfin and 1% (26mt) skipjack. The fishing effort for the nineteen active FSM longline vessels was concentrated in the eastern portion of the FSM EEZ as shown in Figure 5.

**Table 2: Annual catch and effort estimates for the FSM LL in the WCPFC Convention Area**

Species	2014	2015	2016
YELLOWFIN	1,084	989	1,589
BIGEYE	1,559	1,518	1,803
SKIPJACK	2	1	26
ALBACORE	340	210	2,036
<b>Total</b>	<b>2,985</b>	<b>2,718</b>	<b>5,454</b>



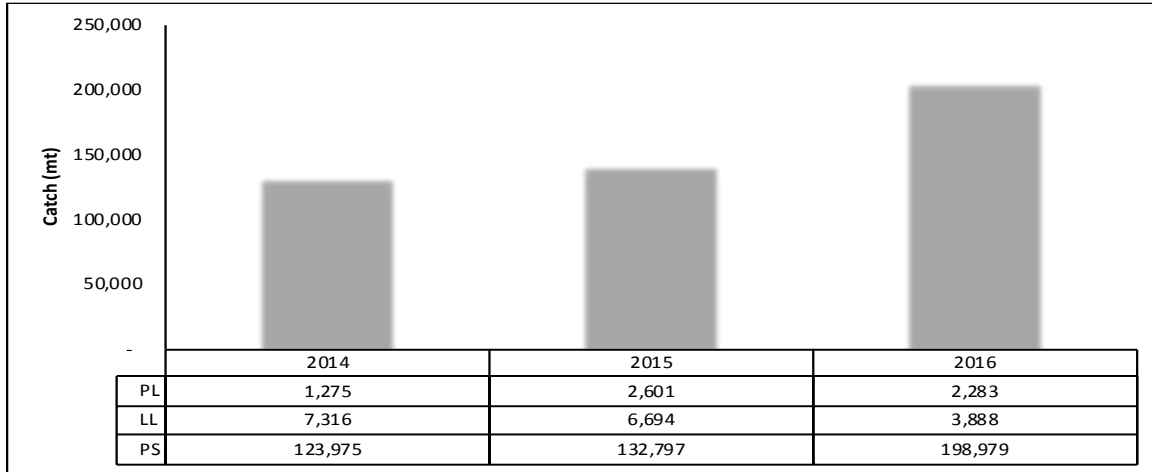
**Figure 4: Percent catch profile (2016) for FSM longline fleet**



**Figure 5: The 2016 annual distribution of FSM longline catch and effort in the WCPO**

*Activities Inside the FSM EEZ*

The 2016 total catch in the FSM EEZ estimated from observer log-sheet reports was 202,867mt compared to only 139,491mt in 2015, increasing 63,376mt over that period. Both the longline and purse seine fleet had higher catches; twenty-eight longliners contributed 3,888mt, and one hundred and ninety-nine purse seiners contributed 198,979mt (Figure 6). The fishing effort for the distant-water purse seine fleet was concentrated in the southeastern portion of the FSM EEZ.



**Figure 6: Purse seine, longline and Pole & Line catch in FSM EEZ, 2014-2016**

For all flagged vessels, the Japan purse seine fleet had the highest catch of tuna with a total of approximately 110,745mt followed by FSMA (33,337mt), Chinese Taipei (25,506mt), Korea (23,029mt), the USA (3,621mt) and China (2,741mt). For all the target stocks, skipjack had the highest catch of approximately 170,062mt followed by yellowfin (24,600mt) and bigeye (3,777mt) (see Table 3).

**Table 3: Annual catch for purse seine within FSM EEZ by flag and stock, 2014-2016**

<b>Flag</b>	<b>Year</b>	<b>SKJ</b>	<b>YFT</b>	<b>BET</b>	<b>Total</b>
China	2014	3,583	427	48	<b>4,058</b>
	2015	1,823	663	53	<b>2,539</b>
	2016	2,346	336	59	<b>2,741</b>
Chinese Taipei	2014	24,180	3,453	150	<b>27,783</b>
	2015	16,617	9,991	249	<b>26,857</b>
	2016	21,001	4,154	351	<b>25,506</b>
Japan	2014	50,313	9,013	890	<b>60,216</b>
	2015	44,567	13,302	1,587	<b>59,456</b>
	2016	93,904	15,095	1,746	<b>110,745</b>
Korea	2014	7,135	813	75	<b>8,023</b>
	2015	10,332	8,208	400	<b>18,940</b>
	2016	21,130	1,475	424	<b>23,029</b>
USA	2014	5,679	137	27	<b>5,843</b>
	2015	7,081	4,414	137	<b>11,632</b>
	2016	3,420	158	43	<b>3,621</b>
FSMA	2014	10,987	4,990	2,075	<b>18,052</b>
	2015	3,299	9,696	378	<b>13,373</b>
	2016	28,801	3,382	1,154	<b>33,337</b>

The longline fleet operating inside the FSM EEZ had licensed vessels originating from Japan, Chinese Taipei, China and FSM National. Japan had the highest annual catch with a total of 1,736mt followed by FSM (1,263mt), China (576mt) and Chinese Taipei (313mt). The highest recorded catch per stock was bigeye (2,033mt) followed by yellowfin (1,233mt) and albacore (622mt) (see Table 4).

**Table 4. Annual catch records for longline within FSM EEZ by flag and stock, 2014-2016**

Flag	Year	Albacore	Bigeye	Yellowfin	Total
China	2014	37	310	207	<b>554</b>
	2015	16	280	179	<b>475</b>
	2016	32	277	267	<b>576</b>
Chinese Taipei	2014	10	346	129	<b>485</b>
	2015	4	165	117	<b>286</b>
	2016	19	160	134	<b>313</b>
Japan	2014	118	3451	1,212	<b>4,781</b>
	2015	124	2102	1,168	<b>3,394</b>
	2016	492	977	267	<b>1,736</b>
FSM	2014	88	879	529	<b>1,496</b>
	2015	75	1547	917	<b>2,539</b>
	2016	79	619	565	<b>1,263</b>

The total 2016 catch for pole-and-line was 2,283mt, a reduction of 318mt compared to 2015. Skipjack was the most targeted tuna stock with a total catch of approximately 10,919mt followed by bigeye (103mt) and yellowfin (47mt) (see Table 5). Fishing effort distribution for the pole-and-line fishery was concentrated primarily in the northeastern portion of the FSM EEZ.

**Table 5. Annual catch for Japanese pole & line within FSM EEZ, 2014-2016**

	Year	SKJ	BET	YFT	Total
Japan	2014	1,270	1	4	<b>1,275</b>
	2015	2,597	2	2	<b>2,601</b>
	2016	2,236	17	30	<b>2,283</b>

## NORMA DIVISIONS AND ACTIVITIES

### Management and Development

The Management & Development Division (MDD) is comprised of three Sections employing a total of five staff. The sections include the (i) Vessel Day Scheme, (ii) Licenses, (iii) Finance & Administration and (iv) the World Bank Pacific Regional Oceanscape Program (WB PROP). The team consists of Division Chief, License & Administrative Officer, Executive Secretary, WB PROP Coordinator and the WB PROP Program Assistant.

MDD's core functions involve the issuance of Permits to Fishing Partners as well as to Research and Support Vessels, revenue accounting for fishing and other related activities, management of NORMA's Operational budget, as well as carrying out day-to-day administrative tasks and support to WB PROP and other relevant funding recipients.

The following section provides a brief overview of the Vessel Day Scheme (VDS), fishing and fishing related access, Licenses issued (by Gear Type and Flag), the operational budget, administrative activities and WB PROP implementation.

#### *Vessel Day Scheme*

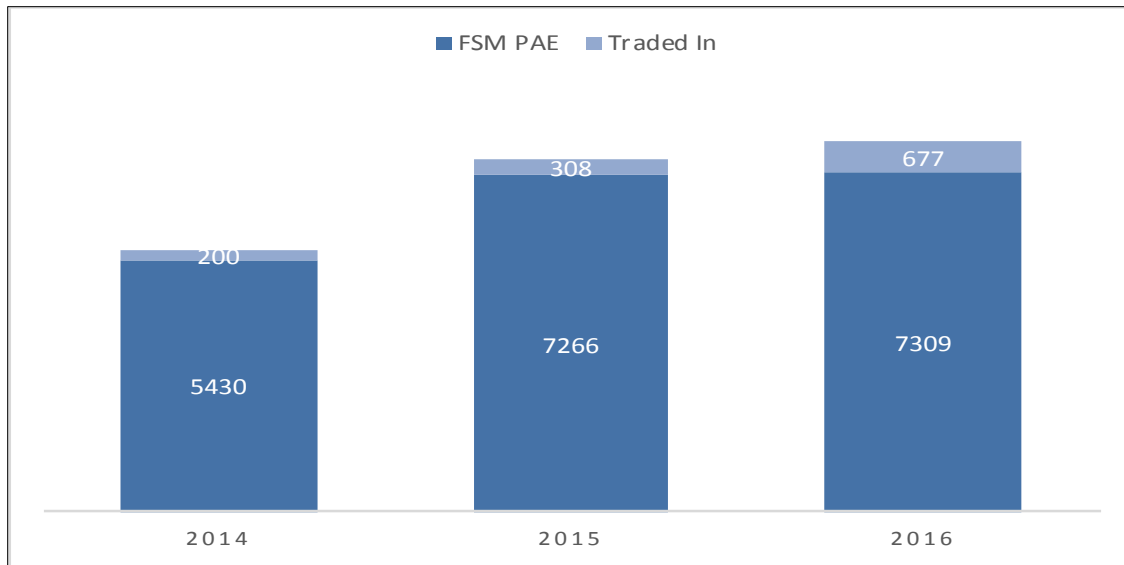
The Vessel Day Scheme (VDS) is a Purse Seine and Longline arrangement where vessel owners can purchase and trade fishing days subject to the Parties of the Nauru Agreement (PNA). The purpose of the VDS is to constrain and manage the catch of target tuna stocks as well as improve the economic return from fishing activities through access fees paid by the Distant Water Fishing Nations (DWFNs). The PNA comprises of eight Member Countries controlling 50% of the global supply of skipjack, the most commonly canned tuna. Of the eight Parties, FSM has the 3rd largest fishery. The PNA has allocated a Total Allowable Effort (TAE) for the partners to sell and trade amongst each other subject to rules agreed by the group. The TAE is distributed amongst the Parties based on historical catch effort in each of their respective fishing areas. The allocated days are referred to as the Parties Allowable Effort (PAE).

During the reporting period, FSM's PAE represented approximately 16% of the total annual TAE. Table 6 depicts the total TAE as well as the FSM PAE for 2014-2016.

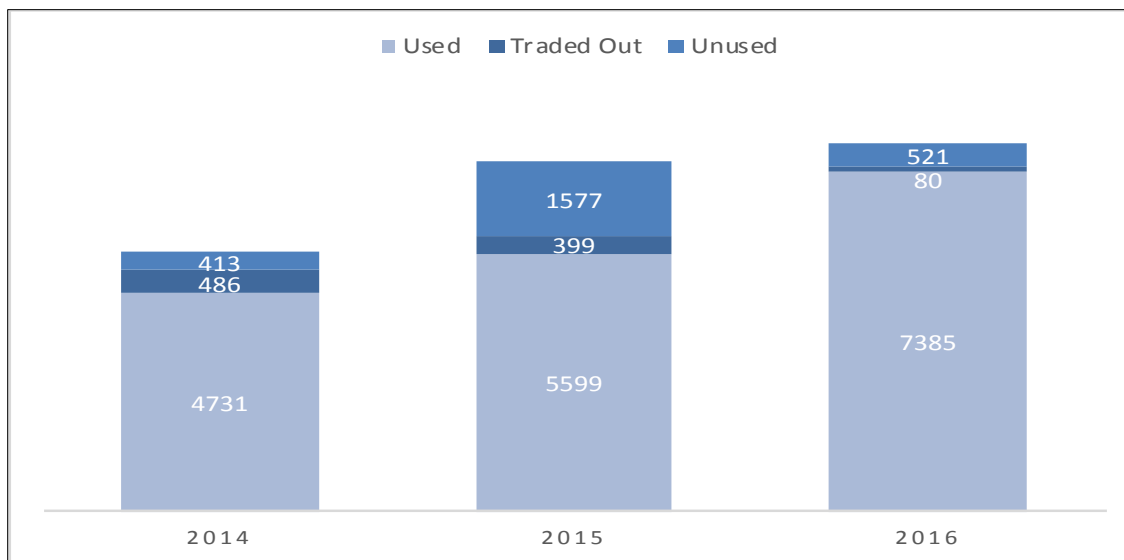
**Table 6: Total TAE and FSM PAE, 2014-2016**

	2014	2015	2016
TAE	33,700	45,610	45,881
PAE	5,430	7,266	7,309

From 2014 through 2016 NORMA was able to sell all FSM's annual PAEs to fishing companies, however not all of the days were used up. As per the VDS rules, fishing days lapse annually on December 31st. Figures 7 and 8 present the PAE allocation, expenditure, and trades for the reporting period 2014-2016.



**Figure 7: PAE allocation and VDS traded-in from other PNA states**



**Figure 8: VDS used, traded-out and unused days**

### *Licenses*

Permits for all research vessels, domestically based local vessels, domestically based foreign vessels, foreign fishing partners and other support vessels are issued under Title 24 of the Federated States of Micronesia Code (FSMC). It permits the fleet to conduct fishing and other fishing related activities within the FSM EEZ. Foreign and domestically based foreign fishing fleets must enter an access agreement with NORMA before a permit is issued (this provision does not apply to local vessels). Table 7 provides a list of all the multilateral and bilateral arrangements that were entered during the reporting period.



**Table 7: Access Agreements**

Category	Parties/Partners	Agreement Term	Number of Vessels	Gear Type
Multilateral	Multilateral Fisheries Treaty between the U.S. and Certain Pacific Island Countries (USMLT)	2003-2013, 2014-2016 Interim period	45	Purse Seine
	FSM Arrangement for Regional Preferential Access (FSMA)	Rollover since 1995	88	Purse Seine
	Sub-Regional Pool	2015	2	Purse Seine
	Sub-Regional Pool	2016	1	Purse Seine
Bilateral	Japan Far Seas Purse Seine Fisheries Association	2009-2019	35	Purse Seine
	National Offshore Tuna Fisheries Co-operative Association of Japan	2009-2019	Max of 60 LL<20GRT; Max of 25LL>20GRT;20 ULT	Longline (Fresh/Chilled) and Ultra-Low Temp (Freezer)
	Federation of Japan Tuna Fisheries Co-operative Association	2009-2019	27	Pole and Line
	Taiwan Deep Sea Tuna Purse Seine Boatowners and Exporters Association	2014-2016	Up to 30	Purse Seine
	Korea Overseas Fisheries Association	2014- 2016	Up to 28	Purse Seine
	China Overseas Fisheries Association	2014-2016	Up to 12	Purse Seine
	Luen Thai Fishing Venture Ltd. (Longline)	2011-2021	120 LL = LL>20GRT & LL<20GRT	Longline (Fresh/Chilled)
	Luen Thai Fishing Venture Ltd. (Longline VDS)	2016	Up to 80	Longline
	Kasar Fishing Corporation	2014-2016	Up to 3	Purse Seine
	Taiyo Micronesia Corporation	2014-2016	Up to 4	Purse Seine
	Caroline Fisheries Corporation	2014-2016	Up to 5	Purse Seine
	Diving Seagull Incorporated	2014-2016	2	Purse Seine
	Trans Pacific Journey	2015	3	Purse Seine
Liancheng Overseas Fishery Co., LTD	2016	4	Purse Seine	

The total revenue collected for fishing years from 2014 through 2016 was \$168,609,607 as shown in Table 8. Purse Seine fees represent approximately ninety five percent (\$161,207,628) with the remainder shared amongst longline (\$3,588,200), Pole & Line (\$1,250,976) and Support Vessels (\$2,323,200).

The total fees collected for Pole & Line and Support Vessel were similar across the reporting period, however longline fees decreased significantly from a high of \$1,6m in 2014 to \$557K in 2016. This decrease was due to a large portion of the fleet discontinuing fishing activities in 2016.

**Table 8: Total Revenue by Gear Type**

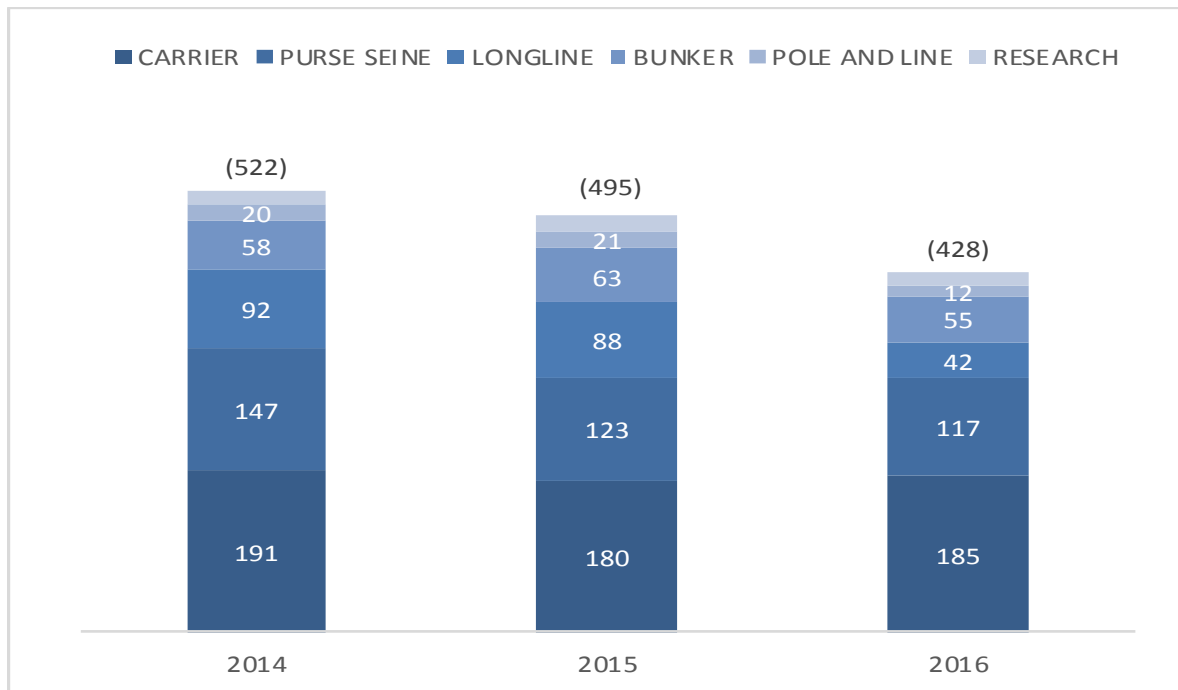
Year	2014	2015	2016
Purse Seine	\$41,325,550	\$58,979,601	\$60,902,477
Longline	\$1,609,300	\$1,421,900	\$557,000
Other (Trades)	0	\$1,330,200	\$993,000
Pole & Line	\$416,259	\$430,752	\$403,965
Support	\$88,403	\$74,400	\$76,800
<b>Total</b>	<b>\$43,439,512</b>	<b>\$62,236,853</b>	<b>\$62,933,242</b>

Table 9 shows the demand for fishing access during the reporting period 2014-2016 by the number of issued licenses. The demand for access remained relatively consistent across the period for each gear type, except for Japan and Taiwan. For those countries, there was a reduction in the number of longliners operating in the FSM EEZ.

**Table 9: Licenses Issued by Flag**

<b>FLAG</b>	<b>2014 522 LICENSES</b>	<b>2015 495 LICENSES</b>	<b>2016 428 LICENSES</b>
KOREA	94	111	111
PANAMA	103	87	98
JAPAN	114	103	68
TAIWAN	74	50	26
CHINA	43	49	41
KIRIBATI	48	33	30
FEDERATED STATES OF MICRONESIA	16	22	27
MARSHALL ISLANDS	10	10	11
VANUATU	7	7	6
COOK ISLANDS	4	7	5
UNITED STATES	2	5	2
TUVALU	2	3	0
CAYMAN ISLANDS	1	0	2
PHILIPPINE	0	3	0
RUSSIA	2	1	0
NEW ZEALAND	1	1	0
THAILAND	0	2	0
FRANCE	0	1	0
GERMANY	0	0	1
LITHUANIA	1	0	0

Figure 9 shows the number of fishing vessels and permit types that were granted access to operate in the FSM EEZ during the reporting period 2014-2016. The number of licenses issued to carriers was higher compared to all other vessel types, primarily because the permit needs to be renewed after 3-months.



**Figure 9: Licenses Issued by Gear**

### *Finance and Administration*

NORMA employs a total of 11 full-time positions with annual contracts given to individuals assuming responsibilities in the areas of data entry, debriefing, observer coordination and onboard fishing vessel observers. Personnel salary and wages represents 50% of the operational budget, Travel 20%, Contractors 10% and Consumables 10%. There has been a moderate increase in the operational budget over the past 3-years due to the increased number of activities being required by the Authority.

**Table 10: NORMA Operational budget**

Account Class	2014	2015	2016
Consumable	57,100	66,797	64,553
Contractual	54,900	86,219	78,246
Fixed Assets	-	1,381	2,499
Personnel	212,747	212,747	235,794
Travel	100,016	82,759	130,000
<b>Total</b>	<b>424,763</b>	<b>449,903</b>	<b>511,092</b>

## *World Bank Pacific Regional Oceanscape Project*

In 2015, NORMA and the Department of Finance & Administration executed a financing agreement with the World Bank IDA and accepted a 5-year \$5 Million grant under the Pacific Regional Oceanscape Programme (PROP). The Project is to ensure the sustainable management of FSMs oceanic fisheries that includes a coastal fisheries assessment project to support a future coastal fisheries program.

The project has provided funds to support additional training and staff for NORMA's existing work in the following key areas: observer programs, IMS, MCS and Competent Authority.

The PROP Project has provided support and training across the divisions for administration, observer programs, VDS as well as MCS (both in country and abroad). PROP has also enabled NORMA to employ two temporary staff with the aim of turning those roles into permanent positions. They include the Fisheries Economist/VDS administrator and a Fisheries Observer Administrative Manager, to help develop the economic capacity and data analysis within NORMA as well as support the administrative work in the observer program.

PROP has also sponsored a retreat to support NORMA in better assessing its logistics and operations; as well as host a national fisheries seminar to better understand and develop its fisheries investment opportunities.

With regard to MCS and observer coverage, several national and regional training seminars were conducted to upskill observer and enforcement officers in areas ranging from VMS, ship boarding, firefighting, first aid, and other technical areas.

Development of NORMA's Information Management Systems (IMS) was also supported by PROP, which included the development of an online licensing application module and NORMA's website. Additional IMS requirements was assessed through a needs and gap analysis conducted by Taz-E consulting.

In addition, the PROP Project is supporting the development of a certified Competent Authority (CA) in FSM for EU food safety and IUU requirements. This work includes consultation with stakeholders as well as relevant training for key staff in the FSM Department of Health & Social Affairs. Developing the CA capacity and training at the State level (which has already started in Kosrae) is also being partially funded by PROP.

## *Highlights, Challenges and Opportunities*

- With the inception of the Purse Seine VDS, revenue has increased significantly. Challenges are faced with limited number of staff managing the program;
- With the shift from catch quota to the VDS in the Longline fishery, several vessels ceased operations in the FSM EEZ;
- The greatest demand for licenses by gear comes from Carriers where the license term is only 3 months compared to other fishing vessels where the terms are 6 to 12 months;
- The operational budget for 2016 was \$511,094, an increase of 20% since 2014;
- Better utilization of existing IMS systems provided by regional organizations is recommended; including hiring a developer to develop customized systems for existing needs of NORMA;
- Development of a data warehousing system as well as additional intelligent data analysis is required;
- A 5-year \$5M grant under the Pacific Regional Oceanscape Programme (PROP) was accepted. It will support development for Institutional Strengthening, Monitoring Control & Surveillance, Information Management Systems and Observer Management; and
- The PROP will help NORMA make its existing structure and operations work more efficiently in delivering its mandate.

## Research

The NORMA Research division collects fisheries catch and effort data, unloading information, biological sampling as well as catch composition for all commercial tuna stocks that are used in the national and regional stock assessments. The NORMA observer and port sampling programs also operate under the Research Division. Together they form an integral part of the Authority's conservation and monitoring mandate. These programs have been implemented and are modified in line with ongoing developments in the fishery, as well as with other regional programs and emerging electronic technologies.

### *National Fisheries Observer Program (NFOP)*

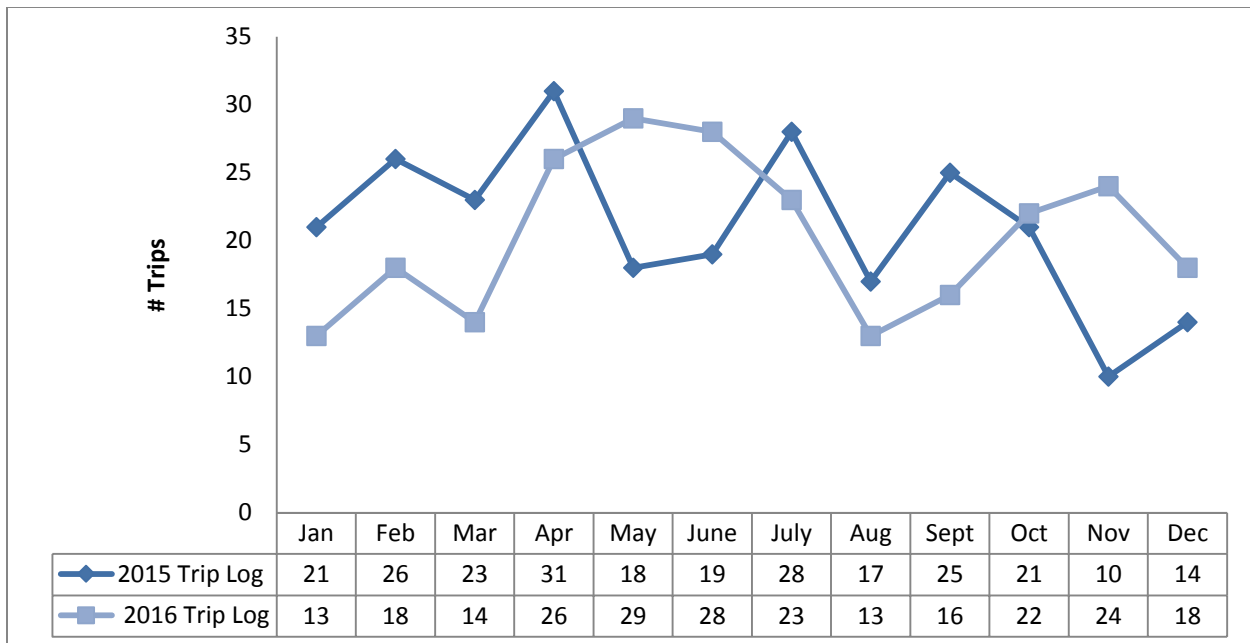
The FSM National Fisheries Observer Program (NFOP) has been in service since 1979. In 2010 the PNA Third Implementing Agreement (PNA3IA) commenced, and 100% observer coverage was introduced on all purse seiners. Since that time the total number of FSM observers has increased to more than 57 personal. A cost recovery scheme for fisheries observers began in early 2017.

In 2016, of the 244 successful observer placements, 233 placements were on purse seiners, 6 longline, 3 pole and line and 2 on carriers (Table 11). The months of April to mid-July had the greatest number of observer placements and the months of January, March and August experienced the lowest number of observer placements (Figure 10).

In 2016 through the Parties of Nauru Agreement Observer Program (PNAOP), FSMA vessels had the greatest number of observer placements followed by Japan (47 placements) and China (30 placements). Although there were no new FSM recruits for basic national observer training, there was ongoing national training for current and active observers. This included refresher courses for (i) observer data quality; (ii) fire safety; (iii) sea safety; and (iv) basic observer first aid. Certification courses for biological sampling and the PNA Marine Stewardship Council (MSC) were conducted. During the reporting period the division also hired a new fisheries observer administrative manager; as well as initiated electronic reporting and monitoring trials with PNA, FFA and SPC.

**Table 11: Observer Trip Coverage by Flag and Gear Type, 2016**

Flag	Longline	Purse Seine	Pole & line	Carrier/Reefer	Total
FSM	6	3	–	–	9
FSMA	–	114	–	–	114
China	–	30	–	–	30
Japan	–	44	3	–	47
Korea	–	8	–	–	8
Chinese Taipei	–	3	–	–	3
USA	–	31	–	–	31
Panama	–	–	–	2	2
<b>Total Fishing Gears</b>	<b>6</b>	<b>233</b>	<b>3</b>	<b>2</b>	<b>244</b>



**Figure 10: The number of observer trips - FSM National Fisheries Observer Program (NFOP) for FY 2015-2016**

*Transshipment and unloading*

In 2016 the total FSM longline fresh tuna landing was 126mt, recorded from a total of 74 trips. In addition, 1,471mt of longline frozen tuna was unloaded. For purse seiners, 145 transshipments were monitored that recorded 75,870mt of tuna (Table 12 & 13).

**Table 12: Quantity, gear type and product form for each species unloaded in FY 2016**

Species	Quantity (mt)	Transshipped in port	Transshipped in WCP-CA	Caught in WCP-CA	Product form	Gear type
ALB	161					
YFT	630					
BET	670	Yes	Yes	Yes	Frozen	LL
SKJ	10					
ALB	14					
YFT	62					
BET	29	Yes	Yes	Yes	Fresh	LL
SKJ	21					
YFT	11,445					
BET	3,026	Yes	Yes	Yes	Frozen	PS
SKJ	61,399					



**Table 13: Quantity, gear type and product form unloaded in each port for FY 2016**

Port	No. of transshipments	Transshipped in Port	Transshipped in WCP-CA	Caught in WCP-CA	Product Form	Gear type
Pohnpei	34	Yes	Yes	Yes	Frozen	LL
Majuro	74	Yes	Yes	Yes	Fresh	LL
Kosrae	23	Yes	Yes	Yes	Frozen	LL
Pohnpei	85	Yes	Yes	Yes	Frozen	PS
Majuro	30	Yes	Yes	Yes	Frozen	PS
Kosrae	8	Yes	Yes	Yes	Frozen	PS
Honiara	5	Yes	Yes	Yes	Frozen	PS
Funafuti	1	Yes	Yes	Yes	Frozen	PS
Pago Pago	1	Yes	Yes	Yes	Frozen	PS
Christmas Island	4	Yes	Yes	Yes	Frozen	PS
Makurazaki	10	Yes	Yes	Yes	Frozen	PS
Yamagawa	1	Yes	Yes	Yes	Frozen	PS

### *Highlights, Challenges and Opportunities*

In 2016, the Research Division participated in port monitoring and training for the compliance documentation scheme, as well as observer/debriefing courses and electronic monitoring trials (FSM longline vessels only).

The Fisheries Observer Program (NFOP), with funding from the World Bank, hired a fisheries observer administrative manager to oversee observer contracts, salaries and payments. This position provides additional support to NFOP for the management of observer salaries as well as the observer cost recovery scheme.

The (PNAO) Marine Stewardship Certificate (MSC) for free school skipjack has introduced yellowfin into the program. As a result, there has been an increase in the number of FSM in-port transshipments. Currently, there is a shortage of MSC in-port observers and monitoring staff, many of whom are placed on MSC at-sea observer trips. Additional resources and improved coordination with PNAO is required to manage the increased demand for observer MSC monitoring.

The Luenthai Fishing Ventures (LTFV) longline company continues to unload frozen whole tuna to freezer containers in Kosrae port. There are also plans to develop a similar operation in Yap port. The Secretariat of the Pacific Community (SPC) Oceanic Divisions Program visited Pohnpei port in 2016 to provide technical support and help improve the collection of frozen tuna unloading data. The challenge for the division is to collect accurate data on species, weight and length across all ports.

## Statistics, Compliance and Technical Projects

The Statistics, Compliance and Technical Projects Division (SCTP) has 3 units, namely: 1) the Statistic /IT unit, 2) Compliance & VMS; and 3) Technical Projects.

The following staff supports the services of the SCTP Division. They include the Compliance and VMS Manager, an IT/info Tech Manager and two data entry staff. In early 2016, a Chief of Compliance was hired to oversee SCTP operations however this position was filled for only one-year.

SCTP continues to support a number of NORMA activities; including the collection of improved fisheries information and catch data, as well as monitoring, control, and surveillance (MCS). MCS is conducted with close collaboration with the Maritime Surveillance Unit (MSU). SCTP pursues its goals by (i) collecting reliable and accurate fisheries information essential for resource planning and management and; (ii) monitoring the movement and operations of all fishing vessels. These activities ensure compliance with ongoing fishing regulations and policies, monitor the Purse Seine Vessel Days Scheme (VDS) fishing activities within and outside the FSM EEZ as well as data management within NORMA's Information Management System (IMS).

The following section provides an overview of each of the main activities undertaken by SCTP during the reporting period from 2014 through 2016.

### *Statistics/Information Technology*

Information Technology (IT) supports NORMA's requirement to transmit and share information at local, regional, and international meetings. These services primarily involve: (i) developing computer networks that link staff internally, and the outside world; (ii) operation and maintenance of all computer hardware and software; (iii) operation and support of NORMA's internet connection and email services; (iv) development and maintenance of databases required for planning and management purposes as well as; (v) training of NORMA'S personnel on use of computer hardware and software applications.

The Information Technology Unit (IT) through the use of the information, communication and technology (ICT) infrastructure monitors FSM's oceanic fishery resources and provides advice for the management and conservation of the tuna resources. This Unit is responsible for the management of data (that includes unloading and transshipment data as well as catch report data), which provide the primary source of information for the management of fisheries in FSM.

Using the regional fisheries database known as TUFMAN, the Statistics Manager and two data entry staff with support from SPC, manually input the data into the IMS.

## *Compliance & VMS*

The VMS & Compliance Unit plays a critical role in monitoring, control, and surveillance (MCS). Monitoring involves the collection, management, and analysis of fishing activities, as well as closely monitoring the movement of fishing vessels in the FSM EEZ. Control involves enforcing the fisheries regulations, terms and conditions of licenses and other arrangements that might be nationally, sub-regionally or regionally agreed. Surveillance involves the regulation and supervision of fishing activities and ensures that the national legislation, conditions of access and fisheries management rules are observed. The unit focuses its efforts on the monitoring of fishing activities and provides support to the enforcement and surveillance by the Maritime Wing of the Department of Justice.

The unit is also responsible for administering the Niue Treaty Subsidiary Agreement (NTSA), which aims to combat Illegal, unregulated and unreported (IUU) fishing activities in the region. FSM uses the NTSA platform to share enforcement data and other information to enhance MCS; as well as address other types of illegal transboundary activities, such as drug and human trafficking. FSM also has the appropriate domestic legal authority to access information held on the Niue Treaty Information System (NTIS). In 2016 NORMA's VMS/Compliance Manager attended a 5-day practical 'live' session workshop in Suva, Fiji held by FFA on how additional cooperative activities could take place.

A key MCS instrument to deter non-compliance is the Administrative Penalty regulation, which involves issuing citations to offending parties. Table 14 shows number of vessels that were issued citations, some of which resulted in prosecutions.

**Table 14: Vessels issued with Citations**

Year	Breach Code /Offences	No. of vessels	Action
2014	(I) Violating FSM Title 24	25	taken to port for prosecution and settling their cases out of court
	(II) Failure to meet additional or special conditions of fishing permits		
	(III) Failure to mark vessel in accordance with FAO standard specifications		
2015	(i) Violating FSM Title 24	12	taken to port for prosecution and settling their cases out of court
	(ii) Failure to meet additional or special condition of fishing permits		
	(iii) Failure to mark vessel in accordance with FAO standard specifications		
2016	(i) Violating FSM Title 24	12	taken to port for prosecution and settling their cases out of court Late 2016, Department of Justice waived the administrative penalties and citations, but escorted vessels to port for investigation and prosecution
	(ii) Failure to meet additional or special condition of fishing permits		
	(iii) Failure to mark vessel in accordance with FAO standard specifications		

Four significant activities took place during this period where the NORMA Compliance division assisted maritime surveillance. They included:

1. Operation Island Chief
2. US Navy Joint Patrol Under the Ship Rider Agreement
3. Operation Big Eye
4. Operation Kurukuru

One of the key activities of the Unit is to process non-fishing day (NFD) applications by fishing operators as required under the Vessel Day Scheme (VDS). Table 15 provides the total number of NFDs that were claimed during the reporting period, as well as the number of NFDs that were accepted. The remaining days rejected were based on non-compliance to the non-fishing day rules. This includes not meeting the 24hrs activity requirement, e-logs revealing sets while claiming to be in transit, and VMS tracks showing a significant pattern or signature of illegal searching.

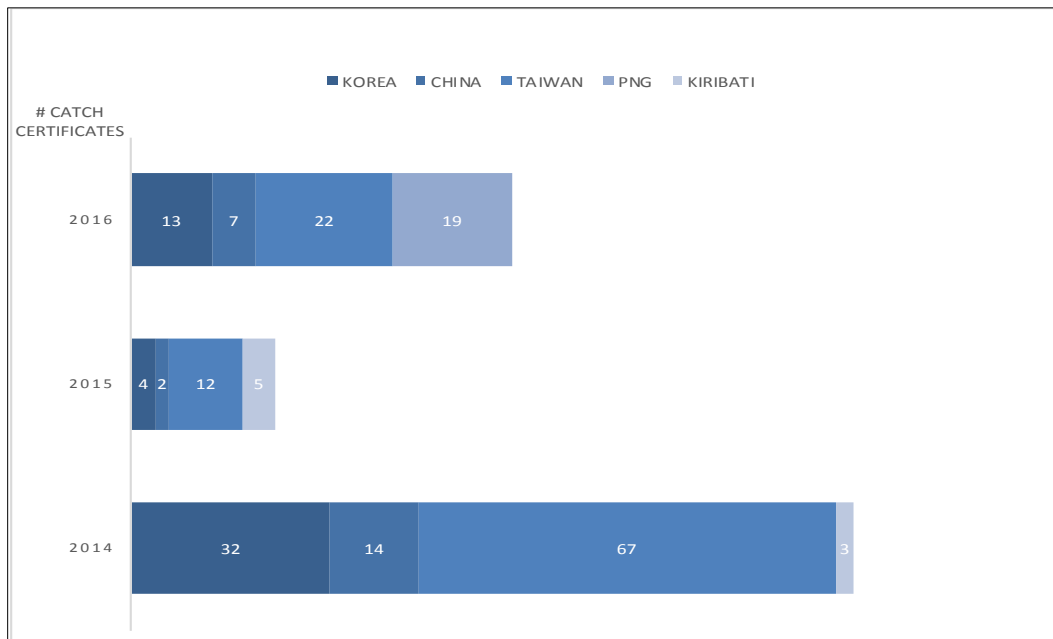
All of the NFDs were from Bilateral licensed fishing vessels, US Treaty, or FSMA vessels not fishing while in FSM EEZ (in accordance to the PNA rules).

**Table 15: Total number of Non-Fishing Days**

Year	Total NFDs Received	Total NFDs Accepted
2014	4,189	1,184
2015	2,463	894
2016	3,413	1,163

The Catch Documentation Scheme (CDS) supports the unit in providing certification for the legality of catch. It is required for countries with a Competent Authority and other importation rules to help combat Illegal, Unreported and Unregulated (IUU) fishing. A catch certificate is generated for the legal owner of the catch confirming traceability of the landing from the first set on the fishing ground to the unloading of the fish at port (or transshipment). In 2016, FFA and NORMA initiated CDS training in Kosrae, and are looking to add additional training in the remaining states in 2017.

Catch Certificate processing and cross checking of catch data (and other information on foreign Purse Seine vessels) is undertaken by SCTP. Over the current reporting period several Catch Certificates were rejected or put on hold due to missing supporting documentation. A total of 61 certificates were processed in 2016 (Figure 11). SCTP works closely with FSM vessel agents and fishing companies to continually improve the CDS scheme.

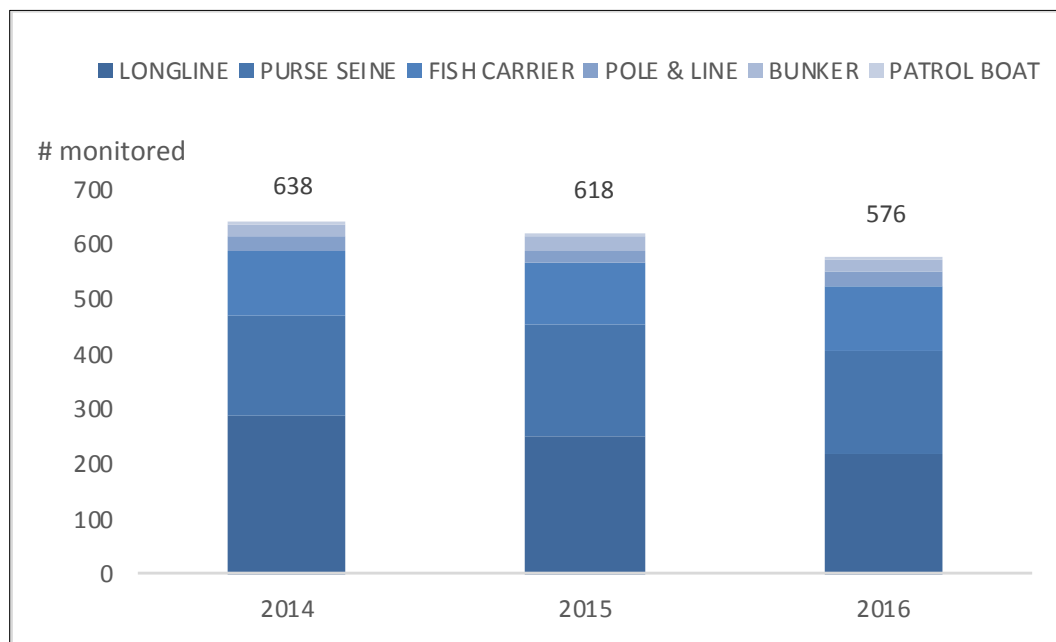


**Figure 11: Total PS Catch Certificates by Flag**

The Vessel Monitoring System (VMS), a satellite-based, near real-time, position tracking system, supports the Unit in monitoring the location of fishing vessels. It is done through the use of the FFA VMS, Google surveillance and the WCPFC VMS. During the reporting period the Unit achieved its VMS goals by: (i) closely monitoring movements and operations of fishing vessels to ensure compliance with fisheries laws

and regulations; (ii) collecting relevant fishing data for management and legal action taken against non-compliant vessels; and (iii) managing the PNA Vessel Day Scheme (VDS) pursuant to bilateral fishing access agreements.

The location of the FSM EEZ is a well-used transit route for many cargo ships, as well as fishing vessels transiting from Asia (and countries further south). In 2016, a total of 576 vessels were monitored that passed through the FSM EEZ, as shown in Figure 12.



**Figure 12: Total Number of Vessels monitored by Gear Type for the FY 2014-2016**

### *Technical Projects*

This Unit is responsible for (i) the delimitation of FSM’s extended continental shelf (eCS) and (ii) maritime boundaries. These two projects are highly technical in nature and great efforts were undertaken to progress them throughout the period from 2014 to 2016.

#### **1. Extended Continental Shelf**

- Ontong Java Plateau Extended Continental Shelf Project

On May 5, 2009, the Federated States of Micronesia, Papua New Guinea and Solomon Islands submitted jointly to the Commission on the Limits of the Continental Shelf (CLCS) information on the limits of the continental shelf beyond 200 miles from the baselines where the breadth of the territorial sea is measured. The three coastal states presented a Joint Submission to the Commission on April 12, 2010. The Commission agreed that the Submission would be addressed through the establishment of a Sub-commission at a future session. A Sub-commission for the consideration of the Joint Submission was established in March 13, 2014 during plenary of the 34<sup>th</sup> session of the Commission. The three coastal States submitted an Addendum to the Executive Summary on July 28, 2014. On August 22, 2014 the three coastal States submitted an amended Main Body with updated supporting documents, which replaced the original submission. Since the establishment of the Sub-commission a number of extensive examinations

and deliberations of the submission have been carried out between the Sub-commission and the three coastal States.

- Eauripik Rise Extended Continental Shelf Project

On May 5, 2009, FSM submitted preliminary information for the Eauripik Rise and Mussau Ridge extended continental shelf areas. A full submission for the Eauripik Rise area was made on August 30, 2013. FSM formally presented the submission to the full Commission at the United Nations DOALOS office in 14 March 2014. The delegation was led by Patrick McKenzie, Executive Director, NORMA, Jeem Lippwe, Chargé d'affaires, Permanent Mission for FSM to the United Nations; and Clement Yow Mulalap, Legal Adviser, Permanent Mission for FSM to the United Nations. The delegation also included a technical adviser. In addition to elaborating on substantive points of the submission, the delegation noted that no member of the Commission provided FSM with advice and assistance. Mr. Mulalap recalled that this area of the continental shelf was not subject to any dispute. Furthermore, the submission had been made without prejudice to the delimitation with Papua New Guinea, pursuant to a memorandum of understanding dated 6 March 2009. In addition, Mr. Mulalap noted that the submission represented a partial submission in respect of only a portion of the extended continental shelf of FSM and that submissions for other portions would be made at a later date. The Commission decided that, as provided in article 5 of annex II to the Convention and in rule 42 of its rules of procedure, the submission would be considered at a future session by a sub-commission established in accordance with rule 51, paragraph 4 of the rules of procedure. The Commission decided that it would establish a Sub-commission when the submission was next in line for consideration.

- Mussau Ridge Preliminary Information

FSM submitted preliminary information collaboratively for both the Eauripik Rise and Mussau Ridge areas, a tactic to secure FSM's right to claim those areas, noting the 2009 deadline. As advised from geoscientists and GIS experts, the Mussau Ridge extended continental shelf area was defined to have a very course connection to a small atoll in Chuuk State, Pulusuk. FSM's claim to this region requires additional bathymetry data.

## 2. Maritime Boundary Project

The Federated States of Micronesia is bordered by four island nations, as depicted in the map below (Figure 13). FSM has concluded Treaty negotiations with all four nations. Three of the Treaties have been deposited at the United Nations.

- In the Northwest, the Treaty boundary between FSM and Guam/USA was signed on August 01, 2014, in Koror, Palau. The FSM-US Treaty is pending US Congressional approval;
- In the Northeast, the Treaty boundary between FSM and the Republic of the Marshall Islands was signed on July 05, 2006 and ratified by both countries;
- In the Southwest, the Treaty for the boundary between FSM and Independent State of Papua New Guinea was signed in 1991. After 24 years, after finding errors in the original Treaty, FSM and PNG signed an Amendment on September 7, 2015 and completed the national ratification process;
- In the West, the Treaty boundary between FSM and the Republic of Palau was signed in 2006 and both states had ratified it.

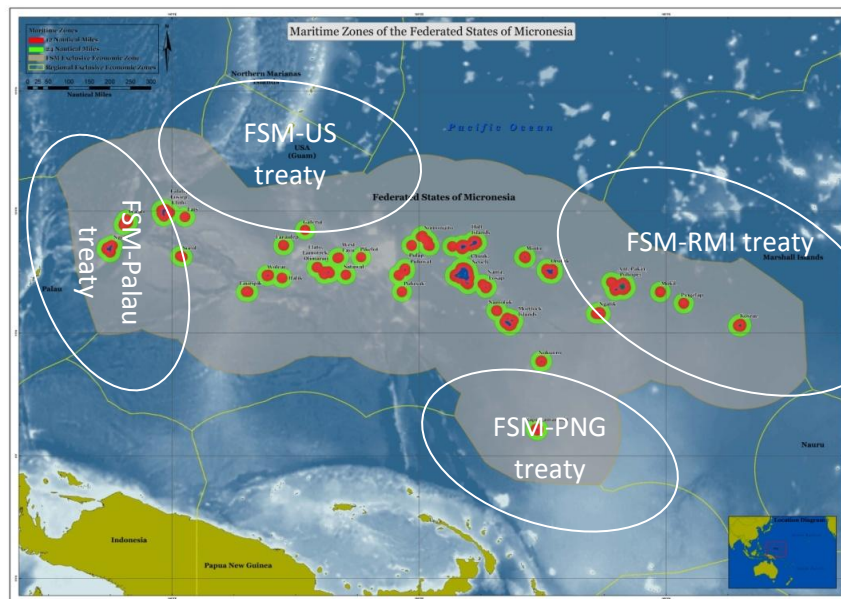


Figure 13: Federated States of Micronesia treaty boundaries



The remaining maritime boundary Tasks:

- Finalize the delimitation of the maritime boundaries of the FSM
- Complete delimitation of baselines and construction of 12nm/24nm/200nm maritime zones
- Deposit maritime boundary package with the UN
- Deposit maritime boundaries with SPC/FFA after the UN process
- Pursue delimitation of boundaries around all submerged reefs in the FSM
- Ratify boundary with Guam and UN after US approval

### *Highlights, Challenges and Opportunities*

Challenges:

- Inability to monitor all unlicensed fishing vessels not registered on the FFA and WCPFC register;
- Demands within the compliance unit outweigh available staff to complete all tasks;
- A high volume of Vietnamese blue boats were apprehended in FSM waters. SCTP were unaware of those vessels since they were not being captured on the NORMA VMS;
- Additional staff is required for CDS processing and transshipment monitoring;
- Additional data entry training is required to build knowledge and capacity within the unit;
- The Chief of Compliance position is being filled temporarily by the VMS Compliance Manager. Executive management needs to decide whether to make that a fulltime position or hire a new person that is equally or more highly qualified.

Opportunities:

- Additional team training to help support and share workloads, as well as ensure that critical fishery monitoring, and data management activities are maintained;
- World Bank Prop continues funding key projects within the division.

Highlights:

- Establishment of a close working relationship with the state of Kosrae and Yap to support Port inspections; and
- Commenced Purse Seine transshipment monitoring in the port of Pohnpei. Tablets were used for the first time to collect onsite electronic fisheries data that syncs directly with the NORMA transshipment module on the National IMS.

## MEETINGS HOSTED:

### *FSM Fisheries Seminar*

- The Authority hosted a Fisheries Seminar in May 2016 to bring the National and State Government Agencies involved in fisheries management and development of fisheries to update them on recent fisheries developments in the FSM and the Pacific region. The Authority, supported by PROP, and co-hosted by FSM Department of Resources and Development to discuss issues facing the states in terms of fisheries development and to seek to align national and state policies to improve and enhance onshore investment opportunities and interests. The meeting concluded with agreement to develop a Fisheries Investment Policy for the FSM. FFA was engaged to assist with the development of the policy with NORMA being the coordinator and FSM R&D the client.

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