Country review: Maldives

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INTRODUCTION

Maldives is an archipelago of nearly 1 200 coral islands grouped into 19 widely dispersed atolls covering an area of nearly 90 000 km² in the centre of the Indian Ocean. The country's Exclusive Economic Zone (EEZ) covers an area of nearly one million km². Marine resources are the country's main natural endowments, with economic activities concentrated on tuna fishing and tourism. Currently, marine capture fisheries account for 9.0 percent of GDP, 17.0 percent¹ of employment and 66.3 percent (by value) of the country's export commodities.

Tuna fishing is a well-established activity in the Maldives, with a history spanning over 750 years. The mechanization of the fishing fleet in the 1970s led to a rapid increase over historic tuna catches: from about 30 000 tonnes in the 1980s to over 90 000 tonnes in 1997; increasing to a record catch of 138 751 tonnes in 2003 (MoFAMR, 2003). Tuna fishing represents about 90 percent² of the total fish for food catches in the Maldives as reported in the national statistics (Table 1).

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Species	Scientific Name	2003 catch	Percent of total catches
Skipjack tuna	Katsuwonus pelamis	108 329	70
Yellowfin tuna	Thunnus albacares	21 767	14
Frigate tuna	Auxis thazard	4 356	3
Kawakawa	Euthynnus affinis	2 406	2
Dogtooth tuna	Gymnosarda unicolor	746	0
Bigeye tuna*	Thunnus obesus	1 147	1
Subtotal tuna		138 751	89
Other fish ⁺	Reef fish varieties	16 664	11
TOTAL		155 415	100

TABLE 1 Recent fish landings in Maldivian waters (tonnes)

Notes: *Estimated catch; †Excludes bait fish catch.

Source: Ministry of Fisheries, Agriculture, and Marine Resources.

The Maldivian tuna fishery is concentrated in the nearshore waters; so, a large area of the Maldivian EEZ is relatively unfished. However, a small fleet of longline, essentially foreign vessels, operates in the EEZ, targeting adult bigeye and yellowfin tunas. Recorded catch of this longline fleet is currently about 5 000 tonnes per year, believed to be grossly underreported. A small-scale handline fleet operates in nearshore waters targeting surface swimming large yellowfin (> 80 cm FL). Their catch of about 3 000 – 4 000 tonnes per year is exported either as a fresh product to a lucrative Japanese sashimi market or packed as loins for export to Europe.

The reef fishery resources were hardly exploited in the past (Adam *et al.*, 1997). However, with the rapid socio-economic development following the expansion of tourism and together with improved air and sea-transport, a number of reef fisheries³

¹ Number of fishermen reported in fisheries statistics as a percentage of economically active population.

² This excludes the bait fish catch which is now estimated at 15 000 t per year (MRC, unpublished data).

³ In Maldives the term **reef fishery** is referred to all fisheries except the tuna fishery. Reported as one category in the national statistics, reef fisheries component includes reef and oceanic sharks, jacks, scads, breams, jobfish, etc and varieties such as sail fish, seer-fish, rainbow runners, dolphin fish (mahi mahi).

have developed for both for local consumption and for export markets. These include the aquarium fishery, *beche-de-mer* (sea-cucumber), grouper fisheries.

For the purpose of this review, marine fishing activities have been grouped into two subcategories: 1) industrial tuna⁴, bait, and shark fisheries; and 2) small-scale fisheries⁵ comprising handline tuna and reef fisheries.

Information in this review was obtained from a variety of sources, including interviews with senior staff of Maldives' Ministry of Fisheries, Agriculture and Marine Resources, the Basic Fisheries Statistics⁶, Statistical Year Books and other recent documentation.

POLICY FRAMEWORK

The mechanization of the fishing fleet in the mid 1970s was a conscious and concerted effort by the Government. In the early 1980s, the policy on fishery development and management was guided by the need to serve the social objectives as the fisheries sector employed the highest proportion of the labor force (over 50 percent at national level and particularly more in the outer islands) and provided food security. Therefore, the Government deemed it important to protect the livelihood of fishermen and to ensure the Maldivians remain active in the tuna fishery industry. Thus, until recently, the sector was protected from large-scale competition and was heavily subsidized by the Government.

The policy objectives are set forth in the National Development Plan (NDP); which is reviewed every four to five years. The most recent NDP covers the 2001–2005 period and also mirrors the long term goals as set out in the Vision 2020⁷. The overreaching objective of the current policy is to liberalize the tuna industry through greater private sector involvement and to stimulate economic diversification of fishery and, thereby increasing the value-added export products. As for the reef fisheries resources the objective is minimize the dependency on wild caught species by promoting mariculture of those species that are being exported.

The Maldivian fisheries are dominated by relatively low-value pole-and-line skipjack fishing; while fisheries targeting high-value tuna species (such as large yellowfin and bigeye tuna) remain at low landings levels. Similarly, a large proportion of the tuna exports are frozen, canned or as "Maldives fish,"⁸ low-value products. Thus, as mentioned above, diversifying the tuna fishery towards high-value, non-traditional species is a priority of the Government and attaining this evolution through greater private sector participation is highlighted in the current NDP.

While achieving the medium to long term objective of liberalizing the tuna industry and promoting mariculture of export varieties of reef fish, the management goal is to achieve sustainable utilization of the fisheries resources. Strengthening of monitoring activities, increasing research, devolution of management to the island communities and participating in regional fishery bodies are all important strategies set forth in the NDP to achieve the overall fishery management objective.

⁴ Industrial here is taken to mean the pole-and-line and the longline fisheries which takes more than 80% of the national recorded fish catch which is mainly exported in fresh, canned form.

⁵ Small-scale fisheries here are taken to mean the large yellowfin handline fishery and the multi-species reef fishery. The bulk of the large yellowfin is exported fresh (loins, dressed whole) while the reef fish are consumed locally.

⁶ Annual publication of the Statistics and Economic Research Unit, Ministry of Fisheries, Agriculture and Marine Resources

⁷ Vision 2020, Address to the Nation by His Excellency President Maumoon Abdul Gayoom on the occasion of the 34th Anniversary of independence of the Republic of Maldives, 26 July 1999. The President's Office, Malé 10pp.

⁸ "Maldive fish" is a tuna product similar to the Japanese katusobushi. The gutted and gilled fillets of fish are boiled, smoked and sun-dried to make the Maldives Fish, exported to Sri Lanka and other neighbouring countries.

LEGAL FRAMEWORK

Development and management of capture fisheries in the Maldives is governed by the Fisheries Law of the Maldives (Law No. 5/87, August 24, 1987). The Law contains provisions on use and exploitation of the living marine resources, particularly fishery resources and on foreign licensed fisheries conducted in the EEZ of the Maldives.

The Ministry of Fisheries, Agriculture, and Marine Resources (MoFAMR) is charged with implementation of this Law and has the legal authority to make rules and regulations relevant to its implementation⁹. The responsibility for the enforcement of laws in the Maldives lies with the Ministry of Defense and National Security.

For the purposes of fisheries management, the Fisheries Law defines the EEZ as the area bounded between 75 – 200 nautical miles. Commercial fishing in the EEZ, both local and foreign parties, requires an annual fishing license provided by the Ministry of Trade and Industries following guidelines provided by the MoFAMR. The area bounded within the 75 mile limit is called a Coastal Fishery Zone which is exclusively reserved for Maldivian fishermen (Figure 1). The fisheries in the Coastal Fisheries Zone do not require licensing.



The Environmental Protection and Conservation Act, EPCA (Law Number 4/93) contains provisions for conservation of biological diversity and protected areas and natural reserves. The responsibility for the implementation of the EPCA falls under Ministry of Environment and Construction (MoEC). Both the EPCA and the Fisheries Law are taken together in formulating regulations and governing the capture fisheries. Guidance is sought from the Fisheries Advisory Board which meets on *ad hoc* basis. The FAB is represented by high level government officials representing line ministers. The chairman of the board is the Minister of Fisheries, Agriculture, and Marine Resources.

The Marine Research Centre (MRC) is the research arm of the MoFAMR; however, due to human resource constraints at MRC, proper and regular stock assessments are not carried out. Instead MRC provides *ad hoc* reviews and general assessments of the resources as and when required by the Ministry.

Lack of human and financial resource impedes the effective implementation of the rules and regulations. In the Maldives, new rules and regulations are announced through media, but are not supported by dissemination of this information through local government authorities. Therefore, the lack of awareness and existing rules and regulation by the general public contributes non-compliance. Also lack of monitoring and enforcement, coordination between the administrators and lack of real deterrents to non-compliance contributes to the issue.

In order to address shortcomings of the current Fisheries Law and its implementation, a comprehensive revision of the law is underway and most of the drafting work is now complete. The new Law emphasizes the conservation and management of the living

⁹ The MoFAMR and the Ministry of Atolls Administration share the responsibility in coordinating the implementation of the Law.

marine resources and allows for devolution of fisheries management. In addition, the new Law will also address weaknesses in fisheries law penalties. Current penalties include mostly one-off cash fines that are not high enough to act as a deterrent.

STATUS OF THE FISHERIES

Fisheries used to be the highest contributor to the Maldivian GDP. However, in 1985, the tourism sector surpassed fisheries in terms of its GDP contribution. In spite the continued increase in total catch the contribution to GDP has been declining; from almost 16 percent in 1989 it fell to just lower than 9 percent in 2004¹⁰. This decline in the proportion to GDP contribution by fisheries is due to spectacular increase in the tourism sector over the last 20 years. In real terms the value of the two major fisheries increased from 24 million US\$ in 1989 to just over 40 million US\$ in 2003 (Table 2).

Tuna species remain the major fishery resources exploited in the country as more than 80 percent of the total capture fisheries are tunas; of these, the main component of the catch is skipjack tuna (Table 1). The total recorded volume of the tuna fisheries has been increasing. Total tunas caught increased from 103 885 tonnes in 1998 to 138 751 tonnes in 2003. While this increase of tuna catch within the five years is 11 percent, non-tuna varieties (i.e., reef fisheries' catch, including sharks) increased to 17 percent (from 14 230 tonnes in 1998 to 16 664 tonnes in 2003).

Tunas are believed to be part of the wider Indian Ocean stock(s); therefore, strictly national-based management measures are ineffective for managing these migratory species. The most recent Indian Ocean wide assessment of bigeye tuna showed that the stock has reached to maximum sustainable level and that a continued increase in catch of juveniles in purse-seine surface fishery is a major concern (IOTC, 2003). The situation with yellowfin is unclear, but it is believed current catches are close to maximum sustainable yield (IOTC, 2003). Maldives should become a full member of the IOTC so that its national objectives could be addressed within the overall IOTC framework of tuna management in the Indian Ocean.

The tuna pole-and-line method requires copious amount of live bait which are caught from lagoons and reefs (80 -150 kg/fishing trip¹²). As there are no holding pens (or cages), bait fish are caught daily by the fishing vessel prior to almost every tuna fishing trip. There are no official statistics for bait fish catch and so bait catch is estimated using average weight of bait used per trip (Anderson 1996). The main species caught in the bait fishery are Sprats (*Spratelloides gracilis, S. delicatulus*), and various species of Casesionids, Apogonids, and *Engraulidae (Encrasicholina heteroloba)*.

The third most important fishery in terms of catch volume is the shark fishery comprising deep water sharks (*Centrophorus* spp.), reef sharks, nearshore pelagic sharks, and offshore oceanic sharks. Reef sharks are considered to be grossly overexploited in the Maldives (McAlister Elliot & Partners, 2002).

An export-oriented grouper fishery started in 1994. Groupers aggregate to spawn and are targeted using drop handline gear. The fishery peaked in 1997 exporting over 0.9 million groupers a year. The fishery continued to decline since then. In 2003 less than 0.3 million groupers were exported¹³. It is concluded that the fishery is heavily over-exploited requiring urgent management action.

¹⁰ The figure includes fish processing. Excluding the processing the contribution to the fisheries sector to GDP in 2003 is 6.6%.

¹¹ Note: In this report, the term tuna fishery includes the four components of the fishery (pole and line, longline, handline, and troll).

¹² Marine Research Centre, Unpublished data. Fishing trip constitutes a single day in which boats leave early in the morning (sometimes 1:00 in the morning if bait fish are caught using lights) and return by noon or late evening.

¹³ MRC (in prep.) Review of Grouper Resources of Maldives.

characteristics of the three major fisheries (by volume) in malures (2005)									
Fishery	Catch (t)	% of Total	Export Value (US\$)†						
Tuna fishery ¹¹	138 751	81.4	39 060 747						
Bait fishery	15 000*	8.8	NA						
Shark fishery	2 100*	1.2	1 217 426						

TABLE 2 Characteristics of the three major ficharies (by volume) in Maldives (2002)

Notes: *Estimated catch, †Value of export products only; 1 US\$ = 12.75 Maldivian Rufiyaa.

Sources: MoFAMR 2003; MRC unpublished data (for estimating bait fish catch).

The export-oriented aquarium fishery is considered small-scale. Unlike in other parts of Southeast Asia, exporters and collectors are the same group. Over 175 000 fish and invertebrates were exported in 2002 earning about US\$ 0.509 million making up to 0.91 percent of the total marine export value. The fishery is managed by species-specific export quota.

MANAGEMENT ACTIVITIES

The fishery management activity in the Maldives is mostly limited to bans, prohibitions, setting up quotas, licensing schemes, and levying fees (royalties on fish exports). In setting up these measures, stakeholders are consulted either directly or indirectly through small workshops and other formal and informal consultations.

Roughly 50 percent of the fishery could be considered as having some form of such management activity (Table 3); however, no fishery is covered by a management plan. This number of fisheries managed has been increasing over the last couple of years as

TABLE 3

Management activities in Maiuwan marine capture iishen	Management	activities in	Maldivian	marine	capture	fisherie
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	Fishery	Target species	Bycatch	Management/regulatory Activity
	Pole-and-line	Skipjack tuna, yellowfin tuna (juveniles), bigeye tuna (juveniles), kawakawa, frigate tuna	Dolphin fish, Rainbow runner	None except regulation on fishing vessel licensing. Use of nets (i.e., purse seine not permitted)
Tuna Fishery	Longline	Deep swimming large yellowfin and large bigeye tuna	Oceanic sharks, moon fish, others	Strictly licensed, with VMS equipment; royalties on total catch (or export); subject to a quota of 1000 tonnes per year
	Handline	Large yellowfin tuna		Licensed vessels and royalties on export.
	Troll Fishery	Kawakawa, Frigate tuna	Bullet tuna	None
	Shark fishery	Offshore oceanic sharks, nearshore pelagic sharks, reef sharks, deep water slope sharks		Banned from within 12 miles of 7 major atolls for ten years starting from September 8, 1998; banned from 2 seamount tuna fishing grounds and within 3 miles radius from the FADs
	Bait fishery	Sprats (two spp.), Apogonids (various), Caesionids (various), Engraulidae, Damsel fish		None
	Grouper fishery	Plectropomus spp, Cephalapholis spp, Epinephalus spp., others		None, except registration of holding cages (not enforced)
Reef fishery	Aquarium fishery	Various small-bodied reef fish varieties		Species specific export quota. Enforced by Ministry of Trade and Industries and Customs.
	Beche-de- mer Fishery	Holothuridae		Restriction on method of harvesting
	Lobster fishery	Spiny lobsters (<i>Panulirus</i> spp.)		Restriction on minimum size of catch and method of harvesting
	General handline fishery	Carangids (jacks), Lujanids (jobfish, snappers), Lethrinids (breams), Xiphidae (sail fish/ marlins), wahoo (scombridae)		None, Export bans on rare species (e.g., Napoleon wrasse)
	Scad Fishery	Round and bigeye scads (Carangidae), Indian mackerel (Scombridae)		Gear restrictions

a reaction to conflicts with other fishery stakeholders or to over-exploitation of the resource.

The Marine Research Centre (MRC) of the MoFAMR has the responsibility of assessing the fishery resources. However, due to human resource constraints at MRC, proper and regular stock assessments are not carried out. Instead MRC provides *ad hoc* reviews and general assessments of the resources as and when required by the Ministry.

It is believed that shark fishery and grouper fisheries are heavily depleted. Roughly 25 percent of the capture fisheries could be considered as heavily depleted. Management measures adopted to address overfishing and rebuilding of depleted stocks include export bans, moratoriums, area closures, and restrictions on harvesting methods. There has not been a serious assessment to investigate whether these measures have resulted in improving the status of these stocks.

A major problem confronting the fisheries managers in the Maldives is the difficulty of enforcing the management measures. This is due to geographic spread of the islands and lack of human and financial resources, but also due to weaknesses in fisheries law penalties. A comprehensive revision of Fisheries Law is being undertaken to address these issues.

There are some rights-based measures still practiced although not strictly enforced they are now part of the fishery regulations. For instance, the fishery resources within the inhabited island reef and lagoon are considered a right of the community and they have the exclusive right for fish. The current regulation states anyone else wishing to fish should have prior and written permission from the island chief.

COSTS AND REVENUES OF FISHERIES MANAGEMENT

The principle funding source for management of the fisheries resources in the Maldives is the general government budget and there is no monetary contribution from the private sector. The costs of the management, in real terms, have increased over the past ten years as a result of increased administrative costs incurred due to implementation of the management measures in new fisheries. For example, in the reef fishery, where the resource base is limited and characterized by multiple users, considerable conflicts exist between the fisheries and tourism sector as non-extractive uses of the fishery resources has proved valuable. This has resulted increased monitoring and new regulations to manage the reef fisheries resources.

The Maldivian tuna fishermen operate within close range (< 50 miles) of the atolls and so the vast area of Maldivian EEZ is relatively unfished. Maldivian fishermen strongly believe that illegal fishing in the EEZ by foreign vessels affect their catchability and school formation in the nearshore areas. As a result Maldivian Coast Guard, which is under the Ministry of Defense and National Security gives high priority to monitor illegal activities. Although there is no routine surveillance, the Coast Guard has been responsive in dispatching their vessels when fishermen report illegal activity. The cost of monitoring has considerably increased as the number of vessel apprehended over the years has increased. During the period 1991 – 2000 roughly seven (range 2 – 17 per year) vessels per year were apprehended by the Coast Guard¹⁴.

IMPLEMENTATION OF GLOBAL FISHERIES MANDATES AND INITIATIVES

The Maldives has ratified UNCLOS and Fish Stocks Agreement. However, the Maldives is not party to the Compliance Agreement and there are no specific steps or actions undertaken for implementing these conventions.

Some measures have been taken to implement the International Plan of Actions. Maldives does not have high seas fishing fleet and the EEZ fishing is regulated through

¹⁴ Maldives Coast Guard, unpublished information.

licensing and reporting of catch and effort data is mandatory. Measures have been taken to discourage shark fishing: a ten-year ban on any form of shark fishing in seven atolls within 12 miles to the coast was enacted in September, 1998.

PARTICIPATION IN REGIONAL FISHERY BODIES

Maldives has been participating in the regional fishery management organizations. In the past Maldives was a paying member of Indian Ocean Tuna Development and Management Programme (IPTP). The organization that replaced the activities of IPTP is the Indian Ocean Tuna Commission which has mandate for fisheries management and empowered to establish management measures. Maldives does not have a status with the IOTC and is neither a member nor a non-contracting cooperating member. However, Maldives has actively taken part in most of its working party meetings including provision of published data.

Maldives is also a member of the advisory body Bay of Bengal Programme Inter-Governmental Organization (BOBP-IGO), the scientific body INFOFISH, environmental/fisheries arrangement SACEP and the more recent BOBLME Programme.

Currently there is no legal mechanism to implement the management measures adopted by regional fisheries bodies such as the IOTC.

SUMMARY AND CONCLUSIONS

Tuna species dominate the capture fisheries of the Maldives. Although the pole-andline method catches the bulk of the production, longline and handline fisheries are being developed as a means to diversify the fishery and an increase export earnings.

The exploitation of reef fisheries has also intensified over the last 15 years. Several of these fisheries are export-oriented and target high-valued species, exported to Asian markets. Roughly 20 percent of the capture fisheries in the Maldives may be considered over-exploited and all are reef fisheries. This number is expected to increase in the future. Funding for monitoring, research and management is entirely sourced from the government budget and private sector contribution for management of the resource is nil. There is no legal mechanism to allocate resource rent for research, monitoring, and enforcement.

The fishery management activities in the Maldives comprise licensing schemes, quotas, and prohibitions, bans, and levying royalties. The effective implementation (i.e., monitoring and enforcement) of theses measures has proved difficult due to lack of human and financial resources but also due to weakness in the existing legal framework. A comprehensive revision fisheries law is underway which would overcome these difficulties.

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APPENDIX TABLES

Level of Management	% Fisheries Managed	% with Fisheries Management Plan	% with Published Regulations‡	Trends in the number of Managed Fisheries over ten yrs. (increasing/decreasing/unchanged)
National	50%	0	15%	increasing
Regional	0	0	0	n.a
Local	0	0	0	n.a

Current management of marine capture fisheries in Maldives

‡ Published regulations here means that it is in a form a report that is commonly referred for various agencies for the purpose of managing (for instance, assigning licenses/quotas) a fishery.

Summary information for three largest fisheries (by volume) in Maldives (Year 2003)

Category of Fishery	Fishery	Volume mil tonnes	Value* mil USD	% of Total Volume Caught**	% of Total Value Caught**	Covered by a Management Plan?	# of Participants	# of Vessels
Industrial/	Tuna	0.1336	25.27	78.81	32.92	Not effectively	14 890	1 721
Commercial	Bait	0.0150	n.a	8.8	n.a	No	14 890	1 721
	Shark	0.0021	1.22	1.2	1.58	No	500	100
Commercial	Reef fishery	0.0010	n.a	5.9	n.a	No	> 1 000	>500
/Artisanal	Handline tuna	0.0044	13.79	2.59	17.96	Yes	n.a	n.a
	n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a
Recreational	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Value in 2003 U.S. Dollars. 1US\$ = MRf 12.75

** % values are based on totals for each category of fishery.

Sources: Fisheries Statistics 2003, Economic Research and Statistics Services, MoFAMR. Bait fish data are estimated.

Use of fishery management tools within the three largest fisheries in Maldives

Category of	Fishery	Restrictions				License/	Catch Restrictions	Catch Rights-	Taxes/ Boyalties	Performance Standards
, isn'ely	-	Spatial	Temporal	Gear	Size	Entry	nestrictions	Regulations	noyunes	Standards
Industrial/ Commercial	Tuna	No	No	Yes	No	No	No	No	Yes (on exports)	No
	Bait	No	No	Yes	No	No	No	Yes	No	No
	Shark	Yes	Yes	No	No	No	No	No	No	No
Artisanal	Reef fishery	No	No	Yes†/No	No	No	No	Yes	No	No
Recreational	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

tfor some species.

Costs and funding sources of fisheries management within the three largest fisheries

Category of	Fishery	Do M	anagement Funding	g Outlays Cover	Are Management Funding Sources From			
Fishery		R&D	Monitoring & Enforcement	Daily Management	License fees in fishery	License fees from other fisheries	Resource rents	
Industrial/ Commercial	Tuna	Yes	No	Yes	No	No	No	
	Bait	Yes	No	Yes	No	No	No	
	Shark	Yes	No	Yes	No	No	No	
Artisanal	Reef fishery	Yes	No	Yes	No	No	No	
Recreational	n/a	n/a	n/a	n/a	n/a	n/a	n/a	

Compliance and enforcement within the three largest fisheries in Maldives

Category of Fishery	Fishery	VMS	On-board observers	Random dockside inspections	Routine inspections at landing sites	At-sea boarding and inspections	Other (please specify)
Industrial/ Commercial	Tuna	Yes† / No	No	No	No	No	None
	Bait	No	No	No	No	No	
	Shark	No	No	No	No	No	
Artisanal	Reef fishery	No	No	No	No	No	
Recreational	n/a	n/a	n/a	n/a	n/a	n/a	n/a

†EEZ component of the fishery.

Category of Fishery	Fishery	Does overfishing exist?	Is fleet capacity measured?	Is CPUE increasing, constant or decreasing?	Have capacity reduction programmes been used?	If used, please specify objectives of capacity reduction programme
Industrial	Tuna	No (?)	No	Constant	No	
	Bait	No (?)	No	Increasing	No	
	Shark	Yes	No	Decreasing	Yes	To rehabilitate shark stocks
Artisanal	Reef fishery	No	No	Don't know	No	
Recreational	n/a	n/a	n/a	n/a	n/a	n/a

Capacity management within the three largest fisheries in Maldives