

Governance in West African Fisheries

Experiences from the West Africa Regional Fisheries Program



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West Africa Regional Fisheries Program

Overview of the Presentation

- 1) Background: West Africa's marine fisheries
- 2) West Africa Regional Fisheries Program
- 3) Experiences to date
- 4) Going forward





1. Background: West Africa's Marine Fisheries



Context

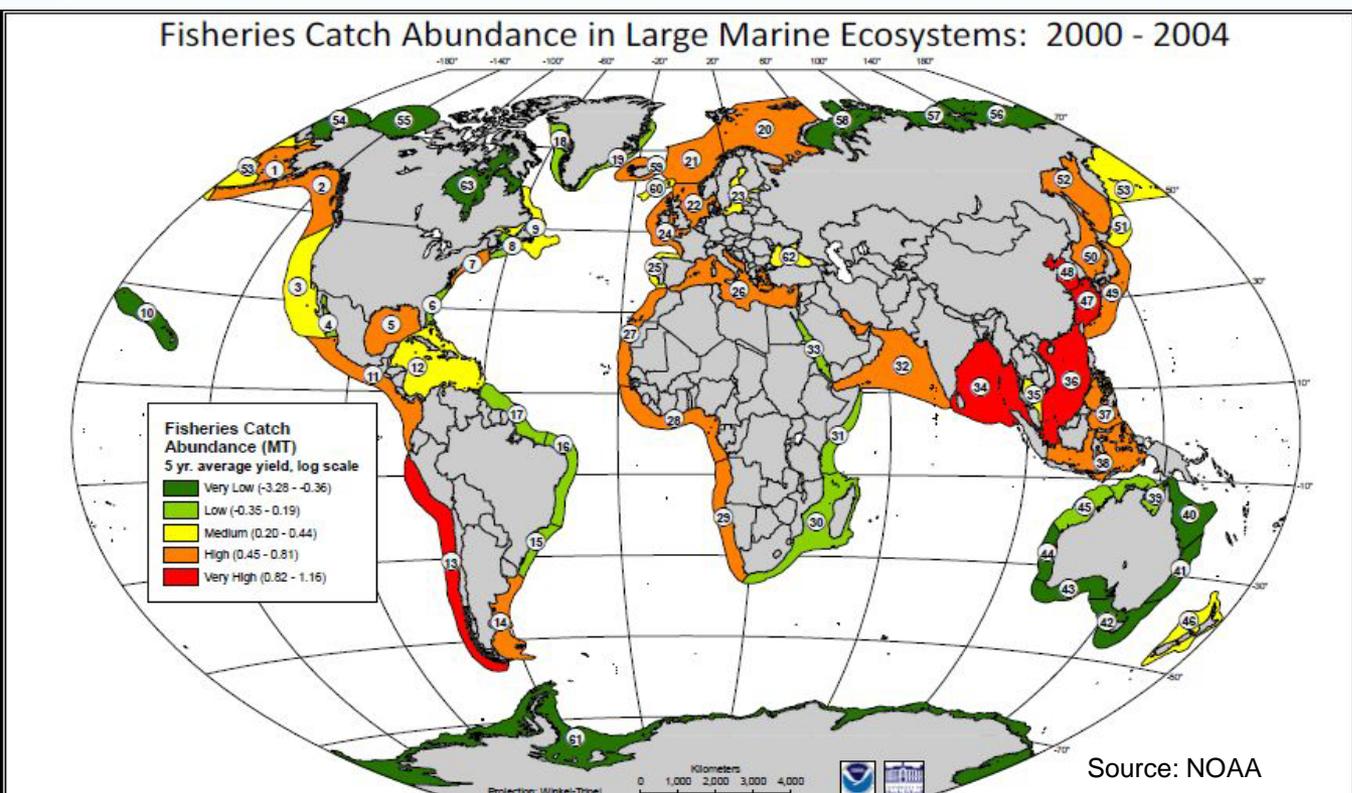
- **West Africa** = Coastal West Africa, from Mauritania to Ghana
- **Population:** almost 300 million
- Wide range of countries at varying stage of economic development, **5 of whom have a per capita GDP below \$1,000**
- **Several countries emerging from conflicts:** Mauritania, Guinea-Bissau, Guinea, Sierra Leone, Liberia



1. Background: West Africa's Marine Fisheries

Regional Context: Unit of Analysis

- West Africa has some of the world's most productive fishing grounds
- Sub-Regional Fisheries Commission: 7 members from Mauritania through Sierra Leone
- Ghana and Liberia added



Not based on ecological dimensions – spans 2 Large Marine Ecosystems

Based on political and governance units – Commission plus two additional countries

1. Background: West Africa's Marine Fisheries



West Africa's Marine Fish Resources:

- Coastal demersal species on the shelf: e.g. shrimp, cephalopods, wide range of fish species such as croakers, groupers, seabreams, etc.
- Small pelagic species migrating between countries, e.g. sardinellas, anchovies, mackerels, bonga shad
- Large pelagic species, tuna stocks migrating through deeper waters





1. Background: West Africa's Marine Fisheries

Marine Fish Resources are a valuable natural asset for West Africa:

- **Over 1.6 million tons caught annually; est. wholesale value of \$3 billion**
- **Almost 10% of GDP in Guinea-Bissau and Sierra Leone**
- **Over 30% of export revenues in Mauritania and Senegal**
- **10 to 30% of public revenues in Guinea-Bissau and Mauritania**
- **Directly and indirectly employs over 3 million people**
- **Fish provides up to 50% total animal protein intake for several countries**

Country	Annual Reported Fish Catch (tons)	Contribution to GDP (%)	Employment (direct & indirect)	Contribution to Gov. Revenues (%)	Contribution to Total Export Revenues (%)	Contribution to Animal Protein Intake (%)
Mauritania	680,000	6.0	39,000	27	33	N/A
Senegal	368,000	4.9	600,000	N/A	37	70
Gambia	33,000	4.0	6,000	7	N/A	40 – 50
Guinea-Bissau	N/A	7 - 10	15,000	40	N/A	N/A
Guinea	94,000	6.0	112,000	N/A	10 - 30	40
Cape Verde	10,000	4.0	18,000	N/A	N/A	N/A
Sierra Leone	134,000	9.4	230,000	N/A	N/A	80
Liberia	15,000	3.2	33,000	N/A	N/A	N/A
Ghana	290,000	4.5	2,200,000	N/A	N/A	60
TOTAL	1,624,000		3,253,000			

Source: World Bank, 2009



1. Background: West Africa's Marine Fisheries

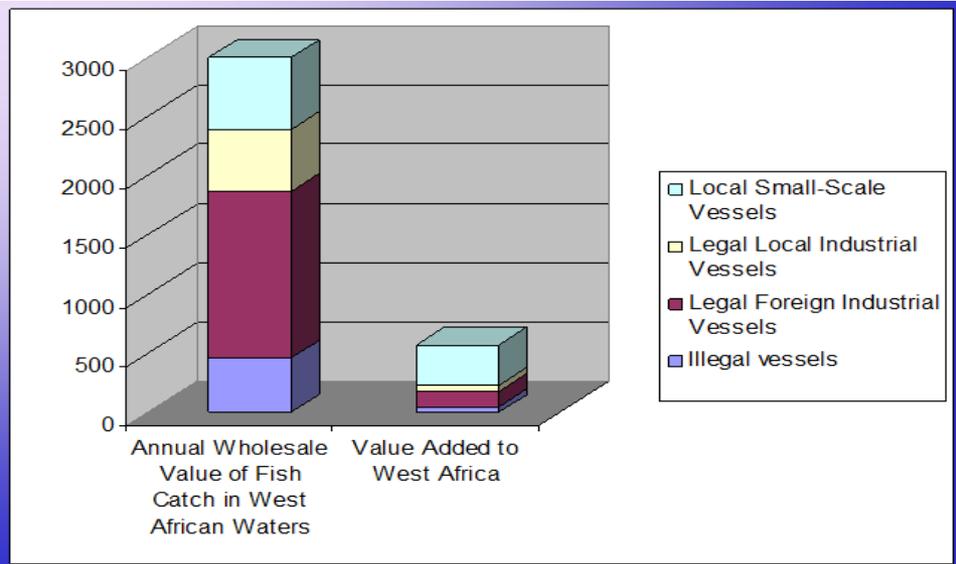
A missed opportunity.....

- West Africa's fisheries were heavily underperforming due to poor governance that allowed open access to the resources.
- High levels of illegal fishing a symptom of weak governance in many countries.
- The fisheries were often an 'offshore economy' for a lot of countries, providing little benefit locally.

Many of the region's most valuable fish stocks **overexploited**

Guinea-Bissau
Illegal Catch = 40% legal Catch

Sierra Leone
Illegal Catch = 35% legal Catch



1. Background: West Africa's Marine Fisheries

Country
Snapshot:
Sierra Leone

- Long tradition of fishing, provides employment for some 230,000 people
- Only one local fishing company, and a large number of local agents in joint ventures with foreign fleets
- Little fish landed locally, high levels of illegal fishing, particularly coastal bottom trawling
- Coastal demersal species overexploited



2. West Africa Regional Fisheries Program

- A Program of 9 countries – from Mauritania to Ghana
- Began end 2009 – Countries join when ready
- Coordinated by the Sub-Regional Fisheries Commission (CSRP)
- Total estimated investment of \$150 million over 5 years, with anticipated second phase of another 5 years
- Investments in each country in:
(i) governance reforms, (ii) reducing illegal fishing, and (iii) increased local value added



2. West Africa Regional Fisheries Program

OVERVIEW: Key Principles Underpinning Program

- Fish stocks are a capital asset – can provide renewable returns;
- Overfished stocks provide lower economic returns – and most in West Africa are overfished;
- Rebuilding fish stocks requires better governance, to provide users with transparent, secure and well-defined rights to the resources; ideally via partnerships with local fishing communities;
- The transition to improved governance frameworks is a gradual one over time, and must be socially accepted in a given context – with equitable distribution of benefits.

2. West Africa Regional Fisheries Program

OVERVIEW: Objective and Components

- **Objective:** to support countries to sustainably increase the net economic benefits generated by their marine fish resources, and the portion of these benefits captured within the region, by:
 - Strengthening Governance of the fisheries
 - Reducing illegal fishing
 - Increasing local value added from the fisheries



2. West Africa Regional Fisheries Program (WARFP)



Component 1 Strengthened Governance (GEF):

- (i) New Policies, laws and institutions for rights-based fisheries
- (ii) Registration and licensing of all vessels to close access
- (iii) Community empowerment for resource management
- (iv) Training and micro-finance for transition to alternative livelihoods to fishing in overexploited fisheries

Component 2 Reduced Illegal Fishing (IDA):

- (i) Surveillance patrols, coastal surveillance stations, satellite-based monitoring of fisheries



Component 3 Increased Local Value Added to Fish Products (IDA):

- (i) Fish landing sites, with clusters of economic services
- (ii) Establishment of competent sanitary authorities for fish exports

Component 4 Regional Coordination, M&E (IDA):

- (i) Sub-Regional Fisheries Commission

2. West Africa Regional Fisheries Program

OVERVIEW: Results Targeted

Project Outcomes:

- **Improved Governance:** Territorial use rights legally established by end of project
- **Reduced Illegal Fishing:** Reduction of vessels observed committing a serious infraction
- **Increased Local Value Added:** Increase or stabilization in volume of exports from targeted fisheries

Intermediate Outcomes:

Component 1: Strengthened Governance

- Clear principles and policies are established to increase economic returns from the fisheries through strengthened rights and equitable allocation (Yes/No)
- % of small-scale fishing vessels registered by end of project
- # of communities allocated fishing rights
- # of vessels reduced in targeted fisheries that are overexploited

Component 2: Reduced Illegal Fishing

- # of total patrol days at sea per year in targeted fisheries
- A satellite-based vessel monitoring system is in place (Yes/no)

Component 3: Increased Local Value Added

- Pilot fish landing site clusters established and operating by end of project
- A sanitary authority is accredited for EU exports by end of project

Component 4: Coordination, M&E, Program Management

- Regional database and dashboard of key fisheries statistics is in place (Yes/no)

West Africa Regional Fisheries Program

3. PROGRESS TO DATE: Key Outputs in LB & SL

Priority in first 1 – 2 years in Liberia and Sierra Leone is Component 2

Common Characteristics:

- Command and control governance
- No infrastructure for landing, export
- Local agents facilitate foreign access

Outputs since Project Launch:

- Legal framework
- Coordinated monitoring center
- Radio, satellite monitoring systems
- Sea patrols
- Training, legal prosecution
- Public disclosure of licenses, EITI

Result: In the last 9 months each country has arrested 5 industrial vessels, and over \$1.3 M in fines paid – Communities are reporting less encroachment and higher catch.



West Africa Regional Fisheries Program

3. PROGRESS TO DATE: Results Comp. 1 Strengthened Governance

		Liberia	Sierra Leone	Overall
Outcome: Territorial use rights legally established	Baseline	0	0	Target on track to be met by EOP, Senegal only concern
	Target EOP	1	4	
	End 2011	0 - Draft by-laws prepared for rights, community association created	0 - 4 sites selected and designed as legal protected areas by Gov., to transition to rights	
Intermediate: Policy established (yes/no)	Baseline	No	No	Target on track to be met
	Target EOP	Yes	Yes	
	End 2011	Yes	In draft	
Intermediate: % small-scale vessels registered	Baseline	0	0	Target on track to be met
	Target EOP	100	100	
	End 2011	100 - registration completed	0 - database and procedures developed, work underway	
Intermediate: # communities allocated rights	Baseline	0	0	Target on track to be met
	Target EOP	2	15	
	End 2011	See outcome target above		

West Africa Regional Fisheries Program

3. PROGRESS TO DATE: Results Comp. 2 Reduced Illegal Fishing

		Liberia	Sierra Leone	Overall
Outcome: % Fishing vessels observed committing a serious infraction	Baseline	83	88	Target on track to be met by EOP in Liberia and Sierra Leone, should be in Cape Verde as well
	Target EOP	33	44	
	End 2011	50 - significant reduction	24 - EOP target met, significant reduction	
Intermediate: # of total patrol days per year	Baseline	0	348	Target is behind, though the types of patrols have changed/ increased in LB and SL
	Target EOP	100	500	
	End 2011		228 - however quality has increased	
Intermediate: Satellite-based fishing vessel monitoring system in place (yes/no)	Baseline	No	No	Target met in LB and SL, has been a critical tool in reducing illegal fishing
	Target EOP	Yes	Yes	
	End 2011	System working, can be monitored on web - effective tool	System working, can be monitored on web - effective tool	

West Africa Regional Fisheries Program

3. PROGRESS TO DATE: Results Comp. 3 Increased Value Added

		Liberia	Sierra Leone	Overall
Outcome: % Increase or stabilization in volume of fish exports	Baseline	0	0	Target has not yet been the priority - will depend on completion of 2 intermediate outcomes
	Target EOP	1,000 tons	10	
	End 2011	N/A	N/A	
Intermediate: # of landing site clusters established & operating	Baseline	0	0	Target is on track in CV and LB, but behind in SN and SL
	Target EOP	1	1	
	End 2011	Site has prepared and designs completed	Not yet underway	
Intermediate: A competent sanitary authority accredited for EU exports (yes/no)	Baseline	No	No	Target has not yet been the priority
	Target EOP	Yes	Yes	
	End 2011	Design for system authority underway	Gov. has recruited a firm to help design authority	

West Africa Regional Fisheries Program

3. PROGRESS TO DATE: Some Examples in LB & SL

www.intrafish.com September 2011 **Upfront**

It's been a GOOD month for: **Greenpeace** - Pressure from the environmental organisation led to John West's pledge to drop fish aggregating devices (FADs) by 2015 while starting to source pole and line-caught tuna

It's been a BAD month for: **EU Commissioner Mari** - months of waiting for CE European industry has with the Commission's C

Liberian coastguard makes first IUU arrest

A trawler suspected of fishing illegally off the African coast to supply European markets has become the first fishing boat seized by the Liberian coastguard.

The vessel, the Korean-registered *Seta 70* is understood to have been found fishing illegally in coastal waters and tried to evade capture by sailing away without lights in the darkness. It surrendered only after warning shots were fired.

Once under control of the Liberian authorities the trawler was sailed to the port of Monrovia to be impounded and a range of papers and equipment were reviewed for further investigation.

It remains unclear what fish were in the boat's hold but it is believed they were destined for European and Asian markets. Much of past management of illegal, unreported and unregulated (IUU) have found their way

IUU: Liberia has this month become the latest to join the battle against illegal fishing. The vessel shown here was arrested following a joint fisheries control effort by the US, China and Japan earlier this year.

entering *Seta 70's* activities since 2008 and earlier this year its vessels, which had been passed to European authorities, led to

are stealing fish from some of the poorest people on the planet.

"Weak port controls in Las Palmas mean European head to port to land their fish. It is legal under EU rules for such transfers to take place but the cargo vessels must have permits

www.intrafish.com December 2011 **News** **15**

Building from scratch

With no resources or seagoing coast guard to manage them, Liberia's exclusive fisheries waters seem like a 'free-for-all' - but that may be all about to change

Eva Tallaksen

A Norwegian, Botswana-based consultancy is preparing to help Liberia build an entire fisheries surveillance and management system from scratch.

"Liberia is plagued by illegal fishing," Per Erik Bergh, director of fisheries consultancy NFDIS, said. "Artisanal fishermen here are having problems with trawlers who work all the way in to the shores.

"The country has only two very small patrolling boats, so it's pretty much free for all."

"We will hopefully change this situation in the coming years," Bergh told *IFM*.

Bergh first arrived in Africa in 1995, when he left the Norwegian Coast Guard to join NFDIS on a project to assist the Namibian Authorities to build up a fisheries management system for Namibia. The project lasted 12 years and the results were positive, Bergh said.

"Namibia is now considered as having the best fisheries management in Africa."

NFDIS has won a tender for a similar project, to help Liberia build an entire fisheries surveillance and management system from scratch.

The project is financed by the World Bank and expected to take three to four years in the initial phase.

NFDIS' projects will have two main aims, Bergh said. To build up a reasonable management system, and to make sure that the state reaps its deserved incomes from the industry.

It is likely to be quite a challenge, Bergh said.

"The country's fishing sector is weak. It has very few resources and there is very little training."

Much of the fish caught in Liberian waters never make it to its shores as the fish is caught by large foreign companies, who never land in the country itself.

This is especially true for tuna, which is caught by companies such as South Korea's Inter-Burgo, as well as French and Spanish companies including Attersea, Compagnie and Compagnie Francaise Du Ton Océanique.

Liberia is not exactly known for its smooth business environment either. On a scale of 1 to 5 where 5 is the worst, Liberia scored 3 on NFDIS' investment rating ranking of African countries.

According to a report that NFDIS did in 2009, Liberia's wild capture is at 10,000 tonnes per year, of which most is pelagic fish and tuna.

Fishing imports massively exceeded exports, with the country importing \$5m worth of fish, but exporting just \$700,000.

However, these are official figures and very much affected by the wrong seeing the activity of foreign vessels within the Liberian exclusive economic zone, Bergh said.

The new system will probably implement a quota for tuna in the long term, Bergh said.

However, in the short term the aim will be to ensure that the license system works - and that unlicensed fishing stops, he said.

It's also about making sure that Liberia gets the revenues they are entitled to get related to fishing licenses and catch fees.

"They need this badly in the country that continues to struggle with poverty," Bergh said.

UNGUARDED: Liberia's exclusive fisheries waters are pretty much a free for all zone



Liberia & Sierra Leone respectively:

- December 2010/April 2011: New Regulations
- February/August 2011: New Fisheries Monitoring Center Inaugurated
- April/August 2011: satellite monitoring
- June 2011 – 2012: Six trawlers arrested
- August 2011/March 2012: Licenses published for the first time

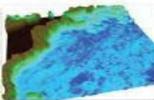
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INSUFFICIENT: Liberia's two small fisheries patrol boats



ILLEGAL: The infamous *Seta-70* arrested by the Liberian coastguard on 22 July this year for illegal fishing



<http://www.sierraexpressmedia.com/archives/42755>

Stealing from the Poor? Illegal Fishing in Sierra Leone – June 17, 2012; Sierra Express Media

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4. Going Forward: Some Lessons Learned - Compliance

- Importance of a sound legal framework
- Institutional mechanism for coordination
- Transparency – e.g. EITI
- Eyes and ears – empowering fishing communities
- Training, capacity for prosecuting cases
- The power of market access – EU's IUU regulation

Essentially: get the 'software' right

West Africa Regional Fisheries Program

4. Going Forward: Next Steps

- **Continued/scale up of surveillance activities (focus on coastal):** Purchase of dedicated patrol boat in Sierra Leone, transfer of vessel from Isle of Man
- **Governance reforms to introduce long-term vision and institutions for healthier sector:** On basis of intro of rule of law , new policies, law and institutional reforms being prepared for more transparent, clear regimes for access to the fisheries, with incentives to encourage a longer-term stake
- **Governance reforms to establish community rights:** Regional workshop planned in October, on this basis legal establishment of community rights
- **Finalize designs and award contracts for construction of fish landing site clusters :** On basis of sound rule of law and long-term policy with local ownership, infrastructure investments move forward
- **Increased regional collaboration via regional fisheries dashboard:** Regional organization has awarded contract for firm to work with each country to pull licenses, registries and key data into a regional, publicly available dashboard