

NOTICE OF MEETING

PDBAT 646

TO: See Distribution
FROM: AFR/PD, Norman Cohen *Handwritten initials*
MEETING: Change of ECPR Meeting

DATE: ECPR October 18, 1984
TIME: 11:00 A.M.
PLACE: 6941 N.S.

FILE

AGENDA

West Africa Fisheries Project

Attachments:
PID Face Sheet
Attachment 5

Distribution:

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Project Committee Members

AFR/PD/CCWAP: H. Helman	GC/AFR: B. Bryant 6891
AFR/RA: C. Gordon 4531	AFR/RA: F. Dimond 4533
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AGENCY FOR INTERNATIONAL DEVELOPMENT		1. TRANSACTION CODE <input type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete		Amendment Number _____		DOCUMENT CODE 3			
PROJECT DATA SHEET		2. COUNTRY/ENTITY Africa Regional		3. PROJECT NUMBER 698-0454					
4. BUREAU/OFFICE AFR/RA				5. PROJECT TITLE (maximum 40 characters) West Africa Fisheries Initiatives					
6. PROJECT ASSISTANCE COMPLETION DATE (FACD) MM DD YY 09 30 93			7. ESTIMATED DATE OF OBLIGATION (Under "B:" below, enter 1, 2, 3, or 4) A. Initial FY 85 B. Quarter 3 C. Final FY 89						
8. COSTS (\$000 OR EQUIVALENT \$1 =)									
A. FUNDING SOURCE		FIRST FY			LIFE OF PROJECT				
		B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total		
AID Appropriated Total		2,500		2,500	15,000		15,000		
(Grant)		(2,500)	()	(2,500)	(15,000)	()	(15,000)		
(Loan)		()	()	()	()	()	()		
Other U.S.	1.								
	2.								
Host Country									
Other Donor(s)		2,000		2,000	15,000		15,000		
TOTALS		4,500		4,500	30,000		30,000		
9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) ARDN	100	090		-0-		2,500		15,000	
(2)									
(3)									
(4)									
TOTALS									
10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each) 097 968						11. SECONDARY PURPOSE CODE 140			
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)									
A. Code		BR		BL		R/AG		LAB	
B. Amount		5,000		5,000		3,000		5,000	
								PART	
								15,000	
								TECH	
								15,000	
								TNG	
								2,000	
13. PROJECT PURPOSE (maximum 480 characters)									
<p>To promote change in attitudes and orientation of government leaders and to improve capabilities of national institutions to initiate effective resource management policies, to budget for their accomplishment and to improve the environment for private investment, domestic and foreign.</p>									
14. SCHEDULED EVALUATIONS					15. SOURCE/ORIGIN OF GOODS AND SERVICES				
Interim		MM YY	MM YY	Final		MM YY			
		02 87	02 90			11 93			
								<input type="checkbox"/> 000 <input checked="" type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify) _____	
16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)									
17. APPROVED BY		Signature William H. Naylor, Jr.					18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MM DD YY 11 01 93		
		Title Director, AFR/RA		Date Signed MM DD YY 11 01 93					

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WEST AFRICAN FISHERIES INITIATIVE

IN

DEVELOPMENT & MANAGEMENT

by

Gerald S. Posner
National Marine Fisheries Service
National Oceanic and Atmospheric
Administration
Washington, D.C. 20235

Jon Sutinen
International Center for Marine
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University of Rhode Island
Narragansett, Rhode Island

To

Agency for International Development
Project Development and Support (698-0510)
PASA: BAF-0510-P-CC-4065-00

Design Officer: AFR/PD, Howard Helman Project Manager: AFR/RA, Charles S. Gordon

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EXECUTIVE SUMMARY

After summarizing and analyzing the documentation relating to West African fisheries, and following synopses, analyses, and evaluations of the relevant institutions, training programs, and donor activities, a discussion of the prospects for West African fisheries development and management is presented. This discussion shows that:

- 3/4 of the fish are caught off the northern coast, but 2/3 of the people live in the south.
- while many details need to be filled in and many open questions remain, much of the basic information needed for management and development is at hand or in process.
- most of the fisheries are fully or over exploited, with foreign fleets taking nearly 80 percent of the total marine catch.
- the fish stocks are presently at risk, and reduction of fishing effort needs to begin in earnest while market forces also come into play.
- artisanal fishing accounts for 70 percent of the total marine catch.
- West Africa is a difficult place to work, and fisheries development is a long, slow process.
- other donor countries and regional organizations welcome the possibility of AID's entry, and see no problems of overlap or conflict.

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Consequently, the following recommendations are made for action by the Agency for International Development:

1. Establish a regional pilot fish management project for demersal species of finfish from Morocco to Sierra Leone.
2. Establish a regional artisanal fisheries project for the reduction of post-harvest losses and to expand the distribution and marketing network.
3. Implement a training program at doctoral, baccalaureate, on-the-job, and extension levels.
4. Create a highest-level seminar for a few of the key fishery figures (not necessarily ministers), mainly in Northwest Africa.
5. Establish a system for keeping current on West African fisheries.
6. Long-range planning is essential and is not discussed in this report.

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CONCLUSIONS & RECOMMENDATIONS

The evidence is substantial and uncontested in our study: donor countries and many, if not all, of the West African countries themselves believe that management and development of marine fisheries is a vital economic and environmental action for these coastal states. The donor agencies and regional actors in West African fisheries are agreed that there is a special role to be played by AID and they see no danger of overlap or interference. They all agree that Africa is a difficult continent in which to work, but AID will have some guideposts generated by others as it begins.

To complement and strengthen programs already in place, particularly those of CEECAF--the strongest in the area, this document proposes an integrated regional program. The recommendations here are more than what was asked of us in order that this report might be of special assistance to the study team.

CEECAF Project efforts at promoting regionalism have been limited by the makeup of the Committee and by an inability to apply pressure. If the costs of management are to be kept low, these countries must band together on some regional (or sub-regional) activities. One way of achieving this goal is by mandating it from the outside. Experience in Africa and elsewhere has shown repeatedly that a solution imposed from without is met ultimately by defeat from within. Sovereign nations, to say nothing of local cultures, are simply not going to accept being ordered around. They will only accept what they ^e initiative or, at least, feel comfortable with.

We believe that if the countries of the northwest coast were to cooperate in the development of a fisheries management plan for some species, they would assist in the regionalization process while starting on the long road of fishery management plans. Discussions should begin on technical matters, such as distribution, location of spawning grounds, migration routes, main fishing

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areas, fecundity, environmental factors, etc., because even where the countries may not get along, the scientists should be able to work together on specific, limited technical points. The hope would be that this kind of cooperation will generate mutual respect and provide the circumstances necessary for successful joint actions on the more sensitive aspects of fisheries management.

A second recommendation relates to the provision of both mid- and basic-level of professional training. Its foundation is the training needs of West African countries. It does not repeat CECAF efforts, but does try to build on them in anticipation of the stated needs of the coastal nations, the work needed to support the pilot fishery management plan for the northwest demersal, and suggestions received about improved marketing and reduction of post-harvest losses. The details, given below, will be seen to deal with several modes of training.

This integrated effort, moving as it does toward effective management and properly scaled development, will add to discomfort in several countries because it requires timing, repeated decision making, follow-through, determination and the political will. It is this last-named quality, political will, which may be the hardest to come by. The third major recommendation is that the most serious effort be directed at this goal. For a start, the controlling figures in fisheries (not necessarily, by any means, the ministers of fisheries) should be identified and assembled for three, one-week seminars over a twelve-month period. The seminars would have to be well prepared and delivered. It will not be easy to get such people to attend. These and other problems are discussed below.

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It is also recommended that some FY 85 funds be used for long-range planning and the establishment of a means of keeping data up to date.

Specifically, we propose:

Recommendation 1. The development and implementation of a pilot fishery management plan for the northwest coast of Africa.

- Objectives:
- achieve effective conservation and optimal utilization of fish resources.
 - develop a fishery management structures with expertise, experience and credibility in the region.
 - strengthen international collaboration and cooperation among technical experts, policy-makers, and fishery user groups in the region.

Specifics: The plan should focus on demersal finfish (i.e., excluding cephalopods and crustacea) ranging from Morocco to Sierra Leona.

Justification: The need - see text

Demersal finfish - little involvement of artisanal fishermen, whose efforts are especially difficult to assess and manage.

- there is some uniformity of fishing gear (mesh size).
- of lesser value and, hence, less likely to arouse confrontations.
- less migratory than pelagic fishes and, consequently, easier to locate and study.

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foreign fleets take most of this catch and so African states will be more eager to cooperate with one another.

Caveat: Encourage CEECAF Project to use their West African members as a steering committee.

Management: The CEECAF Project should be the principal responsible body for organizing the development and implementation of the plan by--

- building on and strengthening the existing framework in the region for fisheries development.
- conforming to the principles and guidelines set in FAO's draft strategy statement for fisheries management and development.

Everett, et al. (1983) states, "... a fisheries body such as CEECAF... could assume fishery management responsibilities to the extent recommendations are systematically and regularly made" These responsibilities do not require CEECAF to be involved in the actual negotiation of quotas or the enforcement of regulations. Clearly, CEECAF sees itself as a prime actor in fisheries management matters.

Recommendation 2. Regional project to reduce post-harvest losses and expand distribution of artisanal fish products.

- Objectives:
- help alleviate undernutrition.
 - insure fishery resources are utilized to make the greatest contribution to local food supplies.
 - reduce waste.
 - increase income to the artisanal fishermen.

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- Specifics: - A regional project with two components, each of which has research and action phases as follows ---
- reduction of post-harvest losses
 - o research: - develop new, low-cost fish products.
 - develop cost-effective handling and processing methods.
 - o action: - training industry people in use of these new methods.
 - introduce and promote new, low-cost fish products among the target groups.
 - inform consumers of food value, taste, selection, and preparation of seafood.
 - expand distribution and marketing network.
 - o research: - analyze distribution and marketing network to evaluate its efficiency and new ways of expanding both aspects (especially to low-income people).
 - identify consumer attitudes and preferences regarding fish and closely related food products.
 - o action: - promote expansion of private distribution and marketing system in accordance with above research.
- Justification: - artisanal production accounts for 70 percent of the total West African production of marine fish.

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- artisanal production currently not utilized rationally to contribute maximally to relief of undernutrition and hunger in West Africa.
- major defects are excessive post-harvest fish losses and an inadequate distribution and marketing network away from the coast.
- solution of these defects will significantly improve protein intake by those on deficient diets.
- this program will complement nicely an FAO project (INFOPECHE) which will consider international marketing problems only.

Management: The research and action aspects for each component can be carried out by research institutes, coordinated perhaps by an organization such as REDSO, and assisted, where and when appropriate, by outside experts.

Recommendation 3. Mid- and basic- level training.

- Objectives;
- increase the capacity of the coastal states to develop and manage their own fisheries as they deem best.
 - improve the ability of the West African countries to participate meaningfully in international (both bilateral and multilateral) activities related to fishery resource exploitation.
 - increase the sensitivity of trainers to this natural resource and the seas in which it dwells.

Specifics: recommended training is at these levels --

- o doctorate (stock assessment, economic planning/decision making), 6 graduates over a 5-year period.

- o baccalaureate (fisheries science, resource economics, political science, sociology/anthropology), 15 graduates over a 5-year period.
- o on-the-job (management and development planning, joint ventures, data handling, reduction of post-harvest losses, fisheries oceanography), 100 graduates over a 5-year period.
- o extension (post-harvest losses, marketing, maintenance and repair), 400 graduates over a 5-year period.

Justification: - stated training needs of the countries of West Africa.
- needs reported by FAO Fisheries Department.
- a well-trained person can always train others, and so become an imitiator rather than an end in him/herself.

Caveat: AID must coordinate carefully with its overseas missions and other donor countries to avoid overlap.

Management: The CEECAF project should manage this training program, where possible using U.S. universities.

Recommendation 4. Highest level seminar.

- Objectives: - to raise the consciousness level of the participants regarding fisheries (a major goal of the upcoming World Fisheries Conference).
- to bring influential people together so that they might gain a better appreciation of one another's' problems.
 - to increase the interest of the participants (each one a key figure in fisheries in his/her country) in the wise managment and development of their marine fishery resources.
 - to increase the feeling of regionalism.
 - to increase the cross-boundary flow of information.

Specifics: Assemble three times yearly, for 1 week each time, the same 6, or so, key figures in northwestern African fisheries. The presentations will have to be extremely well prepared, innovative, and minimize lecturing or "talking down". They could use a variety of techniques including the Harvard Business School approach.

Justification: Without highest level support for fisheries, development and effective management will not occur. The World Fisheries Conference is an open admission of a general malaise regarding fisheries in most countries.

Secondly, the cause of regionalism would also be advanced.

Caveats: Obtain the cooperation of key persons (in shadow cabinets, etc.) even if technically they are not in fisheries. If necessary, use pressure generated by the U.S. and E.C.

Management: ECCWAS/CECAF could be funded for sponsorship but design and delivery of the seminar package should be assigned to a U.S. university experienced in West African fisheries development and management. A private company is not recommended because university prestige can help to draw the attendees, and because of the very high level of training skills needed.

Recommendation 5. Information update system.

Objectives:

- keep abreast of latest information on West African fisheries.
- establish as automatic a system as possible.

Specifics: Have an information research center familiar with fisheries development and management track the published and unpublished

III
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literature on West African fisheries. To obtain the latter, a subject-area expert would have to make an annual trip to the region.

Justification: Requested in the scope of work because it will retain the advantages of the literature study on which this document is based.

Management: CECAF could conduct this activity, but they do not have a librarian, again lack power to push, however mildly, a recalcitrant individual or agency, and would have this information in Africa and not readily available to planners in Washington, D.C. Therefore, the tasks should be assigned to a U.S. university with necessary expertise.

Recommendation 6, Long-range planning.

This activity is obvious and self-explanatory and probably beyond the jurisdiction of the study team which will prepare the Project Proposal. Consequently, we describe only proposed FY 85 operations in some detail, and leave questions regarding the possible shifts from mostly training to substantial capitalization from technical to concessional activities, and from regional to bilateral considerations to AID and its future consultants.

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