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FISHERIES MANAGEMENT: FINAL MISSION REPORT

VLAD M. KACZYNSKI

JULY 1995
GUINEA-BISSAU

TIPS REPORT No.47(B) E

WP II TC 1B 4-m

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March 26, 1996

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April 11, 1996

Vlad M. Kaczynski
Consultant - TIPS

Seattle, July 5, 1995

**Final Mission Report
(May 21 - June 11, 1995) and
Recommendations for Future Actions**

Following the SOW for mission May 21 - June 11, 1995 I would like to present the Final Report on activities that - during this mission - were carried out in close cooperation with the Fisheries Training Consultant - Prof. Dave Fluharty (Dr. Fluharty's Report is attached):

I. Fisheries Management Plan

Because the importance of the Fishery Cooperation Agreement with the European Union the Ministry of Fisheries (and Minister himself) and strong pressure of the Government to maximize hard currency revenues from fishing licences we had difficulties in obtaining official position of the MP on several key parameters of proposed Fishery Management Plan for 1995. In spite of our earlier verbal agreements with the Minister on Annual Total Allowable Catch (TAC) levels for most important groups of species (shrimp, demersal fish, cephalopods, small and large pelagics) and corresponding fishing effort (tonnage and number of ships allowed to fish) there was little commitment to apply them in practical policy decisions. According to our information no previous work was done in the Ministry (CIPA, Office of Studies and Planning, Executive Council of the Ministry of Fisheries) to prepare and follow these measures.

During our meeting with Minister Artur Silva, May 25, 1995 he indicated that previously agreed cuts in fishing effort in shrimp fisheries will not be fully respected and he will increase twice the tonnage of UE's fleet allowed to take depleted stocks of this species (from recommended by us 3,500 GRT to about 7,000 GRT). This is because the European Union threatened to cut financial compensation in the Agreement if reduction of their shrimp fleet will be imposed by RGB. It was clear that the Ministry of Fisheries was under strong pressure from the Government

2

(Ministry of Finance in particular) to sacrifice the conservation objective as a price to maximize the revenues to be generated by the Fishery Cooperation Agreement with the European Union.

Later developments (Minister's comments, Dr. Fluharty's conversations with the Ministry of Finance executives, conversations and joint seminars with the Ministry of Fisheries' executives) permitted to conclude that introduction of catch quotas and effort regulation to conserve shrinking fishery resources will take more time than initially we have expected.

Catch quotas (based on previously determined level of total allowable harvest - TAC) and reduced fishing effort are centerpieces of the proposed Fishery Management Plan. It was, therefore, necessary to take additional steps that could lead the Government to implementation of previously approved policy measures and adoption of more restricted resource allocation system as proposed by the Plan.

This problem and the fact that the top Ministry executives were busy preparing themselves for the trip to Brussels to negotiate with the UE contributed to delays in Ministry's work on the final draft of this Plan.

On other hand we were able to develop quite intensive training activity and organize several workshops with mid-level personnel of the MP and with some executives from other Ministries. This effort was designed to explain what Fisheries Management Plan means, what commitments and restrictions must be imposed to restore decimated fish stocks in the 200 mile EEZ of RGB, and how the Plan can help local private sector to expand. This initiative resulted in much better understanding and growing consensus in the Ministry's personnel that the Plan is useful and necessary instrument of development and sustainability of the national resources.

During several meetings with Mr. Henrique A. Silva (he was nominated by the Minister to serve as a Ministry's Coordinator of the TIPS fishery project) we pre-agreed the following tentative yearly quotas (TAC's) for key fishery resources:

shrimp	5,000 tons,
demersal fish	10.000 tons,
cephalopods	5.000 tons,
small pelagics	no TAC limits and
tuna	5,000 tons.

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We also agreed that using these guidelines the Plan based on these limits will be presented during the Fisheries Sector Round Table, June 9, 1995 and coordinated by Mr. Henrique Silva.

However, cooperation of the Ministry of Fisheries in the preparation of the Plan was not adequate. In spite of earlier declarations Ministry's Working Group to help drafting the Plan was not working and Fishery Research Center (CIPA) did not produced any official recommendation what specific fishing restrictions (especially TAC's) should be included in that Plan. Internal personal difficulties in the MP have also contributed to delays in preparation of agreed, and officially supported management and policy measures.

To overcome this problem we continued intensive individual consultations with local experts (Paul Turpin, A. M. Santos, S. Djassi, H. Silva, M. Kassimo, Navy experts (Mr. Mr. Feliciano and Didio), Port Authorities (Mr. Mario Mendonsa, Mr. Carlos Silva), Natural Resource Committee of General Assembly deputies, Ministry of Foreign Affairs (Mr. Pierre Turpin) and others.

Prof. Fluharty worked very intensively meeting officials from the public sector both during seminars and individually. We focused on less formal training sessions and organized discussion with individuals or small, informal groups. This type of training was very successful. We gained more and more understanding and support for ideas included in the proposed Plan.

However, we should receive from the Ministry more clear and official statement on TAC's, limits of the fishing effort, economic incentives and licence fees for the private (both national and with foreign capital) fishing companies willing to use Bissau as a base for their operations and privatization measures to be taken in regard to fish marketing and disengagement of the Government from several commercial activities in the sector.

2. Support of Negotiations with the EU

We have prepared several documents for the RGB delegation before it went for negotiations in Brussels:

- 1) Memorandum on Negotiation of the Fishery Agreement with UE - prepared by the M of F, with most of vital statistics prepared by the TIPS project,

- 2) Recommendations for the RGB delegation to Brussels - with options and suggestions prepared for Mr. Minister of Fisheries,
- 3) Assessment of Financial Alternatives facing the Government during negotiation of the Fishery Cooperation Agreement with the EU. This document was also presented to the National Assembly during special meeting with representatives interested in the fishery sector.
- 4) Statistical information for Mr. Minister - on situation in the sector during 1994.
- 5) Recommendations and guidelines for Mr. Minister planning to visit ICCAT in Madrid and get info on tuna fisheries in the Central East Atlantic.

Most suggested options and recommendations were earlier discussed with Mr. Minister (May 26, 1995).

III. Strengthening Ministry's Capabilities in Fishery Management

In order to determine key managerial weaknesses of the Ministry of Fisheries that should be addressed and to prepare the sector to a new resource policy measures as recommended by the Fishery Management Plan, Prof. Fluharty had held several meetings with M of F officials followed by discussions on how to proceed with the Plan considering existing difficult situation in the Ministry and in the fishery sector in general.

Following these consultations we came to the conclusion that these needs could be best satisfied as recommended in Dr. Fluharty's Preliminary Report on his Mission (May 28 - June 11, 1995). See attached materials.

Our findings indicate that there is a complete lack of information flow and coordination in the Ministry. All departments are keeping their

own statistics and collect their own data. Information on fishing activities, license sales, agreements made, revenues, costs and other vital data is not readily available. In some cases the expatriate consultant served as an intermediary receiving data from Industrial Fisheries Department and passing it later to Statistics Department so they could up-date their files and summaries that later were transferred to the Minister.

This situation became particularly evident during preparation of the Guinean delegation for negotiation of the Fishery Agreement with the EU. Most relevant statistical data were those produced by TIPS project using raw statistical material available in the Fisheries Ministry. We learned of their existence and received them only because we used exceptional means - such as evening social meetings and trading information between different parts of the Ministry.

There are two approaches that could be taken into account:

One - is to recommend short term measures to cope with existing difficulties in the Statistics Department of the Ministry, and

Two - to address existing problem in the whole Ministry and try to solve it in a more broader scale.

Additional suggestions:

a) The Fishery Management Plans for following years would be prepared by all departments using proposed network. This would allow real interaction between various Department and individual workers.

b) Socio-Political significance of this improved management system will also be high. We anticipate that more collaborative environment in the Ministry will be created that will benefit all by providing new means of communication between departments.

Resulting training strategy could be as follows:

a) We should organize training for the Statistics Dept. people in all levels especially in bio-statistical applications to fisheries, management, policy, fisheries economics, etc.,

b) There will be a need for individual training of junior and senior

executives in other departments of the Ministry in computer operation and in use of various statistical and graphic programs.

- c) We could train of future trainers in statistics and data processing.
- d) Training in using electronic mail system both in the country and internationally.

More detailed analysis of the training and other needs of the Ministry are discussed in Prof. Fluharty's Report.

4. Round Table on Fishery Management Plan and Private Industry Support

The Round Table was organized June 9, 1995 in TIPS and attracted many public sector and private industry representatives. Before Round Table. I would like to submit the following comments as to the value of this event for the Fishery Management in RGB.

a) The Round Table was another opportunity for us to share our experience and recommendations on the management measures that are to be taken but also to voice general support of the Plan,

b) We showed the interrelationship between a good management of marine living resources and the development of the national private fishery sector in Guinea,

c) The Round Table was preceded by an extensive effort to explain in all levels of the Government and the public opinion (General Assembly, other Ministries, private sector), the idea of more responsible management of the fishery resources and presented several management tools that - because of their simplicity - are both understandable and supported by growing number of people in Guinea-Bissau.

d) The Round Table could be more effective in obtaining wider support and participation of the Government if more key decisionmakers and Ministry executive will be participating in that meeting. Most of these people went to Brussels for negotiation of the Fishery Agreement with the EU.

e) The event, combined with training carried out in cooperation with Dr. Dave Fluharty was successful in sense of gaining further support for our Plan but in order for its recommendations to be more effective - we should deliver short summary (1 - 2 pages long) to the Government to built its support for initiatives of TIPS.

5 Results of the Mission to Madrid (June 13 - 16, 1995)

Specific findings of the mission to Madrid were sent to TIPS June 16 directly from Spain. They should be considered as a part of this Final Report.

According to ICCAT experts there is no sense of establishing quotas for tuna (in particular Yellowfin tuna, Skipjack and Bigeye tuna - three most important species harvested in Guinea-Bissau waters) because these animals are highly migratory species. These species every year move along the coast of West Africa from Azores to Gulf of Guinea and then back in the open ocean to close the migration cycle in Azores area.

On other hand all tuna resources are heavily exploited or depleted - in particular the Yellowfin tuna - and ICCAT recommends cuts in the fishing effort. This means that the number of tuna vessels allowed to fish should be reduced, not increased (as it happened in the RGB-EU Agreement) and ICCAT is strongly recommending general cuts in intensity of tuna fishery in the region. Unfortunately, ICCAT - as most other international management bodies - has no enforcement capability, and European (France, Spain) and Asian (Japan, Korea, Taiwan, China People's Republic) operators completely ignore these calls.

In these circumstances, ICCAT asked me to inform TIPS and Ministry of Fisheries that the best way to start controlling tuna fisheries in West Africa and to increase licence fees and other benefits for the coastal countries, is to take coordinated measures through the Regional Fishery Commission. In this case Senegal, Cape Verde, RGB, Republic of Guinea, Sierra Leone, Cote d'Ivoire and other coastal states could establish regional quota, divide it between particular EEZ's and set limits of effort (number of tuna purse-seiners, longliners and pole-and-liners) that could operate in the whole area. However, for various reasons, such an arrangement is not possible now but Mr. Minister could rise this question to other member states asap.

Meanwhile, the Government was recommended to take the following measures to protect its own interests:

1. Unilaterally increase the licence fee for all tuna vessels applying for licence using two criteria:

a) Lump sum for yearly licence (or pro rata temporis for shorter periods) for each vessel. The fee, however, should be highest for tuna super-seiners, (for example US\$ 35,000 per year). Tuna longliners could pay the fee about 20 % less (i.e., US\$ 28,000 per year) and poleliners 40% less than super-seiners (i.e., US\$ 21,000 per year). This is because catch rates differ between these types of ships,

b) For each ton of tuna harvested in the EEZ of RGB these vessels are to pay US\$ 30.

c) Renewal of the license for the next year (or other period) is strictly subject to timely delivery of statistical data on catches in the EEZ of RGB. This data should be transmitted by radio or through representative of the EU in Bissau every two months and cover all time spent in this zone. If the vessel is delaying in submitting this data the license should not be renewed. This is what proposes ICCAT.

Payment of tuna harvest fee (per each ton) should be received by the Government of RGB before following license is granted.

2. Present the Tuna Report to the Regional Fishery Commission and seek an agreement with other West African states on the license fees, effort limitation, statistical data collection and coordinated sanctions against tuna vessels violating agreed rules of tuna fishing in this region's coastal waters. If necessary TIPS could sponsor preparation of such a document for Mr. Minister. Possibly, such a study could be prepared jointly with the Ministry of Fisheries' experts.

3. Through the Ministry of Foreign Affairs, the Government could send diplomatic notes to ambassadors of France, Spain, to the current Chairman of the EU in Brussels, to the President of FAO - Rome, ECOWAS, and other regional and international organizations showing on one hand complete lack of respect by the EU of its own obligations taken within the Fishery Cooperation Agreement (for example 1993/95) vis-a-vis RGB, substantial underpayment of license fees to the Government and disregard to any tuna conservation measures that are recommended by competent international organizations. Such a note could indicate in numbers what is the economic benefit foreign tuna fleets get from Guinean

coastal waters and how much they pay for their harvests as compared to other fishing areas such as Indian Ocean or West Pacific Ocean.

In short, the tuna injustice should be brought to the public in Europe and other parts of the world (Japan, Taiwan, Korea) and Guinea-Bissau could expect quick and energetic steps Governments of flag states must take to give full satisfaction (both monetary and policy-wise) for the Government of RGB for existing violations of the international norms and agreements RGB is party of.

If needed TIPS could work on such a demarche in cooperation with the Government (Ministry of Fisheries, Ministry of Foreign Affairs, Ministry of Intl. Cooperation and other governmental agencies).

In short, there is a need to take more energetic and well directed steps to stop foreign fleet practices that are detrimental for the RGB and its fishery resources.

6. Future Tasks in Fisheries Sector-Related Activities

On June 10, 1995 the Government of RGB has signed a new Fishery Cooperation Agreement with the European Union and RGB for 1995/1997. This arrangement will have strong impact on the marine living resource management and opportunities for the private sector development. Preliminary assessment of this Agreement was submitted to TIPS on June 11, 1995. In light of this Agreement and above mentioned situation in the Guinean fisheries sector I would like to present the following recommendations to TIPS in regard to our future effort and strategies:

1. It is necessary to have official statement-commitment of the Ministry in regard to their clear definition of TAC for all most important commercial species that we could include in proposed Fisheries Management Plan,

2. It is important that the Ministry declares what specific regulation and control measures (number of licenses, number and size of vessels, types of fishing vessels and gear, fishing time and other vital parameters) it agrees to apply once Agreement with UE is signed and licences for 22 vessels from China People's Republic are sold until the end of 1995.

3. We should get an agreement of Ministry of Fisheries to establish very clear license fee schedule for all companies willing to support their fishing operations using Bissau as a base port.

Ministry could do this by establishing the listing of various types of companies or other commercial arrangements that are to be more or less integrated with the national economy.

4. Specific legal measures should be agreed now (Mr. Minister, Mr. Malal Sane and others) so the above mentioned incentives are addressed in legislative measures. Mr. Sane is currently drafting fishery regulations implementing Fisheries Law of RGB. These regulations should include implementation of the Fishery Management Plan and incentives for the private sector.

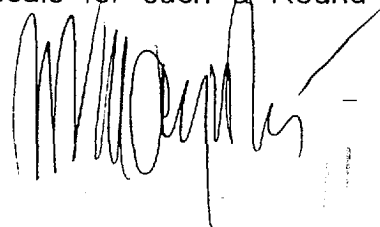
5. Considering delays in Ministry's response and contribution to the preparation of the Fisheries Management Plan (TACs, TAC/TAB principle in controlling fishing effort and delays in promoting privatization in the sector, I suggest that our Annual Fishery Management Plan is prepared not for 1995 but for 1996.

6. When working on the Fishery Management Plan we should continue advancing our Action Program, that is to implement our Policy Recommendations. The Action Program composed of a number of Project Pre-Proposals is to be the basic document for planned International Round Table of Donors on RGBs Fishery Sector Development.

7. Several good ideas for Pre-Proposals are now available. Dr. Fluharty's recommendations and our earlier plans could be well reflected in this package. We could consider:

Fisheries Management Plan,
Institutional Improvements of the Surveillance Program,
Data Collection and Processing for Policy Needs,
Line of Credit for Industrial Fishery Sector,
Privatization of the Guinean Fishery Sector,
Guineization of the 200 mile EEZ resources,
Evaluation of Guinean fish stocks and
Rehabilitation of the industrial fishing port in Bissau

are examples of Project Pre-Proposals for such a Round Table.



PROJECTO TIPS - PESCAS

CONVERSACAO COM SR. MINISTRO DAS PESCAS 24 de maio 1995

1. Definicao das quotas/ano(TAC) para:

Camarao	-	4,000 t
Peixes demersais		50,000 t
Cephalopodes	-	10,000 t
Pelagicos		nao limite
Atum	-	5,000 t
Pesca accidental	-	%% ?

2. Introduccao do criterio de Captura Total Admissivel (Total Allowable Catch - TAC) e do criterio TAB

Exemplo: Para capturar 4.000 t de camarao durante um ano
pode permitir-se so 22 - 24 barcos (licencas).

Capturas de camarao pelos barcos Chinos?
Quantas licencas de EU seria necessario cortar?

3. Calculo de licencia de pesca atuneira:

Opcao I:

Valor de mercado do atum capturado e tratado: O valor de 1
tonelada do atum aleta amarela = US\$ 1,200 CIF Italia.

Possibilidade a)

5% deste valor gera approx. US\$ 12,500 por barco (32 barcos
atuneiros)

O total para 32 barcos = US\$ 400,000/ano

Possibilidade b)

7% de valor de mercado indica a valor de licenca
de US\$ 17,500

O total para 32 barcos = US\$ 560,000/ano

Opcao II

Os paises ribereños do Pacifico Sur Ocidental aplicam o valor de
licenca de US\$ 30,000 por barco atuneiro/ano

Se a RGB aplicaria este nivel a entrada total seria : US\$ 960,000

d) Posicao do Governo frente a possivel cambio (reduccao ou
aumento) de receita orcamental.

Reduccion de TAB dos barcos camaroeiros da UE pode
provocar diminucao de Compensacao de Bruxelas de 2
ate 4 milhoes de dolares. Resultado: Compensacao =
8,000,000 - 10,000,000 ECU.

Possibilidades de eliminacao deste deficit durante
1995/97:

a) Incrementar a taxa de licenca para pesca atuneira
ate um nivel de US\$ 30 - 35,000 por barco/ano.
Vender licencas para todo ano e nao trimerstralmente o
outros periodos,

b) Renegociacao de condicoes de pesca para a China
Popular :

- * Incrementar o pago das licencas para a China Popular
- * Privatizar o Projecto Chino

* Demandar devolucao de divida - o montante nao pago pela China Popular - ver documento de Politica Pesqueira (TIPS) - approx US\$ 600,000

- c) Fornecimento de peixe como parte de pago de licencia, pelos paises de UE.
- d) Soporte de desenvolvimento da pesca artesanal
- e) Suporte administrativo

4. ACORDO COM UE

a) Acordo com Senegal (Acordo + Protocolo) como referencia para RGE

b) Preparacao dos pontos mais importantes do Acordo para negociacoes em Bruxelas Junho 1995.

Critérios basicos:

Combinacao de TAC e TAB,
Reducao das quotas e esforco,
Renegociacao de taxas de licenca
(incluindo atum),
Negociacao de pagos pendentes (camarao e TAB)
Validade do Acordo ou autorizacoes de pesca das
quotas (6 meses , 1 ano, etc.

5. Contactos durante as proximas semanas com o Sr Ministro Nome de Coordenador do MP.

6. Pessoas para contactar e processo de apresentacao dos documentos Esboços de Plano e de recomendacoes para Bruxelas.

- a) A tarefa de Prof. Fluharty,
- b) Possiveis contactos com a Comisao das Pescas - Assembleia Nacional

7. Se Bruxelas insiste em separacao de Compensacao de licencas de pesca, O Governo pode negociar directamente com os armadores e estabelecer unilateralment as licencas para a pesca de Atum. Visita em Madrid - como e cuando transferrir os dados de ICCAT?

8. Outros assuntos:

- a) Quotas para pesca industrial nacional,
- b) Venda de peixe fornecido pelo o Projecto Chino e outros barcos estrangeiros, pelo o sector privado,
- c) Programa de fiscalizacao.
- d) Projecto USAID - levantamento dos barco fundidos no porto de Bissau

60.4.1
Vlad M. Kaczynski
Consultant
TIPS

Bissau, June 10, 1995

Amb. John Blacken
National Coordinator
TIPS
Bissau
Guinea-Bissau

Re.: Assessment of the Fishery Cooperation Agreement between
RGB and European Union 1995/1995

Dear John:

Following our Round Table of June 9, 1995 on the Annual Fishery Management Plan and "Guineization" of the fisheries activities in the 200 mile EEZ, I would like to present to you the following comments on the recently signed Fishery Cooperation Agreement between RGB and European Union 1995/1995. This is a preliminary summary of findings before further information is available on details and circumstances of negotiations and/or other accompanying documents that might be produced during Brussels meetings June 5 - 9, 1995.

A. MAJOR COMPONENTS OF THE AGREEMENT

The following are main positive results of Brussel's negotiations:

1. The fact that the Agreement has been signed and impasse created by differing viewpoints of both sides was overcome
 2. The TAB for shrimp was reduced from 11.000 to 8.800 GRT - a 2.200 GRT (20%) reduction in comparison to the former Agreement.
- 16

3. The total TAB limit for demersal fish and cephalopods as target species is 4.000 GRT (TAB). This tonnage could take at least 10.000 t of fish and cephalopods together.

4. Total Compensation for 1995/97 is 10.800.000 Ecu, a 10% reduction in relation to the 1993/95 Agreement.

5. If the vessel owners will want to buy more licences and use more TAB for shrimp fishing than in pt. 2, EU might pay additional 1.200.000 Ecu.

6. Tuna fishery will be carried out by:

Tuna purse-seiners	26 boats,
Tuna longliners and pole and liners	16 vessels

6. The following additional payments will be made by UE for RGB (2 year period) - in Ecu:

Support of scientific research	150.000
Institutional support (administration)	100.000
Stypends and training	100.000
Support of artisanal fishery	150.000
Support of enforcement system	200.000

Total additional compensations: 700.000 Ecu

B. IMPLICATIONS FOR GUINEA-BISSAU

1. Shrimp fishery

Quota of 8.800 is 2.5 times higher than this needed to harvest recommended quota for UE equal to 3.500 tons. This harvest level of EU was reported for 1994.

Example:

Average size of the EU shrimper is 260 GRT (TAB).
 Each vessel harvested in average 166 tons per year.
 8.800 TAB: 260 TAB = 34 ships operating all year.

34 ships x 166 tons/year = 5.600 tons of shrimp/year
 In 1995 RGB sold 52 licences valid 1/1/ - 6/15/1995.
 Conclusions:

- a) On yearly basis RGB allowed to harvest 5.600 tons of shrimp
- b) Because of high by-catch ratio of fish and cephalopodes to shrimp (1-ton of shrimp generates 1.8 tons of demersal fish and 1.3 tons of cephalopods) the following by-catch will be made on yearly basis (amounts retained in holds):

Demersal fish	=	10.080 tons
Cephalopods	=	7.280 tons

- c) The by-catch of shrimp is taking all suggested TAC for demersal fish and cephalopods.

There is no by-catch limit when harvesting shrimp as a target species.

2. Tuna fishery

The number of allowed tuna ships increased by 10 per year.
 Estimated catch of tuna vessels:

26 seiners x 4 t/day x 160 days fishing	=	16.640 tons
16 longliners/pole liners	=	2.560 tons

Total estimated catch		19.200 tons
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At market value of US\$ 1.000 ton CIF the total value of catch is:		US\$ 19.200.000
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License at 5% level would generate	US\$	960.000
Licence at 7% level would generate	US\$	1.344.000
Instead the licence is Ecu 1.500 x 42		63.000

UE asserts that:

1 seiners harvests per year	75 tons of tuna
1 longliner harvests	15 tons of tuna

3. By-catch limits

Target species	Max. by-catch in %%
Shrimp	No limit
Demersal fish	10% shrimp
Cephalopods	5% crustaceans 30% fish

Other conditions of the Agreement remain in general similar to former arrangements. The most important "leftover" of the old Agreement is a principle of "average monthly TAB during the year".

**HIGHLIGHTS
OF THE FISHERY MANAGEMENT PLAN
FOR 1995 - 1996**

1. THE FMP ESTABLISHES CONSERVATION MEASURES (QUOTAS OF RESOURCES AVAILABLE FOR HARVEST EVERY YEAR AND CORRESPONDING SIZE OF THE FLEET AS EXPRESSED BY GROSS REGISTER TONNAGE OF VESSELS ALLOWED TO ENTER 200 MILE EEZ),
2. QUOTA AND ENTRY RESTRICTIONS ARE BASED PARTIALLY ON THE AVAILABLE STATISTICS IN MF (INCLUDING DATA FROM EEC) AND PARTIALLY ON RESULTS OF OUR OWN DATA PROCESSING OF THE MF STATISTICS,
3. DRASTIC LIMITATION OF QUOTA AND EFFORT (TAB) - AS SUGGESTED IN THE PLAN MIGHT RESULT IN SERIOUS POLARIZATION IN THE GOVERNMENT. IT IS NECESSARY TO PROCEED VERY CAUTIOUSLY AND - PERHAPS - OFFER SOME TRADEOFFS:
 - a) Review licence fees paid by EEC to other countries and suggest increase 10 - 15% based on the market value of harvested species,
 - b) Increase fees 100 - 150% for tuna harvested by EEC and Japan,
 - c) Restrict by-catch or charge higher fees for by-catch species (shrimp, tuna, crab, lobster, etc.),
 - d) Check again and negotiate with EEC overuse of the TAB for shrimp during 1993 (the amount due but not paid is approx. US\$ 4.5 mln),
 - e) Request from China payment of the difference between harvested resources and licences paid in 1993 (US\$ 0.5 mln),
 - f) Start charging licence fees and taxes the so called "experimental" project with China People's Republic (potential gain up to US\$ 100,000),
 - g) Increase demand for commercial cooperation with GB partners and opening of the import markets in Europe for GB fish products.
 - h) Stimulate growth of the national industrial fleet.

MINISTERIO DAS PESCAS
Gabinete de Estudos e Planeamento,
e
Projeto de Promoção e Apoio ao Comercio e Investimentos (TIPS)

Apresentação das conclusões e recomendações do primeiro Plano Anual de Gestão dos recursos marinhos vivos na Africa Ocidental. O estudo e resultado de múltiplos estudos científicos, reuniões inter sectoriais e análise profissional feita pelo o Grupo de Trabalho do sector das pescas em cooperação com os expertos estrangeiros baixo os auspícios de Ministério das Pescas e Projecto TIPS - Bissau.

A Proposta do
**Plano Anual de Gestão
dos Recursos Pesqueiros
da Guine - Bissau**

Coordenação:

Senhor Henrique Antonio da Silva
vice-director
Gabinete de Estudos e Planeamento
Ministério das Pescas

Apresentação
pelo:

Professor Vlad M. Kaczynski
em colaboração com
Professor David L. Fluharty
Escola de Assuntos Marinhos
Universidade de Washington
Seattle, WA, E.U.
Consultores de TIPS

Bissau,
1 de Junho, 1995

**PROJECTO DE APOIO E PROMOÇÃO DE COMERCIO
E INVESTIMENTO (TIPS), Guine-Bissau
2 de junho, 1995**

**RESUMO
DE MEDIDAS DE GESTÃO PESQUEIRA
E SEUS IMPACTOS ECONOMICO-FINANCEIROS
PARA A RGB**

As tendências correntes no sector

Os recursos pesqueiros da RGB encontram-se no estado de declino continuo causado pelas actividades incontroladas das frotas estrangeiras e ineficiências de gestão e protecção da ZEE nacional pelo sector público. Esta tendência alarmante é evidenciada durante o período 1990 - 1994 pelo colapso dos rendimentos de captura de todas as espécies comerciais (até 5 vezes), redução das capturas totais (2,5 vezes) e baixa forte de receitas orçamentais através de venda das licenças de pesca (2 vezes).

Sem uma mudança radical de política nacional que enfrente os desafios criados pelas actividades pesqueiras na ZEE do país acompanhada de medidas claras e executáveis de controle mais restrita das actividades estrangeiras não será possível reconstruir os stocks dezimados, criar um ambiente favorável para o desenvolvimento das capacidades nacionais de pesca e manter o nível desejável de receitas orçamentais a longo prazo. É absolutamente necessário introduzir os princípios de uso sustentável da ZEE da RGB e melhorar a conservação e protecção desta única riqueza nacional.

Este Resumo é preparado para a Assembleia Nacional da Guiné-Bissau a fim de proporcionar informação corrente sobre a situação do sector pesqueiro e medidas que podem ser tomadas para reduzir ou eliminar algumas tendências inquietantes que lhe afectam.

As medidas em consideração são: 1) Introdução do Plano Anual de Gestão dos Recursos Pesqueiros da RGB 2) Renegociação dos Acordos internacionais de Cooperação Pesqueira

As novas medidas de gestão pesqueira sugeridas no Plano Anual de Gestão foram fornecidas a Assembleia Nacional o dia 1 de junho, 1995 no documento preparado pelo TIPS.

A seguir faz-se uma avaliação de opções a serem consideradas pela parte guineense na área de relações internacionais.

Relações internacionais.

O Governo da RGB enfrenta uma difícil tarefa de reduzir as quotas (Captura Admissível Total - TAC) de camarão, cefalópodes, peixe demersal e atum e correspondente esforço medido em Tonelagem de Arqueação Bruta (TAB) e número de barcos - provocando um alto risco de corte da compensação financeira pela UE. Já que os recursos de camarão são claramente dezimados, a redução por parte do Governo da RGB do esforço pesqueiro da UE parece plenamente justificada.

Para diminuir ou eliminar a redução da receita orçamental resultante destas restrições o Governo pode considerar algumas opções. Cada uma destas opções requer a negociação adicional e portanto pode ser rejeitada pelos parceiros estrangeiros: Estas opções são as seguintes:

- a) Fixar um valor maior para as licenças de pesca de atum, (trata-se de valores entre 500.000 - 1.000.000 dólares EU),
- b) Reexaminar e solicitar o pagamento da compensação por cada tonelada de atum capturado pela França e Espanha durante 1992 a 1994 nas águas da RGB (valor aproximado 120.000 - 300.000 dólares EU)
- c) Solicitar o pagamento pela captura de atum durante os dois últimos anos, ou seja 1993/95 (valores entre 500.000 - 1.000.000 dólares EU),

- d) Negociar com a China Popular os pagamentos pendentes das licenças de pesca durante 1993 (aproximadamente 600.000 dólares EU).
- e) Acordar com a UE uma compensação pelo esforço excessivo usado na pesca do camarão durante 1993 - 1995, que segundo o Acordo de Cooperação Pesqueira deveria ser compensado (o valor estimado da compensação pode ser até 4.000.000 dólares E.).
- f) Reexaminar o assunto de pesca acidental pelas frotas de EU: durante a pesca de camarão (espécie alvo) eles capturam de 30 - até 50 % de cefalópodes e peixe demersal. Questão é se para esta pesca a UE deveria comprar as licenças adicionais. Os valores destas licenças não foram calculados mais podem oscilar entre 500.000 até 1.200.000 dólares E.,
- g) Já que a UE preferem não fornecer o peixe para consumo interno, o Governo pode solicitar uma verba adicional de compensação para promover o desenvolvimento da pesca artesanal - a fonte mais importante de peixe no mercado da RGB. A soma desta compensação pode ser entre 150.000 até 300.000 dólares E.
- h) Outras compensações (apoio ao programa de fiscalização, apoio institucional ao Ministério podem também ser negociados com UE.

Dr. Vlad M. Kaczynski
Consultor - TIPS
COMISAO INTERNACIONAL
DE CONSERVACAO DO ATUM
DE ATLANTICO
Madrid, Espanha

Madrid, Junho 16, 1995

Rec Date	06/16/95
Action To	Blacken
Due Date	06/23/95
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TIPS File	
File Ref.	

Amb. John Blacken
Coordenador Nacional
TIPS - BISSAU
Guinea - Bissau
FAX: (245) 20-11-85
7 paginas

Re.: Informacao sobre a pesca de atum nas aguas da RGB

As seguintes sao as conclusões de minhas investigações de material científico disponível em Comissão Internacional de Conservação do Atum de Atlantico (ICCAT) e conversas com os executivos deste organismo regional.

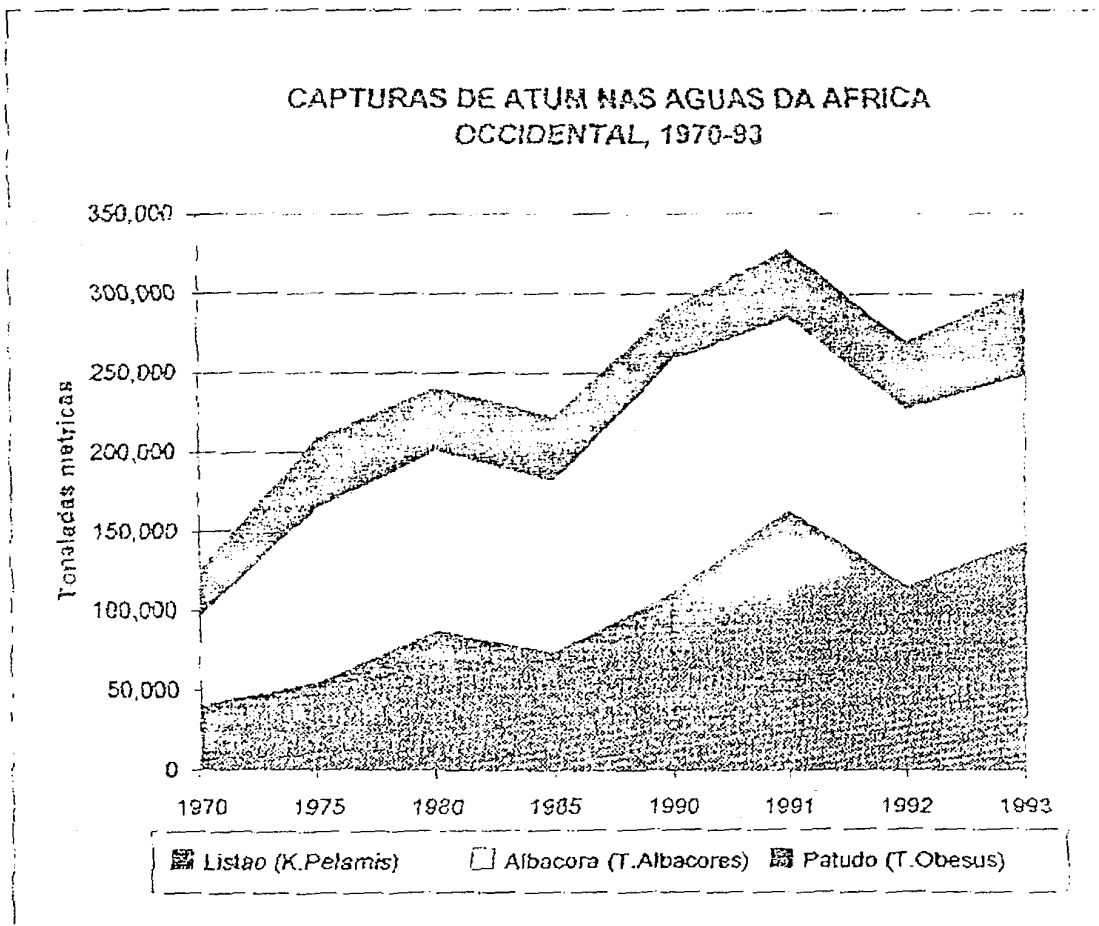
1. As capturas totais do atum (principalmente albacora, listao e patudo) nas aguas costeiras da Africa Occidental mostram tendencia crescente. Em 1993 o total de captura era 304.000 toneladas (ver quadro adjunto),
2. A captura media por dia de pesca dos cerqueiros franceses, senegaleses e de Costa de Marfim em aguas de Senegal e RGB e 8 toneladas (ver Quadro adjunto),
3. Os cerqueiros espanhóis durante 1992 tinham os rendimentos diários de pesca do atum por barco/dia igual a 13 toneladas.
4. Todos os barcos atuneiros usam aproximadamente 50% de tempo de validade de licença para identificação de concentrações do atum. Nestas circunstancias e preciso usar só a metade do tempo de validade de licença para calcular a captura estimada. A segunda opcao seria diminuir por 50% a captura real na zona da RGB e multiplicar esta cifra pelo o numero de dias de validade de licença.

25

CAPTURAS TOTAIS DO ATUM NAS AGUAS COSTEIRAS DA AFRICA OCCIDENTAL (1970 - 1993)

ESPECIES	1970	1975	1980	1985	1990	1991	1992	1993
K.Pelamis	40,786	54,729	87,334	73,569	111,915	163,839	115,175	144,033
T.Albacores	55,463	110,062	113,702	108,935	145,970	121,489	111,926	104,944
T. Obesus	28,780	44,387	39,991	40,019	34,549	41,979	42,754	55,061
TOTAL	125,029	209,178	241,027	222,523	292,434	327,307	269,855	304,038

Fonte: FAO/ICCAT, Madrid, 1995



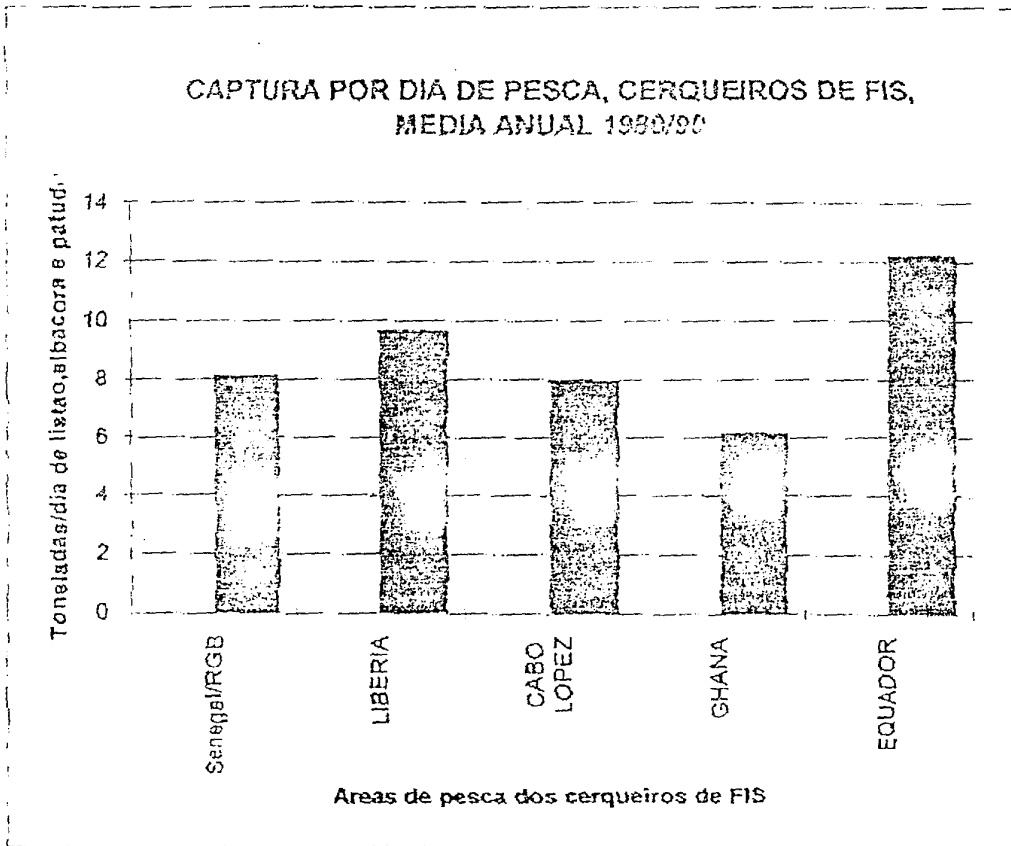
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26

CAPTURA POR DIA DE PESCA DOS CERQUEIROS DE FRANCA, SENEGAL E COSTA DE MARFIM (FIS) OPERANDO NO ATLANTICO TROPICAL ESTE
(Media anual 1980 - 1990)

AREA DE PESCA	DIAS DE PESCA	CAPTURA POR DIA (tonel.)	CAPTURA TOTAL ANUAL (tonel.)
Senegal/RGB	2,277	8	18,508
LIBERIA	2,676	10	25,955
CABO LOPEZ	2,815	8	22,377
GHANA	1,137	6	7,029
EQUADOR	962	12	11,780
TOTAL/MEDIO	9,867	9	85,649

Fonte: Foucher, E. PUE et effort de peche local des thoniers senneurs dans les pecheries de l'Atlantique Tropical Est, Recueil de documents scientifiques Commission internationale pour la conservation des thonides de l'Atlantique, p.259, Tableau 1, Vol. XLII (2), Madrid, 1994.



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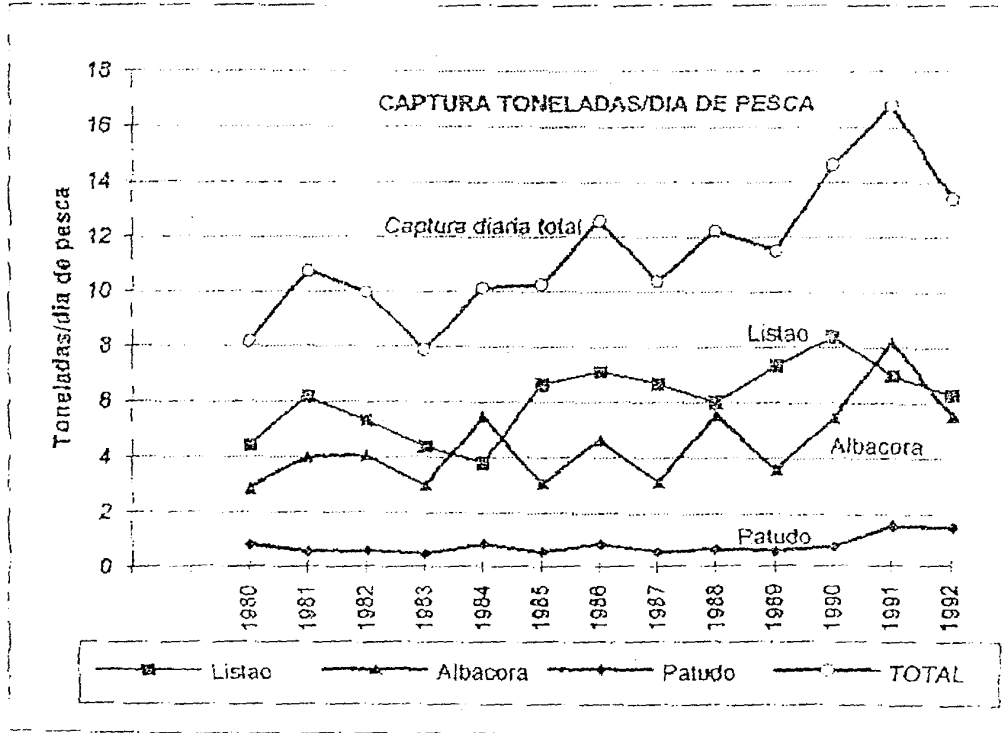
27

EVOLUCAO DE CAPTURA DIARIA DUM CERQUEIRO ATUNEIRO
ESPANHOL DURANTE 1980 - 1992

CAPTURA EM TONELADAS
POR DIA DE PESCA

ANO	Listao	Albacora	Patudo	TOTAL
1980	4.44	2.9	0.84	8.18
1981	6.17	3.99	0.59	10.75
1982	5.3	4.07	0.61	9.98
1983	4.39	2.98	0.5	7.87
1984	3.8	5.46	0.85	10.11
1985	6.64	3.05	0.55	10.24
1986	7.09	4.64	0.87	12.6
1987	6.68	3.13	0.56	10.37
1988	6.01	5.56	0.67	12.24
1989	7.32	3.57	0.59	11.48
1990	8.39	5.48	0.77	14.64
1991	7	8.2	1.58	16.78
1992	6.32	5.56	1.52	13.4

Fonte: Estadísticas Espanolas de la Pesquería Atunera Tropical en el Océano Atlántico, Colección de Documentos Científicos, Vo. XLII (2), Comisión Internacional para la Conservación del Atún Atlántico, (CICAA) página 424, Quadro 12, Madrid 1994.



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NAVIOS ATUNEIROS LICENCIADOS
DURANTE 1 DE JANEIRO - 15 DE JUNHO 1995
(RGB)

Num. Lic	Nome navio	TAB	Potencia de motor HP/KV/CF	LOA m	Equi- pag.	Validade de Licença			Capac. tratar, tonel. dia	CAPTURA ESTIMADA (ton)		VALOR ESTIMADO de Captura CIF Europa US\$	Arte pesca	
						Inicio	Fim	Dias		dia	TOTAL			
ESPAÑA														
2	87	Tximinho	587	1,650	41	22	01-Jan-95	15-Jun-95	165		3	495	495,000	Cerco
3	25	Cumbre de Gorbea	110	280	23		01-Jan-95	15-Jun-95	165	10	0.5	83	82,500	Cana
4	84	Santa Gema-5	140	522	32	12	01-Jan-95	15-Jun-95	165	70	0.5	83	82,500	Cana
5	85	Gure Campo Libre	421	960	36	20	01-Jan-95	15-Jun-95	165		2	330	330,000	Cerco
6	86	Txori	857	2,250	47	20	01-Jan-95	15-Jun-95	165	60	4	660	660,000	Cerco
7	88	Alcaudon	857	2,250	47	20	01-Jan-95	15-Jun-95	165		4	660	660,000	Cerco
8	96	Nuevo Brisa del Terror	114	316	28	12	01-Jan-95	15-Jun-95	165	12	0.5	83	82,500	Cana
9	106	Bermeotarrak-6	912	3,300	54	24	01-Jan-95	15-Jun-95	165	24	4	660	660,000	Cerco
10	107	Bermeotarrak-2	628	2,250	48	24	01-Jan-95	15-Jun-95	165	24	3	495	495,000	Cerco
10	TOTAL		4,626	13,778					1,485			3,548	3,547,500	
FRANCA														
1	17	Sardara	84	414	22	23	01-Jan-95	15-Jun-95	165	23	0.5	83	82,500	Cana
2	18	Aigle Des Mers	127	450	25	12	01-Jan-95	15-Jun-95	165	26	0.5	83	82,500	Cana
3	19	Chevalier Bayard	156	450	25	13	01-Jan-95	15-Jun-95	165	20	0.5	83	82,500	Cana
4	20	Corona Del Mar	307	850	34	15	01-Jan-95	15-Jun-95	165	25	2	330	330,000	Cerco
5	21	Etoile D'esperance	402	1,200	39	17	01-Jan-95	15-Jun-95	165	30	2	330	330,000	Cerco
6	22	Ernai	379	1,000	38	12	01-Jan-95	15-Jun-95	165	3	2	330	330,000	Cerco
7	23	L'hemai	290	950	37	18	01-Jan-95	15-Jun-95	165	20	2	330	330,000	Cerco
8	64	Ile Tristan	783	3,200	54	19	01-Jan-95	15-Jun-95	165		3	495	495,000	Cerco
9	65	Rio Mare	1,281	4,200	78	20	01-Jan-95	15-Jun-95	165		5	825	825,000	Cerco
10	66	Via Harmattan	1,113	3,000	65	20	01-Jan-95	15-Jun-95	165		5	825	825,000	Cerco
11	67	Pere Briant	1,177	4,000	65	20	01-Jan-95	15-Jun-95	165		5	825	825,000	Cerco
12	68	Cap Saint Pierre	645	2,400	54	20	01-Jan-95	15-Jun-95	165		3	495	495,000	Cerco
13	69	Mervent	608	2,200	51	20	01-Jan-95	15-Jun-95	165		3	495	495,000	Cerco

14	70	Ile Aux Moinas	750	3,000	55	18	01-Jan-95	15-Jun-95	165	3	495	495,000	Cerco
15	71	Belouga	608	2,200	51	20	01-Jan-95	15-Jun-95	165	3	495	495,000	Cerco
16	72	Ile Kerbihan	608	2,200	51	17	01-Jan-95	15-Jun-95	165	3	495	495,000	Cerco
17	73	Laurent	608	2,200	51	17	01-Jan-95	15-Jun-95	165	3	495	495,000	Cerco
18	74	Prince de Joinville	851	3,650	63	21	01-Jan-95	15-Jun-95	165	4	660	660,000	Cerco
19	75	Santa Maria	773	3,300	55	19	01-Jan-95	15-Jun-95	165	3	495	495,000	Cerco
20	76	Via Avenir	1,284	4,200	78	20	01-Jan-95	15-Jun-95	165	5	825	825,000	Cerco
21	77	Ile A. Bougainville	851	3,650	59	21	01-Jan-95	15-Jun-95	165	4	660	660,000	Cerco
22	78	Via Mistral	1,280	4,200	78	20	01-Jan-95	15-Jun-95	165	5	825	825,000	Cerco
22	TOTAL		14,964	52,914					3,630		10,973	10,972,500	
JAPAO													
1	79	Toei Maru-15	439	1,500	58		01-Jan-95	15-Jun-95	165	1.5	248	247,500	Palangr
2	80	Koyo Maru-31	439	1,500	58		01-Jan-95	19-Apr-95	108	1.5	162	162,000	Palangr
3	81	Toei Maru-6	379	1,000	55		01-Jan-95	19-Apr-95	108	1.5	162	162,000	Palangr
4	82	Koai Maru-78	409	1,500	49		01-Jan-95	19-Apr-95	108	1.5	162	162,000	Palangr
5	83	Sumiyoshi Maru-52	379	1,000	55		01-Jan-95	19-Apr-95	108	1.5	162	162,000	Palangr
5	TOTAL		2,045	6,500					597		896	895,500	
37	GRAND TOTAL		21,635	73,192					6,712		15,416	15,415,500	

Nota: O preço promedio CIF Europa : US\$ 1.000 /tonelada
 Navios da UE pagaram licença Ecu 300/barco = Total 32 x 300 = 9.600 Ecu
 Palangreiros japoneses pagaram US\$ 2.700/barco

Fontes: 1) Departamento de Estatísticas, Ministerio das Pescas, 1995 a
 2) ICCAT - Colección de Documentos Científicos, Vol. XLII (2), pp. 258,259, e 424.
 Madrid, 1994 (rendimentos de captura por día de pesca).



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Bothell, WA 98012-7348, U.S.A.

FACSIMILE TRANSMISSION SHEET

Date: 6/21 1995
 To: Amb. John Blacken
 Company: TIPS
 FAX NUMBER: 011-245-20-11-85
 From: Dr. Vlad M. Kaczynski
 Tel.: (206) 483-2968
 Fax: (206) 485-4221
 Number of Pages Including Transmission Sheet: 5

Re.: Mission Report and Recommendations

Dear John:

I. Your fax of June 19: Both myself and Dave Fluharty we agree with your correction to our Mission Reports. I attach p. 5 of the Report as requested. My Mission Report will be final if Madrid Report and Part II of this fax are included. Therefore I will put all together now and send to you by fax and/or DHL with the Management Plan. Please transfer the following part to Mr. Minister - after translation:

II. Tuna fisheries in RGB's coastal waters

I have not mentioned in my fax from Madrid that according to ICCAT experts there is no sense of establishing quotas for tuna (in particular Yellowfin tuna, Skipjack and Bigeye tuna - three most important species harvested in Guinea-Bissau waters) because these animals are highly migratory species. These species every year

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TIPS File	
File Ref	

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move along the coast of West Africa from Azores to Gulf of Guinea and then back in the open ocean to close the migration cycle in Azores area.

On other hand all tuna resources are heavily exploited or depleted - in particular the Yellowfin tuna - and ICCAT recommends cuts in the fishing effort. This means that the number of tuna vessels allowed to fish should be reduced, not increased (as it happened in the RGB-EU Agreement) and ICCAT is strongly recommending general cuts in intensity of tuna fishery in the region. Unfortunately, ICCAT - as most other international management bodies - has no enforcement capability, and European (France, Spain) and Asian (Japan, Korea, Taiwan, China People's Republic) operators completely ignore these calls.

In these circumstances, ICCAT asked me to transfer to you and Mr. Minister, that the best way to start controlling tuna fisheries in West Africa and to increase licence fees and other benefits for the coastal countries, is to take coordinated measures through the Regional Fishery Commission, Guinea-Bissau is the member. In this case Senegal, Cape Verde, RGB, Republic of Guinea, Sierra Leone, Côte d'Ivoire and other coastal states could establish regional quota, divide it between particular EEZ's and set limits of effort (number of tuna purse-seiners, longliners and pole-and-liners) that could operate in the whole area.

Unfortunately, for various reasons, such arrangement is not possible now but Mr. Minister could rise this question to other member states asap.

Meanwhile, the Government could take the following measures to protect its own interests:

1. Unilaterally increase the licence fee for all tuna vessels applying for licence using two criteria:

a) Lump sum for yearly licence (or pro rata temporis for shorter periods) for each vessel. The fee, however, should be highest for tuna super-seiners, (for example US\$ 35,000 per year). Tuna longliners could pay the fee about 20 % less (i.e., US\$ 28,000 per year) and pole-liners 40% less than super-seiners (i.e., US\$ 21,000 per year). This is because catch rates differ between these types of ships,

b) For each ton of tuna harvested in the EEZ of RGB these vessels are to pay US\$ 30.

c) Renewal of the license for the next year (or other period) is strictly subject to timely delivery of statistical data on catches in the EEZ of RGB. This data should be transmitted by radio or through representative of the EU in Bissau every two months and cover all time spent in this zone. If the vessel is delaying in submitting this data the license should not be renewed. This is what proposes ICCAT.

Payment of tuna harvest fee (per each ton) should be received by the Government of RGB before following license is granted.

2. Present the Tuna Report to the Regional Fishery Commission and seek an agreement with other West African states on the license fees, effort limitation,

statistical data collection and coordinated sanctions against tuna vessels violating agreed rules of tuna fishing in this region's coastal waters. If necessary TIPS could sponsor preparation of such a document for Mr. Minister. Possibly, such a study could be prepared jointly with the Ministry of Fisheries' experts.

3. Through the Ministry of Foreign Affairs, ^{Japan,} the Government could send diplomatic notes to ambassadors of France, Spain, to the current Chairman of the EU in Brussels, to the President of FAO - Rome, ECOWAS, and other regional and international organizations showing on one hand complete lack of respect by the EU of its own obligations taken within the Fishery Cooperation Agreement (for example 1993/95) vis-a-vis RGB, substantial underpayment of license fees to the Government and disregard to any tuna conservation measures that are recommended by competent international organizations. Such a note could indicate in numbers what is the economic benefit foreign tuna fleets get from Guinean coastal waters and how much they pay for their harvests as compared to other fishing areas such as Indian Ocean or West Pacific Ocean.

In short, the tuna injustice should be brought to the public in Europe and other parts of the world (Japan, Taiwan, Korea) and Guinea-Bissau could expect quick and energetic steps Governments of flag states must take to give full satisfaction (both monetary and policy-wise) for the Government of RGB for existing violations of the international norms and agreements RGB is party of

If needed TIPS could work on such a demarche in cooperation with the Government (Ministry of Fisheries, Ministry of Foreign Affairs, Ministry of Intl. Cooperation and other governmental agencies).

In short, there is a need to take more energetic and well directed steps to stop foreign fleet practices that are detrimental for the RGB and its fishery resources.

III. Planning of the next mission

I am planning to go to Washington D.C. June 26 - 29 in order to make several presentations on Population, Markets and Sustainability of the Ocean and Coastal Environment in the World Bank, NOAA, USAID, UNEP, and other organizations. I also plan to visit MSI and Labatt to brief them on Guinea-Bissau fisheries sector studies. I would appreciate your suggestions on my briefing of these two companies.

With best regards,

Vlad M. Kaczynski

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35

RELATÓRIO E RECOMENDAÇÕES DA MISSÃO

II. Pesca de atum nas águas costeiras da RGB

Não mencionei no fax que lhe enviei de Madrid que, de acordo com os técnicos da ICCAT (Conferência Internacional sobre a Captura de Atum no Atlântico), não faz sentido estabelecer quotas para o atum (em particular atum Yellowfin, Skipjack e Bigeye - as três espécies mais importantes pescadas nas águas da Guiné Bissau) porque esses animais são espécies altamente migratórias. Essas espécies movimentam-se todos os anos através da costa ocidental da África, desde Açores até o Golfo da Guiné e depois voltam para o oceano aberto para terminar o ciclo migratório nas zonas de Açores.

Por outro lado, todos os recursos de atum são altamente explorados ou depauperados - em especial o atum Yellowfin - de formas que a ICCAT recomenda a redução nas actividades pesqueiras. Isso significa que o número dos navios de pesca de atum permitido a pescar deveria ser reduzido e não aumentado (como aconteceu no acordo entre a RGB e os EUA) e a ICCAT faz altas recomendações de redução drástica na intensidade da pesca de atum na região. Infelizmente, a ICCAT - tal como muitas outras instituições internacionais - não tem capacidade de coacção e os operadores europeus, (França e Espanha) e asiáticos (Japão, Korea, Taiwan e China) ignoram simplesmente essas recomendações.

Nessas circunstâncias, a ICCAT pediu-me que comunicasse a si e ao Senhor Ministro que a melhor forma de começar a controlar a pesca de atum na África Ocidental e de aumentar o valor das licenças de pesca e outros benefícios para os países costeiros será tomar medidas coordenadas através da Comissão Regional de Pesca, da qual a Guiné Bissau é membro. Nesse caso, Senegal, Cabo-Verde, Guiné Bissau, Guiné Conakry, Serra Leoa, Costa de Marfim e outros países costeiros poderão estabelecer uma quota regional, dividindo-a entre determinadas ZEE e delimitar as operações (número de purse-seiners de atum, palangreiros e anzóis) em toda a região.

Infelizmente, por vários motivos, tais planos não podem ser feitos por enquanto mas, o Sr. Ministro poderia levantar esta questão junto aos outros membros do governo o mais rápido possível.

Enquanto isso, o Governo poderia tomar as seguintes medidas para proteger seus interesses:

1. Aumentar unilateralmente o valor das licenças dos navios de pesca de atum, usando como licença dois critérios:
 - a) Um montante global para as licenças anuais (ou uma proporção temporária para curto período de tempo) para cada navio de pesca. Contudo, a taxa para super-seiners de atum deverá ser a mais elevada, (por exemplo US\$ 35,000 por ano). Os palangreiros de atum poderão

pagar uma taxa de cerca de 20% a menos (i.e., US\$ 28.000 por ano) e os pole-liners 40% menos do que os super-seiners (i.e., US\$ 21,000 por ano). Isto porque a média da captura varia entre esses tipos de navios;

- b) Para cada tonelada de atum pescada na ZEE da Guiné Bissau, esses navios devem pagar US\$ 30;
- c) A renovação das licenças para o próximo ano (ou outro período) depende principalmente do período estipulado para a entrega dos dados estatísticos das capturas na ZEE da Guiné Bissau. Esses dados devem ser anunciados na rádio ou através da representação da União Europeia em Bissau em cada dois meses e deve abranger todo o período dispendido nessa zona. Se o barco demorar em entregar esses dados, a licença não deverá ser renovada. Esta é a proposta da ICCAT.

O pagamento pela pesca de atum (por tonelada) deverá ser feito ao Governo da Guiné Bissau antes que a próxima licença seja concedida (este pagamento de US\$ 20 por tonelada já estava previsto no acordo anterior, mas nunca foi pago).

2. Apresentar o relatório de Atum à Comissão Regional de Pesca e propor um acordo com outros países da África Ocidental sobre as licenças de pesca, o limite de actividade de pesca, a recolha de dados estatísticos e sanções coordenadas contra os navios de pesca de atum que violam as normas dos acordos de pesca de atum nas águas desta região costeira. Se fôr necessário, o Projecto TIPS poderá financiar a preparação desse documento para o Senhor Ministro. Possivelmente, tal estudo poderá ser elaborado em colaboração com os técnicos do Ministério das Pescas.
3. Através do Ministério dos Negócios Estrangeiros, o Governo pode enviar notas diplomáticas para os Embaixadores de França, Espanha e Japão, para o actual Presidente da União Europeia em Bruxelas, para o Presidente da FAO - Roma, para a CEDEAO e outras organizações regionais e internacionais, manifestando por um lado a total falta de respeito para com as obrigações assumidas pela União Europeia para com a Guiné Bissau sobre o Acordo de Cooperação de Pesca (por exemplo em 1993/95) e, por outro, o não pagamento das devidas de licenças de pesca ao Governo da Guiné Bissau e a negligência em relação as medidas de conservação do atum que são recomendadas pelas competentes organizações internacionais. Essa observação pode indicar através de números o benefício económico obtido pelos navios de pesca de atum nas águas costeiras da Guiné e quanto pagam para as suas capturas em relação às outras áreas de pesca como por exemplo no Oceano Índico ou no Oceano Pacífico Ocidental.

Em resumo, as injustas actividades de pesca de atum podem ser trazidas para o conhecimento público na Europa e noutras partes do mundo (Japão, Taiwan e Korea) e a Guiné Bissau pode solicitar aos Governos desses respectivos países que tomem sérias e rápidas medidas que satisfaçam plenamente as exigências (tanto monetária

como política) do Governo, a fim de pôr termo às constantes violações das normas internacionais e dos acordos de que a Guiné Bissau é signatária.

Se fôr necessário, o Projecto TIPS poderá trabalhar em estreita colaboração com o Governo (Ministério das Pescas, Ministério dos Negócios Estrangeiros, Ministério do Plano e Cooperação Internacional e outros departamentos do Estado).

Concluindo, há necessidade de se tomar medidas mais vigorosas e bem direccionadas para acabar com as práticas dos navios de pesca estrangeiros que são prejudiciais para a Guiné Bissau e para os seus recursos marinhos.

FAO DATA: 58% of all Atlantic Tuna are caught off West African Coast

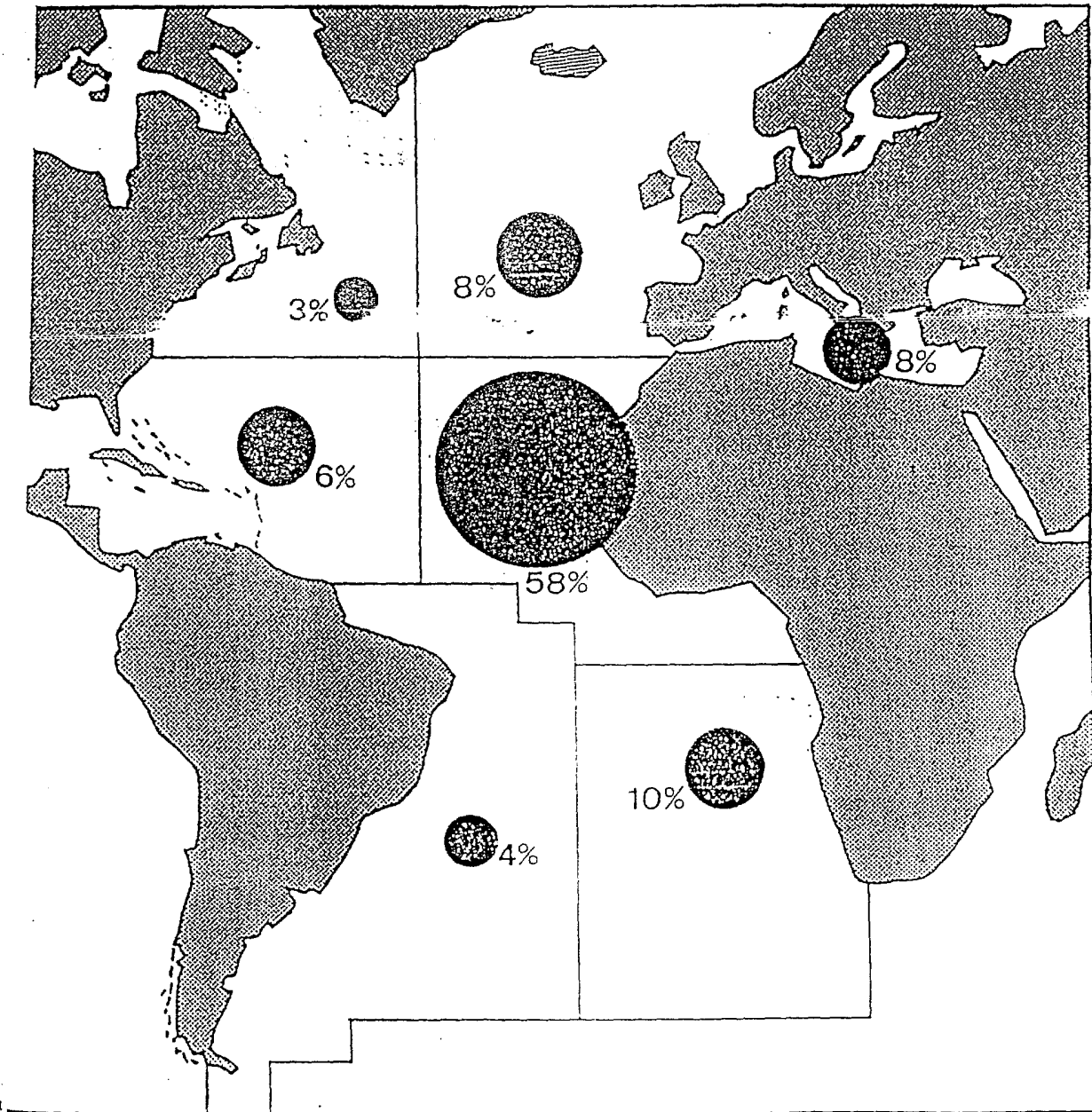
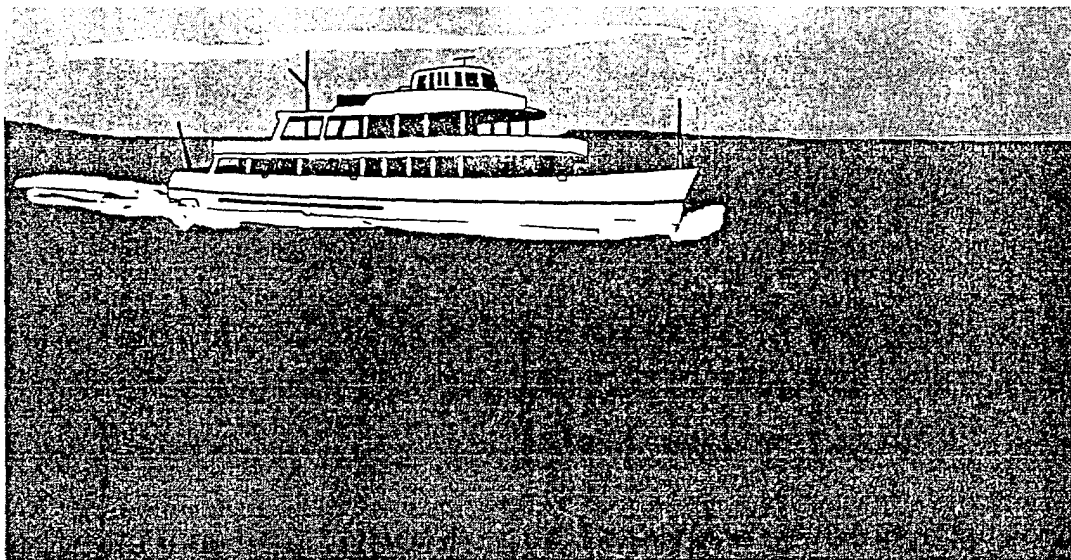


FIGURE 7 Atlantic tuna catches by FAO areas

PROJECTO DE PROMOÇÃO E APOIO AO COMÉRCIO E
INVESTIMENTO (TIPS)

MESA REDONDA
SOBRE

“O SECTOR DAS PESCAS NA GUINÉ-BISSAU”



Bissau, 09 de Junho de 1995

INDICE

	Página
INTRODUÇÃO.....	3
Intervenção Coordenador do TIPS Sr. Emb. John Blacken.....	4
Intervenção do Moderador Sr. Henrique Silva.....	4
Intervenção do Consultor do TIPS Dr. Vladimir Kaczynski.....	4
Intervenção do Consultor do TIPS Dr. David Fluharty.....	9
DEBATES.....	14
Lista dos participantes.....	15

INTRODUÇÃO

Realizou-se no dia 09 de Junho de 1995, no auditório do TIPS em Bissau, mais uma mesa redonda, a 2ª subordinada ao tema: "*O Sector das Pescas na Guiné-Bissau*". Vem na sequência da visita dos Consultores do TIPS, Professores Vladmir Kaczynski e David Fluharty ambos da Escola de Assuntos Marinhos da Universidade de Washington, Seattle, WA, E.U.

Esta mesa redonda foi mais uma vez promovido conjuntamente pelo Ministério das Pescas e pelo Projecto TIPS, no final da visita desses consultores. Teve como finalidade proporcionar o já habitual diálogo entre as entidades do sector das pescas sobre os problemas envolvidos na gestão dos recursos marinhos da Guiné-Bissau. Entre os pontos discutidos, destacam-se os seguintes:

O estabelecimento de quotas de Capturas Admissíveis Totais (CAT - internacionalmente conhecido como TAC) para os principais grupos de espécies.

A introdução de novos princípios de repartição dos recursos halieuticos entre os vários grupos de interesses,

A guineização da ZEE da República da Guiné-Bissau

A reavaliação das taxas de licenças de pesca e criação de incentivos para os empresários privados,

Participaram 36 individualidades ligados a organismos públicos, privados e doadores do Sector das Pescas, ver lista em anexo.

Com o objectivo de prevenir a destruição do stock, manter a importância comercial deste recurso e aumentar os benefícios socio-económicos para o país, o Ministério das Pescas propôs a introdução de um plano de gestão de recursos pesqueiros. Nesse sentido o TIPS tem estado a dar a sua contribuição na elaboração do referido plano. Por isso a realização de mais este encontro, que tem como objectivo principal apresentar o *PLANO DE GESTÃO DO SECTOR DAS PESCAS* e ideias sobre *PERSPECTIVAS PARA O DESENVOLVIMENTO DUMA INDÚSTRIA NACIONAL DE*

PESCAS e permitir um intercâmbio de ideias e sugestões para melhorãr a situação do sector pesqueiro da Guiné-Bissau.

O Sr. **Embaixador John Blacken** abriu os trabalhos desta mesa redonda, fazendo a apresentação dos membros da mesa e apresentando os cumprimentos de boas vindas a todos os presentes.

Fez uma breve explicação do objectivo deste encontro, salientando mais uma vez o facto dos recursos marítimos serem as principais fontes de divisa e de receita do país e por conseguinte um recurso de alto interesse económico para a Guiné-Bissau e para os armadores estrangeiros o que contribuiu para que os stock marítimos fossem explorados de forma desenfreada. Recordou ainda que nos últimos quatro anos quer pelos dados estatísticos do Ministério das Pescas, quer pela informação dos armadores, esta-se a verificar um declínio quer em termos de volume quer em termos de tamanho dos produtos marinhos capturados, o que indicia excesso de actividades e de sobre-exploração.

Passou-se seguidamente a palavra ao **Senhor Henrique Silva, Director Adjunto do Gabinete de Estudos do Ministério das Pescas**, que em breves palavras explicou aos presentes o porquê de mais um encontro deste género, e pedindo a máxima participação dos presentes no sentido de apoiarem ou contrariarem as propostas e as ideias que serão apresentados pelos professores. **Vlad M. Kaczynski** e **David Fluharty** Professores da Universidade de Washington e Consultores do Projecto TIPS.

Passou-se seguidamente a palavra ao **Professor Vlad Kaczynski**, que falou das Medidas de Gestão Pesqueira e impactos económico-financeiros para a República da Guiné-Bissau

Começou por falar das tendências correntes no sector em que disse que os recursos pesqueiros da RGB se encontram no estado de declino continuo causado pelas actividades incontroladas das frotas estrangeiras e ineficiências de gestão e protecção da ZEE nacional. Diz que esta tendência alarmante é evidenciada durante o período 1990 - 1994 pela redução dos rendimentos de captura de todas as espécies comerciais (até 5 vezes), pela redução das capturas totais (2,5 vezes) e pela baixa acentuada nas receitas orçamentais resultante de venda das licenças de pesca (2 vezes).

Pelos dados acima pensa que sem uma mudança radical da política nacional que tenha em conta os desafios criados pelas actividades pesqueiras na ZEE do país acompanhada de medidas claras e executáveis de controle mais restrita das actividades estrangeiras não será possível, criar um ambiente favorável para o desenvolvimento das capacidades nacionais de pesca e manter o nível desejável de receitas orçamentais a longo prazo. O Professor Kaczynski acha que é absolutamente necessário introduzir o princípio de uso sustentável da ZEE da RGB e melhorar a conservação e protecção desta importante riqueza nacional. Pelo que sugere a tomada de medidas que passa pela:

- 1) Introdução do Plano Anual de Gestão dos Recursos Pesqueiros da RGB.

Objectivos do Plano de Gestão

O objectivo principal do Plano Anual de Gestão dos Recursos Pesqueiros da Guiné-Bissau é o de evitar a sobrepesca dos recursos pesqueiros da Guiné-Bissau e estabelecer medidas apropriadas de conservação e protecção desses recursos. Pensa porém que devido a limitações institucionais e dificuldades na sua implementação, o Plano nos próximos tempos deverá concentrar a sua atenção num limitado numero de objectivos. Segundo ele dentre as intervenções mais importantes que o Plano deverá considerar constam as seguintes medidas de gestão:

- a) O estabelecimento de quotas de Capturas Admissíveis Totais (CAT - internacionalmente conhecido como TAC) para os principais grupos de espécies,
- b) A definição dos limites de esforço pesqueiro (TAB) relacionado ao TAC,
- c) A introdução de novos princípios de repartição dos recursos halieuticos entre os vários grupos de interesses,
- d) A reavaliação das taxas de licenças de pesca e criação de incentivos para os empresários privados,
- e) A tomada de medidas de protecção e conservação dos recursos pesqueiros.

f) A tomada de medidas legislativas e administrativas de acompanhamento

Considera que o Ministério das Pescas deverá ser a instituição gestora pois segundo a Lei Geral das Pescas, Título II, Capítulo I, Artigo 8, é "ao Ministério das Pescas que compete implementar Planos de Gestão das Pescas com base na informação científica e económica "disponíveis". Para a elaboração dos Planos, o Ministério poderá solicitar os pareceres dos diferentes organismos representativos ligados ao sector das pescas (Secção # 4 de dita Lei).

O Ministério, portanto, através de seu Centro Nacional de Pesquisas Halieuticas e Direcção Nacional da Pesca Industrial apoiados pelo Serviço dos Estudos e Planificação será responsável pela preparação, discussão e consulta pública dos esboços, e pela publicação e implementação dos Planos de gestão nos próximos tempos.

Considera que o Plano Anual de Gestão deverá conter entre outros os seguintes pacotes de medidas:

DETERMINAÇÃO DE CAPTURA TOTAL PERMISSÍVEL (TAC)

O nível de Captura Total Permissível (Total Allowable Catch - TAC) de uma espécie ou grupo de espécies comerciais capturados tradicionalmente pelos barcos estrangeiros nas águas costeiras da Guiné-Bissau baseia-se na estimação do Rendimento Sustentável dos recursos (RS). O RS é fixado considerando os seguintes objectivos:

- a) Manter a produtividade a longo prazo (nível sustentável) dos recursos marinhos vivos e reconstruir os stocks sobre explorados,
- b) Proteger os interesses e oportunidades dos pescadores artesanais e industriais nacionais de pequena escala.
- c) Assegurar o balanço entre a capacidade de captura das frotas estrangeiras e o estado dos stocks comerciais para evitar o esforço excessivo admitido na ZEE da Guine - Bissau.

- d) Proteger os recursos marinhos e seu meio ambiente contra os efeitos negativos das capturas incontroladas e destrutivas.

ESTABELECIMENTO DE LIMITES DAS CAPTURAS

Pensa que mesmo que o nível de Rendimento Sustentável não for definido numericamente, para preparar o primeiro Plano para 1995 é preciso estabelecer um nível estimativo dos vários stocks ou grupos de espécies comerciais que serão explorados pelas frotas industriais.

Acha que a Guiné-Bissau carece até agora de informação fidedigna sobre o nível e o estado dos seus recursos, pesqueiros. Isto representa actualmente o ponto mais sensível e perigoso dos desconhecimentos que existem sobre a pesca industrial e de alto mar, pois a venda de licenças para os barcos industriais, na sua totalidade estrangeiros, esta a ser realizada às cegas.

Todavia, não existem estudos que permitem estabelecer com precisão a quantidade dos recursos existentes nem as suas potencialidades de captura. Por outro lado, é rudimentar o conhecimento que se possui acerca dos seus ciclos biológicos, relações tróficas e deslocações.

PRIORITIZAÇÃO DE ACESSO AOS RECURSOS ENTRE VÁRIOS SUB-SECTORES DE PESCA

No cumprimento das recomendações de Nova Política Pesqueira Nacional pensa que o Plano deve estabelecer as prioridades de acesso aos recursos marinhos da Guiné-Bissau. A classificação das prioridades para desenvolver as actividades pesqueiras na ZEE do país deve-se basear no grau de integração destas actividades com a economia nacional. Considera que os seguintes critérios poderiam ser consideradas no processo de distribuição dos recursos entre os vários grupos de sector das pescas:

- a) Nacionalidade de empresa pesqueira.
- b) Pavilhão dos navios de pesca,
- c) Grau de integração das actividades com a economia nacional:
 - Sociedades mistas de pesca.

Barcos afretados pelas companhias
guineenses,

- d) Actividades experimentais e de exploração pesqueira,
- e) Frotas estrangeiras operando no marco de
Acordo Bilateral de Cooperação Pesqueira,
- f) Barcos estrangeiros operando sem nenhum
Acordo de Cooperação.

Dadas as dificuldades que atrás mencionou pensa que os níveis sugeridos de Rendimento Sustentável tem o carácter puramente preliminar e sirvam como um exemplo de definição inicial do RS. Os montantes de RS não devem ser considerados como Quotas. Avançou alguns números que considera poderem ser a quota para certas espécies, para discussão entre os participantes. Passando de seguida ao ponto dois.

2) Renegociação dos Acordos Internacionais de Cooperação Pesqueira em bases mais realistas.

Começou por fazer uma avaliação das opções que segundo ele deveriam ser consideradas pela parte guineense na área de relações internacionais.

Pensa que o Governo da RGB se confronta com a difícil tarefa de reduzir as quotas (Captura Admissível Total - TAC) de camarão, cefalópodes e peixe demersal e o correspondente esforço medido em Tonelagem de Arqueação Bruta (TAB) e por conseguinte o número de barcos - correndo alto risco de ver cortado a compensação financeira dada pela UE. Considera porém que uma vez que os recursos de camarão estão claramente dizimados, a redução por parte do Governo da RGB do esforço pesqueiro da UE parece plenamente justificada.

Segundo o Professor Kaczynski para o país diminuir ou até eliminar o impacto da redução da receita orçamental que poderá resultar da tomada desta decisão - redução do esforço pesqueiro - o Governo pode considerar algumas opções. Lembra porém que qualquer uma destas opções requer negociação adicional e portanto a possibilidade de ser rejeitada pelos parceiros estrangeiros: Mencionou as seguintes opções:

- a) Fixar um valor maior para as licenças de pesca do atum.

- b) Reexaminar e solicitar o pagamento da compensação por cada tonelada de atum capturado pela França e Espanha durante 1992 a 1994 nas águas da RGB.
- c) Solicitar o pagamento pela captura de atum durante os dois últimos anos (que segundo o Acordo de Cooperação Pesqueira entre o GOGB e a UE deveria ser compensado).
- d) Negociar com a China Popular os pagamentos pendentes das licenças de pesca durante 1993.
- e) Acordar com UE uma compensação pelo esforço excessivo usado na pesca do camarão durante 1993 - 1995, que segundo o Acordo de Cooperação Pesqueira deveria ser compensado.
- f) Reexaminar o assunto de pesca accidental pelas frotas de EU: durante a pesca de camarão (espécie alvo) eles capturam de 30 - ate 50 % de cefalópodes e peixe demersal. Questão é se para esta pesca os armadores da UE deveriam comprar as licenças adicionais.
- g) Uma vez que a UE prefere não fornecer peixe para consumo interno. o Governo pode solicitar uma verba adicional de compensação para promover o desenvolvimento da pesca artesanal - a fonte mais importante de peixe no mercado da RGB.
- h) Outras compensações (apoio ao programa de fiscalização, apoio institucional ao Ministério podem também ser negociados com UE.

Findo a sua intervenção passou-se a palavra ao **Professor Fluharty**, para falar dos conceitos básicos do Plano Anual de Gestão dos Recursos Pesqueiros da Guiné-Bissau

Começou por falar da forma de **determinação da Captura Admissível Total (TAC)**

Disse que a gestão da captura na República da Guiné-Bissau faz uso da presumida relação entre o TAB (Tonelada de Arqueação Bruta) da embarcação de pesca e a sua captura média previsível. Essa medida pode ser

muito efectiva quando (ou onde) o conhecimento científico do stock for baixo e/ou a capacidade para realização de pesquisas científicas for limitada.

Infelizmente porém, nas suas palavras, a gestão através do TAB dá azos a incorrecções e resulta frequentemente em sobrepesca. Isto porque, o acesso à pesca com base no TAB, é como se se obtivesse licença para capturar a maior quantidade possível com o menor respeito pelo estado do stock.

Em muitos países, a pesca é gerida por sistema de quotas. Nesse sistema, não se controla a quantidade do esforço de pesca mas sim a captura total. Este método de gestão tem a vantagem de permitir o livre acesso a pesca enquanto está a desenvolver-se mas pode facilmente resultar em sobre-capitalização da frota pesqueira.

Quando há um número excessivo de barcos querendo ter acesso à pesca, a competição por quota pode causar breves sizões e outros problemas. Combinando a gestão do esforço de pesca com o limite sobre a quantidade de peixe medido através do sistema de captura admissível total (CAT) pode-se obter uma pesca eficiente e sustentável.

A grande questão que se levanta, é como determinar CAT quando o nível de informação é limitado. Isso porque o CAT é determinado usando a melhor informação científica disponível. Idealmente para se fixar a captura admissível CAT, é necessário conhecer a biomassa total do stock de peixe, a sua estrutura populacional e a sua relação ecológica o que são conhecidos somente através de pesquisas científicas. Nas situações em que tais dados não são disponíveis ou em que a sua fiabilidade é questionável, os gestores de pesca devem usar as suas experiências profissionais para determinar a melhor estimação de captura que pode ser suportado pelo recurso.

Nessas condições, o gestor de pescas pode obter informações úteis através de uma variedade de fontes científicas e outras fontes indicativas que o ajudem a confirmar ou negar as tendências do nível populacional.

Este tipo de gestão de captura onde a CAT estimada é feito sistematicamente e documentado por um período de anos, fornece uma forma razoável e defensável de estimar o nível de stock.

A gestão pela CAT é mais útil para os stocks de peixes demersais que vivem muitos anos mas podem também servir de via de abordagem para a gestão do Atum, pelágicos, camarão e cefalópodes nas situações de pouco ou nenhuma informação científica independente.

Muitas literaturas de gestão pesqueira fazem referência a captura máxima sustentável (CMS). Este conceito perdeu a sua validade como padrão para a gestão de pesca. Contudo, ainda tem utilidade teórica e é útil como instrumento pedagógico. A produção sustentável é considerado como um objectivo de gestão pesqueira.

A captura admissível total, (CAT) é usado para gerir a pesca, fornecendo quotas orientadoras a ser usado para proibir a pesca quando essa CAT é atingida. Assim, as capturas são geridas de perto. Quando a frota captura ou projecta capturar o CAT, a pesca adicional é proibida. Isto preveni a sobrepesca que eventualmente acontece no quadro do programa de concessão de licenças sem limitação de captura (fixação de quotas).

Considerações a ter em conta na determinação da captura admissível total (CAT):

- 1º determinação da biomassa : (se não for possível então)
- 2º considerar a vida histórica das espécies;
- 3º examinar a estrutura biodinâmica das espécies;
- 4º considerar as relações ecológicas;
- 5º considerar a captura corrente (todas as capturas, industriais, artesanais, ilegal, acidental);.
- 6º examinar tendências nas capturas (para todos os anos disponíveis);.
- 7º analisar tendências por unidade de esforço.

- 8º examinar tendências, no tamanho, comprimento, e peso dos peixes capturados (as observações são feitas pelos observadores ou no mercado se o pescado é desembarcado na Guiné Bissau).
- 9º examinar tendências na composição das capturas, quando houver mais de uma espécie capturada.
- 10º avaliar as condições naturais (clima, padrão da corrente, etc.).
- 11º utilizar os conhecimentos dos pescadores (artesanal e industrial).
- 12º considerar factores social, económico e político.

Esses dados e outros tipos de informação são usados num estilo de gestão "adaptativo" para ajustar a quantidade da captura admissível CAT. Isto significa que os gestores de pesca, através dum Plano Anual de Gestão, examinarão os resultados das suas decisões e decidirão que alterações deverão introduzir, como por exemplo decidirem que a captura admissível CAT deve ser fixada a um nível inferior se se observar declínio real nas capturas.

A captura admissível CAT poderia ser aumentada se, por exemplo, as capturas por unidade de esforço ou o tamanho do peixe estiverem aumentando; ou se os pescadores observarem alta densidade relativo à experiência anterior. A captura admissível CAT poderia ser diminuída se a CPUE diminuir, se o tamanho diminui ou se os pescadores observarem declínio na abundância.

A captura admissível CAT estimada não é muito precisa e por isso é expressa como um intervalo de valores, por exemplo, a população de peixe pode ser estimada em um mínimo de 2000 toneladas e num máximo não superior a 3000 toneladas. Normalmente, o ponto médio do intervalo acaba sendo a estimativa da captura admissível CAT. Nesse caso, seria 2.500 toneladas.

Os objectivos da gestão pesqueira pode afectar a fixação da CAT. Apresentamos os seguintes exemplos:

Para reconstruir os recursos sobre-pescado, a captura admissível CAT pode ser fixado a um nível inferior do que deveria ser de acordo com o

- indicado pela tendência corrente nas capturas, dado que essa tendência foi produzida em situação de sobre-pesca.

Para reduzir o nível de stock das espécies que competem com outras espécies de maior valor, o nível de captura admissível CAT da espécie que se pretende reduzir deve ser aumentado.

A captura admissível CAT pode ser modificado por factores socio-económicos como por exemplo:

O tamanho de captura - peixes muito pequeno ou peixes muito grandes pode ser antieconómico no que respeita ao seu processamento, assim, a captura admissível CAT seria ajustado para produzir o tamanho desejado do pescado.

A quantidade capturada - muita captura pode provocar uma queda nos preços no mercado para as espécies tornando-se assim não rentável a sua pesca.

Porém, factores socio-económicos e políticos podem afectar as quantidades do pescado. Um exemplo disso é a decisão da Rússia de não mais pescar nas águas da Guiné Bissau. Como resultado dessa decisão a captura total parece baixar para algumas espécies, isso poderia ser uma indicação de sobrepesca enquanto que na realidade é resultado duma decisão de não pescar feita pelos Russos.

O processo de fixação da captura admissível CAT fornece uma via sistemática em que se organiza e avalia informações sobre o nível adequado de pesca duma determinada espécie ou grupo de espécies. Quando dados de pesquisa científica não são disponíveis e quando as relações ecológicas não são conhecidas, o tipo de processo de fixação da CAT apontado aqui fornece uma solução claramente preferida por usar uma abordagem simples de limitação do esforço ou de limitação das quotas.

Antes de terminar a sua intervenção deu exemplos de países que tomaram medidas no sentido de inverter a forma como os seus recursos halieuticos eram explorados, tendo realçado o exemplo do Alasca.

Seguidamente **passou-se aos debates** em que o ponto que causou maior polémica foi a questão levantada pelo Professor Kaczynski sobre se não seria de considerar a possibilidade de haver penalização ou cobrança adicional na licença quando houvesse muita pesca acidental no caso das licenças para pesca de camarão.

Outra questão foi se se deveria ou não haver quota para a pesca do atum uma vez que se trata duma espécie migratória.

Foi ainda e mais uma vez levantada a questão da fiscalização como sendo imprescindível para a implementação de qualquer programa de gestão dos recursos halieuticos e também a necessidade de se proceder a novas pesquisas para a avaliação da biomassa guineense.

TRADE & INVESTMENT PROMOTION SUPPORT PROJECT (TIPS)

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INFO MEMO

TO: Michael Lukomski, Director, USAID/Bissau

FROM: John D. Blacken, TIPS National Coordinator

DATE: July 17, 1995

SUBJECT: Fisheries Policy: Objectives, Activities and Progress

REF: 1995/96 Workplan TC 1 B 4 AEPs a. through n. and r.

SUMMARY

TIPS work with fisheries sector policy started with the general objective of creating conditions under which Guine-Bissau will:

- increase domestic private sector participation in industrial zone fishing;
- increase foreign private investment in on-shore processing and export activities in joint-ventures with Guineans;
- generate more income for Guinea Bissau from the fisheries resource;
- ensure sustainability of marine resources through improved management of the resource.

The work has proceeded during 1994 and 1995 with two internationally recognized fisheries specialists, Dr. Vlad Kaczynski and Dr. David Fluharty, both from the University of Washington's School of Marine Affairs, supplemented by local fisheries specialists and TIPS staff support.

A two-part sector study "Novas Orientações de Política Pesqueira Nacional", contained an analysis of the status of the fisheries resource and Guinean management of the declining resource, plus recommendations for policy changes which would increase domestic private sector participation in the harvest of seafood while increasing the country's overall income from fisheries. The process of carrying out policy change is complicated as it involves changing not only GB's overall policy, particularly that concerning licensing, but also renegotiating the various fishing agreements that the GOGB has with the European Union and other countries. Change is further complicated by the depth of the dependency (about 45% of government receipts) of the GB treasury on revenues derived from foreign fishing.

GOGB included in its Program for 1995 the major policy recommendations made by TIPS' consultants, including that of inviting private sector representatives to participate in negotiations of foreign fishing agreements. Private sector representatives have participated, together with

public sector and donor representatives in several roundtable policy discussions sponsored jointly by TIPS, the Fisheries Ministry and the National Association of Fishing Firms (ANEP).

During the first half of 1995 TIPS consultants concentrated on developing an annual Fisheries Management Plan (FMP) and on providing backup assistance during the March and June 1995 rounds of the GOGB's fisheries agreement negotiations with the European Union (EU). The GOGB's negotiators used the recommendations and backup data provided by TIPS (see Annexes). The next steps for TIPS action is to develop full Guinean ownership and understanding of the Fisheries Management Plan and provide training and assistance in developing the capacity to implement the FMP and to encourage private foreign and domestic investment in a national fishing industry.

Policy changes now underway are designed to create incentives for foreign and domestic investment in a national fishing industry, including investment in processing and export of fish from Guinea Bissau, although not complete, are already having an effect. TIPS contacted a potential fisheries sector investor who had explored possibilities in the past, but had found local conditions were not favorable for significant investment in on-shore facilities. After being informed by TIPS in early 1995 of the changes underway (copies of Kaczynski's report and the fisheries section of the GOGB Program for 1995 were sent to him), he visited Bissau for consultations with GOGB officials and TIPS, prepared a project proposal and feasibility study for a long-line fishing enterprise. It will be a Guinean registered company, with vessels under the Guinean flag, paying taxes, employing Guineans, and processing and exporting from Bissau. During a second visit he obtained assurances that implementation of the policy changes will continue and is in the process of obtaining written assurances of this. He has financial backing for a start-up investment of U.S. five million dollars, conditional upon the success of a brief trial period involving one long line boat and negotiation of a satisfactory agreement.

We anticipate that once the policy incentives for this kind of shore-based operation, and the GOGB demonstrates the will and ability to manage its fisheries resource on a sustainable basis, other foreign firms will follow.

End Summary

I. INTRODUCTORY COMMENT

This memorandum and accompanying annexes provide an overview of TIPS work with the fisheries sector during the past year. The documents been organized in two loose-leaf notebooks to assist TIPS keep track of numerous complex actions involved in fisheries policy change and implementation of the changes. Copies are being provided to USAID and the consortium members for information. Book One contains workplan pages and SOWs relating to fisheries sector work for 1994 and through June 1995, plus documents relating to work completed in 1994. Book Two contains documents relating to work during 1995.

II. OBJECTIVES

The broad objectives of TIPS work with fisheries sector policy reform remain as described in the summary above. However, the objectives have become more focussed as work has progressed. Thus TIPS is aiming at establishing a policy environment in which:

- Guinea Bissau receives a fair share of the value of seafood caught in its waters. In particular, this would include a rise in tuna license fees by about 20 times their present rate.
- Foreign boat owners will find it advantageous to form joint ventures with Guineans and begin on-shore processing and exporting operations in contrast to present patterns of operations.
- A domestic private sector fishing processing and exporting industry develops in Guinea Bissau.
- The government withdraws from commercial operations in selling fish, leaving the field to private sector operators.
- The Ministry of Fisheries develops the capacity to collect, analyze and use fisheries resource and catch data in making sound policy decisions, particularly those involving catch limits.
- The GOGB establishes an effective mechanism for coordinating and gaining maximum effectiveness from its limited maritime enforcement capacity.

III. ACTIVITIES DURING 1994

During 1994, TIPS consultant, Dr Vlad Kaczynski, conducted a fisheries sector study, including an analysis of the current state of GB's fisheries resource, made recommendations of actions needed to sustain the resource and develop a national fishing industry. This work was published in a two part study: "Novas Orientações de Política Pesqueira Nacional", Part I containing "Avaliação e Recomendações de Política Pesqueira em Relação aos Países Estrangeiros" and Part II "Promoção do Sector Privado e Desenvolvimento da Frota Pesqueira Nacional". The major policy recommendations of the reports were included in the fisheries sector of the GOGB's Program for 1995.

A TIPS local consultant prepared a draft "Lei Organica do Centro de Pesquisas Halieuticas" during December 1994/January 1995, which when implemented should provide an improved base for statistical analysis for the fisheries sector, including private operators.

IV. PERSPECTIVE ON 1995 ACTIVITIES

In addition to the STX consultant work, TIPS has carried out informal support and follow up work to implement the recommendations of the STX consultants. Following each stage of STX work, TIPS has briefed top officials to generate ongoing understanding and support for TIPS work in the fisheries sector, particularly concerning the difficult and controversial measures needed to establish catch quota while increasing license fees for those foreign vessels which do not provide any benefits to Bissau except license fees. For example, the follow-up to the most recent Kaczynski/Fluharty TDY (May/June) is underway. To date it has included the following briefings: Economic Adviser to the Prime Minister, Pedro Godinho Gomes on June 22; President Vieira on June 23; Minister of Finance on June 23; Secretary of State of the Presidency, Raimundo Pereira on June 26; and Prime Minister Manuel Saturnino da Costa on June 27. In addition, technical officials in several ministries have been briefed concerning the Fisheries Management Plan and need for the policy changes which would establish catch limits to ensure sustainability of marine resources, increase license fees for certain species, improved surveillance and renegotiate disadvantageous fishing agreements to increase benefits for Guinea Bissau.

The GOGB accepted the general policy recommendations of TIPS fisheries consultants. The overall policy recommendations were included in the GOGB's program for 1995 and in the approach used by the Fisheries Minister in negotiating the new EEC agreement for 1995-97. However, final decisions on catch limits for 1995 have not been made by the Fisheries Ministry. There are three reasons for this. (1) This is mainly because under the Structural Adjustment Program of the IRRD/IMF the GOGB must maximize receipts before the end of 1995; (2) indirectly linked to this requirement, commitments/license sales have already been made; and (3) during the fishing agreement negotiations with the EU, the EU negotiators resisted strongly the GOGB position calling for reduced fishing efforts by European fishing companies. Despite this the GOGB did obtain EU agreement to reduce the level of effort on shrimp vessels from from 11,000 TAB to 8,200 TAB, with a corresponding reduction in EU subsidy payments from ECU 12 million to 10.2 million. The fact that only modest gains in implementing a new management policy were achieved in the negotiations reflects the disparity in power between GB and the EU and GB's precarious financial situation. The positive aspect of this is that the GOGB has taken the first steps of gain control over the management of its fisheries resource.

V. FISHERIES WORK DURING KACZYNSKI'S MARCH 12 - APRIL 2, 1995 TDY

The March 12 - April 2, 1995 TDY had two main objectives. One was to develop a Fisheries Management Plan. The second was to prepare the GB negotiating team for GOGB/EU negotiations in March. These priorities were set on March 17 during a meeting with the Minister of Fisheries, the American Ambassador, the USAID Director, TIPS Coordinator and Dr. Kaczynski.

Due to the above, the March 12 - April 2 visit was essentially crash effort to put together the main concepts of a management plan, achieve some understanding of the plan by officials of the Ministry of Fisheries who were to participate in the negotiating effort, prepare the latter for the negotiating sessions by discussing all potential issues and arguments, and begin the process of

obtaining broad understanding and support for the policy changes by holding a private/public sector roundtable concerning the nature of the policy changes and necessary follow-up actions.

A. Specific accomplishments of the March 12 - April 2, 1995 TDY included:

1. A second draft Fisheries Management Plan (FMP), with catch quotas suggested by the consultant was prepared without, however, obtaining decisions from the Minister concerning catch limits. The STX consultants recommendations were based on the reported (and declining) levels of catches from 1990 through 1994. (Additional discussion of catch limits is contained in .)
2. Working group sessions were conducted on development of a management plan with a number of officials and intensive sessions were held on negotiating strategy. These training sessions succeeded in giving some orientation to the negotiating team, enabling them to resist the pressures, financial and others, applied by the experienced EEC negotiators.
3. Backup reference documents were prepared containing item by item comparisons of EEC fishing agreements with other countries with the previous GOGB/EEC agreement. Documents included previous catch statistics and estimated values of catches.
4. A roundtable conference, including a wide range of government private sector and donor representatives, at which the concepts in the draft management plan were thoroughly discussed. A report containing the substance and recommendations of the roundtable was prepared and distributed widely to government policy makers, private sector leaders and donors.
5. The consultant briefed TIPS and USAID on the management plan, accomplishments and problems encountered.
6. A trip report was submitted for TIPS and USAID.

VI. FISHERIES WORK DURING MAY 21 - JUNE 16, 1995 TDY

A. Objectives

The May 21-June 16, 1995 TDY focussed on (1) refining the FMP, (2) broadening and deepening Guinean understanding and creating "ownership" of the FMP, (3) preparing the Guinean delegation for the second round of EU negotiations which occurred in Brussels May 28-June 7, (4) training sessions concerning how to organize data for drawing conclusions on fisheries management and policy issues, (5) assessing future training and commodity needs of the Fisheries Ministry for implementing the management plan, and (6) a visit by Kaczynski to ICCAT in Madrid to obtain needed data on Atlantic tuna catches.

B. Accomplishments

1. Fisheries Management Plan

The draft Fisheries Management Plan (FMP) was further refined, using previously unavailable statistical information concerning 1994 catches and levels of effort (vessels and catch capacity data). However, the Fisheries Ministry did not make final decisions on catch limits.

During the first meeting with the Fisheries Minister the latter made clear that the levels of catch limits tentatively agreed upon during the earlier TDY would be exceeded. The reasons were that:

- 1) Continuing EU rejection of the concept of catch limits and insistence on retaining the right to employ a fleet of 11,000 metric ton TAB for shrimp;
- 2) EU insistence that any reduction in TAB from previous levels would result in cuts in the EU direct payment (subsidy for European boats) to the GOGB which under the new agreement was reduced from the 1993-95 level of over ECU 12 million to a level of ECU 10.8 million for 1995-97;
- 3) Pressure from the Ministry of Finance, generated by World Bank/IMF conditions that the GOGB must show greater income by October 1995, thus any reduction in the EU payment of ECUs would have serious consequences.

During the June negotiations the GOGB reduced the EU level of fishing effort for shrimp (as measured in TAB, i.e., catch capacity of vessels) from the EU's initial 11,000 mt demand to 8,200 mt. This represented a reduction of 20% from previous TAB limits. In return, the EU reduced ECU payments to the GOGB by 10%. Due to these circumstances, i.e., it is too late, TIPS believes it will be begin working in data, attitudes, and understanding so that implementation decisions can be included in a 1996 FMP.

2. Support of June 1995 GOGB/EU Negotiations

Kaczynski and his working group prepared:

- 1) Memorandum containing backup information for use in the GOGB/EU negotiations in Brussels, with statistical data and tables prepared by Kaczynski;
- 2) Recommendations for GOGB negotiators during the June meetings with EU in Brussels, with various options;
- 3) Assessment of financial implications of the various options (we have used this document in briefing Guinean leaders, ANP fisheries/agric commission and Ministry of Finance officials);
- 4) A summary evaluation of the new GOGB/EU agreement was prepared.

Comments on New EU Agreement

To understand what happened during the two rounds of GOGB/EU negotiations, one must be aware of two things. First, overall catch levels have been declining since 1990. Second, the catches reported to the Guinean Ministry of Fisheries by European vessel captains is probably only about one half their actual catches. Since 1990, the level of catches reported by EU community vessels in GB waters has been declining. Thus for shrimp the catch level reported by EU vessels dropped from nearly 4,000 tons in 1990 to about 2,800 tons in 1993. However, under the 1993-95 GB/EU agreement, the EU was allowed to have vessels with total catch capacity of about 11,000 tons of shrimp. Going into the 1995 negotiations, the EU position was that its vessels should retain the right for a catch capacity equal to that of the previous agreement. If catch levels are really as low as the European vessels are reporting, why would the EU be insisting on retaining a Level of Effort for nearly four times the actual tonnage of shrimp caught?

Concerning tuna, Guinean revenues from tuna licenses under the 1993/95 agreement amounted to 0.12% of the approximate market value of the catch. The EU/GOGB agreement provided that boat owners would pay (in addition to the initial license fee) \$20 per ton for each ton of tuna caught to the GOGB. However, this tonnage fee was not paid as European boat captains never provided any tuna catch reports to the GOGB during 1993-95.

During the June negotiations in Brussels, the TAB for EU vessels targeting shrimp was reduced from 11,000 metric tons under the previous agreement to 8,800 mt annually during the period 1995-97 -- a reduction of 20% -- was agreed. Thus at least the concept of catch quotas was included in the agreement. The negative side was that the EU reduced its compensation for shrimp licenses by 10% to ECU 10,800,000 for the two years.

On tuna, minor gains were also made in the new Eu/GOGB agreement on payments for licenses and catches. The GOGB put the EU on notice that GB will insist that EU boats will report tuna catches as provided under the agreements and the \$20 per ton for tuna caught must be paid. License fees for tuna rose from \$300 to \$1500 a year, thus raising Guinea Bissau's share of the total value of tuna caught in its waters from 0.12% to about 0.3%. Unfortunately, the gains still do not provide compensation comparable to that received by other countries. For example, ICCAT data show that the French, Spanish, and Japanese pay Pacific island states of Micronesia 5 - 7 % of the total sales value of tuna caught in their waters.

During the negotiation the EU claimed that the large seiners (catch capacity of 26 tons per day, crew of 40) catch only 75 tons per year. However ICCAT Madrid statistics (based on reports by member countries, including Spain and France) show that Spanish purse seiners report catches of an average of 13 tons per day per vessel in the waters of GB/Senegal, and that French seiners catch an average of 8 tons per day per vessel. ICCAT statistics also show that 58% of all tuna caught in the Atlantic Ocean are caught off the west African coast. Under the new agreement, 26 European tuna purse seiners will operate in Guinean waters, supplemented by 16 long liner or pole fishing boats. (For brief resume of other aspects of the GOGB/EEC agreement see Annex V.)

3. Training Activity

Kaczynski conducted several workshops during the first week of the TDY, mainly for participants in the EU negotiations but also including some personnel from other ministries. During the second and third weeks Fluharty, at times assisted by Kaczynski, conducted a series of training sessions, involving government, private sector and ANP members, concerning management plan implementation and use of statistics for management and policy decisions. The absence of some key officials (who were in Brussels) was an unavoidable circumstance.

4. Briefing of National Popular Assembly (ANP)

The Kaczynski/Fluharty team accompanied by TIPS personnel conducted two briefings on June 2 at the ANP. The first was with top ANP deputies including ANP President, Malam Bacai Sanha. The second more detailed 2 hour session was with members of the ANP's Agriculture, Fisheries and Environmental Commission (ANP members also participated in Fluharty's workshops).

5. Roundtable on Fisheries Management Plan

The June 9 roundtable focussed on the Fisheries Management Plan (FMP). Its 36 participants included public and private sector and ANP representatives. As with the second and third week workshop sessions, the roundtable lacked some key actors who were in Brussels. For those who had already worked on or been introduced to the FMP the roundtable provided an opportunity of acquiring additional depth of understanding and ownership. It was an opportunity for TIPS and the Ministry of Fisheries to present and explain the concepts and benefits of the FMP.

6. Assessment of Fisheries Ministry Training and Commodity Needs

Assessment was completed and will be included in final trip reports of the team.

7. Statistics from ICCAT

Enroute to the U.S. Kaczynski visited the International Commission for the Conservation of Atlantic Tuna (ICCAT) in Madrid and had access to ICCAT's files on reports of members countries's tuna catches and had meetings with ICCAT officials. He has provided two reports on his findings, including recommendations by ICCAT officials on how Guinea Bissau, acting together with other west African countries might best proceed in obtaining higher revenues from tuna and halting the depletion of the resource. (see ANNEX IV, part 4)

VII. INDICATION OF IMPACT OF POLICY CHANGES

One indication of the positive impact that policy changes are having and can have is exemplified in the recent visits to Guinea Bissau of a potential investor in a fishing enterprise, Theodore

Coumantaros. Coumantaros had visited GB several times in the past to explore possibilities of establishing a Bissau-based fishing and export firm. However, under GB's previous policy of allowing unrestricted access by foreign firms (which could take their catches for direct sale abroad without investment in shore facilities) and the consequent diminishment of the fisheries resource, he had been unable to obtain the necessary financial backing to form such a company. Early this year, TIPS informed him of the GOGB's inclusion of TIPS recommendations for a change in licensing policy and acceptance of the draft management plan. On the strength of the GOGB's policy changes aiming at ending the current licensing policy, including incentives to foreign investors in the form of reduced license fees for investment in national registered companies which employ Guineans and export from Bissau, Coumantaros developed a project proposal and identified financing--U.S. 5 million in start-up financing--and has made two visits to Bissau to negotiate arrangements for launching the enterprise.

Coumantaros' proposal is to establish a long-line fishing project in which all the project's fishing vessels will operate under the Guinean flag, be owned by a Guinean company, land all catches in Bissau, export fresh and frozen fish from Bissau, employ Guineans aboard the vessels and in shore facilities, and provide significant quantities of local quality fish for domestic consumption. In sum, this is the kind of project that TIPS fishing consultants have said will be attracted to Guinea Bissau if the policy changes are achieved. Coumantaros has been negotiating with the GOGB to obtain assurances that the policy changes will be implemented, thus guaranteeing a managed and sustainable resource. Coumantaros has made clear that he does not want to risk capital investment in boats and shore facilities if the current free-for-all depletion of the resource is allowed to continue. He is seeking a general reduction in export taxes--something TIPS has also been advocating. He plans to have a brief trial period with one long line boat to determine the potential daily catches. Assuming the trial period is successful and agreements are reached, he plans a start-up early next year.

LIST OF ANNEXES

ANNEX I - WORKPLAN DATA & SCOPES OF WORK, MAY 1994-JUNE 1995

1. Copy of pages 18-20 of TC1 section of 1994 workplan
2. Copy of pages 16-20 of TC1 section of 1995-96 workplan
3. Kaczynski SOW for TDYs May 19-June 6 & 7/24-8/15 1994
 - a) Djassi 5/24/94 STX support
 - b) Kassima 5/31/94 STX support
 - c) Morais Santos 5/31/94 STX support
 - d) P. Turpen 5/31/94 STX support
 - e) C. Vieira 5/31/94 STX support
4. Kaczynski SOW for TDY Nov. 23-Dec 11, 1994
5. A. Lopes SOW for Legislative Proposals, 12/94-1/95
6. Kaczynski SOW for TDY March 12-April 2, 1995
 - Tome Vaz 3/14-4/2/95 STX support
 - Tome Vaz - 2: 4/2-6/2/95 STX support (not completed, not paid)
7. Kaczynski SOW for TDY May 21-June 16, 1995

8. Fluharty SOW-for TDY May 28-June 11, 1995

ANNEX II - FISHERIES SECTOR ANALYSIS - 1994

1. **EXECUTIVE SUMMARY** of Parts I & II of "NOVAS ORIENTAÇÕES DE POLITICA PESQUEIRA NACIONAL"
2. TIPS STX Consultant V. Kaczynski's report "NOVAS ORIENTAÇÕES DE POLITICA PESQUEIRA NACIONAL"
Part I: Recomendações de Política Pesqueira em Relação aos Países Estrangeiros
Part II: Política de Promoção do Sector Privado e Desenvolvimento da Frota Pesqueira Nacional
3. Reports by STL Consultants:
 - a) S. Djassi: "Contribution to 'Novas Orientações da Política Pesqueira Nacional'"
 - b) J. M. Kassima: "Government Intervention in Fisheries Sector"
 - c) A. Morais Santos: "Evaluation and Action Plan for Fisheries Policy of Guine-Bissau" - private sector perspective
 - d) C. Vieira: "Evaluation of Situation of Artesanal Fishing"
 - e) P. Turpen: "Factors Affecting the Success of the Private Fishing Sector in Guine-Bissau"
4. Documents for June 10, 1994 Roundtable Discussion
 - a) Invitation & Program
 - b) List of Participants
 - c) Licencas por Especie Alvo, 1987-92
 - d) Evolução do TAB e Capturas das Frotas Estrangeiras, 1990-93
 - e) Actividades das Frotas Estrangeiras na ZEE da RGB, 1990-1993
 - f) Licenses Sold to Foreign Vessels: 1989-93
5. Documents Prepared for Fisheries Working Group Sessions beginning August 12, 1994
 - a) Pacote I: Plano de Acção sobre Relações Internacionais no Ramo das Pescas
Pacote II: --Desenvolvimento da Frota Nacional e Promoção do Sector Privado
--Projecto Piloto de Desenvolvimento da Frota Industrial Privada
--Acordo (model) de Leasing com Opção de Compra dum Barco Pesqueiro
Pacote III:--Gestao Integrada de Zona Costeira
--Desenvolvimento Sustentavel de Maricultura
6. Alberto Lopes' work Dec/94-Jan/95: "Lei Organica do centro de Pesquisas

Halieutico"

ANNEX III - DOCUMENTS PRODUCED DURING MARCH 12 - APRIL 2, 1995 TDY

1. Kaczynski Trip Report March 12 - April 2, 1995
2. March 30 Roundtable Documents:
Purpose of roundtable was to analyze the recommendations of "As Novas Orientações da Política Pesqueira Nacional, and to present and discuss concepts and recommendations for improving the management of Guinea Bissau's fisheries resources.
 - a) Programa do Mesa Redonda, 30 de Março
 - b) Recomendações para um Plano de Gestão dos Recursos Marinhos da Guiné-Bissau
 - c) Discussion Paper: "É Possível Gerir os Recursos Pesqueiros da RGB em Condições de Escassa Informação Científica?"
 - d) Summary of 3/30 Roundtable Discussion & List of participants
3. Second Draft Fisheries Management Plan for 1995, April 10, 1995
4. Documents Prepared by TIPS Consultants and Working Group for First Round of EEC Negotiations.
 - a) Proposta de Agenda para Negociações com CEE
 - b) Memorando Sobre Negociação do Protocolo de Acordo Entre a República da Guiné-Bissau e a União Europeia
5. Statistical Data collected and organized by Tome Vaz 3/12-4/2/95

ANNEX IV - KACZYNSKI TRIP REPORT AND SUPPORTING DOCUMENTS PRODUCED MAY 21 - JUNE 16, 1995 TDY

1. Kaczynski Trip Report May 21 - June 16
2. Agenda for May 24 Meeting with Fisheries Minister: "Conversação com Sr. Ministro das Pescas 24 de maio 1995"
3. Fax 6/16 Kaczynski/Blacken re "Informação sobre a pesca de atum nas águas da RGB (from ICCAT files)"
4. Fax 6/21 Kaczynski/Blacken with ICCAT recommendations re tuna
 - a) Translation of recommendations in 6/21 fax.
 - b) FAO data showing location of Atlantic tuna catches (58% off west coast Africa)

5. Programa de Formação: Desenvolvimento Sustentavel de Maricultura e Aquacultura na Zona Costeira da Guine-Bissau
6. Copy of Kaczynski/Fluharty Observations Concerning Impact of Structural Adjustment on Fisheries in Guine-Bissau, June 25, 1995.

ANNEX V - DOCUMENTS RELATING TO SECOND ROUND OF GOGB/EU NEGOTIATIONS, JUNE 1995

- a) Resumo das Recomendações para a Delegação de Guine-Bissau, em Bruxelas, June 1995
- b) Kaczynski Analysis of June 1995 GOGB/EEC Protocol
- c) Text of GOGB/EEC Fishing Protocol

ANNEX VI - FISHERIES MANAGEMENT PLAN (FMP) & RELATED DOCUMENTS

1. Highlights of Fishery Management Plan (FMP) for 1995 - 1996
2. Summary of concepts, implementation measures, and financial implications for Fisheries Management Plan (used for briefing ANP, Finance Ministry, and distribution to roundtable participants.
3. Third Draft FMP: Proposta do Plano Anual de Gestao dos Recursos Marinhos Vivos da RGB (this remains a draft as Fisheries Ministry has not yet decided on catch levels)
4. Next Steps: "O Processo de Revista Publica e Adopção do Plano Pelo Ministerio das Pescas (various activities undertaken during March/April and May/June are part of this process; however, this paper was prepared to assist the Ministry keep on track with ongoing activities.)

ANNEX VII - FLUHARTY TRIP REPORT AND TRAINING/COMMODITY-RELATED DOCUMENTS, JUNE 1995

1. Preliminary Report and Recommendations: David Fluharty
2. Announcement for Training Sessions Beginning June 1 re "Proposta do Plano Anual de Gestao dos Recursos Pesqueiros da Guine-Bissau" and list of participants
3. Guidelines for On-The-Job Training in Fishery Management, Policy and International Relations, by Drs. V. Kaczynski and David L. Fluharty, May 1995.

ANNEX VIII - DOCUMENTS RELATED TO JUNE 9, 1995 ROUNDTABLE

- a) Summary of June 9 Roundtable Discussion
- b) Program of June 9 Roundtable
- c) Discussion Paper: Determinação da Captura Admissível Total (TAC)
- d) Invitation and List of Participants

64

#7 - 5/21 - 6/11/95

SCOPE OF WORK

**FISHING POLICY: TRAINING FOR IMPLEMENTATION
OF 1995 MANAGEMENT PLAN
(TC1 B 4 k-n, r, v, w of second year Work Plan for period 1/1/95-6/30/96)**

I. WORK PLAN DATA

This assignment is being conducted under USAID/Bissau's Trade and Investment Promotion Support (TIPS) Project. The Strategic Objective of TIPS is:

to increase the levels of sustainable private sector economic activity (T&I) in Guinea Bissau's critical growth sub-sectors.

The Critical Growth Sub-Sectors (CGS) are:

The production, processing and marketing (domestic and export) of rice, cashews, fruits, vegetables, forestry and fish and fish products.

TIPS has several components aimed at achieving its Strategic Objective. This assignment is part of component TC1 "Trade and Investment Policies and Implementation Strategies". TC1's objective is:

To develop and ensure wide acceptance of priority T&I policies and implementation strategies for critical growth sub-sectors.

Under this component, TIPS, in conjunction with GOGB counterparts, TIPS shall develop, with input from the private sector, a list of priority areas for policy attention. Once priorities are set, TIPS shall assist by providing basic research to more closely define objectives and identify constraints to implementation. It will assist in developing implementation strategies, identification of winners and losers, involvement of disinterested bureaucracies, establishing mechanisms to gain private sector input and thus acceptance for the changes contemplated.

TIPS' TC1 is designed to achieve three outputs:

Output A: Improved understanding and acceptance among policy-makers of the principles of market economics and increased knowledge of sector-specific conditions existing in Guinea Bissau will be achieved.

Output B: Clear, consistent, economically sound and widely accepted policies to promote private trade and investment in the CGSs will be developed in conjunction with appropriate public and private sector interest groups.

Output C: Statutory, regulatory, judicial/administrative adjudication constraints to implementation of new policies identified and analyzed in conjunction with appropriate private and public interest groups or entities and action plans, including budgets, to remove constraints to implementation of those policies will be developed.

The work in this SOW will accomplish tasks specified under the Project Year 2 Work Plan for TC1, B 4-k,l,m,n,r,v,w. It is one of two SOWs for complementary work by a team of two fisheries specialists.

II. BACKGROUND

Previous TIPS work with the fisheries sector has produced a study (see "Novas Orientações de Política Pequeira Nacional: Parts I and II") which provides analysis of data, problems, environmental issues, identified local counterparts and possible solutions to problems. Among the latter were recommendations for policy change and actions needed to restore and preserve the fisheries resource, increase Guinean benefits, and increase Guinean private sector involvement in the fishing industry. This sector study provides recommendations and much of the data base for developing an overall Fisheries Sector Action Plan (a long-term strategy) and a Fisheries Management Plan for 1995.

The TIPS Workplan called for producing the Action Plan first and the Management Plan second; however, in response to a request by the Fisheries Minister, TIPS reversed the order of work by moving the Action Plan to second in priority and giving top priority to development of the 1995 Fisheries Management Plan. The reason for the change was that decisions had to be made early in 1995 concerning catch levels and criteria for use in renegotiating international fishing agreements. Negotiations on the EEC agreement began in March; a second round is scheduled for mid-June. The TIPS contractor provided backup assistance during the first round of negotiations. A draft of the Management Plan was produced. The Plan provides guidelines for catch limits, a varying schedule for licensing fees, and for re-renegotiation of fishing agreements. The next steps include training for Ministry of Fisheries staff in implementation of the Management Plan, inform a wider audience concerning the objectives of the Management Plan, assess the Fisheries Ministry's needs for commodity support to implement action plan. The work encompassed herein rolls together AEPs which parts of which were to be spread over three consulting visits.

III. OBJECTIVES

A. General Guidelines

This next phase of work with the fisheries sector has objectives centered around the draft Management Plan and renegotiation of international fishing agreements. First, the Management Plan will be thoroughly vetted with Fisheries Ministry officials and technicians, ensuring Guinean "ownership" of the Plan. On-the-job training concerning implementation of the Management Plan will be provided. A second aspect of training will involve teaching relevant Fisheries Ministry personnel how to use computers to analyze and draw policy conclusions from catch level data and other statistics. The two STX consultants will collaborate in this training which will facilitate implementation of the Management Plan. Training will cover topics such as to define catch limits, permissible number of vessels to be licensed, conservation measures, criteria for negotiating international agreements, role of a surveillance commission, how to translate statistical and scientific data into policy decisions, and how to calculate license and other fees. The STX contractors will assess the Ministry's needs for commodities needed to

support implementation of the Management Plan. A workshop including private sector representatives will enable private sector inputs to the Management Plan and ensure that they understand the implications and objectives of the Management Plan. Finally, as during the first round of negotiation with the EEC, the consultant will prepare supporting documents for use of the Guinean team during the next round of negotiations with the EEC.

B. Specific Tasks

1. In connection with the Management Plan the consultant will:
 - a) Present and explain in detail the draft Fisheries Management Plan (FMP), prepared on the basis of the document "Novas Orientações de Política Pesqueira Nacional" and subsequent inputs, to the fisheries working group, other Fisheries Ministry officials and relevant officials of other ministries, such as the Ministries of Finance and Commerce. (Note: This training will be supplemented by formal training conducted by a second member of the STX team. The formal training will include both some of participants from the on-the-job training, plus technicians from the Fisheries Ministry statistical departmenty.)
 - b) Conduct a seminar for Fisheries Ministry, other government, and private sector representatives concerning the planning, preparations, i.e., strategic management of implementation of the Management Plan.
 - c) Assess Fisheries Ministry needs for commodities to support implementation of Management Plan (This is to be jointly done with the second member of the STX team.)
2. In support of the Guinean delegation during the next round of negotiations with the EEC scheduled to begin June 14, the contractor will assemble and summarize data needed for backup of the Guinean team during these negotiations. This will include obtaining catch data from the International Commission for the Conservation of Atlantic Tuna (ICCAT) in Madrid.
3. The contractor will prepare a report which describes the work accomplished during the consultancy, including problems encountered, progress achieved, an evaluation of the Ministry's capacity to implement the Management Plan, and an annex listing recommended commodities needed for implementation of the Management Plan.

IV. LEVEL OF EFFORT

To accomplish the work described herein, the contractor shall spend three weeks in Guinea Bissau, beginning on May 21. TIPS and the contractor shall identify and contract two or three short-term locals to assist with the various tasks, particularly the tracking down of international fisheries agreements and other documents needed in support of the FMP. The contractor shall

be authorized two days work at ICCAT offices in Madrid after completion of his work in Bissau and shall transmit the information collected there to TIPS, and if the Guinean negotiating team is already in Brussels, to the team in Brussels. Following his return to the United States, the contractor is authorized five working days of effort to prepare his final report.

V. DELIVERABLES

1. On-the-job training sessions for Ministry of Fisheries personnel concerning development and implementation of the Management Plan and private sector representatives concerning the which has been prepared together with a fisheries working group (in Portuguese).
2. One seminar concerning implementation of the Management Plan for public and private sector participants.
3. A set of documents for use by the Guinean delegation in the next round of fishing agreement negotiations with the EEC.
4. Several working sessions to prepare the Guinean team for the June round of negotiations with the EEC.
5. Before completion of the mission to Bissau, the contractor will provide an oral briefing to TIPS and USAID on progress achieved, problems encountered and recommendations concerning follow-up actions.
6. An assessment and recommendations concerning the Fisheries Ministry's commodity needs (This document shall be an annex to the contractor's trip report.)
7. A trip report will be prepared and submitted to TIPS within 14 days after the contractor's departure from Bissau. The report shall contain an executive summary and an introduction, and at a minimum cover the topics describe in III. B. 3. above. An annex shall contain the assessment and recommendations concerning commodities. The report shall be in English. The document shall be in Word Perfect or Word and delivered in both hard copy and diskette.

VI. SUPPORT TO BE PROVIDED

TIPS will provide transportation to and from the airport. During the TDY, rental of a vehicle at a cost of up to \$35 per day is authorized. This vehicle will also provide transportation to the second member of the fisheries consultancy team (whose SOW is provided separately.) Office space at the TIPS site will be provided.

TC-134-r

PROJÉCTO DE APOIO E PROMOÇÃO DE COMÉRCIO
E INVESTIMENTO (TIPS), Guiné-Bissau

Resumo das Recomendações
para a delegação de Guiné-Bissau
negociando o

**Acordo de Cooperação Pesqueira
com a União Europeia 1995/97**

em Bruxelas , Junho 1995

Bissau
Maio, 1995

I. Aplicacao de quotas (principio TAC) para pesca industrial (estranjeira e nacional) na ZEE da RGB

A RGB vai a gerir os seus recursos halieuticos usando o criterio TAC (Captura Admissivel Total - Total Allowable Catch) para fixar o esforco pesqueiro expressado pelo TAB (Tonelagem de Arqueacao Bruta ou GRT) e capacidade de captura de cada barco

1.1. Definicao tentativa das quotas/ano(TAC) para:

Camarao	-	4,000 t	,
Peixes demersais	-	50,000 t	
Cephalopodes	-	10,000 t	
Pelagicos		nao limite	
Atum	-	5,000 t	
Pesca accidental	-	%% ?	

1. TAC de CAMARAO:

1.1. TAC global = 5.000 toneladas

1.2. Distribucao das quotas entre varios interesses:

a) UE:

1. Quota anual = 2.500 toneladas de camarao, carangeijo e lagostas (como captura de UE durante 1994)
2. Um barco camaroeiro de UE captura um promedio de 166 toneladas/ano
3. O TAB promedio de barco camaroeiro e 252 TAB
4. Dias de pesca durante um ano - 266
5. Captura por dia (media anual) - 227 kilogramos
6. Numero de barco de UE para capturar a quota de 2.500 t durante um ano (166 t/barco) 15 barcos
7. TAB total de barcos camaroeiros da UE (15 x 252 TAB) = 3,757 TAB

2. China Popular

Para a China Popular aplica-se os mesmos criterios de venda de licencas e limites

de captura/esforço como para UE.

2.1. O MP vendeu 12 licenças anuais para a pesca do camarão

12 barcos x 166 toneladas de camarão por ano =

1.992 toneladas de camarão

3. Companhas nacionais ou baseadas em Bissau

O MP pode estabelecer uma reserva de TAC para todos os interesses nacionais e estrangeiros mais baseados em Bissau. Sugere-se a quota de 10% de TAC total para este fim, ou seja 500 toneladas.

4. Sumario de distribucao do TAC de camarão:

a) UE	2.500 t
b) China Popular	2.000 t
c) Companhas baseadas em Bissau	500 t
<hr/>	
Total	5.000 t

Inicialmente MP acordo-se de fixar a quota de camarão ao nível de 4.000 toneladas/ano. Por tanto existe uma forte evidencia que o nível do TAC = 5.000 t é aproximadamente 25% mais alto em comparacao com os resultados de pesca camaroeira durante 1994.

2. Peixe demersal

2.1. TAC global de peixe demersal = 50.000 toneladas

2.2. Pesca directa (licenças vendidas so para peixe demersal)

2.3. Pesca accessoria:

2.3.1. O calculo de pesca accessoria durante a pesca do camarão:

Durante 1994 os navios de UE capturavam:

2.393 t de camarão e	24%
4.378 t de peixe (pesca acessoria)	44%
3.147 t de cefalópodes (pesca acessoria)	32%
<hr/>	
Total: 9.920 t incluindo pesca acessoria = 7.525 t	76%

- a) Para cada tonelada de camarão a captura accidental de peixe e 1.8 t
- b) Para cada tonelada de camarão a captura accidental de cefalópodes e 1.3 t

2.3.2. Estimacao de pesca acessoria para o ano primeiro do Acordo 1995/97:

TAC de Camarao para UE = 2.500 toneladas	
Captura acessoria:	
Peixe demersal	4.500 toneladas
Cefalópodes	3.250 toneladas

3. Conclusoes:

A pesca acessoria de peixe e estimada ao nivel de 4.500 toneladas retidas nos poroes dos barcos de UE. Estima-se que um minimo de outras 4.500 toneladas e rejectada fora de bordo durante o processo de seleccao pelo o equipajem de cada barco.

Considerando o peixe rejectado a pesca accidental de peixe demersal seria ao nivel
de 9.000 ate 10.000 toneladas.

Para a pesca directa e acessoria de China Popular calcula-se que vai a haver as mesmam proporcoes de peixe e cefalópodes:

Pesca acessoria de peixe demersal: $2.000 \text{ t} \times 1.8 \text{ t} = 3.600 \text{ toneladas}$
cefalópodes $2.000 \text{ t} \times 1.3 \text{ t} = 2.600 \text{ toneladas}$

Considerando o peixe rejeitado a pesca
accessoria de peixe demersal seria

7.200 toneladas

2. Introduccao do criterio de Captura Total Admissivel
(Total Allowable Catch - TAC) e do criterio TAB. E importante de associar
o TAC e TAB para cada grupo de especie comercial e para cada frota:

Camarao, peixe demersal, cephalopodes e atum.
Peixe pelagico - sem limites - ate momento.

II. PESCA ATUNEIRA

O TAC para pesca atuneira :

5.000 toneladas - este nivel considera-se como
bastante alto. Para determinar este TAC seria necessario fazer investigacoes
em ICCAT - Madrid.

1. O valor de licencas pagas pelos paises estrangeiros por a pesca atuneira nas
aguas de 200 milhas da RGB e aproximadamente 1.000 vezes menor em comparacao
com as licencas recibidas pelos os paises de Pacifico Sul-Occidental.

2. Calculo de licencia de pesca atuneira:

Opcao I:

Valor de mercado do atum capturado e tratado: O valor de 1 tonelada do atum aleta
amarela = US\$ 1,200 CIF Italia.

Possibilidade a)

5% deste valor gera approx. US\$ 12,500 por barco (32 barcos
atuneiros)

O total para 32 barcos = US\$ 400,000/ano

Possibilidade b)

7% de valor de mercado indica a valor de licenca
de US\$ 17,500

O total para 32 barcos = US\$ 560,000/ano

Opcao II

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Os países ribereños do Pacífico Sur Ocidental aplicam o valor de licenza de US\$ 30,000 por barco atuneiro/ano

Se a RGB aplicaria este nivel a entrada total seria : US\$ 960,000

III. Posicao do Governo frente a possivel cambio de receita orcamental.

1. Reducao de TAB dos barcos camaroeiros da UE pode provocar diminucao de Compensacao de Bruxelas de 2 ate 4 milhoes de dolares. Resultado: Compensacao = 8,000,000 - 10,000,000 ECU.
2. Possibilidades de eliminacao deste deficit durante o periodo 1995/97:
3.
 - a) Incrementar a taxa de licenza para pesca atuneira ate um nivel de US\$ 30 - 35,000 por barco/ano. Vender licencas para todo ano e nao trimestralmente o outros periodos,
 - b) Renegociacao de condicoes de pesca para a China Popular :
 - * Incrementar o pago das licencas para a China Popular
 - * Privatizar o Produto Chinês
 - * Demandar devolucao de divida - o monto nao pago pela China Popular - ver documento de Política Pesqueira (TIPS) - approx US\$ 600,000
 - c) Fomecimento de peixe como parte de pago de licencia, pelos países de UE.
 - d) Soporte de desenvolvimento da pesca artesanal
 - e) Suporte administrativo
4. Renegociar as condicoes de acesso para a frota atuneira de Japao. Aplicacao de taxas iguais como em caso de UE.

4. ACORDO COM UE

- a) Referencia principal: o Acordo com Senegal (Acordo + Protocolo) Tambe o acordo com Angola: o primeiro país que ha introduzido TAC para camarao (5.000 toneladas) em Acordo com UE.
- b) Os pontos mais importantes do Acordo para negociacoes em

1. - Combinacao de TAC e TAB: Para cada TAC-seria necessario estabelecer o nivel de TAB e o numero de barcos que serao autorizados de aplicar para licenca de pesca,
2. Reducao das quotas e esforco:
A quota de camarao (2.500 t) indica que o TAB para camarao tem que ser reduzido aproximadamente 3 vezes.
O numero de barcos e so 15 - um drastica reducao do esforco.
3. Renegociacao de taxas de licenca para atum - (base: dados ICCAT),
4. Negociacao de pagos pendentes (camarao e TAB)
Uma verba de approx. 4 milhoes de dolares deveria ser paga pela UE por excesso de TAB para camarao durante 1993/95
5. Validade de licencas pesca: 6 meses e 1 ano.
6. Eliminacao de criterio TAB promedio anual.
7. Aplicacao de novas licencas de pesca atuneira em forma unilateral ja que a UE nao quer negociar em nome de armadores.
O Governo da RGB reserva o direito de aplicar novas taxas a partir \ de Junho 15, 1995.
8. Aplicacao de taxas de licenca mais baixas para camarao e outras especies no caso os armadores estrangeiros quisessen basear suas actividades pesquias no porto de Bissau.
9. Demandar relatorios estatisticos exactos e por cada mes para todos os barcos atuneiros. Aplicar as penalidades por nao cumprimento deste requerimento.
10. O pago de 20 ECU por uma tonelada de atum capturado durante 1993/95 - aclarar este assunto com delegacao de UE.