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The general objectives of the CSRP as per its founding act are:

- To harmonise common policies for conservation and exploitation of fisheries resources in the sub-region
- The adoption of common strategies in international fora
- To develop sub-regional cooperation for fisheries monitoring, control and surveillance
- To develop Member State capacity for fisheries research in the sub-region.

A significant restructuring of the CSRP was undertaken during the period 2008-2010, which has strengthened the institutional capacity of the organisation to fulfil its mandate and ensure its ability to be an effective partner to donors.

The CSRP core budget is funded by annual fees paid by Member States. CSRP has suffered from non-payment of fees. Whilst Senegal and Mauritania have usually paid their fees, Sierra Leone has not paid for several years. Guinea Bissau was several years in arrears until 2009. Total current arrears are estimated at still over US\$ 1 million. In addition, CSRP is currently implementing programmes on behalf of a number of multi-lateral and bilateral donors. Its capacity to act as an effective partner is greatly increased by the institutional reforms, and it is currently implementing programmes supported by GTZ, Netherlands and the African Development Bank. The World Bank (PRAO project) and the EU Funded MCS programme are of particular importance.

The European Union is one of the donors supporting the CSRP, with a programme to "Strengthening regional cooperation for the monitoring control and surveillance of fisheries activities within the zone of the Sub Regional Fisheries Commission (CSRP)". The programme is supported by the 9<sup>th</sup> Regional EDF for West Africa. The Financing Agreement was signed between the Commission on the 13 December 2006 and the UEMOA on the 21 June 2007. The project duration foreseen was originally four years. Programme value is EUR 7.29 million, of which EUR 5 million is to be contributed by the EU.

The overall objective of the programme is to "contribute to the economic and social development of the Member States of the CSRP through a rational exploitation of their marine resources". The specific objective is the "reduction of IUU fishing practices within the EEZs of the Member States of CSRP".

The expected results are:

- Strengthening the institutional capacities of CSRP for management and coordination in the area of MCS of fisheries activities
- Effective use of the sub-regional structures for the MCS of fisheries activities for the implementation of coordinated aerial and marine operations by UCOS
- The creation of conditions for the perpetuation and assumption of financial responsibility for the activities of fisheries MCS at the level of the CSRP

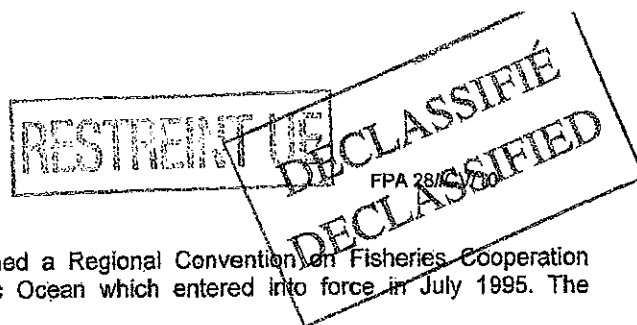
The project will support the implementation of several MCS campaigns in the EEZs of the Member States, as well as capacity building for the MCS department of the CSRP.

A more detailed treatment of the CSRP is provided in Annex 2 of this report.

### 3.4.3 COMHAFAT

The Ministerial Conference on Fisheries Cooperation among African States Bordering the Atlantic Ocean<sup>29</sup> held its first meeting in Rabat on 30 March to 1 April 1989. It brought together for the first time on the African continent 22 states located on the Atlantic coast from Morocco to Namibia at the level of Ministers responsible for fisheries. Cape Verde has been a member of the conference since the beginning.

<sup>29</sup> Also known as the African Atlantic Fisheries Conference



The Member States have adopted and signed a Regional Convention on Fisheries Cooperation among African States Bordering the Atlantic Ocean which entered into force in July 1995. The Conference Objectives are:

- o To promote active cooperation and structured planning and development of fisheries in the region;
- o Develop national economic sectors on the basis of direct and induced effects resulting from exploitation of fisheries resources;
- o Develop, coordinate and harmonize their efforts and their capacity to maintain, operate, develop and market their fishery resources;
- o Strengthening solidarity with African States and landlocked and geographically disadvantaged countries in the region.

COMHAFAT has struggled to make an impact since it has not had an established headquarters, or a regular income. However an Agreement was made in October 2009 with the Government of Morocco to set up the secretariat in Rabat. At the same time COMHAFAT signed a MoU with the Japanese Overseas Fisheries Cooperation Foundation (OFCF) which includes an agreement that Japan will provide a fund of US\$ 890,000 to be implemented by OFCF to support development projects for the sustainable use of fisheries resources in African countries bordering the Atlantic. The establishment of a new headquarters and linkage to a funded development programme are expected to give a new impetus to the COMHAFAT as a regional fisheries development body.

### **3.5 Compliance with conditions for international trade**

#### **3.5.1 Sanitary conditions for trade in fishery products**

The Competent Authority for sanitary controls in the fishery sector is the DGP. At present, two freezer vessels (being Spanish owned purse seiners operating out of Abidjan under the Cabe verde flag) and three shore based establishments (Salsesimbra, Frescomar and Complexo De Pesca De Cova Inglesa) are approved for export to the EU.

A mission by DG SANCO in December 1998 had identified a number of serious deficiencies which resulted in Cape Verde being deleted from the list of countries permitted to export fishery products to the EU market (Commission Decision 2000/17/EC of 14 February 2000). A subsequent mission by FVO in July 2002 found that there had been some improvement in the application of sanitary controls in compliance with EU requirements, but that there were still some deficiencies in place. Following the receipt of guarantees that these had been addressed, in 2003 the Commission placed Cape Verde once again on the list of permitted supplying countries<sup>30</sup>. The FVO did not make any further inspections until January 2009. This mission once again found a number of significant shortcomings in the implementation of effective hygiene controls, particularly in relation to heavy metals and histamine sampling and testing, and in identification and correction of obvious negative conditions during inspections. The mission concluded that the CV authorities could not guarantee that conditions were at least equivalent to EU requirements. Following these conclusions, a nine-point action plan to address the FVO recommendations was developed by the DGP and accepted by the Commission. This set out a series of actions in relation to upgrading legislation, sampling and analysis of histamine in tuna products, inspection of fishing vessels, application of official controls in relation to sensory, microbiological and chemical checks, accreditation of testing laboratories, revision of the list of establishments and freezer vessels approved for export, use of the correct certification forms, and better controls over the issue of certificates.

Significant work has been undertaken during 2009 and 2010, including, activities funded by the FPA funds, as well as activities under the SFP programme and projects implemented by Spanish Technical

<sup>30</sup> Commission Decision 2003/763/EC of 15 October 2003 laying down special conditions governing imports of fishery products from Cape Verde

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Cooperation (see Section 3.6.1). In particular there has been a significant upgrade of the Official Laboratory for Fishery Products (LOPP) operated by DGP, with introduction of new equipment for histamine analysis, recruitment and training of staff and implementation of an action plan which will result in accreditation of microbiology and chemical testing. The main issue is that the existing service is provided within INIDA (National Institute of Research and Agricultural Development) and the site is poorly located (on the island of Santiago, and outside the capital). DGP is in the process of constructing a new laboratory within its own control, adjacent to INDP on Mindelo. The design study is completed and construction tenders were published in mid-2010. Construction is expected to be completed by end 2011, and the new laboratory is expected to be operational during 2012. Accreditation of the laboratory will therefore be delayed.

In the meanwhile, a follow up mission by the FVO is scheduled to take place in September 2010, which will assess the extent to which the deficiencies identified by the 2009 mission have been corrected.

During the period of the evaluation there have been two alerts regarding Cabo Verdean fishery products under the EU's RASFF system (which notifies Member State Authorities of the presence of non-compliant consignments of food products placed on the EU market). One was with regard to excessive level of mercury in blue shark (in 2008), and the other in relation to spoiled skipjack tuna in 2010. These events are not considered to be evidence of failures in sanitary controls.

### 3.5.2 IUU Catch certification

The newly adopted Council Regulation 1005/2008 foresees *inter alia* that as from 1<sup>st</sup> January 2010 all imports of fisheries products into the EU must be accompanied by a catch certificate (Art. 12). Through this instrument the competent authorities of the flag state country of the vessel catching the fish will certify that the catches concerned have been made in accordance with applicable laws, regulations and international conservation and management measures. The regulation requires that the catch certificate shall be validated by a competent authority of the flag state of the catching vessel. The notification to the Commission from Cape Verde regarding the competent authorities was provided before the end of 2009, and was operational from 1 January 2010. The nominated competent authorities are shown in Table 19.

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**Table 19: Nominated Competent Authorities in Cape Verde for functions concerning implementation of Council Regulation 1005/20091**

| Function (as defined in Article 20(1) and (2) and Annex II of the IUU Regulation 1005/2009  | Nominated Competent Authority   |
|---|---|
| 1. Registration of fishing vessels under the flag of the Flag State   | Instituto Marítimo Portuário  |
| 2. Granting, suspending and withdrawing licences to the fishing vessels of the Flag State   | Direcção Geral das Pescas   |
| 4. Control and enforcement of laws, regulations and conservation and management measures  |   |
| 6. Communication of a sample form of the catch certificate in accordance with the specimen in Annex II  |   |
| 7. Updating the notifications to the Commission.  |   |
| 3. Attesting the veracity of the information provided in the catch certificates referred to in Article 12 and for validating such catch certificates            | Direcção Geral das Pescas et Instituto Nacional de Desenvolvimento das Pescas |
| 5. Verifications of catch certificates to assist the competent authorities of Member States through the administrative cooperation referred to in Article 20(4) |   |

<sup>1</sup> on measures to prevent, deter and eliminate illegal, unreported and unregulated (IUU) fishing

### 3.5.3 Rules of origin

The DG Customs within the Ministry of Finance is responsible for recording and notifying origins of imports and exported goods, and for validating the certification of origin in respect of exported goods. A detailed treatment is outside the scope of this report, but from the evidence presented in section 3.3.2 it appears that controls are not effectively applied, which raises concerns regarding the controls of origin required for implementation of the sanitary and IUU measures described above.

## 3.6 Donor support matrix for the fisheries sector

### 3.6.1 Spanish Development Agency (AECID)

AECID (Agencia Española de Cooperación Internacional para el Desarrollo) is the Spanish Agency for International Development Cooperation. It works in Cape Verde on both a bilateral and a regional basis.

#### AECID national programme

The interventions undertaken in recent years are described in the following paragraphs.

In 2005 and 2008, a national project supported improvements to the INDP laboratory in São Vicente, in terms of equipment, training and upgrading of tests to the accreditation standard ISO 17025. The value of this intervention was EUR 172,000 in 2005 and EUR 250,000 in 2008.

In 2006, support was provided to the fishing community of Salamansa (at a value of EUR 105,000). The intervention supported fishermen with donation of some equipment and training for seasonal alternative sources of income.

In 2007, a project was implemented for sustainable development of the artisanal fishing and coastal communities of the Island of Maio (value EUR 184,385). The interventions promoted and strengthened fisheries associations, undertook training and advised on the sustainable management of the fisheries

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resources. Conservation and rural tourism programmes were supported, implemented by the city council of Maio and INDP.

In 2010, AECID launched the Project "Operational plan for the development of the artisanal fishery sector of Cape Verde". This plan sets out a series of activities with the objective of improving the standard of living of the artisanal fisheries communities with a focus on improved productivity, profitability and environmental sustainability and food safety conditions. The expected results are:

- o Improved technical capacity of sectoral management institutions
- o Increased capacity for self-management by the artisanal fisheries sector
- o Improved cooperation between sector institutions
- o Improved profitability in the value chain.
- o Improved research capacity
- o Improved hygiene conditions in production and distribution

There is no infrastructure investment foreseen, and the project focuses substantially on building capacity of institutions and fishery sector organisations, with substantial training and extension inputs. The duration of the project is two years and it has a budget of EUR1 million, although co-finance is also sought from other development partners.

**NAUTA regional programme**

AECID has also financed a regional programme "NAUTA" to support fisheries development and management in Africa which has included the participation from Cape Verde in several activities (see Table 20). Note that the funds used for the various activities in Table 20 have benefited participants from several countries.

**Table 20: Activities financed by AECID in the context of the regional programme NAUTA**

| Activity                                    | Beneficiaries  | Period    | Funds allocated to Cape Verde (EUR) |
|---|--|-----------|-------------------------------------|
| Training and equipment in fisheries control | Guinea Bissau, Cape Verde, STP                                   | 2006-2008 | 144,871                             |
| Promoting fisheries associations            | Angola, Cape Verde, Guinea Bissau, Mozambique, STP               | 2006-2009 | 340,314                             |
| Definition of fisheries operational plan    | STP  | 2009      | 14,990                              |
| IUU workshops                               | Guinea Conakry, Senegal, Morocco, Cape Verde, STP, Guinea Bissau | 2008-2009 | 78,566                              |

**3.6.2 Japan International Cooperation Agency**

The Complexo de Pesca de Cova Inglesa (CPCI) was constructed with support from JICA in 1998 and 1999. During 2008 and 2009 JICA gave further support to upgrade the CPCI facilities under the project "Extensão das Instalações do Porto de Pesca do Mindelo em São Vicente". The project was intended to address the problem of limited ice supplies to fishers in the island of São Vicente, especially since Interbase had ceased ice production in 2005, resulting in the CPCI facilities supplying ice in excess of design capacity. The capacity of ice production was therefore upgraded from 5 to 20 tonnes/day along with other upgrades to refrigeration equipment, structures, and associated training and installation of workshops. The result is an increase in ice supplies to meet estimated demands of up to 4,096 tonnes/year (up from the original design capacity of 1,889 tonnes). The value of the intervention was EUR 2.6 million grant funding from JICA, and EUR 10,500 beneficiary finance. In July 2010, the facilities remained closed whilst additional refurbishments were implemented by DGP to further upgrade the facilities to meet the EU sanitary requirements. The CPCI is expected to be reopened in August 2010.

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### 3.6.3 GEF/IDA West Africa Regional Fisheries Program (PRAO)

Known as the PRAO programme (from the acronym for its French name) this regional programme started in October 2009, and will run until 2014, with a total cost of US\$ 56.3 million (including 10 million in GEF grant, and US\$ 1.3 million from beneficiaries, the balance being World Bank IDA loan finance). The project will work in Cape Verde, Liberia, Senegal, and Sierra Leone and aims to increase sustainably the overall wealth generated by the exploitation of the marine fisheries resources of West Africa, and the proportion of that wealth captured by West African countries. The operation will strengthen the capacity of relevant institutions to govern and manage targeted fisheries, reduce illegal fishing and increase local value added to fish products.

There are four components to the project. The first component of the project is good governance and sustainable management of the fisheries. The objective of this component is to build the capacity of governments and stakeholders to implement a shared approach that will ensure that the marine fish resources are used in a manner that is environmentally sustainable, socially fair and economically profitable. The second component has the objective to reduce the illegal fishing activities threatening the sustainable management of the marine fish resources. The third component of the project is increasing the contribution of the marine fish resources to the local economies, by increasing the share of the value-added captured in the region.

The fourth component of the project is coordination, monitoring and evaluation and program management. The objective of this component is to support the countries to implement the program. The project implementation will be coordinated by the Sub-Regional Fisheries Commission (CSRP) and is integrated with the CSRP Strategic Action Plan. A national project implementation unit is to be established in each beneficiary state. A summary of the allocations by Component and source of finance is shown in Table 21:

**Table 21: Allocations and sources of finance for the West Africa Regional Fisheries Program Programme**

| Component  | Allocation (US\$) |             |            |             |
|--|-------------------|-------------|------------|-------------|
|  | IDA               | GEF         | Government | Total       |
| Good governance and sustainable fisheries management | 10.3              | 8.6         |            | 18.9        |
| Reduction of IUU fishing                             | 17.7              |             |            | 17.7        |
| Increased economic contribution of marine resources  | 11.4              |             |            | 11.4        |
| Coordination, monitoring and evaluation              | 5.6               | 1.4         | 1.3        | 8.0         |
| <b>TOTAL</b>   | <b>45.0</b>       | <b>10.0</b> | <b>1.3</b> | <b>56.3</b> |

In Cape Verde, the loan agreement with IDA was signed in August 2009, and the national PIU for this project was established in 2010. No implementation activities have yet been established. However the planned interventions and disbursements (totalling US\$ 8 million) are as follows:

| Component 1. Good Governance & Sustainable Management of the Fisheries                              |   |         |     |
|---|---|---------|-----|
| 1.1 Development of the Capacity, Rules, Procedures & Practices for Good Governance of the Fisheries |   |         |     |
| Registration of all fishing vessels   | Registration of all fishing vessels, operation and maintenance of vessel registry, database and equipment | \$0.1 M | GEF |
| Assessment of the status of key fish stocks   | Regulator biological and economic assessments of targeted fish stocks, e.g. spiny lobsters and coastal    | \$0.4 M | GEF |

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|   |   |                    |             |
|---|---|--------------------|-------------|
|   | demersal fish   |                    |             |
| Transparency and accessibility of fisheries management information  | Development, installation and operation of a fisheries management information system, linked to regional database, including ongoing data collection              | \$0.2 M            | GEF         |
| Preparation and implementation of fisheries management plans  | Technical assistance and consultations, to support review and revision of the 2004 – 2014 management plan, and revisions to the legal framework                   | \$0.4 M            | GEF         |
| <b>1.2 Introduction of Fishing Rights</b>   |   |                    |             |
| Introduction of fishing rights through a system of co-management  | Creation and implementation of pilot co-management groups in the coastal fisheries, for the management of coastal demersal species and spiny lobsters             | \$0.5 M            | GEF         |
| <b>1.3 Adjustment of Fishing Effort and Capacity to more Sustainable Levels, Introduction of Alternative Livelihoods where Needed</b> |   |                    |             |
| Transition of small-scale fishers and fish processors to alternative livelihoods  | Training, technical assistance and small goods and equipment to support youths in fishing communities to develop and implement SMEs outside of the fishing sector | \$1.3 M            | IDA         |
| <b>Component 2. Reduction of Illegal Fishing</b>  |   |                    |             |
| <b>2.2 Monitoring, Control and Surveillance (MCS) Systems</b>   |   |                    |             |
| Implementing sustainable surveillance systems   | Technical assistance for development of sustainable financing stream of fisheries management and surveillance   | \$0.1 M            | IDA         |
|   | Recruitment and training of fisheries inspectors and observers  | \$0.2 M            | IDA         |
|   | Goods and operating costs for functioning of VMS  | \$0.5 M            | IDA         |
|   | Support for participatory coastal surveillance of small-scale fisheries, including two coastal stations   | \$1.0 M<br>\$0.1 M | IDA<br>Gov. |
| <b>Component 3. Increasing the Contribution of the Marine Fish Resources to the Local Economies</b>                                   |   |                    |             |
| <b>3.1 Fish Landing Site Clusters</b>   |   |                    |             |
| Basic infrastructure at Santiago  |   | \$1.5 M            | IDA         |
|   |   | \$0.2 M            | Gov.        |
| Basic infrastructure at Sal   |   | \$0.2 M            | IDA         |
| Electricity and water supply at Praia   |   | \$0.1 M            | IDA         |
| Fish auction hall at Praia  |   | \$0.2 M            | IDA         |
| <b>Component 4. Coordination, Monitoring and Evaluation and Program Management</b>  |   |                    |             |
| <b>4.1 National Implementation</b>  |   |                    |             |
| Technical assistance for a national Project Implementation Unit (PIU) in DGP,   |   | \$0.4 M            | GEF         |

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|  |                             |         |     |
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| staffed by external and local project management specialists | DÉCLASSIFIÉ<br>DECLASSIFIED | \$0.4 M | IDA |
| Operating costs, goods and equipment for national PIU in DGP |                             |         |     |

### 3.6.4 EDF regional programmes

The 9<sup>th</sup> EDF supports an important regional fisheries project. This is "Strengthening regional cooperation for the monitoring control and surveillance (MCS) of fisheries activities within the zone of the Sub Regional Fisheries Commission (CSRP)". The Project will reinforce and harmonise the Monitoring, Control and Surveillance systems (MCS) in the region, covered by the CSRP. The total amount of the project is 7.2 M € (EC contribution: 5 M €). Activities were suspended pending a full audit of the CSRP and subsequent restructuring, and are now expected to start before the end of 2010. More information is provided in the presentation of the CSRP in Section 3.4.2 and Annex 2.

Another proposed project "Support for Fisheries Management in West Africa (AGPAO)" and was to be implemented by the CSRP, with the aims of harmonising fisheries policies of the Member states of the CSRP (with a budget of EUR 5 million). The Commission is currently considering whether to proceed with this project.

Cape Verde is also a beneficiary of the activities of two all-ACP projects. The Strengthening Fisheries Products Health Conditions programme is financed under the 8<sup>th</sup> EDF and provides support to ACP third countries to meet the requirements of the SPS measures for international trade in fishery products. The project assists ACP countries to establish sanitary controls in line with EU regulations 852/2004, 853/2004 and 854/2004. The SFP programme is due to close in November 2010. Cape Verde is also a potential beneficiary from the "Strengthening Fisheries Management in ACP countries" programme which is funded under the 9<sup>th</sup> EDF (EUR 30 million over 5 years). This Programme, which became operational in June 2009, is primarily designed to improve fisheries management in ACP countries and to reinforce regional cooperation for the management of shared stocks and the fight against IUU fishing. More details of the activities of these interventions in Cape Verde are provided below.

#### ***EU-ACP Strengthening fishery products health condition***

In responding to the findings of DG SANCO, Cabo Verde has been a beneficiary of the EDF regional programme "Strengthening Fishery product health Conditions in ACP Countries". As shown in Table 22, four missions were completed during 2010, with a total value of EUR 107,476. The major focus has been on the strengthening of the laboratory capacity of the Fish Quality Control Laboratory (LOPP), especially in relation to its planned move from INIDA on Santiago island to a new site on São Vicente (next to the INDP). A mission was also undertaken to assess infrastructure and training needs for the small scale fisheries and recommend plans of action.



Table 22: Missions by the SFP Programme in Cape Verde

| Module No.  | Date               | Mission Code | Value (EUR) | Title   | Main activities  |
|---|--------------------|--------------|-------------|---|--|
| Module 2: Strengthening existing testing laboratories and supporting technical institutes | Jan/ February 2010 | LT1026CPV    | 25,386      | Mission to Cape Verde to assess needs of the laboratory(ies) and testing services used by the Competent Authority, and to assist them following FVO mission of January 09   | <ul style="list-style-type: none"> <li>o review of DG SANCO findings from 2009 mission</li> <li>o asses technical capacity of the laboratories</li> <li>o review of official control undertaken by the CS</li> <li>o review of staff capacities</li> <li>o preparation of action plan to address deficiencies</li> <li>o identified future training and intervention requirements</li> </ul>                             |
|   | June/ July 2010    | LT1080CPV    | 26,548      | Mission to Cape Verde to improve the competences and management of the microbiological analytical services of the laboratory of the Competent Authority in line with the requirements of the EU requirements for the water and fishery products | <ul style="list-style-type: none"> <li>o advise on documentation for microbiological testing</li> <li>o advise on accreditation to ISO17025 in microbiological tests</li> <li>o training of lab staff on quality management systems.</li> <li>o training in microbiological analyses for fish and water</li> <li>o assistance in planning the development of laboratory service</li> </ul>                               |
|   | June/ July 2010    | LT1081CPV    | 28,902      | Mission to Cape Verde to improve the competences and management of the chemical analytical services of the laboratory of the Competent Authority in line with the requirements of the EU requirements for the water and fishery products        | <ul style="list-style-type: none"> <li>o updating of procedures manual for chemical analysis</li> <li>o preparation of documents accreditation to ISO 17025</li> <li>o advise to the CA in upgrading equipment</li> <li>o training of staff in chemical analysis / histamine tests</li> <li>o advise on laboratory quality management system</li> <li>o drafting technical specifications for lab technicians</li> </ul> |

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| Module No.  | Date            | Mission Code | Value (EUR)    | Title  | Main activities  |
|---|-----------------|--------------|----------------|--|--|
| 4: Strengthening national health control capacity | April/ May 2010 | ART040CPV    | 26,640         | Adoption of an action plan to take account of the current conditions in the small scale fishery sector of Cape Verde | <ul style="list-style-type: none"> <li>o review of handling and hygiene in the small scale fishery</li> <li>o assessment of current infrastructure (landing sites, ice plants, water supplies, sanitary facilities) in the sector</li> <li>o advise on the strategy for improved hygiene conditions</li> <li>o training of artisanal stakeholders</li> <li>o hygiene and handling</li> </ul> |
| <b>Total</b>                                      |                 |              | <b>107,476</b> |  |  |

Source : Coordination Unit, SFP- ACP programme, Brussels

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### ***ACP Fish II: Strengthening Fisheries Management in ACP Countries***

This programme is funded under the 9th EDF (with a value of EUR 30 million). The project was launched in June 2009, and is a 4.5-year programme. The aim of the programme is to improve fisheries management in ACP countries so as to ensure that fisheries resources occurring in the waters under the jurisdiction of these countries are exploited in a sustainable manner. ACP Fish II has been conceived as a decentralized programme, made up of a Coordination Unit in Brussels and 6 Regional Facilitation Units based in the 6 ACP regions, namely Western Africa (in Banjul), Eastern Africa, Central Africa, Southern Africa, the Caribbean and the Pacific.

In 2008 (when it fell under the remit of the MITM) the DGP submitted a request to the European Union that the ACP Fish II regional Programme support the DGP in:

- o Elaboration of strengthening fisheries policy
  - Revision of current fisheries legislation in the context of development of the sector.
  - Review and updating of the fisheries management plan (PGRP 2004-2014)
  - Elaboration of a plan to fight IUU fishing
  - Elaboration of a plan for adjusting fishing capacity
- o Reinforcement of MCS capacity
  - Support of implementation of experimental VMS system
  - Training of onboard observers
  - Training of fisheries inspectors
  - Support for fisheries control equipment
- o Support for strengthened fisheries research and statistical systems
- o Elaboration of policy regarding private sector investment in fisheries
- o Improved exchange of experiences with regional institutions and economic operators

Until now no specific interventions have been launched in relation to Cape Verde.

## **4 FISHERIES AND MARITIME POLICY FRAMEWORK**

### **4.1 Cape Verde Maritime and Fisheries Policy**

#### **4.1.1 Growth and Poverty Reduction Strategy Paper**

The importance of fisheries is expressed within the framework of the Growth and Poverty Reduction Strategy Paper<sup>31</sup>. This foresees five strategic pillars for economic growth and poverty reduction. The basic policies are: (i) growth and macroeconomic stability policy; (ii) decentralization policy; (iii) employment policy; (iv) agriculture development policy; (v) policy of maximizing the impact of productive sectors with a multiplier effect on employment; (vi) income distribution and social protection policy, and (vii) environmental policy. Fisheries is seen as one of the supply side sectors which are expected to be most dynamic (along with hotels, industry, energy, and construction), where projected growth will be driven essentially by private and public investment, and exports.

Fisheries is considered to provide a potentially important contribution to the reduction of poverty. The measures proposed are:

- o Promotion of the rational and sustainable exploration of fishing resources;
- o Modernization of the productive infrastructures by the introduction of new technologies;
- o Diversification of the production, reinforcement of the commercialization and upgrading circuits for sea products, with a view to the internal and external markets, especially through promoting transformation industries, for an added contribution of the sector to employment and exports;

<sup>31</sup> published by the Ministry of Finance and Planning, Government of Cape Verde, September 2004  
[http://siteresources.worldbank.org/INT/PRS1/Resources/CapeVerde\\_PRSP%28Sept2004%29.pdf](http://siteresources.worldbank.org/INT/PRS1/Resources/CapeVerde_PRSP%28Sept2004%29.pdf)

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- Reinforcement of the technical and professional capacity of the different actors in the sector for a participative follow-up and control, including sanitary and quality control of the fishing products.
- Creation of a label for the international identification of Cape Verde's products.
- Making the financing modalities, for the development of the fishing sector, adequate to the specific needs and characteristics of the sector (bank credit, Government subsidies, etc.);
- Development of aquaculture, contributing to the growth and productivity of the sector;
- Reinforcement of the regional, sub-regional and international cooperation, aiming at: i) a rational exploration and the oversight of the fishing resources; ii) the expansion of the fishing activities beyond the country's EEZ.

The paper further states that long-term growth and transformation strategy should stand on the advantages offered by the country's geographic location, taking advantage of the sea and the airspace. This calls for adequate air and maritime infrastructure, and the policy is therefore to support upgrading of the country's ports and airports. The strategy also calls for development of various sea-linked industries, including fish processing and commercialisation. The concept of development of fisheries cluster at the key ports of Mindelo (and to a lesser extent Praia) is in line with this policy.

#### 4.1.2 National Action Plan for the Environment

Cape Verde's environmental policy is expressed in the Second National Action Plan for the Environment II (known as PANA II)<sup>32</sup>, which covers the period 2004-2014. The main elements of the the policy are:

- defines the main environmental policy guidelines in the framework of the national and regional development policies;
- defines the institutional framework and the inter-sectoral coordination mechanisms;
- establishes the instruments for the execution of the environmental policy and ensure their complementarity;
- promotes the integration of the environmental concerns in the planning of the economic and social development.

PANA II takes a multisectoral and decentralised approach, and nine Inter-sectoral Environmental Plans (PAIS) have been developed, along with 17 Municipal Environmental Plans. The PAIS cover areas such as sustainable management of water resources, biodiversity, land use planning, and importantly fisheries. The results of the Plans are set out as:

- from 2004, to have closed seasons declared for coastal lobsters, marine turtles and molluscs
- from 2004 to train at least 250 fishers each year in conservation
- from 2004 to have in place legislation for control of fishing, including sports fishing, and national control plan adopted
- from 2006 to have elaborated a plan for marine protected areas and have in implemented a fisheries management plan

The fishery sector considerations therefore focussed on sustainable exploitation of the EEZ resources.

#### 4.1.3 Agriculture and fisheries policy

In 2004, the FAO supported the Ministry of Environment, Agriculture and Fisheries (MAAP) to develop a combined agriculture and fisheries policy. This was adopted by Government in 2005<sup>33</sup>. Following a

<sup>32</sup> General Directorate of Environment (2002), National Action Plan for the Environment, 2004-2014

<sup>33</sup> Agriculture Et Peche : Strategie De Developpement A L'horizon 2015 & Plan D'action 2005-2008

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detailed study of the agriculture and fisheries sectors, the main strategic vision 2025 adopted for the agriculture and fishery sectors was the "improvement of sustainable living conditions for rural populations (human, social, and economic) to bring about the reduction of rural poverty by 50%, with a simultaneous reduction in food and nutritional insecurity, both structural and seasonal".

A 10 years action plan (2005 to 2015) was proposed and adopted, with the objective of: (i) sustainable management of natural resources ii) increase, diversify and add value to agricultural and fisheries production, and iii) promote diversification of rural activities. At the sectoral level, in fisheries, the plan foresees a priority target of the modernization of artisanal fishing with research, promotion and dissemination of new technologies, and the strengthening of distribution chains and fish handling conditions. The plan also proposes the promotion of industrial fishing to allow Cape Verdean exploitation of the EEZ, with the introduction of new technology and investment to be supported by international institutions, in order to promote exports.

Specific implementation measures within the action plan are:

- o inventory of the status of fishing resources
- o promotion of the sustainable and participative management of coastal and oceanic stocks
- o promotion of responsible fishing
- o integration of the activities of fishing, processing and tourism
- o modernization of fisheries infrastructures and facilities for conservation, processing and marketing and quality control of fishery products
- o adaptation of sanitary standards and establishment of a quality control system
- o promotion of marine aquaculture
- o protection of the threatened species, such as the turtles and lobsters,
- o limitation/control of the taking away of sand in coastal area.

#### 4.1.4 Fisheries Resources Management Plan

In 2003, the DGP, with the assistance of the INDP promulgated a Fishery Resource Management Plan (Plano de Gestão dos Recursos da Pesca - PGRP), which sets of a strategy for this fishery sector for the period 2004 to 2014. The plan refers to the PRSP, the PANA II and the National Development Plan (2002-2005) and defines the specific objective of the plan "to increase the contribution of fisheries to the value of national production, the reduction of the deficit in the balance in payments, and to improving food security, quality of fishery products consumed, and increasing employment".

The plan covers different segments of the fisheries activities, with sections relating to industrial fisheries, artisanal fisheries, foreign fishing, sport and amateur fishing. In each case it sets out the problems to be resolved, the sub-sectoral objectives, the results to be achieved and the proposed activities. Specific measures are recommended with regard to conservation, management, research administrative and control requirements.

With regard to foreign fishing, the document considers that the problems to be resolved are:

- o research is not linked to the fishery activity (for example analysis of catch declarations)
- o deficient monitoring, controls and surveillance
- o inexistent inspection services and means
- o competition between foreign and national fishers (in that they target the same stocks, albeit in different zones), with lack of knowledge regarding interactions
- o licensed vessels do not respect access conditions (in particular catch, entry and exit reporting requirements)
- o lack of attention of the fishery on the part of the fisheries administration; lack of observer corps, sanctions not applied for non-compliance
- o lack of clearly defined strategy regarding the foreign fishing

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It establishes a number of specific policy measures with regard to foreign fishing operations, including:

- o Prohibiting the catch of live bait within 12 miles limits
- o Prohibition of fishing for demersal catches
- o Compliance with ICCAT decisions (e.g. regarding minimum sizes)
- o Banning the practice of catching sharks exclusively for removal of fins
- o Fixing a maximum number of licences (or tonnage), in line with ICCAT recommendations
- o Rigorous application of requirements for catch reporting (with scientific names)
- o Strengthened research and statistical data systems, especially in relation to sharks
- o Creation of a corps of to be employed aboard foreign vessels (25% of trips)
- o Study on bycatches in the surface longline segment
- o Creation of corps of inspectors
- o Putting in order a system of port inspections of foreign vessels before and after fishing
- o Training of fisheries administration
- o Establishing a programme of fisheries surveillance in collaboration with relevant authorities and within the framework of the CSRP

The plan was supposed to be updated in 2006 and 2010, coinciding in principle with election of new legislatures, but this was not specifically undertaken. However, in 2010, the SGP has produced an additional document within the frame of the PGRP, which sets out a shorter term action plan for implementation of a number of measures aimed at strengthening the economic contribution of fisheries to the national economy.

#### 4.1.5 Maritime policy

Being a remote archipelago, maritime communications and security are central to the national strategic interests. For centuries Cape Verde has been a major maritime hub, providing provisioning and fuelling services to trans-oceanic vessels, and more recently, aircraft. These services are still reflected strongly in the balance of payments.

There has been healthy growth recorded in the movement of merchandise and passengers, and the movement of containerized cargo, in particular, has grown at an average annual rate of 19.2% since 1995 (see Table 23 below).

**Table 23: Total movement in the ports of Cape Verde: 1995, 1996 and 2006**

|                                       | 1995           | 1996           | 2006             | Growth*<br>2006/1997 |
|---------------------------------------|----------------|----------------|------------------|----------------------|
| <b>Total Movement of Vessels (nb)</b> | <b>3.985</b>   | <b>4.766</b>   | <b>6.202</b>     | <b>6.4%</b>          |
| Coastal shipping vessels              | 3.313          | 3.861          | 5.087            | 4.8%                 |
| Long-haul shipping vessels            | 672            | 905            | 1.115            | 21.4%                |
| <b>Movement of merchandise</b>        | <b>655.55</b>  | <b>848.3</b>   | <b>1,712,405</b> | <b>9.5%</b>          |
| Coastal (tons)                        | 256.059        | 365.778        | 596.667          | 8.1%                 |
| Long-haul (tons)                      | 399.491        | 482.522        | 1,115,738        | 10.4%                |
| <b>Movement of Passengers</b>         | <b>273.914</b> | <b>450.673</b> | <b>676.646</b>   | <b>11.7%</b>         |
| <b>Movement of containers</b>         |                |                |                  |                      |
| Number of containers                  | 6.39           | 18.512         | 48.321           | 17.3%                |
| Movement of containers (tons)         | 49.242         | 137.875        | 403.901          | 19.2%                |

Source: ENAPOR cit. by Poverty Reduction and Growth Strategy Paper - II

\* Average annual growth rate

There are seven operational airports, three of which are international and four national. Good marine port facilities are available in Santiago (Praia) and Mindelo (São Vicente) but the infrastructure is aging and suffers from lack of capacity. There is a shortage of deepwater wharves and space/equipment for handling for containerized cargo, operational shortcomings and excessive red tape, resulting in increased transport costs. One of the main priorities in the transport sector is to maintain and develop

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Cape Verde's role as a shipping support platform and a regional air transportation hub. In addition there is a need to strengthen the inter-island transport of goods and passengers. Some of the planned developments (many underway) are:

- o Modernisation of port and airport facilities on the islands of Sal, Santiago e S.Vicent, particularly the harbours of Praia and Palmeiras
- o Improved maritime port services shall be supplied in coherent packages including other port products such as ship repair, supply of specialized labour, refrigerated warehousing, international vessel registry and passenger transport and international air cargo
- o Restructuring and strengthening of nautical training, in all levels, to be coupled with the training provided in the fishing sector
- o Increasing the number of marinas, fostering dynamism in the field of nautical sports activities
- o Promoting the construction and operation of the control system of coastal maritime traffic, modernization of a maritime rescue and safety system, maritime communications and a navigation support network, all of which will increase navigation as well as maritime safety.

## 4.2 Budgetary allocations for fisheries

Table 24 shows the trends in the allocations of the share for fisheries budgets (investment expenditure) during the period 2007 to 2010. Current expenditure (salaries, office rents operating costs) have been relatively constant. In 2007, 2009 and 2010 fisheries investments were about 1% of national budget. In 2008 fisheries budgets were significantly higher (about 2%), corresponding to the investment in sanitary inspection system and the LOPP. Overall, during the period 2007 to 2010 budgeted investments in the fishery sector have ranged between EUR1.5 and 3.1 million annually. It should be noted that responsibility for fisheries (including budget lines) was transferred from MTIM to MADRRM in 2009.

**Table 24: Investment expenditures in the Government budget**

| Organisation /level | OGE investment expenditure<br>(EUR 1,000) |         |         |         |
|---------------------|---|---------|---------|---------|
|                     | 2007                                      | 2008    | 2009    | 2010    |
| OGE                 | 148,193                                   | 158,709 | 190,363 | 281,283 |
| MADRRM *            | 36,822                                    | 37,702  | 26,055  | 36,822  |
| DGP                 | 669                                       | 1,410   | 825     | 1,732   |
| INDP                | 833                                       | 1,666   | 1,076   | 979     |
| FDP                 | -   | -       | 363     | -       |
| Total fisheries     | 1,502                                     | 3,076   | 2,264   | 2,710   |

\*In 2007-08 the fisheries administration (DGP) was integrated within the MITM

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## 5 EX-POST EVALUATION OF THE FISHERIES PARTNERSHIP AGREEMENT

### 5.1 Utility of the fishing possibilities

A description of the EU Cape Verde Fisheries Partnership Agreement was provided in section 3.1.1. The current Protocol provides annual fishing opportunities for 25 purse seiners, 48 long-liners and 11 pole and line vessels. These are allocated to Member States under Council Regulation (EC) No 2027/2006 on the conclusion of a Fisheries Partnership Agreement between the European Community and the Republic of Cape Verde. The dispositions are shown in Table 25.

**Table 25: Allocation of the fishing possibilities to EU Member States under the fisheries partnership agreement with Cape Verde**

| Type of vessel        | Member State | No. Licences |
|-----------------------|--------------|--------------|
| Freezer tuna seiners  | Spain        | 12           |
|                       | France       | 13           |
| Surface longliners    | Spain        | 41           |
|                       | Portugal     | 7            |
| Pole and line vessels | Spain        | 7            |
|                       | France       | 4            |

Table 26 shows the licences drawn to date by EU vessels operating under the Agreement with an overall rate of utilisation (defined as the drawing of available licences) of 51% for purse seiners, 56% for surface longliners and 84% for pole and line vessels. For the period 2007 to 2010, an average of 49 licences/year were drawn (for the period 2007 to 2009, it was 46.3 licences). Overall up to 2010, 58% of the licence opportunities have been drawn by the EU fleet. At EU Member State level the main interest is held by fleet segments in Spain, Portugal and France. Overall, demand from the Spanish fleet has been remarkably constant over the period.

With regard to purse seine vessels, the utilisation rate was relatively high by Spanish vessels, overall 85% of available licences were drawn, with 100% utilisation in 2009 and 2010. However, in the first three years, the Agreement was used by only 1 French vessel. However this segment showed a significant increase in interest, taking 9 licences in 2010. The increase in interest in the Agreement from this fleet segment in 2010 is attributed to the movement of vessels into the Atlantic due to the elevated risk of piracy in the Indian Ocean, as evidenced by the seizure by Somali pirates of the Spanish tuna vessel *Alakrana* in October 2009. In fact, the purse seine segment stakeholders have recently stated that they would like to increase the number of licences available to them, since they aim to place more focus in the Eastern Atlantic in future<sup>34</sup>.

For the surface longline segment the overall utilisation rate is slightly higher, averaging 56% over the course of the agreement. Most of the licences (41) are available to Spanish vessels, but only just over half of these are utilised (53%). The remaining opportunities (7) are available to Portuguese vessels and of these 71% were utilised over the course of the Agreement. Demand from this segment increased significantly in 2010, and one licence was transferred from Spain to Portugal.

<sup>34</sup> Personal communication, Juan Pablo Rodriguez, ANABAC





The utilisation rate was highest for the pole and line segment, with some 84% of opportunities taken up during the course of the Agreement. For Spanish vessels, there was 100% utilisation throughout, but for French vessels there appears to have been a decline in the uptake as the Agreement progressed, with only one vessel drawing a licence in the 2009 and 2010.

EU operators manage a fleet of pole and line vessels based in Dakar. At the beginning of 2007, this comprised 5 French vessels and 7 Spanish. Typically these vessels aim to fish in the waters of Guinea Bissau and Cape Verde during November, December and January, where they target larger sizes (>30kg) of yellowfin and bigeye tuna. These are held in chilled seawater and discharged in fresh state in Dakar for air freight to the EU market. For the rest of the year, the vessels target the shoals of smaller yellowfin and skipjack tunas in the waters of Mauritania (under the FPA with the EC), Senegal (under private licensing arrangements), as well as sometimes also in Cape Verde and Guinea Bissau. These catches are frozen on board and discharged also in Dakar, to local cannery operations.

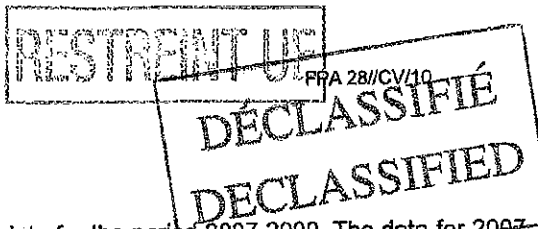
The vessels operators report that they experienced repeated payment problems with the Senegalese canneries to which they were obliged to sell under the terms of their licence to operate in Senegalese waters (after the cessation of the last protocol under the EC-Senegal Fisheries Agreement in June 2006), which significantly undermined their profitability. This has impacted particularly on the French vessels, and the French government opened a specific decommissioning scheme for Senegal based pole and line vessels in July 2009, after notification in May 2009 from the Commission that negotiations with Senegal for the renewal of a FPA were terminated (unsuccessfully). In October 2009, 3 French pole and line vessels were officially accepted for scrapping and only one French flagged vessel was operating in mid-2010, although all seven Spanish operators are reported to be functioning. The Cape Verde and Guinea Bissau agreements therefore provide the most valuable part of the annual catch, and without these agreements, the vessels viability would be substantially undermined.

Table 26: Summary of utilisation of the fishing possibilities by EU vessels under the Fisheries Partnership Agreement with Cape Verde

| Fleet segment    | Opportunities available |                 | 01/05/2007 - 31/12/2007 |            | 2008              |           | 2009              |           | 2010              |           | Average 2007-2010 |           |
|------------------|-------------------------|-----------------|-------------------------|------------|-------------------|-----------|-------------------|-----------|-------------------|-----------|-------------------|-----------|
|                  | Country                 | No. Of licences | Licences utilised       | %          | Licences utilised | %         | Licences utilised | %         | Licences utilised | %         | Licences utilised | %         |
| Purse seine      | ES                      | 12              | 7                       | 58         | 10                | 83        | 12                | 100       | 12                | 100       | 10,25             | 85        |
|                  | FR                      | 13              | 1                       | 8          | 0                 | 0         | 0                 | 0         | 9                 | 69        | 2,5               | 19        |
|                  | <b>TOTAL</b>            | <b>25</b>       | <b>8</b>                | <b>32</b>  | <b>10</b>         | <b>40</b> | <b>12</b>         | <b>48</b> | <b>21</b>         | <b>84</b> | <b>12,75</b>      | <b>51</b> |
| Surface longline | ES                      | 41              | 24                      | 59         | 22                | 54        | 22                | 54        | 20                | 49        | 22                | 54        |
|                  | PT                      | 7               | 4                       | 57         | 4                 | 57        | 4                 | 57        | 8                 | 114       | 5                 | 71        |
|                  | <b>TOTAL</b>            | <b>48</b>       | <b>28</b>               | <b>58</b>  | <b>26</b>         | <b>54</b> | <b>26</b>         | <b>54</b> | <b>28</b>         | <b>58</b> | <b>27</b>         | <b>56</b> |
| Pole and line    | ES                      | 7               | 7                       | 100        | 7                 | 100       | 7                 | 100       | 7                 | 100       | 7                 | 100       |
|                  | FR                      | 4               | 4                       | 100        | 3                 | 75        | 1                 | 25        | 1                 | 25        | 2,25              | 56        |
|                  | <b>TOTAL</b>            | <b>11</b>       | <b>11</b>               | <b>100</b> | <b>10</b>         | <b>91</b> | <b>8</b>          | <b>73</b> | <b>8</b>          | <b>73</b> | <b>9,25</b>       | <b>84</b> |
| <b>TOTAL</b>     | <b>84</b>               | <b>47</b>       |                         | <b>46</b>  |                   | <b>46</b> |                   | <b>57</b> |                   | <b>49</b> | <b>58</b>         |           |

\* Licensing year starts on the 1<sup>st</sup> January ends 31<sup>st</sup> December (except for 2007)  
Source DG MARE

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## 5.2 Outputs from the Agreement

The following Table 27 shows the declared catches data for the period 2007-2009. The data for 2007 covers the period from 1<sup>st</sup> April to 31<sup>st</sup> December. The reference tonnage set by the Protocol is 5,000 tonnes per year and the catches made account for 52%, 38% and 68% of the reference tonnage respectively in each of the first three years of the protocol. It should be noted that in 2007, the Agreement was only operative after 1 April and therefore vessels only operated under the Agreement for 9 months of this year<sup>35</sup>. Overall, the EU vessels have made catches corresponding to 52% of the reference quantity. Note that the reference tonnage is not a quota per se, but a catch quantity used to estimate the value of the financial contribution paid by the EU to Cape Verde under the Agreement on the basis of a compensation rate of EUR 65 per tonne. Up to 2009, no catches have been reported by the French purse seine sector (in line with only one licence being drawn). This is expected to change in 2010, since as noted above, there is renewed interest in the Agreement from this segment.

**Table 27: Catches made under the EC- Cape Verde Fisheries Partnership Agreement**

| Segment          | Country          | Catches/ year (tonnes) |                 |                 |                 |
|------------------|------------------|------------------------|-----------------|-----------------|-----------------|
|                  |                  | 2007*                  | 2008            | 2009            | Mean            |
| Purse seine      | ES               | 750.90                 | 178.37          | 577.40          | 502.22          |
|                  | FR               | 0.00                   | 0.00            | 0.00            | 0.00            |
|                  | <b>Sub-Total</b> | <b>750.90</b>          | <b>178.37</b>   | <b>577.40</b>   | <b>502.22</b>   |
| Surface longline | ES               | 1,726.86               | 1,698.08        | 2,153.91        | 1,859.62        |
|                  | PT               | 60.20                  | 0.42            | 647.20          | 235.94          |
|                  | <b>Sub-Total</b> | <b>1,787.06</b>        | <b>1,698.50</b> | <b>2,801.11</b> | <b>2,095.56</b> |
| Pole and line    | ES               | 33.33                  | 0.00            | 0.00            | 11.11           |
|                  | FR               | 5.07                   | 0.00            | n/a             | 2.54            |
|                  | <b>Sub-Total</b> | <b>38.40</b>           | <b>0.00</b>     | <b>0.00</b>     | <b>12.80</b>    |
| <b>TOTAL</b>     |                  | <b>2,576.36</b>        | <b>1,876.87</b> | <b>3,378.51</b> | <b>2,610.58</b> |

\* note 2007 catches refer to April-December only

## 5.3 Financial impact of the Agreement

### 5.3.1 Prices of target species

#### Purse seine

The following table shows the average annual prices obtained by the EU purse seiners over the last five year (in EUR per kg) for the three main target species. Skipjack prices increased significantly in late 2007 following a relatively flat and stable trend throughout 2006. Over the first half of 2008

<sup>35</sup> The parties agreed at the Joint Committee meeting of June 2009 that due to the delayed ratification the Protocol would run on an annual basis from 1<sup>st</sup> April to 30<sup>th</sup> March, with an adjustment *pro rata temporis* of the reference tonnage, financial contribution and licence fees during 2011. Ideally the definition of the evaluation periods should match the financial year (April to March), but data is not available on this basis and the calendar year is used instead.

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skipjack prices took a further sharp upturn due to poor world supply condition. Prices relaxed during the second half of 2008, and frozen skipjack sold in early 2009 for less than EUR 900 / tonne in Bangkok. Yellowfin and bigeye prices peaked in 2007. Prices then decreased over 2008. The reduction in demand due to the financial crisis at the end of 2008 tended to further ease tuna prices, and in 2009 prices fell to 2006 levels. The average price is estimated assuming that EU vessels (both purse seine and pole and line vessels) in the Eastern Atlantic attain an average catch composition of 49% yellowfin, 41% skipjack and 9% bigeye tunas (based on French and Spanish catch returns to ICCAT in 2007) and that the bigeye prices are the same as yellowfin. There is assumed to be no material difference in the catch composition and prices attained by the pole and line vessels which fish the same stocks at the same time, and supply the same market (tuna canneries).

**Table 28: Average annual price of the species specifically targeted by purse seiners and pole and line fleet**

| Species        | Catch composition % | Average price EUR/kg |             |             |
|----------------|---------------------|----------------------|-------------|-------------|
|                |                     | 2007                 | 2008        | 2009        |
| Yellowfin      | 49                  | 1.70                 | 1.40        | 1.06        |
| Skipjack       | 41                  | 1.03                 | 1.02        | 0.77        |
| Bigeye         | 9                   | 1.70                 | 1.40        | 1.06        |
| <b>Average</b> |                     | <b>1.41</b>          | <b>1.23</b> | <b>0.93</b> |

Source: Professional associations

In 2009, fear of fishing restrictions in major catching areas combined with concerns over piracy in the Indian Ocean fishery, squeezed global supplies for the canning industry. The result was that tuna prices have since continued to be volatile.

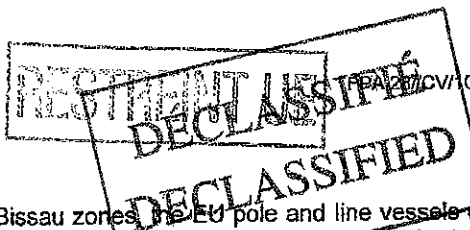
**Longline**

Prices of target species of EU surface longliners are shown below. The average price is estimated assuming 24% of retained catch is swordfish, 65% is blue shark, with a small (6%) proportion of shortfin mako shark and 5% others. This data is based on ICCAT observer data from Spanish longliners. Assuming that "others" attain the average price of the remainder of the catch, the average composite price for the catch of surface longliners is estimated at EUR 1.74/kg in 2007, rising to EUR 1.91/kg in 2009. This is expected to be less than the average prices obtained by Asian longliners operating in the region which target bigeye and yellowfin tunas and freeze onboard for the Japanese sashimi market.

**Table 29: Average annual price of the target species of surface longliners**

| Species        | Catch composition % | Average price ex vessel EUR / kg |             |             |
|----------------|---------------------|----------------------------------|-------------|-------------|
|                |                     | 2007                             | 2008        | 2009        |
|                |                     |                                  |             |             |
| Swordfish      | 24                  | 3.90                             | 4.00        | 4.77        |
| Blue shark     | 65                  | 0.90                             | 0.70        | 0.73        |
| Others         | 5                   | 2.33                             | 2.24        | 2.70        |
| Shortfin mako  | 6                   | 2.20                             | 2.02        | 2.60        |
| <b>Average</b> |                     | <b>1.74</b>                      | <b>1.61</b> | <b>1.91</b> |

Sources: ICCAT; Task I data for Spanish LL data in the Atlantic (average 2006-2008) and Puerto de Vigo



### Pole and line vessels

When they operate in Cape Verde and Guinea Bissau zones, the EU pole and line vessels operating out of Dakar target larger sizes of yellowfin and bigeye tunas, destined for sale in fresh state on the EU market, which therefore obtain higher prices. These two species respectively account for some 60% and 15% of the catches in these zones. The balance of the catches are of smaller sizes of skipjack, yellowfin and bigeye tunas, destined for cannery supply, and therefore of lower prices. The overall catch composition and prices obtained are shown in Table 30.

**Table 30: Average annual price of the target species of pole and line vessels**

| Species         | Catch composition<br>% | Average price ex vessel<br>EUR / kg |      |      |
|-----------------|------------------------|-------------------------------------|------|------|
|                 |                        | 2007                                | 2008 | 2009 |
|                 |                        |                                     |      |      |
| Yellowfin >30kg | 60                     | 2.40                                | 2.40 | 2.40 |
| Bigeye > 30kg   | 15                     | 2.55                                | 2.55 | 2.55 |
| Yellowfin <12kg | 12                     | 1.70                                | 1.40 | 1.06 |
| Skipjack <12kg  | 10                     | 1.03                                | 1.02 | 0.77 |
| Bigeye <12kg    | 3                      | 1.70                                | 1.40 | 1.06 |
| <b>Average</b>  |                        | 2.17                                | 2.13 | 2.06 |

Sources: ICCAT; Interviews with stakeholders

### 5.3.2 Financial impact on the EU fleet

Based on the above prices the catches and catch values of EU vessels fishing under the Agreement during the period 2007 to 2009 inclusive are shown in Table 31. Note that data for 2007 is given for the 9 month period only, from 1 April to 31 December 2007.

The Agreement has delivered catches valued at EUR 4.30 million in 2007, EUR 3.02 million in 2008 and EUR 5.89 million in 2009. Total catch value over the three years period was EUR 13.21 million, with an annual average of about EUR 4.40 million. On average, 86% of the financial value derived from the Agreement by the EU fleet was in the form of the surface longline opportunities, and 14% due to the purse seine segment. The pole and line segment contributed about 0.6% of the revenue generated by the EU fleet from the Agreement.

Overall some 90% of the financial value of the Agreement was generated by the Spanish fleet (14% from purse seine and 76% from surface longline vessels). About 10% was derived by Portuguese longline vessels. During the period, the benefits to France were negligible (c.0.1%) and only in respect of the pole and line segment.

Table 31: Volume and values of catches made by EU vessels under the EC- Cape Verde FPA, 2006 to 2009

| Fleet segment      | Country   | 2007             |        |           | 2008             |        |           | 2009             |        |           | Total 2007-2009  |        |            | Mean 2007-2009   |        |           |
|--------------------|-----------|------------------|--------|-----------|------------------|--------|-----------|------------------|--------|-----------|------------------|--------|------------|------------------|--------|-----------|
|                    |           | Av.value €/tonne | tonnes | Value (€) | Av.value €/tonne | tonnes | Value (€) | Av.value €/tonne | tonnes | Value (€) | Av.value €/tonne | tonnes | Value (€)  | Av.value €/tonne | tonnes | Value (€) |
| Purse seine        | ES        | 1,408            | 751    | 1,057,492 | 1,230            | 178    | 219,430   | 934              | 577    | 539,268   | 1,205            | 1,507  | 1,816,190  | 1,205            | 502    | 605,397   |
|                    | FR        | 1,408            | 0      | -         | 1,230            | 0      | -         | 934              | 0      | -         | -                | 0      | -          | -                | 0      | -         |
|                    | Sub-total |                  | 751    | 1,057,492 |                  | 178    | 219,430   |                  | 577    | 539,268   | 1,205            | 1,507  | 1,816,190  | 1,205            | 502    | 605,397   |
| Surface longliners | ES        | 1,770            | 1,727  | 3,055,682 | 1,648            | 1,698  | 2,798,775 | 1,910            | 2,154  | 4,114,614 | 1,787            | 5,579  | 9,969,072  | 1,787            | 1,860  | 3,323,024 |
|                    | PT        | 1,770            | 60     | 106,524   | 1,648            | 0      | 692       | 1,910            | 647    | 1,236,346 | 1,898            | 708    | 1,343,562  | 1,898            | 236    | 447,884   |
|                    | Sub-total |                  | 1,787  | 3,162,206 |                  | 1,698  | 2,798,468 |                  | 2,801  | 5,350,960 | 1,799            | 6,287  | 11,312,634 | 1,799            | 2,096  | 3,770,878 |
| Pole and line      | ES        | 2,175            | 33     | 72,479    | 2,130            | 0      | -         | 2,056            | 0      | -         | 2,175            | 33     | 72,479     | 2,175            | 11     | 24,160    |
|                    | FR        | 2,175            | 5      | 11,025    | 2,130            | 0      | -         | 2,056            |        |           | 2,175            | 5      | 11,025     | 2,175            | 2      | 3,675     |
|                    | Sub-total |                  | 38     | 83,504    |                  | 0      | -         |                  | 0      | -         | 2,175            | 38     | 83,504     | 2,175            | 13     | 27,835    |
| <b>TOTAL</b>       |           |                  | 2,576  | 4,303,202 |                  | 1,877  | 3,018,897 |                  | 3,379  | 5,890,229 | 1,687            | 7,832  | 13,212,328 | 1,687            | 2,611  | 4,404,109 |

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A recent overall evaluation of Fisheries Partnership Agreements<sup>36</sup> estimated the total turnover of EU fleets using fishing possibilities negotiated under all fishing agreements to be EUR 433 million per year on average over the 2004-2007 period (representing 6% of the turnover of the entire EU fleet). Overall therefore, with annual average revenues (2007-2009) of EUR 4.4 million the EC-Cape Verde Agreement has contributed about 1% of the value of external fishing undertaken by the EU fleet.

In the ICCAT region, EU catches of large pelagic fishes averaged about 120,000 tonnes valued at EUR 186 million/year, 40% from purse seine and 60% from surface longlining. Overall, the Cape Verde Agreement has contributed 2.4% of this value. However, it makes a disproportionate contribution to the EU surface long fleet, which gains some 3.4% of its revenues from this Agreement. This sector is therefore considered to be the EU fleet segment most dependent on the Agreement (as shown in Table 32).

**Table 32: Dependency of the EU large pelagic fleet on Cape Verde**

| Segment                    | EC Catches in ICCAT (tonnes/year) |         |         |         | Average value MEUR/year | Av. Value of EU catches in CV 2007/2009 (M EUR) | EC fleet Dependency on CV % |
|----------------------------|-----------------------------------|---------|---------|---------|-------------------------|---|-----------------------------|
|                            | 2006                              | 2007    | 2008    | mean    |                         |   |                             |
| Purse seine/ Pole and line | 55,275                            | 48,377  | 76,690  | 60,114  | 75.5                    | 0.62  | 0,8%                        |
| Surface long line          | 56,195                            | 61,742  | 60,292  | 59,410  | 110.2                   | 3.77  | 3,4%                        |
| TOTAL                      | 113,476                           | 112,126 | 138,990 | 119,524 | 185.7                   | 4.39  | 2,4%                        |

Source: ICCAT, European Commission, Consultants estimates

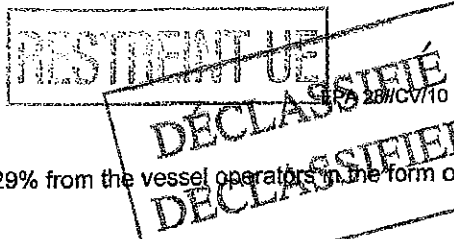
### 5.3.3 Financial impact on Cape Verde

The financial income received by Cape Verde under the current protocol to the Fisheries Partnership Agreement has included:

- The financial contribution paid by the EU into the Government Revenue Account with the Central Bank of Cape Verde. This has been EUR 385,000 per year (since the reference tonnage has not been exceeded over the period of the Protocol so far).
- The licence fees paid by the European ship-owners: each purse seiner drawing an annual licence paid an advance payment of EUR 3,950 (equivalent to the fees due for 110 tonnes of catch plus EUR 100/vessel for observer fees). For surface longliners the advance payment was EUR 2,900 (equivalent to the fees due for 80 tonnes of catch plus EUR 100/vessel for observer fees). For pole and line vessels the advance payment was EUR 500 (equivalent to the fees due for 16 tonnes of catch plus EUR 100/vessel for observer fees).
- Additional fees paid by vessel operators in respect of verified catches in excess of the standard amounts, at the rate of EUR 35/tonne for purse seine and surface longliners and EUR 25/tonne for pole and line vessels.

The breakdown of the financial income received by Cape Verde over the course of the Protocol is shown in Table 33. In summary, and on the basis of actual utilisation of fishing possibilities and catches in the Cape Verde EEZ, during the first three years of the agreement, the Government Revenue Account has been credited with a total financial amount varying between EUR 526,963 and EUR 569,179 with an average of EUR 545,700/year. Around 71% of this value is derived from

<sup>36</sup> Overall Evaluation of Fisheries Partnership Agreements. Study contract n°17 under Framework Contract FISH/2006/20. Published March 2009, restricted circulation.



the European Union financial contribution and 29% from the vessel operators in the form of annual licence fees and additional payments.

It should be noted that the catches are declared on the basis of calendar year (January to January) whereas, due to the delayed ratification of the Protocol, fishing licences only were issued from 1 April in 2007. The parties have agreed in discussions held in Cape Verde in March 2009, to make the adjustments in the compensation and annual licence fees in the last year of the Agreement (in effect payments were made on the basis of a year from 1 May to 30 April). Because of this anomaly the analysis presented in Table 33 therefore only approximates the actual cash flows.

**Table 33: Breakdown of EU financial contribution and licence fees payments to Cape Verde 2007-2009**

| Item                                   |                           | Protocol | 2007           | 2008           | 2009           | Mean           |
|--|---------------------------|----------|----------------|----------------|----------------|----------------|
| Licences drawn                         | Tuna seiners              | 25       | 8              | 10             | 12             | 10.0           |
|  | Surface longliners        | 48       | 28             | 26             | 26             | 26.7           |
|  | Pole and line             | 11       | 11             | 10             | 8              | 9.7            |
| <b>Fees paid (EUR)</b>                 |                           |          |                |                |                |                |
| Purse seine                            | Annual Licence            | 3,950    | 31,600         | 39,500         | 47,400         | 39,500         |
|  | Excess catch fees         |          | 15,580         | 0              | 3,655          | 6,412          |
| Surface longline                       | Annual Licence            | 2,900    | 81,200         | 75,400         | 75,400         | 77,333         |
|  | Excess catch fees         |          | 21,646         | 22,063         | 53,724         | 32,478         |
| Pole and line                          | Annual Licence            | 500      | 5,500          | 5,000          | 4,000          | 4,833          |
|  | Excess catch fees         |          | 433            | 0              | 0              | 144            |
| Total EU fleet                         | Annual Licence fees total |          | 118,300        | 119,900        | 126,800        | 121,667        |
|  | Excess catch fees total   |          | 37,659         | 22,063         | 57,379         | 39,034         |
|  | Total paid                |          | <b>155,959</b> | <b>141,963</b> | <b>184,179</b> | <b>160,700</b> |
| <b>EU Financial Contribution (EUR)</b> |                           |          | 385,000        | 385,000        | 385,000        | 385,000        |
| <b>Agreement value to CV (EUR)</b>     |                           |          | <b>540,959</b> | <b>526,963</b> | <b>569,179</b> | <b>545,700</b> |

On average the EU operators paid EUR 160,700 per annum in fees for licences and additional catches. Significant numbers of vessels exceeded the standard amount of catch covered by the licence fees. In total during the three years, 37 vessels made payments for excess catches, averaging EUR 39,034/year. Most of these (31) were from the Spanish surface longline segment. A breakdown of the additional payments made is provided in Table 34.



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Table 34: Licence fee payments by EU vessels for catches in excess of standard annual amounts

| Year         | Country      | Fleet segment | No. of vessels | Excess (tonnes) | Licence Fee EUR/tonne | Payment        |
|--------------|--------------|---------------|----------------|-----------------|-----------------------|----------------|
| 2009         | Portugal     | SLL           | 2              | 487             | 35                    | 17,049         |
|              | Spain        | Purse seine   | 3              | 104             | 35                    | 3,655          |
|              | Spain        | SLL           | 10             | 1,048           | 35                    | 36,675         |
|              | <b>Total</b> |               |                |                 |                       | <b>57,379</b>  |
| 2008         | Spain        | SLL           | 9              | 630             | 35                    | 22,063         |
|              | <b>Total</b> |               |                |                 |                       | <b>22,063</b>  |
| 2007         | Spain        | Pole and line | 1              | 17              | 25                    | 433            |
|              | Spain        | Purse seine   | 2              | 445             | 35                    | 15,580         |
|              | Spain        | SLL           | 10             | 619             | 35                    | 21,646         |
|              | <b>Total</b> |               |                |                 |                       | <b>37,659</b>  |
| <b>TOTAL</b> |              |               | <b>37</b>      |                 |                       | <b>117,101</b> |

The administration of the payments of licence fees, additional payments and the transfer of the financial contribution from the EU has proceeded without major difficulties. All of the licence income from all sources (EU and non-EU vessels) is received into the account of the Fisheries Development Fund (*Fundo de Desenvolvimento das Pescas*) and is used to support fisheries investment projects.

Table 35 shows the FPA income in relation to the national state budget. Budgeted Government investment expenditure during the period 2007-2009 averaged EUR 165.7 million. The FPA has therefore contributed around 0.3% of the Cape Verde Government investment. For the agriculture and fisheries budgets it has contributed 1.6% of the investment and for fisheries, in the region of 24% of all fisheries investment, including treasury sources and donor projects.

Table 35: Contribution of the FPA and associated income to public investment budget

|                      | Amount (EUR 1,000) |         |         |         | FPA   |
|----------------------|--------------------|---------|---------|---------|-------|
|                      | 2007               | 2008    | 2009    | Average | %     |
| OGE investment       | 148,193            | 158,707 | 190,363 | 165,754 | 0.3   |
| MADRRM investment    | 36,822             | 37,702  | 26,055  | 33,526  | 1.6   |
| Fisheries investment | 1,502              | 3,076   | 2,264   | 2,281   | 23.9  |
| FPA                  | 541                | 527     | 569     | 546     | 100.0 |

In 2010, the share of the FPA in fisheries investment had fallen to about 18%, as shown in Table 36 below. The treasury funds about 50% of all of the public capital expenditure in fisheries, and donors (either directly or indirectly) a further 33%. The FPA is an important source of investment for the fisheries sector, but clearly is not the most critical.

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Table 36: Fisheries Investment Budget Sources (2010)

| Source           | Amount (EUR) | %   |
|------------------|--------------|-----|
| National sources | 1,111,614    | 50  |
| Other donors     | 734,464      | 33  |
| FPA              | 395,582      | 18  |
| TOTAL            | 2,241,660    | 100 |

Finally it should be noted that the fall in the price of tuna described in section 5.3.1 has acted to increase the relative value of the Fisheries Partnership Agreement to Cape Verde. This is because the current lower market prices mean that possible alternative means of selling fisheries access (such as direct sale of licences to vessel operators) would yield correspondingly lower amounts. Under a price scenario of EUR 1,408 EUR/tonne (2007 prices) the total contribution paid by the EU and vessel operators (EUR 100 per ton) represented 7% of the ex-vessel value of fish. In 2009, with a price of 934 EUR/tonne, this represents 11% of the market value of the catch. Note however that the strengthening dollar during 2010 (the currency in which most tuna is traded internationally) against the Euro militates against maintaining the value of the FPA's financial contribution to the partner country, which is denominated in Euro.

#### 5.3.4 Financial impact on the European Union

The EU contribution under the Cape Verde FPA represents only about 0.25% of the EUR 170 million budgeted annually by the EU for payments of all fishing agreements contributions and 0.05% of the total budget of DG MARE (EUR 900 million annually). The agreement has therefore only a small impact on the EU fisheries budget.

### 5.4 Economic impact of the Agreement

#### 5.4.1 Impact on the European Union

As shown in Table 37 below, and assuming a gross value added of purse seiners of approximately to 45% of turn over<sup>37</sup>, the average value added generated is estimated to be about EUR 1.98 million/year, 86% to the surface longliners (in line with catch value). This does not account for the downstream value added generated by the processing of purse seine catches in canneries, with benefits mainly to Cote d'Ivoire, Spain and France i.e. where the catch from EU purse seiners are landed or transhipped to (directly, or indirectly in the form of loins produced in ACP countries).

<sup>37</sup> Ratio estimated in recent evaluations of fishing agreements adjusted to take into account increase in fuel prices (48% in 2006 adjusted to 45% in 2008).

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Table 37: Estimated added value attributed to EU vessels

| Segment          | Country   | Annual average<br>No. vessels | Av. value<br>€/tonne | Av. catch<br>tonnes | Value (€)        | Added value*<br>(€) |
|------------------|-----------|-------------------------------|----------------------|---------------------|------------------|---------------------|
| Purse seine      | Spain     | 9.7                           | 1,205                | 502                 | 605,397          | 272,429             |
|                  | France    | 0.3                           | -                    | -                   | -                | -                   |
|                  | Sub-total | 10.0                          | 1,205                | 502                 | 605,397          | 272,429             |
| Surface longline | Spain     | 22.7                          | 1,787                | 1,860               | 3,323,024        | 1,495,361           |
|                  | Portugal  | 4.0                           | 1,898                | 236                 | 447,854          | 201,534             |
|                  | Sub-total | 26.7                          | 1,799                | 2,096               | 3,770,878        | 1,696,895           |
| Pole & line      | Spain     | 7.0                           | 2.175                | 11                  | 15,646           | 7,041               |
|                  | France    | 2.7                           | 2.175                | 2                   | 2,380            | 1,071               |
|                  | Sub-total | 9.7                           | 2.175                | 13                  | 18,026           | 8,112               |
| <b>TOTAL</b>     |           | <b>46.3</b>                   | <b>1,687</b>         | <b>2,611</b>        | <b>4,404,109</b> | <b>1,981,849</b>    |

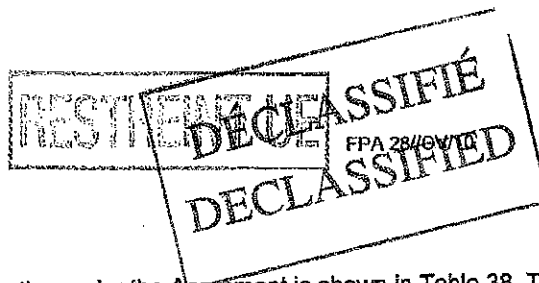
\* Assumes VA=45% of revenues

#### 5.4.2 Economic impact on Cape Verde

The main direct economic impact of the Agreement on Cape Verde was in the form of the financial income generated, comprising the financial contribution from the EU of EUR 385,000 per year and licence fees from vessel operators, of EUR 160,700 per year, totalling EUR 545,700 contribution to the national revenue account. There are no landings of fishery products from EU vessels into Cape Verde. However significant amounts of the catches by EU surface longliners in the Cape Verde zone are transhipped in Mindelo. In addition, the longliners use Mindelo as a base for crew changes, and for input supplies. There are also some limited repairs.

Taking observers onboard seems to have been rare. The observer corps is not functional. However about 113 Cape Verdean crew are employed on the EU vessels, creating value added benefits in the form of earnings. The Agreement is clearly an important factor in the recruitment of these crew. The estimated income is about EUR 94 million/year, (based on a conservative assumption of an average crew wage of EUR 700/month).

Based on the direct income only (excluding the crew wages) and with a GDP of US\$ 1.6 billion (Euro 1.07 billion) in 2008 the Agreement contributes about 0.03% of the GDP. However, including the crew income would increase this contribution to about 0.1% of the GDP.



## 5.5 Impact on Employment

Crew composition on the EU fleet segments operating under the Agreement is shown in Table 38. The number of crew onboard the EU purse seiners varies between 20 and 28 (average 24). Out of these 24 crew members, it is estimated that 8 are EU nationals and the remaining 16 third country nationals dominated by nationals of West African ACP countries. However, few if any in this segment are reported to be from Cape Verde. On the EU surface longliners, the average crew size is reported to be 16, of which 6 are EU nationals and an average of 3.9 from Cape Verde<sup>38</sup>. In the pole and line segment, out of an average crew size of 15, 2 are from the EU and 2 from Cape Verde. Remaining crew are from other nations in the region, principally Senegal. The Protocol requires that the fleet of EU vessels operating under the Agreement take on minimum numbers of ACP crew (six in the case of purse seine, four in the case of the surface longline and three in the case of the pole and line segments). Table 38 shows that these numbers are exceeded by a considerable margin.

Table 38: Crew composition and employment in EU fleet segments

| Segment | Annual average<br>No. vessels | No. crew per vessel |            |           | Employment |            |           |
|---------|-------------------------------|---------------------|------------|-----------|------------|------------|-----------|
|         |                               | EC                  | Cape Verde | Other ACP | EC         | Cape Verde | Other ACP |
| PS      | 10.0                          | 8                   | 0          | 16        | 80         | 0          | 160       |
| SLL     | 26.7                          | 6                   | 3.5        | 6.5       | 160        | 93         | 173       |
| P&L     | 9.7                           | 2                   | 2          | 11        | 19         | 19         | 106       |
| TOTAL   | 46.3                          |                     |            |           | 259        | 113        | 440       |

Source: EU fleet stakeholder interview, 2009

### 5.5.1 Employment impacts on the EC

Consequently, the annual average of 46 vessels drawing licences under the EC-Cape Verde FPA (during 2007 to 2009) is estimated to support employment for 259 EU nationals. This accounts for about 8% of the total EU nationals employed on EU vessels operating under Fisheries Partnership Agreements<sup>39</sup> and an small share of total EU employment in the catching sector (estimated to be about 190,000).

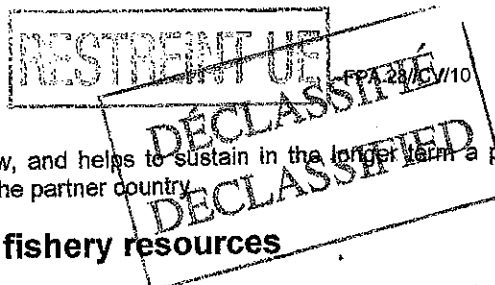
The vessels operate in other areas, including fishery zones of other third countries (under EU FPA agreements and other arrangements) and also in international waters. Therefore not all of these jobs can be linked directly to the FPA. However the EC-Cape Verde FPA is one of five in the West African region, (the remaining being São Tomé, Cote d'Ivoire, Gabon and Guinea Bissau) and the regional deployment strategy of the EU purse seine and surface longline fleets in this region requires the vessels to follow the migratory resource. The existence of several agreements in the region therefore facilitates the implementation of this approach, and sustains employment in the EC.

### 5.5.2 Employment impacts on Cape Verde

Table 38 indicates that the some 113 jobs for nationals of Cape Verde are linked to vessels drawing licences under the Agreement. Cape Verdean crew are used quite extensively in the EU fishery sector (a significant number of them are resident in Spain). As with the EU crew, these jobs are only partially linked to the EC-Cape Verde Agreement, and if the Agreement were to terminate, many of these jobs would be likely to be sustained, at least in the short term. However, the Agreement is clearly an

<sup>38</sup> Vessel departure data from the Instituto Marítimo Portuário in Mindelo was analysed by the consultants; out of 56 departures by EU vessels, average crew size was 3.9. There was no significant difference between Portuguese flagged vessels (3.5) and Spanish (4.0). No Cabo Verdean crew are employed on longliners flagged by Japan and China, which also use Mindelo port.

<sup>39</sup> Same source as above



important factor in the recruitment of these crew, and helps to sustain in the longer term a pool of skilled labour which brings significant income to the partner country.

## 5.6 Impact of the Agreement on fishery resources

To assess the impact of the Agreement on target stocks, Table 40 shows the estimated quantity of the different species caught under the Agreement (based on average catch compositions) in proportion to the overall catches from the stocks of which they form part. Note that all of the species are oceanic. Each tuna species is considered to form a single stock throughout the Atlantic (except for skipjack tuna). The shark species and swordfish concerned are considered to be from northern, and the Cape Verde catches are assumed to impact only on these northern stocks.

Table 39 shows that overall the Agreement contributes some 0.72% of the fishing effort on the target species. Whilst this is low, there are some significant variations between species.

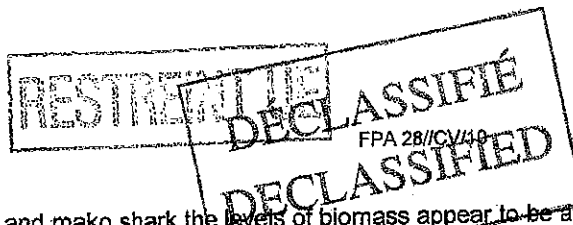
Taking into account the status of the stocks exploited, yellowfin and skipjack tunas are considered to be exploited within sustainable limits and the Agreement has no negative impacts on these fisheries. Catches of bigeye tuna are thought to be within sustainable limits, but this is subject to a degree of uncertainty due to concerns regarding undeclared catches. There is a finite probability that IUU catches are contributing to an unsustainable fishing effort on this species. There is therefore a risk that the FPA may have a small negative impact on sustainability of this species. However, since the FPA only accounts for an estimated 0.07% of catches, and these are within the MSY, this risk may be regarded as minimal, and the FPA should be regarded as sustainable in terms of impacts on bigeye tuna stocks.

**Table 39: Impact of estimated catches from the EC-Cape Verde FPA on overall catches from target stocks**

| Species         | Catch in tonnes                |                            | % impact |
|-----------------|--------------------------------|----------------------------|----------|
|                 | EC Cape Verde FPA<br>(average) | Total from<br>stock (2008) |          |
| Yellow fin tuna | 252                            | 107,859                    | 0.23     |
| Skipjack        | 214                            | 127,000                    | 0.17     |
| Bigeye          | 49                             | 69,821                     | 0.07     |
| Swordfish       | 503                            | 10,752                     | 4.68     |
| Blue shark      | 1,362                          | 30,545                     | 4.46     |
| Mako shark      | 126                            | 3,372                      | 3.74     |
| Other species   | 104                            | n/a                        | n/a      |
| Total           | 2,610                          | 349,349                    | 0.72     |

Source: European Commission. ICCAT

Cape Verde is an important fishing ground for longline fishing of large pelagics such as swordfish, blue shark and mako shark, accounting for an important proportion of total catches of these stocks (i.e. 4.68%, 4.46% and 3.74%, respectively, of catches from northern stocks in each case). There has been a decrease in fishing effort directed at swordfish since the peak of the fishery in 1987, which is attributed to regulatory measures and a shift in fleet distribution and operation. Currently, exploitation of northern swordfish is considered sustainable with stock biomass at healthy levels, but there is concern about the quality of data for stock assessment purposes (e.g. discard levels). This implies some uncertainty on the level of impacts, but it is reasonable to assume that the impacts of the FPA are sustainable as catch levels are currently half of what they were in 1987.



In the case of the northern stocks of blue shark and mako shark the levels of biomass appear to be at healthy levels and fishing pressure moderate (based on estimates of fishing mortality). There appears to be no indication until now that fishing has resulted in depletion of stocks, but it is important to state that there is considerable uncertainty in the assessment, particularly so in the case of the assessment of mako shark. Although the quantity and quality of the data available (e.g. historical catches and CPUE information) to conduct stock assessments of these sharks have improved, these are still considered to be rather uninformative and do not provide a consistent signal to inform the assessment, and especially so in the case of mako shark. It should be noted that ICCAT scientists base the assessment on the reconstruction of catch series, which indicate that actual catches are roughly double the level of reported catches.

Given these uncertainties, the relatively high contribution of the Agreement to the overall fishing effort applied to this species raises concerns regarding the sustainability. Because of the doubts regarding the stock condition of these shark stocks, mako shark in particular, it is not possible to state with certainty that the inclusion of these species within the Agreement is sustainable in the longer term. More efforts are needed concerning monitoring and research to reliably assess the level of impacts.

## 5.7 Impact of the Agreement on non-target species and ecosystem

There are no particular concerns regarding the ecosystem impacts of the purse seine and pole and line fisheries. However, there are well documented instances of discards of non-commercial species of sharks and negative interactions of surface longlining with seabird and turtle populations, although the available information is not specific for Cape Verde. More efforts are needed in general in terms of monitoring and research on the level of impacts, as well as the adoption of precautionary approaches with the introduction of bycatch mitigation measures (i.e. adoption of best practices in terms of fishing operations).

Even relatively low by-catches of non-commercial shark species in the surface longline fishery may have important detrimental effects on shark species. Ecological Risk Assessments carried out by ICCAT have demonstrated that most Atlantic pelagic sharks have exceptionally limited biological productivity and can be overfished even at very low levels of fishing mortality. The analyses indicated that bigeye threshers, longfin makos and shortfin makos (i.e. in this case a target species) have the highest vulnerability and lowest biological productivity) of the shark species examined (with bigeye thresher being substantially less productive than the other species).

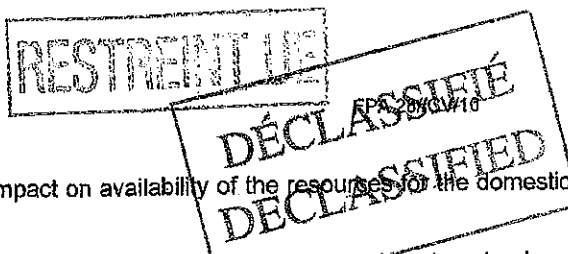
Bycatch of turtles is also of particular concern. No specific study on this type of impacts could be identified for Cape Verde, but considering the presence and breeding of turtles in Cape Verde and studies of turtle bycatch rates by surface longlining in the eastern central Atlantic, this is potentially serious. Estimates of incidental catch (mortality) of turtles by longline are contested on the grounds of not being generally applicable (i.e. localised and sporadic studies) and the release of live turtles is common procedure among longliners. This appears plausible, but it is also important to bear in mind that even low levels of mortality may have strong impacts, considering the high level of longline effort in the Cape Verde region (i.e. number of set hooks). Given the evidence of a significant level of surface longlining in the Cape Verde EEZ, and the good utilisation by the EU longline fleet of the Agreement, there is a risk that the Agreement may have unsustainable impacts on marine turtle populations.

Incidental catches of seabirds in connection with surface longline fishing are normally associated with operations at more southerly latitudes. Data is sparse for tropical regions but ICCAT is adopting a precautionary approach by considering the introduction of mitigation measures (e.g. use oftori lines, best practices on operations, etc.).

## 5.8 Impact on food security of Cape Verde

No fishery products caught under the Agreement have been landed in Cape Verde and the Agreement has not contributed to supplies to this market.

The fisheries targeted by EU vessels operating under the Agreement are also targeted by the national fisheries of Cape Verde, with catches of migratory species (including skipjack and yellowfin tunas and some swordfish) estimated to be in the region of 2,000-3,000 tonnes/year. Given that these species are all migratory and may be caught by EU vessels both within and outside the Cape Verde EEZ, the



Agreement is not considered to have had any impact on availability of the resources for the domestic fishery.

Furthermore the domestic fishery is pursued mainly by the artisanal fishery operating close to shore and well within the territorial waters, where the EU vessels operating under the Agreement may not fish (they are excluded by Chapter II of the Protocol to > 12 miles from the baseline). There is therefore no direct interaction between the national and EU fleets.

Overall the Agreement has therefore had no negative impacts on the food security situation in Cape Verde. Conversely, by supporting, through the policy support measures, the development of new landing and distribution infrastructure and improved quality control, there is more likely to a positive impact of the Agreement on food security (albeit indirect and still to be realised).

## 5.9 Implementation of the Partnership approach

The Fisheries Partnership Agreement signed between Cape Verde and the EU and its associated Protocol integrates the partnership approach promoted by the Commission since the 2004 Council conclusion on COM (2002) 635 and now fully implemented throughout all fisheries partnership agreements currently in force. In short, partnership means that the two parties agree on a multi-annual programme with a view to defining and implementing a fishery policy promoting responsible fishing practices<sup>40</sup>. According to Article 7 of the Protocol, the Cape Verde Authorities undertake to allocate 80% of the financial contribution (i.e. EUR 308,000 annually) with a view to implementing initiatives taken in the context of a sectoral fisheries policy drawn up by the Government of Cape Verde. However, a commitment to allocate 100% of the contribution was recorded in the technical meetings between the parties held in July 2007. Furthermore, the Cape Verde authorities also indicated that the licence fees would be credited to a Fisheries Development Fund managed by the INDP.

Although the Agreement was initialled by the parties in 2006, and was ratified by the EU in Council Regulation (EC) No 2027/2006 of 19 December 2006, it was not ratified by the Government of Cape Verde until March 2007. According to the Article 7 of the Protocol, the Joint Committee should have then met within 3 months to formally approve a multi-annual sectoral programme of support measures. Although the Commission undertook a mission to Cape Verde on 16-18 July 2007 which considered a matrix of policy support measures, the programme of measures was not formally adopted until the first (and only) Joint Committee meeting between the parties of the 18/19 June 2009<sup>41</sup>. Two additional rounds of technical discussions have taken place between the parties, in March 2009 in April 2010.

The parties have fulfilled their agreement to engage in a fishery policy dialogue which has resulted in the development and proposal of a set of policy measures for application by the Government of Cape Verde, accompanied by the allocation of funds required for implementation. However, the matrix of support measures was not agreed until 2 years after the commencement of the partnership.

Whilst there has been good progress in the implementation of some of the policy support measures set out in the plan, there are questions raised regarding the relevance of some of the others (see below). The insufficient technical capacity of the Cape Verde authorities for programming and planning the interventions (particularly in the area of MCS) was not clearly identified and addressed. It could therefore be argued, that the parties have paid insufficient attention to a proper analysis and design of the measures within the frame of a coherent fisheries policy. More regular and focused meetings between the parties supported by technical assistance for preparation of a more realistic set of measures would have helped to obtain a more sustainable outcome.

With regard to the integration of the FPA into the Government programme, the national budget "Orçamento Geral Do Estado" (OGE) is published every year after being approved by Parliament. In the OGE consulted for the period 2007 to 2010 the EU contribution under the FPA is not specifically

<sup>40</sup> Based on experience from other fisheries partnership agreements, this includes measures related to fight against IUU fishing, support to scientific research and reduction of the impacts of fishing on the environment. The partnership includes also strengthening of sanitary control of fisheries products exported and promotion of European investment in the partner country.

<sup>41</sup> Procès Verbal de la 1ere Commission Mixte de l'Accord de Partenariat de Pêche CE/ et la République du Cap-Vert, Bruxelles 18 et 19 juin 2009

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mentioned. However, Cape Verde authorities confirmed that this financial contribution is included in capital budget items indicated in the OGE.

Although the Cape Verde authorities have formally committed 80% of the total amount of the financial contribution to the support and implementation of initiatives taken in the context of the sectoral fisheries policy, Cape Verde authorities have indicated that this is in fact 100%. However according to information regarding overall fisheries budget execution given by a DGP note (cf. file "seguimento", April 2010), from a total amount of ECV 127,356,075 only ECV 90,910,692 had been transferred from Treasury to beneficiary institutions, suggesting an execution rate of around 71%. However, the authorities indicated that any under allocation was due to implementation delays and that complete disbursement was expected.

The FPA support, along with associated licence fees paid by vessel operators has accounted for 24% of the fisheries budgeted investment expenditure during the period. Overall, it is clear that the budgetary support received from the FPA has been an important source of investment funding, allowing the Directorate General of Fisheries to lever additional funds from the state budget for a range of policy measures.

## 5.10 Impact of the multi-annual sectoral programme

### 5.10.1 Adoption of fisheries policy, strategy and action plans

After the coming into force of the Fisheries Partnership Agreement between Cape Verde and the EU (in April 2007), and in line with Article 7 of the Protocol, a matrix of multi-annual sectoral programme of measures was developed by the DGP of Cape Verde.

The DGP indicated that 100% of the finance would be allocated to the implementation of these measures and the parties agreed that the principal axes and allocations would be as shown in Table 40:

**Table 40: Principal axes and allocations for implementation**

| Axis  | Funding<br>% |
|---|--------------|
| Axis 1.1 Support for research   | 27           |
| Axis 1.2 Support for fisheries MCS  | 23           |
| Axis 2 Institutional support and international cooperation                  | 22           |
| Axis 3 Quality of products  | 16           |
| Axis 4. Promotion and fisheries development, commercialisation and training | 12           |

The DGP subsequently proposed a matrix of measures under this framework, with specific budgets. After discussion between the parties, this was agreed between them in August 2007. The matrix was also approved and adopted by the National Fisheries Council of Cape Verde. However, it was not formally adopted by the parties until the meeting of the Joint Committee on 18/19 July 2009. The matrix is shown in Annex 3.

### 5.10.2 Summary of progress with implementation of the policy matrix

The consultants have reviewed the progress of implementation of the fishery sector support measures within the frame of the Fisheries Partnership Agreement. Documentary evidence for the use of specific funds, as specified in the sector policy matrix was reviewed. However, it is notable that only one formal progress report was available (as presented by the Cabo Verdean party in the Joint Committee meeting of June 2009, covering the period up to 2008). Where feasible to do so, implementation of the measures after this date was confirmed during the field mission. A detailed table of results is shown in Table 41. In summary, the following conclusions can be drawn:



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Progress has been made in relation to Axes 2, 3 and 4 (respectively institutional support, quality control and artisanal fisheries) where a range of measures have been implemented generally in line with the matrix agreed by the parties. As a result, the DGP has been an active and full participant in regional fisheries bodies, and coordination and management capacity has significantly increased. Although an inspection of the sanitary control system by DG SANCO in 2009 had negative findings there has been a positive and focused response, with a number of significant improvements. In relation to artisanal fisheries, a development plan is adopted, new ice plant capacity has been installed, and fisherfolk have received training. Fishers' incomes are expected to be improved as a result of these measures.

However progress has been less than adequate in relation to Axis 1.1 where in relation to stock assessment work, so far only 3 out of 7 stocks have been assessed. Although statistical systems have been strengthened, a full survey to update the survey frame has not yet been carried out until now. In this respect, work on this axis of the programme is not in line with expected results at this stage.

In relation Axis 1.2 (Fisheries MCS), progress has been almost negligible. The DGP has not yet so far been able to establish a corps of fish inspectors dedicated to the MCS function. Limited training will start only in 2010. An initial effort to create an observer corps has not been sustained. There have been technical problems with vessels and aircrafts, but there has been no use of FPA funds to help accelerate repairs. There has been negligible participation by the DGP in the limited patrols undertaken. Opportunities to build shore based MCS capacity (for example for effective port state controls such as monitoring of imported fishery products and transshipment in Cape Verdean ports) have not been taken.

**Table 41: Progress towards indicators of achievement for measures supported by the FPA**

| Main results/outputs to be achieved 2007-2011   | Progress made by July 2010  |
|---|---|
| <p><b>Axis 1.1: Improved sustainable management of marine resources</b></p>   |   |
| <p>Strategic long term research plan in place</p>   | <p>INDP?? Directorate of Marine and Aquaculture Research (DIHA) has published a plan (Research Lines and Axes) which sets out objectives in relation to planning, development of fisheries statistical system; population dynamics and sustainable utilisation of fishery resources, fisheries biology and oceanography, conservation and sustainable utilisation of marine biodiversity, aquaculture. However, the plan does not contain detailed actions.</p>   |
| <p>Regular evaluation of fish stocks (7 stocks)</p>   | <p>Stock evaluations published for 3 stocks (grouper, big eye scad and sand bream);<br/>Management recommendations made and adopted for all main stock categories, in Boletim Oficial 4 May 2009.</p>   |
| <p>Improvements in methods of collection and analysis of statistics; new software installed and statistical bulletins published</p>     | <p>Fishery sector frame survey not updated since 2005; Catch data available to end of 2008. New frame survey in planning. Software design and specification undertaken, but not yet installed; Statistical analysis available but bulletins not formally published. Annual report of DGP prepared (internal document).</p>  |
| <p>Tuna information centre established.</p>   | <p>Tuna data submitted on time to ICCAT</p>   |
| <p><b>Axis 1.2: Control and surveillance of the EEZ of Cape Verde</b></p>   |   |
| <p>Fisheries surveillance plan elaborated; 15 combined marine/air patrols missions undertaken</p>                                       | <p>No overall MCS plan in place. Offshore vessels and aircraft not operational since 2008. Four coastguard patrols missions conducted (in 2008 and 2009). None so far in 2010. Three offshore patrols conducted onboard US/Spanish/UK vessels. No fisheries infractions detected. Negligible participation of fisheries personnel. No funding transferred to coast guard for upgrading means/operational expenses. Funds allocated for offshore patrol planned late 2010 when vessels/aircraft are operational.</p> |
| <p>Establishment of satellite VMS on 70% of industrial vessels; Promulgation of law, training of staff, installation of VMS beacons</p> | <p>Feasibility study completed. Beacons and receivers on order, with installation on industrial vessels planned. No fisheries control room established. New joint maritime control centre COSMAR under construction. First MCS training course for fisheries staff planned for late 2010. VMS law not in place.</p>   |
| <p>Establish corps of observers on board 50% of industrial vessels, training and statute regarding observers.</p>                       | <p>Observers trained in Dakar. However all staff have since departed due to lack of budget/salary. No observer capacity available at present.</p>   |
| <p>Creation of cadre of fishery inspectors, with legal basis.</p>   | <p>No clearly identifiable cadre of fishery inspectors appointed for MCS function. Training of DGP/Coast</p>  |

|   |  |
|---|--|
| training  | Guard staff planned for 2010.  |
| Installation of programme for registration of vessels   | Vessel register in place for industrial vessels.   |
| <b>Axis 2: Institutional support</b>  |  |
| Training to improve technical and scientific capacity of administrative staff (30 groups); including training in Europe, Africa.  | Some training activities undertaken (not specified)  |
| Promoting dialogue between actors in the management of fisheries (2 meetings of CNP and 1 "Day of the Fisherman" organised)   | CNP has met each September/October. Dia do Pescador held in Feb 2009 and Feb 2010.   |
| Participation in CSR/ICCAT/COMHAFAT/ meetings (7 meetings, organisation of Ministers Conference 2009 in Praia); contribution of fees to CSR, ICCAT; participation in EU /CV Commission Mixte) | Fees due to CSR and ICCAT have been paid and are up to date. Cape Verde assumed presidency of CSR 2009/2010 with attendance at all meetings. Cape Verde hosted the 16th Meeting of the CSR Conference in December 2008. Staff participated in Joint Committee in June 2009 (Brussels) and regularly attended ICCAT meetings. |
| <b>Axis 3: Strengthening capacity for inspection and certification of fishery products</b>  |  |
| Inspections of vessels and establishments undertaken (minimum 68/year from 2008)  | 51 inspections in 2007; Not stated for 2008/2009. In 2010 20 out 33 authorised vessels were inspected, along with regular inspections of establishments in accordance with the Inspection Programme.   |
| Audits of the inspection bodies (Agencies) undertaken (total 5 audits)  | Audits of inspection bodies in Sal, São Vicente in 2008 and 2009.  |
| New equipment for inspections supplied  | HPLC installed for histamine analysis in LOPP; staff trained; equipment commissioned   |
| New inspector recruited (2) and trained (2 courses); training for industrial operators (2 courses); training for fishermen (2 courses).   | Two inspectors recruited. Training courses for inspectors delivered (by INFOSA) in June 2008. Participation in training course in Mauritius 2007 (DG SANCO), Lisbon 2008 (DGP Portugal), Maliana (2009) and HACCP training in Senegal (2010). Training courses (x2) for fishers/sellers conducted in 2008.                   |
| Participation in Codex/international meetings (2 meetings)  | No data available  |
| Updating of legislation for sanitary controls for fishery products; update of fish inspection and control manual  | Legislation for sanitary conditions upgraded in line with FVO recommendations. Fish inspection manual revised by June 2008   |

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 June 2008  
 (by INFOSA) in June 2008  
 (DGP Portugal), Maliana  
 (2009) and HACCP training in Senegal (2010).  
 Training courses (x2) for fishers/sellers conducted in 2008.

|  |   |
|--|---|
| <p>Upgrade laboratory (LOPP) to function at present site (INIDA); move facilities to Mindelo in 2010;</p>                                | <p>Laboratory staff trained in chemical and microbiological analysis; testing methods reviewed and upgraded to international standards. Staff trained. Equipment calibration revised. Plan for transfer of LOPP in place; construction of new LOPP in Mindelo tendered (2010)</p> |
| <p>Introduction of inter-laboratory proficiency testing; nomination of accreditation body; accreditation of LOPP to ISO17025 by 2011</p> | <p>New lab quality manual introduced (2010); action plan for accreditation in place; methodologies upgraded and applied</p>   |
| <p><b>Axis 4: Promotion of development of artisanal fisheries</b></p>  |   |
| <p>Preparation of integrated development plan for artisanal fisheries</p>  | <p>"Plano operacional para o desenvolvimento da pesca artesanal de Cabo Verde" prepared and adopted, January 2010 (AECID/Cetmar)</p>  |
| <p>Training of artisanal fishermen in micro-credit (50% of fishers)</p>  | <p>Not undertaken</p>   |
| <p>Purchase and installation of new ice machines; improved availability of ice (80% of embarkations, 30% increase in ice production)</p> | <p>Complex de Pesca Cova Inglesa ice plant capacity upgraded (&gt;100%) with JICA support. Reopens 2010.</p>  |
| <p>Study of fish sales by auction</p>  | <p>Study undertaken and validated (2008)</p>  |
| <p>Seminars for awareness of fisheries legislation (2)</p>   | <p>No data. AECID project expected to support.</p>  |
| <p>Promotion of formation of fisheries associations; drafting of legislation</p>   | <p>No data. AECID project expected to support.</p>  |

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In general, Table 41 suggests that the impact of the multi-annual sectoral programme of support measures has been variable. In some measures, in relation to Axes 2, 3 and 4 (respectively institutional support, quality control and artisanal fisheries) the measures have generally been implemented in line with the matrix agreed by the parties. However, progress has been less than adequate in relation to Axis 1, where progress in fisheries management activities is behind schedule, and in fisheries MCS have been almost negligible. Given the national development policy focus on maritime industries, the high profile of fisheries in the GPRSP, and the potential for added value in this sector, the weak response to this area is disappointing and represents a significant failure for the FPA. Considering that the FPA (although relatively limited in absolute terms) has accounted for 24% of budgeted public investment in fishery sector a greater impact could have been anticipated. That it has not, is attributed by the consultants to a number of reasons, but primarily to a lack of clear unitary policy framework.

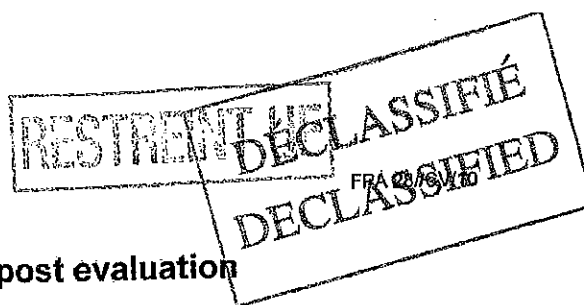
At present documented policy is found in different documents (poverty reduction and growth, agriculture and fisheries, environmental). The PGP 2004-2014 is the only document which refers exclusively to fisheries, but is not comprehensive. There is no direct link between the PGP and the matrix of support measures agreed by parties (nor indeed to activities implemented by donors) and it is therefore difficult to ensure coherent links to policy.

The policy axes agreed by the parties are relevant, but the objectives not always relevant or structured in a logical way to address the problems identified. For example, there is a need for the appointment of a corps of fisheries inspectors, and for them to be trained and capacity built on preliminary steps (eg. shore based port-state controls on transshipment and imports) before the launch of combined air/sea MCS missions. The process misses a proper problem analysis, with a programmed and phased plan for MCS capacity development, prior to implementation of complex MCS functions such as satellite VMS/combine air sea patrols. Programming such activities becomes a theoretical exercise when the DGP does not operate even a radio room, or have a body of inspectors uniquely allocated to control tasks. Whilst the MCS measures proposed are relevant to the needs, they do not take into account the capacities of the DGP to implement them.

Furthermore, it is also evident that there is a substantial level of donor activity in the fisheries sector. Where donor activities have not been undertaken (Axis 1), progress has been rather limited. Where donors have intervened, there is evidence of more rapid progress. The AECID and EDF SFP have been active in quality control and sanitary inspection (Axis 3). JICA has been active in infrastructure development (refurbishing ice plants) and AECID in the preparation artisanal fisheries operational plan (both major outputs in Axis 4). Therefore it appears that the Cabo Verde authorities have implemented the matrix most successfully only in those areas where additional donor support has been forthcoming.

It is therefore concluded that the additionality of the partnership approach in this Agreement has so far been questionable, in terms of the specific results achieved. The FPA has been useful in providing counterpart funding for all of these interventions, and has allowed the DGP to respond to the opportunities; eg. by allowing the recruitment of staff, funding of travel and communications. However, it remains difficult to link results specifically to the FPA measures when donor projects are operating in the same area. In terms of outcomes establishing the links is almost impossible. During the course of any future protocol there will be substantial activity undertaken in the area of fisheries management and MCS. The EU MCS Project (implemented through CSRFP), the EU ACP Fish II and the World Bank PRAO will all support building up of the fisheries management and MCS capacity in Cape Verde. The inclusion of these functions within the measures supported by any future FPA should be carefully considered. The parties will need to define the measures in some detail, seeking synergies rather than overlaps with the donor projects, and will need to find appropriate strengthened planning and coordination mechanisms between development partners.

Overall, to ensure that there is a clear logical framework approach to these activities, there is a need for a new fisheries policy, comprising a sector review, problem analysis, needs analysis, development and validation of measures, and costing, and then finally integration of the FPA and donor measures. This process will generate a revised matrix for implementation under a future protocol. The promulgation of a coherent fisheries policy document should be the first measure, and the European Commission is recommended to support this process with technical assistance. The consultants recommend that such an intervention be considered for support under a relevant programme, for example the ACP Fish II Project.



## 5.11 Lessons learnt from the ex-post evaluation

### 5.11.1 Common Fisheries Policy objectives

The investment of the EU in a Fisheries Partnership Agreement with Cape Verde was expected to contribute to the following objectives, which are common with all other fisheries partnership agreements concluded by the EU:

- safeguarding employment in the regions of the EU dependent on fishing;
- securing the continued existence and competitiveness of the EU's fisheries sector;
- developing through partnership the fisheries resource management and control capacities of third countries to ensure sustainable fishing and promoting the economic development of the fisheries sector in those countries
- ensuring adequate supply of fishery products for the EU market.

#### *Impact on employment*

A summary of the main impact indicators found by the ex-post evaluation of the Agreement is shown in Table 42:

**Table 42: Main economic parameters of the EU –Cape Verde Fisheries Partnership Agreement**

| Variable                           | Units       | Value     |
|------------------------------------|-------------|-----------|
| No. licences available             | No.         | 84        |
| Rate of licence utilisation        | %           | 58        |
| Catch                              | tonnes/year | 2,611     |
| Reference tonnage                  | tonnes/year | 5,000     |
| Catch as % of reference            | %           | 52        |
| Average catch value                | EUR/year    | 4,404,109 |
| Av. value of catch                 | EUR/tonne   | 1,687     |
| Cost advantage                     | EUR/tonne   | 209       |
| Cost as % of ex vessel value       | %           | 12,4%     |
| EC benefit (value added)           | EUR/year    | 1,981,849 |
| Cost to EU fleet                   | EUR/year    | 160,700   |
| Cost to EU                         | EUR/year    | 385,000   |
| Total EU transfers to Cape Verde   | EUR/year    | 545,700   |
| Cost benefit ratio                 |             | 3,6       |
| Av.No. of vessels drawing licences | No.         | 46.3      |
| Av.No. of EU fishers employed      | No.         | 259       |
| Av.No. of CV fishers employed      | No.         | 113       |

Source: European Commission, consultants' estimations



The Agreement has contributed to safeguarding some 258 jobs held by EU nationals on vessels drawing licences under the Agreement. This accounts for about 8% of the total EU nationals employed on EU vessels operating under Fisheries Partnership Agreements but only a small share of total EU employment in the catching sector (estimated to be about 190,000). The cost associated to the EU per job sustained is about EUR 1,386/annum. This cost does not however represent the full cost of the jobs sustained (which will also need to take into account the costs of financing other Agreements used by these fleet segments).

#### ***Securing the continued existence and competitiveness of the EU's fisheries***

The EC's Fisheries Partnership Agreement with Cape Verde has proved to be a useful instrument for the EU fleet, with a moderate rate of licence uptake (58%). The resources targeted are highly migratory and its movements are largely driven by oceanographic conditions. Fishing vessels must be able to follow the resources wherever it is present i.e. in the high seas as well as in the waters under jurisdiction of Coastal States, and therefore have an access to all key EEZs. Cape Verde is particularly important since it is relatively accessible to EU vessels operating from Canary Islands and the Iberian Peninsula. The Agreement has therefore provided an important contribution to the EU purse seine and surface long line fleet activities in the Eastern Tropical Atlantic, more so since in 2010 several Spanish and French purse seine vessels have relocated and taken up the fishing opportunities presented to reduce their exposure to piracy risk in Indian Ocean fisheries. With the exception of the pole and line operators, whose activities are subject to negative economic pressures, the Agreement has been an effective instrument to secure the regional presence of the EU fleet and contributed towards its competitiveness (Objective b).

#### ***The partnership approach***

The partnership component of this fisheries agreement has been implemented and an agreed policy matrix is guiding the implementation of measures supported by funds from the Agreement.

Some limited steps have been made towards strengthened MCS, improved sanitary conditions, and participation in regional fora, making a small incremental contribution to improved sustainability and economic development of the Cape Verdean fishery sector as a result of the Agreement (Objective c). The lack of progress in MCS is disappointing, and the Agreement has not contributed to further the EU policy with regard to the elimination of IUU fishing. There is a need for attention to this issue in any future protocol.

However, with only one Joint Committee (in June 2009) and three technical meetings between the parties (in July 2007, March 2009 and April 2010) there have been some long gaps in policy dialogue. A more assiduous attention to the policy dialogue by the parties could have helped to address some of the areas where progress is limited. A lack of staff resources and time on the part of both parties was the main reason for the under-performance of this element of the Agreement and both parties should therefore re-assess their resource commitments in the context of any renewal of the Protocol.

#### ***Ensuring adequate supply of fishery products for the EU market***

Catch rates under the Agreement have been lower than expected, with overall only 52% of the reference catches taken by the EU fleet. However, this is much better than under some other Agreements (for example 16% in São Tomé e Príncipe). The average cost per tonne to the EU of the catches made was EUR 209/tonne, representing about 12% of the ex vessel price of the fish. According to Eurostat EU fish consumption in 2006 was nominally 10.8 million tonnes (production of 6.9 million and net imports of 3.9 million tonnes). This means that although it does contribute disproportionate supplies of some species such as swordfish and shark, the Cape Verde FPA has contributed a negligible proportion of the total fish supplied to the EU. The Agreement is not therefore a particularly effective measure for ensuring supplies to the EU market (Objective d).

#### ***Overall coherence with CFP objectives***

Overall the Agreement has made a positive contribution to the furthering of CFP objectives. However it represents only a small percentage of all EU fleet outputs (in terms of production, turnover, value-added, employment and supply to the market) and its contribution, whilst positive and measurable, is generally limited.

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### 5.11.2 EU Integrated Maritime Policy

Cape Verde has clear linkages with Macaronesia (being the group of Atlantic archipelagic islands including the Azores, Madeira and Canary Islands). The geographic proximity, and commonality of challenges faced have contributed to increasingly close political linkages. The European Commission is reflecting on the expression of the application of the Integrated Maritime Policy to the Atlantic Ocean Region<sup>42</sup> and it is clear that in this respect the EU has common interests with Cape Verde in relation to the development and security of some of its Outermost Regions. It is this common interest which has given rise to the Special Partnership between the parties. Whilst the FPA is only a small agreement (relative to the dimensions of the Special Partnership, it only accounts for about 4% of the annualised NIP expenditure), it is however disproportionately important in that it deals with an important maritime sector, with high employment dependency, and with opportunities to deliver further economic development through value addition and trade. The FPA is therefore fully coherent with the Integrated Maritime Policy of the EU.

## 6 CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Conclusion

#### 6.1.1 Relevance

##### *EU objectives*

The EU-Cape Verde FPA is one of five in the W. African region (the remaining being Mauritania, Cote d'Ivoire, Gabon, São Tomé and Príncipe and Guinea Bissau) and the regional deployment strategy of the EU tuna fleets in this region requires the vessels to follow a migratory resource. The Agreement has therefore contributed to the regional activity in the Eastern Tropical Atlantic of the EU fleet. The Agreement has allowed EU vessels to have secure and long term access to fishing opportunities in the waters of Cape Verde which may otherwise not be available with such a degree of certainty. *The Agreement may therefore be considered to be relevant to the policy needs of the European Union.*

##### *Cape Verde Objectives*

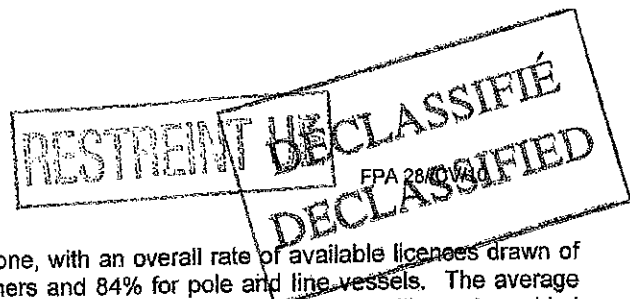
At the same time the Agreement has allowed Cape Verde to derive greater economic benefit from the resources which it does not have the capacity exploit fully, than alternative means of allocating these resources (for example by private licences). The financial income generated from this resource makes a useful, although not critical contribution, to Cape Verde, since it provides some 0.3% of total government investment funds. The contribution also provides an important source of funding for the fisheries administration, with 100% of the EC's financial contribution allocated to the Directorate General of Fisheries (although at the time of writing not all funds had been disbursed). This amount accounted for about 24% the budgeted investment funds (which include budget allocations in the form of donor funded projects). *The Agreement is therefore considered to be highly relevant to the needs of the Cape Verde government, and especially so in relation to its fisheries investment programme*

#### 6.1.2 Effectiveness

Up to the end of 2009 the Fisheries Partnership Agreement with Cape Verde has supported the deployment of an annual average of about 47 EU vessels (10 purse seiners, 27 surface longliners and

<sup>42</sup> There is a public consultation until 15/10/2010 and the Commission has published a "Non-Paper on the EU and the Atlantic Ocean", European Commission, Directorate-General For Maritime Affairs And Fisheries [http://ec.europa.eu/fisheries/partners/consultations/atlantic\\_ocean/non\\_paper\\_en.pdf](http://ec.europa.eu/fisheries/partners/consultations/atlantic_ocean/non_paper_en.pdf)





10 pole and line vessels) in the Cape Verde zone, with an overall rate of available licences drawn of 51% for purse seiners, 56% for surface longliners and 84% for pole and line vessels. The average annual catches under the Agreement were 2610 tonnes valued at EUR 4.4 million with a value added generated estimated at EUR 2.0 million/year, accruing to the EU and ACP countries (in the form of profits to operators and wages of EU and ACP crew including Cape Verdean, plus some benefits to downstream processing of catch in canneries in Cote d'Ivoire, Spain and France). The Agreement is estimated to support the employment onboard of 260 EU nationals (and 113 Cape Verde nationals). This accounts for 13% of the total EU nationals employed on EU vessels operating under Fisheries Partnership Agreements but only 0.1% of the EU employment in fisheries.

About 14% of the value of the Agreement to the EU fleet is in the form of the purse seine fishing opportunities and 86% due to the surface longline opportunities. Less than 1% of the value is derived by the pole and line fleet. Overall some 90% of the Agreement is derived to the Spanish fleet. About 10% is derived by Portugal in terms of longline catches. Before 2010 the benefits to French vessels were limited to a small pole and line catch (0.1% of the value). However it is important to note a significant increase in the effectiveness of the Agreement from 2010, due to renewed interest in the EEZ from French purse seine vessels. The Agreement is therefore expected to show doubling of effectiveness of the purse seine opportunities in this year, which could potentially add 1200 tonnes of fish and EUR 600,000 of annual benefits.

Fishing under the agreement with Cape Verde represents about 1% share of the total turnover of the EU fleets under fishing agreements, but only 0.1% of the turnover of the EU fishing fleet. The EU surface longline segment is rather more dependent on the EC-Cape Verde FPA, which (assuming an average annual catch in the Atlantic of c.50,000 tonnes) accounts for some 9% of the revenues of this fleet segment. Given that the Atlantic fleet also used Cape Verde as an operational base, this segment can be regarded as being highly dependent on the Agreement.

*The Agreement may be considered to have been an effective measure*, supporting the EU fisheries objectives of deployment of EU vessels, generating employment for EU and third country nationals and generating supplies, albeit limited for the EU market.

### 6.1.3 Efficiency

Overall, for the EU, the Agreement had a moderately positive cost:benefit ratio of 3.6 (annual cost to the EU and the EU fleet of EUR 0.54 million compared to an annual benefit of EUR 1.98 million). This means that for every EUR spent on the Agreement from the EU side, EUR 3.6 are generated. The ratio indicates that the Agreement has been a moderately efficient means of achieving the economic benefits derived, although not as efficient as it could have been. The average catches taken were only marginally more than half of those expressed in the reference quantity, which suggests that the EU has overpaid for about 2400 tonnes per year of unused fishing opportunities, (at a cost to the EU budget of EUR 156,000 per year). This additional expenditure delivers no economic benefits to the EU fleet. This suggests that if the Protocol is to be renewed, there should be some change of dimensions to account for the under utilisation. However, the adjustment should also take into consideration recent changes in demand from the French purse seine (increase) and pole line fleets (decrease due to withdrawal).

Comparison with access fees paid by other foreign operators in the surface longline segment indicates that the EUR 100 per tonne negotiated by the EU is less than the price paid by Japanese operators (reported to be US\$17,500 / vessel/year). However, target species are generally of lower value (swordfish/shark for EU operators, sashimi grade tuna for Asian operators). No data is available on the terms of access of these vessels and it was not possible to assess whether there are any discriminatory provisions in comparison to the Fisheries Partnership Agreement with the EU.

The main impact of the Agreement on Cape Verde has been that the Government Revenue Account has been credited with a financial amount averaging EUR 545,700/year. Around 71% of this value is contributed by the EU and the balance from the fleet licence fee payments. There are some additional economic benefits from employment on board and transshipments, which are in the region of EUR0.94 million/year. However these are not fully linked to the Agreement, and some such benefits could be expected to be derived in any case even in the absence of the Agreement. The contribution of the Agreement to the economic development of Cape Verde is rather limited (accounting at most for 0.1% of GDP), and the Agreement cannot be considered to be an efficient tool for helping Cape Verde to meet its development policy objectives.

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*The Agreement can only be regarded as a moderately efficient method of achieving the policy objectives during the period covered by the evaluation.*

#### 6.1.4 Sustainability

Because of its limited impact on overall catches of bigeye tuna, there is only a minimal risk of negative impacts on this stock. With regard to other species where there is a degree of uncertainty regarding stock conditions, and in particular mako shark, the Agreement contributes an estimated 4% of the catches, and therefore there is a risk that it contributes to a negative impact on sustainability.

Because of the doubts regarding the stock condition of these shark stocks, mako shark in particular, it is not possible to state with certainty that the inclusion of these species within the Agreement is sustainable in the longer term. More rigorous monitoring and additional research are required to reliably assess the level of impacts on blue shark and mako shark in particular. There are in addition some concerns regarding the wider ecosystem impacts of the fisheries contained within the Agreement, especially negative interactions of surface longlining with seabird and turtle populations. Again, there is a need to strengthen the monitoring of EU vessels in this respect.

As far as can be ascertained all of the fishing operations conducted under the Agreement comply with the management recommendations of ICCAT and the corresponding measures implemented by EU legislation. However there are reservations regarding compliance by EU vessels with reporting requirements specified in the Protocol. There is clear evidence of non-declaration (in particular by the pole and line segment in 2008 and 2009). Subject to these reservations, the Agreement may be considered to be in line with the principles of responsible fisheries.

The Agreement, through its support for the development of policy framework for sustainable fisheries in Cape Verde, was expected to have made a significant contribution in the areas of fisheries management and controls. However, until now progress in these areas has been rather limited, and the Agreement has only made a weak contribution to improved sustainability of the Cape Verdean fisheries.

#### 6.1.5 Partnership elements

The partnership component of this fisheries agreement has been implemented and a draft policy matrix is guiding the implementation of measures supported by funds from the Agreement. However, the parties have only had one joint committee and three technical meetings during the course of the Protocol and there have been some long gaps in policy dialogue which has meant that the parties have not addressed areas of limited progress in implementation of the matrix. Policy development by the DGP has not been helped by two changes of parent Ministry, in 2006 and then again in 2008. The matrix of measures was not adopted until two years after the commencement of the protocol.

Furthermore, this study raised doubts about the relevance of some of the measures adopted within the partnership framework. In the absence of a coherent and validated fisheries policy to guide development and investment, the design of the measures (to ensure that they are based on a proper assessment of needs) becomes important. The parties have not paid sufficient attention to a proper analysis and design of the measures with the result that in some areas they have been over-ambitious (for example implementation of marine patrols when there is no established MCS function in the DGP) and have missed opportunities in other areas (for example to strengthen shore based port state controls). More regular and focused meetings between the parties supported by technical assistance for preparation of a more realistic set of measures would have helped to obtain a more sustainable outcome.

Because of the delay in their promulgation, the infrequent communication and the poor design of some of the measures, the partnership approach has not been implemented as effectively as it could have been. It is however recognised that the dimensions of the Agreement mitigate against the commitment of significant management resources. Any future set of measures should establish as a priority the adoption of a sustainable fisheries policy by the Government of Cape Verde.

Furthermore, the European Union is a development partner of Cape Verde participating in national and regional indicative programmes which allocate European Development Fund resources to the partner country. The Action Plan under the Special Partnership, funded by the NIP, foresees support

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for the strengthened "Management of natural resources, including execution of the National Environmental Action Plan (PANA) and ocean pollution reduction". There is a missed opportunity to use EDF resources, within the frame of the Action Plan, to address the outstanding need for institutional strengthening of the fisheries administration (especially in fisheries MCS), to allow Cape Verde to derive greater benefits from the FPA approach (and especially so given the focus of the GPRSP on the marine sector).

### 6.1.6 Compliance with the Protocol

There is concern regarding the weak or non-existent application of some parts of the Protocol. It appears that reporting conditions imposed on EU vessels set out under the Agreement are not always met. There are inconsistencies in the system of entry and exit reporting, and claimed delays or non-existent submission of catch reports by vessels. The Cape Verde authorities are not always well organised in these respects (for example traceability of record keeping) and although there is no evidence other than anecdotal, some EU vessels do appear to be failing to operate in compliance with the Protocol. This could also be considered in terms of a more rigorous approach by Member States to compliance with the Protocol conditions, as required in Council Regulation (EC) No 1006/2008 of 29 September 2008 concerning authorisations for fishing activities of EU fishing vessels outside EU waters and the access of third country vessels to EU waters. It also will be addressed by the proposed investment in a satellite VMS system to track vessels on entry to the EEZ.

It is also of concern that no observers have been mobilised on EU vessels during the course of the protocol. This is due to the lack of a trained corps of observers, and there is a need for the Cape Verdean authorities to address this by the allocation of adequate resources.

### 6.1.7 Overall conclusion

Despite concerns regarding its efficiency, the Fisheries Partnership Agreement has proved to be highly relevant to the Common Fisheries Policy (since it provides access to fishing opportunities for EU vessels, supporting their regional presence Eastern Tropical Atlantic) with associated (albeit modest) financial and economic benefits to the EU. It is relevant to the fisheries policy of Cape Verde since it provides financial means for implementation of important measures (although these have not been effectively implemented in the current protocol). In addition, the Agreement has allowed the EU to maintain a policy dialogue with the Cape Verde Authorities, with a view to promoting responsible fishing, although again, this has not delivered meaningful outcomes as yet.

In conclusion, although there are concerns regarding the efficiency of the Agreement and the effectiveness so far of the partnership component, it has proved overall to be a useful tool for furthering the mutual policy objectives of the parties. However, it is also clear that the Agreement has performed below expectation in several important respects.

## 6.2 Recommendations

### 6.2.1 Interest in continuation of the current agreement

From the perspective of the European tuna operators, there is a strong interest to keep access to the EEZ of Cape Verde as part of a sub-regional network of fisheries agreements.

- o With regard to the EU purse seine fleet, whilst the Agreement does not contribute a large proportion of their catches (c.1%), the availability of access to the EEZ of Cape Verde can prove useful when fish concentrates in this region. This Agreement is complementary to the FPAs which the EU has concluded with Guinea Bissau and Côte d'Ivoire, since together they provide a range of options with regard to fishing opportunities for migratory resources in Eastern Tropical Atlantic. In addition the threat of piracy in the Indian Ocean has led to a decrease in fishing opportunities in this region. There is evidence from fleet stakeholders of a significant increased interest in the Eastern Tropical Atlantic in 2010.
- o Concerning the surface long line fleet segment, the Agreement contributes about 9% of their revenues and is therefore forms an important part of their regional operations. The good quality deep sea port facilities, and in future improved port cold storage and transshipment facilities all create important incentives which contribute to the use of Cape Verde as a

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regional fisheries base for the EU's surface long line fleet, all of which facilitates utilisation of, and increases interest in, the FPA. The access of Cape Verde to the EU market, and the presence of onshore processing capacity has not so far allowed the creation of any linkages between the EU fleet and processing, but due to recent investment plans for one of the processing establishments there is clear interest from fleet operators in this possibility, which would further interest in maintaining the Agreement.

- o Concerning the EU pole and line vessels rely on the Agreement for about 1-2% of the catches, but it is important to note that these are relatively high value compared to catches from other regions. The Cape Verde EEZ therefore has a disproportionate importance which increases interest in the Agreement. These vessels operate from a base in Dakar, and have a limited range of operations; the proximity of Cape Verde, combined with high value catches, are important reasons for a strong interest in the continuation of the Agreement.

Overall, from the EU fleet operators there is therefore a very strong interest to keep access possibilities in the waters of Cape Verde.

From the perspective of the European Union, there is also an interest to maintain a relationship in the fisheries sector with Cape Verde:

- The Agreement has generated employment for EU fishers, helped to secure the presence of the EU fleet in the region, and has delivered supplies of fish to the EU market. It has also implemented a partnership approach, which has potential to support the development of sustainable fisheries in Cape Verde. In particular measures to strengthen fisheries controls will assist the EU policy in relation to IUU fishing (and in particular in the implementation of EU Regulation 1005/2008 on measures to eliminate IUU fishing). Although there are some concerns regarding sustainability of some aspects, these have better chance of being resolved within the frame of an Agreement than without. The Agreement may therefore be considered to be coherent with the common fisheries policy of the European Union.
- European Union has entered into a Special Partnership with Cape Verde, being a Peripheral Region Nation which has much in common with the EU's Macaronesian region. The Fisheries Agreement furthers the aims of the Special Partnership in relation to strengthening economic regional integration, supporting development and improved governance. The Fisheries and Special Partnership Agreements are therefore fully coherent, and support each other.
- The EU launched its integrated maritime policy in 2009, and in 2010 has launched a consultation on its application in the Atlantic region. The consultation document specifically mentions Macaronesia in the context of Maritime Policy. The FPA, which promotes integration and improved governance in an important maritime sector (with high employment dependency, and with opportunities to deliver further economic development through value addition and trade), helps to further the aims of the application of the Maritime Policy in the Atlantic region.
- The Green Paper on the reform of the Common Fishery Policy<sup>43</sup> emphasises that regional forms of cooperation should be explored as a means of better achieving sustainability beyond EU waters. The participation of Cape Verde in CSRP with three other members with current FPA's suggests there may be an opportunity in the longer term for the European Union to conclude regional arrangements in line with the ideas promoted in the Green Paper. The EU therefore has an interest to maintain its current relationships with Cape Verde as well as with other countries in the region to prepare for such a possibility. The Agreement also supports Cape Verde's participation in ICCAT, in which it is a partner with the EU.

The Authorities of Cape Verde also have an interest to conclude a new Protocol to the Fisheries Partnership Agreement with the EC:

<sup>43</sup> COM(2009) 163 adopted by the Commission on 22.4.2009

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- Cape Verde needs foreign exchange reserves to maintain macro-economic stability, as well as to support Government investment expenditure. During 2007 to 2009, the FPA provided a small but finite contribution of 0.3% of total Government investment expenditure, about 1.6% of investment expenditure in agriculture and fisheries and about 24% of the investment expenditure in fisheries (taking account of national and donors sources of investment). In fact the budgetary contribution in fisheries is clearly greater as 33% of the budget lines represent non-fungible donor supported projects, whereas the FPA income is liquid.
- Cape Verde is a member of the regional fisheries body CSRP, which has recently undergone a significant restructuring following an organisational and financial audit applied as a pre-condition to launch of an EDF intervention project. The CSRP is preparing a strategic plan which will focus on the objective of the harmonisation of fisheries legislation, greater coordination on measures for sustainable fisheries, and regional fisheries management of some migratory or straddling stocks. Continuation of the FPA can help to support Cape Verde's participation in this body.
- Cape Verdean processors suffer from a shortage of raw material from national fisheries and in order to maintain operations have had to resort to import of fishery products from both the EU and non-originating sources (under a derogation granted by the EU). Until now there has been no development of exports of fish caught under the Agreement from Cape Verde, but this would greatly enhance the value addition gained by Cape Verde from its fishery sector. It is in Cape Verde's interest to maintain the Agreement and explore ways to link EU vessels to shore based processing activities.
- Following inspection by DG SANCO of the European Commission in 2009 which found "significant shortcomings" in sanitary controls on exports of fishery products to the EU, the Competent Authority has employed FP funds to undertake the necessary investments and upgrades to the control systems and laboratories, to ensure compliance with EU regulations 852/2004, 853/2004 and 854/2004. Although the DGP is receiving assistance from donors in this respect, additional budgetary funds will be necessary in future for the implementation of upgraded controls. The FPA support measures will continue to be useful in this respect.

In conclusion, it appears that there is a strong interest from the parties to prolong the fisheries partnership between Cape Verde and the European Union. The parties are therefore recommended to conclude a new protocol.

### 6.2.2 Recommendations regarding the partnership approach

To ensure that the support measures are relevant and appropriate to the needs, the matrix of support measures should be revised. They should be programmed within the context of an updated and validated national fisheries policy framework. The parties are recommended to include the development and adoption of such a policy framework as the primary measure within a new matrix of support measures.

Given the limited capacity of the Cape Verde fisheries administration in policy programming and planning, the European Commission is recommended to support this process with a programme of technical assistance, under the provisions of the National Indicative Programme.

In future, both parties are recommended to ensure that there is an adequate commitment of staff time and resources to ensure that partnership elements are implemented effectively (through more frequent meetings, regular monitoring and communications on progress indicators).

### 6.2.3 What duration?

The current protocol under the Fisheries Partnership Agreement with Cape Verde ends its nominal 5 year term on 31 August 2011. The parties may wish to consider concluding a new protocol for a similar term.

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#### 6.2.4 What fishing capacity?

It is recommended that any future protocol should seek to obtain better balance and consistency between the value of fishing rights negotiated and the likely utilisation of fishing opportunities. The adjustment of fishing opportunities in terms of numbers of licences should take into account the most recent (2010) changes in demand, as follows:

- With regard to the tuna purse seine segment, the current provision of 25 licences appears to be satisfactory for the time being, given the increase in the number drawn in 2010 (84%) and the continuation of the piracy issue in the Indian Ocean. Such a level of licences would be within the fishing capacity limits set by ICCAT and comply with the principles of responsible fishing. To accommodate the possibility of additional vessels transferring to the Atlantic fishery it is proposed that the protocol should accommodate a means for additional PS licences to be drawn.
- In relation to the pole and line fleet segments, the permanent withdrawal of 3 French flagged vessels means that the number of licences may be reduced to 8.
- With regard to the surface longline segment, the continued provision of 48 licences appears to be excessive, with a maximum of only 28 being drawn in any one year. The number provided in the agreement could be reduced.

This approach retains the Agreement, which is clearly in the strategic interests of both parties and the EU fleet, ensures the continuation of the policy dialogue in which the parties have engaged, provides for a more efficient use of EU funds without impacting on the opportunities available to EU operators and ensures a continuation of financial support for implementation of fisheries policy measures by the Cape Verdean authorities.

Under the Protocol the fishing opportunities are provided for "highly migratory species"<sup>44</sup> and the reference tonnage is presently expressed in terms of a proxy of tonnes of non-specific tuna, for both purse seine and the surface longline segments. Whilst three species of tunas are indeed the primary target species for the purse seine segment, the main target species for the EU surface longliners are swordfish and several species of shark (including mako shark and blue shark). ICCAT requirements catch reporting specifications with regard to sharks have been significantly modified since the Agreement was established (they were previously aggregated with "miscellaneous fish"). These new reporting requirements should be implemented in any new Protocol to ensure that it remains coherent with the European Union Action Plan for the Conservation and Management of Sharks<sup>45</sup>, which states as a primary objective "to have reliable and detailed species-specific quantitative and biological data on catches and landings as well as trade data for high and medium priority fisheries".

#### 6.2.5 What contribution?

In late 2009 and early 2010 the price of tuna has fallen from a 2008 peak. The current standard compensation rate of EUR 100 per tonne of tuna therefore may be regarded as fair compared to rates paid by other fishing interests.

#### 6.2.6 What access conditions should be applied?

The main conditions listed in the Annex to the current protocol should remain the same, in particular the procedural conditions for the issue of licences,

<sup>44</sup> As defined in Annex 1 of the 1982 United Nations Convention on the Law of the Sea

<sup>45</sup> Communication From The Commission To The European Parliament And The Council, On a European Community Action Plan for the Conservation and Management of Sharks, COM(2009) 40 final, Commission Of The European Communities, Brussels, 5.2.2009

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There is concern that the reporting conditions imposed on EU vessels set out under the Agreement may not always be met, and that these conditions are not enforced by Cape Verde authorities. This has been a source of dissatisfaction to the authorities. The long term solution is the implementation of the satellite VMS by the Cape Verde authorities, but in the meanwhile another mechanism is required, for example, by communicating to the Cape Verde authorities, the satellite VMS alerts regarding entry/exit of an EU vessel into the Cape Verde EEZ to allow a cross-check with radio reports received and appropriate sanctions to be applied for non-compliance. Such an approach would be entirely coherent with the EU's recent measures to counter IUU fishing.

Regarding the lack of implementation of the observer provisions and the development of the fisheries MCS capacity, there is little more that can be done in terms of the Protocol. However, it is recommended that Parties should address the establishment of a dedicated MCS function in the DGP, and the re-creation of the observer corps within the revised matrix of policy support measures. It is recommended that the fisheries MCS functions also include the remit for port state and import controls, since both provide important opportunities for cross checks to identify and control IUU fishing.

The implementation of the partnership element of the Agreement has been limited by the insufficient level of contact and communication between the parties. The Joint Committee is recommended to meet at least once/year. The Commission is recommended to support the effective use of the Agreement by the Cape Verde authorities by providing technical assistance for building capacity in fisheries policy and planning.

Finally a future protocol should include the application to the EU fleet of the recently agreed measures by the Parties to ICCAT. This includes the revised ICCAT catch recording forms which indicates the shark catches by species and the minimum size limit for swordfish of 125 cm (15% tolerance) or 119 cm (zero tolerance). The next protocol should make therefore specific reference to these measures or state that additional conservation and management measures agreed by ICCAT should be followed.

6.2.7 Regional Fisheries Integration

It is in the interests of the EU and Cape Verde for the latter party to deepen the regional integration of its fishery sector by participating in relevant fisheries organisations. This study has indicated that there may be a potential that future Protocols negotiated by the EU with the four CSRP Member States which have FPAs with the EU, could include provision for direct transfer to CSRP of an element of the financial contribution allocated to the policy support measures. The proposed adoption by the CSRP Council of Ministers of a strategic plan with budgeted policy measures would allow the direct allocation of FPA finance by the European Union to a budgetary support programme in favour of the CSRP (within the frame of a Regional FPA).

The amount of payment could at first be equivalent to the membership fees (in the case of Cape Verde, this is about EUR 50,000/year), but it could be increased in line with Members wishes to support CSRP measures. Separate FPA elements could also, if CSRP and Member States agreed, be linked to the CSRP counterpart finance of the MCS missions to be implemented under the EDF MCS programme, thus ensuring a good level of coherence between fisheries and development policies in pursuit of their common interest in reducing IUU fishing.

In addition, the adoption of this model would reduce the reliance of CSRP on donor funding, solve, or at least reduce, the problem of arrears in payment of membership fees and contribute, at least partially, to its longer term sustainability. It would also ensure some external monitoring of progress as a condition of the budgetary support and thus further strengthen governance of the CSRP. The prospect of a Regional FPA has already been considered by the CSRP Council of Ministers, which has requested the executive secretary to investigate the possibility. There seem to be considerable synergies across development, fisheries and maritime policy agendas to be gained from such an arrangement, and the European Union, along with FPA Partner Governments in the region, is recommended to investigate this prospect in more detail.

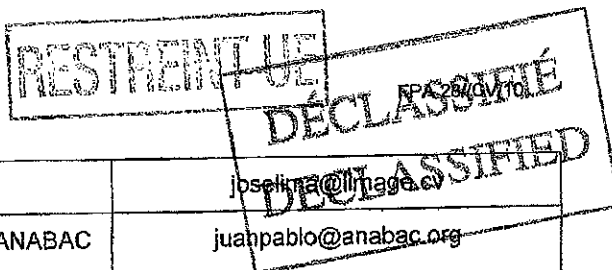
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## ANNEX 2: SUB-REGIONAL FISHERIES COMMISSION (CSRP)

### Introduction

The Sub-Regional Fisheries Commission (referred to here as CSRP, under its French acronym *Commission Sous-Régionale des Pêches*) is an International Organisation, linked to, but independent from, FAO. Created in 1985, the CSRP has 7 Member States: Cape Verde, Gambia, Guinea, Guinea-Bissau, Mauritania, Senegal and Sierra Leone. The CSRP is an advisory body only.

### Constitution

The permanent secretariat is in charge of implementing decisions made by the Ministerial Conference. Its director is the Permanent Secretary named for a period of 4 years, renewable one time only. The core budget of the permanent secretariat originates from contribution from the Member States, with additional external funding provided by donors on a project basis. The headquarters of the Permanent Secretariat are in Dakar.

The Coordinating Committee is the technical and consultative body in charge of monitoring the implementation of the Ministers. The Ministerial Conference is the main decision-making body. It is composed by the Ministers in charge of fisheries of each Member State. The presidency of the conference changes every two years. The Conference meets at least every two years as well to define the work programme of the organisation and to vote the core budget available to the permanent secretariat. It is customary for CSRP to organise an extraordinary meeting every other year to monitor progresses and budget uptake. The current presidency is exercised by Cap Verde. Gambia will take over end of 2010 after the regular meeting of Ministers scheduled to take place next October 2010.

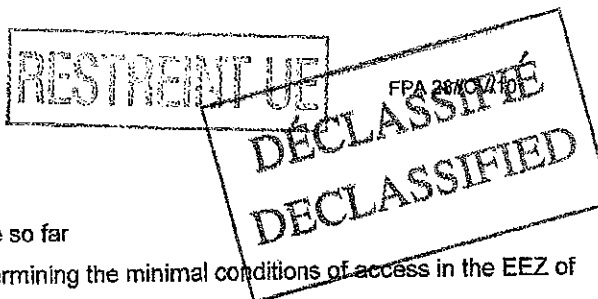
### Objectives and strategy

The general objectives of the CSRP as per its founding act are:

- To harmonise common policies for conservation and exploitation of fisheries resources in the sub-region
- The adoption of common strategies in international fora
- To develop sub-regional cooperation for fisheries monitoring, control and surveillance
- To develop Member State capacity for fisheries research in the sub-region.

In 2001, the Ministerial Conference adopted a 2002-2010 strategic action plan for CSRP. The plan is developed around 5 main axes of intervention, summarised below:

1. Fisheries management: concerted action plans for fisheries management in particular for shared fisheries, improved management of fishing capacities in the region, implementation of a common framework for regulation of access and allocation of fishing rights on shared fisheries, definition of a concerted framework for negotiation of fishing agreements, management of fragile ecosystems and species
2. Research: improved research on shared species including regular assessment of the status of these stocks and definition of a TAC, coordinate research strategies of Member States
3. MCS: strengthen UCOS capacities, create and maintain a register of fishing vessels active in the region, organise joint control operations, generalise observers onboard fishing vessels
4. Information on fisheries: promote the creation and the diffusion of a regional fisheries information system, ensure fisheries data are collected on a regular basis
5. Institutional and legal aspects: adapt legal frameworks of the Member States to take into consideration international hard and soft laws, harmonise Member States legislation on access, technical measures, attribution of flag, chartering, strengthen cooperation with Member States and international management organisations.



## Activities and achievements

The main achievements of the CSRP include so far

- The conclusion of a Convention determining the minimal conditions of access in the EEZ of the Member States (1993)
- The Convention of sub-regional cooperation for the right of hot-pursuit (1993)
- A Protocol defining the modalities of coordination of surveillance activities of Member States in application of the convention above (1993) with further negotiations of bilateral application protocols
- Adoption of rules on the marking of fishing vessels and the status of observers onboard the vessels
- The successful coordination of two successive MCS projects funded by Lux Development. This project led to the creation in 1995 of a coordination unit for implementation of regional MCS activities in Gambia (UCOS). After the end of the project in 2003, the UCOS unit was integrated to CSRP as a decentralised unit.

The main recent achievements of CSRP consist in the adoption by all Member States of a national adaptation of a Sub-Regional plan of action to manage shark populations, on the model of the International Plan of Action promoted by FAO.

## Restructuring of CSRP in 2007

In 2006, the EU earmarked Regional EDF funding for two large projects of € 5 million each to be coordinated by CSRP. One of these projects concerned strengthening of operational MCS capacities on the model of the projects funded by Lux Development until 2002. The other project (AGPAO) was addressed the strengthening of fisheries management capacities of the Member States.

EDF funding was subject to several conditions. One of the most important was related to the governance of the CSRP. It had been clear to donors that the CSRP had only limited capacity for implementation of donor funded projects, and lacked the capacity to absorb assistance itself. This was widely recognised by several key interested donors as a constraint on the development of regional approaches to fisheries management. The EU supported the realisation of an administrative and financial external audit of CSRP by independent auditors. The audit was realised over 2007 under EU funding. It found several important areas of dysfunction, especially in relation to organisation structure and functions, financial accounting systems, and procurement procedures. Overall it recognised a lack of sufficiently skilled human resources to fulfil its mandate. The audit recommendations were presented during the 2007 extraordinary meeting of the Minister Conference in Dakar, who endorsed most of the recommendations. Following this conference the CSRP implemented in 2008 an important structural reform of the Permanent Secretariat including:

- Restructuring of the financial and administrative services including a separation of accounting services and procurement services
- Creation of three new departments: harmonisation of policies and legislation; research and information systems, monitoring control and surveillance
- Creation of a service in charge of human resources
- Creation of a service in charge of communication and public relations

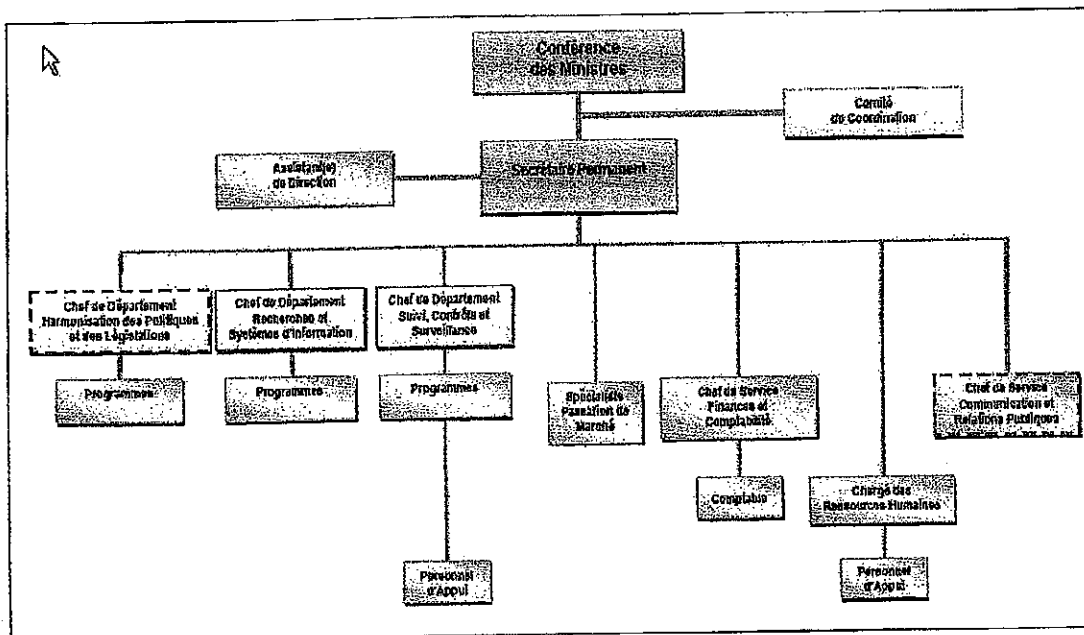
This restructuring was supported by GTZ (German Technical Cooperation) which had been providing assistance to CSRP for institutional capacity building since 2004, including the services of a fulltime technical adviser<sup>46</sup>. The work involved the definition of specific policies, and the implementation of a new structure. The technical functions were divided into three departments: harmonisation of policies and legislation b) fisheries research and information systems and c) surveillance. Separate support functions were also defined; finance, procurement, human resources and communication. The new

<sup>46</sup> The GTZ assistance, implemented by GOPA, has recently been extended until mid-2012

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structure and staffing plan was adopted by the Conference of Ministers in their 2009 meeting. The resulting organisation structure is shown in Figure 1.

**Figure 1: Organisation structure of the CSRP, 2009**



Source; CSRP <http://www.csrpsp.org>

A new manual of administrative procedures was adopted (now also approved by the World Bank and partly by the AFD – Assistance de France). Importantly, salaries were aligned to the UN scale and brought up to international levels. Six new senior staff were recruited in 2009 and early 2010 to head the new technical and administrative departments. Two of these positions are provisionally funded by the World Bank and the AFD. The total number of permanent senior staff which was only 5 in 2005, increased to 10 in 2009. All senior posts, with the exception of the MCS Director, are now filled.

The new structure and improved governance and capacity has paved the way for the re-engagement of donors. A number of projects have been launched, and the EDF intervention is also due to start in 2010. See below for a description of the donor projects in which the CSRP is an implementation partner). As a result the senior full time staff are supplemented by, at present, 7 expatriates who are assigned on specific donor funded projects.

### Current activities

The current activities of CSRP follow the lines drawn by the 2002-2010 strategic work plan. Since 2007, considerable external International donor assistance has been secured to support the development of the various actions detailed in the strategic plan. The interest of Donors in CSRP is rather new and can be related to the structural reforms started in 2007.

The following table shows the main projects coordinated by CSRP with indications on the correspondence with the CSRP strategic plan. EU Member States aid include German support (GTZ) to institutional strengthening of CSRP, Netherlands support (DGIS) for research and management of shared small pelagic stocks and French support (AFD) to co-management strategies and integration of MPAs in fisheries management. Other major donors includes the World Bank through the PRAO

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project with a budget as high as € 42 million between 2010 and 2014<sup>47</sup>. This project focuses on improvement of fisheries management capacities, including MCS operations. The PRCM (*Programme Régional de Conservation de la zone Côtière*) is a joint initiative of international NGOs (IUCN, WWF, FIBA) supported by own funds or funds granted by other international foundations and governments. Current activities of PRCM with CSRP include support to the preparation and the implementation of a sub-regional plan of action to preserve sharks and support to fisheries management (regulation of access, consideration of fisheries in the poverty reduction strategies). The Spanish cooperation (AECID) and the Dutch cooperation (DGIS) are financial contributors to this programme. As shown in the table, there is a degree of overlap in some of these projects.

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<sup>47</sup> The budget supporting PRAO is a loan from the World Bank to the States concerned, contrary to other external support which are grants

Table 1: Summary of current and planned donor interventions implemented by CSRP

|                                 | Main Donor<br>Project title         | Ongoing projects             |                     |                  |                     |                            |            |           | Earmarked    |  |  |
|---------------------------------|-------------------------------------|------------------------------|---------------------|------------------|---------------------|----------------------------|------------|-----------|--------------|--|--|
|                                 |                                     | GTZ<br>Institutional support | PRCM<br>PSRA Sharks | PRCM<br>RECARGAO | NL<br>Small Pelagic | AFD<br>Co-management & AMP | WB<br>PRAO | EU<br>MCS | GEF<br>CCLME |  |  |
| Axis of Strategic Plan          | Year start                          | 2006                         | 2008                | 2008             | 2007                | 2008                       | 2010       | 2010      | 2008         |  |  |
|                                 | Duration (months)                   | 60                           | 48                  | 48               | 42                  | 60                         | 12         | 48        | 60           |  |  |
|                                 | Year end                            | 2010                         | 2011                | 2011             | 2010                | 2013                       | 2014       | 2014      | 2012         |  |  |
|                                 | Amount (M€)                         | 3.6                          | 1.2                 | 2.0              | 0.9                 | 5.0                        | 42.3       | 5.00      | 12.00        |  |  |
| Fisheries management            | Fisheries management                |                              | X                   | X                | X                   | X                          | X          |           |              |  |  |
|                                 | Fishing agreements                  |                              | X                   | X                | X                   | X                          | X          |           | X            |  |  |
|                                 | Ecosystem protection                |                              | X                   | X                | X                   | X                          |            |           | X            |  |  |
|                                 | Other                               |                              | X                   | X                | X                   | X                          |            |           |              |  |  |
| Research                        | Research on common fisheries        |                              | X                   | X                | X                   | X                          |            |           | X            |  |  |
|                                 | Research on shared stocks           |                              | X                   | X                | X                   | X                          |            |           | X            |  |  |
|                                 | Research on ecosystems              |                              | X                   | X                | X                   | X                          |            |           | X            |  |  |
|                                 | Other                               |                              | X                   | X                | X                   | X                          |            |           |              |  |  |
| MCS                             | UCOS capacity                       | X                            |                     |                  |                     |                            | X          | X         |              |  |  |
|                                 | Regional fishing vessel register    | X                            |                     |                  | X                   |                            |            | X         |              |  |  |
|                                 | National MCS capacities             |                              |                     |                  |                     |                            | X          | X         |              |  |  |
|                                 | Conventions on regional cooperation |                              |                     |                  | X                   |                            |            | X         |              |  |  |
| Information on fisheries        | MCS artisanal fisheries             |                              |                     |                  |                     | X                          |            | X         | X            |  |  |
|                                 | Sub-regional structure capacity     |                              | X                   | X                | X                   | X                          | X          | X         | X            |  |  |
|                                 | Harmonisation and sharing of data   |                              | X                   | X                | X                   | X                          | X          | X         | X            |  |  |
|                                 | CSRP Institutional framework        | X                            |                     |                  |                     | X                          |            | X         |              |  |  |
| Institutional and legal aspects | Fisheries legislation               |                              | X                   | X                | X                   | X                          |            | X         | X            |  |  |
|                                 | Cooperation with other institutions | X                            | X                   | X                | X                   | X                          | X          | X         | X            |  |  |
|                                 | Other                               |                              | X                   | X                | X                   | X                          | X          | X         | X            |  |  |

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## EDF support for the CSRP

The European Union is one of the donors supporting the CSRP, with a programme to "Strengthening regional cooperation for the monitoring control and surveillance of fisheries activities within the zone of the Sub Regional Fisheries Commission (CSRP)". The programme is supported by the 9<sup>th</sup> Regional EDF for West Africa. The Financing Agreement was signed between the Commission on the 13 December 2006 and the UEMOA on the 21 June 2007. The project duration foreseen was originally four years. Programme value is EUR 7.29 million, of which EUR 5 million is to be contributed by the EU.

The overall objective of the programme is to "contribute to the economic and social development of the Member States of the CSRP through a rational exploitation of their marine resources". The specific objective is the "reduction of IUU fishing practices within the EEZs of the Member States of CSRP".

The expected results are:

- o Strengthening the institutional capacities of CSRP for management and coordination in the area of MCS of fisheries activities
- o Effective use of the sub-regional structures for the MCS of fisheries activities for the implementation of coordinated aerial and marine operations by UCOS
- o The creation of conditions for the perpetuation and assumption of financial responsibility for the activities of fisheries MCS at the level of the CSRP

The project will support the implementation of several MCS campaigns in the EEZs of the Member States, as well as capacity building for the MCS department of the CSRP and UCOS. The activities will be coordinated by a technical assistance service contract, with two full time technical assistants to be based in the CSRP for three years, along with some short term inputs. Sixteen MCS missions are planned and will be implemented by UCOS in Gambia, which will establish contracts with appropriate providers of the maritime and aerial services, in collaboration with the services of the Member States. These missions will be subject to a protocol between the CSRP and the EU Delegation in Dakar, which will release the funds in tranches subject to satisfactory progress and reporting on disbursements. The project will be managed by Steering Committee, co-chaired by the EU delegation in Dakar and the Permanent Secretary of the CSRP, and comprising representatives of UCOS, UEMOA and the technical assistance project Team Leader. The budget structure of the programme is shown in the Table below.

Preconditions were established in the Financing Agreement, the key ones being that:

- o CSRP be subject to an organisation, financial and administrative audit (as described above)
- o CSRP member states paid arrears of membership fees and adopted a protocol with the EU setting out the commitments to maintain these payments.
- o CSRP undertake to cooperate fully in the implementation of surveillance activities and prosecution of infractions detected

The project was originally planned to start in 2009. However launch was delayed by the Commission until the above conditions were in place. The original launch of the service contract for the technical assistance programme was cancelled. It was re-launched in 2010, and is currently subject to tender (EuropeAid/127090/C/SER/SN). However, due to the EDF rules, the project must be completed by end of 2013, and the implementation period has therefore been reduced to three years (with a corresponding reduction in the number of surveillance missions). The contract is expected to be signed and activities launched before the end of 2010.

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| Budget Item                                       | Amount (EUR)      |
|---|-------------------|
| Training, missions, study tours, communications   | 1,900,00          |
| MCS surveillance operations via UCOS              | 2,320,000         |
| Technical assistance                              | 980,000           |
| Audits and evaluations                            | 400,000           |
| Contingencies                                     | 300,000           |
| <b>Total EDF</b>                                  | <b>5,000,000</b>  |
| CSRP/UCOS budget from Member States               | 1,138,000         |
| Operational costs for joint surveillance missions | 1,155,000         |
| <b>Total CSRP member States</b>                   | <b>2,292,279</b>  |
| <b>TOTAL</b>                                      | <b>7,292, 279</b> |

### Financial sustainability of CSRP

The core budget of CSRP is voted by the Ministerial Conference. This budget covers the salaries of permanent staff, running expenses, as well as specific project expenses. In 2006, the core budget of CSRP was USD 594,000. The core budget is paid by the Member States, with the three largest countries (Mauritania, Senegal and Guinea) supporting 20% each, and the four smallest countries (Cape Verde, Gambia, Guinea Bissau and Sierra Leone) supporting 10% each. The breakdown is shown in Table 3:

**Table 3: Budgeted income of the CSRP in 2006**

| Member State  | %          | Amount USD     |
|---------------|------------|----------------|
| Cape Verde    | 10         | 59,368         |
| Gambia        | 10         | 59,368         |
| Guinea        | 20         | 118,736        |
| Guinea Bissau | 10         | 59,368         |
| Mauritania    | 20         | 118,736        |
| Senegal       | 20         | 118,736        |
| Sierra Leone  | 10         | 59,368         |
| <b>TOTAL</b>  | <b>100</b> | <b>593,680</b> |

However, the income has not always been available, since several Member States have regularly failed to pay their annual fees on time (although CSRP in recent years has always managed to pay staff salaries). The situation in mid-2006, at which time the CSRP budget was in owed US\$ 1.35 million is shown below in Table 4.



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Table 4: Member State arrears in annual fees due to CSRP, 2006

| Member State  | Amount in arrears on 31.12.2005 | Amount of Contributions due for 2006 | Amount of Contributions to paid in 2006 | Arrears in Contributions at 16.06.2006 | Surplus Contributions at 16.06.2006 |
|---------------|---------------------------------|--------------------------------------|---|--|-------------------------------------|
| Cape Verde    | 154,305                         | 59,368                               |   | 213,673                                |                                     |
| Gambia        | 167,113                         | 59,368                               |   | 226,181                                |                                     |
| Guinea        | 229,679                         | 118,736                              |   | 348,415                                |                                     |
| Guinea Bissau | 245,162                         | 59,368                               |   | 304,530                                |                                     |
| Mauritania    | 126,183                         | 118,736                              | 345,869                                 | 0                                      | 100,950                             |
| Senegal       | 29,787                          | 118,736                              |   | 148,523                                |                                     |
| Sierra Leone  | 51,358                          | 59,368                               |   | 110,726                                |                                     |
| <b>TOTAL</b>  | <b>1,003,587</b>                | <b>593,680</b>                       | <b>345,869</b>                          | <b>1,352,048</b>                       | <b>100,950</b>                      |

Total current arrears are estimated at still over US\$ 1 million. Whilst Senegal and Mauritania have usually paid their fees, Sierra Leone has not paid for several years. Guinea Bissau was several years in arrears until 2009. Cabo Verde (current president) is paid up at present.

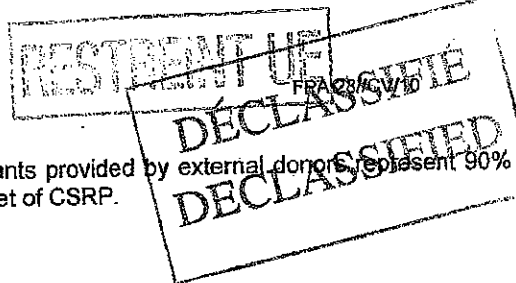
Where Members have a Fisheries Partnership Agreement with the EU there is potential for the associated agreed matrix of policy support measures to include the payment of membership fees of international fisheries organisations. This provides an improved likelihood that fees will eventually be paid. Both the Cape Verde and Guinea Bissau FPAs foresee the payment of membership fees for CSRP as a policy measure supported by the Agreement. In fact, FPA funds allowed Guinea Bissau to pay arrears of EUR 198,500 to CSRP in 2009, which had a major impact on its operational effectiveness in that year.

In future CSRP income will also be supplemented by an agreement by the World Bank and the Member, which states that 2% of the loan finance disbursed under the PRAO project, (which benefits CSRP Members Cape Verde, Senegal and Sierra Leone) may be remitted to the CSRP. With a total project cost (for four countries including Liberia) of US\$ 46.3 million, this potentially provides an estimated income for CSRP of about US\$ 140,000 per year between 2010 and 2014.

The CSRP budget is supplemented by International Donor Assistance, in respect of specific projects. This income helps to support CSRP in two ways. Firstly as an implementing body there is an element of the project budget which contributes to overheads and management costs. This may be in the region of a financial payment (8-15% depending on the financing agreement) or, where donor rules do not allow the payment of a management fee, the support is provided in kind (for example operation of vehicles, supply of generator and fuel have both been used). Either way, the effect is to support the fixed overhead costs of the CSRP.

Secondly, the aims of the project may be in line with the work of CSRP, in terms of improved regional fisheries management. In such cases (which are not necessarily all cases) the project funds contribute, in effect, the implementation budget for the CSRP. Until now however, no donor has sought to provide direct budgetary support for implementation activities, although with the improved governance in place this could presumably provide an option for the future.

It is not possible to separate donor budgets for projects implemented by CSRP into management and implementation components. The contribution of all donors approximated on an annual basis (total donor budget divided by the duration of the project) indicates that the total external grants to CSRP is about EUR 3.6 million per year (excluding the PRAO project). If the loan financed World Bank PRAO project disbursements are included (since they are programmed via CSRP), the annual budget will be in the region of EUR 13.8 million between 2010 and 2014. Assuming the core budget of CSRP is US\$



500,000 per year (based on the 2007 figure), the grants provided by external donors represent 90% (without PRAO) or 97% (with PRAO) of the total budget of CSRP.

## Future strategic direction of CSRP

The restructuring exercise which began with the 2007 audit is now regarded as completed. The CSRP is now about to finalise the preparation of a new strategic action plan for the 2011-2015 period (with support of GTZ). The plan was prepared in 2009 and 2010 and discussed internally in validation workshops. The plan contains statements of objectives results and activities, along with monitoring indicators and an indicative budget. The idea is that donors can elect to support different elements of the plan, so that the CSRP development is driven by the strategic analysis, rather than the different donor agendas, as expressed through their choice of projects. Whilst this does not address the excessive reliance on donor funds, it does provide a means of ensuring that donor projects are more coherent with the objectives of the organisation.

The overall strategic objective is that CSRP should become a "regional institution of reference and innovation in the fisheries sector". The draft plan, which has not been published, is now ready to be put before the Council of Ministers for approval. Some of the principles which are taken into account in the plan are:

- o There is an awareness of the different nature of the economics of fisheries between the groups of Northern and Southern Members, which has suggested the need for a more nuanced and sub-regional approach.
- o There is a need for strengthened linkages to stakeholders through the formation of national consultative committees, and of sub-regional consultative working groups for the management of fish stocks.
- o There is a wish to evolve from the purely consultative role to one with a stronger management role, this turning CSRP into a RFMO, to include some elements of fisheries policy. Some of the resources which could be considered as candidates for joint management are the northern stocks of small pelagics, found in the zones of Gambia, Mauritania, Senegal (and also in Morocco, which would need to participate).
- o There is a need to promote the participation of other key ministries (environment, commerce, finances, defence, transport) in the CSRP process (the organisation of a summit attended by Head of States is proposed).
- o There is a need to revise the convention on minimal conditions of access, especially to take into consideration access conditions for artisanal vessels (which has caused some disputes in the region).
- o There is a need to strengthen national registers of fishing vessels, and create a sub-regional register, and establish broad principles of information sharing.

## Longer term sustainability of CSRP

Whilst it is clear that donor projects have helped to secure CSRP activities for the next five years, there are concerns regarding the volatility of this source of funds beyond the life of the current projects. It is clear that longer term sustainability is not assured by the present model of funding. Furthermore, whilst the income is useful, when CSRP responds to the needs of donors because it needs to generate income, it risks losing its focus on core functions linked to its strategic objective.

The apparent wish in the revision of the CSRP convention to raise its status to that of regional fisheries management organisation is of interest. The Council of Ministers in 2007 passed a resolution<sup>48</sup> that the CSRP should seek

<sup>48</sup> Sub-Regional Fisheries Commission (SRFC), Report of the Eleventh Extraordinary Session of the Conference of the Ministers of the SRFC, 26 - 27 October 2007, Hotel Novotel, Dakar, Republic of Senegal.

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*"to engage in a dialogue between Member States with the aim to initiate a process which eventually would establish mechanisms for the joint negotiating of common aspects of fisheries agreements between member states of the CSRP and the European Union, while taking into account the specificities of each Member State".*

In the event this was not done and there is no sign that the four CSRP Member States which have entered into FPAs would be willing to cede sovereignty over their fishery resources, which would be a pre-condition for negotiation of a common access agreement. However, there may be a potential that future Protocols negotiated by the EU with these four countries, include provision for direct transfer to CSRP of an element of the financial contribution allocated to the policy support measures. The proposed adoption by the Council of Ministers of a strategic plan with budgeted policy measures is a catalytic event which would allow the direct allocation of FPA finance by the European Commission to a budgetary support programme in favour of the CSRP (within the frame of a Regional FPA). The amount of payment could at first be equivalent to the membership fees, but it could be increased in line with Members wishes to support CSRP measures (perhaps with conditions that proportionate contributions are made by CSRP members who do not have FPAs). Separate FPA elements could also, if CSRP and Member States agreed, be linked to the CSRP counterpart finance of the MCS missions to be implemented under the EDF MCS programme, thus ensuring a good level of coherence between fisheries and development policies which have a common interest in reducing IUU fishing.

In addition, the adoption of this model would reduce the reliance of CSRP on donor funding, solve the problem of arrears in payment of membership fees and contribute, at least partially, to its longer term sustainability. It would also ensure some external monitoring of progress as a condition of the budgetary support and thus further strengthen governance of the CSRP.

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# ANNEX 3: REVISED FISHERIES SECTOR MATRIX OF OBJECTIVES AND RESULTS

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ANNEXE V  
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MATRICE APP CE/CAP VERT 2007/2014

| Axes stratégiques / objectif principal | Objectifs spécifiques   | Indicateurs de suivi  | Situation de référence 2006  | Résultats fin 2007   | 2008/2011   | Départ(s) respons(s)   | Sources de vérification  | Commentaires |
|--|---|---|--|--|---|--|--|--------------|
| ZEE du Cap Vert                        | Chaque ligne stratégique de recherche à long terme, évaluation régulière des principales ressources | Plan stratégique de recherche 2006-2014<br>Durabilité des mesures de gestion par pêcheur<br>Nombre de campagnes de recherche<br>Effort de pêche et captures thonides-suittes<br>Publication de bulletins statistiques annuels | Plan stratégique en cours d'élaboration<br>Quelques mesures de gestion prises en 2006<br>Aucune campagne de recherche<br>Transmission annuelle à l'OCAT des données sur l'effort de pêche + captures thonides<br>Premier bulletin publié en 2002 | Plan stratégique élaboré<br>Adoption plan biennal de gestion 2007-2008<br>Aucune campagne de recherche<br>Transmission annuelle à l'OCAT des données sur l'effort de pêche + captures thonides<br>Publication du bulletin 2003 | Mise au œuvre (compréhension, évaluation et révision immédiate)<br>Mise à jour, approbation et publication de plans de gestion biennaux<br>1 campagne par an à compter de 2008<br>Transmission annuelle à l'OCAT des données sur l'effort de pêche + captures thonides<br>Fin 2011 : publication des bulletins annuels mensuels, jusqu'à 2013 | INDP (Institut National de Développement)<br>DGP et INDP<br>INDP<br>INDP<br>INDP<br>INDP   | Plans disponibles : rapports de notes en œuvre annuelle<br>Plans biennaux publiés au Bulletin Officiel<br>Rapports des campagnes<br>Rapport annuel transmis l'OCAT<br>Bulletins annuels<br>Rapport de l'étude + plan d'échantillonnage réalisé |              |
|  | Renforcement de la surveillance de la ZEE du Cap Vert   | Plan de surveillance des activités de pêche<br>Nombre de patrouilles aériennes et maritimes réalisées dans la ZEE du Cap Vert<br>Système VMS mise en place an 76% des navires   | Fus de Plan<br>Pas de missions<br>Pas de VMS   | Elaboration Plan de Surveillance<br>3 missions<br>Pas de VMS   | Adoption Plan par le GNP<br>Recherche de financement pour la mise en œuvre<br>3 missions réalisées en 2007<br>15 missions de patrouilles aériennes et maritimes<br>Contacté fournisseurs<br>Mise en service progressive pour atteindre 70% de la flotte inscrite  | DGP et Garde Côtes (Ministère de la Défense)<br>DGP et Garde Côtes (Ministère de la Défense)<br>DGP et Garde Côtes (Ministère de la Défense)<br>DGP et Garde Côtes (Ministère de la Défense) | Documents du Plan<br>Rapports de missions<br>VMS installés et fonctionnels   |              |

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MATRICE APP CEICAP VERT 2007/2011

| Axes stratégiques / objectif principal | Objectifs spécifiques  | Indicateurs de suivi   | Situation de référence 2006                        | Résultats fin 2007  | 2008/2011   | Départ(s) respons(s) | Sources de vérification                                 | Commentaires |
|--|--|--|--|---|---|----------------------|---|--------------|
|  | Renforcer le corps d'inspecteurs                                       | Corps d'inspecteurs renforcé   | Pas de recrutement pas de formation                | 1 inspecteur recruté pour l'Agence Mondiale<br>Pas de formation | 1 inspecteur recruté en 2008 pour l'Agence Mondiale<br>Reclutement de 1 inspecteur en 2010  | DGP-AC               | inspecteur en place                                     |              |
|  |  | Opérateurs des industries mieux équipés                                  |  |   | 1 formation aux opérateurs en 2009<br>1 formation programmée pour 2010                      | DGP-AC               | rapports de formation                                   |              |
|  |  | Inspecteurs sanitaires   | 1 formation inspecteurs                            | Pas de formation  | 1 formation en 2008<br>1 formation programmée pour 2010                                     | DGP-AC               | rapports de formation                                   |              |
|  |  | Équipements et services  | Sensibilisation de routine à bord des embarcations | Sensibilisation de routine à bord des embarcations              | 1 formation en 2008<br>1 formation programmée pour 2008 et 2011                             | DGP-AC               | rapports de actions de sensibilisation                  |              |
|  |  | Participation aux réunions du Comité d'investissement et autres réunions | Pas de participation                               | Pas de participation  | 1 participation en 2008<br>1 participation programmée pour 2009                             | DGP-AC               | Rapport de réunion                                      |              |
|  | Mise à jour de la législation  | Législation sur les normes sanitaires épurées                            | Pas d'actualisation                                | Mise à jour du Comité Sanitaire à travers Arrêtés               | Actualisation de quelques directives en 2009<br>Actualisation programmée                    | DGP-AC               | Législation publiée dans le Journal officiel            |              |
|  |  | Manuel de Fonctionnement de l'Autorité Compétente                        | Pas de révision                                    | Manuel révisé   | 1 actualisation programmée pour 2010  | DGP-AC               | manuel révisé   |              |
|  | Accroître le laboratoire officiel de contrôle des produits de la pêche | LOPP fonctionnel à Mindelo   | LOPP à l'INIDA - Santiago                          | LOPP à l'INIDA - Santiago                                       | 2006-2008-2010 LOPP fonctionnel à INIDA 2010-2011 - transfert au LOPP pour Mindelo          | DGP-AC-INIDA-INDP    | Registre des résultats d'analyses produits pêche et eau |              |
|  |  | Laboratoire Officiel des Produits de la Pêche (LOPP) accrédité           | Processus en cours                                 | Processus en cours  | 2008-2009-2010 contribution du processus 2011 - LOPP accrédité                              | DGP-AC-INIDA-INDP    | Certificat d'accréditation                              |              |
|  | Elaborer un programme intégré de pêche artisanale                      | Programme élaboré et mis en place  | Début d'élaboration du programme                   | Programme élaboré et validé                                     | Quelques actions mises en place en 2008<br>40 actions en 2008<br>Suivie de la mise en place | DGP-INDP-CAIN        | Rapports d'évaluation Enquêtes                          |              |

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MATRICE APP CE/CAP VERT 2007/2011

| Axes stratégiques / objectif principal | Objectifs spécifiques  | Indicateurs de suivi  | Situation de référence 2006   | Résultats fin 2007   | 2008/2011                                  | Départ(s) respons(s)                   | Sources de vérification           | Commentaires |
|--|--|---|---|--|--|--|-----------------------------------|--------------|
|  | Améliorer la performance économique des entreprises de pêche                                 | 50% pêcheurs formés dans le domaine de l'écotourisme                                      | Quelques actions de formation réalisées                                 |  | Actions de formation programmées pour 2010 | DGF/NDP/Comm<br>Municipalités de pêche | Rapports d'évaluation<br>Enquêtes |              |
|  | Améliorer la compétitivité de glace dans les communautés de pêche et la qualité des produits | 80% d'entreprises de pêche artisanales utilisent la glace pour la conservation du poisson | Unités de production de glace fonctionnelles dans les communautés       | Unités de production de glace artisanales dans les communautés | Production augmentée au niveau du QEP      | DGF/NDP/PDF                            | Rapports d'évaluation<br>Enquêtes |              |
|  | Coopération système vente poisson à la carte   | Étude élaborée et mise en œuvre   | Production de glace augmentée en 2007 et mise en œuvre au niveau du QEP | Contratation consultant  | Étude élaborée et approuvée en QEP         | DGF                                    | Rapport                           |              |
|  | Diffusion de la législation applicables au secteur   | Législation des pêcheurs sensibilisés au niveau des communautés                           | 2 séminaires réalisés   | Pas d'activités  | Présentation réalisée en 2010              | DGF                                    | Rapport                           |              |
|  | Diffusion des mesures d'aménagement de pêche   | Pêcheurs sensibilisés pour la création des associations                                   | Actions de sensibilisation réalisées                                    | de Actions de sensibilisation réalisées                        | de Actions de sensibilisation réalisées    | DGF / NDP                              | Rapport                           |              |

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