

SOUTHWEST INDIAN OCEAN FISHERIES COMMISSION

Tenth Session

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NEW PROJECT “ECOFISH”

Introduction

This document¹ is to inform the delegates of the 10th session of the SWIOFC about the “*Contribution of Sustainable Fisheries to the Blue Economy of Eastern Africa, Southern Africa and the Indian Ocean region (ES-SA-IO)*” commonly known as the *Ecofish Programme* which funded by the *Cross-Regional Initiative* of the 11th European Development Fund under the EU-ACP (Cotonou) Agreement 2014-2020. The Financial Agreement of the Programme was signed between the European Union and the Indian Ocean Commission, on behalf of the Duly Mandated Regional Organisations of the EA-SA-IO on the 13th September 2018. The programme is managed by the European Delegation of Mauritius and implemented by the Indian Ocean Commission Secretariat. It has a budget of EUR 28 million and a duration of 72 months for its execution that was reduced involuntarily to 62 months due to some procedural delays. It is a continuum of the achievements/work-in-progress, experiential learning and best practices of sustainable management and development of the inland and marine fisheriesⁱ accumulated by the fisheries programmes under the 10th EDF and other contemporary initiatives such as the World Bank SWIOFish Projects. The presentation provides an overview of the scope and operational modalities of the Ecofish Programme with the focus on the marine cluster which is related to blueing the marine fisheries of the eligible Western Indian Ocean states. The programme was launched officially by the EUD of Mauritius on the 23rd July 2019 with the arrival of the Technical Assistant Team (TAT) and is undergoing its inception phase until the end of October.

High-Level Log-Frame

The *overall objective* of the Ecofish Programme is “*to enhance equitable economic growth by promoting sustainable fisheriesⁱⁱ in the EA-SA-IO region*”.

The *specific objective* is “*to support sustainable management and development of fisheries in order to contribute to poverty alleviation, food and nutrition security while addressing climate change resilienceⁱⁱⁱ and enhancing marine biodiversity*”.

The programme is made up of 3 *interconnected Result Areas* which are as follows:

¹ Prepared by Dr Soobaschand Sweenarain, Team Leader

- Result 1 Enhanced Regional Policies and institutional frameworks to secure more sustainable fisheries management and contribute to marine biodiversity and climate resilience*
- Result 2 Strengthened capacity [Monitoring, Control & Surveillance] to prevent, deter and eliminate IUU fishing in the EA-SA-IO region*
- Result 3 Concrete fisheries management and governance initiatives in small-scale inland and marine fisheries are supported with the possibilities of replication at the regional level.*

These intended outcomes are driven by a series of *strategic actions and guidelines* in the inland and marine fisheries which are summarised in the table below.

Result 1: Enhanced Policy and Institutional Frameworks		Result 2: Strengthened MCS Capacities [Marine Fisheries]		Result 3 Call For Proposals Mgmt & Governance - SSF	
1.1	Enhance regional cooperation in the sustainable management of shared fisheries resources	2.1	Support RFB and National Agencies engaged in the combat against IUU fishing	3.1	Community-based mgmt. User-rights, Gender and Vulnerable Groups...
1.2	Update/Develop fishery management plans for fish species or fisheries of regional interest	2.2	Support initiatives to improve MCS in marine SSF targeting shared resources ^{iv} .	3.2	Alternative Sustainable Livelihoods / Best Practices, MPAs...
1.3	Promote coherent Registration & Licensing frameworks in the small-scale fisheries	2.3	Facilitate interoperability of systems and Exchange of data at the regional level.	3.3	Fish Value chains Development [Post-Harvest Losses]
1.4	Strengthen the technical & Administrative capabilities of DMRO & RFB to improve service delivery at the regional level	2.4	Support capacity building for regionally coherent Enforcement, Compliance & Prosecution procedures	3.4	Participatory & Devolved Governance Systems / [Integrative & Iterative approaches]
1.5	Facilitate collaboration with other regional institutions in charge of natural resources & ecosystems management.	2.5	Provide Tech. Assistance & Capacity Building for Certification & Traceability Schemes	3.5	Regional Value Added Shared fisheries resources / Resources of national interest
1.6	Improve data collection and Data-base for evidence-based regional policies.	2.6	Encourage synergies with other regional Initiatives , including Marine Security	3.6	Support to SSF Research , and collaborative Data Collection
1.7	Assess and monitor the impacts of climate change of fish species and stocks	2.7	Establish a regional risk assessment framework with the support of EFCA	3.7	Fish Hygiene and Quality Assurance / Market Certification processes
1.8	Support fisheries management measures aiming at regional marine biodiversity conservation	2.8	Support regional and national observer scheme	3.8	Reducing socioeconomic inequalities in the SSF; financing, social security...

In a nutshell, the modus operandi of the programme is to foster sustainable management and responsible development of *inland and marine fish resources and ecosystems* to contribute to improved livelihoods and wellbeing of the fishing communities and the society at large while coping with the challenges of environmental degradation and climate change in the EA-SA-IO region.

Key Stakeholder and Beneficiaries

The Ecofish Programme is a cross-regional initiative which implies that it operates at the regional and sub-regional level to enhance the value-added of regional cooperation in the fisheries sector. While the ultimate beneficiaries of the programmes are the fishing communities and the people of the member states of EA-SA-IO region the *entry points* of the programme are following *Duly Mandated Region Organisations*,

Regional Fisheries Management Organisation, Regional Fisheries Bodies and other Fisheries-related Regional Organisations.

- a) Five Duly Mandated Regional Organisations, namely: COMESA², EAC³, IGAD⁴, IOC⁵ and SADC⁶
- b) Two inland Regional Fisheries Management Organisations: LVFO and LTA
- c) One Marine Regional Fisheries Management Organisation: IOTC
- d) Two marine Regional Fisheries Bodies: SWIOFC and SOIFA
- e) Other fisheries-related Regional Organisations: AU-IBAR, AUDA-NEPAD, UN-FAO, UNEP⁷...

The collaboration is extended to other regional networks of Non-State-Actors, including social and environmental NGOs and Policy Think Tanks, Science Technology- Innovation Centres, Fisheries Professional Association including BMUs, Academia & Training Institution and Communication and Media networks.

Budget

The total budget of the Ecofish Programme is *EUR 28 million*. The programme is implemented through mandatory *direct and indirect management* procedures. The table below provides a break down of the funding by Result Areas and major clusters.

Ref	Result Area / Activity	AMOUNT (EUR)	TOTAL (EUR)
1.0	<u>Direct Management by EUD/Mauritius</u>		
1.1	<u>Procurement</u> - Service Contract (Technical Assistance)	3,000,000	
1.2	<u>Result 2</u> - Strengthened capacities to combat IUU fishing (Direct Grants) eligible participating countries of PRSP	2,000,000	
1.3	<u>Result 3</u> - Call for Proposal : to support concrete fisheries management & governance initiatives...	8,000,000	
1.4	Communication and Visibility	500,000	
1.5	Evaluation & Audit	550,000	
1.6	Contingencies	450,000	14,500,000
2.0	<u>Semi - Indirect Management</u>		
2.1	Results 1 & 2 – LTA / EUD - Burundi	2,000,000	
2.2	Results 1 & 2 – LVFO / EUD - Kampala	2,000,000	4,000,000
3.0	<u>Indirect Management</u>		
3.1	Results 1 & 2 – IOC	9,500,000	9,500,000
	Grand Total	EUR	28,000,00

² COMESA (21) Member States : Burundi, Comoros, DR Congo, Djibouti, Egypt, Kingdom of Eswatini, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tunisia, Uganda, Zambia and Zimbabwe;

³ EAC (6) Member States: Burundi, Kenya, Rwanda, South Sudan, Tanzania and Uganda;

⁴ IGAD (8) Member States: Djibouti, Ethiopia, Eritrea, Kenya, Somalia, South Sudan, Sudan and Uganda;

⁵ IOC (5) Member States: Comoros, France (Reunion), Madagascar, Mauritius and Seychelles.

⁶ SADC (15) Member States: Angola, Botswana, Comoros, DR Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Kingdom of Eswatini, Tanzania, Zambia and Zimbabwe.

⁷ The Team Leader of Ecofish has visited the UNEP/Nairobi Convention in October to discuss potential collaboration on the implementation of specific actions of common interest.

Programme Initiation

As mentioned above, the programme is undergoing its initiation/inception phase that will be completed by the end of October 2019 and is planning to organise its first Programme Steering Committee in mid-November in Nairobi for the official launching. Two main processes are prioritised during this initial phase namely the formulation of the IOC Programme Estimates and the programme management procedures as per the EU guidelines, including the first annual work plan as well as the establishment of an integrated Programme Management Unit (PMU) to oversee the operations of the programme. This PE is the main cluster of the Ecofish Programme since it undertakes the execution of the strategic actions under Result 1 and 2 in marine fisheries, i.e. most of the member states of the SWIOFC⁸.

Along with the EU of Mauritius, the IOC⁹ Secretariat plays a multi-faceted role in the implementation of the Ecofish Programme. It is the Regional Authorizing Officer (RAO) on behalf of the other four DMRO of the EA-SA-IO region and is, therefore, responsible for the coordination of the different clusters of the programme. As one on the DMRO, it is also responsible to lead the process of sustainable management and development of the fisheries sector in its constituency that includes four Small Island Developing States (SIDS) for whom the national economy is the Blue Economy. The Regional Plan of Action to Combat, Deter and Eliminate Illegal Unreported and Unregulated Fishing (RPOA-IUU) of the SWIO basin also known as the Regional Fisheries Surveillance Programme (RFSP) is hosted by the IOC Secretariat. Started in 2007, the IOC-RFSP has grown into a leading Pan-Africa MCS mechanism in the SWIO region with three East African countries namely Mozambique, Kenya and Tanzania on board since 2014. The IOC is also a champion for promoting the political and economic interests of the Indian Ocean Small Island Developing States in the international forum. For the developed economies, fish maybe just a commodity, but it is the livelihood for the coastal communities in the developing and vulnerable countries of the world, including the WIO region. The Ecofish Programme intends to develop seamless collaboration with the SWIOFC in rolling out its strategic actions in the marine fisheries of the region.

Result 3 – Call for Proposals

The CFP is managed directly by the EUD of Mauritius with the support of the TAT. The total budget of € 8 million is split into 3 regional groups, East Africa: € 3 million; Southern Africa: € 3 million and the Indian Ocean: € 2 million. The process has started in July and will completed hopefully by the end of December. It assumed that these selected projects would be operational by the first trimester of 2020.

Technical Assistance Team

Following an international bid launched by the EUD of Mauritius, the INCATEMA Consortium has awarded the Technical Assistance contract. The provisions of the service contract include the following:

- i) A Technical Assistance Team comprising 3 key Experts namely, a Fisheries Economist and Team leader (1140 working days / full time); an MCS Expert (900 working days) and a Communication & Visibility Expert (660 working days)
- ii) 700 working days of non-key experts to be deployed across the thematic and geographic areas of the programme
- iii) Backstopping services, particularly in the field of Monitoring, Evaluation and Learning; supports the key and non-key expert in the discharge of the duties.

⁸ To be noted that France (Reunion), a member of the IOC as EU member state is not eligible to the EDF but will participate fully in the Ecofish Programme with financial support of the EU Regional Fund. The same approach may be applied to other non-eligible countries who may wish to be part of the Ecofish Programme.

⁹ The IOC is not Regional Economic Community as COMESA, EAC, IGAD and SADC in AU jargon but has demonstrated its leadership in the sustainable management and conservation of the marine and coastal fisheries and environmental ecosystem of the SWIO since 1987 with the support of the European Union.

Programme Governance and Management

As per the signed Financial Agreement, the Ecofish Programme is jointly managed by the EUD of Mauritius and the IOC Secretariat and supervised by the *Programme Steering Committee*¹⁰ (PSC). To ensure effective management of the different clusters, it is proposed to set up a dedicated *Technical Working Group* (TWG) or *Technical Committees* (TC) under the leadership of the DMRO.

The *Programme Management Unit* (PMU) hosted by the IOC Secretariat to benefit from its existing cross-regional programme management ecosystem. It exhibits a mixed programme management approach that consists of the functional services of the IOC Secretariat and projectized or technical management of the Technical Assistance Team. It has benefited from *Organisational Process Assets* (OPA), lessons learned and best practices of the SmartFish Programme. The PMU will have 8 administrative and technical staffs for day-to-day operations and management. The Technical Assistance Team will be based at the PMU and the Team leader will be responsible for the technical coordination of the programme.

A strong Programme Integration Management is a requisite for the maximisation of the regional value and the effectiveness and sustainability of the proposed strategic actions across the vast and diverse inland and marine fisheries sector of the EA-SA-IO landscape. The PMU is geared with appropriate project management tools and techniques such as the Theory of Change and Logical Framework; Internal Monitoring, Control and Learning (MEL). It differentiates projectized actions from routine or ongoing activities to ensure proper utilisation of the PMU resources.

Assumptions

From the technical perspective, the Ecofish Programme is made up of 2 main components - Results 1 and 2, and two (2) cross-cutting elements - Result 3: Call for Proposals and Communication & Visibility, assuming that this knowledge area is not used only for Visibility and Branding but also, for promoting social innovations for sustainable fisheries through sensitisation, awareness building and cultural development. Additionally, it is reckoned that Result 1 includes support to multi-layered Fisheries Governance systems for the programme does not solely rely on Result 3 – CFP. Fisheries Management is composed of 3 interrelated components - i) Policy and Regulatory Framework; ii) Governance Structures and iii) Monitoring Control and Surveillance – and the system is illusionary without the effectiveness of these 3 elements.

Good to know that globally over 90 % of the marine fisheries and 40% of mineral resources are located inside the Exclusive Economic Zones of the coastal and island states. In the EA-SA-IO region, 100% of inland and 90% of the marine fisheries resources are harnessed by small-scale fishing. The industrial fisheries in the SWIO region consist mainly of high-value fish species such as tuna, shrimp and lobster. These high-profile fisheries are relatively well-managed but do ensure shared-value or an equitable sharing the value-added or wealth in the economy. It is a multi-billion dollar industry that has not captured the right attention of the national and regional policymakers so far. The gist of the challenge is to reconnect the small-scale fisheries to the national political economy by doing away with the open-access regime – the Tragedy of the Commons, the informal and potential unethical practices, governance failures, asymmetries of information as well as the lack of socio-economic and market infrastructure. The industry can financially support its sustainable development if a fraction of the accrued economic rent/government revenue.

The missing component in the Ecofish Programme is the *fish value chain and market development* in the small-scale fisheries. It is crucial for reducing the post-harvest losses thereby increasing the productivity and economic value of the scarce resources with significant spin-off effects on livelihoods and food security. Although these issues constitute one of the objectives of the CFP, it may fall short for creating

¹⁰ The terms of reference and the list of participants of the Programme Steering Committee are defined in the programme charter.

a real impact. It is assumed that COMESA and SADC would prioritise these fisheries issues in their respective RIP.

The Ecofish Programme is a unique opportunity for the DMROs and RFMO/RFB to enhance their structural and functional capacities to drive the sustainable management and development of the fisheries sector of their respective constituency and at the regional level. However, without the effective political commitment of the member states, the above-mentioned actions will not deliver the outcomes.

Way Forward

The Ecofish Programme is fully geared to address the wicked problems that are undermining the sustainable fisheries in the WIO region. It is not about doing different things but doing things differently. It will join forces all relevant to empower the Regional Economic and fisheries organisations as well the other relevant players including local communities to stand up to the socio-economic aspirations of the UN Agenda 2030. The multi-stakeholder consultation has started to prepare its first annual work plan.

EXPLANATORY NOTES

i Mapping the Regional Fisheries

In the EA-SA-IO region, nearly 100% of the inland and 90% of the marine fisheries resources are harnessed by small-scale fishing. The two single largest inland fisheries in the region are Lake Victoria and Lake Tanganyika. The small-scale fisheries across the African continent are open-access and poorly managed. The rate of pre and post-harvest losses are estimated between 40 and 70% of the total catch and the per-caput consumption of fish food is among the lowest in the world. The production of the industrial fisheries in the South-West Indian Ocean comprises tuna and other high-value species such as shrimp and lobster. Globally, about 90 % of the marine fish stocks and 40% of mineral resources are found inside the Exclusive Economic Zones of the coastal and island states. The fisheries sector is highly diverse, complex and dynamic. Owing to the uncertainties associated with the bioecological and market environments, fisheries management requires an adaptive and participatory approach. The development of potential and challenges can be addressed more effectively in the local socio-ecological context rather than coercive top-down or centralised governance systems. The sector is broad-based and includes wild and farmed fish production, including inland and marine algoculture. It also includes recreative/leisure fishing and ornamental fisheries. With the rapid technological innovations in the field of biotechnology, aquaculture and aquaponic systems will impact the local communities, market and the aquatic environment in a different way. For example, tissue culture may affect fish supply from wild stocks, aquaponic fish and vegetable can contribute to reducing food insecurity in water-stressed regions. Although the core business of the Ecofish Programme is wild fisheries, it is crucial to think in terms of fish chain to understanding the interactions between the different segments at the bio-ecological, socio-economic or market levels.

Wild fish stocks are public goods that must be managed for common benefits. They can be differentiated into two broad groups namely, the demersal or sedentary species and pelagic or migratory resources. From the management perspective, fisheries are categorised into small-scale and large scale or industrial operations while the semi-industrial or extended fishing units are considered continuum within the small-scale environment. The cut-off between small-scale and industrial fishing is often based on policy or management decision. While the definition of the industrial fishing fleets is straight forward, it is more challenging for the small-scale operations. The latter consists of multiple types of fishing operations which are intertwined into diverse socio-cultural, techno-economic, biological and market factors at the local level. Generally, they are differentiated into subsistence and commercial; motorised and non-motorised; traditional and modern artisanal; semi-industrial or extended artisanal fishing units and so on. The following chart provides a concise chart of the EA-SA-IO capture fisheries. There is no regional framework for the definition of the different fishing types in the small-scale fishery that is a major barrier to an equitable distribution of wealth and income in the sub-sector. Although the focus of Ecofish Programme is to enhance the sustainable management of the inland and marine capture fishery segments, it is proposed to adopt a holistic and integrates fish chain framework to the potential linkages and interaction with the other components since they share the same natural, productive and market factors.

ii) Sustainable fisheries

The term “sustainable” is inspired by the principles of Sustainable Development or Global Sustainability as defined in the Brundtland Report 1987, i.e. the development that meets the needs of the present and future generations. It aims at restoring the balance between three interconnected factors namely, Economic Efficiency - Environment Integrity - Social Equity so that the Society and Economy may operate within the planetary boundaries. The concept is also referred

to as a triple-win (People-Profit-Planet) or shared-value approach. These fundamentals are rolled-out in the time-bound socio-economic aspirations of the UN Global Agenda 2030 - No Hunger – Nobody is left behind. The sustainable development concept is operationalised by the Green Economy (SDG 15 – Life on land) for the land-based and the Blue Economy (SDG 14 – Life below water) for marine-based living resources and environments. In other terms, the Blue Economy consists of greening the ocean-based industries, including capture and farmed fisheries in their natural habitats. Thus, the SDG 14 and 15 cover the entire land and ocean mega ecosystems of our planet. On the African continent, regional policymakers are inclined to mainstreaming the Blue Economy paradigm to the sustainable and integrated management of the Great Lakes such as Lake Victoria and Lake Tanganyika through a diverse interpretation of the SDG 14 – Life Below Water. Regarding capture fisheries, the fundamentals of global sustainability are embedded in the FAO Codes of Conduct for Responsible Fisheries 1995 and its International Plans of Action . This framework was invigorated in the immensely important but often neglected small scale fisheries sector by the 2015 FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (the SSF Guidelines) and the 2018 Blue Growth Initiative as a strategy for blueing the small-scale fisheries: People - Planet – Profit along with smart climate adaptation and resilience. These international agreements and guidelines are distilled into the AU Policy Framework and Reform Strategies for the Fisheries and Aquaculture 2014 for thriving the sustainable management and governance of the wild and farmed fisheries across the African continent. In 2017, a dedicated compendium on the sustainable inland and marine small-scale fisheries was developed to assist African states. These concepts or frameworks should be taken as a one-size-fits-all or ready-made remedy to address the opportunities and challenges of sustainable fisheries but adapt to the local socio-ecological contexts. Regional strategies – Local or grass-root Actions.

iii **Climate Risks**

The Paris Agreement on Climate Change (COP 21) is political commitment to limit global warming at +2°C and a new IPCC Report reveals that +1.5°C above pre-industrial temperature by 2050 would have life-threatening effects for the atoll island and low-lying coastal states. In the Western Indian Ocean during 1998 – 2010 the net primary productivity has decreased by 10 % and is predicted to decline further. The average sea surface temperatures and sea-level rise in the SWIO are within the range of global trends. However, these global averages differ significantly across the local coastal marine ecosystems, with diverse consequences on the productivity of the small-scale fisheries. The impacts of climate change are often interpreted as seasonal and inter-annual climatic variations by the fisher-folks. They have developed over time some adaptation strategies to cope with these changes but are insufficient to roll-out proactive adaptation measures and long-term climate resilience in the fisheries. The fisher communities are to be sensitised on these looming threats. The lack of reliable scientific and observation data on the potential climate risks on the fisheries have stalled the process of mainstreaming climate adaptation measures into the policy and institutional frameworks .

iv **Shared fisheries Resources**

The significance of jointly managed fishery resources and ecosystems emerged with the enactment of the UNCLOS 1982 and the establishment of the national EEZ by the coastal and island states. The concept is also relevant for the Great Lakes which shared by the surrounding countries. However, the intensification of regional economic cooperation and integration has propelled mutual collaboration in the fisheries sector to new horizons, including fish trade, exchange of knowledge and information and joint infrastructure projects, pooling of patrol assets regional MCS operations and capacity building and so on. The AU is bound to implement the world large Free Trade Agreement and it is most likely that the fisheries sector will be at the centre of the regional political and economic integration agenda.

Shared or transboundary fisheries resources are a critical entry point of the Ecofish Programme which is leveraged to enhance regional cooperation in fisheries management as well as intra and inter-regional trade and market development for fish and fishery products on the African continent. The scope of shared resources is broadened to include national fisheries of regional interest in term of trade, knowledge and information sharing as well as capacity building. This fisheries management approach is more obvious for the Great Lakes of the EA-SA-IO region such as Lake Victoria and Lake Tanganyika where the fisheries resources are shared by their surrounding riparian states. The tasks of shared fisheries management on these two Great Lakes are undertaken by two dedicated Regional Fisheries Management Organisations namely, LVFO and LTA.

The situation in the SWIO fisheries differs from the African inland fisheries. The major shared fish stocks are the highly migratory tuna and tuna-like species which are harnessed by small-scale and industrial fleets. The IOTC is the sole ocean-wide Regional Fisheries Management Organisation catering for the conservation and management of the tuna resources in cooperation with the coastal and distant water fishing nations. However, it is essential to grasp the difference and implication of fisheries resources conservation (bio-ecological dimension) and fisheries management (socio-economic dimension) in the Indian Ocean, but also the SWIO basin. From the coastal state perspectives, there are still some major institutional loopholes for unleashing the development potential of the region's multi-billion-dollar tuna industry based on a shared value across the global supply chains. The development of the small-scale tuna fishery is still nascent in the region while it conceals significant socio-economic opportunities to the coastal states in terms of

jobs and fish food as well as reducing overfishing in the inshore waters and building resilience against the potential impacts of climate change. The Ecofish Programme is a unique opportunity to promote a regional framework for the sustainable and responsible development of the small-scale tuna fisheries in the SWIO in alignment with the guidelines of the IOTC and other international arrangements.