

Fisheries Management and Law Advisory Programme

**Report of a Seminar to Identify Priorities for Technical Assistance to
Fisheries Management and Development
in the Southwest Indian Ocean**



**Food and Agriculture Organization
of the United Nations
Rome, November 1991**

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This report was prepared during the course of the project identified on the title page. The conclusions and recommendations given in the report are those considered appropriate at the time of its preparation. They may be modified in the light of further knowledge gained at subsequent stages of the project.

The designations employed and the presentation of the document do not imply the expression of any opinion whatsoever on the part of the United Nations or the Food and Agriculture Organization of the United Nations concerning the legal or constitutional status of any country, territory or sea area, or concerning the delimitation of frontiers.

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1. INTRODUCTION

The Seminar to identify priorities for technical assistance to fisheries management and development in the Southwest Indian Ocean took place at the Albion Fishery Research Centre (AFRC) in Mauritius during three days commencing on September 3, 1991. It was sponsored by the FAO TCP Project "Planning and Formulation of Technical Assistance for Fisheries Management and Development" (TCP/RAF/0161 (C)) and FAO/Norway Project "Fisheries Management and Law Advisory Programme (FIMLAP - GCP/INT/466/NOR), and was hosted by the Ministry of Agriculture, Fisheries and Natural Resources (MAFNR). The Seminar was opened by the Minister of Agriculture, Fisheries and Natural Resources. Participants representing the fishery administrations of Madagascar, Mauritius, Mozambique, Seychelles, Tanzania (mainland and Zanzibar) were present.

Background to the Seminar

At the Sixth Meeting of the Indian Ocean Fisheries Committee (IOFC) for the Development and Management of Fisheries in the Southwest Indian Ocean held in Antananarivo, Madagascar in November 1990, the Delegates were informed that no funding was available for any extension to the regional Project for the Development and Management of Fisheries in the Southwest Indian Ocean (RAF/87/008 - SWIOP). In response to a unanimous request for funding to be made available for a new programme of assistance to the marine fisheries of the region, the representative from the UNDP invited the Committee to express clear regional priorities.

The Committee responded by stressing that the elaboration of regional priorities would require a review of fisheries situations, programmes and policies in each country. It requested the support of FAO in the conduct of this task, and in the need for long-term assistance, and suggested that a regional planning exercise be undertaken, leading to the convening of a regional planning Seminar.

Subsequently, funding was provided from the Technical Cooperation Programme of FAO for the conduct of the national studies and the employment of international consultants, and from the FAO/Norway FIMLAP programme for holding of the Seminar.

The national studies were undertaken, through the award of authors contracts to staff within the national fishery administrations. Their reports and other documents were then used by the consultants in the preparation of a review of the fisheries and an identification of fishery opportunities and constraints in the regional context, and in the preparation of a draft proposal for a new regional fishery programme. These documents were provided to the participants for consideration at the Seminar¹.

Purpose of the Seminar

The principal purpose of the Seminar was to reach agreement among the countries on the priority needs for technical assistance to fisheries within the region, and on the principal elements to be included within any future regional programme. The Agenda of the Seminar is presented in Annex 2.

¹ No study is included for Somalia as the contribution which the Director General of Fisheries had undertaken to prepare was not received. The data for Somalia included in the regional review paper originate from before the civil strife which has affected the country over the last year. It is to be feared that the economy and infrastructure will have suffered major damage and that only the information concerning the population and the fishery resources has any meaning today.

2. FISHERY CONTEXT

The estimate of annual catch (marine and freshwater) from the region is about 1,040,000 tonnes. The *per capita* consumption of fish, based on combined populations of 88 million persons and adjusting for exports and imports is 10 kg per year. The contribution of fisheries to GNP is about US\$ 400 million (~ 2 percent)². Furthermore, fisheries is one of the fastest growing sectors of the economy of SWIO countries.

The value of fishery exports is US\$ 150 million, 90 percent of which is from marine fisheries, despite the fact that freshwater fisheries produce slightly more (fresh weight) than the 520,000 tonnes of marine catch. Imports account for only US\$ 16 million in value.

Some 266,000 persons are engaged in fishing and, when fish traders, processors, boat builders and dependents are added, the number of people deriving their main livelihood from the sector is estimated at 1.6 million persons, or 1.8 percent of the combined populations.

The marine catch is derived from the activities of some 160,000 fishermen, operating with about 60,000 boats. The contributors include about 155,000 artisanal fishermen, who catch some 210,000 tonnes of fish annually, worth an estimated US\$ 175 million. The average annual catch per fisherman is estimated to be 1.4 tonnes and the annual income per fisherman to be US\$ 1,122.

Also of great importance, particularly in respect to its contribution to foreign currency earnings, is the shallow water shrimp trawl fishery. The annual catch from the region is about 16,000 tonnes, having an *FOB* value (almost all the shrimp are exported) of nearly 120 million. In addition, some 26,000 tonnes of fish by-catch are landed from the shrimp trawlers, having a value on local markets of about US\$ 8 million.

The catch from the industrial tuna fleet, seiners which operate largely within a radius of 1,000 nautical miles from the Seychelles and longliners ranging more widely, is about 250,000 tonnes, valued at about US\$ 300 million. The vessels are mostly foreign owned and most of this revenue does not remain within the region.

The estimate of potential yield for the region from marine fisheries (other than the industrial tuna fisheries) is about 735,000 tonnes (ie. between 2 and 3 times the present catch). The possibility of increasing catches much beyond present levels within the foreseeable future is doubtful, as much of the unrealized potential is low value fish, occurring at low densities and whose exploitation would lack financial viability.

3. PRIORITY TECHNICAL ASSISTANCE NEEDS

3.1 Options for technical assistance to the marine fisheries

The joint UNDP/FAO evaluation mission of the SWIOP project RAF/87/008 which was conducted in 1990, recommended that further technical assistance to the marine fisheries of the region should combine assistance to the small-scale fisheries identified under project RAF/87/100 and support to the management of priority fisheries. Delegates to the SWIO Committee expressed a clear priority for support to fisheries management.

²This is an underestimate of the monetary importance of fisheries as it does not include value added.

This choice was confirmed in discussions held with the fisheries administrations of the countries visited by the consultants while preparing for the seminar. Nevertheless, the issue was discussed further in the seminar. It was recognized that activities undertaken in a number of countries by SWIOP involving detailed sector studies had provided much of the advice needed by fisheries administrations relative to functions and structure. In consequence, little scope existed for further regional activities of a similar nature.

Fisheries management was recognized by the seminar participants as leading to the generation of many of the skills needed in the whole range of activities of a fisheries administration. These include the collection and analysis of statistical data, the conduct of stock assessment, economic and socio-economic studies, the formulation of management plans, legislation and enforcement provisions. As such, it was felt that spin-off effects would eventually benefit the fisheries administrations as a whole. Furthermore, the detailed operational and economic information acquired in the course of management studies was seen as being likely to provide some insight into commercial activities which could lead to improved performance by operators.

If funding were identified for only one activity, therefore, the participants confirmed that priority should be given to fisheries management rather than to small scale fisheries technology transfer. This latter programme, nevertheless, was considered by participants to be very important for the marine fisheries of their countries, which proposes to identify enterprises and projects in SWIO countries which have proved successful in stimulating small scale fisheries development. While some of these activities are technologically oriented, most appear to involve the collection of produce, particularly high value species, and its export, with or without further processing. Such activities have proved to multiply the income of coastal communities many times, and the foreign currency generated can be used in part to purchase gear, further stimulating production from the traditional sector.

When these pilot operations have been identified, the programme intends to introduce them to appropriate communities and enterprises in neighbouring countries by two-way transfer of technology. The programme involves, *inter alia*, resource, economic and socio-economic studies, largely using expertise available in SWIO countries. As such, it is complementary with the management programme proposed.

It was considered preferable that both the proposed programmes (fisheries development and management, and the small-scale fisheries technology transfer) should be executed separately. In the case that only a limited level of funding was identified for the latter, substantial savings could, however, be achieved by the execution of both under the same programme management. The objectives are clearly different but the similarity of skills needed in project execution, particularly those related to resource and socio-economic studies, would reduce the need for permanent staff. Furthermore, both programmes address the issues of networking, information exchange and support to the fisheries institutions of the region. These represent some duplication of effort, despite the differences in subject matter.

3.2 Management plan formulation for priority fisheries

On the basis of the fishery reviews, the participants recognised that almost all fisheries of the region were unmanaged, and that substantial opportunity existed to improve the performance of certain priority fisheries through the implementation of management regimes.

A preliminary estimate of the annual net earnings which might accrue from managing the priority fisheries was given as about US\$ 48 million³, with the benefit in many cases being a consequence of reduced fishery effort and hence costs. The participants recognized that it was possible to achieve these benefits without incurring any new investment costs (which is not usually the case with fishery development activities).

The criteria for identifying priority fisheries were discussed. It was agreed that these were fisheries which were important in the context of fishery policy objectives (eg. foreign currency earnings, nutrition, employment, etc), where the likely benefits from management were substantial and where the implementation of management was possible. The fisheries identified as having priority in this context, and which exist in a number of countries, are the fisheries for crustacea (shrimp, lobster and crab), the industrial fisheries for snappers and emperors, the small pelagics fisheries and seaweed farming.

3.3 Experience training for national staff

It was acknowledged by participants that the staff within the fishery administrations generally lack at this time the necessary training and experience to undertake specialist tasks such as stock assessment, cost and earnings studies, cost/benefit analyses and socio-economic surveys. It was also recognised that the planning required for fishery management and development could not proceed satisfactorily without undertaking these activities.

It was agreed that the provision of experience training for fishery staff within the region was a high priority and that this could be usefully provided by a regional programme having the formulation of fishery management plans as a principal objective.

3.4 Networking of scientists/exchange in information

The exchange of scientific, economic and social information on the management of priority fisheries within the region was perceived as a major tool to support the creation of a network of high level management specialists from each of the participating countries. The seminar therefore recommended that particular efforts should be made on this issue by encouraging joint training activities of common concern and by favouring the dissemination of information on scientific work, fisheries management and development.

Among the activities mentioned were the publication of a programme Newsletter as well as other possible channels, including the constitution and maintenance of adequate sub-regional databases. It was expected that the regional network of management specialists would be able to respond to the pressing needs of the region as well as provide suitable advice to the governments concerned at the end of the programme. It was clearly perceived that the network(s) created should be perennial, remaining active after the end of the programme of technical assistance.

4. ELEMENTS IN A FUTURE REGIONAL PROGRAMME

4.1 Programme Objectives, and Outputs

Agreement was reached among the participants on the programme objectives, outputs and activities. The objectives and outputs are reproduced below:

³ See Paper 9: Review of the Marine Fisheries Sub-sector for the Southwest Indian Ocean Countries.

DEVELOPMENT OBJECTIVE

The achievement of significant social, nutritional and economic benefits to the populations of the states having seaboard on the Southwest Indian Ocean, taking due account of the needs for environmental protection and coastal zone management, through the management and development of their marine fisheries⁴.

IMMEDIATE OBJECTIVES

1. Immediate objective 1

Management systems with trained staff operating for a priority fishery in each of the participating countries (8) and associated development opportunities identified.

1.1 Output 1: At least one fishery identified in each participating country having priority in relation to national policy objectives and having major social, nutritional and economic impacts; the availability of data needed for management assessed.

1.2 Output 2: Staff affected to management programmes and trained in the techniques of data acquisition and compilation and data generated as needed for the management of the chosen fisheries.

1.3 Output 3: The data analysed and descriptions produced of fishery components and effort characteristics, resource evaluations, socio-economic descriptions of traditional fishery elements, cost-and-earnings studies of industrial fishery elements at production, processing and marketing levels and environmental or coastal zone impact.

1.4 Output 4: Management regimes agreed upon between administrators, scientists and industry participants for each priority fishery selected; legislative and institutional advice provided where necessary and related monitoring and enforcement systems proposed.

1.5 Output 5: Fishery participants advised of opportunities for technical and operational improvements identified in the course of management studies, technical inputs identified and sources of funding suggested for investment.

2. Immediate objective 2

Coordination established for information exchange in management and development for the marine fisheries in the SWIO region.

2.1 Output 1: A network of fisheries management personnel established throughout the region.

2.2 Output 2: Fisheries technical assistance projects in the region supported.

2.3 Output 3: Regional fisheries coordinated through support to the Committee for the Development and Management of Fisheries in the Southwest Indian Ocean and through the provision of advice to member countries on fisheries issues to be discussed in other international fisheries fora.

⁴ Participants were informed that the programme was expected to contribute towards the Development Objective, but was not expected to achieve it directly. This objective should be closely linked with the policy objectives of the participating governments.

4.2 Programme implementation

The participants recognized, particularly in relation to Immediate Objective 1, that the programme could not expect to fully meet its objectives in the proposed timescale of three years. It was recognized, moreover, that in Somalia, all fisheries data had probably been lost in the course of civil strife, and that in Comoros, data were unavailable due to the extreme weakness of the fisheries administration. In those countries, therefore, programme activities would concentrate on the generation of adequate data.

In Madagascar and Tanzania, national projects will partly address the objectives of the proposed regional programme. The national and regional activities were seen, however, as being highly complementary, as the national projects were designed to undertake only the initial steps leading to the institution of management systems due to limited time scale of implementation and, in one case, partial coverage of expertise required. The regional programme can thus provide support to these projects and continue their activities to the logical conclusion.

Nevertheless, it is foreseen that a further phase of activity will be necessary if evaluation after two years confirms that the programme is proving effective. The second phase, however, should be able to draw heavily on the expertise which will have been generated in the region in the course of the first phase. Countries which have progressed further will thus assist the others in the implementation of their management studies.

4.3 National contribution to funding

The possibility was raised of each country making a modest contribution to the funding of the programme. This was seen as an important demonstration to potential donors of each country's interest and commitment to a future programme. The participants recognized that it might be difficult to secure donor funding in the absence of such a contribution and proposed that the contribution be included within the programme document as a prerequisite. It was suggested that the contribution might be in local currency and available for utilisation by the programme to meet local expenses (eg. airtickets for nationals).

4.4 Utilisation of national personnel

The seminar participants reviewed personnel input requirements at both national and international levels.

It was felt that the utilisation of available national expertise (either from administrations, research institutions, university or consultancy firms) should be encouraged as far as possible. Adequate remuneration should be provided for work performed under the programme. The budget for authors' contracts and national consultants were increased accordingly.

While envisaging the possibility of reducing inputs in international expertise and replacing it as far as possible by nationals from the region, it was judged that such expertise required to carry out programme activity will not be generally available. Indeed, the paucity of highly trained fishery management personnel was one of the conditions which create the need for external assistance. It was however expected that, in a further phase, national specialists will be sufficiently experienced to progressively take over a larger share of the workload of the programme.

It was accordingly considered that the international expertise proposed in the programme document was the minimum input required to permit achievement of programme objectives. Furthermore, the use of outside consultancies should be maintained at its minimum requirement level, as fishery resource management is a field characterized by a lack of highly qualified available expertise (e.g. bio-economists) on the world market. This makes it difficult to ensure timely delivery

expertise (e.g. bio-economists) on the world market. This makes it difficult to ensure timely delivery of work and follow up activity by the same consultants. The Consultancy budget was therefore considered adequate.

It was considered necessary, nevertheless, that each member government should designate a national liaison officer to monitor, coordinate and facilitate programme activities within the country. This liaison officer should be a senior staffmember of the fisheries administration. As supplementary duties and responsibilities would be involved for this person, consideration should be given to the provision of a salary supplement from programme resources. It was not considered desirable, however, that the full salary of this person should be met from the programme, as this could lead to lack of continuity at the end of the programme implementation.

4.5 Criteria for the programme location

The participants expressed the view that the following criteria should be taken into consideration when deciding upon programme location.

- Communications should be readily available in terms of highly operational telephone, telex and facsimile facilities as well as air flight connections to and from the other participating countries; and
- The host government should be able to provide necessary premises and operational facilities as well as propose administrative staff with languages and technical skills required, in addition to meeting the other standard requirements as set out in the programme document.

The range of possible activities to be undertaken by the programme in the host country should also be considered, i.e. the programme should preferably be located in one of the countries expected to receive major support. This will encourage savings particularly with regard to travel and training activities.

It was however agreed that the programme location will be identified based on governments offers. Expressions of interest in hosting the proposed programme were received from the participants representing Madagascar, Mauritius and Zanzibar (United Republic of Tanzania).

It was furthermore felt that the outposting of programme personnel to other countries should not be encouraged as it may lead to dilution of the multidisciplinary approach necessary to such a programme, might complicate coordination of activities and would lead to an increase in costs both to the host countries and to programme budgets.

4.6 Programme monitoring arrangements

In order to stimulate the creation of high level management teams at national level and of a network of management experts at the regional level, the seminar recommended the establishment of a Programme Advisory Committee. This Committee should be composed of a representative of each participating country, possibly the designated national programme liaison officer, and of representatives of the donor(s) and executing agencies. The main task of the Committee will be to monitor programme activities and give advice and guidance to the programme, particularly with regard to priority activities, annual work plans, involvement of national counterparts etc.

The Advisory Committee should meet once a year and report to concerned governments and the SWIO Committee. In order to avoid additional cost, the Advisory Committee meetings should possibly be held back to back with the programme tripartite reviews or technical workshops. It is expected that the cost of the Committee members' attendance will be met using, *inter alia*, the government contributions as proposed in Section 4.2 above.

5. OTHER CONSIDERATIONS

5.1 Regional institutional framework

The importance of having an effective institutional framework for fisheries management and development within the region was discussed. Attention was drawn to the existence of the IOFC Committee for the Development and Management of Fisheries in the Southwest Indian Ocean (SWIOC), which is concerned primarily with fisheries other than tuna. The tuna-related bodies were also identified, including the IOFC Committee for the Development and Management of Indian Ocean Tuna, the Indo-Pacific Tuna Programme (which might subsequently become a Tuna Commission), the COI⁵ *Association Thonière*, and the pending Western Indian Ocean Tuna Organisation (WIOTO).

It was noted that the SWIO Committee has been able to fulfil its role due largely to the support provided by SWIOP in the preparation of reviews and documentation and through the recommendations addressed to the Committee from the many seminars and workshops held under SWIOP sponsorship.

The fear was expressed that, with the end of SWIOP activities, the Committee might, in the absence of any effective secretariat support within the region, be limited in its ability to address the issues relative to the development and management of the marine fisheries of the region.

The proposal by participating governments to contribute in cash to the operating expenses of a new regional programme, in the case this comes into existence, was seen as a possible first step in the creation of a more permanent structure to ensure the continuation of regional coordination of fisheries management established during the life of the programme.

5.2 Funding of the proposed programme

The participants to the seminar made a strong appeal to UNDP to consider funding the proposed programme of support to the management of fisheries in the Southwest Indian Ocean. The activities proposed were seen as a logical conclusion to those undertaken by SWIOP, leading towards the countries of the region assuming full responsibility in ensuring the optimal use of their fisheries resources and in meeting regional issues involving coordination of management and development. The independence of UN organizations relative to sectarian political and commercial interests were considered important in this respect, particularly as fishery participants and markets external to the region would be affected by management decisions. Furthermore, it was noted that other donor agencies tended to cover more limited geographical regions, which did not correspond to the management needs of the Southwest Indian Ocean fisheries.

The participants, furthermore, called on FAO to make all efforts to secure funding for the Small-scale Fisheries Technology Transfer Programme, as well as any complementary funding which might be required for the Fisheries Management Programme.

5.3 Closure of the Seminar

At the closure of the seminar, the participants placed on record their appreciation to the Government of Mauritius for offering to host the seminar and for the excellent organization and facilities provided. It was also the wish of participants to record the gratitude of their governments to the Government of Seychelles for the support provided during the past ten years to SWIOP and

⁵ Commission de l'Océan Indien.

to the Government of Norway for technical assistance provided towards the seminar through the FIMLAP programme GCP/INT/466/NOR, as well as to the Director-General of FAO for support granted through project TCP/RAF/0161(C).

ANNEX 1

LIST OF PARTICIPANTS

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ANNEX 2

SEMINAR AGENDA

DAY 1 (03 September)

1. Opening Addresses (9.30 to 10.00 Hrs)
2. Presentations by the participants from each country: these identify the priority assistance needs for the management and development of fisheries in their counties and make the case in support of these priorities.
 - Comoros (10.30 to 11.00 Hrs)
 - Kenya (11.00 to 11.30 Hrs)
 - Madagascar (11.30 to 12.00 Hrs)
 - Mauritius (12.00 to 12.30 Hrs)
 - Mozambique (14.00 to 14.30 Hrs)
 - Seychelles (14.30 to 15.00 Hrs)
 - Tanzania (mainland) (15.30 to 16.00 Hrs)
 - Zanzibar (16.00 to 16.30 Hrs)

DAY 2 (04 September)

3. Presentation by FAO: this identifies the priority needs for assistance within a regional context. (09.30 to 10.30 Hrs)
4. Previous, ongoing and proposed regional technical; assistance programmes to the Southwest Indian Ocean marine fisheries (SWIOP, AT, IPTP/IOTC, WIOTO) (11.00 to 12.00 Hrs)
5. Presentation by FAO: this proposes how these needs might be addressed through the conduct of a regional programme

Discussions, led by a Chairman, which seek to achieve the consensus of the Seminar participants in respect to the elements of a possible future regional programme, under the following item headings:

- Programme Objectives (General and Specific)
- Programme Outputs
- Programme Activities
- Donor and Country Inputs
- Relationships with other projects
- Special Considerations (if any)

(14.30 to 17.30 Hrs)

DAY 3 (05 September)

6. Clearance by the Seminar participants of the seminar report and of a summary draft document, within the general format of a programme proposal, based on the decisions from the previous agenda item.
(14.30 to 15.30 Hrs)
7. Closing Addresses
(16.00 to 16.15 Hrs)

ANNEX 3

LIST OF DOCUMENTS

PART I NATIONAL REVIEWS

Etude Sectorielle des Pêches Maritimes de la République Fédérale
Islamique des COMORES

Review of the Marine Fishery Sub-sector for KENYA

Etude Sectorielle des Pêches Maritimes de MADAGASCAR

Review of the Marine Fisheries Sub-sector for MAURITIUS

Review of the Marine Fisheries Sub-sector for MOZAMBIQUE

Review of the Marine Fisheries Sub-sector for SEYCHELLES

Review of the Marine Fisheries Sub-sector for TANZANIA
(Mainland)

Review of the Marine Fisheries Sub-Sector for ZANZIBAR

PART II REGIONAL REVIEWS

Completed, Ongoing and Proposed Regional Programmes of
Technical support to the Marine Fisheries of the Southwest Indian
Ocean

Review of the Marine Fisheries Sub-sector for the Southwest
Indian Ocean Countries

