



Policy Note

STRENGTHENING REGIONAL MONITORING, CONTROL AND SURVEILLANCE (MCS) SYSTEMS IN WEST AFRICA

I. Situation:

The coastal states located on the eastern Atlantic coast, stretching from Morocco to Namibia share several currents rich in nutrients with positive impacts on aquatic biodiversity. We notice :

- The countries forming the SRFC (Mauritania Cape Verde Gambia, Guinea Conakry, Guinea Bissau, Senegal, Sierra Leone) located in the northern part of the Eastern Center Atlantic, are part of the Large Marine Ecosystem of the Canary Current which flows from north to south , with upwellings of relatively cold, nutrient-rich coastal waters.

- The countries forming the CPCO (Liberia, Côte d'Ivoire, Ghana, Togo, Benin, Nigeria) and COREP (Cameroon, Gabon, Democratic Republic of Congo, Congo, Equatorial Guinea, Sao Tomé y Principe, Angola) are part of the Gulf of Guinea Current Large Marine Ecosystem (GCLME) stretching from Bissagos Island in the north to Cape Lopez in the south.

Each of these areas is characterized by the interpenetration and interdependence of the maritime fisheries of the countries that make it up with the socio-economic relations between

national actors from different countries, the movements of migrant fishermen working in several fisheries in several areas, access to several resources in different ecosystems through reciprocal fishing agreements entered into between neighboring States, commercial economic links between fishing actors, particularly artisanal ones. In addition, maritime borders are drawn according to specific geographical and geopolitical contexts, which the marine resources present in the various aquatic ecosystems are unaware of. Pelagic species, in particular sardinella, tuna species, species living on the border edges, sea turtles, birds and others make seasonal migrations passing through several maritime areas of different countries depending on the currents, temperatures and biomass that coastal states have a duty to protect. This often makes the management of aquatic ecosystems complex and difficult with the shared exploitation¹ of several national and foreign actors and the inevitable interactions between the different components of the system.

Threats to the sustainability of fisheries resources and the balance of marine ecosystems are exacerbated by the cross-border nature of marine fisheries, the effects of climate change, the overexploitation of species prized by international markets, Illegal, Unreported and Unreported fishing. (IUU) practiced by national and foreign fishing vessels, poor governance in States and administrations, lack of transparency in fisheries management, lack of consultation and harmonization of texts, lack of resources monitoring, marine pollution, discards of fish at

sea, dumping of toxins by coastal industries. All of these factors combined expose the marine ecosystem and the marine species found there to irreversible decline.

Aware of the seriousness of this threat, and of the difficulties in carrying out this fight individually for the protection and conservation of marine ecosystems, taking into account the interdependence and interweaving of the maritime fisheries of the countries, the States have come together through organizations under regional fisheries, CSRP for the West zone, CPCO for the Center zone, COREP for the Gulf of Guinea and the south, ATLAFCO for all 22 African coastal States, with a view to pooling their means of intervention, harmonizing their actions to fight IUU, and rationalize their activities. This grouping into a fishing organization, very relevant as an option, supported by Regional Economic Organizations such as (UEMOA-ECOWAS-ECCAS), and international institutions such as FAO, AU-IBAR, the World Bank (WB), (EU), had focused their surveillance strategy efforts on the traditional SCS system which also has limitations and constraints. It is now a question of extending traditional MCS methods and strategies to other concepts, such as the blue economy, FiTTI, MPAs, biological repos, concerted fishing agreements, precautionary measures, the application MREPs, participatory monitoring, co-management, with a view to better handling the problems of preserving the shared marine ecosystem. Many paths are thus opened.

After study and analysis carried out within the framework of the BIRA-SIDA project, on the

¹ By shared, we mean (i) resources shared between neighboring States (ii) resources shared between different operators (indigenous fishermen, migrant fishermen, fishermen operating through fishing agreements)

situation of the three fishing organizations, support or support was identified and expected from the Technical and Financial Partners

- Support for sub-regional fisheries organizations to regain their credibility with MS (institutional support), to enable them to convey the messages and good guidelines for resource management and environmental protection recommended by FiTI, the blue economy, AMP, Concerted Biological Rest
- Legal and operational support that facilitates the reading and intelligent and legal application of SCS legal texts by operational staff
- Capacity building support for surveillance staff on methods, research techniques and analysis of consistent information that can validly and legally confuse an IUU fishing vessel.

- Support that aims to master the sustainable financing mechanisms of the SCS, autonomous and independent of the ad hoc and cyclical support of the TFPs.

AU-IBAR, in its mandate to coordinate the sustainable use of animal resources, including fisheries, aquaculture and animal husbandry, in cooperation with the Swedish International Development Cooperation Agency (SIDA) in the context of the Africa Blue Economy Strategy , to implement the project entitled “Conserving aquatic biodiversity in the African economy“, intends to initially direct its support to the two fishing organizations: the SRFC and the CPCO, pending the continuation of the reform initiated by ECCAS on COREP.

2. Project to distribute support needs identified to regional fisheries organizations (CSRP-CPCO) to better integrate marine ecosystems into the MCS

Securities	Activities	TFP Support/Cooperation	Expected results	Order of priority/ Breakdown of allocated costs
Strengthening the credibility of regional organizations ² Intervention cost 20% of total support budget allocated	<ul style="list-style-type: none"> • Transparency in actions • Good governance • Visibility of activities 	Institutional support that allows sub-regional organizations to have the capacity (i) to sell themselves to MS, (ii) to be able to travel and/or move experts at any time in MS to raise awareness or promote an activity, (iii) to organize regular technical meetings to move files forward, (iv) to settle technical and operational details that may block a State, (v) to assist States in their steps to follow up on prosecution of foreign vessels, (vi) to facilitate the availability of operational information to MS (vii) to organize joint fisheries surveillance operations, and others. All this will bring the sub-regional fisheries organizations closer to their MS (visibility), and fully justifies their usefulness.	<ul style="list-style-type: none"> • The organization is regularly requested by the States • Internal MCS constraints in the States are lifted in relation to the regional organization • Confidence in the organization is strengthened • States accept guidance easily offered by the ORP • States are sufficiently informed of the needs, constraints and capacities of their organization 	<ol style="list-style-type: none"> 1. CSRP 60% of the budget 2. CPCO 40% of budget

² The SRFC seems the most handicapped in this area. The CPCO benefits from significant support from TMT in this regard, which will continue for another four years.

Securities	Activities	TFP Support/Cooperation	Expected results	Order of priority/ Breakdown of allocated costs
Monitoring-Evaluation of activities ³ Intervention cost 10% of the total support budget allocated	<ul style="list-style-type: none"> • Directory of planned activities • Execution schedule over time • Definition of monitoring indicators • Identification and monitoring of constraints • Follow-up of achievements • Solving Constraints • Problem Solving Suggestions 	Administrative and logistical support for: (i) Creation of monitoring-evaluation departments in all regional organizations. (ii) Regular monitoring missions to MS (iii) establishment Regular activity report (quarterly) of evaluations and observations made. (v) Regular review meetings (vi) MS support if needed	<ul style="list-style-type: none"> • Monitoring-Evaluation structures are working • The organization is regularly called upon • Member States apply the recommendations resulting from the decisions of the competent authorities 	<ol style="list-style-type: none"> 1. CSRP 50% of the budget 2. CPCO 50% of budget
Distribution of supervisory responsibilities and charges ⁴ Intervention cost 10% of the total support budget allocated	Details on: <ul style="list-style-type: none"> • Responsibilities of MS/Coastal State/ Port State • Flag State Responsibilities • Responsibilities of stakeholders (shipowners/ consignees/ representatives) 	Legal support (i) which facilitates the application and proper reading of legal texts by operational staff (ii) A good understanding and effective application of PSM (iii) Reinforcement of texts clarifying the legal responsibilities of all stakeholders (iv) A sub-regional MCS convention to harmonize IUU actions.	<ul style="list-style-type: none"> • PSM are understood and applied in all MS. • An IUU action plan is established and then applied • Legal instruments are clear and easy to apply • The responsibilities of all actors are well defined 	<ol style="list-style-type: none"> 1. CPCO 50% of budget 2. CSRP 50% of the budget
Autonomous financing mechanism ⁵ Intervention cost 10% of the total support budget allocated	<ul style="list-style-type: none"> • Identification of different funding mechanisms • Study and Implementation 	Financial support (i) Study and establishment of autonomous and sustainable financing mechanisms (ii) Development of standards for the use of funds generated (iii) Implementation/Enforcement	<ul style="list-style-type: none"> • Funding for planned activities is assured • Contributions from MS are paid regularly • Transparency in the use of funds is ensured 	<ol style="list-style-type: none"> 1. CPCO 75% of budget 2. CSRP 25% of the budget
Diversification of surveillance means ⁶ Intervention cost 30% of the total support budget allocated	<ul style="list-style-type: none"> • Consideration of aquaculture, MPAs, FITI concepts, Blue Economy, participatory monitoring, Co-monitoring 	Institutional support (i) Extension of the mandate of fisheries organizations to other concepts (ii) Feasibility study (iii) Proposed changes to the texts (iv) Draft text (v) Popularization	<ul style="list-style-type: none"> • Proposals for expanding the mandates of the ORP are available • Approaches to take into account the different monitoring concepts are established 	<ol style="list-style-type: none"> 1. CPCO 50% of budget 2. CSRP 50% of the budget

³ The CSRP and the CPCO have the same needs.

⁴ The SRFC and the CPCO have the same needs in this area.

⁵ The CPCO, which is very dependent on TFPs, has a more pressing need. The SRFC already has a study in this direction.

⁶ The same need for both organizations

<p>Legal support</p> <p>Intervention cost</p> <p>10% of the allocated support budget⁷</p>	<ul style="list-style-type: none"> Improved legal instruments Reinforcement and standardization of legal texts 	<p>Legal support</p> <p>(i) Alignment of national laws with international instruments, SCS part (SCS Convention if possible)</p> <p>(ii) identification of the protocols necessary for the legal and effective application of the various international and regional legal instruments (MCS part)</p> <p>(iii) Study and introduction of provisions in conventions or protocols to broaden the scope of activities of fisheries organizations</p>	<ul style="list-style-type: none"> National laws are in conformity in MCS matters with international instruments Harmonization of MCS legislation is noticeable 	<ol style="list-style-type: none"> CPCO 50% of budget CSRP 50% of the budget
<p>Training and cooperation⁸</p> <p>Intervention cost</p> <p>10% of the total support budget allocated</p>	<ul style="list-style-type: none"> Adaptation of training to the real needs of MS and regional organizations 	<p>Capacity building support</p> <p>(i) Training of staff on modules of search techniques for consistent clues that may confuse an IUU fishing vessel or collaborate with this activity.</p> <p>(ii) Staff training on legal fisheries surveillance actions</p> <p>(iii) training of trainers</p>	<ul style="list-style-type: none"> Supervisory staff are familiar with all SCS texts and processes 	<ol style="list-style-type: none"> CPCO 50% of the budget CSRP 50% of the budget

3. Intervention approach

AU-IBAR, in cooperation with SIDA, will rely on the sub-regional fisheries organizations, the SRFC and the CPCO, to roll out its support program for coastal States, which aims to strengthen the MCS capacities of fisheries organizations, while diversifying strategies for the conservation and protection of marine ecosystems towards the concepts of FiTI, Blue Economy, MPAs, Biological rest, Access to resources, Good practices, Good governance.

It will first be necessary to ensure that the two organizations selected, the CPCO and the SRFC fully adhere to the analysis and conclusions of the document drawn up “ Assessment of the state of MCS systems for the protection and conservation of aquatic biodiversity “. Seminars could be organized for this purpose and provide an opportunity to agree on the recommendations

⁷ Both organizations have the same needs

⁸ Both organizations have the same training needs

made in the document drawn up and their implementation schedules by the States with the related needs.

This will make it possible to define the duration of the planned actions, the intervention costs, the constraints to be lifted, the expected results,

The table above gives the selected axes.

4. Institutional support

Institutional support in this program will aim to enhance the credibility of fisheries organizations with their Member States. The decisions, orientations and recommendations taken by the fishing organizations must show their beneficial effect on the Member States. This will require fisheries organizations to have well-trained staff, with sufficient logistical resources to enable them to carry out their missions correctly.

The program will also enable the two fishing organizations to be visible and useful, present at all the important meetings, capable of carrying out or having carried out cutting-edge research or studies in areas of interest to the Member States. Communication (site), exchanges of information (Dashboard-GTAO), meetings (seminars-working group), will be used to make the organizations attractive and useful. The messages conveyed by fisheries organizations to adopt certain concepts, FiTI, Blue Economy, good governance, will be more audible and better accepted by Member States. The staff of fisheries organizations will be trained accordingly to ensure these various advocacy actions and bring States on board.

5. Legal Support

It is necessary in the same fishing organization, that the Member States have the same understanding and perception of the international legal texts which govern fishing. International legal texts addressed to all nations always have a general scope which requires to be dissected and adapted to the local context. The States of the same organization must have the same reading of these texts to adopt a coherent and harmonized

behavior vis-a-vis the situation of IUU fishing and the destruction of the marine ecosystem by harmful practices.

Support in this context will consist of organizing workshops on the theme “Improvement of the SCS legal framework”, facilitated by appropriate consultants, to review all the terms and concepts used in the SCS in order to have the same understanding and the same behavior towards these concepts. This will facilitate the harmonization of fisheries legislation in the Member States.

6. Financial Support

Apart from the Technical and Financial Partners (TFP) who provide ad hoc support to sub-regional fisheries organizations, the latter need to master the sustainable and autonomous financing mechanisms of their IUU monitoring and control systems. The program could support fisheries organizations in identifying and designing possible areas for mobilizing sustainable funding mechanisms to support activities and operations. A study in this direction may be included in the program.

7. Selected strategies to expand regional MCS systems in shared aquatic ecosystems

I. Extension of the mandate of sub-regional fisheries organizations on the protection of MPAs, coastal marine ecosystems and their environments

ORP	Major Current Constraints for Support in SCS	Specific actions and measures to be taken within the ORP	Actions and support measures to be taken within the ORP
CSRP	<ul style="list-style-type: none"> Significant delays by the MS to take into account the extension of the mandate of the SRFC on the conservation of sub-regional ecosystems, despite the Agreement of the Conference of Ministers to make Amendments to the 1993 Convention. Decisions are not binding 	<ul style="list-style-type: none"> Make the decisions of the conference of ministers binding for the MS Promote and popularize the harmonization in the MS of the conservation policy through MPAs, biological rests, and the conservation of resources. Proposed draft text to the conference of ministers 	<ul style="list-style-type: none"> Launch a vast Information, Education and Communication (IEC) campaign Put in place institutional and financial legal support
CPCO	<ul style="list-style-type: none"> Conference of Ministers decisions not binding for MS Mandate of the CPCO is open to artisanal fishing and aquaculture 	<ul style="list-style-type: none"> Make the decisions of the conference of ministers binding for the MS Promote and popularize the harmonization in the MS of the conservation policy through MPAs, biological rests, and the conservation of resources. Propose a draft text to the conference of ministers 	<ul style="list-style-type: none"> Set up institutional and financial legal support

II. Encouragement of MS to adhere to international conventions: SOLAS, MARPOL, Abidjan convention

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CSRP	<ul style="list-style-type: none"> Accession and transposition of the provisions of the various conventions into internal legislation pose problems for both sub-regional fisheries organizations; 	<ul style="list-style-type: none"> List all the relevant points of the three conventions (Solas-Marpol-Abidjan convention) having direct impacts on the conservation of resources, to include them in one of the existing conventions (CMA) in the sub-regional organization, to facilitate consideration Propose draft text to MS Propose amendments to the conference of ministers 	<ul style="list-style-type: none"> - Launch a vast Information, Education and Communication (IEC) campaign - Set up legal and institutional support
CPCO	<ul style="list-style-type: none"> Accession and transposition of the provisions of the various conventions into internal legislation pose problems for all three sub-regional fisheries organizations; 	<ul style="list-style-type: none"> List all the relevant points of the three conventions (Solas-Marpol-Abidjan convention) having a direct impact on the conservation of resources, to include them in one of the existing conventions (CMA) in the sub-regional organization, to facilitate consideration Proposed draft text to MS Proposed amendment to the conference of ministers 	<ul style="list-style-type: none"> Launch a vast Information, Education and Communication (IEC) campaign Set up legal and institutional support

III. Promotion of FITI and Blue Economy in MS

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CSRP	<ul style="list-style-type: none"> Vague understanding of these concepts at MS level Poor governance in institutions 	<ul style="list-style-type: none"> Popularize existing models (FITI in Mauritania, Blue Economy in Gabon) Explain the process of adhering to these concepts 	<ul style="list-style-type: none"> Launch a vast Information, Education and Communication (IEC) campaign Establish legal, institutional and financial support,
CPCO	<ul style="list-style-type: none"> Vague understanding of these concepts at MS level Poor governance in institutions 	<ul style="list-style-type: none"> popularize existing models (FITI of Mauritania, Blue Economy (in Gabon-Tunisia) explain the process of adhering to these concepts 	<ul style="list-style-type: none"> Launch a vast Information, Education and Communication (IEC) campaign within the ORP Establish legal, institutional and financial support

IV. Amendment of the two conventions on Minimum Conditions of Access (CMA) and support: AMP, blue economy

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CSRP	<ul style="list-style-type: none"> Deadlines too long because the Amendment to the Conventions subject to Authorization by the Conference of Ministers 	<ul style="list-style-type: none"> List the provisions to be taken into account. Seek agreement with the States on these provisions to be amended Present the project to the conference of ministers 	<ul style="list-style-type: none"> Set up legal and institutional support
CPCO	<ul style="list-style-type: none"> Deadlines too long because the Amendment to the Conventions subject to Authorization by the Conference of Ministers 	<ul style="list-style-type: none"> List the provisions to be taken into account. Seek agreement with the States on these provisions to be amended Present the project to the conference of ministers 	<ul style="list-style-type: none"> Set up legal and institutional support

V. Regulation of concerted biological rests

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CSRP	<ul style="list-style-type: none"> Deadlines too long because the Amendment to the Conventions subject to Authorization by the Conference of Ministers 	<ul style="list-style-type: none"> Established the sub-regional register of fishing vessels Submit the prior registration to the sub-regional register of all foreign vessels before issuing a fishing license in a MS. Regulate multiple licenses from the sub-regional registry 	<ul style="list-style-type: none"> Set up legal and institutional support

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CPCO	<ul style="list-style-type: none"> Deadlines too long because the Amendment to the Conventions subject to Authorization by the Conference of Ministers 	<ul style="list-style-type: none"> Established the sub-regional register of fishing vessels Submit the prior registration to the sub-regional register of all foreign vessels before issuing a fishing license in a MS. Regulate multiple licenses 	<ul style="list-style-type: none"> Set up legal and institutional support

VI. Membership of the Abidjan convention

ORP	Major Current Constraints for the SCS Mutation	Specific actions and measures to be taken within the ORP for the mutation of the current SCS	Actions and support measures to be taken within the ORP for the change of the current SCS
CSRP	<ul style="list-style-type: none"> The texts do not currently provide for membership by a fishing organization. 	<ul style="list-style-type: none"> List the provisions to be taken into account. Seek agreement with the States on these provisions to be amended Present the project to the conference of ministers Make the proposal to the Abidjan Convention 	<ul style="list-style-type: none"> Set up legal and institutional support
CPCO	<ul style="list-style-type: none"> The texts do not currently provide for membership by a fishing organization. 	<ul style="list-style-type: none"> List the provisions to be taken into account. Seek agreement with the States on these provisions to be amended Present the project to the conference of ministers Make the proposal to the Abidjan Convention 	<ul style="list-style-type: none"> Set up legal and institutional support

ALL THESE POINTS WILL BE DISCUSSED WITH THE MANAGERS OF THE FISHING ORGANIZATIONS IN COLLABORATION WITH THE ECONOMIC AND FINANCIAL ORGANIZATIONS IN THE ZONE.



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