

**URI-USAID Collaborative Management for a Sustainable  
Fisheries Future Project  
(COMFISH)**

**Year 1: First Project Quarter Report**

**14 February, 2011 – March 31, 2011**

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**A partnership of:**

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## 1. Introduction

The Collaborative Management for a Sustainable Fisheries Future in Senegal (*URI-USAID COMFISH*) is a five-year initiative (February 14, 2011 – September 30, 2016) supported by the U.S. Agency for International Development (USAID). It is implemented through the University of Rhode Island (URI)-USAID cooperative agreement on Sustainable Coastal Communities and Ecosystems (SUCCESS). Local implementing partners include WWF-WAMER, FENAGIE, ENDA, CSE, IUPA, and other key government, private sector and nongovernmental organizations (NGO) stakeholders along the coast and in the fisheries sector.

This document describes the activities undertaken during the second quarter of the fiscal year. The project began February 14, 2011, thus this report covers the 6 week period from 14 February – March 30 2011. All activity during this period was focused on program mobilization and administrative start up.

The first section provides background on the fishery context in Senegal. The second section describes the goal and key results expected over the life-of-the-Program. This is followed by a description of start up activities during the first 6 weeks of the Project.

## 2. The Senegal Fishery Context

Marine fisheries harvested along the coast of Senegal play a critical role in food security, livelihoods, local and national economic growth and well being. Industrial and artisanal/traditional fisheries combined, either directly or indirectly, provide an estimated 600,000 jobs—17 percent of the total labor force. The fishing sector produces 300,000 metric tons of high quality protein annually—providing the nation with 47% of its total protein and 70% of its animal protein needs. Fisheries products contributed close to 37% of the total value of exported goods between 1997 and 2002. In spite of the significant contributions of the fisheries sector to the Senegal economy and food supply, approximately one-third of the population lives below the poverty level and more than two-thirds earn less than US\$2 per day. Forty-six percent of households in Senegal are considered vulnerable and 20 percent highly vulnerable to food insecurity. According to the Global Hunger Index, this classifies the food security situation in Senegal as “serious”. Malnutrition levels are high, with approximately 17% of children under the age of five underweight. Iron deficiency levels in women are over 70 percent and are also a concern in children. Thus, it would be hard to overstate the importance of fisheries to sustaining an important supply of food and wealth for Senegal’s people.

Senegal’s marine zone is part of the West Africa Marine Ecoregion (WAMER), one of the world’s most biologically outstanding areas. This biodiversity is sustained by oceanic upwelling as part of the Canary Current Large Marine Ecosystem (CCLME). These powerful oceanic currents also create a tremendously productive food chain that supports one of the most diverse and economically important fishing zones in the world. This immense biological productivity is further enhanced by several major river/estuary/delta complexes that provide additional influx of nutrients and sediments. Maintaining this rich biodiversity and the health and quality of this highly productive marine ecosystem is critical to maintaining a sustainable supply of goods (e.g. food) and services (e.g. employment) for Senegal’s citizens.

Fisheries resources are shared by artisanal and industrial sectors. In the past, the industrial sector generally produced products for export, while the artisanal fleet supplied fish for local consumption and distribution. Over the last decade a shift has occurred. The number of registered canoes in the artisanal

fleet rose from 8,488 in 1980 to 13,420 in 2006 to reach a high of 16,136 as of the PNI (National vessel Registration Program) census of January 2011 while nationally registered industrial vessels declined from a high of 176 in 1997 to 119 in 2006 and the number of foreign vessels declined from 163 in 1980 to 44 in 2006. Over the last decade, while total landings have remained relatively stable at over 300,000 MT annually, the artisanal fishery has come to dominate the supply chains for both local and export markets—providing 94% of fish, 63% of molluscs, and 25% of crustaceans landed in Senegal.

The roughly constant landings varying from 400,000 to 430,000t/year do not immediately suggest that there is a serious situation in Senegal's fisheries. However these apparently steady total landings mask a serious situation which is common in multispecies tropical fisheries which are subjected to increasing effort: there has been serial overfishing of at least 10 important demersal species. This is masked because as effort expands the fishery lands more of the previously untargeted species. Then these previously under targeted species are also overfished. When all of the important species have been serially overfished the total landings may fall precipitously and this may be what is happening in Senegal when landings fell from 430,000t in 2004 to 340,000t in 2006 (i.e. by 20% over two years). More recent data is not available, giving no objective means of diagnosing the current condition of Senegal's fisheries. However if the fall in catch observed from 2004-06 has continued, this offers a potentially serious threat to Senegal's main protein supply for human consumption.

The observed growth in artisanal effort is attributed in part to the growth in coastal populations, the role of fisheries as a social safety net, and problems in the nation's agriculture sector. As the agricultural sector has declined, many inland residents have migrated to the coast to practice both fishing and agriculture. In addition, thousands of Senegalese artisanal boats fish in neighboring waters—i.e., an estimated 30 percent of the coastal demersal species landed in Senegal by small-scale fishers are caught outside of the country's waters.

Many of Senegal's fisheries are at or about to reach full exploitation levels. Some may have already exceeded maximum sustained yields. Overfishing can result in declining catches and reduced supplies for export and local food. With open access, economic rents are dissipated and wealth within the sector is difficult if not impossible to generate.

In the past, the Government of Senegal has applied measures to control fishing effort, relying on input controls and top-down directives. Such measures, however, are difficult to enforce, especially where enforcement capacities are weak. Fishers have had little involvement in deciding the measures—creating a sense of distrust and leading them to question the legitimacy of imposed regulations. Further, poor information on fish stocks and the number of fishing vessels makes it difficult to develop management plans for the various stocks.

More recently, the Government of Senegal has outlined a strategy under the current law, whereby communities would form legally recognized private associations called Local Fishers' Committees (CLP, for Comité Local des Pêcheurs). These CLPs then enter into direct legal agreements with the Ministry of Maritime Economy in order to develop and implement co-management initiatives for targeted fisheries. The Minister legalizes these initiatives (e.g. input controls such as minimum mesh sizes, closed seasons, no-take fishing reserves, etc.) through a Ministerial Decree. At the multi-community and multi-CLP level, the Ministry has created Artisanal Fishing Local Councils (CLPA, for Conseil Local de Pêche Artisanale), to develop management plans for wider coastal fishing areas and to harmonize and aggregate the co-management initiatives taken by the CLPs. The CLPAs however, do not cover large areas at the scale of individual fisheries stock units, which are important for management from a biological perspective.

At present, few CLPAs are fully operational and they have not received the promised financing that was to come from a share of annual vessel registration fees. To be a successful, decentralized, co-management model, there needs to be sustainable financing, and fisheries stakeholders need greater decision-making power. Currently, management measures proposed by Local Fishers' Committees decisions require endorsement by local representatives of the Directorate of Marine Fisheries (DPM, for Direction des Pêches Maritimes). The functioning of co-management structures needs to be more thoroughly analyzed and adjustments made. At a minimum, it is important to identify mechanisms to strengthen the influence that local communities and fisheries stakeholders have on decision-making.

In tandem with efforts to better manage the fishery and reduce fishing effort, the Government of Senegal also places high importance on the fisheries sector to drive accelerated economic growth and poverty reduction. The *Poverty Reduction Strategy* mentions fisheries as a key driver for wealth creation and the *National Accelerated Growth Strategy* lists fisheries as a pillar for boosting growth, while the *Agriculture Investment Plan* highlights the role of fisheries and aquaculture for food production. The government is also updating the National Fisheries Act of 1997, which has been passed from the DPM to the Ministry of Fisheries and if/when passed as well by the National Ministry, Prime Minister, and National Assembly will provide a renewed and strengthened framework for fisheries management.

In 2004, a government-led fisheries assessment resulted in important policy decisions now embodied in the Fisheries and Aquaculture Sector Policy Letter of 2008 (LPS, for Lettre de Politique Sectorielle). The LPS seeks to enhance the consistency of government interventions, projects and programs on the basis of clearly defined and prioritized objectives. It aims to bring together all initiatives by the government, development partners and donors around a consensual reference document. Strategic priorities are to reduce excess capacity and empower fishers. Development strategies in the LPS include:

- Control and manage maritime fishing capacities to meet the allowable catch potentials
- Control access to fishery resources
- Introduce fisheries development plans
- Promote a policy of conservation of marine habitat and fishery resources via integrated management of coastal areas
- Enhance and adapt fisheries research
- Optimize fisheries monitoring, control and surveillance resources
- Reduce post-catch losses

There are over a half-dozen major international initiatives on the development and sustainable management of Senegal's fisheries sector—all of which support the strategies in the LPS in various areas of the country. Of particular note is the World Bank-funded West Africa Regional Fisheries Program (PROA), and the Senegal Sustainable Management of Fish Resources Project (GDRH). A challenge for the COMFISH Project is to ensure the USAID investment complements these fisheries reform efforts.

For fisheries to contribute to growth strategies there must be management reforms and sectoral strengthening— sustaining production and yields and generating increased wealth, while moving towards a substantial reduction in effort. A goal in the Government Action Plan for the Development of Fisheries and Aquaculture is to retire 3,000 artisanal and 40 industrial fishing boats. Fishermen will need ample incentives and participation in decision making to develop widespread agreement on how this reform can be achieved.

Senegal is also putting in place the elements necessary for an ecosystem based approach to fisheries management with a growing network of marine protected areas (MPAs). A National MPA Strategy is under development, and a memorandum of understanding between the Ministry of Maritime Economy and the Ministry of Environment is being signed to clarify roles and coordinate efforts.

USAID/Senegal is supporting economic growth by improving enabling conditions that can attract investment, help increase trade, and generate increased wealth through better management of Senegal's natural resources. The USAID "Feed the Future" (FTF) initiative supports Senegal's Poverty Reduction Strategy and Agricultural Investment Plan. *URI-USAID COMFISH* contributes to these development objectives by helping sustain the productivity of marine fisheries ecosystems, reducing post harvest losses, promoting international trade through eco-labeling and connecting artisanal fishermen and women more fully in the fisheries value chains. Through co-management and conservation, the *URI – USAID COMFISH* program contributes to overall results and targets of the FTF implementation plan.

*URI – USAID COMFISH* will also contribute to USAID biodiversity conservation objectives. The 2005 USAID/Senegal biodiversity threats assessment identified overfishing and destructive fishing practices as direct threats to Senegal's marine biodiversity with particular concern about demersal stocks that comprise the bulk of the nation's fish exports.

### **3. Program Goal and Key Results**

The goal of the *URI-USAID COMFISH* Project is to support the Government of Senegal's efforts to achieve reform of its fisheries sector by strengthening many of the enabling conditions necessary for improved governance and demonstrating effective tools and approaches for ecosystem-based collaborative management of its marine fisheries.

The long term goal is that Senegal's fisheries are no longer over-exploited and are (1) providing the nation with a reliable supply of high quality protein, (2) in a manner that contributes to the quality of life in artisanal fishing communities while (3) sustaining the ability of coastal and marine ecosystems to generate the goods and services that the people of Senegal want and need.

The Project concentrates its activities on the marine and coastal resources and fisheries stocks of two geographic areas. The primary area is the Petite Côte and the secondary area is Casamance.

Key results for the *URI-USAID/COMFISH* project are to:

1. Strengthen the institutional capacity of governance at all levels to implement an ecosystem-based, co-management approach to sustainable fisheries, and to prevent overfishing
2. Test and apply strategies and policies to overcome unsustainable and destructive marine resource use practices that threaten biodiversity conservation
3. Assess vulnerability and strengthen the capacity of vulnerable coastal communities to adapt to the impacts of climate variability and change
4. Increase social and economic benefits to artisanal fishing communities

Two other USAID-supported fisheries initiatives focus on the artisanal nearshore fisheries along the Atlantic coastline as well as the estuarine- and mangrove-dominated portions of The Gambia River (the *URI-USAID Gambia-Senegal Sustainable Fisheries Project (Ba Nafaa)*), and the *Wula Nafaa* project, is working on fisheries management in the Saloum Delta and Casamance River. Together, these three USAID-supported initiatives are expected to have a significant impact on improved management of this biodiversity-rich area.

#### **4. First Quarter Activities (14 February-March 30, 2011)**

The focus of the 6 week first quarter of the Project was to mobilize and start-up the Project. Contracts for the Project Director and Deputy Director (who were named in the Project proposal that was approved by USAID/Senegal) were prepared immediately and as soon as feasible in February a team from URI traveled to Dakar to meet with partners and prepare a first year workplan and budget, which was submitted to the mission on March 30. On March 9, a partners meeting was convened by the URI-USAID COMFISH project at Centre de Suivi Ecologique (CSE). The purpose of the meeting was to brief implementing partners on project status and expectations during the truncated Year1 start-up period.

Other project documents prepared or revised during this time include the IEE, Marking and Branding Plan, and Performance Management Plan. A meeting report from the partners meeting was prepared and distributed to all participants. Finally, an initial one-page Project Handout was prepared.

The positions of Finance Officer, Communications Officer, and Fisheries Officer were advertised, candidates interviewed and individuals for each position were hired. Among these, only the Fisheries Officer is a 'key' position and the proposed hire was submitted to the mission for approval prior to hiring. The Finance Officer and Communications Officer began work with the Project in March, the Fisheries Officer begins the first week of May.

A project office was located in the Yoff neighborhood and the building is being prepared for moving in. It is anticipated that all preparations will be ready and the office operational in April. The process to obtain required tax exoneration papers and signatures was initiated. These are necessary before in-country purchases can be made. Standard Operating Procedures for COMFISH staff were also prepared.

#### **Priorities for Next Quarter (April—June, 2011):**

- Project Start-up: Equip office with internet service, desks and office furniture, computer systems, air conditioning, water, electricity, and phone. Secure a building security service, and information management systems service. Purchase Project vehicles. Hire Drivers and office secretary.
- Donor coordination and information sharing workshop
- Initiate GIS database and mapping work with CSE
- Review status of fish stocks with CRODT
- Fishing community visits and meetings to evaluate needs for a functional co-management system with WWF-WAMER
- Preparation of methods plan for fishery community vulnerability assessment and adaptation planning with ENDA
- National MPA Strategy Planning Committee meeting in support of adoption of National MPA Strategy (with WWF-WAMER)
- Participation in Western Indian Ocean Marine Science Association (WIOMSA) Trainers of Trainers event
- Review PMP plan with the Direction de Pêches Maritimes, the World Bank's Sustainable Management of Fish Resources management unit (COMO, for Cellule Operationnelle de la Mise en Oeuvre) and other partners



## 5. Project Management

### 5.1 Challenges, Constraints, and Opportunities

The project Team Leader was absent for most of the first 6 weeks, but this was not a significant barrier to project start up. A significant CRC/URI support team along with the immediate recruitment and full time presence of the Deputy Director allowed all activities to flow smoothly. Chris Mathews returns as full-time Team Leader on April 26, 2011.

There were no significant challenges, constraints or missed opportunities to report on during the February-March period.

### 5.2 Environmental Monitoring and Compliance

No activities were implemented during this reporting period that required environmental screening or activities where mitigations measures were required as the project IEE process is underway.

### 5.3 Branding Strategy Implementation

Communication items produced during the reporting period that are affected by USAID marking/banding regulations (ADS 320/AAPD 05-11) are provided in the following Table.

<i>Item</i>	<i>Type of USAID marking</i>	<i>Marking Code</i>	<i>Locations affected/ Explanation for any 'U'</i>
Project brief / fact sheet	USAID logo (co-branded as appropriate)	M	Primarily a Senegalese audience
PowerPoint presentation at partner meeting	USAID logo (co-branded as appropriate)	M	Senegalese audience
Workplan	USAID logo (co-branded as appropriate)	M	Senegalese and USAID audience

Marking Codes: M = Marked, U=Unmarked, PE = Presumptive Exception, W=Waiver

No technical reports or consultant studies were produced during this reporting period.

### 5.4 International Travel

The following international travel was performed during this reporting period.

- February/March – Partner consultations and workplan formulation, budgeting, implementing partner activity planning. (Chris Mathews, Brian Crawford, Kathy Castro, Cindy Moreau, James Tobey).

## 5.5 Estimated Quarterly Financial Status

The following table shows a pipeline analysis of actual and anticipated expenditures through September 2011 in relation to obligations to date.

Estimated Life of Project Budget (February 14, 2011 – September 30, 2015)	\$ 11,499,709
Obligations to Date	\$ 1,000,000
Cumulative expenditures February 14 to March 31, 2011	\$58,500
Anticipated expenditures April 1, 2011– June 30, 2011	\$554,000
Estimated Balance as of July. 1, 2011 <sup>1</sup>	\$387,500
Anticipated estimated expenditures July 1,-September 30, 2011	\$649,905
Total estimated expenditures February 14 to September 30, 2011	\$1,262,405
Anticipated needs for next obligation <sup>1</sup>	\$300,000

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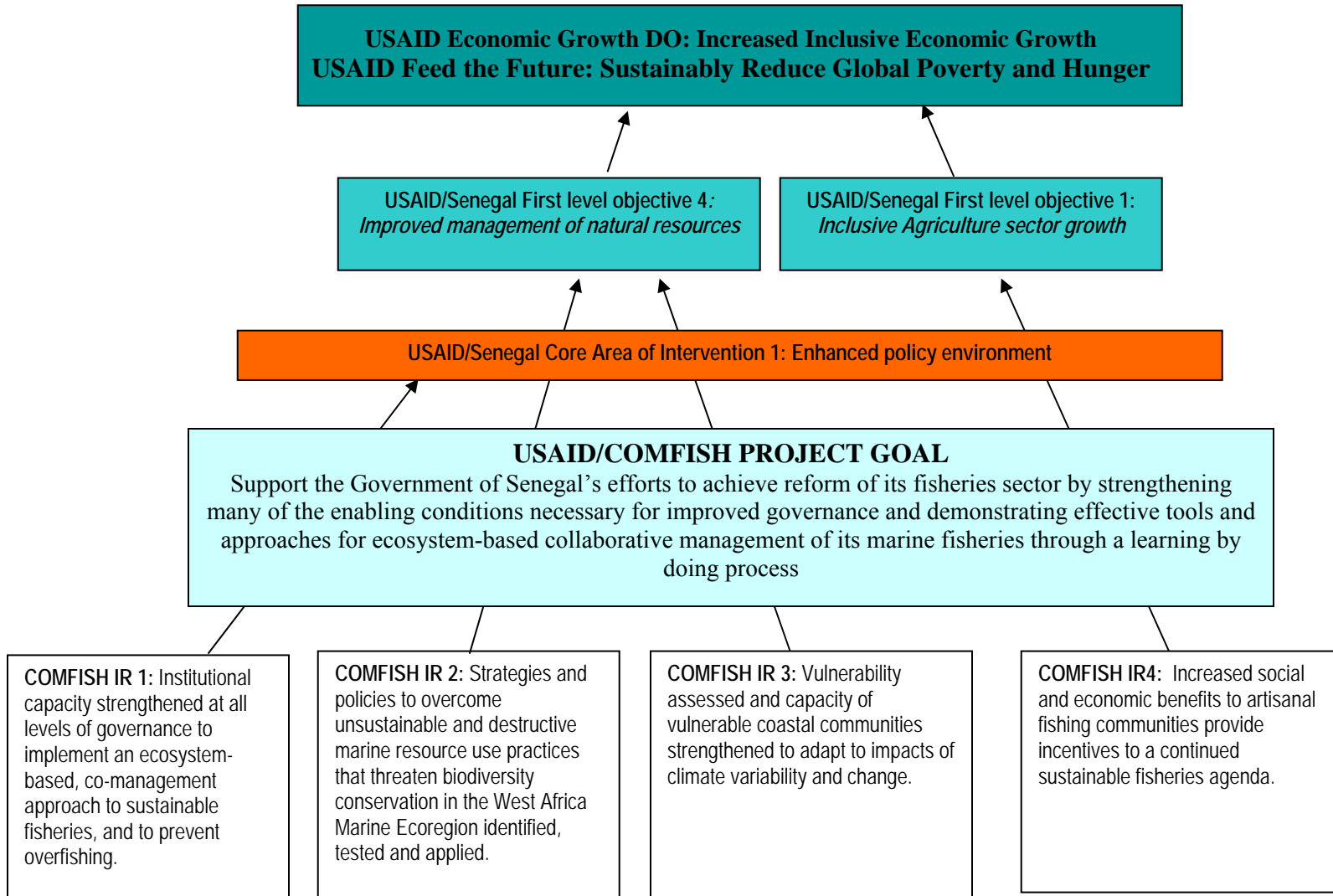
<sup>1</sup> Anticipated shortfall of \$262,405 for year one approved budget of 1,271,707. Additional funds required to complete start up/year one activities.

## **Appendix A. Performance Management Report**

A PMP Plan has not yet been submitted and approved by the AOTR. Table 1 below is therefore draft and subject to revision. LOP targets are indicated where possible, but in most cases these will be revised when it is known what specific management units/stocks will be selected for management and number of fishermen and CLPAs/CLPs and other fishing groups involved in those fisheries. Yr1 of the Project (Feb-Sept 2011) is a start up, planning, information gathering, and coordination phase of the Project. Little to no progress on PMP results is anticipated during the first 6 months of the Project.

**Figure 1: URI-USAID COMFISH Results Framework**

The Results Framework below shows the overall intersection of COMFISH Intermediate Results (IR) with the Feed the Future Framework/Senegal. Each IR has one or more indicators and LoP Targets that are shown in the table on the following pages. Targets will be reviewed and adjusted annually.



**Table 1. URI-USAID COMFISH Performance Management Report**

Indicator	LOP Targets	Year 1 Feb-Sept 2011	
		Yr1	Feb-March
<b>IR 1: Institutional capacity strengthened at all levels of governance to implement an ecosystem-based, co-management approach to sustainable fisheries, and to prevent overfishing</b>			
1. Number of institutions/organizations undertaking capacity/competency strengthening as a result of USG assistance (FTF indicator 4.5.1-8)	20	No result expected in Yr1	0
2. Number of CLPA's capable of functioning properly at USAID/COMFISH project sites	3	No result expected in Yr1	0
3. Number of individuals who have received USG supported short-term agricultural sector productivity or food security training (FTF indicator 4.5.2-7)	2,000	No result expected in Yr1	0
<b>IR 2: Strategies, policies and best practices to overcome unsustainable and destructive marine resource use practices that threaten biodiversity conservation in the West Africa Marine Ecoregion identified, tested and applied.</b>			
4. Number of new technologies or management practices <b>made available for transfer</b> as a result of USG assistance (FTF indicators 4.5.2-8 )	TBD in Yr1 start-up phase	No result expected in Yr1	0
5. Number of new technologies or management practices <b>under field testing</b> as a result of USG assistance (FTF indicators 4.5.2-9 )	TBD in Yr1 start-up phase	No result expected in Yr1	0
6. Number of new technologies or management practices <b>under research</b> as a result of USG assistance (FTF indicators 4.5.2-10 )	TBD in Yr1 start-up phase	No result expected in Yr1	0
7. Number of private enterprises, producer organizations, trade and business associations and community-based organizations (CBOs) that <b>applied new technologies</b> or management practices as a result of USG assistance. (FTF indicator 4.5.2-28)	TBD in Yr1 start-up phase	No result expected in Yr1	0
8. Number of policies/regulations/ administrative procedures <b>analyzed</b> (FTF indicators 4.5.1-9)	TBD in Yr1 start-up phase	2 (procedure for CLPA financing analyzed; MPA Strategy analyzed)	0
9. Number of policies/regulations/ administrative procedures <b>drafted and presented for public/stakeholder consultation</b> (FTF indicators 4.5.1-10)	TBD in Yr1 start-up phase	No result expected in Yr1	0
10. Number of policies/regulations/ administrative procedures <b>presented for legislation/decreed</b> (FTF indicators 4.5.1-13)	TBD in Yr1 start-up phase	No result expected in Yr1	0

Indicator	LOP Targets	Year 1 Feb-Sept 2011	
		Yr1	Feb-March
11. Number of policies/regulations/ administrative procedures <b>prepared with USG assistance passed/approved</b> (FTF indicators 4.5.1-12)	3	No result expected in Yr1	0
12. Number of policies/regulations/ administrative procedures <b>passed for which implementation has begun</b> (FTF indicators 4.5.1-11)	1	No result expected in Yr1	0
13. Number of farmers and others who have applied new technologies or management practices as a result of USG assistance (FTF indicator 4.5.2-5)	38,275	No result expected in Yr1	0
14. Number of additional hectares under improved technologies or management practices as a result of USG assistance (FTF indicator 4.5.2-2)	TBD in Yr1 start-up phase	No result expected in Yr1	0
<b>IR 3: Vulnerability assessed and capacity of vulnerable coastal communities strengthened to adapt to impacts of climate variability and change</b>			
15. Number of people receiving training in global climate change as a result of USG assistance (USAID FACTS Climate Change indicator 4.8.2-6)	700	No result expected in Yr1	0
16. Number of climate vulnerability assessments conducted as a result of USG assistance (USAID FACTS Climate Change indicator 4.8.2-11)	6	No result expected in Yr1	0
17. Number of laws, policies, agreements, or regulations addressing climate change proposed, adopted, or implemented as a result of USG assistance (USAID FACTS Climate Change indicator 4.8.2-4)	6	No result expected in Yr1	0
18. Number of people with increased capacity to adapt to the impacts of climate variability and change as a result of USG assistance (USAID FACTS Climate Change indicator 4.8.2-7)	120,000	No result expected in Yr1	0
<b>IR4: Increased social and economic benefits to artisanal fishing communities provide incentives to a continued sustainable fisheries agenda</b>			
19. Number of rural households benefiting directly from USG interventions (FTE indicator 4.5.2-13)	20,000	No result expected in Yr1	0

Indicator	LOP Targets	Year 1 Feb-Sept 2011	
		Yr1	Feb-March
<p>20. Fishery sector stakeholders in project sites perceive that their welfare is better off due to USG assistance (this is not an FTF indicator, but measures project impact)</p> <p>A baseline survey of fishery stakeholders will be conducted, and at mid-project and end of project, the same survey instrument will be administered.</p>	Quantifiable target to be defined in Yr1	No result expected in Yr1	0