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Final report

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LIST OF ACRONYMS AND ABBREVIATIONS

ACC	Advisory and Coordinating Committee
AfDB	African Development Bank
AIS	Automatic Identification System
ARSTM	Académie Régionale des Sciences et Techniques de la Mer
ASFA	Aquatic Sciences and Fisheries Abstracts
AU-IBAR	African Union – Interafrican Bureau for Animal Resources
BE	Belgium
CECAF	Fishery Committee for the Eastern Central Atlantic
CERESCOR	Centre de Recherche Scientifique Conakry Rogbané
CFFA-CAPE	Coalition for Fair Fisheries Agreements
COM	Conference Of Ministers
CRESMAO	Centre Régional de Sécurité Maritime de l'Afrique de l'Ouest
CSF-SFAD	Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture Development
DARD	Directorate of Agriculture and Rural Development (of the ECOWAS COMMISSION Department of Agriculture, Environment and Water Resources Directorate)
DE	Deutschland / Germany
DG MARE	Directorate-General of Maritime Affairs and Fisheries
DG INTPA	Directorate-General of International Partnerships
DG TRADE	Directorate-Generate Trade
DEMERSTEM	DEMERSal EcosySTEMS
DPSP	Direction de la Protection et de la Surveillance des Pêches (Senegal)
ECOWAS	Economic Community of West African States
ECOWAP	ECOWAS Agricultural Policy
EDF	European Development Fund
EEZ	Exclusive Economic Zone
EFCA	European Fisheries Control Agency
EN	English
EQM	Evaluation Questions Matrix
EU	European Union
EUD	EU Delegation
FA	Financing Agreement
FAO	Food and Agriculture Organisation (of the United Nations)
FCWC	Fisheries Committee for the West Central Gulf of Guinea
FIRST	Food and Nutrition Security Impact, Resilience, Sustainability and Transformation programme
FISHGOV	Fisheries Governance (project)
FMC	Fisheries Monitoring Center
FR	French / France

GOWAMER	Governance, Marine Resource Management Policies and Poverty Reduction in the West Africa Marine Eco-region
GPS	Global Positioning System
GREPPAO	Gestion et résilience des pêcheries de petits pélagiques en Afrique de l'Ouest (Fisheries Management and Resilience of small pelagics in West Africa)
IMS	Integrated Maritime Services
IPOA-IUU	International Plan Of Action to combat IUU fishing
IRD	Institut de Recherche en Développement
ISMI	Institut de Sécurité Maritime Interrégional
IUU	Illegal, unreported, and unregulated (fishing)
MCS	Monitoring, Control and Surveillance
MoU	Memorandum of Understanding
MS	Member State
MTE	Mid-Term Evaluation
NPOA-IUU	National Plan of Action to prevent, deter and eliminate IUU fishing
NSA	Non-State Actor
PA	Priority Area
PESCAO	Improved Regional Fisheries Governance in West Africa
PSMA	Port State Measures Agreement
PT	Portuguese
REC	Regional Economic Commission
RFMO	Regional Fisheries Management Organisation
RMCS	Regional Monitoring Control and Surveillance Center
ROP	Regional Observer Programme
RPOA-IUU	Regional Plan of Action to combat IUU fishing
RRAFV	Regional Record of Authorised Fishing Vessels
SDG	Sustainable Development Goal
SFPA	Sustainable Fisheries Partnership Agreement
SOP	Standard Operating Procedure
SRFC	Sub-Regional Fisheries Commission
SWAIMS	Support to West Africa integrated Maritime Security
TA	Technical Assistance
TMT	Trygg Mat Tracking
ToR	Terms of Reference
UNODC	United Nations Office on Drugs and Crime
USD	Dollar of the United States of America
VMS	Vessel Monitoring System
WAEMU	West African Economic and Monetary Union
WANSFA	West Africa Non-State Actors for Artisanal Fisheries and Aquaculture
WARFP	West Africa Regional Fisheries Programme
WATF	West Africa Task Force

1. INTRODUCTION

The fisheries sector is of social, economic and political importance in the West African region in several ways, including as a source of employment, income and foreign exchange earnings, as a key contributor to regional food security and as the most important supplier of animal protein to the diets of many West Africans, and as a key component in coastal communities and maritime security.

In general, the contribution of fisheries to the economic development of West Africa is sub-optimal and the current management of fisheries threatens food and nutritional security, the means of subsistence, and marine biodiversity. At the regional level, key problems and issues include the poor management of fish stocks, threats to the marine environment, levels of illegal, unreported and unregulated (IUU) fishing, insufficient value-added from fisheries, and insufficient coordination among regional and sub-regional organisations.

According to the analysis presented in the PESCAO Financing Agreement, which was negotiated and signed by ECOWAS and the European Union, common underlying causes underpinning these issues include the fact that the fisheries sector in West Africa suffers from insufficiently responsible political decision-making and conflicting economic interests at both national and regional levels. The sector is characterised by limited financial and human resources from national governments, poor information or accepted mechanisms for sharing information, and often a lack of integration into national development strategies.

To address the deficiencies above, the European Union (EU) agreed to fund a programme for Improved Regional Fisheries Governance in West Africa (the PESCAO programme) for the ECOWAS fifteen Member States¹ plus Mauritania. The PESCAO programme has a EUR 17.07 million budget, out of which EUR 16.2 million was committed. The programme is funded through the 11th Regional European Development Fund (EDF), with the legal basis of the Financing Agreement (FA) referenced ROC/FED/38-922 signed in June 2017. The effective implementation started once first contracts were signed in the summer of 2018 with completion of activities expected in 2023.

The overall objective of PESCAO is to enhance the contribution of fisheries resources to sustainable development, food security and poverty alleviation in West Africa. The specific objective of the intervention is to improve the regional fisheries governance in Western Africa through better coordination of fisheries policies. According to the Financing Agreement, the expected results of PESCAO are:

- **Result 1:** a regional fisheries and aquaculture policy is developed, and coordination of regional stakeholders is improved.
- **Result 2:** prevention and responses to IUU fishing are strengthened through improved Monitoring, Control and Surveillance (MCS) at national and regional levels.
- **Result 3:** marine resources management at regional level is improved, building resilience of marine and coastal ecosystems to perturbation.

Each of the three expected results are addressed through a series of activities managed within the framework of three autonomous programme components targeting respectively: policy reforms (component 1); fight against IUU fishing (component 2); and management of shared stocks (component 3). The reconstructed intervention logic of PESCAO and its theory of change are shown in Annex 4.

¹ In alphabetical order: Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

PESCAO activities are implemented by eight implementing partners. For component 1, PESCAO supports technical assistance to the ECOWAS Commission contracted to GOPA (DE). For component 2, PESCAO allocates grants to the European Fisheries Control Agency (EFCA) and to the two regional fisheries organisations of which coastal ECOWAS Member States are members (the Fisheries Committee for the West Central Gulf of Guinea FCWC² and the Sub-Regional Fisheries Commission SRFC³), with mobilisation of a technical assistance programme to FCWC contracted to AGRER (BE). For component 3, activities implemented are the activities foreseen by the three transnational projects selected during the early stages of PESCAO through an open call for proposals. The three selected projects focus on:

- improvements in fisheries management advice, and knowledge exchange between regional fisheries partners and organisations (implemented by FAO-CECAF).
- provision of scientific advice on selected shared demersal stocks, and promotion of an eco-system approach to the management of these fisheries (DEMERSTEM project implemented by a consortium led by Agrocampus, France⁴).
- enhanced knowledge and management of transnational (migrant) artisanal small pelagic fisheries, and increased value added from these fisheries (GREPPAO project implemented by a consortium led by the University of Portsmouth, United Kingdom⁵).

The following table shows the main features of the implementing arrangements concluded between the EU and each partner (implementing periods, total commitments) at the time of this evaluation.

Table 1: Main features of the PESCAO implementing arrangements (situation March 2022)

Component	Start	End	Amount committed (EUR)
Component 1 TA to ECOWAS (GOPA - DE)	21/08/2018	16/09/2022	2 169 460
Component 2 Grant to FCWC	27/03/2018	15/04/2023*	1 119 999
Component 2 Grant to EFCA	16/03/2018	31/12/2022	2 585 000
Component 2 Grant to EFCA (top up)	16/03/2018	31/12/2023	1 227 000
Component 2 TA to FCWC (AGRER - BE)	19/03/2018	15/08/2021	529 550
Component 2 Grant to CSRP	03/05/2018	03/05/2023*	3 625 000
Component 3 Grant to FAO CECAF	12/12/2018	12/12/2022*	1 350 000
Component 3 Grant to Agrocampus (FR)	10/12/2018	28/02/2023*	1 499 938
Component 3 Grant to Univ. of Portsmouth (UK)	17/01/2019	17/01/2023*	1 500 000
Audit and evaluation			600 000
TOTAL			16 205 947

Source: EU Delegation in Abuja

² FCWC Member States include by alphabetical order Benin, Côte d'Ivoire, Ghana, Liberia, Nigeria and Togo (six Member States)

³ SRFC Member States include by alphabetical order Cabo Verde; The Gambia, Guinea, Guinea Bissau, Mauritania, Senegal and Sierra Leone (seven Member States)

⁴ DEMERSTEM consortium includes: Agrocampus (France) Lead; CNSHB (Guinea), IMROP (Mauritania), CRODT (Senegal), CIPA (Guinea Bissau), CRO (Côte d'Ivoire), Fisheries Commission (Ghana), IEO (Spain), IDR (France) and Stazione Zoologica Anton Dohrn (Italy)

⁵ GREPPAO consortium includes: University of Portsmouth (United Kingdom) Lead; CNSHB (Guinea), IMROP (Mauritania), CRODT (Senegal), CIPA (Guinea Bissau), CRO (Côte d'Ivoire), Fisheries Department (Gambia), University of Energy and Natural Resources (Ghana) and University Abomey-Calavi (Benin)

*Note : * denotes contract periods extended at no-cost to mitigate the impacts of the COVID-19 pandemic*

Of the total PESCAO budget, 14% is committed for component 1 (EUR 2.17 million), 58% for component 2 (EUR 9.09 million), 28% for component 3 (EUR 4.35 million) and 4% for audit and evaluation (EUR 0.6 million)

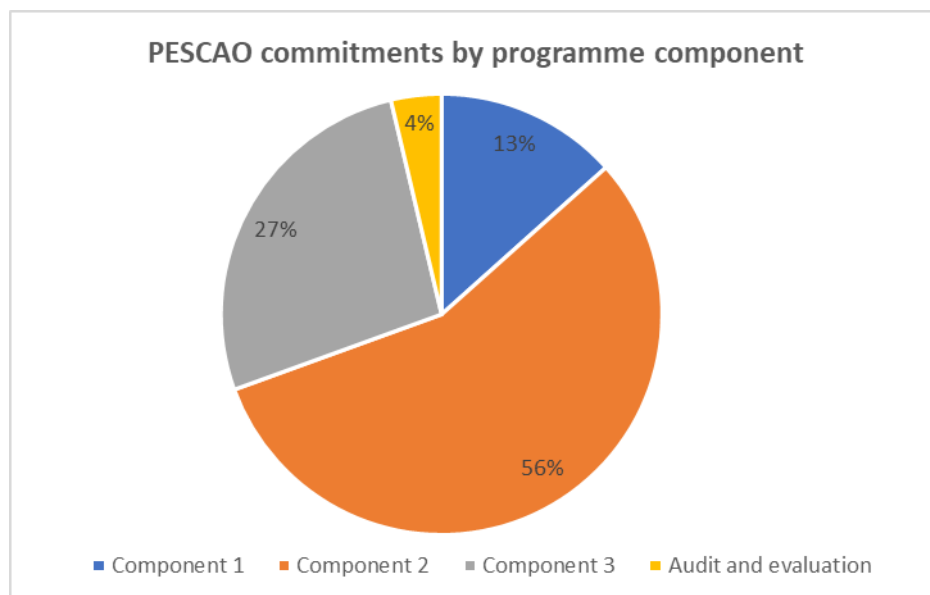


Figure 1: PESCAO commitments by programme component (situation March 2022)

Source: EU Delegation in Abuja

At the end of 2021, the EU recruited a contractor to carry out a mid-term evaluation (MTE) of the PESCAO programme (to be conducted over the period January to April 2022). The main objectives of this MTE are to provide the relevant services of the European Union, the interested stakeholders, and the wider public with:

- an overall independent assessment of the performance of the PESCAO programme to date, paying particular attention to its ‘intermediate’ results measured against its expected objectives, and the reasons underpinning such results; and
- key lessons, conclusions and related recommendations to improve current and future interventions. In particular, the findings, conclusions and recommendations of the MTE are intended to: i) feed back into PESCAO implementation to increase the likelihood of achieving its stated aims, and ii) inform a new regional programme being elaborated which is expected to build on the PESCAO achievements and experiences and to have a broader focus on the blue economy, coastal management and marine conservation and restoration.

The following sections of this report detail the assessment of PESCAO performance against eight evaluation criteria⁶ identified in the terms of reference, by answering the evaluation questions presented in the evaluation question matrix in Annex 5. Evidence underpinning evaluation judgments has been collected through i) a review of the documentation available (the list of documents consulted is shown in Annex 7); and ii) feedback collected from stakeholders through a targeted consultation implemented by the evaluation team between January 2022 and March 2022. The list of stakeholders contacted is provided in Annex 8. Some of them were met in-person during a field mission between 21st February and 4th March 2022, with visits made to Abuja in Nigeria, Accra and Tema in Ghana, and Dakar, Diamniadio and Mbour in Senegal. The list of persons met during the field mission is presented in Annex

⁶ Relevance, effectiveness, efficiency, impacts, sustainability, coherence, EU added-value and acceptability

9. Others were consulted remotely through the use of questionnaires and a series of video-conferences/interviews.

The evaluation methodology implemented described in Annex 3 provided a sufficient evidence-base to inform robust judgments. The review of the documentation available triangulated well with discussions with representatives of the implementing partners (in-person for implementing partners based in Ghana, Nigeria and Senegal, and using videoconference for other implementing partners) and enabled an in-depth review of the status of the outputs foreseen in the workplans of the different implementing partners (i.e. main achievements so far, main achievements expected at project start still to be realised, and main achievements initially expected that may not be possible before the end of the project). The result of the in-depth review of the status of the planned outputs is presented in Annex 10. In addition, the targeted consultation was successful in gathering additional information and opinions useful to inform evaluation judgements.

However, a limitation faced by the MTE was the relative low response rate to our consultation by authorities of ECOWAS Member States plus Mauritania (8 out of 16 responded⁷), compounded by the fact that few of the responding States could provide feedback on all of the three PESCAO components (i.e. policy reforms, fight against IUU fishing, and fisheries research). This prevented to some extent the full effects of the PESCAO programme in all ECOWAS Member States being taken into account by the MTE.

⁷ The Gambia, Ghana, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo responded

2. ANSWERED QUESTIONS / FINDINGS

2.1 RELEVANCE

EQ1: Does PESCAO continue to be relevant to improve regional fisheries governance in Western Africa through better coordination of national fisheries policies?

As regards Component 1, PESCAO is highly relevant in addressing the need for a consistent policy framework to support the implementation of the fisheries and aquaculture component of the ECOWAS policy for agriculture (ECOWAP) at regional and national levels. Before PESCAO, no such strategic framework existed that was endorsed by ECOWAS, and as a result, there was little involvement of the regional organisation in the development of the fisheries and aquaculture sector in West Africa.

The memorandum of understanding (MoU) between ECOWAS and SRFC/FCWC is highly relevant in terms of the need to progress towards formalisation of the institutional linkage between ECOWAS and the two regional fisheries organisations given that ECOWAS's role is more of policy making and strategy orientation, ECOWAS needs technical resources and capacity from the SRFC/FCWC to implement initiatives at sub-regional levels.

Focusing on the organisation of non-state actors (NSA) through the WANSFA platform is highly relevant given the need to organise them and provide platforms for non-state actors in the artisanal fishing sector to engage with the ECOWAS and national policy dialogue. The regional WANSFA platform only existed in an informal way prior to PESCAO (it had been created in 2015 under the FISHGOV Project), and PESCAO supported its formal structuring. The WANSFA regional platform is now formally recognised as the single interlocutor with ECOWAS for consultation of non-state actors. PESCAO's relevance was enhanced by initiatives in favor of the creation of national platforms to support a) exchanges between non-state actors of different ECOWAS Member States within the framework of the regional WANSFA platform, and b) exchanges between non-state actors and governments at national level. Support to the creation of national platforms of non-state actors was not necessarily foreseen when the PESCAO was formulated, but relevant activities were implemented with an adaptation of the workplan.

Component 2 was designed, based on the fact that the Gulf of Guinea is the region most affected in the world by IUU fishing, accounting for up to 37% of IUU catches, representing up to EUR 1.5 billion. Links have been established with other criminal activities such as drug trafficking. The main weaknesses identified in dealing with IUU fishing are: 1) outdated legal frameworks that are not in line with international obligations and which provide inadequate sanctions against vessels engaged in IUU fishing; 2) lack of capacity to control fishing vessels in the EEZs in the region; and 3) limited regional cooperation. To address these issues, activities implemented by SRFC and FCWC, with support from EFCA, are highly relevant to support mutualisation of ECOWAS Member State resources for fighting IUU fishing and for building MCS capacities at sub-regional and national levels. According to a recent study⁸, when MCS resources are pooled together, they are strengthened, made more efficient, and support wider and more comprehensive detection of illegal operators creating an effective barrier and deterrence to IUU fishing. Regional cooperation to combat IUU fishing helps to facilitate a systematic response across the whole region.

⁸ Stop Illegal Fishing (2021) Regional Cooperation to Stop Illegal Fishing: A Tale of Two Task Forces. Gaborone, Botswana.

As regards Component 3, the need for research was relevant to improving knowledge about fisheries resources. According to the most recent FAO-CECAF report published in 2019, 28 stocks out of the 53 stocks of demersal species in the Southern CECAF area⁹ reviewed could not be assessed as a result of uncertainties in the data available, or data being provided in inappropriate format to use in assessment models¹⁰. In addition, the FAO-CECAF review indicated that most of the assessed stocks are overfished. However, the project design was over-ambitious in terms of expecting the development of regional Fisheries Management Plans based on that research, given the timeframe of the project.

Overall, it was relevant to have 3 components that were *autonomous* in view of the lack of fisheries expertise within the ECOWAS secretariat, and the lack of established links between ECOWAS and the two regional fisheries organisations and the non-state actors at the beginning of PESCAO. However, the intention was that the 3 components should not be *independent*. During implementation it has become apparent that project design could have benefitted from including provision for increased overall coordination (as evidenced by the GOPA TA playing this role but without a clear mandate to do so). This could have taken the form of an administrative component that could have included overall M&E of the programme.

Strengthening regional cooperation is still appropriate to address the needs of ECOWAS and its Member States to enhance the fisheries governance framework at regional and national levels. With some needed adjustments related to implementation modalities and delivery system, the design of the intervention is still relevant to address the identified needs in relation to management of fish stocks, the fight against IUU fishing, coordination and cooperation among regional institutions and national competent authorities, and improvements in the contribution of the fisheries sector to sustainable development, food security and poverty alleviation.

Summary of findings

PESCAO is highly relevant to address the need to have a consistent policy framework to support the implementation of the fisheries and aquaculture component of the ECOWAS policy for agriculture (ECOWAP) at regional and national levels. The MoU between ECOWAS and SRFC/FCWC is highly relevant in terms of the need to progress towards formalisation of the relationships between ECOWAS and the two regional fisheries organisations. Focusing on the organisation of non-state actors through the WANSFA platform is highly relevant given the need to organise them and provide platforms for engaging the ECOWAS policy dialogue with non-state actors in the artisanal fishing sector. Activities implemented by SRFC and FCWC with support of EFCA are highly relevant to support mutualisation of ECOWAS Member State resources for fighting IUU fishing and for building MCS capacities at sub-regional and national levels. The need for research on fisheries resources is relevant to improve scientific knowledge to inform fisheries management, but project design was over-ambitious in terms of expecting the development of regional Fisheries Management Plans based on the resulting research envisaged. Overall, it was relevant to have 3 components that were autonomous, but they were actually implemented in an independent way and could have benefitted from a design that provided for more overall coordination.

⁹ The waters between the southern border of Senegal and southern border of Angola including Cabo Verde

¹⁰ Report of the FAO-CECAF Working Group on the Assessment of Demersal Resources – Subgroup South. Libreville, Gabon, 6-15 September 2017 (published in 2019).

2.2 EFFECTIVENESS

EQ 2: To what extent has the EU intervention through PESCAO been effective in supporting the development and implementation by ECOWAS Member States of a West African fisheries and aquaculture policy?

PESCAO has been effective in supporting the adoption of a Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture Development (CSF-SFAD) by ECOWAS Heads of State and Government in December 2021. With the adoption of the CSF-SFAD, ECOWAS now has for the first time ever a strategic roadmap to support the fisheries and aquaculture component of the ECOWAS policy for agriculture (ECOWAP 2025) to guide and accompany the desirable changes in the fisheries and aquaculture sectors of the 15 Member States taking into consideration the broader continental policy directions set by the African Union in the context of NEPAD. The adoption of the CSF-SFAD at the ECOWAS highest level is the result of the preparation of a strategic document taking into account a diagnosis of the effectiveness of the sectoral policies of the ECOWAS Member States in addressing key challenges in relation to food security (diagnosis finalised by the EU-FIRST¹¹ programme in October 2019¹²), and the organisation of a series of workshops involving key regional stakeholders¹³ - including the two Regional Fisheries Organisations and the non-state actors platform - organised between October 2019 and November 2021 to ensure awareness on and technical validation of the CSF-SFAD before its political validation.

The successful adoption of the CSF-SFAD by ECOWAS was supported by the effectiveness of PESCAO's activities aiming at building capacities of the ECOWAS Commission in relation to the management of the fisheries and aquaculture sectors. PESCAO's support to capacity building entailed the preparation of 10 ECOWAS policy briefs on key fisheries and aquaculture issues, the publication of PESCAO Newsletters (ten so far), the collection and storage in a database of circa 300 documents on fisheries and aquaculture¹⁴, and the preparation of country profiles and mapping of donor interventions in the ECOWAS Member States. Capacity building has also been ensured by the continued presence since August 2018 of two PESCAO technical assistants positioned within the ECOWAS Directorate of Agriculture and Rural Development (DARD) to provide expertise in fisheries and aquaculture to the ECOWAS Commission.

PESCAO has also been effective in laying the foundations for policy dialogue and implementation through: i) progress towards the formalisation of institutional arrangements between ECOWAS and SRFC/FCWC on the other hand; and ii) the organising of non-state actors organisations in West Africa. Concerning the formalisation of institutional arrangements between ECOWAS and the two regional fisheries organisations, a draft MoU was first technically and politically validated, and then signed by the three parties on 8th April 2022. The MoU will provide a framework for discussions aimed at establishing the two regional fisheries organisations as specialised technical arms of ECOWAS for matters of relevance for the design and implementation of the regional fisheries and aquaculture policy. As foreseen in the PESCAO workplan, the establishment of the two regional fisheries organisations as specialised technical arms of ECOWAS is likely to require institutional reform of the two

¹¹ Food and Nutrition Security Impact, Resilience, Sustainability and Transformation (FIRST programme)

¹² Rapport diagnostic sur l'efficacité des politiques et stratégies nationales des pêches et de l'aquaculture pour améliorer les décisions en matière d'allocation des ressources (Oct. 2019)

¹³ Inter alia: Directors of Fisheries and Ministers in charge of Fisheries in ECOWAS Member States, representatives of the two Regional Fisheries Organisations (SRFC and FCWC), WAEMU, non-state actors and international Donors.

¹⁴ The literature database is now available online on the ECOWAP website at <https://ecowap.ecowas.int/pescao-library>

organisations, including identification of mechanisms for their sustainable financing. The FCWC has already accepted the principle of an institutional review, but confirmation is still expected from SRFC¹⁵. Concerning the organising of non-state actors organisations, PESCAO has been effective in supporting the legal and organisational structuring of the regional platform known as the West Africa Non-State Actors for Artisanal Fisheries and Aquaculture (WANSFAFA) previously created by the EU FishGov project but which was functioning in an informal way, and the legal and organisational structuring of affiliated national WANSFAFA platforms in ECOWAS Member States. At this stage of the project, seven national WANSFAFA platforms have been created (Burkina Faso, Gambia, Guinea, Mali, Nigeria, Senegal and Togo), and six others are in the process of being created in other ECOWAS Member States (Ghana, Sierra Leone, Liberia, Niger, Côte d'Ivoire and Guinea Bissau).

Overall, the PESCAO programme has been effective in achieving the main outputs expected from the intervention in relation to the development and implementation by ECOWAS Member States of a Western Africa fisheries and aquaculture policy (i.e. the adoption of the CSF-SFAD, capacity building of ECOWAS, MoU between ECOWAS and the two regional fisheries organisations, structuration of a regional and certain national platforms of non-state actors). However, progress took longer than expected for different understandable reasons (COVID-19 pandemic, administrative rules of ECOWAS) so PESCAO has not yet been effective in bringing about operationalisation of the CSF-SFAD at national level, or operationalising the MoU signed with the two Regional Fisheries Bodies, so effectiveness in terms of results has been limited to date.

Summary of findings

PESCAO has been effective in laying the foundations for supporting the development and implementation by ECOWAS Member States of a Western Africa fisheries and aquaculture policy. The main notable achievements obtained at this stage of the project are *inter alia* the adoption of the CSF-SFAD, capacity building of ECOWAS, the signature of a MoU between ECOWAS and the two regional fisheries organisations (SRFC/FCWC), and the structuring of a regional and certain national platforms of non-state actors for policy interactions. However, due to understandable delays, the PESCAO has not been effective in transforming of these achievements into outcomes such as the operationalisation of the CSF-SFAD in the ECOWAS Member States and of the institutional link between ECOWAS and the two regional fisheries organisations (FCWC and SRFC).

EQ 3: To what extent has the EU intervention through PESCAO been effective in building capacities of ECOWAS Member States to combat IUU fishing?

PESCAO interventions in relation to the strengthening of the capacities of ECOWAS Member States to combat IUU fishing can be classified into three main types of activities:

- Strengthening of the legal frameworks of ECOWAS Member States to ensure their robustness to detect and sanction IUU fishing practices.
- Training of MCS staff to enhance their capacities to combat IUU fishing practices.
- Support to the mutualisation of operational MCS resources of the ECOWAS Member States to ensure cost-effective use of available resources.

Activities supporting the strengthening of the legal frameworks started with a review and analysis of the legal frameworks of the SRFC and FCWC Member States by the European Fisheries Control Agency (EFCA) to identify their level of alignment with international standards, and to establish a gap analysis with regard to the fight against IUU fishing. The

¹⁵ The SRFC has already been subject to an institutional review in 2018. However, the results have not yet been validated by its governing body (the conference of Ministers)

review was finalised in 2019¹⁶ and has been updated each year to factor in developments at national levels. Based on the results of the analysis shared with SFRC and FCWC, relevant ECOWAS coastal States and Mauritania were granted the opportunity to request EFCA interventions at regional and national levels to support the modernisation of their legal frameworks. At this stage of the project, the opportunity has been taken up by FCWC (update of the Regional Plan of Action against IUU fishing), Cabo Verde (reformed Fisheries Law adopted in March 2020, update of the National Plan of Action to prevent, deter and eliminate IUU fishing [NPOA-IUU]), Togo (update of the NPOA-IUU, finalisation of new implementing acts), Benin (drafting of new implementing acts, revision of the NPOA-IUU fishing), Nigeria (drafting of amendments to the fisheries legislation, revision of the NPOA-IUU), The Gambia (drafting of amendments to the fisheries legislation, revision of the NPOA-IUU, drafting of a MoU for interagency cooperation). Guinea, Guinea Bissau and Mauritania have recently expressed an interest for an EFCA intervention to improve their legal frameworks. In total, EFCA assistance for legal support has been requested by eight¹⁷ of the thirteen eligible Member States. The EFCA assistance probably contributed to some extent to the ratification of the FAO Port State Measures Agreement (PSMA) by four ECOWAS coastal Member States (Sierra Leone, Liberia, Côte d'Ivoire and Benin) since 2018, in addition to the ECOWAS coastal Member States that had already ratified the PSMA before PESCAO (Cabo Verde, The Gambia, Ghana, Guinea, Mauritania, Senegal and Togo)¹⁸.

Training of MCS staff in the Member States of the SRFC and FCWC has entailed the organisation by EFCA, with support from the two regional fisheries organisations, of thirteen national and regional training events so far involving 277 participants (see next table). All training sessions have been rated as good / very good by a majority of the participants. During the early stages of PESCAO in 2018, the EFCA specifically trained 22 trainers from ECOWAS Member States who were associated with all subsequent training events. Additional training events will be organised during the final phases of the project based on requests from the Member States or regional institutions (Mauritania, Côte d'Ivoire and *Institut de Sécurité Maritime Interrégionale* (ISMI) are reported to have expressed an interest). Training activities by EFCA are complemented by the preparation and dissemination of relevant training manuals and e-learning modules¹⁹.

¹⁶ Report on the Review and Analysis of the Legal Framework of SRFC and FCWC countries on Illegal, Unregulated and Unreported Fishing.

¹⁷ Five confirmed (Cabo Verde, Togo, Benin, The Gambia, Nigeria) plus three prospective (Guinea, Guinea Bissau and Mauritania)

¹⁸ In March 2022, Guinea Bissau and Nigeria were the only two coastal ECOWAS Member States that had not ratified the FAO PSMA.

¹⁹ Available from the e-training platform of EFCA at <https://training.efca.europa.eu/login/index.php>

Table 2: List of training events organised by EFCA (situation February 2022)

Event	Dates	Place	No of participants	Satisf. % (good/very good)
PESCAO Training Programme for Trainers on Fisheries Control and Inspection	23-26/10/2018	Vigo	22	86
PESCAO support to Guinea national inspection training	12-14/03/2019	Conakry	21	100
PESCAO support to Gambia national inspection training	18-20/09/2019	Banjul	20	100
PESCAO regional training for FMC operators (PT)	2-4/10/2019	Praia	12	n/a
PESCAO support to Nigeria national inspection training	2-4/10/2019	Abuja	20	95
PESCAO regional training for FMC operators (FR)	19-21/11/2019	Abidjan	18	88
Regional training for fisheries inspectors ISMI-PESCAO	10-14/02/2020	Abidjan	19	100
PESCAO support to Sierra Leone national inspection training	14-16/12/2020	online	15	100
PESCAO regional/national training on the EU catch certification scheme (EN)	08-09/06/2021	online	26	80
PESCAO regional/national training on the EU catch certification scheme (FR)	22-23/06/2021	online	22	90
PESCAO regional training FMC operators (EN)	12-15/07/2021	online	23	100
PESCAO national training (2 sessions) on inspection (Cape Verde)	19-29/10/2021	online	40	100
PESCAO national training on inspection (Senegal)	13-16/12/2021	online	19	94
Total		13	277	94,5

Source: EFCA

In addition, EFCA contributed to two training events of judicial personnel (judges and lawyers) delivered in cooperation with ISMI and United Nations Office on Drugs and Crime (UNODC) during Support to West Africa integrated Maritime Security (SWAIMS) Regional Seminars on the criminal regime of offences committed at sea.

PESCAO support to the regional mutualisation of control resources entailed different types of activities, depending on the regional fisheries organisation involved.

For SRFC, PESCAO activities mostly consisted of the organisation of joint patrols involving patrol vessels from the SRFC Member States. Between 2018 and March 2022, ten joint patrols have been successfully organised by SRFC with EFCA support in the waters of SRFC Member States, with the command post of the joint patrols rotating between the Fisheries Monitoring Centres (FMCs) of different countries to maximise the sharing of experience (*inter alia* Cabo Verde, Guinea, Guinea Bissau, Senegal, Sierra Leone). Overall, 636 fishing vessels have been inspected in the waters of SRFC Member States during the ten joint patrols, with 74 of them suspected of an infringement (12%) (see Annex 11 for details of joint patrols). Representatives of the FCWC have been invited to participate in a couple of joint operations as observers. Some of the joint patrols involved the deployment of an airplane chartered by EFCA or provided free of charge by the French military forces based in Dakar. A major change compared to joint patrols organised by SRFC since 2011 under preceding EU programmes (e.g. Gowamer²⁰) is that patrol vessels have been deployed based on the results of a prior risk-analysis utilising radarsat images provided by EFCA's Integrated Maritime Services (IMS) triangulated with vessel monitoring system (VMS) / automatic identification system (AIS) position to orient the control activities in areas where IUU fishing activities were the most likely to occur. Before PESCAO, no such risk analysis was conducted prior to the deployment of patrol vessels. According to EFCA, some ECOWAS Member States (i.e. Cabo Verde) are now implementing this good practice to improve the effectiveness of the patrols implemented in their waters as

²⁰ Governance, Marine Resource Management Policies and Poverty Reduction in the West Africa Marine Eco-region

part of their own national-level patrols. According to SRFC and relevant Member States, the joint patrols have been effective in maintaining and supporting a culture of cooperation between Member States and in deterring IUU fishing activities.

PESCAO envisaged other activities in support of the SRFC, namely the strengthening of the regional FMC located in The Gambia, and support for the implementation of a regional observer scheme. However, due to the lack of signature of a regional MCS convention framing the coordination and exchange of information between SRFC Member States²¹, these activities have been limited to the upgrading of the equipment of the regional FMC (power supply, vehicles, telecom devices). Activities towards two of the main achievements foreseen, i.e. acquisition of a regional VMS system and implementation of a regional observer scheme) are currently suspended until the regional MCS convention is signed²².

For FCWC, PESCAO activities were designed to support the cooperation momentum which started in 2016 with the signature of a regional MCS convention, and which have been maintained since by the activities of the West African Task Force (WATF) supported by Norwegian cooperation. PESCAO was effective in launching a regional MCS Centre based in Tema, Ghana in 2020, with capacity to centralise the VMS/AIS positions received from fishing vessels active in the waters of FCWC Member States (the Regional MCS Centre was officially inaugurated in May 2021). The visit to the regional MCS Centre by the evaluation team in February 2022 showed that the centre is working. However, technical and procedural problems are still faced by certain FCWC Member States in sharing the VMS positions of vessels under their responsibilities. PESCAO, with direct support from EFCA, was also effective in preparing a series of Standard Operating Procedures (SOPs) to organise contributions of FCWC Member States to the regional coordination of MCS activities, including the implementation of a regional observer scheme.

The PESCAO budget did not foresee funding of joint patrols by FCWC Member States because such activities were not identified by FCWC as a need to be addressed at the time of the preparation of PESCAO. However, based on the experience obtained during the observation of SRFC joint patrols supported by PESCAO, and further inputs from the PESCAO technical assistance programme, FCWC designed and successfully implemented with EFCA technical support a pilot joint patrol in the waters of Benin and Togo in December 2021, with operating costs of the patrol vessels covered by the Norwegian cooperation. According to FCWC, this pilot joint patrol has been a valuable demonstrator for its Member States, triggering an ambition to implement more of this kind of joint MCS operation in the future.

Summary of findings

PESCAO has been effective in supporting the strengthening of the legal framework of certain ECOWAS Member States and Mauritania to fight IUU fishing, noting however that five out of thirteen ECOWAS Member States have not so far mobilised the legal assistance available to them, despite legal gaps identified by the EFCA review. Capacity building of MCS staff in coastal ECOWAS Member States has been effectively supported by the regional and national training sessions organised by EFCA, with availability of training materials (inspection manuals, e-learning modules) and training of trainers ensuring, to some extent, the effectiveness of the PESCAO training initiatives over time. PESCAO has been effective in contributing to the integration of MCS resources between FCWC Member States with the

²¹ A draft Regional MCS convention has been technically validated in 2016. However, the signature of the MCS convention by the governing body of the SRFC (the *Conférence des Ministres*) is reportedly blocked by objections by Mauritania and Guinea.

²² Nonetheless, PESCAO completed some preparatory steps such as the definition of the tender technical specifications for the acquisition of the regional VMS.

official launching of the regional MCS Centre being instrumental to further operationalise FCWC Member States attempts to join forces in the fight against IUU fishing. Concerning SFRC, PESCAO has been effective in further encouraging the mutualisation of the patrol resources of the Member States, with promotion of new risk-based methodologies by EFCA likely to improve the effectiveness of joint operations in the future. However, integration of MCS resources between SFRC Member States has been less effective than hoped due to the regional MCS convention not being ratified by all Member States with, as a result, no progress towards the strengthening of the SFRC regional centre based in The Gambia nor on the implementation of regional observer scheme.

EQ 4: To what extent has the EU intervention through PESCAO been effective in improving management of shared stocks or fisheries of common interest?

PESCAO selected three research projects based on the results of an open call for proposals published in 2018. FAO-CECAF, DEMERSTEM and GREPPAO were selected out of twelve submissions. As evidenced by the different working papers published in international scientific journals or posted on the websites of two of the three research projects²³, the three research projects have been effective in generating research outputs in relation to *inter alia*: implementation of scientific advice by coastal States (FAO-CECAF); collection of scientific data and elaboration of methodologies for the assessment of the exploitation status of certain stocks of demersal species (FAO-CECAF and DEMERSTEM); identification of sensitive marine habitats (DEMERSTEM); and valorisation of small-pelagic species and management of migrant artisanal fisheries (GREPPAO). However, while the outputs of the research projects completed so far are available and appropriate for a specialised scientific audience, they are less effective in being readily accessible to a wider audience, including the ECOWAS Commission, the authorities of ECOWAS Member States and the non-state actors.

Furthermore, there has until now been no evidence of utilisation of the outputs of the three research projects in improving the management of shared stocks of fisheries of common interest (the expected result of PESCAO). One reason is that the workplans of the three projects were significantly delayed due to the COVID-19 pandemic, which prevented the deployment of field activities (data collection) and the organisation of scientific meetings pivotal to support validation and interpretation of information available, resulting in most outputs being delayed (see Annex 10). Another reason is that there have been few exchanges between the three projects, although some research results of DEMERSTEM and GREPPAO can feed directly into the scientific work implemented by FAO-CECAF, which remains the unique institutional provider of scientific advice for the West African region. However, the low level of coordination between the three projects has been mitigated by the organisation by the EUD Nigeria of coordination meetings and by the fact that: i) West African research institutes involved in DEMERSTEM and GREPPAO are often the same (see footnotes 4 and 5); and ii) the EU and West African research centres involved in DEMERSTEM and GREPPAO usually represent their countries at FAO-CECAF scientific working groups and statutory meetings. These existing interconnections between research participants will probably ensure dissemination and sharing of the results of research activities. At a project level, it is likely that PESCAO will not be effective by the end of the project in supporting improved management of shared stocks and mitigation of impacts of fishing activities on the marine environment in West Africa (the stated objective of the intervention). This is due to the structural lack of a Regional Fisheries Management Organisation (RFMO) with a mandate to implement science-based conservation and management measures to regulate fishing activities deployed on shared stocks. PESCAO is likely on completion to have been effective in enhancing scientific knowledge on certain stocks, but not to have improved the regional management framework of shared fisheries, as this would require structural reforms outside the scope of PESCAO.

²³ DEMERSTEM: <http://pescao-demerstem.org/> GREPPAO: <https://www.greppao.com/>

Nonetheless, a positive effect of PESCAO is that it is contributing to maintaining a network between scientific institutes based in EU Member States (Italy, France, Spain, United Kingdom) and scientific institutes based in ECOWAS Member States (Benin, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Mauritania and Senegal). The three research projects foster training and exchanges of good practices for data collection and analysis between participants that are likely to improve the quality of the scientific research of relevance to the management of West African fisheries over time.

Summary of findings

PESCAO has been effective in generating new scientific information of relevance to inform the management of shared stocks in West Africa through the outputs of the three research projects selected on the basis of a call for proposals. However, there is no evidence yet of research results being utilised to inform fisheries management, due delayed implementation of the activities foreseen because of the COVID-19 pandemic, and compounded by a low level of coordination between the three projects. Despite the efforts deployed by the three research projects, the overarching result envisaged by PESCAO of improving management of shared stocks in West Africa and mitigating the impacts of fishing activities on the marine environment is unlikely to be achieved due to the lack of adequate international framework for the regional management of fisheries exploiting non-tuna species.

2.3 EFFICIENCY

EQ 5: Is the process of achieving results efficient considering the actual or expected results (outputs and outcomes) and the costs incurred? Were the resources effectively utilised?

As of December 2021, the disbursement rate of project resources allocated to the FCWC (87%), the SRFC (86%), FAO CECAF (85%), Agrocampus (77%) and the University of Portsmouth (64%) was relatively low for understandable reasons (i.e. the impacts of the COVID-19 pandemic), considering that the implementing arrangements concluded with these entities expired or were set to expire during the first half of 2022²⁴. However, the decision of the EU to grant one-year no-cost extension to these five implementing entities (SRFC, FCWC, FAO-CECAF, Agrocampus and University of Portsmouth) should ensure full utilisation of the funding available by allowing implementation of activities that could not take place as foreseen in 2020 and 2021 due to the travel restrictions imposed by the COVID-19 pandemic. Concerning the TA to ECOWAS implemented by GOPA, the disbursement rate at the end of 2021 was on track (79%) considering that the implementing contract is set to expire in September 2022. For EFCA, the implementing arrangements have been extended for one additional year (to end in December 2023 instead of December 2022) with a budget top-up of EUR 1.23 million in view of the effectiveness of EFCA involvement in PESCAO, confirmed by a Result-Oriented Monitoring (ROM) report on EFCA performance finalised in February 2021²⁵. Overall, the budget available for PESCAO (EUR 15.6 million – see Table 1) is likely to be utilised by the end of the implementing period of the different activities (2023).

For component 2 which focusses on the fight against IUU fishing, costs of deployment of patrol vessels under component 2 are relatively expensive (ranging from EUR 4 000 / EUR 5 000 per day for a coastal patrol vessel to EUR 11 000 / EUR 12 000 per day for a high-seas patrol vessel, according to information provided by the SRFC). The strategy implemented under

²⁴ December 2021 for FAO CECAF, January 2022 for Univ. of Portsmouth, February 2022 for Agrocampus, April 2022 for FCWC and May 2022 for SRFC.

²⁵ Evaluation ROM report – Contribution de l'AECP à PESCAO (Feb. 2021)

PESCAO, based on risk assessment methodologies promoted by EFCA, ensured however that the patrol vessels were deployed in areas where IUU fishing practices were the most likely to occur, hence maximising the value for money of the operations. Efficiency of joint patrols was further supported by the chartering of high-seas patrol vessels that were based close to the area to be patrolled to minimise transit times. However, the option selected by EFCA to charter surveillance airplane under a framework contract with FRONTEXT did not prove to be cost-effective as it implied mobilisation of airplanes based in the EU which had to fly to the West African region to join the areas of operations. However, probably as a result of this constraint, EFCA only chartered an airplane to support one operation out of the ten implemented so far. For other joint operations, PESCAO benefitted from aerial support provided free of charge by the French military forces based in Dakar.

Concerning component 3 focusing on research, a mapping of the activities of the different research projects implemented suggests some duplication of certain activities, negatively affecting the efficiency of the intervention (particularly between the FAO-CECAF and Agrocampus research programmes for which there is clear evidence of duplication²⁶). Enhanced coordination between the three projects with exchanges on the respective workplans could have supported economies of scale by mutualisation of resources on certain research tasks with similar objectives.

Summary of findings

The travel restrictions resulting from the COVID-19 pandemic impacted the disbursement rate of the budgets committed to certain implementing partners. However, the decision taken by the EU to grant no-cost extensions to the contracts of five implementing partners will probably ensure almost full utilisation of the PESCAO budget by the end of 2023. For the PESCAO component on the fight against IUU fishing, the methodologies implemented with EFCA to guide the deployment of patrol vessels improved the cost-effectiveness of the operations by ensuring implementation of control activities in areas where IUU fishing practices are the most likely to occur. However, the option selected by EFCA to charter planes for aerial surveillance was probably not the most cost-effective, but was mitigated by the involvement of a plane provided free of charge by the French military forces based in Dakar. Concerning the research component of PESCAO, the review of the workplans of the three research projects suggest that economies of scale and reduced duplication could have been achieved through enhanced coordination resulting in mutualisation of resources on certain research tasks with similar objectives.

2.4 IMPACT

EQ 6: What are the early signs of the project effects (positive or negative and intended or unintended) on the regional framework conditions and structures for enhancing regional governance, and have the programme's stakeholders taken ownership of the results?

At this stage of the project, there are early signs that the CSF-SFAD will support an enhanced dialogue on fisheries issues between ECOWAS and its Member States, as evidenced by requests submitted by some ECOWAS Member States (The Gambia, Ghana, Guinea Bissau and Nigeria) to the ECOWAS Commission for support in the implementation of their national sectoral policies. The ECOWAS Commission confirmed that it is now in a position to follow-up Member States' requests, which would not have been possible before the PESCAO intervention due to a lack of a roadmap and in-house expertise. At the national level, some

²⁶ For example, the DEMERSTEM team made a review of stock assessment models. FAO-CECAF is doing the same task.

ECOWAS Member States (e.g. Mali) also report that the strategic orientations of the CSF-SFAD have been utilised to streamline national interventions in the fisheries and aquaculture sector. There are also early signs that the CSF-SFAD will provide donors with a clearer mapping of the needs to be addressed, as evidenced by the relatively advanced stage of preparation of a fisheries project to be funded by the African Development Bank building on the contents of the CSF-SFAD²⁷.

The regional WANSFA platform facilitated feedback to ECOWAS during the preparation process of the CSF-SFAD demonstrating that the platform is working, which has not been the case for other platforms created by other Regional Economic Communities (RECs)²⁸. According to feedback received, the organising of national WANSFA platforms in certain ECOWAS Member States has been effective in identifying fishers organisations previously amalgamated with farmers organisations (e.g. Mali and Togo) and to support the designation of a single interlocutor by the national authorities in countries (e.g. The Gambia, Guinea Bissau) where there were several of them.

Concerning the fight against IUU fishing, PESCAO contributed to strengthening the momentum for cooperation between FCWC Member States in the fight against IUU fishing, with the delivery of important regional tools such as a Regional Plan of Action against IUU fishing that will guide the NPOA-IUU of its Member States, as has already been the case for Togo, and the creation and organisation of a Regional MCS Centre based in Ghana that is now fully equipped to receive and monitor the VMS/AIS positions of the fishing vessels active in the waters of the FCWC Member States. In addition, the participation of FCWC as an observer to a joint patrol organised by SRFC provided the organisation with relevant experience to organise its own joint patrol with the successful implementation of the first ever joint patrol in the waters of Benin and Togo in December 2021. However, positive impacts of PESCAO on the effective implementation of sustainable regional cooperation mechanisms for the fight against IUU fishing by SRFC Member States are still to materialise, due to the delayed signature by SRFC Member States of the technically-validated regional MCS convention framing the institutional arrangements between SRFC Member States for cooperation and exchange of key MCS information (e.g. list of authorised vessels, VMS/AIS positions, regional observer scheme, inspection reports). Efforts by ECOWAS to encourage the signature of the MCS convention (e.g. missions in certain SRFC Member States, a high-level mission in Senegal, independent assessment of the rationale underpinning non-signature by certain States) have not yet borne fruit.

Concerning the conservation and management of shared stocks in West Africa and the mitigation of the impacts of fishing on the marine environment, the extent to which improved scientific knowledge generated by PESCAO will support improved governance depends on the outcomes of the debates started at international level to reform the governance framework of fisheries management²⁹. At present, there is no Regional Fisheries Management Organisation with a mandate to implement science-based binding conservation and management measures to regulate fishing activities deployed on shared stocks. As evidenced by preliminary results of FAO-CECAF investigations on the challenges faced by coastal States in integrating CECAF management advice in the management process, the lack of an adequate international

²⁷ The African Bank of Development (AfDB) is considering providing a funding of USD 550 million over a 8-year program to support joint AfDB / CSF-SFAD priorities in relation to fish trade and aquaculture (source: aide-mémoire AfDB / ECOWAS Nov. 2021)

²⁸ The example of the AFRIFISH platform of the African Union has been cited as an example of non-state actor platform not functioning up to expectations

²⁹ See for example “Independent Study to identify different options in support of an improved functioning of CECAF” August 2019 <https://www.fao.org/fi/static-media/MeetingDocuments/CECAF/CECAF2019/Inf.6e.pdf>

management framework hinders the implementation of relevant conservation and management measures at national level³⁰.

Summary of findings

There are early signs suggesting that PESCAO's achievements in supporting ECOWAS will produce the desired effects at regional and national levels over time as evidenced by requests for support submitted by The Gambia, Ghana, Guinea Bissau and Nigeria to the ECOWAS Commission for implementation of their national sectoral policies, the involvement of the regional platform of non-state actors (WANSAFA) in policy dialogue, and the progress achieved towards the institutional linkages between ECOWAS and the two regional fisheries organisation of which ECOWAS coastal States are members and the interest expressed by the African Development Bank (AfDB) for the funding of a programme to support joint AfDB / ECOWAS priorities in relation to fish trade and aquaculture. Furthermore, the creation of National WANSAFA platforms in ECOWAS Member States to support the regional platform resulted, for some national authorities, in the identification of national interlocutors for improved policy interactions at national levels.

PESCAO has also been successful in maintaining and deepening the momentum for cooperation against IUU fishing by FCWC Member States, with delivery of important regional tools for further integration and coordination of MCS activities (e.g. a Regional Plan of Action against IUU fishing, the Regional MCS Centre being up and running), as well as the relevant operational experience for the implementation of the first ever joint patrol in the waters of FCWC Member States in December 2021. Concerning the SRFC, there are signs of positive impacts of PESCAO on the capacities of Member States to integrate their MCS resources under the coordination of the SRFC Secretariat, but less signs of positive impacts on the political willingness to go further as evidenced by the delayed signature by SRFC Member States of a regional MCS convention.

The impacts of the improved scientific knowledge generated by PESCAO on the management framework of shared resources will depend to a large extent on the outcomes of the ongoing international debate in relation to the implementation of a relevant Regional Fisheries Management Organisation with a mandate to implement science-based binding conservation and management measures to regulate fishing activities in the West African region.

EQ 7: How has PESCAO contributed to enhancing the contribution of fisheries resources to sustainable development, food security and poverty alleviation in West Africa?

At this time of the MTE, it is not possible to identify a measurable contribution of PESCAO to enhancing the contribution of fisheries resources to sustainable development, food security and poverty alleviation (the overall objective of the intervention). A contribution of PESCAO to this overall objective may be possible and measurable at an ex-post stage, providing the impacts of PESCAO on policy performance can be disentangled from the impacts of other interventions in the region.

The most immediate contribution of PESCAO to the intended overall objective has been the positive impacts of the operational activities against IUU fishing in West Africa. According to the information presented in Annex 11, the infringement rate (defined as the number of infringements detected / number of vessels inspected) measured for each joint patrols shows

³⁰ Challenges of Integrating CECAF Management Advice into the Management Processes of Selected CECAF Member Countries Identified and Mitigation Measures made Available: Reviews for Challenges and Mitigation Measures – Final Report on Ghana case study – December 2020.

an encouraging decreasing trend, and especially for the last two operations implemented respectively in November 2021 and February 2022, suggesting improved compliance with applicable regulations by fishing vessels (see next figure).

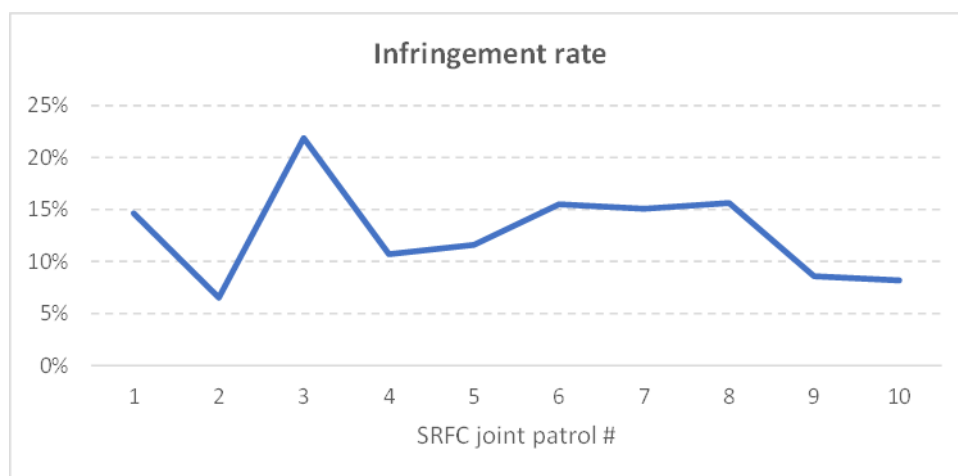


Figure 2: Evolution of the infringement rate (number of infringement detected /number of vessels inspected) measured for each joint patrol organised by SRFC between September 2018 and February 2022

Source: SRFC / EFCA – see Annex 11 for details

However, this encouraging trend must be confirmed in the longer term, taking into consideration whether it is a result of PESCAO but also a result of the numerous interventions implemented in the region by other Donors (*inter alia* EU instruments implemented by DG MARE³¹, the FAO, the World Bank, the Norwegian cooperation, the German cooperation).

Summary of findings

At MTE stage, a measurable contribution of PESCAO in terms of enhancing the contribution of fisheries resources to sustainable development, food security and poverty alleviation (the overall objective of the intervention) is not evident. However, information on the results of the joint patrols organised by SRFC under PESCAO suggest that the operational activities of PESCAO in the fight against IUU fishing contribute to improved compliance with applicable regulations by fishing vessels.

2.5 SUSTAINABILITY

EQ 8: Is the PESCAO approach of supporting the role of ECOWAS in guiding and formulating regional policies likely to contribute to strengthening the governance framework of the fisheries and aquaculture sectors in its Member States in the longer term?

The PESCAO approach of supporting the role of ECOWAS in guiding and formulating regional policies is likely to contribute to strengthening the governance framework of the fisheries and aquaculture sectors in its Member States in the longer term. However, based on the findings of the evaluation, the conditions for ensuring the materialisation of PESCAO's achievements in the longer term have not yet been met:

- The PESCAO exit strategy, consisting of ensuring the recruitment of two ECOWAS permanent staff to maintain continued expertise in fisheries and aquaculture within the

³¹ Sustainable Fisheries Partnership Agreements, the IUU Regulation, the Control Regulation

ECOWAS Commission, has not been finalised. Although the two permanent positions have been included in the organisational chart of the organisation and recruitment procedures started, recruitment of the two staff before the end of the project is highly unlikely to happen due to a freeze on recruitment by ECOWAS until an internal reform process has been completed. Until the ECOWAS Commission has the relevant in-house expertise, it will be difficult for the organisation to implement the ECOWAS roadmap for policy support to its Member States.

- Work on building the capacity of WANSFA, and establishing the national non-state actor platforms, will need to continue. While WANSFA has been formally recognised as the interlocutor for non-state actors with ECOWAS at the regional level, PESCAO has not facilitated a clear strategy for the longer-term financial and institutional sustainability of WANSFA to engage with ECOWAS at the regional level, and to support the national platforms. Likewise, the basis for the sustainable financing and incentivisation of the national platforms to engage with their national governments, and at a broader regional level, remains poorly articulated.
- Conditions for sustainability of the support to coastal ECOWAS Member States and Mauritania in their fight against IUU fishing are also not yet in place. Most operational activities implemented by the SRFC and the FCWC are currently funded by PESCAO (e.g. the joint patrols organised by SRFC, the functioning of the FCWC Regional MCS Centre) as a result of lack of autonomous budgets. The late signature of the MoU between ECOWAS and the two regional fisheries organisations for various reasons³² has so far prevented the implementation of the necessary next steps to transform their constitutions and to upgrade their administrative and financial procedures to make them eligible for the implementation of ECOWAS initiatives in fisheries and aquaculture. The availability of continued funding to continue the operational activities deployed by SRFC and FCWC under PESCAO to fight IUU fishing is currently unlikely on completion of the project.

Summary of findings

PESCAO has been successful in laying the foundations for the strengthening of the governance framework of the fisheries and aquaculture sectors in its Member States. However, the sustainability of PESCAO's results is compromised by the delayed recruitment of two ECOWAS permanent staff to ensure continued fisheries and aquaculture expertise within the ECOWAS Commission, and the need for further capacity building to ensure the sustainability of WANSFA and national non-state actor platforms, and by the lack of sustainable funding arrangements to support the implementation of the operational activities to fight IUU fishing deployed by SRFC and FCWC under PESCAO.

2.6 COHERENCE

EQ 9: To what extent is the EU intervention through PESCAO coherent with other EU interventions and policies in West Africa? (internal / external coherence)

In terms of EU internal coherence, there is good coherence between PESCAO and the EU FAO FIRST project (whose objective is to help build capacity of ECOWAS to understand and support fisheries and aquaculture), as evidenced by the synergies and complementarities achieved by the two programmes during the preparation and adoption of the CSF-SFAD and

³² Namely a change of option decided by ECOWAS legal services in 2021 (signature of a tripartite MoU instead of two bilateral MoUs) and the travel restrictions imposed by the COVID-19 pandemic.

the permanent dialogue between the PESCAO and FAO FIRST technical assistant teams sharing the same office in ECOWAS building.

There is also good coherence between PESCAO's objectives and activities, and the external component of the EU Common Fisheries Policy and the EU's International Ocean Governance Agenda creating synergies and complementarities to improvement fisheries governance and the fight against IUU fishing in the waters of West-African coastal States.

In terms of synergies, the increased capacity to combat IUU fishing at national and regional levels is one of the key objectives of PESCAO. This is aligned with the EU's work on this topic. A zero-tolerance approach to IUU fishing has been identified as a priority in the Communication on the European Green Deal for the European Union. This approach is also an essential component of the EU Biodiversity Strategy for 2030 and paramount to a global transition towards sustainable food systems, as stated in the Farm to Fork Strategy (F2F). Moreover, the EU's policy on IUU fishing is an essential part of the EU leadership on international ocean governance agenda. More specifically, the EU Strategy with Africa identifies the fight against IUU fishing as one of the key issues to address with the African partners. Indeed, the strategy states that in partnership with Africa, the EU should encourage better ocean governance, including the development of a sustainable fisheries and blue economy. The Commission has been working with several West African countries to improve the fight against IUU fishing over the last eleven years through the implementation of Council Regulation (EC) No 1005/2008 (EU IUU Regulation). So the objectives set for PESCAO are aligned with the EU's work and priorities. There are fewer synergies and complementarities in terms of practical implementation with the EU-funded SWAIMS project because the fight against IUU fishing is not recognised as a maritime crime which is the central objective of SWAIMS. However, PESCAO has been able to use training sessions organised by SWAIMS to train judicial personnel (i.e. judges, lawyers) on the criminal regime of fisheries offences committed at sea.

In terms of complementarities, the activities foreseen by PESCAO target a regional approach (for example through the establishment of the Regional Fisheries Monitoring Centres and the joint surveillance patrols) which complements the regional approach implemented by the EU through its activities in international fisheries organisations.

ECOWAS countries and Mauritania also benefit from trainings to increase their capacity to fight IUU fishing. This complements the Commission's work, as requests for technical assistance are a permanent demand in the context of the bilateral dialogues with West African countries under the EU IUU Regulation. Finally, PESCAO complements the Commission's work by providing assistance for legal reviews, the developments of NPOA-IUU fishing, and MoUs to increase inter-agency cooperation.

There is good coherence with EU funded activities at national level (e.g. Liberia, where the programme "Long-Term Support to NaFAA" has been providing support for improved governance, MCS and scientific research), and activities funded by EU Member States (e.g. support from German cooperation to improvements in MCS in Mauritania). However, there is a need to enhance awareness by/in the EU Delegations (other than Nigeria, Ghana and Senegal) in ECOWAS Member States about PESCAO's activities and the achievements of relevance to their respective portfolios, in order to ensure better complementarity and avoid duplication.

In terms of EU external coherence, there is good coherence with other donor activities, in particular with the Trygg Mat Tracking (TMT) project funded by Norad (the PESCAO coordinator within FCWC is the Project coordinator for TMT, as is also presently overseeing the design of a phase 2 for TMT), and a TMT support for follow-up of earlier World Bank WARFP activities (e.g. elaboration of a regional dashboard for sharing of fisheries information).

The CSF-SFAD endorsed by ECOWAS will be instrumental in ensuring greater coherence of donor intervention in the future as programmes (including the forthcoming EU's Regional Programme for Ocean Governance & Blue Economy) will need to be aligned with the priorities set out by the CSF-SFAD endorsed by ECOWAS. The mapping of fisheries and aquaculture development projects in the 15 ECOWAS Member States and Mauritania is being finalised under the ECOWAS/PESCAO contract and it will be a practical tool: i) for ECOWAS to have better awareness about the activities of the multilateral and bilateral donors involved in the fisheries and aquaculture sectors in West Africa; and ii) to ensure coherence among donor interventions.

Summary of findings

There is good coherence between PESCAO and the EU FAO FIRST project, as evidenced by the synergies and complementarities achieved by the two programmes during the preparation and adoption of the CSF-SFAD. There is also good coherence between PESCAO and the external component of the EU Common Fisheries Policy. In terms of synergies, the increased capacity to combat IUU fishing is one of the key components of PESCAO and is aligned with the EU priority on this topic. In terms of complementarities, PESCAO complements the Commission's work as it focuses on reinforcing regional cooperation in the fight against IUU fishing and provides technical and legal assistance. There is good coherence with EU funded activities at national level and by EU Member States. The CSF-SFAD endorsed by ECOWAS will be instrumental in ensuring greater coherence of donor interventions in the future. The recently developed mapping of fisheries and aquaculture development projects in the 15 ECOWAS Member States and Mauritania will be a practical tool in that respect.

2.7 EU ADDED VALUE

EQ 10: To what extent does the EU intervention through PESCAO bring additional benefits to what would have resulted from interventions supported by individual EU Member States?

The PESCAO project, being funded by the EU, made possible the intervention of EFCA based on Article 30 of the EU CFP Regulation³³. As outlined by the ROM evaluation³⁴, the involvement of EFCA ensured provision of highly specialised and professional services in the field of MCS available to EU Member States to also be available to the ECOWAS Member States and their subregional fisheries agencies (SRFC and FCWC). For statutory reasons, the involvement of EFCA in a development programme would not have been possible, or would have been extremely difficult, if the programme had been led by another multilateral or bilateral donor for statutory reasons.

The EU's involvement in PESCAO also brought added-value in ensuring consistency between other EU interventions in the region with the same objectives, in particular the other interventions aiming at strengthening the ocean governance framework implemented by the Directorate-General International Partnerships (DG INTPA) (e.g. SWAIMS, FIRST and other EU initiatives supporting maritime security in the Gulf of Guinea), and by the Directorate-

³³ Regulation (EU) No 1380/2013 of the European Parliament and of the Council of 11 December 2013 on the Common Fisheries Policy, amending Council Regulations (EC) No 1954/2003 and (EC) No 1224/2009 and repealing Council Regulations (EC) No 2371/2002 and (EC) No 639/2004 and Council Decision 2004/585/EC. OJ L 354, 28.12.2013, p. 22–61

³⁴ Rapport ROM C-393847 Contribution de l'Agence européenne de contrôle des pêches (AECP) au projet « Amélioration de la gouvernance régionale des pêches en Afrique de l'Ouest » (PESCAO) – Février 2021

General Maritime Affairs and Fisheries (DG MARE) (e.g. Sustainable Fisheries Partnership Agreements³⁵, implementation of the IUU Regulation (EC) 1005/2008³⁶).

Greater EU added-value could have been achieved by enhanced involvement of many EU Delegations with the programme (not including the EU Delegations in Ghana Nigeria and Senegal directly involved in the management of the programme). According to feedback received from the consultations, many EU Delegations have had limited knowledge and information of PESCAO's activities of relevance to their countries, and have had limited interactions with the respective national authorities to foster implementation of PESCAO activities at the national level, and to ensure synergies with their own portfolio of activities. According to the TA team to ECOWAS, all outputs of the project (e.g. of PESCAO Newsletters, ECOWAS policy briefs, key projects deliverables such as the CSF-SFAD) have been shared with the EU Delegations in ECOWAS Member States, which are all included in the project mailing list of over 900 recipients. However, this information was not tailored sufficiently to the country-specific needs and expectations of the EU Delegations for information different than the information shared with the public (e.g.. updates on the achievements obtained by PESCAO, information on ongoing activities, problems faced at national level, if any).

Summary of findings

The EU intervention through PESCAO brings additional benefits to those that would have resulted from interventions supported by individual EU Member States, through facilitation of the involvement of EFCA, the EU specialised agency in the field of MCS. Similar involvement of EFCA would not have been possible under a programme led by an EU Member State for statutory reasons. The implementation of PESCAO by the EU also ensures consistency between the different EU interventions aiming at strengthening ocean governance in West Africa.

However, according to feedback received from certain EU Delegations, the EU added value could have been increased by enhanced awareness of the EU Delegations in ECOWAS Member States about PESCAO's activities and achievements of relevance to their respective portfolios.

2.8 ACCEPTABILITY

EQ 11: How have stakeholder perceptions (positive/negative) evolved during the implementation of the PESCAO programme?

Stakeholders consulted about PESCAO's implementation were very supportive of the programme, although a comprehensive understanding of the programme's objectives and achievements appears to be lacking. Typically, stakeholders are aware of PESCAO's activities under certain components, but not all, with poor understanding of the linkages between the three components. Component 2 on the fight against IUU fishing was the most understood, followed by component 1 on policy reforms. By contrast, there was little stakeholder awareness about component 3 on fisheries research. This suggests that the communication and visibility measures implemented by PESCAO, in particular the 10 newsletters so far disseminated to over 900 recipients, may not be sufficiently effective in providing a comprehensive view of PESCAO's objectives, component linkages, and achievements to the broader public.

³⁵ Between 2017 and 2022, SFPAs were implemented with Cabo Verde, Côte d'Ivoire, The Gambia, Guinea Bissau, Liberia, Mauritania and Senegal (7 of the 13 coastal ECOWAS Member States targeted by PESCAO)

³⁶ Council Regulation (EC) No 1005/2008 of 29 September 2008 establishing a Community system to prevent, deter and eliminate illegal, unreported and unregulated fishing [...]. OJ L 286, 29.10.2008, p. 1–32

Summary of findings

Feedback from the targeted consultation programme implemented by this MTE suggests that stakeholders are very supportive of the programme. However, the same feedback demonstrates a lack of a comprehensive understanding of the programme despite the communication and visibility measures implemented by PESCAO.

2.9 CROSS-CUTTING ISSUE: GENDER DIMENSION

The review of the different activities implemented and feedback from MTE consultations suggest that women have benefited both directly and indirectly from the programme.

Training activities implemented under component 2 of PESCAO directly benefited women employed as MCS staff by their respective governments. According to SRFC and FCWC, 35 of the 402 inspectors trained (9%) during dedicated training sessions and training sessions organised to support joint operational activities were women. In addition, three of the twenty-two inspectors (14%) included in the EFCA-PESCAO pool of MCS trainers are women.

The involvement of women in the non-state actor platforms (the WANSFAFA platforms) created under the PESCAO programme was also secured through the introduction of a statutory requirement to elect a gender balanced Bureau. The national non-state actor platform in The Gambia elected a woman as President.

Overall, most respondents to the MTE's targeted consultation indicated that PESCAO will indirectly benefit women through the benefits of improved regional fisheries governance. According to FAO³⁷, women are actively involved in the downstream activities, such as post-harvest handling, selling fresh fish, processing, storage and marketing. These women represent close to 60% of the actors in the post-harvest activities of the seafood value chain. All activities of PESCAO aimed at strengthening the regional governance framework of fisheries in West Africa will have a positive contribution on the sustainability of fish landings that are pivotal to support women's activities in downstream activities.

Summary of findings

The PESCAO programme directly benefited women through training activities targeted at MCS staff in the ECOWAS Member States and Mauritania, and through the securing of a role for women in the non-state actor platforms implemented by the programme at regional and national levels. Initiatives of PESCAO in relation to an improved regional fisheries governance will indirectly benefit women who represent a large proportion of the workforce employed in post-harvest activities.

3. OVERALL ASSESSMENT

The results achieved by PESCAO since its implementation suggest that the programme has been successful in laying the foundations for the strengthening of the governance framework of the fisheries and aquaculture sectors in ECOWAS Member States and Mauritania.

As a result of PESCAO, ECOWAS has now officially endorsed, for the first time ever, a strategic framework available to its Member States plus Mauritania to foster the implementation of regional priorities in relation to the development of the fisheries and aquaculture sectors at national level (the CSF-SFAD). PESCAO also ensured adequate

³⁷ FAO (2020) *The State of World Fisheries and Aquaculture 2020. Sustainability in action*. Rome

conditions to foster policy dialogue and implementation through the signature of a MoU between ECOWAS and the two regional fisheries organisations of which its coastal Member States are members, in order to initiate exchanges aimed at ensuring institutional linkages between the three parties, and through the structuration of platforms of non-state actors at regional and national levels (the WANSFAFA platforms) now officially identified as the ECOWAS single interlocutor for policy dialogue. Furthermore, as evidenced by the robust technical level of discussions held between the evaluation team and ECOWAS managing staff³⁸ during the mission and the dedication of ECOWAS managing staff to support PESCAO activities (attendance to meetings, high-level missions in the Member States), PESCAO has successfully developed a solid understanding of fisheries and aquaculture issues within the ECOWAS Commission which, according to some stakeholders consulted, was not in existence before PESCAO.

Concerning ECOWAS Member States and Mauritania capacities to combat IUU fishing, PESCAO has been effective in enhancing the capacities of MCS staff to detect and sanction IUU fishing practices taking place in their waters through the organisation of training sessions at national and regional levels, with provision of legal expertise to certain Member States at their request to improve the robustness of the relevant acts of the national legal frameworks addressing IUU fishing. PESCAO has also supported the operational deployment of mutualised MCS resources, including the launching of the Regional MCS Centre for FCWC Member States and the organisation of joint patrols by SRFC Member States. The EU involvement in PESCAO allowed the contribution of the European Fisheries Control Agency (EFCA) in relevant activities, fostering the transfer of the best practices implemented in EU waters to ECOWAS coastal Member States, to ensure compliance with applicable regulations in a cost-effective manner.

The three research projects implemented under PESCAO are all likely to deliver the expected outputs foreseen resulting in enhanced scientific knowledge on fisheries, noting that implementing of the workplans established by the three grant holders at the beginning of the project were considerably delayed for understandable reasons. Nonetheless, PESCAO has already been successful in fostering exchanges of good practices for the collection of scientific data and their analysis between a network of research institutions in the EU and in ECOWAS Member States and Mauritania.

According to the findings of the MTE, the main risk faced by PESCAO is a potential lack of sustainability of the results obtained to-date. It has not yet been possible for ECOWAS to recruit in-house expertise on fisheries and aquaculture within the ECOWAS Commission which would take forward and build on PESCAO's results after the end of the project. This recruitment is crucial to confirm the role of ECOWAS in guiding the initiatives implemented by its Member States to ensure the sustainable development of their fisheries and aquaculture sectors. Continued longer-term capacity-building of regional and national WANSFAFA platforms is also likely to be necessary to ensure sustainability. The delayed signature of the MoU between ECOWAS and the two regional fisheries organisations (SRFC and FCWC) has also raised uncertainty as regards to the availability of sustainable financing mechanisms to ensure continuation of the mutualised operational deployment of MCS resources to fight IUU fishing. Concerning the improvement of the regional management framework of fisheries resources, the use of research results in improvement management arrangements is dependent on the political willingness and the capacity of the international community to reform the current regional fisheries management framework.

³⁸ The Hon. Commissioner for Agriculture, Environment and Water Resources (CAEWR) and the permanent staff of the Directorate of Agriculture of Rural Development (DARD).

4. LESSONS, CONCLUSIONS AND RECOMMENDATIONS

4.1 MAIN LESSONS LEARNT FROM THE MID-TERM EVALUATION

The main lessons from the MTE are summarised below.

- **For regional fisheries management initiatives to be successful, leadership, ownership and engagement by relevant regional organisations is essential.** In the case of regional fisheries management in West Africa supported by the PESCAO project, ECOWAS has demonstrated that it wishes to take a leading role to support its Member States in the management and development of their fisheries and aquaculture sectors. This was necessary for the official endorsement of the CSF-SFAD, the progress achieved in the institutional linkages of ECOWAS with the two regional fisheries bodies, the ECOWAS involvement in the organisation of non-state actor platforms at regional and national levels, and the full integration of the PESCAO technical assistance team into the workflow of the DARD. The willingness of the FCWC and the SRFC, as regional organisations, to support regional action has also provided the basis for improvements in efforts to combat IUU fishing within the region.
- **For regional fisheries management initiatives to be successful, national authorities (and donors) must also show commitment to working and engaging at a regional level.** ECOWAS' greater involvement with fisheries and aquaculture is positively perceived by its Member States and by donors and this has facilitated an interest of States to work more at a regional level. Some ECOWAS Member States have recently submitted requests to ECOWAS for support, and the African Development Bank (AfDB) is considering funding a multiannual project to support joint ECOWAS-AfDB priorities in relation to the development of trade of fisheries products and the development of the aquaculture sector. The political willingness of the FCWC Member States to integrate their MCS resources has enhanced the effectiveness of the fight against IUU fishing. SRFC Member States however are still to provide evidence of their political willingness to further integrate their MCS resources in the form of the signature of a relevant cooperation agreement.
- **Progress towards an improved management framework of shared fisheries will however be hampered as long as the international community does not align the regional fisheries management framework with international standards,** and this despite availability of improved scientific information on shared stocks and impacts of fishing activities on marine ecosystems enhanced by PESCAO. A Regional Fisheries Management Organisation with a mandate to implement binding conservation and management measures for its contracting parties is needed to regulate fishing pressure and to ensure a level playing field for all operators.
- **Skills transfer from the EU to developing countries can be successfully achieved by EU-funded projects, helping to bring about significant benefits in those countries and positive change in the way fisheries management and research is conducted.** The involvement of the European Fisheries Control Agency in the PESCAO project has been instrumental in achieving the results obtained by the programme in terms of capacity building and organisation of joint operational initiatives to fight IUU fishing in the waters of ECOWAS Member States and Mauritania. EFCA involvement in PESCAO ensured provision of a high level of technical expertise in MCS and transfer to ECOWAS Member States and Mauritania of the good practices implemented in EU waters. Likewise, the engagement of EU-researchers with research

organisations in the West African region helped to support skills-transfer from the EU to West Africa and the building of research capacities.

- **Large and complex regional projects implemented through different components and implementing partners, require significant and sufficient resources and implementation efforts to support coordination, programme-level monitoring and evaluation, and communication.** Care needs to be taken during project design to sufficiently budget and plan for such issues, and then during implementation to ensure a truly programme level approach, rather than one based on components. Although there was a rationale to implement PESCAO in three autonomous components due to the lack of existing foundations for an integrated approach at the time of the project identification, the implementation modalities of the programme could have considered more systematic coordination activities to ensure timely exchange of information and streamlining of the workplans of the different implementing partners. The programme would also have benefitted from more resources being available to support programme- (rather than component-) level monitoring, and communication activities to increase awareness within the region and with relevant stakeholders of the objectives and achievements of the programme as a whole, rather than just specific components/activities within it.

4.2 CONCLUSIONS

The following text summarises the main conclusions for each evaluation criteria.

Relevance

PESCAO is relevant in addressing the need for strengthening the regional coordination of national fisheries and aquaculture, enhancing the capacity of coastal States to combat IUU fishing, and improving the regional management of shared stocks. It was relevant to plan for the implementation of the project in three autonomous components at the beginning of the project due to the lack of existing foundations for an integrated approach at that time, but the project could nevertheless have benefitted from a design that provided for more overall coordination.

Effectiveness

PESCAO has been effective in laying the foundations for supporting the development and implementation by ECOWAS Member States of a Western Africa fisheries and aquaculture policy, with the adoption of a regional strategic framework to guide ECOWAS Member States' initiatives, the conclusion of a MoU between ECOWAS, SRFC and FCWC to institutionalise the relationships between the three parties, and the organisation and the designation as single interlocutor of a platform on non-state actors (WANSFAFA). However, progress took longer than expected for different understandable reasons so effectiveness in terms of operationalisation of these key outputs to bring about results from them has been limited to date.

PESCAO has been effective in supporting the strengthening of the capacities of the ECOWAS coastal States and Mauritania through training of MCS staff, improvement of the legal frameworks and support to the operational deployment of mutualised MCS resources (joint patrols for SRFC, regional MCS Centre for FCWC). However, some PESCAO activities foreseen for SRFC to further support integration of MCS resources are currently suspended due to the regional MCS convention not being ratified by all SRFC Member States.

PESCAO has been effective in generating new scientific information of relevance to inform the management of shared stocks in West Africa through the outputs of the three research projects selected. However, there is no evidence yet of research results being utilised to inform fisheries management, due to delayed implementation of the activities foreseen because of the COVID-19 pandemic. Despite the efforts deployed by the three research projects, the overarching result envisaged by PESCAO of improving the management of shared stocks in West Africa is unlikely to be achieved due to the lack of an adequate regional framework for the management of fisheries exploiting shared stocks.

Efficiency

The measures to counter the COVID-19 pandemic delayed the implementation of the workplans of most implementing entities, resulting in disbursement rates lower than expected at the MTE stage of the project. However, the decision of the EU to extend, at no cost, the duration of the implementing contracts concerned should ensure full utilisation of the funding available by the end of 2023.

The cost-effectiveness of the deployment of patrol vessels during the joint operations organised by SFRC has been significantly improved with the implementation of risk-based methodologies with the support of EFCA. The risk-based methodology ensured that the patrol vessels were deployed in areas where IUU fishing practices were the most likely to occur. However, the option selected in the project design for the chartering of airplanes to support the joint patrols did not prove to be cost effective.

For the three research projects, there are indications suggesting that economies of scale could have been achieved through improved coordination of research activities.

Impact

There are early signs suggesting that PESCAO's achievements in supporting ECOWAS will produce the desired effects at regional and national levels over time. PESCAO has also been successful in maintaining and deepening the momentum for cooperation against IUU fishing by FCWC Member States. PESCAO contributed to enhance the capacities of the SRFC Secretariat to coordinate MCS activities of its Member States, but was less successful in incentivising the Member States to go further in the institutionalisation of the integration of their MCS resources.

The impacts of the improved scientific knowledge generated by PESCAO on the management framework of shared resources will depend to a large extent on the outcomes of the ongoing international debate in relation to the creation of a relevant Regional Fisheries Management Organisation.

It is not yet possible to identify a measurable contribution of PESCAO to enhancing the contribution of fisheries resources to sustainable development, food security and poverty alleviation. However, the results of the joint patrols implemented under PESCAO imply an improvement of the compliance records of fishing vessels in the region, suggesting a positive impact of PESCAO in the fight against IUU fishing.

Sustainability

PESCAO has been successful in laying the foundations for the strengthening of the governance framework of the fisheries and aquaculture sectors in its Member States. However, the sustainability of PESCAO's results is compromised by the uncertain continuation of fisheries and aquaculture expertise within the ECOWAS Commission, a continued need to build the capacities of WANSFA and national non-state actor platforms, and by the lack of sustainable funding arrangements to support the implementation of the operational activities to fight IUU fishing deployed by SRFC and FCWC under PESCAO.

Coherence

There are no issues of incoherence between PESCAO and other interventions implemented by the EU and by other donors sharing similar objectives in terms of strengthening of the fisheries governance framework, including the fight against IUU fishing. Furthermore, the regional strategic guidelines (the CSF-SFAD) developed under PESCAO to ensure coordination and harmonisation of national fisheries and aquaculture policies of its Member States will be instrumental in ensuring coherence of donor interventions in the future.

EU added-value

The PESCAO project, being funded by the EU, made legally possible the involvement of EFCA. The involvement of EFCA ensured provision of highly specialised and professional services in the field of MCS, normally only available to EU Member States, to also be available to the ECOWAS Member States and Mauritania, and their subregional fisheries agencies (SRFC and FCWC). However, according to feedback received from certain EU Delegations, the EU added value could have been increased by enhanced awareness by the EU Delegations in ECOWAS Member States and Mauritania about PESCAO's activities and achievements of relevance to their respective portfolios.

Acceptability

Stakeholders consulted about PESCAO's implementation were very supportive of the programme. However, feedback received demonstrated a lack of a comprehensive understanding of PESCAO's objectives and component linkages despite the communication and visibility measures implemented by PESCAO.

4.3 RECOMMENDATIONS

Recommendations for the remaining period of the PESCAO programme

For ECOWAS

- ECOWAS to support the PESCAO component 1 exit strategy through the recruitment of at least two permanent staff in charge of the fisheries and aquaculture portfolio within the DARD.
As far as possible given the ECOWAS institutional context, the ECOWAS Commission should finalise the procedures already started for the recruitment of two permanent staff to ensure continued availability of fisheries and aquaculture expertise within the ECOWAS Commission. In case this is not possible, the ECOWAS should ensure that forthcoming development projects benefitting the institution foresee the availability of a technical assistance team.

- ECOWAS to urge SRFC Member States to sign the MCS subregional convention, or ECOWAS to facilitate a transitional arrangement.
ECOWAS should raise awareness of the relevant national Governments about the negative impacts on the implementation of certain activities of the lack of signature of the MCS subregional convention. In parallel, the ECOWAS Commission may send a high-level representative to a future meeting of the SRFC Conference of Ministers to further incentivise the signature of the convention or to foster an agreement for a transitional arrangement that would allow the five SRFC Member States out of seven that favour signature, to proceed towards increased regional integration of their MCS resources.
- ECOWAS to initiate the institutional audit and identification of sustainable financing mechanisms for the two regional fisheries organisations, needed to support the forthcoming discussions on the operationalisation of the MoU which has been signed.
According to information available to the MTE, FCWC has submitted to ECOWAS a request for the implementation of the institutional audit and the identification of sustainable financing mechanisms foreseen in the PESCAO workplan. The task should be implemented. The SRFC has not yet submitted a similar request but has noted that a similar audit was completed recently. SRFC should share the results of this audit with ECOWAS to verify if it meets the expectations of the organisation, and if not, submit a request for a new audit to ECOWAS.
- ECOWAS to start introductory discussions with SRFC and FCWC to establish a clear mutual understanding of the expectations of each party for a strengthened relationship, and to prepare a roadmap towards the finalisation of an institutional arrangement.
The results of the discussions held with the three organisations during the MTE suggest that there could be a need to discuss what the institutional linkages and arrangements may entail in terms of structural changes for the organisations. ECOWAS should convene a workshop between the three organisations to clarify the respective expectations of each party and to clarify the reforms that will be needed to make the two regional fisheries organisations eligible for the implementation of ECOWAS initiatives in the field of fisheries and aquaculture.

For ECOWAS and the two regional fisheries organisations

- Regional fisheries organisations and ECOWAS to further encourage ECOWAS Member States and Mauritania to seize the opportunities available under PESCAO for the mobilisation of EFCA legal support for the modernisation of their legal frameworks to combat IUU fishing.
Eight of the thirteen ECOWAS coastal States have requested legal assistance from PESCAO for the strengthening of their legal frameworks to combat IUU fishing. For some of these eight coastal States, progress could not be achieved in line with expectations due to a lack of engagement of the countries with the legal experts. For the five ECOWAS Member States that did not express an interest for legal assistance from PESCAO despite gaps being identified in the EFCA regional study, this may be a missed opportunity. Regional fisheries organisations and ECOWAS should encourage the ECOWAS coastal States that expressed an interest in legal assistance to improve their levels of engagement with the legal experts already designated by EFCA, and to ensure that the ECOWAS coastal States that have not requested legal assistance so far do so.

For the EU Delegations in Nigeria, Ghana and Senegal

- EUD Nigeria to encourage the three research projects under component 3 to ensure broader dissemination of the results obtained in a non-specialised/technical language understandable by fisheries managers and the broader public.
The research results obtained so far are either published in scientific journals or posted on the project's website. They should be summarised in a non-specialised/technical language to become more visible and understandable by fisheries managers and the broader public, in particular to better inform the development and the implementation of the regional policy subject to component 1 of PESCAO.
- EUD Nigeria to maintain the organisation of periodic exchanges between the three research programmes implemented under component 3 to ensure complementarities between activities.
The EUD Nigeria took the initiative to organise periodic exchanges between the three research programmes through the organisation of videoconferences. This effort to ensure enhanced mutual awareness of activities and results should be continued. In addition, EUD Nigeria should attempt to ensure that DEMERSTEM and GREPPAO can participate in the forthcoming statutory FAO-CECAF working groups and meetings, so that their respective research results are integrated into regional fisheries management process³⁹.
- EUD Nigeria, EUD Ghana and EUD Senegal to enhance awareness of the other EU Delegations in ECOWAS Member States about PESCAO's activities and achievements of relevance to their respective portfolios. Other EU Delegations in the region will be more implicated to follow developments of PESCAO especially those pertaining to the country of their focus.
The awareness of the other EU Delegations should be enhanced by provision of timely information on the activities of PESCAO at national level under the three components in their respective countries. This could take the form of a dashboard reporting for each country the activities implemented, the results obtained, the activities considered for implementation, and the problems faced if any.
- EUD Nigeria, EUD Ghana, EUD Senegal to improve the public awareness about the linkages between the three components of PESCAO
EUD could consider the preparation and the dissemination of a leaflet presenting a comprehensive overview of PESCAO and of the linkages between the three components of the project to raise public awareness about the integrated nature of the project. In addition, the public visibility of PESCAO could be improved by publishing relevant information on the ECOWAS website. Some information on PESCAO is already published on the websites of the different implementing entities (EFCA, SRFC, FCWC) or on specific website for the research projects, but information published is limited to the activities implemented by the partners, and not the project as a whole. This contributes to the segmented awareness about the project identified during the MTE targeted consultation.

³⁹ By virtue of its exclusive competence in conservation of fisheries resources, the EU led by DG MARE represents its Member States at FAO-CECAF meetings. The EUD Nigeria could link with DG MARE to ensure that representatives of GREPPAO and DEMERSTEM are included in the delegation of the EU attending these meetings.

Recommendations for a successor of PESCAO

- Implementing arrangements for a successor of PESCAO should ensure that there are provisions for overall coordination of the programme and associated monitoring and evaluation functions.
- In case ECOWAS is not able to recruit dedicated fisheries/aquaculture expertise in DARD, identify mechanisms to ensure continued availability of technical expertise on fisheries and aquaculture in the ECOWAS Commission through the future project.
- Consider the needs, benefits and modalities of continued support for regional and national non-state actor platforms.
- In case PESCAO is not able to finalise the institutional arrangements between ECOWAS and SRFC/FCWC, identify mechanisms to ensure continuity of subregional integration of MCS resources with support from EFCA, including for FCWC the implementation of joint patrols not foreseen under PESCAO. However, in the case of SRFC, support from a future programme could be conditioned by the approval of the regional MCS convention by the relevant Member States.
- Should chartering of aerial means of surveillance be needed in the framework of a future programme, identify cost-effective solutions allowing chartering of planes in ECOWAS Member States by delegating the responsibility of chartering planes to the regional fisheries organisations instead of EFCA
- Consider the need to include in the new project, activities aimed at supporting progress towards a reform of the regional fisheries management framework for shared non-tuna stocks in West Africa. An adequate international management framework is currently lacking for the design and implementation of conservation and management measures aiming at conserving shared fish stocks within sustainability limits and mitigating the impacts of fishing on the environment.
- Consider the need to include in the new project, activities aimed at supporting coastal States to meet their international obligations in terms of timely provision of scientific data to the relevant fisheries organisations (i.e. FAO-CECAF, ICCAT). This will ensure that research activities considered under a future project are focused on scientific needs identified by the international community to support fisheries management.
- Consider the need to include in the new project activities aimed at supporting transparency initiatives at regional and national levels. Transparency in the fisheries management framework (e.g. timely publication of data on catches and fishing authorisations issued) is key to improving the regional governance framework and to ensure informed debates between policy makers, scientists and non-state actors.

*

Annex 1: Terms of reference of the evaluation

The Terms or Reference are inserted in the PDF version of the draft final report only (due to formatting conflicts in Word)

Annex 2: Names of the evaluators

This mid-term evaluation of PESCAO was completed by the following three experts recruited by Poseidon (part of the COWI consortium):

Benoit CAILLART (Team Leader). B. CAILLART has a PhD in Fisheries Management and Economics from ENSA Rennes (FR) and more than 30 years professional experience worldwide in the field of fisheries. He was the Project Director of the consortium implementing the SFPAs ex post and ex ante evaluations on behalf of the EU between 2016 and 2021 as Director at F&S, a French consulting company specializing on fisheries. He contributed to the development of an evaluation methodology aligned with Better Regulation guidelines in partnership with the relevant services of the European Commission (Secretariat General and DG MARE), and has led a number of SFPAs / protocol evaluations in Western and Central Africa, Western Indian Ocean and Western-Central Pacific Ocean over this period. Through these assignments and other, Benoit has acquired a very good knowledge of various international instruments contributing to the implementation of improved governance of the fisheries sector, including RFMOs, fight against IUU fishing, policy development and trade arrangements. In addition to evaluations of SFPAs, his work on EU-related (Better Regulation) evaluations has included evaluations of certain specific CFP measures (technical measures regulation, entry-exit scheme, deep-sea access regulation).

Graeme MACFADYEN is a founding partner and director of Poseidon Aquatic Resource Management Limited. He studied in the UK obtaining a BA in Geography from Oxford University and a Masters in Fisheries Economics from Portsmouth University. He has 30 years of consultancy, industry and NGO experience, and has completed more than 150 assignments, many of them as Team Leader. His geographical expertise is global, and he has worked on projects related to all the major regions and ocean basins of the world, but with a strong focus on Africa. His technical experience lies primarily in: fisheries and aquaculture project design and evaluation; fisheries governance (policy, legislation, management, MCS, IUU fishing, SFPAs); and fisheries economics (economic policy, investment appraisal, value chain studies, marketing studies).

Bernard ADRIEN is a graduate in Fisheries Development from ENSA Rennes (FR) and has more than 35 years of experience in the field of fisheries, with almost all of it in Africa. He is tri-lingual speaking fluent English, French and Portuguese. As well as having worked as a technical assistant in Mozambique and Asia (Vietnam and the Philippines) for many years, he has completed numerous short-term assignments in Africa focusing on small-scale fisheries, locally-based processing, training on good practices and food security, ensuring coordination between donor agencies and their support for the fisheries sector. He has participated in a number of project mid-term reviews.

Annex 3: The evaluation methodology

The evaluation methodology entailed:

- structuring of the evaluation framework;
- defining the data collection strategy and preparing the data collection tools i.e. questionnaires;
- implementation of the evaluation workplan.

1- Structuring the evaluation framework

The intervention logic of PESCAO has been constructed based on a review and analysis of the PESCAO financing agreement, the background section of the ToR, and exchanges between the EUD to Nigeria and ECOWAS (hereafter EUD Nigeria), the EUD Senegal, DG INTPA, and the contractors during the kick-off meeting. The intervention logic presented reflects how PESCAO was expected to deliver changes during the programme's implementation period, at the time that PESCAO was designed.

The constructed intervention logic is shown in graphical format in Annex 4. The template used is the template suggested by the EU Better Regulation guidelines and its associated toolbox⁴⁰. The intervention logic shows in separate boxes:

- the needs and problems to be addressed by PESCAO
- the objectives of PESCAO
- the inputs provided by PESCAO
- the main activities foreseen in the PESCAO implementation plan
- the outputs of the activities
- the outcomes (the short- to medium-term and intermediate results of PESCAO)
- the impacts (the long-term expected effects of PESCAO)
- the underlying assumptions identified (those identified in the preparatory documents)
- the external factors and assumptions that may affect PESCAO's results (mainly other development programmes considered in PESCAO preparatory documents).

The review of the ToR for the PESCAO MTE and the intervention logic of the project, provided the basis for the identification of an evaluation question matrix (EQM) covering eight evaluation criteria.⁴¹ The EQM details for each evaluation criteria, the evaluation question(s), the rationale underpinning the evaluation questions, the judgment criteria used, the performance indicators foreseen to inform judgments, the tools foreseen to gather evidence, and the sources of information for evidence.

The proposed EQM identifies 11 evaluations questions to be answered by the MTE. Some of the evaluation questions proposed are questions listed in the ToR, and some evaluation questions are additional/alternative questions proposed to streamline, or to further detail, questions listed in the ToR (particularly for effectiveness and impact), or new questions proposed in the absence of specific questions listed in the ToR (on coherence and EU added-value). Exchanges with the EU during the inception phase led to the validation of the Evaluation Question Matrix shown in Annex 5 of this report.

⁴⁰ See Tool #46 Designing the Evaluation, p. 335 <https://ec.europa.eu/info/sites/default/files/better-regulation-toolbox.pdf>

⁴¹ Relevance, effectiveness, efficiency, impacts, sustainability, coherence, EU added-value and acceptability

2. Data collection tools

Two main tools were used to gather evidence to inform evaluation judgments: a review of available documentation, and implementation of a targeted consultation programme.

2.1 Review of the available documentation

The ToR listed several documents prepared within the framework of PESCAO, including documents produced for the preparation of the projects, and documents reflecting the nature and the results of the different activities implemented.

After the kick-off meeting, the EUD Nigeria, EUD Ghana, and EUD Senegal provided the documents listed in the ToR. Other documents / databases useful to inform the evaluation judgments were collected during the MTE. The list of documents consulted is shown in Annex 7.

2.2 Targeted consultation

Mapping of stakeholders

For the purpose of this evaluation, stakeholders were identified according to three categories. The rationale was that the data collection tools guiding exchanges between the stakeholders and the evaluation team needed to reflect the specific role and the level of involvement of the stakeholders in PESCAO. The three categories are:

- Stakeholders in charge of the implementation of PESCAO.
- Stakeholders that are the direct beneficiaries of the PESCAO intervention.
- Stakeholders having an interest in PESCAO as a result of the possible interactions between their own agendas/interests and PESCAO's activities and results.

A mapping of stakeholders was prepared during the inception phase of the evaluation and led to the identification of the following entities:

Stakeholders in charge of the implementation of PESCAO

EUD Nigeria
EUD Ghana
EUD Senegal
EFCA, Spain
GOPA (TA component 1), Nigeria
GOPA TA Germany
AGRER (TA component 2), Belgium
FAO-CECAF (component 3), Ghana
Agrocampus (component 3), France
University of Portsmouth (component 3), UK

Stakeholders being direct beneficiaries of the PESCAO intervention

ECOWAS
SRFC
FCWC
WANSFA Regional
WANSFA Nigeria
WANSFA Gambia
WANSFA Liberia

WANSafa Guinea
WANSafa Mali
WANSafa Burkina Faso
WANSafa Niger
WANSafa Togo
Mauritania*
Cabo Verde*
Senegal*
Gambia*
Guinea Bissau*
Guinea*
Sierra Leone*
Liberia*
Côte d'Ivoire*
Ghana*
Togo*
Benin*
Nigeria*
Mali*
Burkina Faso*
Niger*

Note: [*] For the purpose of this evaluation, government designates the central entity in charge of the fisheries and aquaculture sectors (i.e. Minister's cabinet or Secretariat General)

Stakeholders having an interest in PESCAO

DG MARE, Brussels
DG INTPA, Brussels
DG TRADE, Brussels
EUD Benin
EUD Burkina Faso
EUD Cabo Verde
EUD Côte d'Ivoire
EUD Gambia
EUD Guinea
EUD Guinea Bissau
EUD Liberia
EUD Mali
EUD Mauritania
EUD Niger
EUD Sierra Leone
EUD Togo
WAEMU, Burkina Faso
CFFA-CAPE, Brussels
African Development Bank, Cote d'Ivoire
EU-FIRST project management unit
FAO Chief Technical Officer
COMHAFAT

The three lists include a total of close to 60 entities identified by the evaluation team for targeted consultation.

Consultation strategy

Consultations were organised in-person as part of the mission schedules in the three countries visited by the evaluation team (Ghana, Nigeria and Senegal).

Other stakeholders were consulted remotely. The strategy consisted of:

- Sending an introductory email to which an introduction letter prepared by EUD was attached.
- Joining as an attachment a guide for discussion / questionnaire that detailed the information sought from the stakeholder contacted.
- Proposing to the stakeholder of the organisation a phone call or a video-conference⁴² to go through the points listed in the guide for discussion / questionnaire (preferred option), or an invitation to respond in writing (less preferred option).

The discussion guides / questionnaires were prepared in three linguistic versions (EN, FR, PT).

The appendixes to this Annex show the EN versions of the guide for discussion guide / questionnaire we used for each of the three categories of stakeholders.

C- Implementation of the evaluation workplan

As suggested by the terms of reference, the workplan was implemented in five phases:

- The **inception phase** which focused on the preparation of the evaluation methodology.
- The **desk phase** which concentrated i) on the review of the documentation available, ii) the launching of the targeted consultation and iii) the preparation of the field mission.
- The **field phase** with a mission by the evaluation team to Nigeria, Ghana and Senegal to meet PESCAO stakeholders present in these three countries.
- The **synthesis phase** which concentrated on the analysis of the information available and the triangulation of findings to inform the evaluation judgments.
- The **dissemination phase** during which evaluation findings were presented to the stakeholders.

The first four phases were implemented between the week 1 of 2022 (week starting 3 January 2022 and the week 15 of 2022 (week starting 11 April 2022). The timetable of the evaluation until submission of the draft final report is shown in the following figure below

⁴² For the stakeholders in charge of the implementation of PESCAO who were not physically present in the three countries visited, all consultations have been organised by videoconference.

PESCAO Mid-Term Evaluation –FINAL REPORT

	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13	W14	W15	W16
1. Inception and desk phase																
1.1 Design of the evaluation framework																
1.2 Collection and analysis of documentation																
1.3 Implementation of the targeted consultation																
1.4 Preparation of the field mission																
2. Field phase																
2.1 In-person meetings with stakeholders																
3 Synthesis phase																
3.1 Review of documentation																
3.2 Triangulation of findings																
3.3 Answering the evaluation questions																
3.4 Conclusions and recommendations																
Deliverables																
Meetings with the reference group																

Notes: Deliverables: IR Inception Report, PR Progress Report, DFR: Draft Final Report
 Meetings : KOM Kick-off meeting, IRM Meeting on the inception report, DFP: Debriefing Field Phase, DFRM: Meeting on the draft final report
 Blue bars: main phases / Green bars: subtasks under each main phase

Appendixes to Annex 3: questionnaires submitted to the different categories of stakeholders

Introductory letter (common for all questionnaires)

MID-TERM EVALUATION OF THE IMPROVED REGIONAL FISHERIES GOVERNANCE IN WEST AFRICA PROGRAMME (PESCAO)

Programme stakeholder consultation questionnaire

The PESCAO programme funded by the EU from the 11th EDF Regional funds, started in June 2017 and will end in June 2023. The budget of PESCAO is EUR 15.6 million. Its main beneficiaries are ECOWAS Member States and Mauritania.

The PESCAO programme has a general objective of improving the contribution of the fisheries sector to sustainable development, food security and poverty reduction in West Africa, and more specifically an objective of improving the regional fisheries governance framework through better coordination of national fisheries policies. The three main results targeted by PESCAO are:

- The development of a West African regional policy for the fisheries and aquaculture sectors, and improved coordination of stakeholders at the regional level
- Capacity building to combat IUU fishing through improved monitoring, control and surveillance at national and regional levels
- Improving the regional framework for the management of shared resources.

After almost 4 years of implementation, the European Union, represented by its Delegation in Nigeria, has mandated our team to carry out a mid-term evaluation of PESCAO (see attached letter). The main objective of this evaluation is to measure the results achieved by PESCAO at this stage, and to identify the factors that have contributed to its success or hindered its performance, in order to improve the performance of the project by the end of the project.

The views and experiences of the entities/organisations involved in PESCAO are essential to contribute to the quality of the evaluation. To this end, we would be grateful if you could provide responses to the questionnaire **by xx/xx/2022 if possible**.

Please note that the responses to the questionnaire will only be used by the evaluation team. Responses will not be shared with third parties without your prior consent.

Thank you in advance for your cooperation. We would be happy to answer any questions you may have about this evaluation.

XXX (xx@yy)
Evaluation team member

A- Questionnaire for the stakeholders in charge of the implementation of PESCAO

Respondent information

Name of organisation	
Respondent (name, position, contact details)	
Date de response	

Question 1: In your opinion, are the results achieved by PESCAO at this stage aligned with the results expected at the beginning of the project??

Answer:

Question 2 : What are the main achievements of PESCAO at this stage of its implementation?

Answer:

Question 3 : What are the main outcomes planned that have not yet been satisfactorily achieved?

Answer:

Question 4 : Can you identify any factors that have contributed to the successes of the project?

Answer:

- Factors internal to the project itself
- Factors external to the project itself

Question 5 : Can you identify factors that have hindered the success of the project ?

Answer:

- Factors internal to the project itself
- Factors external to the project itself

Question 6 : According to your assessment of the project situation, do you think that all the planned results will be achieved by the end of the project?

Answer:

Question 7 : If not, which results might not be achieved and why?

Answer:

Question 8 : In your opinion, does the PESCAO programme contribute to the improvement of the status of women in the fisheries sector? If yes, how?

Answer:

Question 9 : Do you have any specific recommendations to improve the performance of PESCAO before it finishes?

Answer:

Question 10 : Are there any other issues you would like to bring to the attention of the evaluation?

Answer:

Thank you for your cooperation

B- Questionnaire for stakeholders being direct beneficiaries of the PESCAO intervention

Respondent information

Name of organisation	
Respondent (name, position, contact details)	
Date de response	

Question 1: In your opinion, does the PESCAO programme meet your needs for regional cooperation in the fisheries and aquaculture sector? If Yes why, if No why not?

Answer:

Question 2: What are the main successes of PESCAO at this stage of its implementation?

Answer:

Question 3: What are the main results planned at this stage that it has not yet been possible to achieve satisfactorily?

Answer:

Question 4 : In your opinion, are the results achieved by PESCAO likely to contribute to the governance framework of the fisheries sector in your country, and why?

Answer:

- In terms of improvement and harmonisation of the national sectoral policy?
- In terms of improving national capacities to combat IUU fishing?
- In terms of improving the management framework for the exploitation of shared non-tuna stocks?

Question 5: More specifically, have the results obtained by PESCAO in terms of regional coordination contributed to triggering of reform processes or adaptations of the governance framework in your country, and if so, which ones?

Answer:

- Process of reform or adaptation of the national fisheries and aquaculture sectoral policy?
- Process of reform or adaptation of the national monitoring, control and surveillance system (action plan, legal framework, operating practices)?

- Processes of reform or adaptation in the management and conservation of shared non-target stocks (collection and exchange of scientific data between countries, harmonisation/implementation of management measures)

Question 6: In your opinion, does the PESCAO programme contribute to the improvement of the status of women in the fisheries sector? If yes, how?

Answer:

Question 7: What are your main expectations from PESCAO until it finishes?

Answer:

Question 8: Do you have any specific recommendations to improve PESCAO's performance until it finishes?

Answer:

Question 9: Are there any other issues that you would like to bring to the attention of the evaluation?

Answer:

Thank you for your cooperation

C- Questionnaire for stakeholders having an interest in PESCAO

Respondent information

Name of organisation	
Respondent (name, position, contact details)	
Date de response	

Question 1: Does the PESCAO programme have, or is it likely to create, synergies and complementarities with the objectives pursued by your interventions to strengthen the governance framework of the fisheries and aquaculture sector in West Africa? If so, which ones?

Answer:

(if possible detail the synergies and complementarities separately)

Question 2: Conversely, have you identified aspects of the PESCAO programme that would hinder or diminish the effectiveness of your interventions to strengthen the governance framework of the fisheries and aquaculture sector in West Africa? If so, which ones?

Answer:

Question 3: Have you identified any redundancies between your interventions and those planned or implemented by PESCAO, if yes, which ones and how do you plan to resolve them?

Answer:

Question 4: Do you have any specific recommendations to propose that would improve the coherence between your interventions and those implemented by PESCAO by the time it finishes?

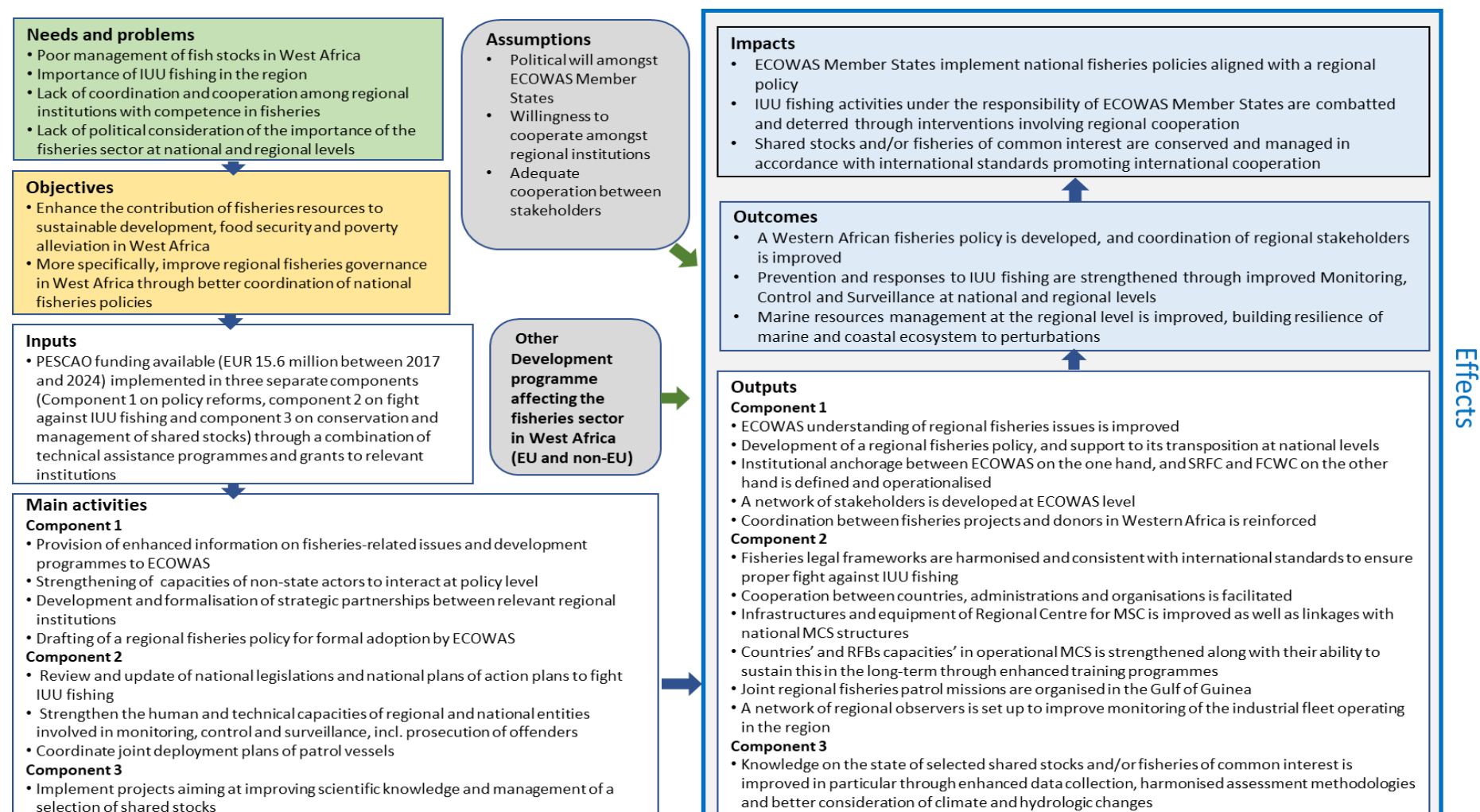
Answer:

Question 5: Are there any other relevant issues that you would like to bring to the attention of the evaluation?

Answer:

Thank you for your cooperation

Annex 4: The reconstructed intervention logic of PESCAO and its theory of change



Source: own elaboration

The PESCAO theory of change

The theory of change depicts the chain of events that are expected to lead to the intended changes. It thus includes the causal mechanisms to show why each intervention component is expected to result in the intended outcomes and impacts. The graphical presentation of the intervention logic shown above maps the causal links leading to the expected changes. In this section, we provide the narrative of the theory of change for the expected effects of the PESCAO (outputs / outcomes / impacts).

From Outputs to Outcomes

Component 1

PESCAO activities aims to strengthen the capacities of the ECOWAS Commission in understanding the issues faced by the fisheries and aquaculture sectors in its Member States and at regional level within the broader context of ECOWAS policies. Activities contributing to this outcome included:

- provision of relevant information to the Commission (briefing notes, main ongoing development programmes)
- the establishment of institutional relationships between ECOWAS and the specialised sub-regional fisheries organisations, the Sub-Regional Fisheries Commission (SRFC) and the Fisheries Committee for the West Central Gulf of Guinea (FCWC) and
- the development of a network of stakeholders of non-state actors to secure their participation in the ECOWAS consultation processes.

The strengthening of the ECOWAS Commission's capacities and the establishment of mechanisms allowing it to benefit from contributions from specialised organisations and non-state actors is expected to create enabling conditions for coordination and exchanges favouring progress towards the formulation of a regional policy integrating the views and concerns of all stakeholders.

These outputs of PESCAO are expected to contribute to the achievement of the main outcome foreseen from component 1 of the programme: a regional fisheries and aquaculture strategy for the medium-term, officially endorsed by ECOWAS, and progressively implemented by its Member States after transposition of its main components into their national fisheries and aquaculture policies.

The main assumptions identified in the PESCAO Financing Agreement to achieve this outcome were political willingness among ECOWAS Member States to engage in the identification of a regional fisheries and aquaculture policy, and willingness of regional institutions to cooperate.

Component 2

The activities foreseen under this component aim to improve the capacities of ECOWAS Member States to fight IUU fishing at national and regional levels. The main outcomes foreseen are:

- the modernisation and harmonisation of ECOWAS Member States' regulatory frameworks to better combat IUU fishing (by improving the legal definitions of authorised/prohibited activities, the powers of inspectors, and sanction regimes).
- development of cooperation agreements between ECOWAS Member States through the relevant regional fisheries bodies.

- definition of regional and national strategies to combat IUU fishing (e.g. regional and national plans of action).
- organisation and implementation of joint deployment operations of patrol resources to detect occurrences of IUU fishing.
- strengthening of the human and technical capacities of national and regional entities in charge of monitoring, control and surveillance (MCS) (training, equipment, operational deployment of joint activities), including training of prosecutors.

The outputs of these activities are expected to contribute to the achievement of the main outcome of component 2 of PESCAO: the strengthening of the technical, human and legal capacities of ECOWAS Member States to prevent and combat IUU fishing, while at the same time creating the conditions for enhanced regional cooperation that increase the effectiveness and efficiency of Member States' actions (sharing of information, mutualisation of resources, follow-up of infringements).

The main assumptions identified in the PESCAO Financing Agreement to achieve this outcome were political willingness among ECOWAS Member States to cooperate, willingness of regional institutions, and cooperation and collaboration among Member States and regional institutions.

Component 3

Activities implemented under component three are the activities foreseen by the three transnational projects selected during the early stages of PESCAO through a call for proposals. The three selected projects focus on:

- improvements in fisheries management advice, and knowledge exchange between regional fisheries partners and organisations (implemented by FAO-CECAF).
- provision of scientific advice on selected shared demersal stocks, and promotion of an eco-system approach to the management of these fisheries (implemented by Agrocampus).
- enhanced knowledge and management of transnational (migrant) artisanal small pelagic fisheries, and increased value added from these fisheries (implemented by the University of Portsmouth).

The activities implemented under these three projects are multiple. The main outcomes expected are i) collection and sharing of harmonised scientific data on the stocks covered by the projects, ii) organisation of international working groups to analyse scientific information available, iii) production of scientific literature (reports, articles in scientific journals) to support management decisions (i.e. management plans, conservation and management measures, and protection of marine ecosystems from the impacts of fishing activities), and iv) strengthened scientific capacities in ECOWAS Member States.

The outputs of these activities are expected to contribute to the achievement of the main outcome of component 3 of PESCAO: improved management of marine resources at the regional level, and enhanced resilience of marine and coastal ecosystems to perturbations.

The main assumptions identified in the PESCAO Financing Agreement to achieve this outcome were cooperation and collaboration amongst concerned stakeholders, and adequate involvement of national competent authorities.

From Outcomes to Impacts

Component 1

Building on the outcomes of component 1, the main expected impact is the affirmation of a leading role for ECOWAS in the development of a regional policy roadmap for the development of the fisheries and aquaculture sectors, and the implementation of the relevant elements of this roadmap into the sectoral policies of Member States. Regional coordination of fisheries and aquaculture policies will help to achieve common objectives in terms of the contribution of the sectors to the national economies, food security and poverty reduction. Clear regional and national roadmaps will also provide donors with the necessary information to improve the relevance and effectiveness of their support.

Component 2

Building on the outcomes of component 2, ECOWAS Member States, with strengthened capacities and established cooperation mechanisms, will be able to deploy the necessary actions to prevent deter and eliminate IUU fishing. The regional cooperation schemes will support significant improvements in the effectiveness and efficiency of MCS activities, while ensuring that there are no safe pockets for IUU operators in the waters under the jurisdiction of ECOWAS Member States.

Component 3

The outcomes of component 3 will foster the implementation of a regional cooperation framework for the conservation and management of shared stocks and/or fisheries of common interests in accordance with international standards, with positive impacts on the sustainability of exploitation and protection of marine ecosystems in the waters of ECOWAS Member States.

Annex 5: The Evaluation Question Matrix

Relevance

Criteria		EQ1		
Relevance		Does PESCAO continue to be relevant to improve regional fisheries governance in Western Africa through better coordination of national fisheries policies?		
Rationale		The EU intervention through PESCAO was underpinned by a need to strengthen cooperation between ECOWAS Member States to address regional needs and problems in relation to management of fish stocks, fight against IUU fishing and improvements of the contribution of the fisheries sector to sustainable development, food security and poverty alleviation. In answering this question, we will therefore investigate if the needs identified are still the same after 4 years of implementation, and if the option of reinforcing regional cooperation remains appropriate to address them. The evaluation question will also seek to identify the extent to which design of the intervention is still relevant to address those needs.		
Judgment criteria		Indicators	Tools	Sources
JC 1.1	Strengthening regional cooperation is still appropriate to address the needs of ECOWAS+ Member States to enhance the fisheries governance framework at regional and national levels.	<ul style="list-style-type: none"> • Comparison between needs identified in the PESCAO financing agreement and current common needs of the fisheries sector in West Africa • Stakeholders' views confirm that regional integration of fisheries policies remains relevant to address current common needs and problems 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO financing agreement • Review of existing documentation on the current state of play of the fisheries sector in West Africa • ECOWAS and ECOWAS+ Member States relevant policy documents • Feedback from targeted consultation of stakeholders
JC 1.2	The design of the intervention is still appropriate to address current common needs	Expert judgment based on the analysis of PESCAO implementation modalities / delivery system	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO financing agreement • PESCAO implementation reports • Minutes of the PESCAO Steering Committee • Feedback from targeted consultation of stakeholders

Effectiveness

Criteria		EQ2		
Effectiveness		To what extent has the EU intervention through PESCAO been effective in supporting the development and the implementation by ECOWAS Member States of a Western Africa fisheries and aquaculture policy?		
Rationale		<p>The development of a Western Africa fisheries and aquaculture policy, and support to its transposition at national levels, are one of the main results expected from the implementation of PESCAO. Stakeholders' involvement in the design of regional fisheries and aquaculture policy was expected to be secured, particularly from the establishment of institutional anchorages between ECOWAS and Regional Fisheries Bodies (SRFC and FCWC), and from participation of non-State actors organised at a regional level.</p> <p>The answer to this question will seek to assess progress achieved so far, and to identify factors that influenced achievements observed.</p>		
Judgment criteria		Indicators	Tools	Sources
JC 2.1	A regional fisheries and aquaculture policy has been adopted by ECOWAS, or is in the process of being adopted	<ul style="list-style-type: none"> • State of development of the regional fisheries and aquaculture policy 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Consultation of ECOWAS Commission and EUD
JC 2.3	Linkages between ECOWAS and Regional Fisheries bodies are established	<ul style="list-style-type: none"> • MoU or similar written arrangements between ECOWAS and regional fisheries organisations signed 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation of ECOWAS Commission and SRFC/ FCWC representatives
JC 2.3	The Regional Fisheries bodies (SRFC and FCWC) contributed to the design of the regional fisheries and aquaculture policy	<ul style="list-style-type: none"> • SRFC / FCWC attendance to key meetings • Relevant position papers submitted by SRFC/ FCWC to ECOWAS 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • Records of relevant meetings • Feedback from targeted consultation of ECOWAS Commission and SRFC/ FCWC representatives
JC 2.4	A regional platform of non-State actors was set up, or is in the process to be, and its representatives contributed to the design of the regional fisheries and aquaculture policy	<ul style="list-style-type: none"> • Existence of a representative regional platform of non-state actors • Relevant position papers submitted by the regional platform, or its affiliated national platforms, to ECOWAS 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • Structure and membership of a regional platform • Records of relevant meetings • Feedback from targeted consultation of ECOWAS Commission and representatives of the platform.

Criteria		EQ3			
Effectiveness		To what extent has the EU intervention through PESCAO been effective in building capacities of ECOWAS Member States to combat IUU fishing?			
Rationale		Strengthening of monitoring, control and surveillance at regional and national levels is one of the main results expected from the implementation of PESCAO. To achieve this, programme activities included in particular the promotion of cooperation agreements between ECOWAS Member States, training initiatives, upgrading of regional fisheries monitoring centres and implementation of joint deployment of patrol resources. The answer to this question will seek to assess progress achieved so far, and to identify factors that influenced achievements observed.			
Judgment criteria		Indicators	Tools	Sources	
JC 3.1	ECOWAS Member States strengthened their legal framework to effectively fight IUU fishing	<ul style="list-style-type: none"> • Number of Regional and National Plans of Actions against IUU fishing adopted/ reviewed • Number of ECOWAS Member States having ratified the FAO PSMA • Number of ECOWAS Member States having, or considering, updating their legal frameworks 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • FAO PSMA website • FAO registry of NPOA • FAO or sub-regional registry of fisheries legislations • Feedback from targeted consultation, particularly EFCA, ECOWAS Member States and SRFC / FCWC 	
JC 3.2	Capacities of MCS staff and prosecutors improved through training	<ul style="list-style-type: none"> • Number of training sessions organised at national and regional levels • Number of people trained (gender disaggregated) 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation of EFCA • Feedback from targeted consultation, particularly EFCA, ECOWAS Member States and SRFC / FCWC 	
JC 3.3	Joint deployment operations of patrol vessels were implemented	<ul style="list-style-type: none"> • Number of joint deployment operations implemented 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation, particularly EFCA, ECOWAS Member States and SRFC / FCWC. 	

Criteria		EQ4			
Effectiveness		To what extent has the EU intervention through PESCAO been effective in improving management of shared stocks or fisheries of common interest?			
Rationale		One of the main results expected from the implementation of PESCAO is the improvement of marine resources management at the regional level, building resilience of marine and coastal ecosystems to perturbations. Following a call for proposals, PESCAO selected three projects assessed as relevant to achieve this result. The answer to this question will seek to assess progress achieved so far, and to identify factors that influenced achievements observed.			
Judgment criteria		Indicators	Tools	Sources	
JC 4.1	The selected projects contributed, or are likely to contribute, to improving management of shared stocks.	<ul style="list-style-type: none"> • Number of fisheries management plans prepared 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation, particularly the three project holders and ECOWAS Member States 	
JC 4.2	The selected projects contributed, or are likely to contribute, to improved resilience of marine and coastal ecosystem to perturbations.	<ul style="list-style-type: none"> • Research initiatives implemented under the three projects to address ecosystem protection 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation, particularly the three project holders and ECOWAS Member States 	
JC 4.3	The selected projects contributed, or are likely to contribute, to enhancing the capacities of ECOWAS Member States to implement activities in support of management of shared stocks	<ul style="list-style-type: none"> • Number of scientists and fisheries managers involved in the three selected projects • Number of protocols established for sharing information in support of fisheries management 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation, particularly the three project holders and ECOWAS Member States 	

Efficiency

Criteria		EQ5		
Efficiency		Is the process of achieving results efficient considering the actual or expected results (outputs and outcomes) and the costs incurred, and were the resources effectively utilised?		
Rationale				
Judgment criteria		Indicators	Tools	Sources
JC 5.1	Project implementation is satisfactory in terms of: <ul style="list-style-type: none"> • Disbursement processes and timeliness • Procurement, financial safeguards, and adherence to financial management guidance/guidelines • Provision of contributions by governments and regional organisations (financial and/or in-kind) as planned 	<ul style="list-style-type: none"> • Disbursement schedule/profile against planned disbursements by year • EU financial management rules followed • Governments and regional partners in PESCAO have provided financial and/or in-kind contributions as envisaged 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • Financial records and audit reports • Consultations
JC 5.2	The programme has provided value for money	Expert opinion vis-à-vis unit costs of staffing and activities, component-related expenditure, and resulting programme outputs and results by component/implementing partners	Documentary analysis	<ul style="list-style-type: none"> • Financial records, PESCAO outputs and results

Impact

Criteria		EQ6		
Impacts		What are the early signs of the project effects (positive or negative and intended or unintended) on the regional framework conditions and structures for enhancing the regional governance and have the programme stakeholders accepted the ownership of the results?		
Rationale		PESCAO identified the ECOWAS to lead reforms of the governance framework of the fisheries and aquaculture sectors of its Member States. The adoption at ECOWAS level of a regional policy, its operationalisation through relevant regional fisheries organisations as appropriate, and its integration in the national policies by ECOWAS Member States can be seen as early signs of impacts of PESCAO. Since adherence of stakeholders to the regional policy is probably key for its success, this evaluation question will also seek to analyse if the participatory process promoted by PESCAO was found appropriate by the stakeholders concerned.		
Judgment criteria		Indicators	Tools	Sources
JC 6.1	ECOWAS Member States have integrated elements of the CSF-SFAD into their national policies, or are considering doing so in a foreseeable future	<ul style="list-style-type: none"> • Number of ECOWAS Member States having amended, or considering amending, their national policies to include elements of the regional policy 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • Feedback from targeted consultation of ECOWAS Commission and ECOWAS Member States • National policies amended since finalisation of the ECOWAS policy
JC 6.2	ECOWAS Member States concluded and implemented administrative arrangements for cooperation in the field of monitoring, control and surveillance	<ul style="list-style-type: none"> • Number of MoU or similar arrangements concluded between ECOWAS Member States • List of regional actions effectively implemented within the framework of the MoU of similar arrangements 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Feedback from targeted consultation of ECOWAS Commission and SRFC/FCWC representatives
JC 6.3	Stakeholders are satisfied that their views and opinions were reflected in the consultation process	<ul style="list-style-type: none"> • Level of satisfaction of key stakeholders on the consultation process and the extent to which their opinions were reflected 	Targeted consultations	<ul style="list-style-type: none"> • Feedback from targeted consultation, particularly ECOWAS Member States, SRFC/FCWC representatives and non-state actors

Criteria		EQ7		
Impacts		How has PESCAO contributed to enhancing the contribution of fisheries resources to sustainable development, food security and poverty alleviation in West Africa?		
Rationale		The general objective of PESCAO is to enhance the contribution of fisheries resources to sustainable development, food security and poverty alleviation in West Africa. The answer to this evaluation will seek to identify changes that occurred since the start of PESCAO for a selection of key indicators (stock status, incidence of IUU fishing, fish consumption), and will endeavour to establish the contribution of PESCAO to the observed changes, taking consideration of the multiple internal and external factors that may also influence the contribution of fisheries resources to sustainable development.		
Judgment criteria		Indicators	Tools	Sources
JC 7.1	Biological status of key shared stocks improved over time	<ul style="list-style-type: none"> • Stock status indicators (fishing mortality, biomass) 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • Reports of the relevant CECAF scientific working groups
JC 7.2	Incidence of IUU fishing decreased over time	<ul style="list-style-type: none"> • Evolution of the number and seriousness of infringements detected during within the framework of joint deployment plans and outside. 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> • PESCAO implementation reports • Records of infringements detected by ECOWAS Member States • Feedback from targeted consultation, particularly EFCA, ECOWAS Member States and SRFC / FCWC
JC 7.2	Fish consumption in ECOWAS Member States stabilised	<ul style="list-style-type: none"> • Evolution of fish consumption indicators over time 	Documentary analysis	<ul style="list-style-type: none"> • FAO data on fish consumption (or alternative source to be identified)

Sustainability

Criteria		EQ8			
Sustainability		Is the PESCAO option of supporting the role of ECOWAS in guiding and formulating regional policies likely to contribute to strengthening the governance framework of the fisheries and aquaculture sectors in its Member States in the longer term?			
Rationale		The assessment of sustainability requires an identification of the extent to which the nets benefits of the intervention continue, or are likely to continue. The leading role of ECOWAS in the identification and the implementation of a regional policy over time will depend to some extent on the relevant powers granted to the organisation by its Member States, the budgetary resources available to implement cooperation activities, and on the extent to which outputs and outcomes of PESCAO confirmed that ECOWAS may have the necessary influence on its Member States.			
Judgment criteria		Indicators	Tools	Sources	
JC 8.1	ECOWAS has a mandate and the relevant tools to drive and implement policy changes in relation to management of fisheries and aquaculture by its Member States?	<ul style="list-style-type: none"> •None: expert judgment based on review of ECOWAS status, feedback from targeted consultation and lessons from the assessment of effectiveness and impacts 	Documentary analysis Targeted consultations	<ul style="list-style-type: none"> •ECOWAS statutory documents •Feedback from targeted consultation, particularly ECOWAS Commission and ECOWAS Member States •Lessons drawn from the assessment of effectiveness and impacts of PESCAO 	
JC 8.2	ECOWAS and/or ECOWAS Member States have made, or are considering, the necessary budgetary provisions to implement regional cooperation after the end of PESCAO, including for Monitoring Control and Surveillance	<ul style="list-style-type: none"> •Number of budgetary frameworks of the ECOWAS Member States updated to reflect regional needs for cooperation 	Targeted consultations	<ul style="list-style-type: none"> •Feedback from targeted consultation, particularly ECOWAS Commission and ECOWAS Member States 	
JC 8.3	ECOWAS has adequate provisions and organisation to include participation of non-state actors in the regional policy process	<ul style="list-style-type: none"> •None: expert judgment based on review of ECOWAS status, feedback from targeted consultation and lessons from the assessment of effectiveness and impacts 	Documentary analysis	<ul style="list-style-type: none"> •ECOWAS statutory documents •Feedback from targeted consultation, particularly ECOWAS Commission and ECOWAS Member States and WANSFA •Lessons drawn from the assessment of effectiveness and impacts of PESCAO 	
J.C. 8.4	The outputs and the outcomes of the activities confirmed a leading role of ECOWAS in policy formulation	<ul style="list-style-type: none"> •ECOWAS Member States acknowledge the relevance of a regional approach, and a leading 	Targeted consultations	<ul style="list-style-type: none"> •Feedback from targeted consultation, particularly ECOWAS Commission and 	

		role for ECOWAS in implementing this regional approach.		ECOWAS Member States and WANSFA
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Coherence

Criteria		EQ9		
Coherence		To what extent is the EU intervention through PESCAO coherent with other EU interventions and policies in West Africa? (internal coherence), to what extent is the EU intervention through PESCAO coherent with interventions implemented by other Donors in West Africa? (external coherence)		
Rationale		<p>EU external interventions in West Africa consider a large number of initiatives having an impact on the fisheries and aquaculture sectors. Other relevant EU interventions include <i>inter alia</i> other development programme at bilateral and regional levels, policy initiatives in the field of fisheries and maritime affairs (SFPAs, RFMOs, maritime security, blue economy), trade and environment.</p> <p>Other international Donors such as the World Bank, the United Nations Organisation and Africa Development Bank implement development projects that may have an impact on the fisheries and aquaculture sectors in West Africa.</p> <p>This question will seek to identify if there are potential overlaps or contradictions between PESCAO and other EU and non-EU interventions, and if there are complementarities and synergies between PESCAO and these interventions</p>		
Judgment criteria		Indicators	Tools	Sources
JC 9.1	There is no contradiction / overlapping and there are complementarities and synergies between PESCAO and other EU interventions in West Africa	<ul style="list-style-type: none"> Views of stakeholders on the coherence between PESCAO and other EU interventions at national and regional levels 	<p>Documentary analysis</p> <p>Targeted consultations</p>	<ul style="list-style-type: none"> Review of the main EU interventions in the fisheries and aquaculture sectors in West Africa (DG INTPA, DG MARE, DG TRADE) Feedback from targeted consultation, particularly relevant EU Commission services, ECOWAS Commission and ECOWAS Member States
JC 9.2	There is no contradiction / overlapping and there are complementarities and synergies between PESCAO and	<ul style="list-style-type: none"> Views of stakeholders on the coherence between PESCAO and other EU interventions at national and regional levels 	<p>Documentary analysis</p> <p>Targeted consultations</p>	<ul style="list-style-type: none"> Review of the outcomes of PESCAO in relation to coordination of Donors intervention (component 1)

	interventions implemented by other Donors in West Africa			<ul style="list-style-type: none"> • Feedback from targeted consultation, particularly relevant international Donors, ECOWAS Commission and ECOWAS Member States
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EU added value

Criteria		EQ10		
EU added value		To what extent does the EU intervention through PESCAO bring additional benefits to what would have resulted from interventions supported by individual EU MS?		
Rationale		In areas in which the EU does not have exclusive competence such as cooperation for development, the principle of subsidiarity seeks to safeguard the ability of the Member States to take decisions and action and authorises intervention by the EU when the objectives of an action cannot be sufficiently achieved by the Member States, but can be better achieved at Union level, 'by reason of the scale and effects of the proposed action'. The answer to this question will seek to establish the extent to which EU Member States could have implemented cooperation project(s) likely to result in comparable expected achievements, taking also in consideration the added value of the EU involvement in the delivery mechanisms of PESCAO.		
Judgment criteria		Indicators	Tools	Sources
JC 10.1	Objectives of PESCAO could not be achieved solely by actions from EU Member States	Expert judgment based on analysis of PESCAO objectives and outcomes, and delivery mechanisms	Documentary analysis Targeted consultations	

Acceptability

Criteria		EQ11		
Acceptability		How have the stakeholder perceptions (positive/negative) evolve during the implementation of the PESCAO programme?		
Rationale		This question will seek to analyse the extent to which changes may be observed in the perception of PESCAO (positive or negative) by the targeted stakeholders.		
Judgment criteria		Indicators	Tools	Sources
11.1	Stakeholders are satisfied with the way PESCAO is implemented and with the results achieved so far	<ul style="list-style-type: none"> • Views of stakeholders on the implementation modalities of PESCAO and the results obtained 	Targeted consultations	<ul style="list-style-type: none"> • Feedback from targeted consultation

Annex 6: Geographic map of ECOWAS Member States and Mauritania



Source: EUROSTAT for ECOWAS Member States – own addition for Mauritania
 (https://ec.europa.eu/eurostat/statistics-explained/index.php?title=File:Ecowas_with_gambia.png&oldid=72422#filelinks)

Annex 7: List of documents shared with the evaluation team by the EUD and reviewed during the MTE

European Union – West Africa Regional Indicative Programme 2014-2020
Financing Agreement between the EU and ECOWAS (June 2017)

Minutes of the 1st Regional Steering Committee (December 2018)
Minutes of the 2nd Regional Steering Committee (June 2020)
Minutes of the 3rd Regional Steering Committee (April 2021)

PESCAO Newsletter #1 Jan 2019
PESCAO Newsletter #2 June 2019
PESCAO Newsletter #3 July 2019
PESCAO Newsletter #4 July 2019
PESCAO Newsletter #5 May 2020
PESCAO Newsletter #6 Sept 2020
PESCAO Newsletter #7 March 2021
PESCAO Newsletter #8 Aug. 2021
PESCAO Newsletter #9 Oct 2021
PESCAO Newsletter #10 Feb 2022

Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture
Development CSF-SFAD EN (Oct. 2019)
Cadre Stratégique Détaillé pour le Développement d'une Pêche et d'une Aquaculture
Durable en Afrique de l'Ouest FR (Oct. 2019)
A GUIDE FOR THE IMPLEMENTATION OF THE COMPREHENSIVE STRATEGIC
FRAMEWORK FOR SUSTAINABLE FISHERIES AND AQUACULTURE DEVELOPMENT IN
WEST AFRICA (EN Feb. 2020)
Report on the regional validation workshop of the CSFS FAD (Lomé, Oct. 2019)
Minutes of the Ministerial meeting for the validation of the CSF SFAD (virtual Nov. 2020)
Mapping of ECOWAS policies and strategies to improve cross-border trade and alignment of
the CSF-SFAD (Feb. 2021)
Regional workshop for the popularisation and dissemination of the CSF-SFAD June 2021
Aide memoire_ECOWAS-BAD mission Nov 2-5th 2021

ECOWAS Policy Brief #1 The central role of women in small-scale fisheries in West Africa
(May 2019)
ECOWAS Policy Brief #3 Strengthening the contribution of fish to food and nutrition security
through improved post-harvest systems (July 2019)
ECOWAS Policy Brief #4 Challenges to comply with SPS regulation in West Africa (May.
2020)
ECOWAS Policy Brief #5 Note on blue economy and the African initiatives (May 2020)
ECOWAS Policy Brief #6 Tenure and user right-based small-scale fisheries management in
West Africa (Aug. 2020)
ECOWAS Policy Brief #7 Fisheries subsidies reforms in West Africa (May 2021)
ECOWAS Policy Brief #8 Small scale fisheries and value chain in the Gambia (Oct 2021)
ECOWAS Policy Brief #9 Covid 19 impacts in the fisheries and aquaculture in West Africa
(Oct 2021)
ECOWAS Policy Brief 001/2021 Strengthening climate resilience in food systems in West
Africa Oct 2021

TA to ECOWAS (Gopa) Workplan Y1 2018-2019
TA to ECOWAS (Gopa) Workplan Y2 2019-2020

TA to ECOWAS (Gopa) Workplan Y3 2020-2021
 TA to ECOWAS (Gopa) Workplan Y4 2021-2022
 TA to ECOWAS (Gopa) – Progress report 17/09/2018-31/03/2019 (EN)
 TA to ECOWAS (Gopa) – Progress report 01/04/2019-30/09/2019 (EN)
 TA to ECOWAS (Gopa) – Progress report 01/10/2019-31/03/2020 (EN)
 TA to ECOWAS (Gopa) – Progress report 01/04/2020-30/09/2020 (EN)
 TA to ECOWAS (Gopa) – Progress report 1/10/2020-31/03/2021 (EN)
 TA to ECOWAS (Gopa) – Progress report 1/10/2020-31/03/2021 (FR)
 TA to ECOWAS (Gopa) – Progress report 1/10/2020-31/03/2021 (EN)
 TA to ECOWAS (Gopa) – Addendum to the Progress report 1/10/2020-31/03/2021 (EN)
 TA to ECOWAS (Gopa) – Progress report 1/04/2021-30/09/2021 (EN)
 TA to ECOWAS (Gopa) – Note on achievements so far (Sept. 2019)
 TA to ECOWAS (Gopa) Report on the regional validation workshop of the CSF-SFAD (oct. 2019 Lomé, Togo) EN and FR
 TA to ECOWAS (Gopa) Minutes of the meeting of Ministers for the validation of the CFS-SFAD (videoconf Nov 2020).
 TA to ECOWAS (Gopa) Rapport de mission au Togo (Dec. 2020)
 TA to ECOWAS (Gopa) Mapping fisheries and aquaculture sectors (2021)
 TA to ECOWAS (Gopa) Mapping of fisheries programmes (Oct. 2020)
 TA to ECOWAS (Gopa) Case study on COVID impacts (Sept 2021)
 TA to ECOWAS (Gopa) Travel report to Ghana (launch of RMCS) Mai 2021
 TA to ECOWAS (Gopa) Document manager tutorial for PESCAO e-library (2021)
 TA to ECOWAS (Gopa) E-libray <https://ecowap.ecowas.int/pescao-library>
 TA to ECOWAS (Gopa) – Brief on fishing agreements in West Africa
 TA to ECOWAS (Gopa) – Minutes of the PESCAO Comp. 1 technical committee (Dec. 2019)

FAO-CECAF – Report on the kick-off meeting (Ghana, Avril 2019)
 FAO-CECAF – Interim narrative report 13/12/2018-12/01/2020
 FAO-CECAF – Interim narrative report up to 31/12/2020
 FAO-CECAF –Presentation overview (July 2021)
 FAO-CECAF – Progress of the Working group CECAF 2021 update
 FAO CECAF logical framework

DEMERSTEM (Agrocampus) – Rapport narratif 01/03/2019-29/02/2020
 DEMERSTEM (Agrocampus) – Rapport narratif intermédiaire 01/03/2020-29/02/2021
 DEMERSTEM (Agrocampus) – Cadre logique

GREPPAO (Univ. Portsmouth) – cadre logique (Jan 2016)
 GREPPAO (Univ. Portsmouth) – Présentation (mars 2019)
 GREPPAO (Univ. Portsmouth) – 2 pagers Year 1
 GREPPAO (Univ. Portsmouth) – Rapport narratif année 1 01/01/2019-31/12/2019
 GREPPAO (Univ. Portsmouth) – Rapport narratif année 2 18/01/2020-17/01/2021
 GREPPAO (Univ. Portsmouth) – Rapport narratif année 3 18/01/2021-17/01/2022
 GREPPAO – Article on contribution of sedentary small pelagic fisheries in Guinea (Dec. 2021)
 GREPPAO – Current State of nutrition in West Africa and projection to 2030 (published 2022)

EFCA – Premier rapport intermédiaire année 2018
 EFCA – Deuxième rapport intermédiaire année 2019
 EFCA – Troisième rapport intermédiaire année 2020
 EFCA – Quatrième rapport intermédiaire année 2021
 EFCA Project work plan 2019

EFCA Overview of EFCA operational activities in the framework of PESCAO (Oct. 2019 – PPT)

EFCA Report on the workshop on risk management (nov. 2018)

EFCA mission report (November 2020)

EFCA Inspection training in Nigeria (oct 2019)

EFCA Methodology of inspection (oct 2019)

Evaluation ROM report – Contribution de l'AIECP à PESCAO (Feb. 2021)

FCWC Year 1 interim report June 2019

FCWC Year 2 interim narrative and financial report July 2020

FCWC Year 3 interim narrative and financial report October 2021

TA to FCWC 1st 6-monthly progress report Apr. 2018-Oct 2018

TA to FCWC 2nd 6-monthly progress report Nov. 2018-April 2019

TA to FCWC 3rd 6-monthly progress report May 2019-October 2019

TA to FCWC 4th 6-monthly progress report Nov 2019-Apr. 2020

TA to FCWC 5th 6-monthly progress report May 2020-Oct. 2020

TA to FCWC 6th 6-monthly progress report Nov. 2020-April 2021

TA to FCWC Final report, Oct. 2021

FCWC achievements and activities 2019

FCWC Update on PESCAO activities (April 2021 – PPT)

FCWC – Revised Regional Plan of Action against IUU fishing 2019-2023 (May 2018)

FCWC Développement du Plan Régional de Gestion des Pêcheries pour la sous-région couverte par le FCWC CPCO (Rapport technique développement plan de gestion régional Mai 2018)

FCWC Letter of Appreciation to ECOWAS March 2020

CSRP Rapport atelier lancement du projet PESCAO (juin 2018 Dakar)

CSRP Rapport technique année 1 (Juillet 2019)

CSRP Rapport technique année 2 (Juillet 2020)

CSRP Rapport technique année 3 (Juillet 2021)

ROM Report contribution CSRP (Avril 2020)

CSRP Rapport atelier renforcement des capacités des inspecteurs (Mars 2019 Conakry)

FIRST ECOWAS Green deal deep dive (agenda, 2 March 2021)

FIRST ECOWAS EU Green Deal (March 2021)

FIRST ECOWAS First annual progress report 2018 (Jan 2019)

FIRST Evaluation report (FAO 2020)

FIRST Rapport diagnostic sur l'efficacité des politiques et stratégies nationales des pêches et de l'aquaculture pour améliorer les décisions en matière d'allocation des ressources (Oct. 2019)

FIRST Rapport de démarrage (Jan 2017)

FIRST Rapports modernisation et établissement partenariats public privés PPP (sep 2021)

FIRST Policy brief 5 Fish for nutrition in West Africa (Nov 2019)

FIRST Annual progress report (Jan 2018)

Formulation mission – Ocean governance sustainable blue economy (PESCAO successor)

Rapport de mission au Togo WANSFAFA (Dec. 2020)

High level mission to Accra and Dakar SWAIMS and PESCAO (Feb 2020)

Travel report to Guinea Bissau and Togo Nov. 2020

Annex 8: List of stakeholders consulted

Note for status of consultation:

- **Completed** means that the stakeholder was consulted (through an in-person meeting, videoconference or questionnaire which was returned)
- **Not provided** means that the stakeholder was contacted, with a reminder sent during the completion of the MTE, but no response was provided.

The stakeholders in charge of the implementation of PESCAO

Entity	Type	Status of consultation
EUD Nigeria	International organisation	Completed
EUD Ghana	International organisation	Completed
EUD Senegal	International organisation	Completed
EFCA, Spain	International organisation	Completed
GOPA (TA component 1), Nigeria	Private company	Completed
GOPA TA Germany	Private company	Completed
AGRER (TA component 2), Belgium	Private company	Not provided
FAO-CECAF (component 3), Ghana	International organisation	Completed
Agrocampus (component 3), France	Academic	Completed
University of Portsmouth (component 3), UK	Academic	Completed

The stakeholders being direct beneficiaries of the PESCAO intervention

Entity	Type	Status of consultation
ECOWAS	International organisation	Completed
SRFC	International organisation	Completed
FCWC	International organisation	Completed
WANSFA Regional Senegal	NGO	Completed
WANSFA Nigeria	NGO	Not provided
WANSFA Gambia	NGO	Not provided
WANSFA Liberia	NGO	Not provided
WANSFA Guinea	NGO	Not provided
WANSFA Mali	NGO	Not provided
WANSFA Burkina Faso	NGO	Completed
WANSFA Niger	NGO	Completed
WANSFA Togo	NGO	Not provided
Mauritania	Government	Not provided
Cabo Verde	Government	Not provided
Senegal	Government	Completed
Gambia	Government	Completed
Guinea Bissau	Government	Not provided
Guinea	Government	Not provided
Sierra Leone	Government	Completed
Liberia	Government	Not provided
Côte d'Ivoire	Government	Not provided
Ghana	Government	Completed

Togo	Government	Completed
Benin	Government	Not provided
Nigeria	Government	Completed
Mali	Government	Completed
Burkina Fasso	Government	Not provided
Niger	Government	Completed

The stakeholders having an interest in PESCAO

Entity	Type	Status of consultation
DG MARE, Brussels	International organisation	Completed
DG INTPA, Brussels	International organisation	Completed
DG TRADE, Brussels	International organisation	Completed
EUD Benin	International organisation	Completed
EUD Burkina Faso	International organisation	Not provided
EUD Cabo Verde	International organisation	Not provided
EUD Côte d'Ivoire	International organisation	Completed
EUD Gambia	International organisation	Completed
EUD Guinea	International organisation	Completed
EUD Guinea Bissau	International organisation	Completed
EUD Liberia	International organisation	Completed
EUD Mali	International organisation	Completed
EUD Mauritania	International organisation	Completed
EUD Niger	International organisation	Completed
EUD Sierra Leone	International organisation	Completed
EUD Togo	International organisation	Completed
WAEMU, Burkina Faso	International organisation	Completed
CFFA-CAPE, Brussels	NGO	Completed
African Development Bank, Côte d'Ivoire	International organisation	Not provided
EU-FIRST project unit in Abuja	International organisation	Completed
FAO Chief Technical Officer in Dakar	International organisation	Completed
COMHAFAT	International organisation	Completed

Annex 9: Field mission activities and persons met

Date	Location	Activity
21 February	Abuja, Nigeria	Meeting with EUD, PESCAO project officer (Mrs Urszula Sołkiewicz)
22 February	Abuja, Nigeria Abuja, Nigeria Abuja, Nigeria	Meeting with ECOWAS Commissioner Agriculture, Environment and Water Resources (Hon. Sekou Sangare) Meeting with GOPA key expert 1 M. Amadou Tall Meeting with FAO First (M. Papa Gora Mdaye and Ibrahima Sylla)
23 February	Abuja, Nigeria	Meeting with GOPA key expert (M. Amadou Tall)
24 February	Abuja, Nigeria Abuja, Nigeria Abuja, Nigeria Abuja, Nigeria Tema, Ghana Accra, Ghana	Meeting with GOPA key expert (M. Amadou Tall) Meeting with GOPA key expert (M. Celestin Mboukem) Meeting with DARD Head of Division - Agriculture (M. Ernest Aubee) Meeting with Federal Director of Fisheries (M. Ime Umoh), Deputy Director (M. Ibrahim Abubakar) and staff Meeting with FCWC (M. Séraphin Dedi Nadje) Meeting with Fisheries Commission Executive Director, Deputy Director, and Head of MCS Division (M. Michael Arthur-Dadzie, Paul Bannerman, Papa Atobrah)
25 February	Abuja, Nigeria Abuja, Nigeria Tema, Ghana	Meeting with EUD (Mrs Urszula Sołkiewicz) Meeting with GOPA key expert (M. Amadou Tall) Meeting with FCWC Fisheries Technical Advisor and Compliance Officer (M. Abena Asante, Ere Ayeabaine)
26 February		<i>Weekend (travel from Nigeria to Ghana and internal team meetings)</i>
27 February		<i>Weekend (internal team meetings)</i>
28 February	Accra, Ghana Accra, Ghana Tema, Ghana	Meeting with FAO CEEAC Executive Secretary (M. Ndiaga Gueye) and PESCAO project officer (M. Sakchai McDonough) Meeting with EUD (M. Christopher Ackon) Meeting with regional MCS centre coordinator (M. Godfrey Tsibu) and TMT staff (M. Callum Vale)
1 March		<i>Travel from Ghana to Senegal</i>
2 March	Dakar, Senegal Dakar, Senegal	Meeting with EUD PESCAO desk officers (Mrs Seynabou Touré-Laye and Mrs Rokhayatou Fall), EU fisheries attaché (M. Arnaud Appriou) Meetings with DPSP Director (M. Ibrahima Diaw) and Lawyer (Mrs Maria Thiam Diouf)
3 March	Dakar, Senegal Diamniadio, Senegal	Meeting with SRFC PESCAO coordinator (M. Mamadou Ball) and six staff Meeting with Directorate of Fisheries, Director (M. Diene Faye)
4 March	Dakar, Senegal Mbour, Senegal	Meeting with FAO sub-regional office chief technical adviser (M. Aboubacar Sidibé) Meeting with WANSFAFA President (M. Gaoussou Gueye)

Annex 10: State of play of the main outputs of the different activities implemented under PESCAO

The text below summarises the main outputs expected from the activities implemented under the eight implementing arrangements⁴³ concluded with the PESCAO implementing partners. The summary is based on: i) a review of the six-monthly or annual reports submitted to the EU by the implementing partners; and ii) information obtained during discussions organised with each of them by the MTE team.

Component 1

TA to ECOWAS (EUR 2.17 million – 21/08/2018 - 16/09/2022*)

Result 1: ECOWAS developed a solid understanding of regional fisheries issues

Output 1.1: Improve the understanding of regional fisheries issues at ECOWAS

- Main achievements so far:
 - A literature database containing almost 300 publications related to fisheries and aquaculture in the ECOWAS region has been developed and published on the ECOWAS M&E website modernised with support of PESCAO (<https://ecowap.ecowas.int/pescap-library>). A document manager tutorial was prepared to ensure maintenance and updating of the database.
 - A mapping of fisheries and aquaculture development projects in the 15 ECOWAS Member States and Mauritania has been prepared, as well as country fiches on the fisheries and aquaculture sectors.
 - A total of nine ECOWAS policy briefs on key fisheries and aquaculture issues have been prepared in EN and FR versions (situation February 2022).
 - Ten PESCAO newsletters have been prepared and published (situation February 2022).
- Main achievements expected at project start still to be realised:
 - Three additional policy briefs are under preparation
 - The maintenance of the literature database will be continued once ECOWAS can designate a database administrator.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.2: Prepare a draft regional fisheries and aquaculture policy and support its adoption at ECOWAS level

- Main achievements so far:
 - Building on the results of an assessment of the effectiveness of ECOWAS Member States fisheries policies implemented by the EU FAO FIRST programme and consultations with relevant stakeholders (inter alia WANSFA, WAEMU, SRFC/FCWC, ECOWAS Member States), a

⁴³ The TA to ECOWAS implemented by GOPA (component 1), the grants to EFCA, SRFC and FCWC, with in this later case a TA implemented by AGRER (component 2) and the grants to FAO-CECAF, Agrocampus Rennes and the University of Portsmouth (component 3).

Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture Development (CSF-SFAD) was developed. The CSF-SFAD is not a policy per se, but a framework to implement the fisheries and aquaculture component of the ECOWAS agriculture policy (ECOWAP). The CSF-SFAD identifies seven strategic priority policy areas of common interest for ECOWAS at regional and national levels.

- After technical (2019) and political (2020) validation by the Ministers in charge of fisheries in the ECOWAS Member States, the CSF-SFAD was formally endorsed by ECOWAS in December 2021.
- Main achievements expected at project start still to be realised:
 - It is now expected that the fisheries and aquaculture component of ECOWAP will be included in the ECOWAS M&E system through identification of three key indicators on fisheries and aquaculture, that will be added to the list of the already existing 47 indicators for the monitoring of the agriculture component of ECOWAP.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.3: Define, consolidate and operationalise institutional anchorage between ECOWAS and regional fisheries organisations (FCWC and SRFC) at ECOWAS level

- Main achievements so far:
 - An advanced draft of a MoU between ECOWAS on the one hand, and SRFC/FCWC on the other hand was prepared and validated by the three parties. The MoU was then formally signed by all three parties during a ceremony in April 2022.
- Main achievements expected at project start still to be realised:
 - The MoU between ECOWAS and SRFC/FCWC needs to be operationalised to define in more detail the institutional links between the parties. An audit of the institutional structure of the two regional fisheries organisations is foreseen, as well as identification of sustainable financing mechanisms. FCWC has already submitted a request for these two actions. For SRFC, comparable assessments were carried out in 2018, but are still waiting approval by the SRFC governing body (*Conférence des Ministres de la CSRP*).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified

Output 1.4: Develop a network of stakeholders at ECOWAS level

- Main achievements so far
 - PESCAO formally structured the regional platform of non-state actors (WANSFA) launched by the previous FISHGOV programme, and PESCAO has also supported the organisation of seven WANSFA national platforms in the ECOWAS Member States (Burkina Faso, Gambia, Guinea, Mali, Nigeria, Senegal and Togo) (situation January 2022).
- Main achievements expected at project start still to be realised:

- PESCAO will continue supporting the formation of six additional WANSFAFA platforms (in Ghana, Sierra Leone, Liberia, Niger, Côte d'Ivoire and Guinea Bissau)
- Main achievements initially expected that may not be possible before the end of the project:
 - PESCAO is unlikely to support the creation of WANSFAFA national platforms in the remaining ECOWAS Member States (Cabo Verde and Benin) and in Mauritania; Cabo Verde and Benin not engaging in the process, and Mauritania having chosen to join a Maghreb network of non-state actors.

Output 1.5: Reinforce the coordination between fisheries projects and donors in Western Africa

- Main achievements so far:
 - A mapping of donors' interventions in the fisheries and aquaculture sectors was produced
 - Advancing the dialogue with the African Development Bank (AfDB), preparation of a MoU between ECOWAS and WORLD FISH for the development of aquaculture, and frequent interactions with the EU SWAIMS programme.
- Main achievements expected at project start still to be realised:
 - Continued support to the finalisation of an AfDB – ECOWAS development programme on fisheries and aquaculture.
 - Identification of other donors to contribute to the implementation of the CSF-SFAD (USD 350 million needed until 2025).
- Main achievements initially expected that may not be possible before the end of the project:
 - There are signs that WORLD FISH may not operationalise its cooperation with ECOWAS in the field of aquaculture (perceived situation in February 2022).

Result 2: Support ECOWAS in the overall coordination of the PESCAO programme

Output 2.1: Assist in reviewing institutional / technical capacity, assessing needs, preparing an implementation plan for improving capacity building of DARD

Output 2.2: Support ECOWAS / DARD in preparing, implementing and monitoring annual project work plans, semester work plans and corresponding budgets under the perspective of awareness raising and empowering DARD staff through improved understanding of the fisheries and aquaculture sectors

Output 2.3: Support ECOWAS in establishing and implementing an organisational methodology plan, incl. identification of profiles and drafting ToR for Short Term Experts

Output 2.4: Identify needs and develop ToR for STE and oversee the implementation of their assignments

Output 2.5: Coordinate the organisation of regional workshops and seminars and the drafting and circulation of related reports

Output 2.6: Facilitate coordination of different PESCAO-components, prepare meetings of annual PSC, ensure secretariat and monitor follow up of SC decisions

- Main achievements so far for outputs 2.1 to 2.6
 - The PESCAO TA to ECOWAS has become totally embedded within DARD. The PESCAO TA is involved in all DARD tasks related to fisheries and aquaculture, including the monitoring of the three components of PESCAO. This has included *inter alia* training needs, drafting the ToRs for recruitment of experts, organisation of workshops and meetings, including meetings of the Steering Committee, preparation of PESCAO newsletters with information on progress achieved under the three components.
- Main achievements expected at project start still to be realised for outputs 2.1 to 2.6:
 - Satisfaction of DARD's needs on an ongoing basis.
 - Continuation of the PESCAO newsletters.
- Main achievements initially expected that may not be possible before the end of the project for outputs 2.1 to 2.6:
 - None identified.

Output 2.7: Establish and implement a communication strategy, develop appropriate mechanisms for dissemination of relevant information of fisheries and aquaculture

- Main achievements so far:
 - Preparation of a manual for communication and visibility (completed in 2019).
 - Monitoring the implementation of the communication and visibility plan
 - Preparation of country factsheets with statistical information of fisheries and aquaculture
 - Dissemination of PESCAO public documents via an emailing list assembled by the TA containing circa 900 email contacts
- Main achievements expected at project start still to be realised:
 - None – continuation of communication activities summarised above.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified

Output 2.8: Develop an exit strategy

- Main achievements so far:
 - Drafting of the ToRs for the recruitment of two additional permanent ECOWAS specialists in fisheries and aquaculture, initiation of the recruitment procedure.
 - Inscription of the two positions in the DARD/ECOWAS organogram.
- Main achievements expected at project start still to be realised:
 - Finalisation of the procedures for the recruitment of the two DARD fisheries and aquaculture specialists.
 - Passing over of PESCAO acquis to the two newly recruited staff.
- Main achievements initially expected that may not be possible before the end of the project:

- The recruitment of the two DARD fisheries and aquaculture specialists may not happen before the end of the project due to the ECOWAS current freeze on recruitments until the finalisation of a structural reform of the institution. However the change of Commissioners later in 2022 could unblock this freeze.

Component 2

Grant to the European Fisheries Control Agency (EFCA) (EUR 3.81 million – 16/03/2018 – 31/12/2023)

Result 1: Contribution to the harmonisation and update of legal frameworks of ECOWAS Member States

Output 1.1: Review of legal framework and technical assistance for alignment with international standards

- Main achievements so far:
 - Review and assessment of the strengths and weaknesses of the legal frameworks of ECOWAS Member States to support the fight against IUU fishing. Study shared with SRFC and FCWC.
 - Updates of the study finalised in 2019 to capture legislative acts adopted after the first version (3rd updates finalised in 2021).
 - Responses to requests from ECOWAS Member States for EFCA assistance for the modernisation of their legal framework. Completed so far: Cabo Verde (reformed Fisheries Law adopted in March 2020), Togo and Benin (new implementing Acts drafted now in the adoption process), Gambia, Nigeria (draft amendments to the Fisheries Law in preparation), and Guinea Bissau (request on hold).
- Main achievements expected at project start still to be realised:
 - Finalisation of the legal assistance to Benin, The Gambia, Nigeria and Guinea Bissau.
 - Response to new requests from ECOWAS Member States.
- Main achievements initially expected that may not be possible before the end of the project
 - None identified. This activity is demand-driven.

Output 1.2: Support to the development of National Plan of Action against IUU fishing

- Main achievements so far:
 - Support to the adoption of a FCWC Regional Plan of Action against IUU fishing (formally adopted in December 2018).
 - Response to requests from ECOWAS Member States for the preparation of new NPOA-IUU fishing, or updating of existing NPOA-IUU fishing. Addressed so far: Togo (adopted), Benin, Nigeria, Cabo Verde and Gambia (all not yet adopted).
- Main achievements expected at project start still to be realised:
 - Response to additional requests from ECOWAS Member States. Mauritania, Guinea and Guinea Bissau have expressed an interest that needs to be confirmed.

- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Output 1.3: Support for the implementation of the FAO Port State Measure Agreement (PSMA)

- Main achievements so far:
 - Answers to requests from Nigeria, The Gambia and Benin (finalised).
- Main achievements expected at project start still to be realised:
 - Response to requests from Togo, Cabo Verde and Guinea Bissau (to be confirmed).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Result 2: Facilitate coordination between countries, national administrations and organisations for the fight against IUU fishing

Output 2.1: Support to the establishment / reinforcement of cooperation between national entities

- Main achievements so far:
 - Mapping of national agencies involved in Monitoring, Control and Surveillance in the different ECOWAS Member States.
 - Assistance to The Gambia (MoU inter-agencies), Togo (creation of the MCS division).
- Main achievements expected at project start still to be realised:
 - Response to additional requests from ECOWAS Member States. Earmarked: preparation of a legal implementing text for a MCS coordination unit in Cabo Verde.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Output 2.2: Support to the establishment / reinforcement of operational cooperation between States

- Main achievements so far:
 - Participation of EFCA in regular sub-regional coordination meetings organised by SRFC (MCS coordination committee) and FCWC (West African Task Force - WATF).
- Main achievements expected at project start still to be realised:
 - Continued participation of EFCA in sub-regional meetings to be organised by SRFC and FCWC.

- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 3: Support to the establishment / reinforcement of operational cooperation between ECOWAS Member States

Output 3.1: Technical assistance to the development / implementation of Regional Fisheries Monitoring Centres

- Main achievements so far:
 - For both SRFC and FCWC, support to the preparation of technical tender specifications for the acquisition of a regional VMS.
 - FCWC: support to analysis of bids received and implementation of the contract with the selected bidder, support to the preparation of Standard Operating Procedures (SOPs) governing exchange of information between FCWC Member States (nine SOPs developed so far).
- Main achievements expected at project start still to be realised:
 - Launching of the tender for regional VMS, technical and operational implementation of the SRFC regional MCS centre (activities blocked due to the non-ratification of the subregional MCS convention by SRFC Member States).
- Main achievements initially expected that may not be possible before the end of the project:
 - The extent to which EFCA may support the implementation of a SRFC subregional MCS Centre depends on the adoption of the subregional MCS convention (still not signed in February 2022).
 - In addition, even if SRFC Member States ratify the subregional MCS convention in the coming months, the remaining timeframe may be too short for EFCA to support the tender process for the acquisition of the subregional FMC.

Output 3.2: Support to the organisation of joint fisheries control patrols

- Main achievements so far:
 - EFCA participated in and helped to organise the ten joint patrols organised by SRFC so far (situation February 2022). EFCA contributed to the risk assessments completed before the joint patrols took place, and to the coordination of operational means during the joint operations.
 - EFCA organised regional workshops on risk assessment (one for SRFC in Conakry in 2018 and one for FCWC in Abidjan in 2019).
 - EFCA participated in the pilot joint patrol organised by FCWC in the Togo-Benin zone in December 2021.
- Main achievements expected at project start still to be realised:
 - Based on SRFC programming, EFCA's participation in the remaining joint patrol to be supported by PESCAO.
- Main achievements initially expected that may not be possible before the end of the project:

— None identified.

Output 3.3: Chartering of aerial surveillance means

- Main achievements so far:
 - EFCA concluded an agreement with Frontex for the utilisation of their framework contract for the chartering of airplanes. EFCA successfully chartered a plane to support one joint operation organised by SRFC (operation Stingray) based on this arrangement with Frontex.
 - French military forces in Senegal agreed to provide an aircraft and participated free of charge to a couple of joint operations organised by SRFC and the pilot joint operation organised by FCWC.
- Main achievements expected at project start still to be realised:
 - EFCA will endeavour to charter a plane for the last joint operation to be organised by SRFC.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. The budget for chartering airplanes is limited (note for the record: chartering cost is EUR 400 000 for 90 hours of aerial surveillance by a Falcon 50).

Output 3.4: Support for the utilisation of modern technologies

- Main achievements so far:
 - Provision of EFCA's Integrated Maritime Services (IMS) analysis of satellite images (Copernicus programme) and AIS/VMS data. With a view to providing an updated maritime situational picture and consequently ensuring an informed decision as regards the areas of surveillance, the satellite images received were analysed and conveyed to the patrol assets deployed during the joint operations coordinated by the SRFC.
- Main achievements expected at project start still to be realised:
 - Use of modern technologies in support of the organisation of the remaining joint patrol to be organised by SRFC under PESCAO.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 3.5: Support for the implementation of a regional observer scheme

- Main achievements so far:
 - On request from FCWC, EFCA contributed to the preparation of a protocol and an action plan for the implementation of a regional observer scheme formally adopted by FCWC in December 2021.
- Main achievements expected at project start still to be realised:
 - For FCWC, support to training of regional fisheries observers in cooperation with the *Institut de Sécurité Maritime Interrégionale* (ISMI) in Abidjan.

- For SRFC, support to the preparation and implementation of a subregional observer scheme if SRFC Member States sign the subregional MCS convention.
- Main achievements initially expected that may not be possible before the end of the project:
 - The extent to which EFCA may support the implementation of a SRFC subregional observer scheme depends on the adoption of the subregional MCS convention (still not signed in February 2022).

Result 4: Support to capacity building and training

Output 4.1: Support to the development of harmonised training schemes

- Main achievements so far:
 - EFCA produced a mapping of training activities available to SRFC and FCWC during the 2016-2018 period to avoid duplication with forthcoming training activities under PESCAO.
 - EFCA established relationships with other entities / projects delivering training to ensure cooperation (*inter alia* EU-SWAIMS, NORAD, UNODC, ARSTM-ISMI and FAO).
- Main achievements expected at project start still to be realised:
 - None identified. However, the mapping of training activities available will need to be updated.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 4.2: Development and publication of training curricula

- Main achievements so far:
 - Dissemination of hard copies and electronic versions of the EFCA training documents on fisheries inspections at sea and in ports for non-EU countries and associated e-learning modules in EN, FR and PT (available from the e-training platform of EFCA at <https://training.efca.europa.eu/login/index.php>).
 - Preparation of a training manual for FMC operators (VMS, AIS, radar images) and relevant e-learning modules (in EN).
- Main achievements expected at project start still to be realised:
 - Translation of the training manuals and relevant e-learning modules for FMC operators in FR and PT.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified

Output 4.3: Training of trainers, fisheries inspectors and judicial personnel

- Main achievements so far:

- Identification of a pool of 22 trainers from 12 ECOWAS Member States in 2018, and training of trainers in Vico the same year. Pool of trainers revitalised in 2021 with adjunction of two new trainers from Côte d'Ivoire and Guinea.
- Organisation of 13 training events at national and regional levels since 2018 (situation December 2021) reaching a total of 277 participants in the ECOWAS Member States.
- EFCA participation to two training events of judicial personnel (judges and lawyers) delivered in cooperation with ISMI and UNODC during SWAIMS Regional Seminars on the criminal regime of offences committed at sea.
- Main achievements expected at project start still to be realised:
 - Additional training sessions foreseen based on demand from ECOWAS countries and Mauritania (some requests already submitted by Mauritania, Côte d'Ivoire and ISMI).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Component 2

Grant and TA to FCWC (EUR 1.12 million 27/03/2018 - 15/04/2022 for the Grant to FCWC / EUR 0.53 19/03/18 – 15/08/2021 for the TA to FCWC)

Result 1: Fisheries legal frameworks are harmonised and consistent with international standards to ensure proper fight against IUU fishing⁴⁴

Output 1.1: Support to EFCA for the harmonisation and alignment of fisheries legal frameworks

- Main achievements so far:
 - A study conducted in 2018 reviewed all fisheries legislation and regulations in force in each of the FCWC countries.
 - On this basis, the legal support to MSs has been focused on Togo, Benin and Nigeria. Togo could complete the development of new fisheries regulations, 4 draft ministerial orders have been completed. For Benin, 2 draft ministerial orders are still awaiting validation from the fisheries authorities. A preliminary analysis has been carried out for Nigeria (update and alignment of fisheries legislation to international and RFMO obligations related to control and enforcement), a reply from this country re. the review of the Fisheries Act is still awaited.
- Main achievements expected at project start still to be realised:
 - Benin and Nigeria have not been able to complete the process to date. It is anticipated that they will do so during the one-year extension.
- Main achievements initially expected that may not be possible before the end of the project:

⁴⁴ The outputs 1.1 and 1.2 have been introduced, based on the SRFC model (Output 1 is not detailed for FCWC).

- None identified (but completion of the process in Benin and Nigeria is linked to procedures at national level, which may be lengthy).

Output 1.2: Support for the development of NPOA-IUU fishing

- Main achievements so far:
 - Ghana had a NPOA-IUU which expired in 2018; it did not ask for PESCAO's support and was in the process of developing a new plan. Likewise, Liberia and Côte d'Ivoire had already developed their plan, with their own budget (Liberia under the SFPA) and did not present any request. Hence, the development of NPOA-IUU under PESCAO has been focused on Togo, Benin and Nigeria. Togo finalised its Plan 2019-2023 which was validated and is being implemented. It is aligned with the RPOA developed with the support of EFCA (FISHGOV of the AU-IBAR) which in turn is aligned with the IPOA. Benin and Nigeria made some progress, but not conclusive to date.
- Main achievements expected at project start still to be realised:
 - Draft NPOAs have been developed for Benin and Nigeria and are still under discussion, pending further action at national level to make sure they are completed and validated.
- Main achievements initially expected that may not be possible before the end of the project
 - None identified (but completion of the process in Benin and Nigeria is linked to procedures at national level, which may be lengthy).

Result 2: Cooperation between countries, administrations and organisations is facilitated⁴⁵

Output 2.1 - Strengthen regional cooperation through development of common measures and processes

- Main achievements so far:
 - Development of 9 SOPs to guide the running of the RMCSC activities. 4 SOPs are already approved and validated.
 - Validation of the Pilot Project document on the establishment of a Regional Observer Program (ROP).
 - Protocol for the ROP adopted in Dec. 2021.
 - Organisation of online regular meetings with heads of MCS (instead of the Task Force meetings supposed to be physical but were cancelled due to COVID).
 - Support to inter-agency meetings focused on countries, based on need assessment: support provided to Benin, Togo and Côte d'Ivoire for implementation of PSMA.
 - Provision of equipment to facilitate inspections and provide RVMS-related equipment at national level.
- Main achievements expected at project start still to be realised:
 - Setting-up of a pool of regional observers and implementation of the Pilot Project.

⁴⁵ The outputs 2.1 and 2.2 have been introduced, based on the FCWC April 2021 ppt presentation.

- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 2.2 - Strengthen synergies between existing initiatives and PESCAO

- Main achievements so far:
 - There is a strong synergy between WATF and PESCAO: WATF encourages cooperation information sharing and intelligence to fight IUU, whereas PESCAO encourages strengthening legal frameworks, surveillance instruments (VMS, Register, Observers), regional information through information sharing, inter-agency cooperation, development of common measures and identification of regional approach to IUU.
 - PESCAO partners including EFCA were integrated to the technical team supporting the WATF.
 - EFCA has been participating in FCWC meetings including the ACC meetings, Conference of Ministers and WATF meetings.
 - Development of partnership with other national and regional initiatives:
 - Project funded by EU on improving fisheries governance in Ghana and in the broader sub-region, implemented by Hen Mpoanu, EJJ, Friends of the Nation, TMT and FCWC.
 - PSMA support programme funded by Oak Foundation and implemented by TMT.
 - Partnership with Multinational Maritime Coordination Centre, zones E and F, including CRESMAO; with SWAIMS; with training centres (incl. ARSTM/ISMI, Regional Maritime University).
- Main achievements expected at project start still to be realised:
 - None identified.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified

Result 3: FCWC is equipped with a regional MCS Centre with improved linkages to National MCS structures

- Main achievements so far:
 - The FCWC Conference of Ministers (COM) adopted the Protocol (administrative, legal and operational) for the establishment and operation of a Regional Monitoring, Control and Surveillance Centre (RMCSC) on 13 December 2019. The main purpose for establishing the RMCSC was to be able to monitor fishing vessels authorized by Member States to fish in their EEZ and the FCWC zone and to analyse fishing activity in order to combat IUU. After delays due to COVID, the RMCSC was established in July 2020 and officially launched on 12 May, 2021. It is hosted in the FCWC Headquarters in Tema and is directly linked to the national FMCs of the MSs.
 - It became operational after renovation, furnishing and installation of equipment, recruitment of a regional coordinator and a system operator then administrator's training thereof (in addition, a FCWC duty/compliance officer was assigned to the Center). It delivered training on RVMS to Heads of the national MCS.

- FCWC provided funds outside PESCAO for the renovation and furnishing of facilities, and funds under PESCAO for the equipment and the service provider Xsealance (ongoing service support and training under a service contract).
 - EFCA and TMT are providing technical support to the RMCSC as part of agreements under the PESCAO project, for the preparation of Standard Operating Procedures (SOPs) for use by the RMCSC.
 - In collaboration with the WATF team, a technical guidance document on the FCWC Regional Record of Authorised Fishing vessels (RRAFV) was developed to foster discussion on information sharing on licensed/flagged vessels. It was shared with the countries and finally agreed and adopted at the FCWC ACC meeting in December 2020. However, the implementation of the RRAFV is still under discussion.
 - The Protocol establishing the RMCSC requires Member States to facilitate the integration of VMS information of fishing vessels flagged to their States with the RVMS. The facilitation of Integration of VMS of Member States is ongoing: Côte d'Ivoire is successfully integrated, Ghana is in process. Liberia was going to provide data for national vessels but has not done so yet (issue of sovereignty). Togo and Benin now have a national FMC (transponders were recently installed on vessels which are transmitting to the RVMS).
- Main achievements expected at project start still to be realised:
 - Follow-up (during the next 6 months) of the transponders which have been installed in Benin and Togo.
 - Finalisation of the integration of all national VMS into the regional VMS (Nigeria's VMS is still not integrated, discussions are ongoing).
 - Implementation of the FFAFV?
 - Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 4: Countries' and FCWC capacities in operational MCS are strengthened, along with their ability to sustain this in the long-term through enhance training programmes

- Main achievements so far:
 - MoU EFCA/CSRP/FCWC/ARTSM finalized to cover all trainings to be delivered under PESCAO.
 - Training carried out by EFCA in Vigo in 2018 for fisheries inspectors.
 - In collaboration with WATF, development of a training workplan for 2020-2021, including the utilisation of VMS and AIS data and data from other sources. This workplan is still being implemented in 2022.
 - Administrator's training on the regional VMS, carried out online by Xsealance (for the RMCSC Coordinator and System Administrator, the Project Coordinator and FCWC SG).
 - Introductory training on the regional VMS for the member countries (use of the SeaSight application to the Heads of MCS), for all 6 MSs. Trainings were carried out visually by the RMCSC Staff, with the exception of Ghana which had physical training.
 - Online training on catch certification scheme. Training was powered by EFCA via their online training platform.

- Participation of FCWC in a training of fisheries inspectors organized by ARSTM/ISMI in March 2021 (for the 3 francophone MSs).
- Connectivity of heads of MCS and FMC operators to the SeaSight Application (Regional VMS).
- Main achievements expected at project start still to be realised:
 - Training of trainers not completed but expected in 2022.
 - Implementation of the MoU between FCWC and the Regional Maritime University (for the 3 anglophone countries) to develop MCS training programmes and capacity building.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 5: Joint regional fisheries/patrol missions are organised in the Gulf of Guinea

- Main achievements so far:
 - On the basis of the experience gained from the participation of the RMCSC on joint patrols carried out a) by the SRFC (2 patrols in previous years, then more specifically the 5-day joint patrol “Stingray” in April 2021, which covered Sierra Leone and Guinea, with a Senegalese navy patrol boat and a chartered airplane) and b) in an UNODC-funded joint patrol in Ghana and Nigeria in 2021, a pilot project for a joint patrol between Togo and Benin was developed and conducted in Dec. 2021. TMT funded the whole patrol except fuel. There was good participation of the beneficiary countries and involvement of other agencies thereof, and good media coverage (hence good visibility of PESCAO).
 - Note that joint patrols were not supposed to be conducted under PESCAO but FCWC was able to secure some funds through TMT for the Togo- Benin joint patrol.
- Main achievements expected at project start still to be realised:
 - Two more joint patrols (not foreseen initially) are programmed for 2022 (they are not to be funded under PESCAO, but probably under TMT).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 6: FCWC Countries get support in the development of a pool of regional observers

- Main achievements so far:
 - A regional protocol for observer programme has been adopted and a pilot project was endorsed at FCWC Conference of Ministers but the implementation of the pilot project has not been initiated.
- Main achievements expected at project start still to be realised:
 - The pool of regional observers will be established under the pilot project.
- Main achievements initially expected that may not be possible before the end of the project:

— None identified.

Grant to SRFC (EUR 3.63 million 03/0/2018 – 03/05/2022*)

Result1: Fisheries legal frameworks are harmonised and aligned with international standards for the fight against IUU fishing

Output 1.1: Support to EFCA for the harmonisation and alignment of fisheries legal frameworks

- Main achievements so far:
 - Support to EFCA for the collection of relevant legislative acts in force in the SRFC Member States.
 - Organisation of a workshop for the presentation and validation of the EFCA assessment.
 - Contribution to the technical assistance implemented by EFCA to review the legislative framework of Cabo Verde.
- Main achievements expected at project start still to be realised:
 - Support to EFCA as needed to answer requests from SRFC Member States (e.g. Gambia, Guinea Bissau).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Output 1.2: Support for the development of National Plan of Action against IUU fishing

- Main achievements so far:
 - None so far. No SRFC Member State formally requested assistance for the development of National Plan of Action against IUU fishing (situation February 2022).
- Main achievements expected at project start still to be realised:
 - Support to EFCA as needed to answer requests from SRFC Member States (Gambia, Cabo Verde, Guinea, Guinea Bissau and Mauritania expressed an interest, but confirmations of the requests are needed in most cases).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Result 2: Cooperation between national administrations, countries and organisations is facilitated

Output 2.1: Support to the implementation of the regional MCS convention and organisation of the regional working group

- Main achievements so far:
 - Organisation of annual meetings of the SRFC MCS working group.
 - Design of subregional register of fishing vessels based on the information system developed by the WARFP programme (the regional dashboard), organisation of national workshop on data entry.

- Main achievements expected at project start still to be realised:
 - Full deployment and operationalisation of the subregional register of fishing vessels (pending signature of the MCS Convention by SRFC Member States).
 - Organisation of SRFC annual SRFC MCS working groups.
- Main achievements initially expected that may not be possible before the end of the project:
 - The deployment and operationalisation of the subregional register of fishing vessels may be envisaged only if SRFC Member States sign the subregional MCS convention.

Output 2.3: Participation to the EFCA subregional workshop on risk assessment and planning of SCS activities

- Main achievements so far:
 - 17 representatives of MCS entities in the SRFC Member States attended the regional workshop organised by EFCA in Conakry in 2018.
 - Training to risk assessment and planning activities during the preparation phase of the joint patrols organised by SRFC.
- Main achievements expected at project start still to be realised:
 - One additional training on risk assessment to be delivered prior to the organisation of the last joint patrol.
- Main achievements initially expected that may not be possible before the end of the project:
 - None so far.

Output 2.4: Organisation of 7 inter-ministerial workshops on IUU fishing

- Main achievements so far:
 - None: no SRFC Member States requested support for the organisation of inter-ministerial workshops.
- Main achievements expected at project start still to be realised:
 - There are still hopes that some requests will be submitted to SRFC. According to SRFC, Senegal and Gambia could be interested.
- Main achievements initially expected that may not be possible before the end of the project:
 - Assuming that inter-ministerial workshops are organised in Senegal and Gambia, other SRFC Member States are unlikely to submit a request according to SRFC due to lack of interest (situation February 2022).

Result 3: infrastructure development and equipment of the Regional Fisheries Monitoring Centre, and linkages to National MCS structures

- Main achievements so far:
 - Equipment purchased for the Regional MCS Centre in Banjul: vehicles, power generator, video conferencing devices.
 - Equipment purchased for the SRFC Member States: video conferencing devices, satellite telephones, outfits and equipment for inspection teams for six Member States (Mauritania not done as yet).

- Main achievements expected at project start still to be realised:
 - Purchase of additional satellite telephones
 - Acquisition and operationalisation of a subregional VMS / AIS system for the MCS centre in Banjul (pending signature of the MCS Convention by SRFC Member States).
- Main achievements initially expected that may not be possible before the end of the project:
 - The acquisition of a subregional VMS/AIS system is conditioned for now by the signature of the MCS Convention by SRFC Member States, with the likelihood that this will not happen increased by the short time left for the finalisation of an international tender.

Result 4: SRFC and Member States capacities for control are MCS are strengthened, along with their ability to sustain this in the long-term through enhance training programmes

Output 4.1: Organisation of 7 national training workshops for fisheries inspectors

- Main achievements so far:
 - Six training workshops co-organised with EFCA so far (Guinea, Gambia, Sierra Leone, Cabo Verde, Senegal plus one regional).
- Main achievements expected at project start still to be realised:
 - Training workshop foreseen for Guinea Bissau.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Output 4.2: Organisation of 7 national training workshops for fisheries observers

- Main achievements so far:
 - None so far.
- Main achievements expected at project start still to be realised:
 - Training workshops in the seven SRFC Member States.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. This activity is demand-driven.

Output 4.3: Organisation of 4 subregional training workshops for judiciary personnel

Output 4.4: Organisation of an international workshop for sensibilisation to IUU fishing and sharing of experience

- Main achievements so far:
 - None so far.
- Main achievements expected at project start still to be realised:

- One international conference on IUU fishing foreseen (in February 2022) on 5 June 2022 (International Day against IUU fishing).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 5: Joint patrol missions are organised in the SRFC area

- Main achievements so far:
 - SRFC organised 10 joint patrols (situation February 2022) counting 13 against the project target of 14 (operation Stingray which lasted 15 days is counted as 3 operations, operation Lefdhal which lasted 10 days is counted as 2 operations). Joint patrols covered the EEZ of Sierra Leone/Guinea/Guinea Bissau (Type A: 6 operations so far); the EEZ of Gambia/Senegal/Guinea Bissau (Type B: 2 operations so far), the EEZ of Cabo Verde/Senegal/Mauritania (Type C: 5 operations so far).
- Main achievements expected at project start still to be realised:
 - One additional joint patrol type A (Sierra Leone/Guinea/Guinea Bissau).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 6: A network of regional fisheries observers is established to improve surveillance of industrial fishing activities in the region

- Main achievements so far:
 - None.
- Main achievements expected at project start still to be realised:
 - All activities leading to the establishment of a network of subregional fisheries observers.
- Main achievements initially expected that may not be possible before the end of the project:
 - The establishment of a network of subregional fisheries observers is conditioned by the signature of the MCS Convention by SRFC Member States which is still pending (situation February 2022).

Component 3

Grant to FAO-CECAF (EUR 1.35 million 12/12/2018 – 12/12/2022*)

Result 1: Enhanced interaction and strengthened linkages between CECAF and other regional bodies to harmonize data and streamline reporting into different global and regional processes

Output 1.1 Challenges of integrating CECAF management advice into the management processes of selected CECAF Member Countries identified and mitigation measures made available

- Main achievements so far:
 - Implementation of studies to review the uptake of CECAF recommendations by the managing authorities in the FCWC Member States. Studies almost completed for Liberia, Ghana, Togo, Benin and Nigeria, and ongoing for Côte d'Ivoire. A regional synthesis in preparation.
 - Design of a monitoring system to monitor the uptake of CECAF recommendations by CECAF countries.
- Main achievements expected at project start still to be realised:
 - Finalisation of the national and regional studies (reports to be submitted to FCWC).
 - Organisation of a workshop to present the findings (foreseen April 2022).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.2: Collaboration on data and information sharing procedures and research enhanced between relevant countries and subregional and regional organizations to harmonize data and knowledge

- Main achievements so far:
 - Inventory of research project and published scientific literature of relevance for fisheries management in the CECAF area between 2010 and 2020: identification and listing of research activities in Benin, Côte d'Ivoire, Ghana, Guinea, Mauritania, Morocco, Senegal and Spain, in partnership with the Aquatic Sciences and Fisheries Abstracts (ASFA) initiative of the FAO.
- Main achievements expected at project start still to be realised:
 - Finalisation of the inventory (a draft report has been submitted, situation February 2022).
 - Organisation of a workshop to present the findings.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.3: Assessment methods adapted to the different data situations in CECAF identified/developed and integrated into a CECAF assessment toolbox

- Main achievements so far:
 - Review of the methodologies used by CECAF working groups for stock assessment with the aim to identify and present the most suitable stock assessment methods in data-poor environments, particularly for the southern CECAF Members.
- Main achievements expected at project start still to be realised:
 - Preparation of an online CECAF fisheries assessment toolkit platform for stock assessment for utilisation by fisheries scientists in the CECAF Member States.
 - Presentation of a first version of the toolbox to the southern CECAF working group.
 - Training (webinar) of scientists to the utilisation of a beta version of the toolbox.

- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.4: Revised protocols for data provision and sharing in line with the agreed assessment framework for the CECAF south Demersal Working Group, using case studies as examples

- Main achievements so far:
 - None. It was agreed during the virtual meeting of the Southern CECAF working group held in February 2022 that the activity will be conducted through intersessional meetings.
- Main achievements expected at project start still to be realised:
 - Mobilisation of the chairs of the Southern Small Pelagic Working Group and Southern Demersal Working Group to prepare and conduct 2-3 day virtual meetings on the status of data protocols.
 - Preparation of a report for presentation to the next CECAF meetings of the South CECAF scientific working groups (according to FAO, the Pelagic South assessment meeting is foreseen 21 March-1 April 2022, and the Demersal South assessment meeting 25 April-4 May 2022, both on a virtual mode).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. However, presentation of findings will be done during a virtual meeting instead of the physical meeting foreseen in the project documents.

Result 2: Improved knowledge on and management advice for the small-scale fisheries sector, to jumpstart efforts of the CECAF Artisanal Working Group, to contribute to food security and sustainable livelihoods

Output 2.1: Technical support to advance knowledge on small-scale fisheries provided along the value chain

- Main achievements so far:
 - Preparation of a data collection strategy in support of two CECAF studies on artisanal fisheries: one on socio-economic aspects, one on gender issues.
 - Preparation of a study on participatory management (case studies of Nigeria and Senegal).
- Main achievements expected at project start still to be realised:
 - Presentation of findings during the forthcoming 7th CECAF Artisanal Working Group (foreseen in April-May 2022 according to FAO) to be held on a virtual mode (instead of physical mode as initially expected).
 - Preparation of a report for presentation to a next meeting of the CECAF scientific sub-committee.
- Main achievements initially expected that may not be possible before the end of the project:
 - The 8th Artisanal Fisheries Working Group is highly unlikely to meet before the closure of PESCAO. In addition, presentation of findings during the forthcoming 7th Artisanal Working Group will be done during a virtual meeting instead of the physical meeting foreseen in the project documents.

Grant to Agrocampus Rennes – DEMERSTEM programme (EUR 1.50 million - 10/12/2018 – 28/02/2023)

Result 1: Produce or update scientific advice on stocks of selected species

Output 1.1: A regional database of scientific campaigns is established

- Main achievements so far:
 - Structuration of a database for storing and sharing data collected during research campaigns.
 - Acquisition and storage of data collected during campaigns in SEN / MRT / GIN / GNB / CIV / GHA.
 - Could not get hold of data collected by the F. Nansen, except in the case of Ghana. Apparently, ownership on Nansen data is difficult to identify.
 - Utilisation of data to generate abundance indexes of the selected species (output 1.3 – output 2.1).
- Main achievements expected at project start still to be realised:
 - Feeding the database with new campaign data as and when available.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.2: A report on the definition of stock units of selected species is prepared

- Main achievements so far:
 - Design of an harmonised data collection scheme.
 - Collection of data on 20 400 fish (length, weight, parasites, gonads, sex), 3 900 photos for morphometric studies spread over a one year / one year and a half period.
 - Samples of muscles given to IEO (Spain) for genetic analysis in November 2021.
- Main achievements expected at project start still to be realised:
 - Analysis of data collected by IEO: morphometric analysis and genetic analysis.
 - Report on the results.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 1.3: Scientific advice on the status of selected stocks is published

- Main achievements so far:
 - Utilisation of data available to produce abundance index of five of the six selected species (the shrimp species could not be included due to lack of information).
 - Review of the different tools available for stock assessment.
 - Trialling the different models.

- Main achievements expected at project start still to be realised:
 - Obtention of relevant data for the shrimp species (i.e. CPUE data of Spanish trawlers operating in Africa).
 - Running the models and report on the results.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 2: Identification of essential habitats for selected species

Output 2.1: A map of essential habitats is prepared and published

- Main achievements so far:
 - Design of a methodology for identification of essential habitats (i.e. nurseries).
 - Utilisation of data available (campaign data) to identify essential habitats.
 - Production of maps showing the location of the essential habitats along the West-African coast, from Mauritania to Côte d'Ivoire.
- Main achievements expected at project start still to be realised:
 - Fine tuning of the models.
 - A study to figure out what percentages of the stocks could be restored by improved protection of essential habitats.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 3: Identification of fisheries targeting the selected species, particularly artisanal fisheries, and evaluation of their impacts

Output 3.1 A monitoring system of artisanal fisheries is implemented

- Main achievements so far:
 - Deployment of 12 GPS on artisanal fishing vessels of Guinea, increased to 14; monitoring of the landings of the artisanal fishing vessels monitored with GPS.
 - Deployment of 2 GPS on artisanal fishing vessels of Guinea Bissau (stopped in 2021).
 - Design of a database to store and analyse GPS data.
- Main achievements expected at project start still to be realised:
 - Analysis of VMS data (Guinea) to map the fishing activities of the industrial fleet.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 3.2: An evaluation of human impacts on selected species and their essential habitats is produced

- Main achievements so far:
 - Utilisation of GPS data and data on catch to identify the proportion of juveniles in the landings.
- Main achievements expected at project start still to be realised:
 - Analysis of VMS data (Guinea) to map the fishing activities of the industrial fleet.
 - Overlaying of fishing area maps with nursery maps.
 - Integration in the database of GPS data available on an artisanal fishery for ribbonfish in Senegal.
 - Report on the results.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Output 3.3: Guidelines for a GPS monitoring system of artisanal fleet is available

- Main achievements so far:
 - Guidelines finalised.
- Main achievements expected at project start still to be realised:
 - None identified.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 4: Consideration of the effect of the environmental conditions on assessed stocks

Output 4.1: Interactions between species are assessed taking into consideration the effects of global changes on the ecosystems

Output 4.2: Guidelines for monitoring plankton are produced

- Main achievements so far:
 - Training and equipment of research team in Mauritania and Guinea for the collection of samples of plankton; support for the purchase of electronic microscopes for Mauritania and Guinea (the latter being co-financed by IRD).
 - Collection of samples for analysis in Italy (species identification, abundance).
 - Recovery of data on plankton collected by the oceanographic centre of Guinea (CERESCOR).
 - Collection of data available on jellyfish abundance (campaigns).
- Main achievements expected at project start still to be realised:
 - Preparation of identification sheets for the main plankton species.
 - Implementation of the work package on ecosystem indicators (late on schedule).
 - Report on the results.

- Main achievements initially expected that may not be possible before the end of the project:
 - The ECOPATH modelling foreseen in the work plan may not be implemented due to insufficient data compounded by a delayed start of the activity.

Result 5: Improved regional cooperation for fisheries research to foster preparation of scientific advice on exploited stocks

Output 5.1: Training curricula are available

- Main achievements so far:
 - Three scientists from Côte d'Ivoire, Guinea Bissau and Mauritania are doing a PhD on fisheries management and ecosystem management under the shared supervision of Agrocampus.
- Main achievements expected at project start still to be realised:
 - None – the PhD are expected to be completed in 2023.
- Main achievements initially expected that may not be possible before the end of the project:
 - The initial objective was to train five scientists. However, after an initial training period of 3 months, two dropped out (Senegal and Guinea), with the three PhD candidates remaining.

Output 5.2: Reports on the results of each working group are published

- Main achievements so far:
 - Reports from working groups are published at <http://pescao-demerstem.org/>

Output 5.3: A final symposium is organised to present the results

- Main achievements so far:
 - None.
- Main achievements expected at project start still to be realised:
 - The organisation of a final symposium is considered, but tentatively.

Grant to the University of Portsmouth – GREPPAO programme (EUR 1.50 million – 17/01/2019 – 17/01/2023)

Result 1: Contribution of small pelagic fisheries to the satisfaction of nutritional needs

Output 1.1 Policies supporting the improvement of the contribution of small pelagics to nutritional needs

- Main achievements so far:
 - National consumption reports have been finalized for the 8 countries covered by GREPPAO⁴⁶. These reports address the current issues of fish consumption, foreign trade in fishery products in West Africa, in a context of overexploitation of resources and growth of its population which raises the issue of food security.

⁴⁶ Mauritania, Senegal, the Gambia, Guinea-Bissau, Guinea, Côte d'Ivoire, Ghana and Benin

- The reports are turned into scientific articles. 4 articles are published and available, a special issue of 8 articles is in preparation.
- Main achievements expected at project start still to be realised:
 - Under GREPPAO, organisation of the Workshop on research and public policy "Development of the current use of scientific results by administrations, their needs and expectations and the capacity of research to fulfill them ". This Workshop will serve as a stepping stone for each of the 3 Workshops to be organized by theme, according to Outputs 1.1 (consumption), 2.1 (value addition) and 3.1 (migrations).
 - Under GREPPAO, organisation of a Regional workshop on the challenges of fish trade and nutrition security in West Africa (June 2022).
 - A Policy document is expected from this Workshop (1 of the 3 targets under Result 1, « consumption 2030 »).
 - Finalization of a dozen of articles (for the 3 Outputs).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified.

Result 2: Increased added-value along the distribution chain

Output 2.1: Knowledge and good practices shared with targeted population to increase added-value

- Main achievements so far:
 - The national reports on value addition of small pelagics have been finalised. They present the volumes and values of pelagic fish landed in the various West African countries and the way they are processed and marketed. In addition, the added value generated on the different segments of the production chain is calculated, as well as the overall value added of pelagic fish. Finally, points for improvement are presented
 - The reports are turned into scientific articles. 5 articles have already been published
 - Improvement of the knowledge of the target groups: the report on good practices (fishing production, fish marketing and artisanal processing) and an extension/dissemination plan have been finalized
- Main achievements expected at project start still to be realised:
 - A review article is expected 1st quarter of 2022.
 - Under GREPPAO, organization of a Regional Workshop on improving sedentary value chains for small pelagics (planned for Oct. 2022): formulation of public policies to improve the economic and social value of small pelagics in West Africa.
 - A Policy document is expected from this Workshop (1 of the 3 targets under Result 1, « value addition of the value chain").
 - Improvement of the knowledge of the target groups: videos (one per theme) are being conceptualized for the dissemination of the report on good practices among target groups and should be ready in April 2022. This will be followed (May-June 2022) by the dissemination phase of these videos among representative fishing communities (2 per country, for the 8 countries).
- Main achievements initially expected that may not be possible before the end of the project:

- None identified. (The Logframe target under Output 1.1 is likely to be reached. Note that over 10 Good Practices, for production, marketing and artisanal processing, have been analysed, vs. the target of 10 under this output 2.1).

Result 3: Management of migratory fisheries is improved

Output 3.1: Elaboration of a management plan of migratory fisheries

- Main achievements so far:
 - National reports on migrant value chains of small pelagics have been finalized. These reports characterize the migratory flows of small pelagics in West Africa, present estimates on the volumes and values of catches of migrant fisheries, the impacts related to migrant fishing and public policy recommendations on management of small pelagics.
 - The reports are turned into scientific articles. A special issue on migrant fishing is published, including 10 articles ("Fishermen migration in Africa: a historical perspective and some introductory note"), as well as 2 more articles.
 - The article summarizing the migrant value chains of small pelagics includes a general Action Plan, based on the various national Action Plans included in the national reports.
- Main achievements expected at project start still to be realised:
 - Under GREPPAO, a Regional Workshop on Migrant Fisheries in West Africa is planned for August 2022 (with a panel on the formulation of public policies for the regional management of migrant fisheries).
 - A Policy document is expected from this Workshop (1 of the 3 targets under Result 1, « migrant fisheries »).
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified. (The Target of Output 3.1 is already achieved; the target of Output 1.1 (Policy Document) is likely to be achieved).

Result 4 (horizontal): Research capacities in social sciences in West Africa are upscaled

- Main achievements so far:
 - Several training courses have been delivered to familiarize researchers with the process of publishing a scientific article (data processing and writing/publishing).
 - Over 20 articles have been officially published, a dozen is expected by end 2022.
 - The researchers involved in the project (one coordinator and one assistant-coordinator per country, i.e. 16 researchers directly involved) are currently authors or co-authors of at least one article (excluding the articles submitted and in the process of revision).
- Main achievements expected at project start still to be realised:
 - Training in "Formulation and writing of research projects" and "Management of bibliographic references" (1st semester 2022).
 - Report on improving scientific capacity and Report on the dissemination of knowledge in practical terms (1st semester of 2022).

- International symposium where all the articles published by "GREPPAO" researchers and other West African researchers will be presented. This symposium will mark the completion of the GREPPAO Project.
- Main achievements initially expected that may not be possible before the end of the project:
 - None identified (However, the target of 2 articles per researcher per year may appear ambitious).

Annex 11: Summary of the results of the joint patrols organised by SRFC under PESCAO (situation March 2022)

Name	Period	Type*	Duration (days)	EEZ patrolled	Command post	Number inspected	Number of Infringements	Infringement rate
Mory Gningue	September 2018	B	5	Gambia, Guinea Bissau, Senegal	Guinea Bissau	41	6	15%
Badjigui Kouyate	November 2018	A	5	Guinea Bissau, Guinea, Sierra Leone	Guinea	46	3	7%
Alexandre Baptista	February 2019	C	5	Cabo Verde, Mauritania and Senegal	Senegal	32	7	22%
Kuta	May 2019	A	5	Guinea Bissau, Guinea, Sierra Leone	Sierra Leone	56	6	11%
Tessito	September 2019	B	5	Guinea Bissau, Senegal, Gambia	Gambia	69	8	12%
Sardinelle	January 2020	C	5	Cabo Verde, Mauritania, Senegal, Gambia	Senegal	58	9	16%
Stingray	April 2021	A	15	Guinea, Guinea Bissau, Sierra Leone	Sierra Leone	73	11	15%
Sizi	August 2021	C	5	Cabo Verde, Mauritania, Senegal, Gambia	Cabo Verde	32	5	16%
Seydouba Camara	November 2021	A	5	Guinea Bissau, Guinea, Sierra Leone	Guinea	70	6	9%
CRE M. Lemine Lefdhal	February 2022	C	10	Cabo Verde, Mauritania, Senegal	Mauritania	159	13	8%
TOTAL						636	74	12%

Source: SRFC / EFCA

Note*: Type A: focus on waters of Sierra Leone, Guinea and Guinea Bissau
Type B: focus on waters of The Gambia, Senegal and Guinea Bissau
Type C: focus on waters of Cabo Verde, Senegal and Mauritania



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