

GLOBAL ENVIRONMENTAL FACILITY
CONCEPT FOR A STRATEGIC PARTNERSHIP FOR A SUSTAINABLE
FISHERIES INVESTMENT FUND

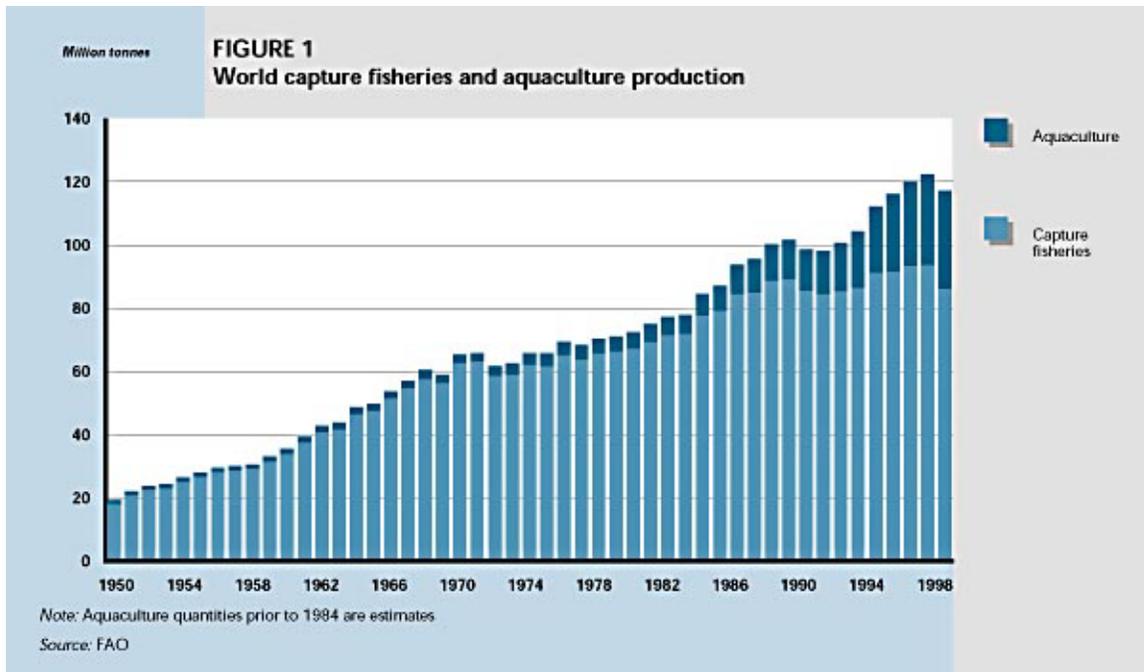
Countries:	Coastal Countries of Sub Saharan Africa (SSA)
Eligibility:	The countries are eligible under paragraph 9(b) of the GEF Instrument.
GEF Focal Area/OP:	Waterbody-based Operational Program, OP 8
Project Title:	Strategic Partnership for Sustainable Fisheries Management in the LMEs of SSA
Implementing Agency:	World Bank
Country Implementing Agency:	TBD
Total Project Cost:	US \$ 265 million
Financing Plan (tentative):	US \$ 5 million Fund for Sustainable Fisheries, US \$ 200 million IDA/IBRD and other sources, US \$ 60 million GEF (disbursed in three tranches that would be released based on trigger indicators, the 1 st tranche would be for US \$ 20 million)
Project Duration	10 years
Preparation Costs:	TBD
PDF-B Funds Requested:	TBD
PDF Co-financing	TBD
Block A Awarded	TBD

1. BACKGROUND

1.1 Introduction: The Global Fishing Crisis and the World Summit on Sustainable Development Targets for Fisheries

Both the living resources of the seas and the marine habitats that support them are increasingly threatened. The open access nature of these seas and the living resources within them (i.e. resources supporting fisheries) has not only attracted many participants from other stagnant sectors or impoverished conditions in countries around the world, but has also caused the *global decline of the fisheries resource base* and threatened the health of the sector in the waters of many coastal countries. Global production from capture fisheries once grew at a rate of 6% per year, increasing from 18 million tons in 1950 to 56 million tons in 1969. However, during the 1970s and 1980s, the average rate of the increase in fisheries production declined to 2% per year, falling to almost zero in the 1990s, as production has since stabilized at roughly 90 million tons annually. At the same time, the total number of people fishing and fish farming worldwide more than doubled (compared with a 35% increase in the economically-active population in agriculture). As a result, FAO estimates that most of the world's fishing areas have now reached their maximum potential for capture fisheries production, with at least 60% of the world's major fisheries over- or fully fished. The last decade of relatively zero growth in capture fisheries production has led FAO to suggest that no increases in total fisheries catch would be obtained in the future, to the contrary, a decline in the total stock, and the production, in particular for the most valuable species is most likely. However, the decline in the resource base is not yet irreversible. Provided concerted action is taken, the prevailing opinion, also from FAO is, that stocks can be rebuilt.

Similarly, of growing concern is the degradation of the habitats (i.e. coastal ecosystems) that support almost 2/3^{ds} of all of the fish harvested worldwide at some stage in their life cycle. According to estimates by the World Resources Institute (WRI), roughly one third of the world's coastal ecosystems are considered at high risk and another 17% at moderate risk. For example, WRI estimates that 58% of the world's coral reef ecosystems are potentially threatened by a combination of over fishing, coastal development, sedimentation and other land-based pollution and destructive fishing practices (including 88% of the coral reefs in East Asia).



The World Summit on Sustainable Development: the Call to End Over fishing Worldwide

Unfortunately, over-fishing and subsequent declining returns from the sector have only reinforced cycles of coastal poverty for millions of rural fishing communities around the world, while at the same time threatening the marine biodiversity and coastal ecosystems that support fisheries. For this reason, the recent World Summit on Sustainable Development (WSSD) felt over-fishing represented a serious crisis meriting a concerted effort by the international community over the next 10 to 12 years, to restore the world's fisheries to health by the year 2015 (including the coastal ecosystems that support these fisheries). Some of the specific actions that participating governments agreed to undertake:

- Maintaining or restoring fish stocks to levels that can produce the maximum sustainable yield by 2015;
- Assisting developing countries in coordinating policies and programs aimed at the conservation and sustainable management of fishery resources;
- Strengthening donor coordination and partnerships between international financial institutions, bilateral agencies and other relevant stakeholders to enable developing countries to develop their capacity for sustainable use of fisheries;
- Establishing representative networks of marine protected areas, consistent with international law and based on scientific information; and
- Developing national, regional and international programs for halting the loss of marine biodiversity, particularly in coral reefs and wetlands.

Specifically, the WSSD called on donor agencies and stakeholders to create new and flexible partnerships to be able to respond to the growing crisis in world fisheries and

implement the targets listed above, in order to ensure the health of both the living resources in the sea and the habitats that support them.

1.2 Global Importance/Ecosystem Management of the Fisheries in the Large Marine Ecosystems of Sub-Saharan Africa¹

Nowhere is the crisis in global fisheries more evident, and the need to implement the targets set by the WSSD greater, than in the five Large Marine Ecosystems (LMEs) that cover the coastal waters of Sub-Saharan Africa.² Coastal countries throughout Sub-Saharan Africa possess a wealth of globally significant marine biodiversity and habitats that include some of the world's most fertile fishing grounds, whether along the wide continental shelf of West Africa's Canary Current LME or the river-fed coastline of Mozambique along the Agulhas Current LME. In many cases, these living resources and the habitats that support them constitute an important transboundary resource that is vital to the lives and livelihoods of millions of rural coastal inhabitants throughout the region, and the food security of a majority of the population.

Unfortunately, growing coastal populations and persistent foreign interests in marine fisheries are placing increasing pressures on the marine biodiversity of Sub-Saharan Africa. Because many of the poorest countries lack the capacity for effective fisheries management, both local and foreign fleets fish in *de facto* open access conditions along most of the continent, mining once fertile fishing grounds such as those off the coast of West Africa. These *de facto* conditions of open access to African fisheries exist in many cases despite the adoption over 20 years ago of the United Nations Convention on the Law of the Sea (UNCLOS). This "constitution of the sea" essentially gave countries exclusive rights and control to manage their fisheries resources up to 200 nautical miles from the coast, yet 20 years later coastal countries throughout Sub-Saharan Africa still do not have the capacity to take control of their own fisheries resources nor prevent their overexploitation.

The LMEs of Sub-Saharan Africa are also beginning to feel the cumulative effects of growing populations, which threaten habitats such as mangroves and wetlands through a variety of activities including infrastructure development and logging of mangrove forests for fuelwood. As such, these LMEs, and the living resources they support, are

¹ The importance of Sub-Saharan Africa's fisheries has been stated by the NEPAD through the "Africa Process for the Development and Protection of the marine and Coastal Environment in Sub-Saharan Africa", which clarifies the needs and opportunities to conserve and restore critical coastal and marine ecosystem integrity and promote sustainable and alternative livelihoods through better management of natural resources, particularly coastal and shelf fisheries.

² [Large marine ecosystems](#) are regions of ocean space encompassing coastal areas from river basins and estuaries to the seaward boundaries of continental shelves and the seaward margins of coastal current systems. There are 5 large marine ecosystems identified in Sub-Saharan Africa:

- Canary Current (West Africa)
- Guinea Current (Gulf of Guinea)
- Benguela Current (Namibia, Angola, South Africa)
- Agulhas Current (continental shelf shared by South Africa, Mozambique, Comoro Islands, Seychelles, Madagascar and Mauritius)
- Somali Current (Tanzania, Kenya, Somalia)

being threatened on two fronts: from the destruction of critical habitat that provides spawning and nursery grounds for many species of fish in the early stages of their life cycle, to over-harvesting of target fish stocks based on inadequate management of fishing effort. Thus, for the protection of globally significant marine biodiversity and for the welfare of the millions of people that depend on this biodiversity in the LMEs of Sub-Saharan Africa, there is an urgent need for improved fisheries resource management based on an ecosystem approach, which takes into account both the pressures on individual fish stocks as well as the threats to the habitat critical to their survival. More information on the eco-systems approach will be provided in the final project document.

2. RATIONALE FOR GEF SUPPORT

In order to reverse the depletion of fisheries in the LMEs of Sub-Saharan Africa, and to assist the individual coastal countries bordering these LMEs to meet the fisheries targets set by the WSSD, a ten-year Strategic Partnership for a Sustainable Fisheries Investment Fund is being proposed. The rationale for a partnership is that the fisheries resources supported by the large marine ecosystems of Sub-Saharan Africa are both poorly governed and often transboundary in nature. For this reason, the WSSD has recommended partnerships of donors, technical agencies and NGOs as the best vehicle to assist developing countries to change both policies and practices in fisheries management and the governance of large marine ecosystems. Thus, a Strategic Partnership for a Sustainable Fisheries Investment Fund, focused on the LMEs of Sub-Saharan Africa, is being proposed in order to assist the coastal countries in the region to meet the targets for sustainable fisheries set by the WSSD and to ensure the health of the fisheries resource base upon which so many lives and livelihoods depend.

This Partnership would establish a Sustainable Fisheries Investment Fund to encourage country-level investments in the LMEs of Sub-Saharan Africa, **which would complement the ongoing GEF-led sub-regional LME projects**. These country-level investments would build the capacity of coastal countries in Sub-Saharan Africa to implement policy and institutional reforms needed at national level in order to meet the targets for sustainable fisheries set by the WSSD and build capacity of these countries to support monitoring, surveillance and enforcement of national and international laws and regulations with regard to fisheries and other marine and coastal resources, thereby enabling them to more fully collaborate with and participate in the ongoing GEF funded regional LME projects. Such investments facilitated by the Partnership's Sustainable Fisheries Investment Fund would be consistent with the principles of the treaty of the UNCLOS, by assisting coastal countries in Sub-Saharan Africa to build their capacity to sustainably manage the fisheries resources they control as a result of the treaty.

3. STRATEGIC PARTNERSHIP OBJECTIVES AND DESCRIPTION

3.1 Partnership Objectives

The objective of the Strategic Partnership for a Sustainable Fisheries Investment Fund would be to provide a regional context that would encourage country-level investments aimed at: (i) building the capacity of countries in Sub-Saharan Africa to implement

policy and institutional reforms needed at national level in order to meet the fisheries targets of the WSSD, and (ii) promoting the sustainable management of fisheries resources in the LMEs of Sub-Saharan Africa. The Strategic Partnership's approach would focus investments at the country level in order to assist coastal countries to improve their governance of fisheries supported by the ongoing LME programs of Sub-Saharan Africa, as well as to implement fisheries resource management measures more appropriate (e.g. for transboundary resources) at the sub-regional level in collaboration with the ongoing LME projects. More specifically, the Strategic Partnership would establish a Sustainable Fisheries Investment Fund that would:

- Encourage country-level investments in order to assist individual coastal countries in Sub-Saharan Africa to undertake the necessary policy, legal, and institutional reforms to sustainably manage their fisheries resources;
- Assist individual coastal countries to build the capacity to participate in the ongoing GEF-led LME projects and collaborate through these projects to implement management measures for the marine ecosystems and the transboundary fisheries resources that would be more appropriate at the sub-regional scale (e.g. sub-regional monitoring, control and surveillance systems, sub-regional research initiatives, networks of marine protected areas, etc.); and
- Promote learning, information exchange and capacity building at the regional level, to ensure that the successes and failures of country and LME level investments are adequately disseminated. All learning exchange activities would be fully developed in cooperation with the ongoing three agency - GEF-funded IW:LEARN project during the Block B preparation period.

3.2 Strategic Partnership Description

The *Strategic Partnership for a Sustainable Fisheries* includes country-level fisheries management investments, which would complement sub-regional initiatives for sustainable fisheries management in the ongoing GEF-led LME projects. Close involvement of the different LME projects will be ensured during the preparation of the Partnership proposal. This will be in particular important in the areas of capacity building, communications/ information exchange, and systemic policy development, where the respective LME projects have important activities. This Partnership would be based on the comparative advantages of each of the partners:

GEF would contribute with funding for an investment fund to co-finance activities at the country level to promote sustainable fisheries management (for GEF-eligible issues) for mostly transboundary fisheries resources (and local fishery resources as they contribute to global benefits) in order to meet the WSSD fisheries targets. These activities or projects would be co-financed on the basis of GEF Council approved set of criteria. Typically under such Strategic Partnership investment funds, the GEF would commit to a targeted envelope of funds, approved in several tranches based on progress reports submitted to the GEF Council. For example, in the Strategic Partnership on the Black Sea/Danube Basin, the GEF established a partnership with the World Bank, UNEP, UNDP, other multilateral donors and financiers, and Black Sea/Danube Basin countries. This partnership included a Nutrient Reduction Investment Fund, which leveraged a large envelope of both World Bank and GEF funds for nutrient pollution reduction investments

on a country-by-country basis in more sustainable wastewater treatment and agriculture. In terms of implementation, the GEF Council approved both a first tranche of US\$ 20 million and a second tranche of \$16 million to the fund, which was administered by the World Bank to be available for country-specific nutrient reduction activities. Once each tranche of money disbursed to the investment fund is approved by the Council, individual projects administered by that fund do not require further Council approval so long as they meet the original criteria set for projects co-financed by the fund.

Separately, GEF would also fund the on-going work on regionally-focused Large Marine Ecosystems (LME) projects in SSA (see Annex III).

The World Bank would contribute with:

- (a) the responsibility for the preparation of the country-level investments for sustainable management of marine fisheries by use of the World Bank's ongoing country dialogue for development of regional and country programs and by use of the most applicable IBRD or IDA financing instrument³, which would be combined with GEF co-financing. As with the Danube/Black Sea Basin Partnership, the World Bank, through the Africa Region, would seek to include considerations for coastal fisheries and habitat conservation into the policy dialogue (PRSP, CAS or specific sector policy dialogues) of each coastal nation in Sub-Saharan Africa. Furthermore, once potential projects have been identified in a country, the World Bank and other donors would co-finance the project with the GEF (which would use the Sustainable Fisheries Investment Fund) at a targeted average ratio of 3 to 1 under the Strategic Partnership. For example, the World Bank might finance country-level investments in institutional strengthening and restructuring (using technical assistance loans), alternative income opportunities and community development in rural fishing communities (based on a community-driven development model) and monitoring, control and surveillance activities (through specific investment loans), while the GEF-led Sustainable Investment Fund financed the implementation of small-scale marine resource management systems and networks of effectively managed marine protected areas; and

³ Applicable World Bank (IBRD/IDA) Lending Instruments (*See Annex II for more details*)

The Strategic Partnership would include the regional and country programs of the World Bank, and would collaborate with these programs to utilize Bank lending instruments to help reform SSA countries' fishing sectors and promote sustainable fisheries management.³ Most coastal SSA countries would qualify for the "soft loan" conditions under IDA, which have a reduced impact on their indebtedness. These instruments include:

- Specific Investment Loans, which could be used for specific investments in MCS, and fishery infrastructure
- Technical Assistance Loans, eventually to assist countries in the development of rights-based user systems
- Financial Intermediary Loans (e.g. Community-Driven Development programs)
- Poverty Reduction Support Credits, in particular to develop co-management and coastal management schemes
- Sector Adjustment Loans, for, inter alia the funding of effort reduction schemes, such as vessel buy back programs

- (b) the establishment of the multi-donor Global Forum and Trust Fund for Sustainable Fisheries, which would evolve from the current Trust Fund for Sustainable Fisheries funded by the Government of Japan. The Global Forum would be the vehicle for coordination of different donors at the LME and regional level. The Global Trust Fund would be a separate fund from the GEF Sustainable Fisheries Investment Fund, receive its funding from interested bilateral and multilateral donors, but **not** from the GEF. It would undertake the upstream analytical work to guide the investments under GEF and other bi-lateral and multi-lateral sources (including the Bank). Through the Global Forum, the World Bank would promote the use of the Investment Fund in country-based dialogues with stakeholder governments. More specifically, one of the main tasks of the Global Trust Fund would be to fund the preparation of fisheries sector notes and adjustment and investment operations at the national level complementing the ecosystems management focus supported by the GEF. In addition, within each country where the Global Forum and Trust Fund would work to prepare sector strategies and management operations, it would seek to coordinate bi-lateral and multi-lateral donor investments in order to implement the actions and operations recommended by the strategy, as well as facilitating cross-cutting work and learning exchange between the LMEs and throughout the continent.

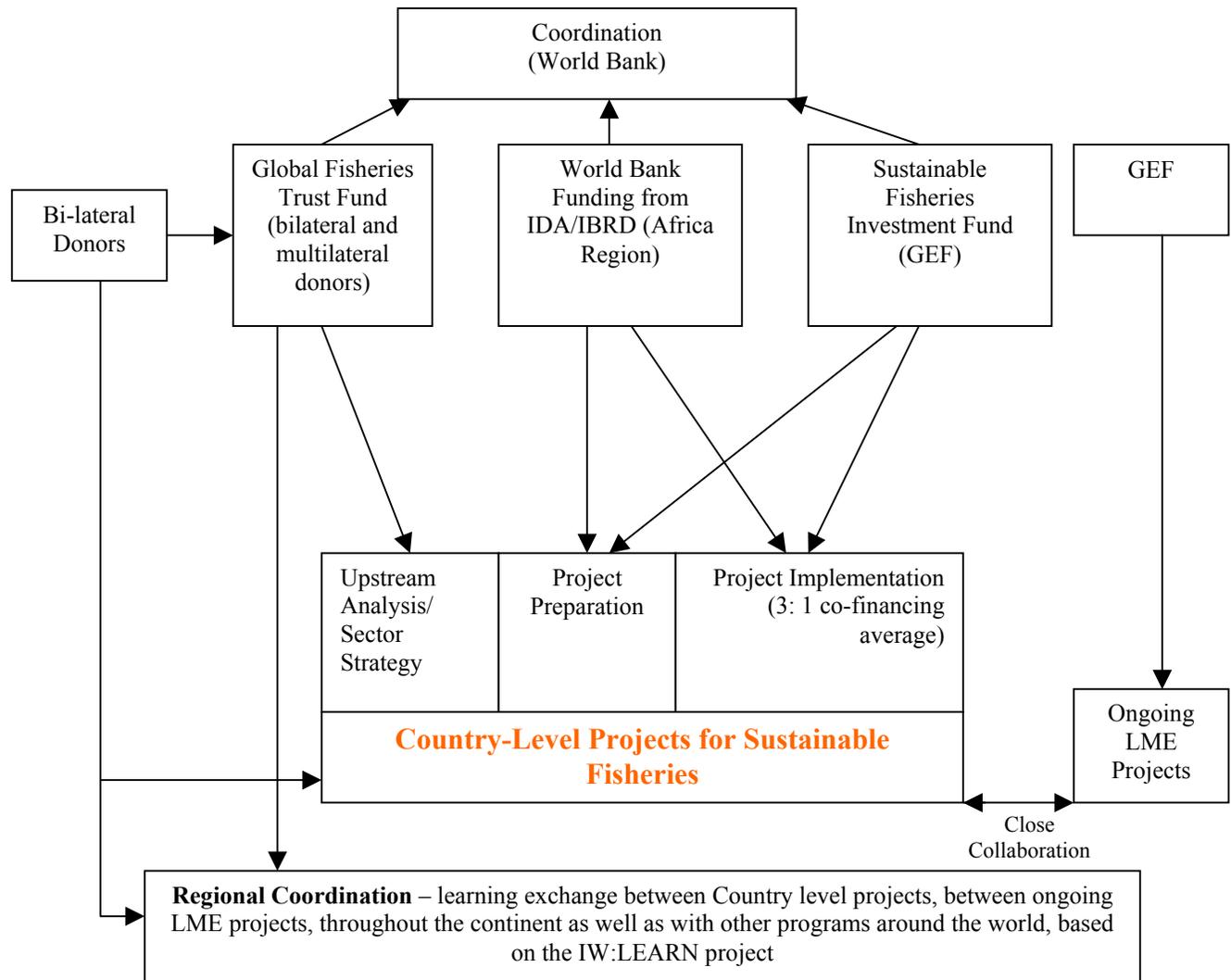
FAO could provide the technical expertise in the preparation of the policy sector notes and the country-level adjustment or investments operations. In these it would be guided by the agreed upon principles for sustainable fisheries management as provided in the Code of Conduct (see Annex I).

WWF would provide:

- (a) the technical and operational expertise to prepare and implement the proposal preparation process;
- (b) technical and operational expertise to the Steering Committee and Regional Technical Advisory Committee of the Global Forum and Trust Fund for Sustainable Fisheries, based on its global experience and knowledge of fisheries management gained through its marine conservation initiatives, in particular the development of marine protected area networks;
- (c) the expertise and existing strong network with stakeholders in countries throughout the region, including the governments, non-governmental organizations, research institutions, and others to help prepare and implement country-level activities, within the possibilities of the Bank's procurement rules; and
- (d) the knowledge, experience, and expertise to help replicate the experiences of the Strategic Partnership for a Sustainable Fisheries Investment Fund in other regions of the world in partnership with the Global Forum and Trust Fund for Sustainable Fisheries.

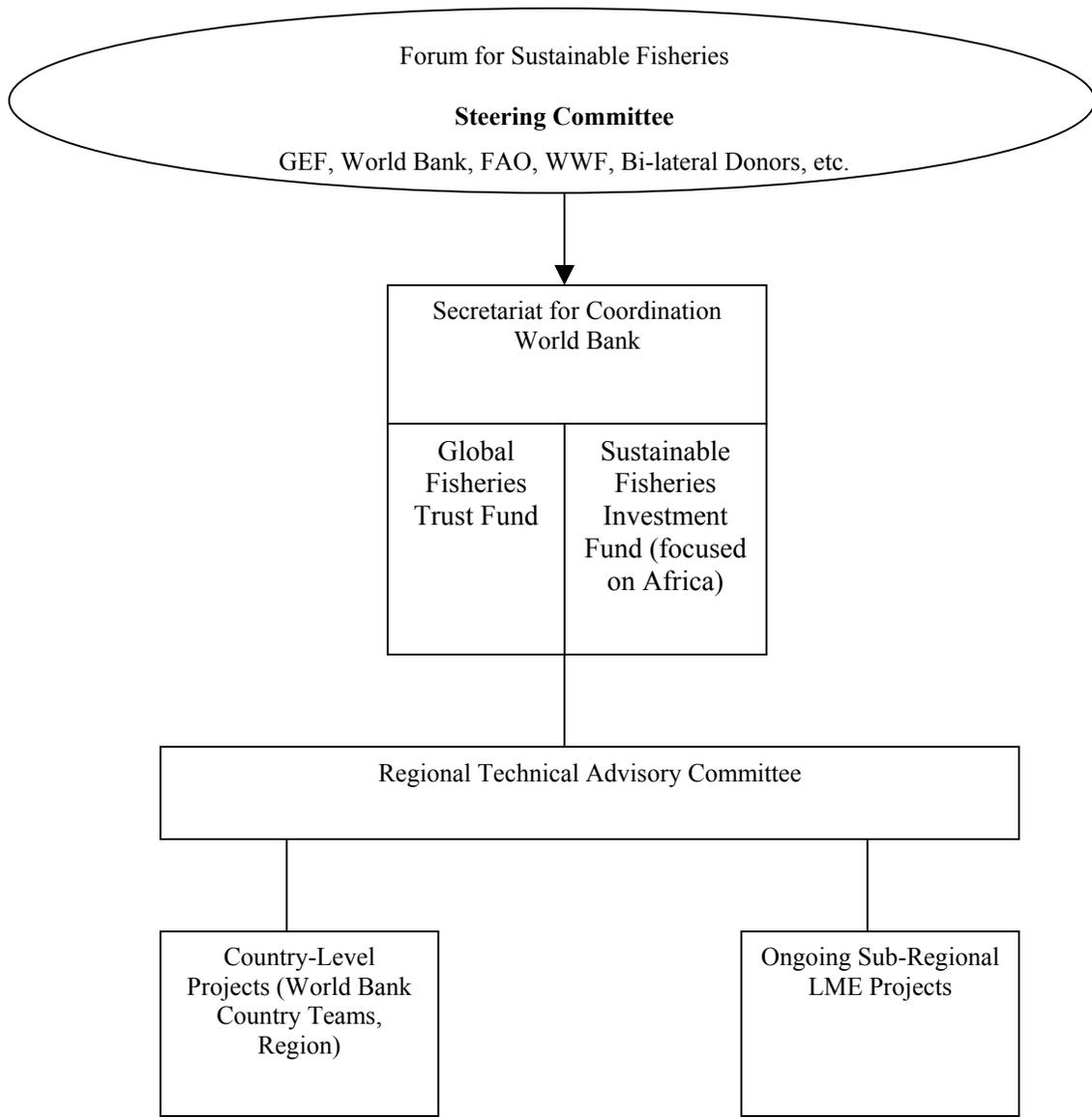
A small secretariat to coordinate activities will be funded from the World Bank's budget, the revenues from the administrative overhead from the Global Trust Fund for Sustainable Fisheries, and the partnership premium.

The funds flow diagram of this Strategic Partnership could then be pictured as shown below:



The Strategic Partnership would thus use most efficiently the comparative advantages of all the partners, with the Global Forum and Trust Fund providing the coordination and seed money for the upstream analytical work and the preparation of the adjustment and investment needs, the separate Sustainable Fisheries Investment Fund providing co-financing on a fast track basis for the GEF-eligible investments based on agreed-upon criteria for projects in fisheries management, the World Bank and IDA, in cooperation with other donors, providing the funding for the investments which mainly provide local benefits, and the FAO and WWF providing the technical and implementation expertise.

The institutional structure of the Strategic Partnership in this global context could be described by the figure below:



3.3 Implementing the Strategic Partnership for a Sustainable Fisheries Investment Fund

Role of the World Bank and the Global Forum and Trust Fund for Sustainable Fisheries

The Trust Fund for Sustainable Fisheries is planned to evolve from the current initiative funded by the Government of Japan, into a multi-donor trust fund that would be governed by a steering committee of donors and country representatives within the Global Forum and administered by the same secretariat as the Investment Fund. In general, the Trust Fund for Sustainable Fisheries would fund the preparation of a long-term vision for the sustainable management of the fisheries sector at the country level, through building consensus around a concrete sector strategy with specific actions for reform.

The Global Forum would facilitate:

- The coordination of interested donors within each country to implement the actions agreed upon in the sector strategy or long-term vision; and
- The coordination and learning exchange between individual country projects and between LME projects, cooperating with the GEF-led IW: LEARN project throughout the continent, as well as lessons learned from experiences around the world.

Elements of the Strategic Partnership

The following four elements constitute funding of the proposed Strategic Partnership:

- (a) GEF-funded Sustainable Fisheries Investment fund to co-finance country-level reforms, investments and activities related to sustainable use of living aquatic resources and their habitats in the coastal countries bordering the LMEs of Sub-Saharan Africa [Country-level investments]
- (b) World Bank and other donors providing the remaining co-financing at a ratio of 3 parts World Bank/other donor to every 1 part GEF [Country-level investments] as the targeted average under the Strategic Partnership; and
- (c) Collaboration with ongoing GEF-financed sub-regional LME projects in Sub-Saharan Africa, shown in the below table [Sub-regional level, e.g. fisheries management measures applicable at a larger scale, particularly for transboundary resources];

Brief overview of ongoing GEF-funded LME projects:

LME Project	Implementing Agencies	Current Status
Canary Current	FAO	In preparation
Guinea Current	UNDP, UNEP, UNIDO	In preparation
Benguela Current	UNDP	Under implementation
Agulhas & Somali Currents	World Bank (offshore)	In preparation
	UNDP (coastal, research)	In preparation

As many of these projects are still under preparation, the timetables and schedules would be almost parallel to the projects planned by the Strategic Partnership and co-financed by the Sustainable Fisheries Investment Fund. These projects are generally focused on improving aspects of marine ecosystem health which are fundamental to supporting fisheries but not as directly involved in the sustainable management of fisheries (e.g. coastal zone management, improved coastal water quality, etc.), and thus will be complementary to the country-level investments promoted by the Strategic Partnership. The Strategic Partnership would also build the capacity of countries to better participate in these larger LME projects.

- (d) The multi-donor financed Global Forum and Trust Fund for Sustainable Fisheries which would finance upstream analytical work in the form of country-level sector strategy notes, hold country-level dialogues with stakeholder governments to promote the Partnership, facilitate learning exchange between countries and LME projects.

Thus, the Strategic Partnership would operate at multiple scales to promote country-level investments in Sub-Saharan Africa that can build coastal countries' capacity to implement sustainable fisheries management policies and measures and meet the fisheries targets set by the WSSD:

- **Country-level** [GEF Sustainable Fisheries Investment Fund, World Bank IDA/IBRD investments, other donors]
- **Sub-regional level** [collaboration with ongoing GEF-led LME projects]
- **Regional level** [Learning exchange between LMEs facilitated by the IW:LEARN program and the Global Forum and Trust Fund, through Regional Technical Advisory Committee of partners]
- **Global level** [Global Forum and Trust Fund for Sustainable Fisheries]

Principles and Policies the Strategic Partnership would Promote

General Principles of Sustainable Fisheries⁴

The Code of Conduct for Responsible Fisheries, adopted at the 28th Session of the FAO Conference, which articulates the general principles underlying sustainable utilization of fisheries resources. These principles state that nations and users of marine resources should conserve aquatic ecosystems and that the right to fish carries with it the obligation to do so in a responsible manner that ensures the conservation and management of living marine resources.

The Objectives of Fisheries Management⁵

Based on the general principles described above and detailed in Annex I, the Strategic Partnership would promote investments to assist coastal countries in SSA to establish or strengthen fisheries management organizations that are capable of ensuring the long-term sustainable use and conservation of living marine resources. This would include strengthening such organizations so that they are able to implement appropriate management measures, based on the best scientific evidence available, which are designed to maintain or restore fish stocks at levels capable of producing maximum sustainable yield, as qualified by relevant environmental and economic factors, including the special requirements of these countries.

The fisheries management measures and policies that the Strategic Partnership will assist in Sub-Saharan African countries would have the following outputs:

- excess fishing capacity is avoided or corrected, and exploitation of the fish stocks remains economically and ecologically viable;
- the economic incentives under which fishing industries operate results in responsible fisheries;
- the interests of fishers, including those engaged in subsistence, small-scale and artisanal fisheries, are taken into account, and reduce poverty;
- biodiversity of aquatic habitats and ecosystems is conserved and endangered species are protected;
- depleted stocks are allowed to recover or, where appropriate, are actively restored;
- adverse environmental impacts on the resources from human activities are assessed and, where appropriate, corrected and restored; and
- pollution, waste, discards, catch by lost or abandoned gear, catch of non-target species, both fish and non- fish species, and impacts on associated or dependent species are minimized, through measures including, to the extent practicable, the

⁴ See Annex I: General Principles of the Code of Conduct for Responsible Fisheries, Section 6.

⁵ Code of Conduct for Responsible Fisheries, Section 7.2.

development and use of selective, environmentally safe and cost-effective fishing gear and techniques.

Fisheries Management Policies

In order to implement the objectives of sustainable fisheries management described above, the Strategic Partnership would (through the sector strategy notes funded by the Global Trust Fund for Sustainable Fisheries) assist countries in SSA to translate these objectives into actions, formulated as a fishery management plan or other management framework that would provide a long-term vision for the country's fishery based on the consensus of all stakeholders. This management plan or long-term vision would include policies, which ensure that:

- the level of fishing permitted is commensurate with the state of fisheries resources;
- no vessel be allowed to fish unless so authorized, in a manner consistent with international law for the high seas or in conformity with national legislation within areas of national jurisdiction;
- where excess fishing capacity exists, mechanisms are established to reduce capacity to levels commensurate with the sustainable use of fisheries resources so as to ensure that fishers operate under economic conditions that promote responsible fisheries;
- the performance of all existing fishing gear, methods and practices is examined and measures taken to ensure that fishing gear, methods and practices which are not consistent with responsible fishing are phased out and replaced with more acceptable alternatives;
- fishing is regulated in such a way as to avoid the risk of conflict among fishers using different vessels, gear and fishing methods;
- when deciding on the use, conservation and management of fisheries resources, due recognition is given, as appropriate, in accordance with national laws and regulations, to the traditional practices, needs and interests of indigenous people and local fishing communities which are highly dependent on fishery resources for their livelihood;
- in the evaluation of alternative conservation and management measures, their cost-effectiveness and social impact is considered;
- the efficacy of conservation and management measures and their possible interactions are kept under continuous review, and these measures are, as appropriate, revised or abolished in the light of new information;
- appropriate measures are taken to minimize waste, discards, catch by lost or abandoned gear, catch of non-target species, both fish and non-fish species, and

negative impacts on associated or dependent species, in particular endangered species⁶; and

- measures are introduced for depleted resources and those resources threatened with depletion that facilitate the sustained recovery of such stocks, including restoration of habitats critical to the well-being of these resources.

Instruments to Implement Fisheries Management Policies⁷

In order to implement the general principles and policies to support sustainable fisheries management, the Strategic Partnership would assist Sub-Saharan African countries to develop and utilize the following instruments or tools:

- *Long-term vision or strategy* for the fisheries sector, which articulates decisions about who would participate in the fishery, what resources can be utilized and in what manner, where specific participants can fish, etc., based on reasonable scientific projections and consensus from all stakeholders;
- An effective *legal and administrative framework* at the local and national level, as appropriate, for fisheries resource conservation and fisheries management (*i.e. fisheries resource use rules*);
- More effective *capacity to negotiate equitable fishing agreements*;
- Fisheries *monitoring, control, surveillance and law enforcement measures* to ensure compliance with the above rules and regulations, including, where appropriate, observer programs, inspection schemes and vessel monitoring systems (such measures should also be promoted and, where appropriate, implemented by sub-regional or regional fisheries management organizations and arrangements);
- Collaborative, or *co-management measures*, where appropriate, to share the responsibility of fisheries resource management between Government and the resource users, particularly in small-scale fisheries in conjunction with community development efforts;
- *Rights-based management measures*, where appropriate, that specify fishing rights or fish catch quota which can be considered as property, e.g. quota management systems;
- Where overcapacity exists, *effort reduction measures*, e.g. vessel buy-backs, decommissioning, etc.;

⁶ Where appropriate, such measures may include technical measures related to fish size, mesh size or gear, discards, closed seasons and areas and zones reserved for selected fisheries, particularly artisanal fisheries. Such measures should be applied, where appropriate, to protect juveniles and spawners. Fisheries management organizations and arrangements should promote, to the extent practicable, the development and use of selective, environmentally safe and cost effective gear and techniques.

⁷ Code of Conduct for Responsible Fisheries, Section 7; World Bank Approach Paper to Sustainable Fisheries. The instruments and tools listed in this section are for indicative purposes only, and are not meant to be comprehensive or all-inclusive.

- *Effective networks of marine protected areas*, based on sound scientific information, to allow for the protection of critical fisheries habitats and spawning grounds, as well as the replenishment of fishing grounds; and
- *Promotion of alternative livelihoods to fishing*, where necessary, in conjunction with fisheries management and effort reduction measures.

Types of Projects Financed by the Strategic Partnership (GEF Sustainable Fisheries Investment Fund, World Bank IDA/IBRD instruments, other donors, Global Trust Fund for Sustainable Fisheries)

The Strategic Partnership for a Sustainable Fisheries Investment Fund would work at the country scale within large marine ecosystems in Sub-Saharan Africa, in collaboration with the larger sub-regional LME projects.

Some of the types of projects that the Sustainable Fisheries Investment Fund and the World Bank (along with other donors) would co-finance in countries could include⁸:

- Institutional strengthening, technical assistance for policy reform (e.g. World Bank technical assistance loans, sector adjustment loans);
- Fishing fleet reduction, management infrastructure for monitoring, control and surveillance of the fisheries (e.g. World Bank specific investment loans);
- Alternative income opportunities for displaced fishers, economic diversification in rural fishing communities (e.g. World Bank financial intermediary loans, community-driven development activities);
- Extension, education and institutions for co-management of small-scale fisheries (e.g. GEF Sustainable Fisheries Investment Fund); and
- Establishment of effectively managed networks of marine protected areas (e.g. GEF Sustainable Fisheries Investment Fund).

At the sub-regional scale, the Strategic Partnership and the country-level projects it promotes would complement and collaborate with the ongoing GEF-led LME projects. For example, the country-level projects might include activities such as:

- Assisting each country within a LME to implement LME-wide policies for sustainable fisheries and meet targets set at a regional level;
- Assisting countries within a LME to implement management measures in collaboration at a sub-regional scale (e.g. LME-wide vessel monitoring system, research activities, etc.)
- Assisting countries within a LME to more fully participate in ongoing GEF-led LME projects.

The country-level projects promoted by the Sustainable Fisheries Investment Fund which are the focus of this Strategic Partnership would begin with funding and technical assistance from the Global Forum and Trust Fund Partnership for Sustainable Fisheries for country-wide stakeholder consensus-building around a common vision for the sector

⁸ For a more detailed description of the World Bank instruments which might be applied to use IDA/IBRD funds to co-finance country level projects with the GEF Sustainable Fisheries Investment Fund, see Annex II.

and the fisheries resources over the long-term, and an action plan for the reforms necessary to achieve sustainable fisheries management. Based on these country-specific sector strategy notes or management plans, and based on the criteria set at the regional level for the Sustainable Fisheries Investment Fund, countries could apply to the Fund for resources and technical assistance to implement the activities recommended in these plans. The plans and activities would include verifiable indicators and benchmarks for success. These plans and activities would work in parallel and collaboration with the ongoing sub-regional LME projects.

Initially, the Strategic Partnership would likely focus on the countries within the LME projects where the World Bank and FAO are already involved:

- The Canary Current LME (West Africa)
- The Agulhas Current (continental shelf shared by South Africa, Mozambique, Comoro Islands, Seychelles, Madagascar and Mauritius)
- Somali Current (Tanzania, Kenya, Somalia)

Box 1: Investments in the Canary Current LME – an indicative example for investments under the Strategic Partnership

As an indicative example, the Strategic Partnership for a Sustainable Fisheries Investment Fund might invest in the countries within the Canary Current LME, covering the West African coastline with the wide continental shelf and shared upwelling currents and pelagic migration routes. This would include Mauritania, Senegal, the Gambia, Guinea-Bissau, Guinea-Conakry, and Cape Verde. These six countries have already formed a sub-regional fisheries management organization, the Commission Sous-Regional des Peches (CSRP), although it is weak.

Country specific projects in the countries within the Canary Current LME might begin with (funded by the Global Trust Fund for Sustainable Fisheries):

- Preparation of Sector Strategy notes, identifying specific actions for sustainable fisheries management, in collaboration with CSRP and sub-regional activities and meeting the criteria set by the Strategic Partnership.

Based on the sector strategy note for each country, in this example Guinea-Bissau, the following components or activities for country-level project might be recommended and financed (co-financed by the GEF Sustainable Fisheries Investment Fund and World Bank IDA/IBRD instruments, as well as other donors):

- Technical assistance to facilitate policy, institutional and legal reforms, based on and in parallel to sub-regional research results (funded by World Bank PRSC);
- Assistance to establish a VMS for monitoring and surveillance, in conjunction with sub-regional monitoring, control and surveillance (World Bank specific investment loan, or Sustainable Fisheries Investment Fund);
- CDD-type assistance to establish a co-management system for artisanal fishing and to promote fishing as well as alternative livelihoods and community development (IDA component of a larger Financial Intermediary Loan);
- Legal assistance to work through the CSRP and sub-regional initiatives to reach

- bi-lateral fishing agreements with both Senegal and Guinea, as well as to re-negotiate the EU fishing agreement (Sustainable Fisheries Investment Fund); and
- Institutional capacity building and legislative reform (in this case establishment of a free trade zone) to facilitate local and foreign private investment (Sustainable Fisheries Investment Fund).

Country activities implemented at the sub-regional scale in collaboration with the Canary Current LME project might include (funded by the GEF Sustainable Fisheries Investment Fund):

- establishing a sub-regional network of marine protected areas, sub-regional assistance to each country to establish and effectively manage these areas, and exchange of lessons learned and good practices in management between these areas;
- establishing a region-wide vessel registry, as many of the same vessels fish in several countries' waters, to enable joint monitoring and surveillance information;
- facilitating bi-lateral and sub-regional fishing agreements, to allow for joint monitoring, control and surveillance of migratory fleets (e.g. artisanal fleet in Senegal); and
- technical and legal assistance could be provided to strengthen negotiations for foreign fishing agreements.
- establishing a sub-regional fisheries research and assessment program, which would not be economical at a country scale. Such a program could cover several countries and the larger marine ecosystem and utilize shared vessels for research;

Eligibility Criteria for financing under the investment fund:

Project proposals from coastal countries in Sub-Saharan Africa would need to fulfil basic eligibility criteria for financing under the Sustainable Fisheries Investment Fund:

- Adhere to the principles of the GEF Operational Programs. Projects would follow the approaches of Waterbody-based Operational Program (OP 8), particularly in the selection of projects with crosscutting and demonstration potential and proven implementation capacity.
- Submit an endorsement from the proposing country's GEF focal point.
- Have secured financing for non-incremental project costs and ensure that the minimum leveraging requirement is met (targeted average ratio of 3:1 of other donor financing to GEF under the Strategic Partnership).
- Be consistent with the principles and policies of sustainable fisheries management outlined in this document and further described in the Code of Conduct for Sustainable Fisheries.

- Contribute towards the capacity-building of countries and sub-regions in Sub-Saharan Africa to sustainably manage the fisheries resources supported by the large marine ecosystems of the region, as stated in the Partnership objectives.

Additionally,

- Project proposals would be encouraged to include country-expressed commitment to the policy, institutional or legal reforms necessary to implement sustainable fisheries management.
- Whenever a project has potential for additional global environmental benefits, such as conservation of biodiversity (for example, through protection of an area of the sea designated as critical for the support of internationally significant biodiversity, e.g. manatees, sea turtles, etc.), the existence of such benefits would be a positive factor, but not constitute *per se* an eligibility condition. In all cases, sustainable fisheries management would be the essential eligibility condition for projects.

Leveraging

The goal of the proposed Strategic Partnership would be to increase GEF grant leveraging against other project financing sources in countries in Sub-Saharan Africa, and to increasingly encourage the World Bank and other partners to cover larger shares of investments in sustainable fisheries management within these countries. The leveraging target for investments by the Sustainable Fisheries Investment Fund is a 1 (GEF) to 3 (other) average ratio. Co-financing may be obtained from a combination of national sources, World Bank financing or other international financial institutions, or additional grant funds from bi-lateral donors. Progress toward leveraging goals would be discussed in overall progress reports for approval of subsequent tranches.

3.4 Triggering the Release of GEF funding tranches

Release of GEF funding tranches against progress reporting

It is expected that GEF funds would be approved for disbursement into the Sustainable Fisheries Investment Fund in three tranches, each of US\$ 20 million. Approval and subsequent disbursement of remaining tranches would be subject to progress reports to the GEF Council prepared by the secretariat for the Strategic Partnership in ARD of the World Bank. A progress report would be submitted to the Council for each tranche request to fund the Sustainable Fisheries Investment Fund. Reporting for the Investment Fund would consist of progress to date on the Partnership leveraging target; a description of the project pipeline and the stage of development of each project proposal; coordination of the Fund with the sub-regional LME projects and other key partners; and progress towards meeting M&E targets

M&E System with triggers for the release of successive GEF funding tranches

During the Block-B preparation of the Strategic Partnership, a monitoring and evaluation component of the Partnership would be prepared, with one set of clear and measurable targets and indicators for the entire region (based on the WSSD fisheries targets), against

which each country-level project would be evaluated. For example, in current World Bank projects such as the second phase of the Coral Reef Rehabilitation and Management Program (COREMAP), a monitoring and evaluation component is being prepared with a scientifically validated list of biophysical, socio-economic and governance/management indicators and targets for the sustainable management of small-scale coral reef fisheries. The Block-B preparation team would utilize such examples to identify one set of indicators and targets for the entire region, which would be applied to each country-level project. This criteria would be the core of the Strategic Partnership proposal that would be submitted to the GEF Council for approval. Upon approval of the first tranche, progress of the country level projects in reaching these targets would determine disbursement of each successive tranche of GEF funds to the Sustainable Fisheries Investment Fund. Thus, clear and measurable indicators and targets would be developed during Block B preparation so that the Strategic Partnership can be evaluated by the GEF prior to disbursement of each tranche, which would be conditional on progress towards the targets.

4. EXPECTED OUTCOMES OF THE STRATEGIC PARTNERSHIP

Country-level Outcomes:

- Implementation of policies, programs and laws aimed at the conservation and sustainable management of fisheries resources, consistent with the targets set by the WSSD and the principles contained in the Code of Conduct for Sustainable Fisheries;
- Preparation and implementation of national fisheries sector strategy notes and management plans;
- Reforms and strengthening of institutions necessary to control fishing effort in country waters and maintain or restore the fisheries to levels at or below maximum sustainable yield;
- Increase in socioeconomic benefits for fishers remaining in the sector, as well as for those individuals departing the fisheries; and
- Strengthened commitment and coordination between the World Bank and other donors to enabling coastal countries in Sub-Saharan Africa to develop their capacity for the sustainable use of fisheries.

Sub-Regional and Regional Outcomes:

- Improved scientific information and knowledge on fish stocks and the marine ecosystems that support them, at the LME-scale and particularly concerning transboundary stocks;
- Effectively managed sub-regional and representative networks of marine protected areas; and
- Learning exchanges and dialogues between countries and sub-regions on best practices and collaboration for marine ecosystem governance and the sustainable management of fisheries.⁹

⁹ As mentioned previously, these learning exchange activities would be fully developed in cooperation with the ongoing GEF-funded IW:LEARN project during the Block B preparation period.

5. SUSTAINABILITY AND REPLICABILITY

5.1. Sustainability

Sustainability of the Partnership and its activities would be assured at the following levels:

- At the level of the *Sub-Saharan countries*, the focus of the partnership would be on institution-building with public and private partners, whereby the proposed duration of the partnership (10 years) and this focus should assure more permanent actions post project. Thus, the policies and institutional capacity built by the country-level investments that are the focus of this Strategic Partnership would enable sustainable management of the fisheries resources long after the completion of individual projects.
- At the *LME level*, the funding of the MCS systems, and the policy and investments at the country level, would enhance the sustainability of the LMEs surrounding Sub-Saharan Africa. Inaction would cause further over-exploitation of these ecosystems, and degradation of this resource;
- At the Partnership's *Institutional* level, the Global Forum and Trust Fund for Sustainable Fisheries supported by international community is expected to become a permanent body, firmly embedded in reliable institutions such as FAO and the World Bank,

5.2. Replicability

An important objective of the Strategic Partnership would be to promote replication of investments in sustainable fisheries management in the countries bordering the LMEs of Sub-Saharan Africa. Since the Sustainable Fisheries Investment Fund would only provide a portion of the investment needs to build coastal countries' capacity to sustainably manage marine fisheries, the proposed Partnership and the Investment Fund would specifically finance project components that promote wider replication of the investments. For example, research initiatives, networks of marine protected areas, communications collaboration for surveillance, etc. with other countries in the region would be encouraged.

6. STAKEHOLDER INVOLVEMENT

First and foremost, the Strategic Partnership would be guided by the priorities and needs of the coastal countries themselves, in order to build their capacity to sustainably manage marine fisheries. These priorities and needs would initially be reflected in a Stakeholder Involvement Plan that will be produced during the Block B preparation phase. This plan would help guide the participatory work conducted by the Global Forum and Trust Fund Partnership in the preparation of the sector strategy notes. In the preparation of the Sector Strategy Notes, broad consultations with a wide range of stakeholders is already practiced and would continue. Furthermore, sub-regional activities and capacity-building would be led by existing sub-regional fisheries institutions, such as the Commission Sous-Regional des Peches in West Africa.

In terms of additional partners and stakeholders, the Strategic Partnership would be facilitated and coordinated in partnership among GEF, the World Bank, FAO and the WWF. The Partnership would involve stakeholders such as, *inter alia*, Marine Sector Coordinating Unit of the Southern African Development Community (SADC), Intergovernmental Oceanographic Commission of UNESCO (IOC), the World Meteorological Organization (WMO), The CORDIO Programme (Coral Reef Degradation in the Indian Ocean), the Secretariat for Eastern African Coastal Area Management (SEACAM), the IOC sponsored Regional Cooperation in Scientific Information Exchange-WIO (RECOSCIX), the International Union for the Conservation of Nature (IUCN) and private philanthropic foundations in Europe and the United States. Additionally, the Partnership would explore interests with other donors including DGIS, DANEDA, SIDA, DFID AND the European Commission's DG-Development.

7. PROJECT PREPARATION

Upon approval of the Concept Note, a PDF-A for an initial consultation with the key international partners, including all the GEF-led LMA projects, and a PDFB for the full preparation (including some initial investment models) would be requested.

Annex I: General Principles of the Code of Conduct for Responsible Fisheries, Section 6

States and users of living aquatic resources should conserve aquatic ecosystems. The right to fish carries with it the obligation to do so in a responsible manner so as to ensure effective conservation and management of the living aquatic resources.

Fisheries management should promote the maintenance of the quality, diversity and availability of fishery resources in sufficient quantities for present and future generations in the context of food security, poverty alleviation and sustainable development. Management measures should not only ensure the conservation of target species but also of species belonging to the same ecosystem or associated with or dependent upon the target species.

States should prevent overfishing and excess fishing capacity and should implement management measures to ensure that fishing effort is commensurate with the productive capacity of the fishery resources and their sustainable utilization. States should take measures to rehabilitate populations as far as possible and when appropriate.

Conservation and management decisions for fisheries should be based on the best scientific evidence available, also taking into account traditional knowledge of the resources and their habitat, as well as relevant environmental, economic and social factors. States should assign priority to undertake research and data collection in order to improve scientific and technical knowledge of fisheries including their interaction with the ecosystem. In recognizing the transboundary nature of many aquatic ecosystems, States should encourage bilateral and multilateral cooperation in research, as appropriate.

States and subregional and regional fisheries management organizations should apply a precautionary approach widely to conservation, management and exploitation of living aquatic resources in order to protect them and preserve the aquatic environment, taking account of the best scientific evidence available. The absence of adequate scientific information should not be used as a reason for postponing or failing to take measures to conserve target species, associated or dependent species and non-target species and their environment.

Selective and environmentally safe fishing gear and practices should be further developed and applied, to the extent practicable, in order to maintain biodiversity and to conserve the population structure and aquatic ecosystems and protect fish quality. Where proper selective and environmentally safe fishing gear and practices exist, they should be recognized and accorded a priority in establishing conservation and management measures for fisheries. States and users of aquatic ecosystems should minimize waste, catch of non-target species, both fish and non-fish species, and impacts on associated or dependent species.

The harvesting, handling, processing and distribution of fish and fishery products should be carried out in a manner which will maintain the nutritional value, quality and safety of the products, reduce waste and minimize negative impacts on the environment.

All critical fisheries habitats in marine and fresh water ecosystems, such as wetlands, mangroves, reefs, lagoons, nursery and spawning areas, should be protected and rehabilitated as far as possible and where necessary. Particular effort should be made to protect such habitats from destruction, degradation, pollution and other significant impacts resulting from human activities that threaten the health and viability of the fishery resources.

States should ensure that their fisheries interests, including the need for conservation of the resources, are taken into account in the multiple uses of the coastal zone and are integrated into coastal area management, planning and development.

Within their respective competences and in accordance with international law, including within the framework of subregional or regional fisheries conservation and management organizations or arrangements, States should ensure compliance with and enforcement of conservation and management measures and establish effective mechanisms, as appropriate, to monitor and control the activities of fishing vessels and fishing support vessels.

States authorizing fishing and fishing support vessels to fly their flags should exercise effective control over those vessels so as to ensure the proper application of this Code. They should ensure that the activities of such vessels do not undermine the effectiveness of conservation and management measures taken in accordance with international law and adopted at the national, subregional, regional or global levels. States should also ensure that vessels flying their flags fulfil their obligations concerning the collection and provision of data relating to their fishing activities.

States should, within their respective competences and in accordance with international law, cooperate at subregional, regional and global levels through fisheries management organizations, other international agreements or other arrangements to promote conservation and management, ensure responsible fishing and ensure effective conservation and protection of living aquatic resources throughout their range of distribution, taking into account the need for compatible measures in areas within and beyond national jurisdiction.

States should, to the extent permitted by national laws and regulations, ensure that decision making processes are transparent and achieve timely solutions to urgent matters. States, in accordance with appropriate procedures, should facilitate consultation and the effective participation of industry, fishworkers, environmental and other interested organizations in decision making with respect to the development of laws and policies related to fisheries management, development, international lending and aid.

International trade in fish and fishery products should be conducted in accordance with the principles, rights and obligations established in the World Trade Organization (WTO) Agreement and other relevant international agreements. States should ensure that their policies, programmes and practices related to trade in fish and fishery products do not

result in obstacles to this trade, environmental degradation or negative social, including nutritional, impacts.

States should cooperate in order to prevent disputes. All disputes relating to fishing activities and practices should be resolved in a timely, peaceful and cooperative manner, in accordance with applicable international agreements or as may otherwise be agreed between the parties. Pending settlement of a dispute, the States concerned should make every effort to enter into provisional arrangements of a practical nature which should be without prejudice to the final outcome of any dispute settlement procedure.

States, recognizing the paramount importance to fishers and fishfarmers of understanding the conservation and management of the fishery resources on which they depend, should promote awareness of responsible fisheries through education and training. They should ensure that fishers and fishfarmers are involved in the policy formulation and implementation process, also with a view to facilitating the implementation of the Code.

States should ensure that fishing facilities and equipment as well as all fisheries activities allow for safe, healthy and fair working and living conditions and meet internationally agreed standards adopted by relevant international organizations.

Recognizing the important contributions of artisanal and small- scale fisheries to employment, income and food security, States should appropriately protect the rights of fishers and fishworkers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction.

States should consider aquaculture, including culture-based fisheries, as a means to promote diversification of income and diet. In so doing, States should ensure that resources are used responsibly and adverse impacts on the environment and on local communities are minimized.

Annex II: IBRD/IDA Instruments which could be Utilized to Promote Fisheries Management

- Specific Investment Loans – Support creation, rehabilitation and maintenance of economic, social and institutional infrastructure; may also finance consultant services and management training programs.
- Technical Assistance Loans – Used to build institutional capacity in borrower country; may focus on organizational arrangements, staffing methods, and technical, physical or financial resources in key agencies.
- Financial Intermediary Loans (e.g. Community-Driven Development programs) – Provides long-term resources to local financial institutions to finance rural sector investment needs; financial institutions assume credit risk on each sub-project.
- Poverty Reduction Support Credit – Supports IDA countries’ medium-term policy and institutional reform programs to help implement their poverty reduction strategies; principally draws from and elaborates on the reform measures and policy actions set out in the PRSP.
- Sector Adjustment Loan – Supports policy changes and institutional reforms in a specific sector.

Annex III: Large Marine Ecosystems of Sub-Saharan Africa

[Large marine ecosystems](#) are regions of ocean space encompassing coastal areas from river basins and estuaries to the seaward boundaries of continental shelves and the seaward margins of coastal current systems. They are relatively large regions characterized by distinct bathymetry, hydrology, productivity and trophically dependent populations. Annually, the areas around the world identified as LMEs produce 95 percent of the world's fish catch, thus making them the focal point of global efforts to reduce the degradation of linked watersheds, marine resources and coastal environments from pollution, habitat loss and over-fishing.

There are 5 large marine ecosystems identified in Sub-Saharan Africa:

- Canary Current (West Africa)
- Guinea Current (Gulf of Guinea)
- Benguela Current (Namibia, Angola, South Africa)
- Agulhas Current (continental shelf shared by South Africa, Mozambique, Comoro Islands, Seychelles, Madagascar and Mauritius)
- Somali Current (Tanzania, Kenya, Somalia)

Current GEF-funded activities in these LMEs include:

- Implementation of a Strategic Action Program toward Achievement of the Integrated Management of the Benguela Current LME
- Combating Coastal Area Degradation and Living Resources Depletion in the Guinea Current LME through Regional Actions
- Southwest Indian Oceans Fisheries Project (Somali and Agulhas Current LMEs)