



FAO-BCC Project

Title :	Integrating the Human Dimension of an Ecosystem Approach to Fisheries (EAF) into Fisheries Management in the BCC region.
Project Reference:	EAF/09/12
Funded:	EAF-Nansen, BCC, Angola, Namibia, RSA
Total Contribution:	USD 230,095¹
Technical Advice:	FAO through the EAF-Nansen project
Countries:	Angola, Namibia, South Africa
Duration:	30 months
Estimated starting date:	July 2010

¹ The EAF-Nansen will contribute with a budget of USD 195,710; the BCC with a budget of USD 19,385 ; and the three countries USD 15,000 as in-kind contribution

Summary:

Fisheries management in line with the ecosystem approach incorporates both ecological and social elements. This project is to help increase the understanding and incorporation of human dimensions into fisheries advice and management. Basic but relevant data and information on social and economic aspects of selected fisheries will be assembled, analysed and discussed at workshops which will be attended by relevant stakeholders.

Collaborators:

- i. The relevant institutions in Angola, Namibia and South Africa
- ii. The EAF-Nansen project National Focal Points and the EAF Task Groups in Angola, Namibia and South Africa
- iii. The BCC Ecosystem Advisory Committee

Objectives:

The specific objectives of the project are:

- a) To collate existing knowledge and identify data gaps.
- b) To fill knowledge gaps.
- c) To collect relevant social and economic data.
- d) To build social and economic expertise.

Outputs/deliverables:

The output / deliverables of the project are:

- a) A report identifying the main social and economic features of the major fisheries of the BCC region.
- b) A process for explicitly including social and economic issues into fisheries management advice and in the decision-making process.
- c) A regional network (working group) in place for addressing the human dimension of EAF in the BCC region.
- d) A report on the regional workshops.

Background and Rationale:

The concepts and principles underpinning the notion of an Ecosystems Approach to Fisheries (EAF) have been evolving since the early 1990s. Many of the ideas underlying EAF were articulated in the early conventions relevant to resource management (e.g. RAMSAR Convention on Wetlands, 1972, the United Nations Law of the Sea Convention, 1982, as well as the United Nations Convention on Biological Diversity of 1992). In the context of fisheries management, these ideas were further developed by FAO staff members and others (FAO, 1995, Fletcher et al 2002, Ward et al., 2002, Garcia et al., 2003). The Reykjavik Declaration on Responsible Fisheries in the Marine Ecosystem (2002) added further commitment to incorporating ecosystem considerations into fisheries management.

In 2003, FAO produced a series of technical papers and guidelines (Garcia et al., 2003, FAO, 2003) to clarify the concepts, principles and approaches of EAF. The rationale for and definition of EAF “... is to plan, develop and manage fisheries in a manner that addresses the multiplicity of societal needs and desires, without jeopardizing the options of future generations to benefit from the full range of goods and services provided by marine ecosystems”. The guidelines further state that “an ecosystem approach to fisheries strives to balance diverse societal objectives by taking account of the knowledge and uncertainties about biotic, abiotic and human components of ecosystems and their interactions and applying an integrated approach to fisheries within ecologically meaningful boundaries” (FAO, 2003).

More recently, FAO has produced a technical paper (De Young et al., 2008) on the “Human Dimensions of the Ecosystem Approach to Fisheries - An Overview of Context, Tools and Methods”, and technical guidelines on “the Human Dimensions of EAF” are in draft form (FAO, in press), but incorporation the human dimensions of EAF and application in practice is still a challenge in many respects.

Countries within the BCLME region, South Africa, Namibia and Angola, have committed to moving towards an ecosystems approach to fisheries management. During phase 1 of the BCLME program significant information was gathered and analyses undertaken that have enhanced understanding and management of these complex ecosystems. Of particular relevance is a project entitled “Ecosystem Approaches for Fisheries (EAF) Management in the BCLME: A Feasibility Study” which was undertaken as a joint activity by BCLME, Food and Agriculture Organization (FAO), and the three national fisheries agencies (Cochrane et al 2009). Under this project ecological risk assessments for selected fisheries were undertaken in Namibia, South Africa and to some extent in Angola, which considered management measures that reflect a more holistic and ecosystems-orientated approach to fisheries management. Other more geographically-restricted projects have addressed the identification of mechanisms for addressing the social, economic, cultural and governance dimensions in fisheries management (e.g. Paterson et al accepted, Paterson & Petersen 2010).

The follow-up phase to the BCLME program, known as the Benguela Current Commission, has a mandate from the three countries to promote integrated development, sustainable management and protection of the environment using an ecosystem approach to ocean governance. It is focussing, inter alia, on the management of shared fish stocks, environmental monitoring and early warning, biodiversity and ecosystem health, social and economics and governance and is striving to keep training and capacity building at the forefront of its agenda.

An essential element of the BCC mandate is to increase the explicit inclusion of social and economic issues in the fisheries management decision process, reducing the subjective and often unstructured way in which social and economic considerations are used in the fisheries management process in the region. This will require providing fisheries managers and decision-makers with updated and organized information and knowledge on the social and economic elements of fisheries in the BCC countries

A further need is to identify knowledge gaps with respect to the social, cultural, economic, political and governance dimensions (and other topics emerging from our improved understanding of human dimensions), and to investigate the key issues that need to be understood in order to adopt a more holistic and integrated approach to fisheries management

in the BCLME region. It is anticipated that the present project will take into account the results of the previous socio-economic projects implemented in the region.

Scope of Work

The work required to integrate the human dimension of EAF into fisheries management in the BCC region can thus be conceptualized in two main components as agreed upon by an informal group of social science and fisheries practitioners from within the BCC region:

Understanding and incorporating human dimensions in EAF within the BCLME

Thematic areas for Component 1 are to:

1. Clarify what is meant by the human dimensions of EAF in the BCLME context;
2. Develop trans-disciplinary collaborations between fisheries stakeholders (within academia, government, industry and society);
3. Identify mechanisms for incorporating human dimensions into EAF processes;
4. Identify, apply and evaluate decision tools for balancing the three EAF dimensions (ecological wellbeing, human wellbeing and ability to achieve) in fisheries planning and decision-making processes, especially within a context of uncertainty;
5. Identify knowledge, capacity and skills required to implement EAF including human dimensions, and design and implement appropriate capacity and skills development programs;
6. Examine and assess existing use and management rights systems, and make recommendations that will support an EAF across different fishery sectors;
7. Identify and recommend appropriate information systems requirements to enable an holistic and integrated approach to fisheries management in the BCLME;
8. Identify mechanisms for identifying and involving relevant stakeholders in planning and decision-making processes relevant to EAF;
9. Develop monitoring and evaluation frameworks (including identification of case specific indicators) for fisheries ;
10. Increase public awareness of EAF;
11. Enhance understanding of the production of knowledge that informs fisheries management and investigate ways of incorporating into management local knowledge forms such as tacit knowledge, that may be embodied in practices and skills, or stored in ways that are not readily accessible to scientists;

Socio-economic, cultural and governance information required for implementing EAF in the BCLME

Thematic areas of Component 2 are to:

1. Determine the contribution of fisheries to food security, livelihoods and poverty alleviation in BCC countries;
2. Establish the socio-economic characteristics and resource use patterns of key/selected fisheries in the BCLME;
3. Inform on societal goals and cultural values, practices and informal rules providing a context for EAF;
4. Understand and improve the socio-economic benefits of the “fish chain”;
5. Identify governance systems and processes that support EAF (this would include examination of different governance models e.g. co-management, co-operative system in Angola etc);

6. Establish data time series for human wellbeing indicators as identified under Component 1;

Addressing all these objectives under both components is a major undertaking which is beyond the scope of this project. It is thus essential to decide on priorities for work to be carried out in the short term, considering the need for providing the BCC countries with information that allows them to make informed decisions about fisheries management measures, and to obtain a balance in participation and predicted benefits among the three countries (Angola, Namibia and South Africa). At the same time it is important to develop a common vision towards future work which cannot be addressed immediately.

In this project, FAO proposes to focus on the information necessary to provide a clear understanding of the human dimensions and applicability in fisheries management. Towards this aim four work packages are identified as follows:

Work Package 1: Preparation of country-specific baseline report on the fishing industry and stakeholders.

Set up a regional working group composed of national experts and project coordinator (or coordinating institution) to:

- 1) Determine what is meant by “the human dimension of fisheries” in the BC Region based on stakeholder consensus;
- 2) Define basic set of relevant social and economic data and information to be collected;
- 3) Commission national experts (consultants) to prepare the national baseline report.

The report, which should be geographically disaggregated as much as possible nationally, would include, but not limited to,

- a) Number of jobs provided by the industry – direct and indirect;
- b) Salaries/income distributed;
- c) Total fish landed and value;
- d) Total amount of fish consumed locally;
- e) Total amount of fish exported and value;
- f) Approximate levels of profitability;
- g) The number of people currently thought to depend on the fishery for their livelihood and the vulnerability of the fishing communities

The report should define what additional essential social and economic data and information from the fisheries need to be collected, the methods for collecting it, and the appropriate time and space frames. Devise a workplan for collecting and analyzing the data.

The report should also contain results of stakeholder profiling to determine key stakeholders to be invited to the meeting described under Work Package 2.

Work Package 2: Initial workshops

Hold a 2-day national workshop in each country with key stakeholders including representatives of fishers, social scientists and fisheries managers. Considering the diverse backgrounds and interests of the participants the workshop will benefit from being facilitated by conflict negotiation experts. The baseline report will provide input for the workshop and would also be validated at the workshop. This workshop will be expected to:

1. Clarify management objectives for the human dimension;
2. Evaluate the level of importance of the different fisheries in the three countries, using the information assembled in a baseline report and the degree of incorporation of national/regional labour/materials upstream and downstream of the fishing activity;
3. Rank the fisheries/areas according to their importance based on the objectives defined for the sector by each country; due consideration should be given to transboundary fish stocks as well;
4. Decide which fisheries/areas should be addressed within this project, given the rankings above, and the feasibility of collecting information on them;
5. Determine funding needs and identify potential funding sources for work beyond the scope of this proposal.

Work Package 3: Information Collection, Analysis and Reporting:

A field program will be designed to collect essential social and economic information, both quantitative and qualitative, on the current status of a restricted number of key fisheries in each country. Experts/consultants from the three countries will work with stakeholders from the selected fisheries/communities, using enquiry techniques developed by the regional working group, to gather the social and economic information required to understand who benefits and who loses from the application of current or potential management measures. The teams will be supported by an FAO-provided professional/consultant, whose main task will be to ensure comparability of information for fisheries management purposes across widely differing fisheries and social realities as those found in the three countries.

The national teams will (work by correspondence to) jointly analyze the data collected and draw a coherent picture of the socio-economics of the main fisheries investigated. As far as possible, they will try to conclude from this information an assessment of a wider part of the fisheries sector in their countries and in the region.

The experts will meet in a working group gathering the 3 countries to complete the analysis and agree on a report to the BCC that will provide information on the key social and economic elements of the fisheries analysed, in the wider context of the national and BCC fisheries sector, allowing more informed decision-making related to fisheries management in the region with particular emphasis on EAF. This activity will be funded by the BCC project.

Work Package 4: Presentation to Fisheries Managers of the Region

The project will be concluded by a presentation of the consolidated results and recommendations to fisheries managers of the three countries and to the BCC Management Board. There will also be a presentation at the BCC Forum. The activities under Work Package 4 will be funded by the BCC project.

Capacity Building

Capacity building and training for fisheries management require specific attention in view of the integration of the human dimensions of an EAF in the Benguela region. There is a distinct need to facilitate training and skills development opportunities for the integration of social, economic, cultural and government issues into an EAF in South Africa, Namibia and Angola.

This project addresses these capacity needs in a twofold way:

1. The experts from the three countries will exchange ideas and methods on social and economic research work and its integration into fisheries management under the ecosystem approach, with the participation of an FAO-provided expert. It is thus expected that a nucleus of fisheries social and economic experts will be developed in the three countries of the region, sharing a common language and approach;
2. By including fisheries managers from the three countries in the process, this will also increase their understanding of the different ways social and economic information can be explicitly included in the fisheries management decision process, and will require this information and analysis to be included in regular management advice.

Time Frame of Project

Activity	Year 1				Year 2				Year 3			
	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4
Recruitment of Project Coordinator and National Consultants		X										
Set up of the Regional Working Group		X										
Preparation and submission of National report		X	X									
Initial W/S (Work Package 2)			X									
Recruitment of national survey consultants and preparation of the work				X								
Collection of data in the fishing communities					X	X	X	X				
National W/S to analyse data collected and finalisation of National Report									X			
Regional W/S to complete the analysis and finalise the Regional report										X		
W/S to present the results to FI managers in the region										X		

The EAF-Nansen project will fund the two first years of the project until end 2011.
The activities of the third year will be covered by the BCC project.