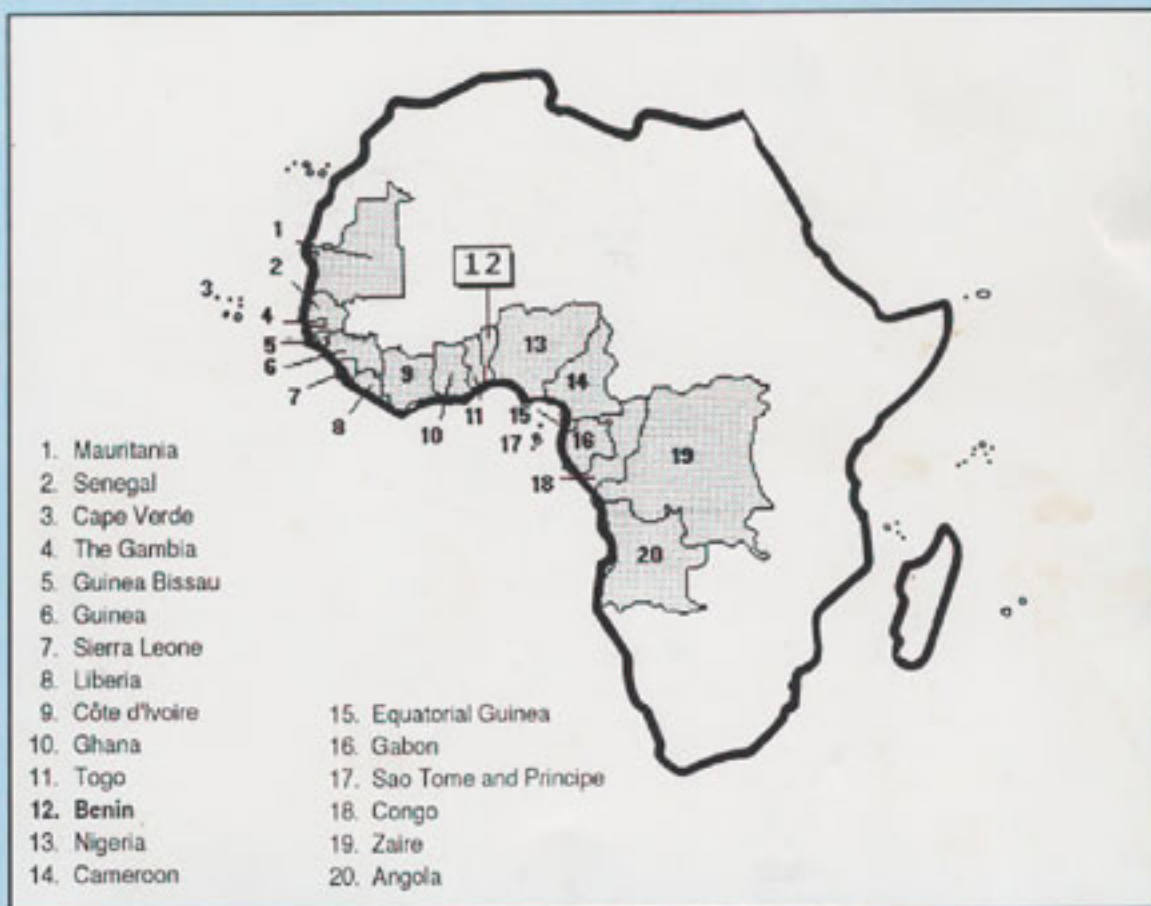
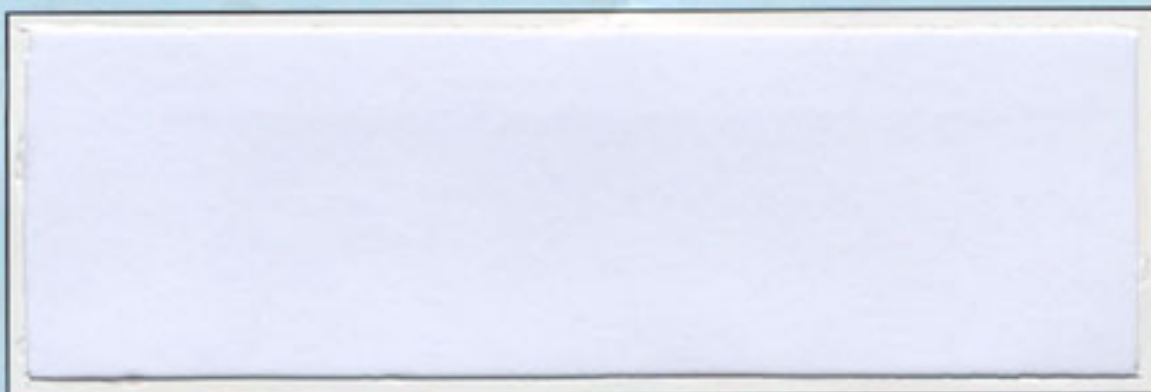




## PROGRAMME FOR INTEGRATED DEVELOPMENT OF ARTISANAL FISHERIES IN WEST AFRICA

### IDAF PROGRAMME



DANIDA

DEPARTMENT OF INTERNATIONAL DEVELOPMENT COOPERATION OF DENMARK



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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Ten Years of Integrated Development of  
Artisanal Fisheries in West Africa  
(Origin, Evolution and Lessons Learned)

by

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## EXECUTIVE SUMMARY

The Programme for Integrated Development of Artisanal Fisheries in West Africa (IDAF) was initiated in 1983 with the financial assistance of DANIDA (The Kingdom of Denmark) and NORAD (Norway) to help some 20 coastal states from Mauritania to Angola which wish to develop and manage their artisanal fisheries through participatory and integrated approaches. Participatory and integrated approaches constitute a part of the Integrated Strategy for the Development of Small-Scale Fisheries adopted at the World Conference on Fisheries Management and Development held in Rome in 1984.

The adoption of the strategy reflected not just a recognition of the needs of the sector, but of its value in the production of protein food and the provision of employment. Hence, the implementation of the strategy, it was expected would help correct the neglect and misplaced policies by governments and international donor agencies towards the sector. These policies had characteristically favoured the industrial fisheries sector. Unfortunately attempts to industrialize fisheries did not positively contribute to the socio-economic development of the countries. To the contrary, the industrialization policy, which incidentally was not limited to the fisheries sector, resulted in weak growth in productivity, increased national debt, poor export performance, deteriorating social conditions and growing pressure on aquatic resources due to displacement of people from land.

In addressing the particular needs of artisanal fisheries using the guiding principles of the Integrated Small-Scale Fisheries Development Strategy, the IDAF Programme works with and collaborates with a number of associated projects, research institutions and the Departments of Fisheries in the region. In this regard, the integrated strategy has been tried or applied in more than 15 projects in West Africa. The development objective of these projects is to diversify the economy in fishing communities, to create more job opportunities, to raise the income of artisanal fisherfolk and to improve nutritional standard by increasing the supply of fish for local consumption.

After 10 years of experimenting with this strategy, it is necessary to analyze the extent to which it has been adopted and also draw attention to the most salient lessons learned with a view to improving our interventions in favour of the fishing community. The IDAF Programme therefore between 1989 and 1993 commissioned impact studies and analysis on the integrated approach in a number of IDAF associated projects and during the first half of 1993 studied with the assistance of IDAF Fellows the implementation of small-scale integrated fisheries development projects in Yeji (Ghana), Kaback (Guinea) and the Gambia. An intensive review was also made of the Model Project that IDAF assisted in executing in Benin between 1983 and 1989.

The work involved two complementary and interrelated phases: a desk study of available documentation and field investigations. The literature consulted included a wide array of project documents such as progress, annual and evaluation reports, as well as reports on specific issues or subjects. The field investigations entailed obtaining information through direct observations and through meetings and discussions, interviews with key and privileged informants as well as with specific target groups.

In the IDAF associated projects, emphasis has been placed on four related thrusts:

- setting up of Fisheries Development Units (FDU);
- establishing and/or strengthening the local institutional structures and developing local organizational capacities in fishing communities;
- determining the appropriate mix of vertical and horizontal integration activities taking into account the specific conditions of the milieu; and
- identifying the pathway along which to obtain and sustain the participation of the community in the development process.

Fisheries Development Units (FDU) have been set up in twelve projects and charged with among other things, the responsibility of providing technical backstopping to fishing communities and to create and encourage the setting up of functional community structures that would eventually ensure that activities would be self-sustaining and which would also enhance the community's capacity to bargain for outside support, especially from Non-Governmental Organizations (NGOs).

The FDUs have indeed encouraged the setting up of local institutional structures for participation in community activities. Given different names in the various projects and localities these structures have been instrumental in identifying micro-projects, in mobilising local resources and in the implementation of a number of community based activities. Members have received basic training in management and some of the structures have legal recognition. However, for virtually all of the existing local institutional structures, training in the assessment of their own performance, in the evaluation of activities undertaken by the projects, as well as further training in the management skills to enable them to run a fishery unit as a business enterprise is needed.

User Groups have also been constituted in some fishing communities and they have contributed to changing the socio-economic landscape of fishing villages. For example in the Gambia, at Gunjur Fishery Centre, women fish processors in the endeavour to concentrate more on fish processing and fish trading, have built a creche (not operational) and from their savings have enlarged their processing infrastructures. In Kaback, a 10% surcharge, levied by decision of the local institutional structure itself on the purchase of outboard motors and spare parts, is pooled in a community account and used to finance community investments such as water wells, road construction, silos etc..

With regards to technical activities, the greatest emphasis has been placed on activities directly related to fishing (vertical integration). These include: the provision of inputs, usually through a project linked credit scheme, and improvements in fishing techniques and fish technology. However, as the primary fishing activities became more successful, the need to undertake ancillary activities and other community related activities (horizontal integration) such as, the construction of roads, improvements in water supply, installation of radio communication, construction of health centres, primary schools, creche etc. and alternative non-fishing income generating activities such as market gardening, knitting and crocheting programmes, etc. became necessary. These tend to improve prices for fishery products, to increase returns to labour, to promote equity etc. Much of the credit for such achievements goes to the organizational structures for participation created in many fishing communities.

Deliberate efforts were also made to address gender specific issues and to afford women equal opportunities for access to FDU assistance. For example, there were female experts in all the projects. Literacy and numeracy training were organized specifically for women; special credit schemes were created in Kaback and in the Gambia projects for women processors and assistance was also given and women encouraged to undertake a variety of alternative non-fishing income generating activities.

Human resource development was a major concern in many projects. Training included theoretical and practical fishing, boat construction and outboard engines maintenance and repairs, practical training for women in fish processing etc. In addition, the capacity of staff in IDAF associated projects as well as cadres in the various Departments of Fisheries has been improved through study tours to projects and through a series of workshops on specific topics. However, a major shortcoming in all projects has been the absence of emphasis for skills needed to run a fishing unit as a business.

Experience gained with the evolution of the integrated strategy in the region has shown that one should not adopt *a priori* positions on the matter of which comes first, vertical or horizontal integration, but should constantly consider the trade offs between the two policy priorities. Every development project should be more or less diagonally integrated and the gradient should change over time in response to changing conditions. The manner in which the integrated strategy has been applied in the Shenge project epitomises this hypothesis for a resource-rich site while the Benin Model Project is an example of field application in a resource-poor environment.

Disappointing results and set-backs in the application of the integrated strategy have included over-capitalization of infrastructures, the introduction of inappropriate technologies, untimely delivery of inputs etc., resulting in community rejection or underutilization of infrastructures, conflicts within the communities, or a halt in activities.

In spite of its imperfections, the integrated strategy remains relevant to the development of artisanal fisheries in West Africa. The implementation of the strategy has contributed in breaking the isolation of fishing communities, improved employment opportunities in the artisanal fishery sub-sector, improved the living conditions of fisherfolk and in specific instances it has made an impact on the national economy. As a still relatively new concept, every fisherfolk community has lessons to teach about the integrated strategy as a tool and a resource for rural development. Some of these lessons are given in the report.

## ABBREVIATIONS

A.F.C.O.D.	Artisanal Fisheries and Community Development. An EEC funded Project in Sierra Leone.
C.E.A.S.M.	Centre for Studies and Social Actions in Maritime Affairs
C.E.C.A.F.	Fisheries Committee for the Eastern Central Atlantic.
C.F.C.	Community Fishery Centre
C.I.D.A.	Canadian International Development Agency.
C.I.F.A.	Committee for Inland Fisheries of Africa
C.O.F.I.	Committee for Fisheries (FAO)
DANIDA	Danish International Development Agency.
E.D.F.	European Development Fund.
E.E.C.	European Economic Community.
FAO	Food and Agriculture Organisation of the United Nations.
F.C.M.C.	Fisheries Centre Management Committee.
F.D.U.	Fishery Development Unit.
G.T.Z.	German Technical Assistance.
IDAF	Integrated Development of Artisanal Fisheries.
I.F.A.D.	International Fund for Agricultural Development.
I.M.M.	Integrated Marine Management Ltd.
M.S.Y.	Maximum Sustainable Yield.
N.G.O.	Non-Governmental Organization.
P.R.A.	Participatory Rapid Appraisal.
S.S.F.	Small-Scale Fisheries.
T.V.D.A.	Tombo Village Development Association.
U.N.D.P.	United Nations Development Programme
U.N.C.D.F.	United Nations Capital Development Fund.
V.D.C.	Village Development Council.
WCARRD	World Conference on Agrarian Reform and Rural Development

## DEFINITIONS OF KEY WORDS AND TERMS

**Artisanal or Small-scale Fisheries (SSF):** generally a labour-intensive fishing sub-sector whose operators use simple and practical technology, work in decentralized coastal areas, experience fluctuating production and low incomes, live in isolated areas usually under difficult conditions and occupy a relatively low social status in many countries. It is composed of private sector entrepreneurs operating at different organisational levels from single person operations, through informal micro-enterprises to formal sector business. It represents a mix of several entrepreneurs in the fish capture, processing and marketing areas and also in ancillary industries such as boat building, engine supply and repairs, ice plants, net manufacturing, fuel and fuelwood supplies and money lending; each contributing especially to food self-sufficiency and the creation of numerous jobs for both women and men.

**Community Fishery Centre (CFC):** as an infrastructure, a CFC refers to a complex of facilities and services tailored to meet local needs. A CFC is made up of a series of modules ranging from the provision of workshops for repair and maintenance of boats, engines and gear, through landing facilities such as jetties and winches to the provision of community services. As a concept, it represents a functional integration strategy involving a mix of the different elements in the production process and the supply of goods and services.

**Development/overall objectives:** what the project or programme hopes to achieve in the long-term. Development or overall objectives are often very broad such as "to develop and manage their artisanal fisheries so as to draw from them the maximum economic and social advantages".

**Fishery Development Unit (FDU):** an integrated multidisciplinary team of specialist technicians and general extensionists responsible for providing technical and managerial backstopping for a fisherfolk community.

**Immediate objectives:** the particular accomplishments that, when achieved will result in the overall objectives being met. Immediate objectives are often more specific and tangible than overall objectives.

**Integrated approach:** a systematic process of development which takes into account the technical, socio-economic and organizational needs of fishing communities. It involves two prongs. The first deals with the process of transforming fish into a meal on the table, that is fisheries related activities: stock assessment, management, capture, post harvest technology, transport, marketing, consumption. This is termed vertical integration. The other prong deals with the development of the physical production in the context of other needs of the fishing village society. Emphasis is placed on the development of the fishing community and not just the fishing sector. This development prong of the approach is referred to as horizontal integration.



**Local institutional structure for participation:** a management structure that identifies, prioritises and coordinates activities at all levels to fit them into an overall strategy or plan of work so that they are complementary and do not work against one another. Also the lynchpin for the mobilisation of human and material resources for community activities. It also liaises between FDU and the community and between them and institutions. In the long run, after project life, the management structure or committee replaces the FDU.

**Participatory approach:** the people concerned are actively involved in the decision making process, have a major say in the prioritisation of activities, participate in the implementation and evaluation of programmes, and share the benefits of development programmes. The primary purpose of participation is to encourage community self-determination and thus foster sustainable development.

**Sustainability:** the continuance, by the people themselves of development activities after the majority of inputs from outsiders (project, FDU etc.) have ceased.

**User Groups:** groups of individuals of the same trade or activity within the fishing profession or fishing community: fish processors, boat owners, out-board mechanics etc. and who mutually use their cohesion to promote the cause of their trade.

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