

ANNEX 1

FINAL TECHNICAL REPORT

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AFRICA



CARIBBEAN



PACIFIC



"Strengthening Fisheries Management in ACP Countries"



Contents

1 EXECUTIVE SUMMARY 2

2 BACKGROUND 3

3 APPROACH TO THE ASSIGNMENT 3

4 COMMENTS ON TERMS OF REFERENCES 3

5 ORGANISATION AND METHODOLOGY 4

 5.1 DELIVERY OF TERMS OF REFERENCE 4

 5.2 CONDUCT AND DETAILS OF THE ASSIGNMENT 7

6 CONCLUSIONS AND RECOMMENDATIONS 8

ANNEX 1: INCEPTION REPORT

ANNEX 2: INSTITUTIONAL ANALYSIS

ANNEX 3: STAKEHOLDERS REPORT

ANNEX 4: SECTOR STUDY ENGLISH

ANNEX 5: SECTOR STUDY: SPANISH

ANNEX 6: THE DOMINICAN REPUBLIC: A NATIONAL STRATEGY FOR THE FISHERIES SECTOR: ENGLISH

ANNEX 7: THE DOMINICAN REPUBLIC: A NATIONAL STRATEGY FOR THE FISHERIES SECTOR: SPANISH

ANNEX 8: ITINERARY, INSTITUTIONS AND INDIVIDUALS CONSULTED

ANNEX 9: LIST OF REPORTS AND DOCUMENTS CONSULTED

ANNEX 10: PHOTOGRAPHS OF PROJECT, KEY ACTIVITIES AND EVENTS TO ILLUSTRATE FIELD ACTIVITIES AND ACHIEVED RESULTS

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Disclaimer

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Abbreviations & Acronyms

IUU	Illegal, Unregulated and Unreported
ACP	African, Caribbean & Pacific
CODOPESCA	Consejo Dominicano de Pesca y Acuicultura
ToR	Terms of Reference
NFP	National Fisheries Policy
KE	Key Expert
IE	Incidental Expenditure
ADOA	Asociacion Dominicana de Acuicultura
NGO	Non-Governmental Organisation
EU	European Union
IDECOOP	Instituto de Desarrollo y Crédito Cooperativo
NGO	Non Governmental Organisations
IDEAF	Instituto <i>Dominicano</i> de <i>Investigaciones</i> Agropecuarias y Forestales



1 Executive Summary

This Final Technical Report presents the background to the project "Support to Formulate a Fisheries and Aquaculture Policy for the Dominican Republic" that was completed as part of the EU ACP FISH II work programme by the consultancy company TRAGSA S.A. The two consultants started work on May 1, 2012, with final inputs in the first half of October. A total of 85 days was allocated; in the final analysis 50 were used by TL/KE1 (Scott) with the remainder covered by KE2 (Arenas). The consultants worked very closely with the CODOPESCA team and the institution provided substantial logistic support to enable the effective completion of the project as defined in the Terms of Reference. Apart from professional fees, the project budget included an allocation for incidental expenses. This was used to finance field trips and stakeholder participation in a series of workshops together with the supply of required material. Also a range of visibility material was produced for distribution to stakeholders. Finally, IE budget allowed CODOPESCA to design its own web site, thus strengthening its corporate image while providing a base for the dissemination of information to stakeholders. The web portal will also provide long term visibility to the EU and ACP III.

Although the project was relatively short it consisted a number of phases: (i) institutional analysis to identify the issues that may impact successful implementation of a Plan of Action based on the project outputs: (ii) stakeholder consultation through individual meetings, formal workshops and informal meetings, to provide the views and information needed to draft the sector study and identify key issues; (iii) drafting of a sector study that is a required precursor to the drafting of a National Fisheries Policy and National Fisheries Strategy; (iv) the drafting of the National Fisheries Strategy; (v) the verification of the drafted strategy in a workshop; (vi) the finalization of the Strategy, and the preparation of the final technical report and the final report.

The main substantive problem that impacted the completion of the project was the timing of the first visit during the presidential campaign and subsequent elections. This brought uncertainty in terms of the ability to arrange the workshops, and the situation of key CODOPESCA personnel with the inevitable changes resulting from the change of mandate in late August. The project completion date was extended due to TL/KE1 being unable to confirm his ability to travel at the end of August (lost passport).

The main issue with the project, from the consultants' point of view, was the limited time allocation. Revision of the 13 key activities defined in the ToR indicates full completion. The team produced a number of reports, with the key ones translated into Spanish. The CODOPESCA technical robustly reviewed the draft Strategy and their suggestions have been by-and-large accepted and included in the final document. This has the benefit of the technical team and CODOPESCA assuming ownership of the document.

It is clear that urgent steps are needed to bring about sustainable commercial fishing in the waters of the Dominican Republic. The consultants recommend the empowerment of stakeholders with their input into the decision making process formalized through the establishment of regional committees and a National Committee. In the longer term the potential to allocate property rights between individual communities must be rigorously examined. To make the best use of its limited financial resources CODOPESCA must prioritize its activities and develop cooperation with complementary institutions to avoid the duplication of efforts to make the system more efficient. Lack of adequate administration together with limited economic alternatives for fishers who concentrate on short term needs rather than long term goals are the main issues related to the potential for success of any policy aimed at sustainable fishing. Given the need to provide alternative economic possibilities and improve food security CODOPESCA is obliged to participate more strongly in the development of the aquaculture sector that has largely remained dormant in the past



decade. There are limited prospects for growth in capture fisheries; emphasis should be on consolidation rather than development.

2 Background

The EU ACP FISH II project aims to contribute to the sustainable and equitable management of fisheries in ACP countries, thus leading to reduced poverty and improved food security.

In March, 2012, TRAGSA was awarded the contract to complete the project "Support to Formulate a Fisheries and Aquaculture Policy for the Dominican Republic". The contracting authority for the project is the ACP FISH II Coordination Unit; the beneficiary is the Republic of the Dominican Republic; specifically the Consejo Dominicano de Pesca y Acuicultura (CODOPESCA).

The purpose of this contract was to support the fisheries administration of the Dominican Republic to provide policy level direction for all stakeholders to ensure the sustainable management of the country's fisheries and aquaculture sector.

As defined in the Terms of Reference (ToR), two specific results were required of the project: Prepare an analysis of the institutional environment for fisheries and aquaculture governance in the Dominican Republic; and Draft a comprehensive Fisheries and Aquaculture Policy through a collaborative process and in line with international best practice.

The ToR identified 13 tasks, with the consultants completing the initial 8 during a first phase and the remainder in a second phase.

The consultancy team comprises two persons: Ian Scott is Key expert (KE) 1 (Fisheries Policy Specialist and Team Leader (TL)); and Mamen Arenas is KE 2 (Fisheries Specialist).

3 Approach to the Assignment

On May 1, 2012, the two man team started work in the Dominican Republic to respond to the project terms of reference (Annex 1). The first priority was to develop an analysis of the institutional situation in the Dominican Republic fisheries sector in order to assess the potential for the implementation of the Policy and associated strategy. The second priority was to gain the information needed to undertake a baseline study of the fisheries sector in the country, with identification of the current state of play and the issues that could be considered in the development of the Plan and Strategy. Using the information gained the team progressed to the third priority which was drafting the National Strategy that was sent to the beneficiary for comment. Subsequently there was a verification workshop and the draft Strategy was finalised on the basis of the comments made there and after detailed revision by the CODOPESCA technical team.

Details on the activities related to this approach are given in section 5.

4 Comments on Terms of References

The inception report included a number of comments on the ToR. The consultants found that overall the ToR had a clear description of the project: its objectives, activities and required outputs. However, a number of points were highlighted. (i) The difficulty of providing an analysis of the "existing situation" in the inception report. (ii) The need to clarify the meaning of the term "Fisheries and Aquaculture Policy" and the need to consider the need for a related strategy and the future need for an operational plan as opposed to a "Policy". Subsequently, it was confirmed that the consultancy covered the Policy and Strategy, preparing the way for CODOPESCA to draft a National Plan of Action for fisheries and aquaculture. (iii) The consultants questioned the amount allocated for the IE budget that appeared to be over-generous in term of the specified activities that could be covered by project funding. (iv.) There was a note of

the potential difficulties involved in maintaining the proposed work programme due to the imminent Presidential elections and the uncertainty that brought to CODOPESCA and the country in general. (v) Comment was made on the need to present drafts in English for subsequent translation into Spanish with the consequent delay in the revision of the drafts by the CODOPESCA technical team.

In retrospect concern about the scheduling of the project in relation to the time of the Presidential election proved well founded; this delayed the start of the field work while impacting the opportunity for the technical team to provide inputs, consideration of the timing of the verification meeting and the potential for approval of the final document by the Minister. The uncertainty about CODOPESCA contracts and the need to prepare material for the new government delayed the revision of the draft by the technical team. In turn, this meant that the time allocated for the second phase was insufficient. At the same time, the team acknowledges that it was its own decision to provide such comprehensive reports; the preparation and translation of which involved a substantial amount of additional work.

5 Organisation and Methodology

5.1 Delivery of Terms of Reference

The table below shows how the consultants responded to the terms of reference.

	Terms of Reference	Delivery
1	Briefing with ACP Fish II Programme and CODOPESCA in the Dominican Republic to review Terms of Reference and agree detailed project work plan	The briefing took place on the 1 st May 2012 between the two consultants, Sandra Grant (ACP project Officer), Rodrigo Corral (Executive Director CODOPESCA) and Ing. Hector Lopez, Chief Co-management Officer of CODOPESCA. Subsequently, on the 7 th May, 2012 there was a meeting with Jeannette Mateo the CODOPESCA Fisheries Director on her return from overseas travel. A proactive approach was taken to the implementation of the work plan with frequent meetings between the two consultants, Ing. Lopez and Econ. Mateo to update the approach as required by circumstances. Such changes mainly related to need to consider the implications for stakeholder meetings and related travel of the Presidential election that was held on the 20 th May, 2012. The work plan was presented in the Inception report that was produced according to schedule.
2	In consultation with CODOPESCA, establish and hold first meeting of the project Technical Team consisting of the Director of Fisheries and Aquaculture, legal staff of CODOPESCA, and other appointees. The Technical Team is directly responsible for the coordination of this project.	On the 1 st May there was a meeting between the two consultants, the ACP project manager, a nine person CODOPESCA technical team and Maximo Nicolas, President of ADOA (the association representing the aquaculture sector). Subsequently, a full day workshop was held with the CODOPESCA team to provide analysis of the various issues and the need for institutional strengthening. This was attended by 23 CODOPESCA personnel including representatives from seven regional offices.
3	Collect and analyse the existing legal and institutional framework (internal and external), identifying gaps and assessing the effectiveness of the measures to provide sustainable fisheries and aquaculture management whilst identifying gaps.	CODOPESCA, other Government entities and Non-Governmental Organisations provided a substantial amount of background material, both published and unpublished. This information was supplemented by an internet search. The material allowed the consultants to identify the issues related to sustainability of the fisheries sector in the context of an understanding of a wide range of issues including National

		policy and strategy, previous fishery development activities, Governance, Institutions, the environment, on-going CODOPESCA initiatives, the status of the various sub-sectors and NGO activities. This provided the basis of understanding needed to meet with stakeholders and put their various comments into perspective.
4	The analysis of the institutional framework will include an assessment of the institutional capacity of CODOPESCA to fulfil its responsibilities and will identify overlaps and conflicts with other agencies (government and non-government organizations) responsible for natural resource management. The report of the analysis will make recommendations on how such issues could be resolved	A wide bearing report was prepared on CODOPESCA that reviewed its basis and current organisation and identified the various issues. It identified factors related to cooperative work, potential conflicts and areas of duplication with other agencies (government and non-government).
5	Consult with key stakeholders including: government ministries and departments (including CODOPESCA Regional areas/offices), fishermen organizations and cooperatives, NGOs, Research Institutions, industrial processors, private sector (as identified by members of the Technical Team);	In the completion of the project a wide range of government ministries and departments, NGOs and stakeholders were consulted through direct meetings, formal workshops and informal conversations. The team prepared a document additional to the ToR requirement in order to present the findings of the stakeholder workshops.
6	Prepare a Working Document containing the results of the institutional analysis and review, for discussion with the Technical Team	The report was sent to CODOPESCA in English in mid-June, 2012. The draft was reviewed by CODOPESCA before its finalisation.
7	Through the Technical Team, organize and make all the logistical arrangements for eight (8) Consultation meetings (each of 1 day, indicative number of participants in each meeting is 20) to ensure input from key stakeholder groups: Artisanal capture fisheries in Pedernales (SW), Barahona (SW) and Puerto Plata (N); Semi-industrial capture fishers in Monte Cristi; Aquaculture sector in Santo Domingo and Bani (S); Fish processing sector/health and sanitation in Santo Domingo; and Shrimp fishery in Samana (NE). The Key Experts will travel (hiring a vehicle and driver) to these consultation meetings and may be accompanied by officers from CODOPESCA	The two person consultancy team was accompanied by Ing. Hector Lopez, Chief Co-management Officer of CODOPESCA with a driver provided by CODOPESCA for the rented vehicle. A large number of regional CODOPESCA staff attended the workshops in their area. All related expenses were paid by the project. Seven stakeholder workshops were held in Santo Domingo (aquaculture), Bani, Pedernales, Barahona, Samana, Puerto Plata and Monte Cristi. In addition, there were informal meetings with fishers in Cabral, Buen Hombre (which was an ad hoc meeting with strong participation) and Enriquillo. The fish processing sector is not located in Santo Domingo, rather Puerto Plata and those interests attended the workshop there. The team visited a new processing facility close to Monte Cristi. In addition, during the journeys a number of stops were made at individual landing points where informal conversations took place with available stakeholders.
8	Draft a comprehensive Fisheries and Aquaculture Policy for the Dominican Republic to govern capture and inland fisheries, aquaculture, water dam, and mari-culture fisheries using inputs from analysis, reviews and consultations following international best practice.	The document "The Dominican Republic: A National Strategy for the Fisheries Sector" was prepared on the basis of findings. The main body of the report developed an analysis of the areas for strategic consideration (National development policy, National fisheries policy, legal framework, CODOPESCA, key linkages, capture fisheries, fisheries management, socio-economic factors, aquaculture and marketing) before going on to cover National Fisheries Policy (goal, purpose & strategic axes, guiding principles, the national fisheries policy and the identification of strategic axes). The report finished with an

		<p>overview of how CODOPESCA could move from policy area to actions.</p> <p>Although not required by the ToR, the analysis was prepared on the basis of an in-depth sector study covering national policy, the socio-economic context (population, provinces, currency, national economy, national income, employment, tourism and gender issues, governance (legal framework, CODOPESCA, monitoring, control & surveillance, fisheries research, food safety, trade permits, funding & budget, relationship with the fisheries sector and the related government agencies), fishing area, environment (character, mangrove areas and coral reefs, protected areas, control of pollution, monitoring and control, protection of marine mammals and climate change and overfishing), marine capture fisheries (resources, the marine catching sector, fishermen, vessel ownership, on-shore infrastructure, landings, on-shore employment, and fisheries policy & management) inland fisheries, recreational fishing, aquaculture (overview, structure, regional distribution, species, production, producers, production systems, technology and marketing, fish feed, the economics of the sub-sector, institutions and representative organisation), the ancillary service sector, fish marketing & processing (supply, consumption, consumer preferences, distribution, prices, processing and export standards) and stakeholder views and issues.</p> <p>The drafts in English were presented by KE1/TL to Econ Matteo and Ing Lopez on the 23rd July, 2012. The revised drafts in English were sent to CODOPESCA on the 28th July, 2012. Subsequently, they were translated into Spanish and sent to CODOPESCA at the end of August, 2012.</p>
9	With the Technical Team, review the draft Fisheries and Aquaculture Policy	The CODOPESCA technical thoroughly and comprehensively revised the Spanish draft sending detailed comments on 3 rd October, 2012.
10	Prepare an "information note" on the draft Fisheries and Aquaculture Policy to be distributed as part of the Validation Workshop and incorporated into a Press-Release;	The information note was drafted and sent to CODOPESCA on 1 st October, 2012, three days prior to the verification workshop. It was distributed to verification workshop participants and to the national press.
11	Through the Technical Team organize, facilitate and make all the logistical arrangements (including arrange travel, book and pay for flights and vehicles for participants as necessary, venue costs) for a Validation Workshop to present the revised Fisheries and Aquaculture Policy for discussion (1 day, indicative number of participants is 50). Venue and logistics to be determined by the Technical Team	The initially planned workshop scheduled for end August, 2012 was postponed until 4 th October, 2012 as TL/KE1 was unable to confirm travel arrangements due to the loss of his passport. E mail communications led to the arrangement of the workshop, the details of which were confirmed by the consultants on Monday, 1 st October.
12	Working with the Technical Team, prepare Second draft of Fisheries and Aquaculture Policy incorporating inputs from the Workshop	The English version was edited to match the revised Spanish version and the findings of the verification workshop.
13	Prepare and submit Final Technical Report	This document is the Final Technical Report. In addition a Final

	Report has been prepared.
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5.2 Conduct and Details of the Assignment

The initial allocation of days was 45 for TL/KE1 and 40 for KE2; subsequently as a reflection of the work load and the division of responsibilities, 5 days were reallocated from KE2 to TL/KE1. In total KE1/TL visited the Dominican Republic on four occasions, with total of 67 working days spent in the Dominican Republic (79 % of the total). It should be emphasised that for a variety of reasons the actual working time spent on the project was greater than the allocated budget.

The approach to carrying out the project was based on: (i) detailed consultation with the CODOPESCA technical team; (ii) formal stakeholder workshops; (iii) informal meetings with a variety of stakeholders; and (iv) detailed background reading of the available documentation provided by CODOPESCA and other entities together with web research (Annex 4). The list of meetings held is shown in Annex 2. The approach to the work was detailed in the Inception Report that was presented on schedule (Annex 3).

The first priority was to develop an analysis of the institutional situation in the Dominican Republic fisheries sector in order to assess the potential for the implementation of the Policy and associated strategy. The team held a formal workshop for CODOPESCA staff to identify issues, interviewed the key players in CODOPESCA and met representatives of other entities involved in the sector. This led to the preparation of the Institutional Analysis (see annex 6).

The second priority was to gain the information needed to undertake a baseline study of the fisheries sector in the country, with identification of the current state of play and the issues that could be considered in the development of the Plan and Strategy. Information was gained from the above noted meetings and a series of seven participatory formal workshops plus informal meetings between with more than 250 stakeholders attending in total. The stakeholder report (Annex 7) was prepared to summarise the findings and subsequently the Sector Study was drafted (Annex 8 in English; Annex 9 in Spanish).

Using the information gained the team progressed to drafting the National Strategy (Annex 10 in English; Annex 11 in Spanish contain the final documents) that was sent to the beneficiary for comment.

The initial scheduling of work inputs was complicated by the national Presidential election and consideration of the potential impacts of that in the preceding and succeeding days and then the possible for the change in mandate leading to the appointment of a new Minister, with further changes within the system including CODOPESCA. As matters now stand (October 2012), the Minister has changed but the CODOPESCA staff remains in place. It was planned to hold the verification meeting at the end of August but due to the TL/KE1 passport issue this was postponed until October 4.

Detailed comments on the Spanish version of the draft National Fisheries Strategy were received from the CODOPESCA technical team on October 3 and there was limited opportunity to review them before the verification meeting. The verification meeting was held successfully on October 4. Subsequently, this Final Technical Report has been prepared along with the Final Report, with all required annexes prepared in separate documents. The closing date for the project is October 26, 2012.

Photos to illustrate the process are in Annex 5. One of the photos shows the visibility material provided for distribution to stakeholders: small holdall; jacket; t-shirt; baseball cap; drinking cup; pen; and pen drive; each with the EC, ACP and CODOPESCA logos. Different things were distributed to different groups e.g. t-shirt and baseball cap to fishermen. The incidental expenditure budget was also used for the design of a CODOPESCA web site; this portal will improve communications with stakeholders while providing on-going visibility for the EU and ACP II. Other IE

spend covered the cost of the workshops, including travel and subsistence, and translation. Details are contained in the final report.

CODOPECSA has fully supported the team, with an open approach to providing information, arranging meetings and facilitating logistical support (an office with internet connection and transport for travel within Santo Domingo).

6 Conclusions and Recommendations

Despite the circumstances of the Presidential election and the related uncertainties, the international consultants working closely with the CODOPECSA were able to complete the Terms of Reference both effectively and efficiently. The output provides the Government of the Dominican Republic with the basis for drafting and implementing a Plan of Action that will comprise the operational plan for development of the national fisheries sector according to the funding and personnel available.

In recognition of the limited resources available to the public sector, of paramount importance is the empowerment of the stakeholders, with a strengthening of their social capital and ability to take responsibility for many of the issues related to the sustainable harvest of fishery resources and the use of water resources to develop aquaculture. The prospects for success of the proposals will be severely limited if the recent stakeholder consultation is regarded as a one-off exercise rather than the basis for establishing a permanent effective forum for the involvement of stakeholders in the decision making process.

It must be emphasised however that the potential for success is still not guaranteed; many fishers live in marginal coastal communities that have little or no access to economic alternatives other than to migrate to the major urban populations. As such there will be continuing pressure on the resources as the users face the dilemma of saving fish for future use or finding food and income to survive the immediate future.

This fact stresses the importance of a development policy that goes wider than consideration of the fish catching sector, there must be every effort to reduce the pressure to fish by creating on-shore fishery related employment and developing the potential for aquaculture.

Not only do the fishermen, their families and communities need a healthy fishing sector, but also the Government as it seeks reduce poverty, improve food security and provide healthier diets for the population. Accordingly, the approach to fisheries is not exclusive of assistance from a range of Government ministries, including but not limited to transport, education and energy.

To be effective the implementation of the Strategy and the related National Plan of Action needs to be led by a competent institution, with trained staff and the budget needed for them to effectively carry out their duties. In the consultants' opinion, CODOPECSA can be characterised as being staffed by professional with a high level of competency and skill together with a commitment to support the sector.

The consultants identified a number of issues that may increase the efficiency of the organisation. At the same time, in the realistic expectation that significant increases in budget will not be forthcoming, CODOPECSA will have to prioritize activities to make the maximum benefit from the monies that are available. There is a need to strengthen capacity to develop aquaculture and reduce emphasis on capture fisheries which is a sector that must not grow but rather consolidate in order to ensure sustainable harvests while providing reasonable incomes to the participants.

Compliance activities must be strengthened to address lack of respect for the regulations, with shared stewardship. In the longer term, there should be a move to proving exclusive fishery community rights to provide individual communities with ownership of the locally available resources.

The need for CODOPECSA to prioritize actions in order to make the most effective use of the available budget emphasises the need to involve other institutions in the process and develop a common approach – most specifically



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with the Ministry of the Environment, the Navy, IDEAF and IDECOOP. Also to ensure that the activities of NGOs and international and bilateral agencies “fit” the overall approach so as to maximise synergistic benefits.

Recommendations are:

1. To develop a realistic Plan of Action based on implementation of the strategy according to identified priorities in the context of a realistic understanding of the resources available, both directly from CODOPESCA and from cooperating entities and with the empowerment of stakeholders.
2. To formalise the input of stakeholders in the decision making process through regional committees and a national committee.
3. Develop approaches to limit access to the fish catching sector, preferably based on community fishing rights.
4. CODOPESCA should prioritize actions and strengthen the management approach to maximise the benefits from its available resources. This would call for a reallocation of budget and personnel.
5. CODOPESCA should present the Plan of Action to donor agencies and NGOs to ensure that their activities fit with the national approach and provide for complementary activities, while avoiding duplication of effort and ad hoc inputs that may only have a limited short term benefit.
6. The opportunity to gain international support may to some extent depend on the Dominican Republic working with regional agencies that have the objective of promoting sustainable fishing effort and take the steps necessary to eliminate any current illegal, unregulated and unrecorded (IUU) fishing activity.
7. At the end of the day, the main need is to formalise the sector, from fish catching and farming, to marketing, distribution and sale.





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Note: This document provides the main body of text of the draft Final Technical Report. Due to their length and to facilitate electronic transmission of the material, the annexes have been produced as separate reports.

Annex 1: Inception Report

Annex 2: Institutional Analysis

Annex 3: Stakeholders Report

Annex 4: Sector Study English

Annex 5: Sector Study: Spanish

Annex 6: The Dominican Republic: A National Strategy for the Fisheries Sector: English

Annex 7: The Dominican Republic: A National Strategy for the Fisheries Sector: Spanish

Annex 8: Itinerary, Institutions and Individuals consulted

Annex 9: List of Reports and Documents Consulted

Annex 10: Photographs of project, key activities and events to illustrate field activities and achieved results

