

# COMPARATIVE ANALYSIS OF OFFICIAL AND DESIRED GOVERNANCES WITH REGARD TO THE GENERAL INTEREST

## THE CASE OF PONTA PRETA, MAIO ISLAND, CAPE VERDE

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# **PRESENTATION PLAN**

- 1 – theoretical research interests**
- 2 – field presentation**
- 3 – elements of official governance**
- 4 – research question**
- 5 – methodology**
- 6 – preliminary results**
- 7 – governances' comparison and preliminary recommendations**

# 1 – THEORETICAL INTERESTS

- **Marine conservation:**
  - protect our natural and social interactions
  - provide goods and services
  - secure future generations' livelihood
- **General interest**
  - access for all actors (present / absent / strong / weak)
  - lasting benefits / time scope
  - intensity (strength – depends on connection and depth)
- **Participative governance**
  - equity
  - inclusion of communities: + connection = + will to protect

## 2 - CASE STUDY / FIELD AND CASE CHOICE

- Going deeper into one specific situation.
- Population: all actors touched by marine governance.

- **Interest for West Africa:**
  - interdependance development-environment
  - RAMPAO and PRAO projects
- **Cape Verde:**
  - less studied than Senegal / Mauritania
- **Great environmental frame (surrounded by ocean / quality)**
- **Convenience (security, contacts)**

# 2 – FIELD PRESENTATION – GEOGRAPHICAL FRAME: MAIO, C.V.



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Source: [http://www.lib.utexas.edu/maps/africa/cape\\_verde\\_rel\\_2004.jpg](http://www.lib.utexas.edu/maps/africa/cape_verde_rel_2004.jpg)

## **2 – FIELD PRESENTATION: SOCIO-ECONOMICAL FRAME CAPE VERDE**

- Pop. approx. 500 000
- Poor country but international help
- Greater level of education than other West African countries
- Services (business, transport, public services): 70% GDP
- Imports: 85% (few exports)
- Greatly dependent on environmental goods and services
  - Fishing, agriculture and tourism (landscapes)
- International fishing agreements: threat vs. artisanal fisheries (no MCS)
- ZEE: 700 000 km<sup>2</sup>

# SOCIO-ECONOMICAL FRAME - MAIO

- 7,000 inhabitants (less than 2% of total CV population)
- Young population : 30% less than 15 y.o; 50% less than 24 y.o.
- Economy based on primary sector (security);
  - Fishing (+ artisanal)
  - Agriculture
  - Goats and beef cattle
  - Coal production
  - Salt extraction
- Last decade: 3<sup>rd</sup> sector: tourism (can increase greatly)
- Poverty and unemployment: women, young people

## **2 – FIELD PRESENTATION POLITICAL FRAME**

- 1975-1990: unique party of socialistic inspiration (PAICV)
- 1990: multiparty
- Stable democracy
- President: MPD (2011)
- Historical political conflicts between CV and Maio (opposition)

## 2 – FIELD PRESENTATION: ENVIRONMENTAL FRAME

- Volcanic islands
- Maio: best insular platform (+ halieutic resources)
- Coral hotspot and rich marine diversity
- Insularity: high endemism but low genetic diversity
- Vulnerable to droughts, rains & human activities
- Environmental degradation directly linked to poverty
- Recent concerns vs. biodiversity (96').
- Laws:
  - Protect:
    - lobster, whales, turtles, dolphins, sharks
    - local artisanal fisheries (3 nautical miles)
  - Forbid: sand extraction, illegal fishing
- Lack of coordination between responsible state's instances

# 3 – ELEMENTS OF OFFICIAL GOVERNANCE

## Great resolutions:

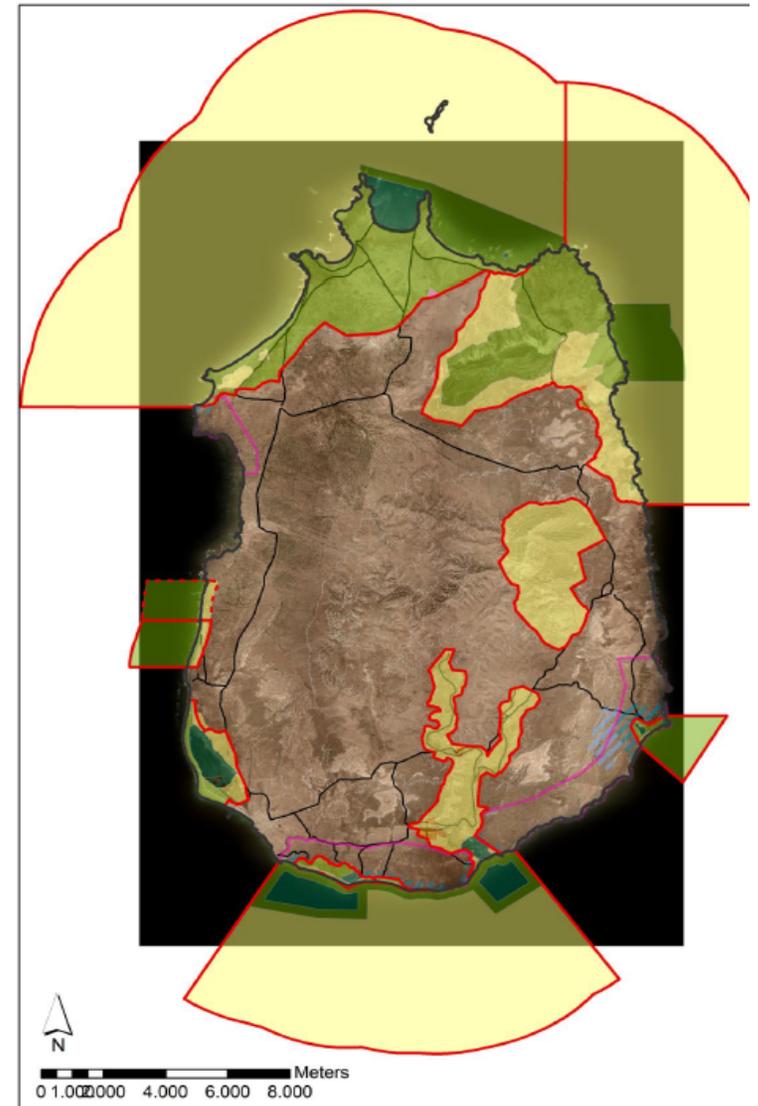
- **Constitution (1992):**
  - right to healthy, balanced environment
  - interdependence between men and nature
  - Duty to protect and defend the environment
  - Environmental education
- **National plan for development (PND)**
  - based on sustainability and bounds with biodiversity
- **National strategy and action plan on biodiversity (ENPAB, 2000): principles:**
  - Solidarity, precaution, participation/decentralization (CM)

# **3- OFFICIAL GOVERNANCE IN MAIO: 3 PROJECTS**

- Marine protected area (DGA) / Casas Velhas marine extension
- Fisheries co-management (DGP) / traditional fishing area / TURF
- Tourism (SDTIBM) / ZDTI

# 3- MARINE RESERVE OF CASAS VELHAS

- 2003 Decree-Law: National Network of PAs
- Protection basis:
  - High marine biodiversity – hotspot
  - High landscape value
  - Isolated and preserved
- Maio's PAs management plan: RAPIM 2014-2019 (DGA)
  - Sustainable development
  - Risks' management
  - maintain values (territory/society)
- Main actors to implement: CMM, DGA, FMB
- Funding: World Bank
- Could be included in RAMP AO



- 6 624 hectares (tot);
- 6 495 marine hectares
- 3 marine miles from coastal line

Few activities inside PA.  
Actual threats: turtles' poaching, nets and spear (diving) fishing

Projected PA entirely surrounded by a ZDTI:  
potential drastic change in future years.

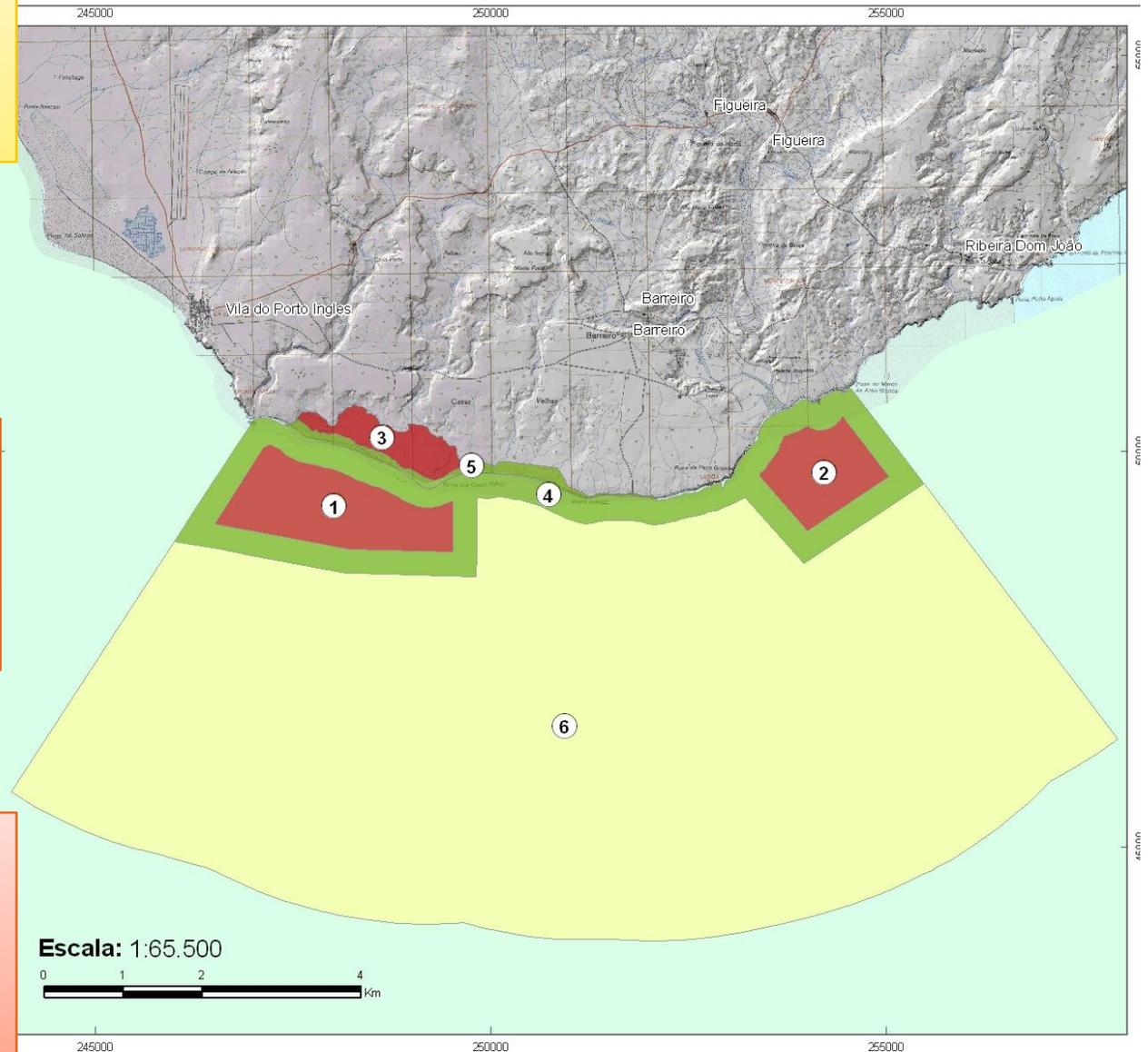


Figura 41: Mapa do Plano de Zonamento para a RMCV.

# 3- CO-MANAGEMENT FISHING PROJECT

## CV - Fisheries' resources management plan (2004-2014):

- Protect ecosystems that support fisheries (sustainable dev.)
- Resources/sps are one of many components of the system (MPAs): ecosystem management

## West African Regional Fisheries Project (WARP):

- DGP: Ministry of fisheries
- TURFs (Sal & Maio); work in progress (facilitators and inspectors)
  - Limit area, resources, access
  - MCS and control decisions
  - Efficient management and fair benefit-sharing

## Maio:

- 159 artisanal fishermen; 53 boats
- 25-30 kg fish/day/boat (= approx. 396 t/year)

# 3- TOURISM PROJECT

## Cape Verde 2010-2013 plan - Principles:

- sustainable tourism with high added value (local communities)
- generate revenues, employment and social inclusion
- + Cape Verde's competitiveness and promotion
- No bad impacts on economy, populations, environment

## Maio – touristic development plan (ZDTI):

- Island population: from 7 000 to 50 000
- Capital investment: 275 000 000 euros (17 000 rooms)
- Zones adjacent to protected areas
  
- Degradation and resource stress, fragile natural balance
- From exotic and quiet place to massive touristic center
- threatens local economy (local benefits and participation)

## Ecotourism for conservation?

- local community involvement
- recreation activities, landscape observation, flagship species

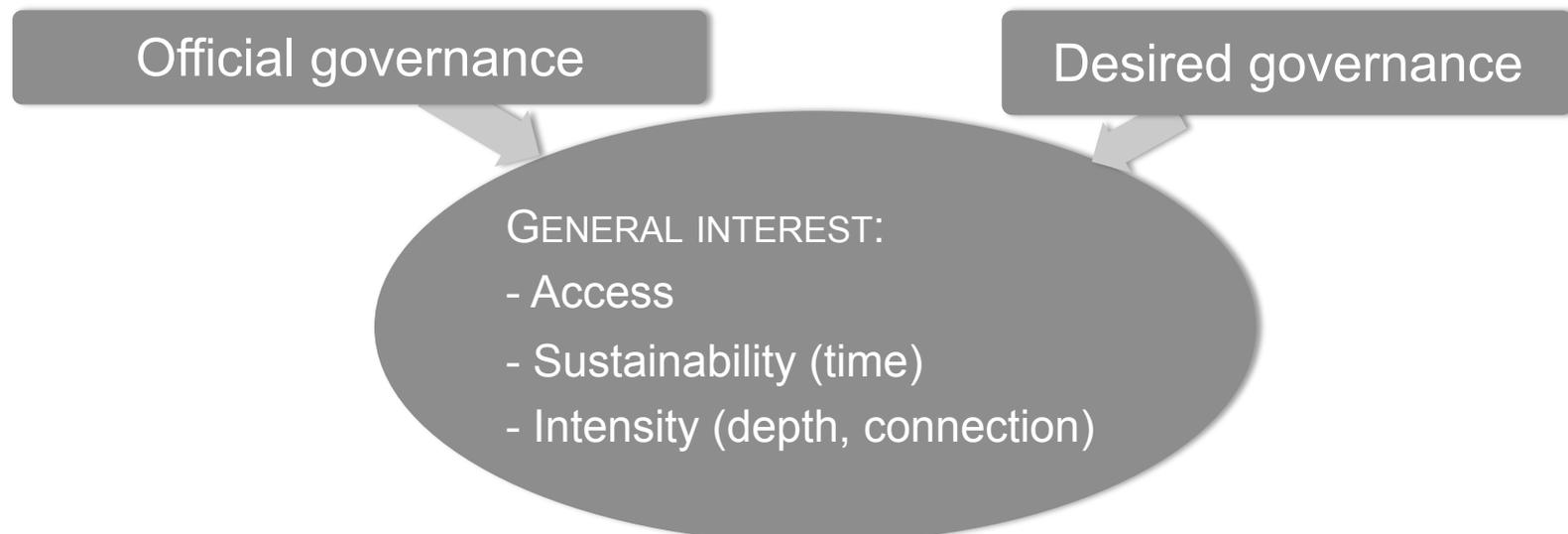
## 4 – RESEARCH QUESTION

" How do official and desired governances can be compared with regard to the general interest in Ponta Preta marine zone? "



# 5 – METHODOLOGY (GLOBAL)

Concepts	Measure	Data
Declared official governance	Strategic analysis of organizations	- vision, mission - SWOT
Visible official governance	Observations / informal talks	- notes
Desired governance (critical and projected)	- A4D, territorial footprints - Metissage	- man-man and man-nature connections - Desired vision, mission, SWOT



# 5 – METHODOLOGY: A4D

## Actor in 4 dimensions:

- Sample: diversity (age, status, level of knowledge, influence / expertise)
- Purposive sampling with convenience elements (interest / availability)
- Semi-structured interviews: 20 people (Vila, Calheta, Barreiro: tot. 40+10)

## Use in this case:

- Study individuals (strategic analysis: groups, organizations)
- That live in / use / manage / defend (the territory)

## Present actors:

- strong / influent
- weak / under-represented, ordinary, non invited in negotiation

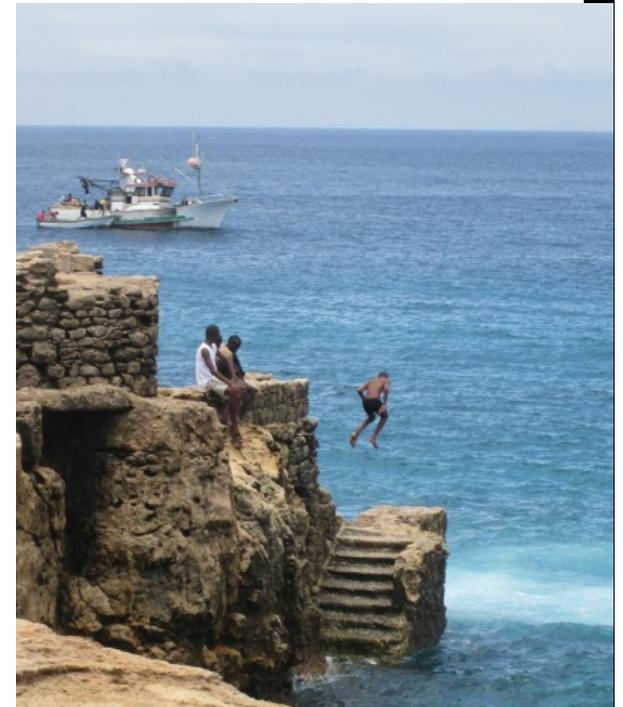
## Absent actors:

- non-humans & non-actual

**All to be included in general interest and governance**

# 5 – METHODOLOGY: A4D - QUESTIONNAIRE

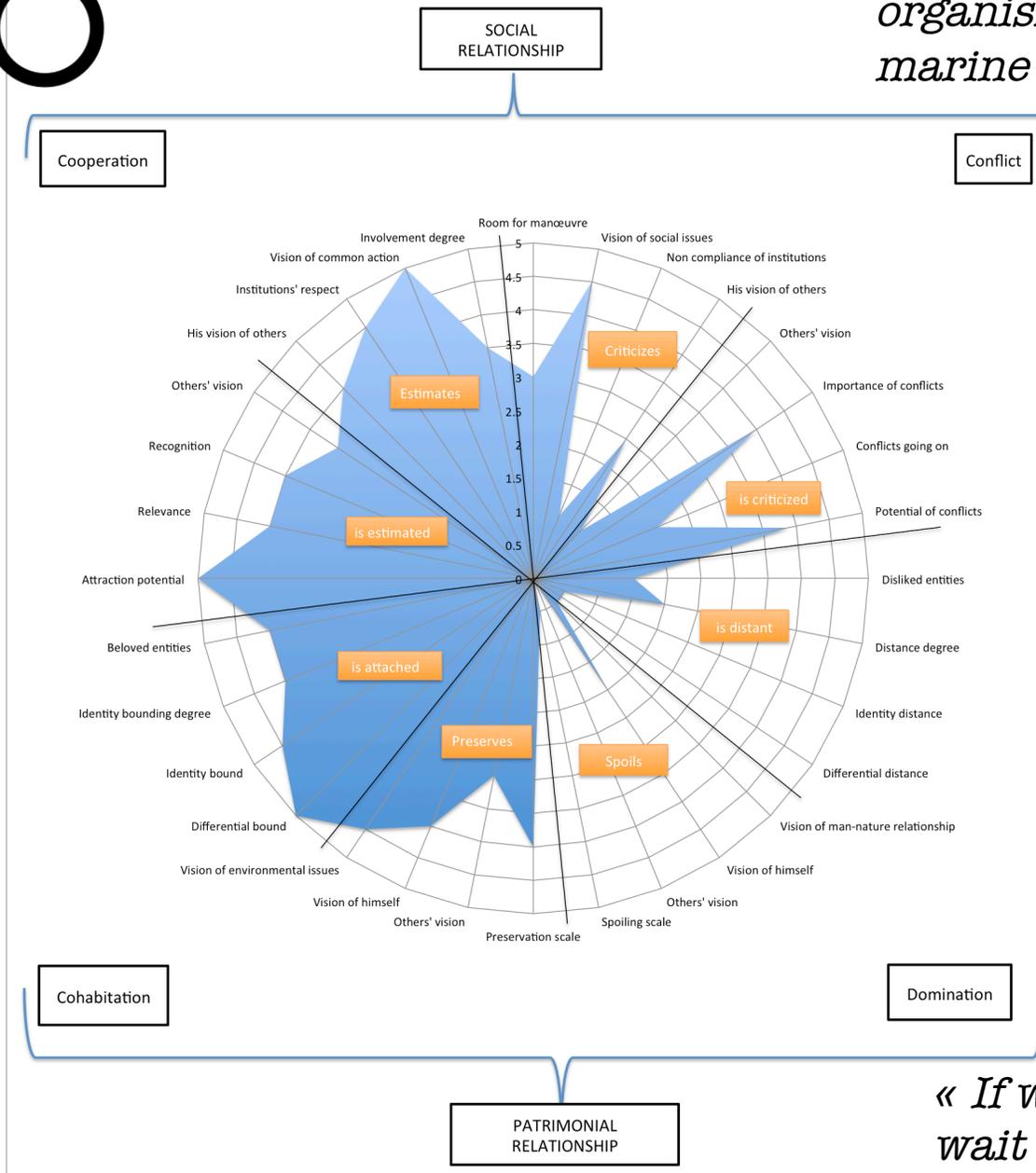
- Which elements compose the marine system?
- What are marine environment's issues?
- Who alters/protects the most the environment?
- Who is touched by coastal/marine management?
- Do you try to answer issues that concern you?
- What will help you to improve the zones' state?
- Do you know actors engaged to protect? Opinion?
- What have been the main changes in 1 century?
- Which elements from the past have conditioned the most the present?
- How do you see your marine territory in 10/50/100 years? Pink / black scenarios?
- What is your opinion about the actual projects?



# 6 – RESULTS A4D: 1<sup>ST</sup> EX. (NATIONAL MANAGER)



« We must integrate all elements and organisms affected by or affecting the marine systems into decision-making. »



**A caring but worried actor**

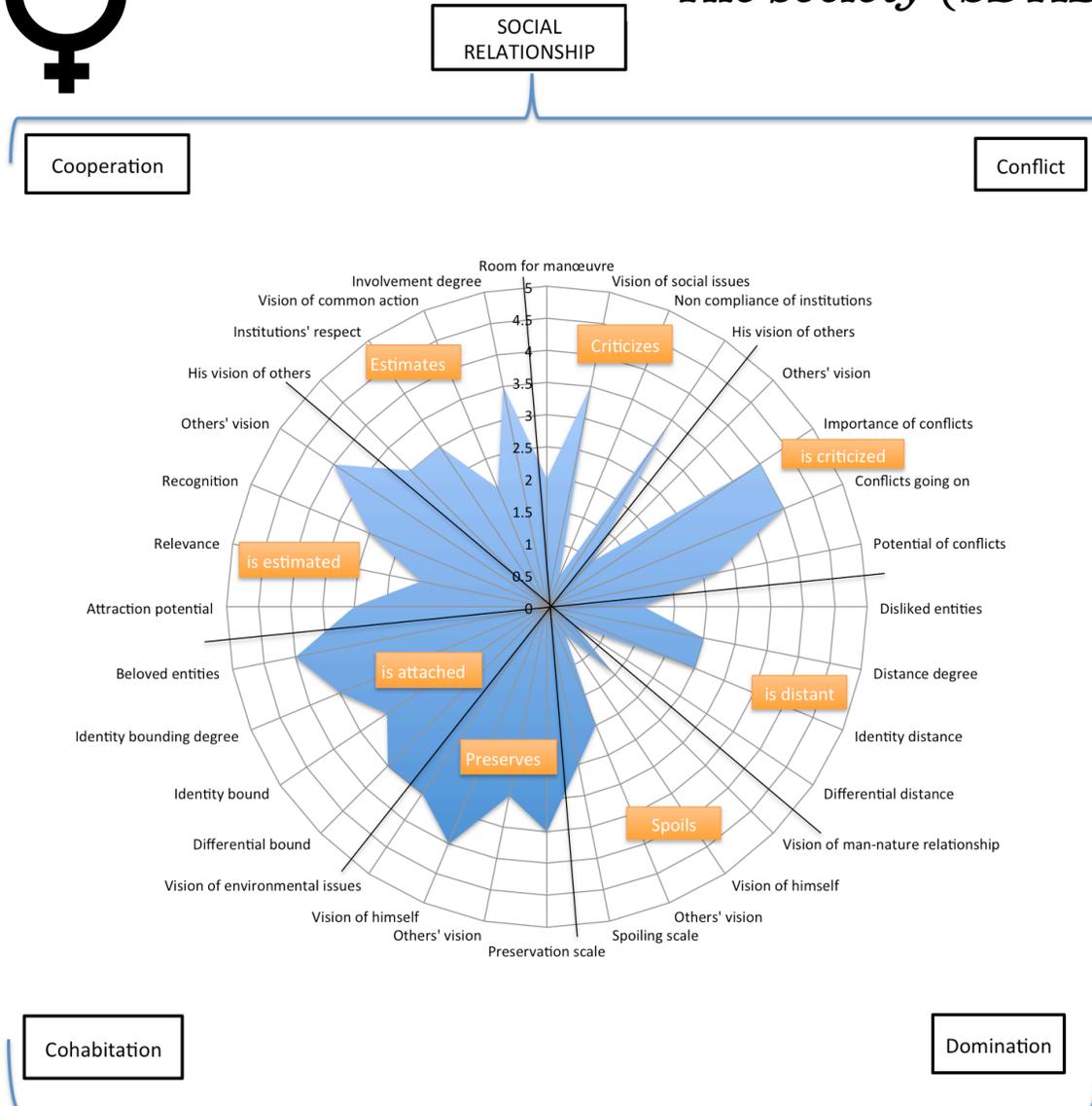
- Known from / knows managers; less locals.
- Sincere passion (marine)
- Pro-concertation (all community + sharing/comm. managers)
- Pro-conservation in PP (fishing)
- Need for better MCS
- Wishes more power (group) (technical, human, financial).
- Vision: nation-centered
- Nuanced positions / no political

« If we don't do it ourselves, we will wait all our life for this actor. »

# 6 – RESULTS A4D: 2<sup>ND</sup> EX. (LOCAL NGO DIRECTOR)



« The society (SDTIBM) is dangerous for the island ».



*A foreigner who « shakes » Maio*

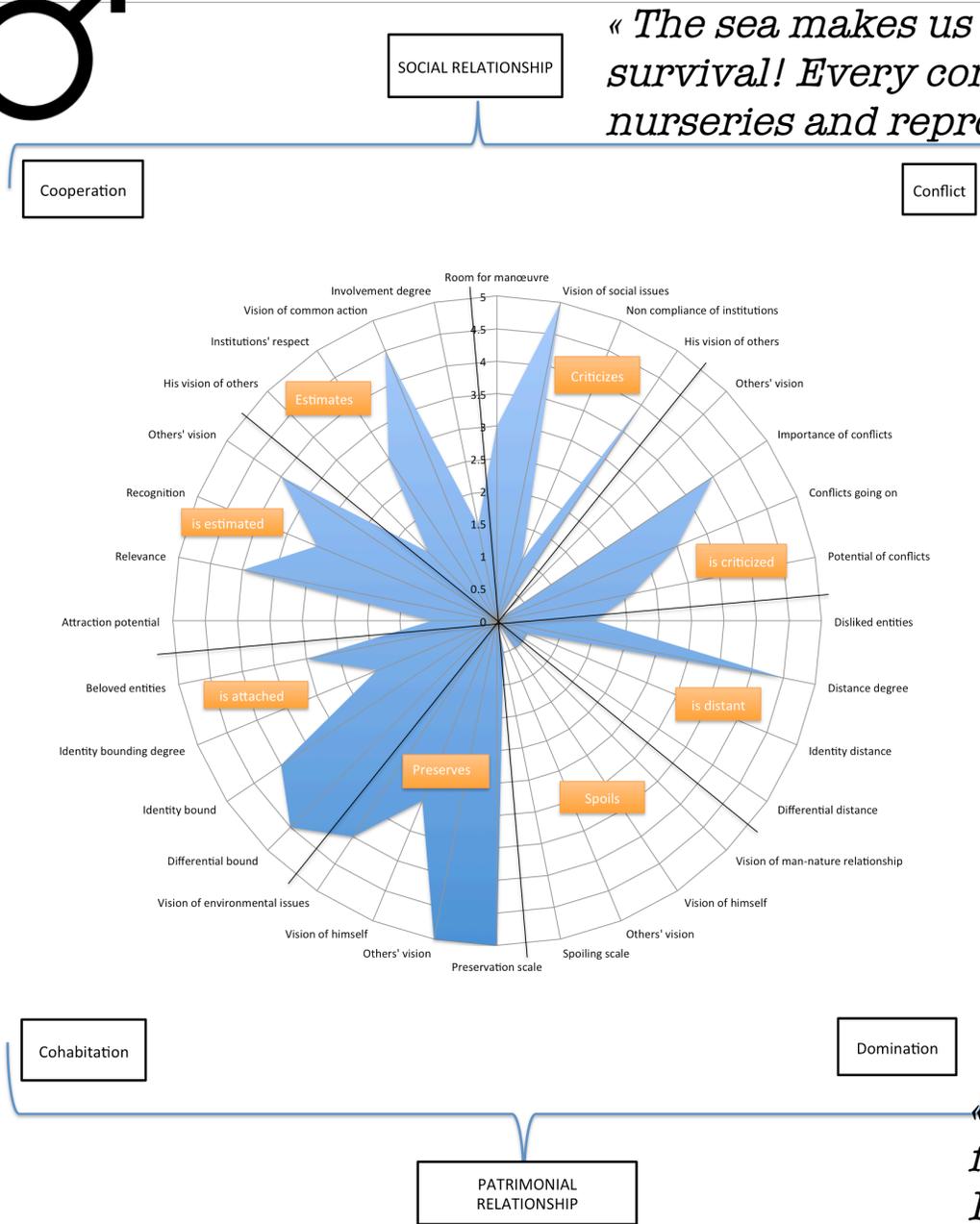
- Increasingly known (managers & locals interested by environment)
- Passion vs. ocean
- Wishes participative governance (FMB coordinates)
- Pro conservation in Ponta Preta
- Needs money for FMB actions
- Energetic and determined actor (personal 1st; conservation 2<sup>nd</sup>)
- Soft positions (job to be stabilized; keeps doors open)

« She should preserve nature but she is linked with a buzio-fisherman (destructive practices)».

# 6 – RESULTS A4D: 3<sup>RD</sup> EX. (LOCAL FISHERMAN)



« *The sea makes us live: we have to protect it for our survival! Every conservation is good especially where nurseries and reproduction areas are present.* »



*Model actor; blends in his socio-natural environment.*

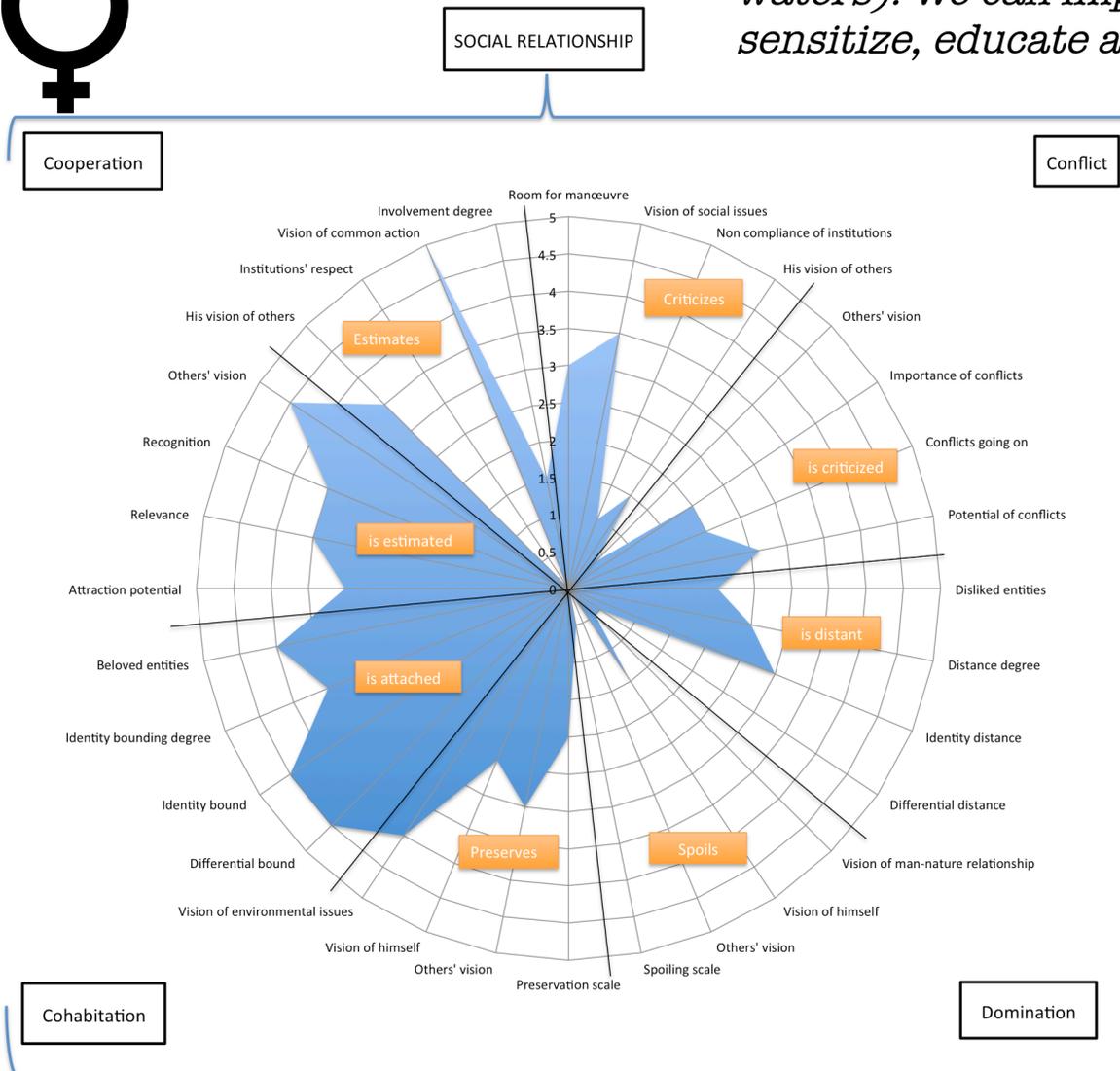
- Potential to influence (fishermen).
- Respective/protective marine sps.
- Representative (traditional fish.)
- Pro-concertation (fishermen).
- Pro- complete closure of PP (&+)
- Pro- law application (no diving / rest seasons / fishes' size)
- Wishes best bounds within group
- Ocean-centered vision
- Strong positions
- Open to discuss

« *Traditional fishermen should be the firsts to dialogue with the government in Ponta Preta co-management.* »

# 6 – RESULTS A4D: 4TH EX. (FISH SELLER)



*« Our political divergences forbid us to unite to protect this environment on which we rely. We must associate and stop illegal fishing (foreigners fishermen in our waters). We can improve the ocean's state. We must sensitize, educate and act all together in this way. »*



**A reasonable actor with specific actions.**

- Very well known actor, willing to participate (management/conservation)
- All-community governance
- Knows marine sps (fish)
- Vision of island: divided in 2 (MPD/PAICV); no possible discussion / debate
- Strong opinions; no extremism



**Photo:** Susan Underwood

# 7 – GOVERNANCES' COMPARISON & PRELIMINARY RECOMMENDATIONS

Criticisms	Stakeholders	Desired governance	Seeked actors
Industrial / Illegal fishing	- Mar. inst. (MI) - fishermen	- Participatory MCS - Alternatives info	- MI-fishermen, PRAO - coast guards, GEF
International fishing agreements	- Government	- Onboard observers - catches' control - CBA	- Fishing department - Ruling body
Lack of confidence in management	- Government - powerful actors - Fish. asso.	- Decentralization  - + democracy; - \$	- Government - City hall - Fishermen asso.
Lack of community participation	- All Maienses - Government	- Educate, debate - Communicate info.	- PRAO - Local NGOs - State, city hall
Disenchantment and frustration towards big projects	- DGA-P, city hall - Internat. coop. - Government	- Announce PP MPA - Stop sand use - Think local/L.-term	- DGA/DGP - City hall - Central government



Illegal semi-industrial boat (nets – purse seiner) from Santiago island in Maio's waters.

Declared official governance	Visible official governance	Desired governance	Converge	General interest	Recommendations
Marine protected area	Group meetings (around maps / uses)	Include individuals	Open	+ scope + access (decision) + intensity (connection)	Better study absent and weak actors' values / needs (ex: schools, women, elders) + include.
Fisheries co-management	Group meetings (fishermen) + few informal individual discussions	Better communicate / information sharing	More transparency / steps towards others	+ access (information, project evolution) + scope (mobilization) + intensity (recognize needs)	Inform by radio / posters close to the fishermen's house
Tourism plan	1 meeting with associations' representatives / no marine (FMB nor fishermen / fish sellers)	Include marine representatives / no chaotic development	Link actions with speech (all agree on sustainable value)	+ access (private property) + scope (decision) + intensity (conservation)	Make more meetings; include everyone; empower people (not used to participate).

# 8 – METHODOLOGY PROS AND CONS

## PROS:

- Socio-centered
- Identify cultural and natural relationships / identity
- Integrates all actors (+ visions / objectives) into governance
- Helps dialogue, think: consciousness, will-raising (participation)
- Local: context-adapted
- Possibility to simplify / adapt to target other groups
- Information can be extrapolated to similar contexts

## CONS:

- Long process (2 hours interview + preliminary meetings / letters)
- Requires to stay on field to become integrated + good contacts
- Hard to analyze by someone else than the researcher

# **THANK YOU VERY MUCH!!!**

**Any questions? Ideas? Experience sharing?**



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