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Establishment of Platform Engaging Fisheries and Community Stakeholders in Tyre, Lebanon

Final Report

Consultant Report – Ghalia Fayad

Acknowledgements

The consultant would like to thank Ziad Samaha, IUCN ROWA Marine and Coastal Zone Management Programme Manager who provided incisive advice and encouragement throughout the consultancy. Hiba Fawaz, ADR Agriculture Program Manager for the valuable support and assistance throughout the project. For both Ziad Samaha and Hiba Fawaz's great efforts dedicated to the round of meetings and support to the survey questionnaires conducted with the various stakeholders.

The consultant wishes to also thank Ali Ezzedine, ADR General Manager for sharing his in-depth knowledge of the fisheries sector stakeholders, and Tyre community in general.

A special thanks to each and every stakeholder met and interviewed during the consultation process, which helped with the information at the heart of the Platform design and development.

List of Abbreviations and Acronyms

ADR	Association for the Development of Rural Capacities
Drosos	Drosos Foundation
FAO	Food and Agriculture Organization of the United Nations
GFCM	General Fisheries Commission for the Mediterranean
IUCN ROWA	International Union for Conservation of Nature - Regional Office West Asia
LAF	Lebanese Armed Forces
LE	Law Enforcement
MoA	Ministry of Agriculture
MoE	Ministry of Environment
MoD	Ministry of Defence
MoJ	Ministry of Justice
MoPWT	Ministry of Public Works and Transport
MPA	Marine Protected Area
NGO	Non-Governmental Organization
TCNR	Tyre Coastal Nature Reserve

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Preface

The Drosos Foundation is committed to enabling disadvantaged people to live a life of dignity. It creates aptitudes and promotes skills, which enable people to fulfill their own responsibilities. The Foundation works on Promoting Health, Improving Living Conditions and Stimulating Creative Activities. The Foundation keeps the public informed about its activities.

In Lebanon, the Foundation's projects include fair trade, vocational training and job placement as well as income generation projects targeting families, women, biosphere reserves and fishermen.

What follows is the final report for the "Establishment of Platform Engaging Fisheries and Community Stakeholders in Tyre" conducted by Marine Conservation and Development expert Ghalia Fayad. This report is entitled "Establishment of Platform Engaging Fisheries and Community Stakeholders in Tyre, Lebanon – Final Report". The assignment was conducted in the most truthful manner to reflect the views and information as provided by the stakeholders met during the fieldwork, while inserting the views of ADR who commissioned the work. The establishment of the Platform falls under the Drosos funded project: "Sustainable Fisheries Management for Improved Livelihoods of the Coastal Fishing Community in Tyre, South Lebanon", project code 77560-000, that is implemented by partners ADR and IUCN ROWA.

ABSTRACT

The Drosos funded project: “Sustainable Fisheries Management for Improved Livelihoods of the Coastal Fishing Community in Tyre, South Lebanon” aims at livelihoods security and empowerment, Tyre marine management and protection as well as sustainable marine ecosystem management. The results of the empowerment of stakeholders on marine management planning and change process for effective management of marine ecosystems include the successful creation of the “Tyre Caza Platform for Fisheries Legislation Application”. The Platform is composed of concerned ministries, security forces, municipalities, union of municipalities, fishermen cooperative and syndicates, non-governmental organizations and Tyre Coastal Nature Reserve. The Platform vision is to promote sustainable marine ecosystems while fostering economic prosperity across fisheries and maritime sector. Its ultimate goal is to support the reduction of destructive fishing techniques and fishing of protected species through increased coordination and systematic collaboration for the sake of long-term sustainable fisheries management. The Platform members have set a strategy that will:

1. Contribute to an increased level of coordination and dialogue among stakeholders;
2. Contribute to the respect of fisheries legislation and regulations, including the application of laws related to marine pollution and fishery port’s activities;
3. Contribute to information management related to community knowledge and expertise;
4. Support the development of income generating activities by fishermen within the realm of legal and sustainable fishing.

The Tyre Caza Platform for Fisheries Legislation Application is a desired platform for South Lebanon. It brings consultation, coordination and a common voice to fisheries legislation targeting fair and effective application while setting the path for sustainable fisheries management. Local, regional, national and international partners are invited to lend their support to the implementation of this promising mechanism for effective fisheries law application in the Tyre caza. The achievements of the Platform will be strongly based on multi-stakeholder participation under the control of Lebanese authorities.

INTRODUCTION

The status of Fisheries in South Lebanon is that of a difficult reality of degradation of marine ecosystem and habitats, decline in fish stocks, degraded livelihoods of Fishermen suffering from low income (below minimum wage) and their lack of access to reliable economic and social safety nets, in addition to little concern for fisheries sustainability and accordingly little respect of fisheries legislations and regulations. Currently, the obstacles to fair and effective law enforcement are:

- Overfishing, Use of Destructive Fishing Techniques, Fishing of Species Protected by MoA Decisions
- Little consideration for Long-Term Consequences of Illegal Fishing Activities/Attempts to Avoid the Application of the Law on Offenders
- Lack of Public Awareness of Legislations, their Importance and their Benefits for Sustainability
- Weak and Inconsistent Application of Legislations due to the Lack of Political Will, Funds, Personnel, Equipment and Monitoring Systems

In that frame, ADR is implementing the Drosos funded project “Sustainable Fisheries Management for Improved Livelihoods of the Coastal Fishing Community in Tyre, South Lebanon” in partnership with IUCN ROWA as the project leader. The project duration is for three years from January 2014 until January 2017. ADR and IUCN ROWA have the overall objective of contributing to an increased level of social, economic and environmental development and deeper regional integration in the sustainable exploitation of fisheries resources. Within the context of the sustainability of artisanal fisheries in Tyre, efforts are being made to understand how traditional fishermen can improve economic conditions for themselves and their communities through diversification from traditional fishing activities. This could provide supplemental and/or alternative opportunities for the fishing communities that would remove pressure from over-fished stocks, as well as provide new and exciting opportunities to improve economic returns. The overall project objective is to contribute towards livelihoods improvement through the establishment of effective marine management in the Caza of Tyre, South Lebanon, aiming by the end of the project at improved socioeconomic conditions by 5% through a developed an integrated fishery management system. Another main indicator by the end of the project is that increased conservation efforts and fostered sustainable fishing practices are recorded. In order to achieve impactful results, the project has 3 objectives:

- **Objective 1 Livelihoods security & Empowerment** Improved livelihood security of fishermen and their families through sustainable and decentralized governance of natural resources and use of additional income resources
- **Objective 2 Tyre Marine Management and Protection** Empower TCNR to improve conservation efforts and establish locally managed marine area
- **Objective 3 Sustainable marine ecosystem management** Empowered Stakeholders on marine management planning and change process for effective and sustainable management of marine ecosystems

Under the third project objective, the immediate output and activities of the present assignment was to create a Platform for the enforcement of fisheries legislations and regulations composed of the syndicate members and relevant government agencies and other stakeholders, aiming at the activation of communication and dialogue among the different stakeholders and lobbying for the laws application. The present report will begin with describing the methodology and work plan as well as the tools developed to carry out the assignment. It will then provide stakeholders analysis focusing on their respective roles in fisheries law enforcement, and the assignment outcomes, namely the operational framework, list of members, thematic focus and planned activities of the Platform. This will include the main subjects identified by the different stakeholders to be discussed within the platform and recommendations.

METHODOLOGY

The establishment of a Platform engaging fisheries and community stakeholders in Tyre required carrying out an identification of key stakeholders in the fisheries sector in Tyr Caza, a stakeholders' analysis and connecting them to each other. Recognizing that building platforms is not easy, as resource coalitions tend to be opportunistic, the existence of divergent behavior among stakeholders had to be recognized. Nevertheless, innovation required strategic consensus based on common concerns, shared and agreed strategies among relevant and more powerful social/institutional actors, and active cooperation among all stakeholders involved.

The assignment required carrying out the following steps:

1. Preparing the overall work plan (with ADR and IUCN) setting the different steps of the platform creation will take place (timing, methodology)
2. Preparing a survey questionnaire to assess and evaluate the drivers and objectives of engaged stakeholders in order to merge them into and productive platform
3. Conduct bilateral with stakeholders to assess and identify the relevant potential members of the platform and steering committee
4. Based on the stakeholders meetings, draft the strategy and operational framework of the of the platform and design a framework for the stakeholders' platform of the fisheries sector
5. Draft an evaluation form in close cooperation with ADR & IUCN to evaluate the implementation of the platform
6. Organize and support the Platform Launching Event

In order to ensure clear and easy communication on the progress of the project activities, a live document was created on Google drive and shared between the consultant, ADR Agriculture program manager and IUCN ROWA Marine and Coastal Zone Management programme manager. The agreed work plan included 4 steps:

1. **Bilateral Meetings** with ADR Management and concerned National authorities and Ministries of Agriculture and Environment in Beirut, followed by meetings in the South with regional government, including the Ministry of Environment in the South, Tyre and Naqoura Municipalities, South District and Tyre caza local authorities. The series of meetings also included Fishermen syndicates and cooperatives in Tyre, Naqoura and League of syndicates in the South, as well as meetings with security forces carrying out fisheries law enforcement, namely the Lebanese Army and Coast Guards. These meetings required the development of the Platform power point presentation and targeted survey questionnaires. In fact, 4 sets of questionnaires were developed targeting (1) National authorities/Ministries, (2) Local Government, (3) Fishermen Representatives and Syndicates and (4) Security Forces. The questionnaires covered opinion in existing laws, law enforcement and respective role in enforcement, obstacles and challenges to enforcement, opinion on ideal sustainable fisheries management regime, need for the creation of a Platform for Tyre caza, objectives and potential members, required means to achieve objectives and contribution to Platform.
2. **Platform Strategy and Operational Framework** development based on review of Lebanon's international and major regional commitments to sustainable fisheries and based on the stakeholders surveys' results. This step also included the preparation of an evaluation form for the implementation of the Platform.

3. **Launching event of the Platform** on 10th of June 2015 at Beit Al Madina in Tyre. This media event included close coordination and cooperation between the consultant, ADR and IUCN ROWA in order to organize venue logistics, agenda and invitations, platform presentation, “Sustainable Fisheries Management” project brochure design and production, Platform operational framework translation into Arabic and dissemination, designed gifts production (folders, pens and USB keys), media kits, media invitations and press release and lunch organization.
4. **Final Report** including the methodology and work plan, tools developed to carry out the assignment, stakeholders analysis focusing on their respective roles in fisheries law enforcement, operational framework, list of members, thematic focus and planned activities of the Platform, reflecting the main subjects identified by the different stakeholders to be discussed within the platform and recommendations.

List of Documents developed for the assignment:

- Platform Presentation to Stakeholders (Annex 1)
- Survey Questionnaires (Annex 2)
- Platform Operational Framework – full document (Annex 3)
- Operation Framework Presentation (Annex 4)
- Platform Evaluation Form (Annex 5)

STAKEHOLDERS ANALYSIS

At the heart of law enforcement and sustainable fisheries management are the complex human-based problems whereby the public’s perceptions; knowledge and beliefs can affect the success of coastal resource management. Public awareness can positively influence the support and compliance with management decisions and regulations.

As such, involving those who have an interest in or are affected by a certain decision and acknowledging the importance of the public is fundamental to sound development and law application. Although stakeholders’ engagement can be time-consuming, costly and risky if not properly managed, the benefits of stakeholders’ participation or engagement can:

- Generate better informed decisions
- Bring additional local knowledge on existing resources and community interests
- Increase public awareness and understanding
- Prevent and mitigate conflicts between stakeholders
- Increase compliance with laws and regulations

Stakeholders’ participation should be proactive rather than a response to dealing with conflicts; it should be proactive as to be used to prevent conflicts and stakeholders identified from the start. These are generally those who have an interest in or are affected by a decision, those who have influence or power in a situation, and their interests can be monetary, professional, personal or cultural. Three aspects are essential to be taken into consideration in the stakeholders’ analysis: the identification of stakeholders, their participation and the evaluation of such engagement.

The process helps in categorizing the stakeholders into three groups. This categorization describes the methods through which a stakeholder can be handled i.e. (critical player, keep informed and involved, sensitize and provide with incentives, minimum effort) thus assisting the management team in better handling and involving the stakeholders.

The following tables include Tyre Caza Fisheries Stakeholders Analysis and Key Stakeholders' Relative Influence and Importance in Fisheries Law Enforcement (LE), and List of National, Regional and Local Stakeholders met during the assignment.

Table 1: Tyre caza Fisheries Stakeholders Analysis (+) Positive. (-) Negative. 1-5 Importance/Influence scale (Based on Stakeholders met during assignment)

Stakeholders (STK)	Interest at stake in relation to Law Enforcement (LE)	Effect of LE on (STK) Interests	Importance of (STK) for (LE)	Degree of Influence of (STK) on (LE)
Ministry of Agriculture	- Mandated on Fisheries sector - Does not conduct patrols on the ground	+	5	1
Lebanese Army	- Mandated to control harbors' activities - Investigates contraventions and transfers complaints to South Lebanon Coast Guards.	+	3	4
Coast Guards	- Investigate contraventions, take the appropriate measures including opening records, confiscation of illegal material/gear - Transfer files to the Public Prosecution in the South - Execute Judge decisions	+	5	5
Ministry of Justice	Public Prosecutor receives contraventions records from Police station (Coast Guards) - Judge rules, pronounces sentence and imposes a sanction to be executed by the Police (Coast Guards)	+	3	2
Tyre Municipality	- Performs direct enforcement in cooperation with Coast Guards and Lebanese Army through daily patrols with coast guards (when weather permits) using the municipality's patrol vessel	+	3	4
Naqoura Municipality	- Receives and transfers of complaints of contraventions to the Lebanese Army	+	3	3
Ministry of Environment – South Bureau	- Investigation of contraventions in collaboration with MoA and Coast Guards - Reception and transfer of complaints to the South Governor - Under law 444, the MoE will develop enforcement structure "Green police" project included in the next 5 year plan	+	2	2
South Lebanon District Governor & Tyre Caza Qaemaqam	- Can receive complaints of contraventions and mandate Qaemaqam or Municipalities and Security Forces to act upon violations	+	2	2
TCNR	Still do not monitor the waters of the Reserve as TCNR is still in the process of defining the zoning which requires first a legislative	+	1	1

	process, the training of teams and the procurement of equipment			
Naqoura Fishermen Cooperative & Syndicate of Fishermen in the South	- Link between the Fishermen and the enforcement authorities	-	4	1

Table 2: Key Stakeholders relative Influence and Importance (Including Stakeholders not met during assignment)

INTEREST OF STAKEHOLDER	IMPORTANCE OF ACTIVITY TO STAKEHOLDER				
	LITTLE	SOME	MODERATE	MUCH	CRITICAL
LITTLE	Minimum Effort - Ministry of Environment South Bureau - Scientists/Academics - TCNR		Sensitize them/Give Incentives - FISHERMEN - Restaurants & Retailers - Concerned NGOs in the area - General Public		
SOME					
MODERATE	Keep informed/Involve them - Ministry of Justice - South District Governor - Tyre Caza Qaemaqam		Manage Closely - Ministry of Agriculture - Ministry of Interior & Municipalities - Ministry of Defense - Tyre Municipality - Naqoura Municipality - Naqoura Fishermen Cooperative - Fishermen Syndicate in the South		
MUCH					
CRITICAL					

Table 3: List of national, regional and local stakeholders met during the assignment

1	Ecosystem Service Department – MoE	Head – Lara Samaha
2	Forest & Natural Wealth Service – MoA	Head - Dr. Dahej Mokdad
3	Fisheries & Wildlife Directorate of Rural Development & Natural Resources – MoA	Head – Samir Majdalani
4	South Region Bureau – MoE	Manager – Rasha Kanj
5	South Lebanon Governor	Governor – Mansour Daou
6	Tyre Caza Governor	Qaemaqam - Hussein Aydibi
7	Tyre Municipality	Mayor – Hajj Hassan Dbouk
8	Naqoura Municipality	Mayor – Mahmoud Mehdi
9	South Fishing Syndicate	President – Khalil Taha
10	Naqoura Fishing Cooperative	Head – Riad Ataya

11	LAF South Lebanon – MoD	Head – General Medhat Hmayed
12	South Coast Guards – MoIM	Chief – Captain Haitham Soueid
13	Tyre Coast Nature Reserve	Assistant Manager – Nabigha Dbouk
14	League of Syndicates in South	President Samir Ayoub and Malek Berri
15	Association for the Development of Rural Capacities	General Manager – Ali Ezzedine

PROJECT OUTCOMES

This section provides a summary of the operational framework of the established Platform, the list of its members, its thematic focus and planned activities, including the main subjects identified by the different stakeholders to be discussed within the platform and recommendations (see Annexes for full Operational Framework).

Platform Objectives

The Tyre Caza Platform for Fisheries Legislation Application was established as a result of local, regional and national consultations with main stakeholders of the Fisheries sectors through a series of meetings and survey questionnaires.

The Platform vision is to promote sustainable marine ecosystems while fostering economic prosperity across fisheries and maritime sector. Its vision is to be collective, inclusive, recognized and influential, adding value to and reinforcing the goals of fair and effective fisheries law application in Tyre caza and Lebanon.

The Platform endorses and works towards the common and ultimate goal of its members that is to support the reduction of destructive fishing techniques and fishing of protected species through increased coordination and systematic collaboration for the sake of long-term sustainable fisheries management.

The members will contribute to the achievement of the Platform’s ultimate goal through a comprehensive strategy that will:

1. Contribute to an increased level of coordination and dialogue among stakeholders
2. Contribute to the respect of fisheries legislation and regulations, including the application of laws related to marine pollution and fishery port’s activities
3. Contribute to information management related to community knowledge and expertise
4. Support the development of income generating activities by fishermen within the realm of legal and sustainable fishing.

The Platform members will work with Tyre and Naqoura Municipalities, and the Association for the Development of Rural Capacities (ADR) on the sustainability of the platform after the Drosos funded project ends, i.e., the “Sustainable Fisheries Management for Improved Livelihoods of the Coastal Fishing Community in Tyre, Lebanon” project.

Platform Governance

The Platform is composed of 11 members working together towards their common goal to ensure fair and effective law application through increased cooperation and collaboration. The following members will have a 2 years term (June 2015- June 2017).

Table 4: List of Platform Members

1	Ministry of Agriculture
2	Ministry of Environment – South Bureau
3	Ministry of Defense – Lebanese Army
4	Ministry of Interior and Municipalities – South Lebanon Coast Guards
5	Union of Municipalities of Tyre Caza
6	Tyre Municipality
7	Naqoura Municipality
8	Fishermen Syndicate in the South
9	Naqoura Fishing Cooperative
10	Tyre Coastal Nature Reserve (TCNR) for issues pertaining to the Reserve
11	Association for the Development of Rural Capacities (ADR)

The Platform is composed of full members, focal points, a steering committee, a support team, indirect stakeholders and partners.

Focal Points: Each member appoints a focal point to represent them at the Platform meetings and keep them informed about the Platform activities. Focal points actively participate in the formulation of joint activities.

Steering Committee: The Steering Committee is the Platform’s main decision-making body and comprises the focal points of all full members. Its role is to set an annual work plan and overview the implementation of its commonly agreed activities. The Steering Committee meetings are convened every month (or at least 10 yearly meetings).

Support Team: The support team is composed of dedicated staff of the Association for the Development of Rural Capacities (ADR). ADR is responsible for hosting the Platform meetings, whereas the support team is in charge of organizing the monthly meetings, keeping record of all decisions and agreed annual work plans. Its role also includes organizing the periodic review and assessment of milestones achieved on the ground so that the Platform can advance in a structured manner toward its objectives. Communications are also the responsibility of the support team; from development and production of material to dissemination within the Platform and to the Public.

Indirect Stakeholders and Partners: The Platform enters ad-hoc partnerships on specific issues with national, regional and local authorities, research institutions, fishermen cooperatives, civil society organizations, academics and scientists, donors and initiatives, which share a common interest in fisheries law application and sustainable fisheries management. Each partner nominates a contact person to serve as the official link to the Platform. Representatives of partners are invited to attend Platform meetings and collaborate in certain Platform activities when appropriate.

Thematic focus and Issues

Based on Lebanon’s international and main regional commitments related to sustainable fisheries management, based on the review of existing national fisheries legislation and based on the current obstacles to law enforcement which reflect the need for national

authorities to attend to gaps in implementation of fisheries laws and application strategy, three axes should be addressed:

1) New and comprehensive fisheries law

A stepping stone would be the issuance of a new and comprehensive Fisheries law to replace the 1929 law, and to cover support to livelihoods of fishermen, law enforcement, boats, vessels, professional and recreational fishermen, timing and fishing zones, gear, use of gear, professional coastal fishing, high seas fishing, national and foreign fleets, biodiversity, fishing methods and techniques, fish sizes, aquaculture and sale points etc.

2) National strategy for enforcement and sustainable fisheries

In addition, there is a need for resource mobilization in order to implement a national strategy including at least the following actions:

- Establish the lead of Ministry of Agriculture in national law enforcement strategy
- Establish a Joint committee gathering concerned ministries and enforcement bodies at various levels to develop a common systematic and methodical law application strategy, including attending to training and equipment needs
- Perform objective, informed and centralized fishing licensing (profession and vessel licenses, fishing permits)
- Conduct awareness campaigns on benefits of respect of fisheries laws and regulations
- Organize trainings for Fishermen in sustainable fisheries management practices
- Support the livelihoods of affected fishing community

3) Establishment of Marine Protected Areas

This strategy should be implemented in parallel with the establishment of marine protected areas (MPA), as per the international commitments of Lebanon, but also as tools of solution for the recovery of marine ecosystem, habitats and fish stocks, and as tools for improved livelihoods of the communities that depend of the coastal resources. Many benefits of MPAs have been recorded around the world. Yet at the very least, once MPAs are established, the awareness of the management impact leads to less use of destructive fishing techniques and thus recovery of habitats and fish stocks. This in turn, and in parallel to economic benefits of the protected area (such as tourism), will increase pride and commitment leading to the fishermen and coastal communities' environmental education and greater concern for sustainability.

Platform Planned Activities

Institutional Set-Up Activities

- The preparation of work plan for 2016 operational activities
- The preparation of a communication strategy
- The development of a Platform promotional video/advertorial
- The development of a Platform website
- The development of a Platform resource mobilization strategy, as to seek the support of national/international development experts and non-governmental organizations to design projects, link the Platform to donors for funding of community-based law application projects, marine management and protection, and sustainable fisheries management projects

Core Programs

- Establishing a joint committee for the Tyre caza's fisheries law application program between the Ministry of Agriculture, the Lebanese Army, Coast Guards, Tyre and Naqoura Municipalities and the Fishermen Syndicate in the South for inclusive process, better coordination and conflict resolution

- Training of Fishermen in new fishing techniques
- Workshops around micro-credit as well as campaigns on the benefits of fisheries law compliance targeting Fishermen and Restaurants
- Training of Fishermen and their communities in Small Business Management
- Workshop for Platform members around Tyre Marine Management and Protection

In the first stage of the implementation of the core programs, the Platform will seek the support where possible/applicable of the Drosos funded project “Sustainable Fisheries Management for Improved Livelihoods of the Coastal Fishing Community in Tyre, Lebanon”.

RECOMMENDATIONS

During the present assignment fieldwork, the Heads of the Forest and Natural Wealth Service and the Fisheries and Wildlife Directorate of Rural Development and Natural Resources at the Ministry of Agriculture stressed on the need for new initiatives to fit within the objectives of the Lebanon strategic roadmap developed with the support of FAO and GFCM (2014-2019). The roadmap includes the following interventions: (i) regulatory and institutional framework; (ii) Fisheries and Aquaculture research; (iii) Fisheries data collection System; (iv) small scale fleet modernization; (v) strategic plan for fisheries and aquaculture sustainable development; (vi) assessment of ports infrastructure; (vii) sustainable development of aquaculture; (viii) fisheries value chain; (ix) conservation of marine ecosystems- artificial reefs; and (x) fisheries and aquaculture education.

The MoA also recommended that project activities focus on Youth, based on the 2011 socio-economic study carried out by the ministry, which revealed that less than 5% of the fishermen are “young” and the average skipper age is 45 years old. In that frame, the ministry had developed a project concept note to establish a technical school for official vocational training based in Batroun with a possible branch in Tyre. Yet, such project is still lacking the necessary funds for its implementation.

On the Platform, the recommendations can be summarized as following:

- Inclusive process to be set and maintained with a focus on field involvement of the focal point of the MoA and the Fishermen representatives
- Conduct regular and separate meetings with the Fishermen
- Focus on support projects to the Fishermen and Awareness work
- ADR is taking on a great responsibility and thus needs to ensure constant and consistent support to the Platform, build the capacity of its members, support the development of relevant and needed projects/initiatives and link them to donors

ANNEXES

Annex 1: Platform Presentation to Stakeholders

Annex 2: Survey Questionnaires

Annex 3: Platform Operational Framework – full document

Annex 4: Platform Operational Framework Presentation

Annex 5: Platform Evaluation Form

Annex 6: Platform Ministries Survey Results

Annex 7: Platform Regional and Local Government Survey Results

Annex 8: Platform Fishermen Representatives and Syndicate Survey Results

Annex 9: Platform Security Forces Survey Results

Annex 10: Platform TCNR Survey Results