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CORRIGENDUM

This document replaces SWD(2023)349 final of 13.11.2023 after complementary information regarding the ex-ante evaluation chapter

The text shall read as follows:

COMMISSION STAFF WORKING DOCUMENT

EVALUATION

**to the Protocol to the Fisheries Partnership Agreement between the European Union
and Cabo Verde**

Accompanying the document

Recommendation for a Council Decision

**authorising the opening of the negotiations on behalf of the European Union for the
conclusion of an Implementing Protocol to the Fisheries Partnership Agreement
between the European Union and the Republic of Cabo Verde**

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Glossary

<i>Term or acronym</i>	<i>Definition</i>
SFPAs	Sustainable Fisheries Partnership Agreements
EU	European Union
CFP	Common Fisheries Policy
IUU fishing	Illegal, Unreported and Unregulated fishing.
JSC	Joint Scientific Committees
JSM	Joint Scientific Meetings
VMS	Vessel Monitoring System
ERS	Electronic Reporting System
FMC	Fisheries Monitoring Centre
RFMOs	Regional Fisheries Management Organisations
MCS	Monitoring, Control and Surveillance
EEZ	Exclusive Economic Zone
CECAF	Fishery Committee for the Eastern Central Atlantic
ICCAT	International Commission for the Conservation of Atlantic Tunas
ACP	Africa, Caribbean and Pacific
FAO	Food and Agriculture Organisation
WB	World Bank
GNB	Gross National Benefit

1. INTRODUCTION

Purpose of the evaluation

In the framework of the external dimension of the EU's Common Fishery Policy (CFP)¹, the Commission negotiates and implements Sustainable Fisheries Partnership Agreements (SFPAs) with third countries. SFPAs allow the EU fleet to fish surplus resources in the Exclusive Economic Zone (EEZ) of the partner country. In exchange, the EU provides the partner country with financial compensation for access to its waters and financial assistance for the implementation of the national strategy for fisheries and the blue economy. The EU public contribution is complemented by fees payable by EU-vessel owners for fishing authorisations issued under the Protocol.

According to Article 3(1)(d) and (e) of the Treaty on the Functioning of the European Union, the EU has exclusive powers on the conservation of marine biological resources under the CFP and the common commercial policy. The European Commission is therefore responsible for the negotiation and implementation of the SFPAs.

According to Article 31(10) of the CFP Basic Regulation, the European Commission shall also arrange for ex-ante and ex-post evaluations of each implementing protocol to a SFPA, before it submits to the Council of the EU a recommendation to authorise the opening of negotiations for a successor protocol. These evaluations aim to inform decision makers before adopting a Council Decision authorising the opening of negotiations on behalf of the EU.

This obligation is complemented by Article 34 of the Financial Regulation², according to which Commission Services have to undertake both ex-ante and ex-post evaluations for all programmes and activities which entail significant spending.

Importantly, under Article 31(5) of the CFP Basic Regulation, Union vessels cannot fish if there is no protocol implementing an SFPA between the EU and a third country. In order for Union vessels to continue fishing under an SFPA after an implementing protocol expires, a successor protocol must be negotiated.

The evaluation of the implementation of the Protocol to the Fisheries Agreement between the EU and Cabo Verde, which is expiring on 19 May 2024, aims to measure the level of achievement of the objectives set by the CFP for this Sustainable Fisheries Partnership

¹ [Regulation \(EU\) 1380/2013 of 11 December 2013 on the Common Fisheries Policy](#) (OJ L354, 28.12.2013, p. 22)

² Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012 ([OJ L 193, 30.7.2018, p. 1](#)).

Agreement. The results of the evaluation can also inform the formulation of recommendations:

- for future negotiations on a possible new protocol to the Fisheries Partnership Agreement,
- to improve the provisions in this possible future protocol, or their implementation.

Scope of the evaluation

This Staff Working Document (SWD) makes an ex-ante and an ex-post evaluation covering the application of the current implementing Protocol (hereinafter, the implementing Protocol) of the Fisheries Partnership Agreement concluded between the EU and the Republic of Cabo Verde (hereinafter, the Agreement). These evaluations are primarily informed by an evaluation study³ conducted by an independent consultant.

The ex-post evaluation covers most of the period of application of the implementing Protocol of the Agreement, starting from the May 2019 to May 2023. It provides an overall assessment of the implementing Protocol, drawing conclusions in terms of its effectiveness, efficiency, relevance, coherence, acceptance and EU added value of the EU intervention.

The ex-ante evaluation analyses the relevant objectives for the Agreement and its implementing protocol, considering the current and future needs for this intervention. It considers the lessons learned from previous implementing protocols and the results of the ex-post evaluation of the current implementing Protocol.

Finally, the ex-ante evaluation considers and draws conclusions on the possible impacts of the following three policy scenarios:

- A renegotiation of the implementing Protocol for the Agreement;
- A negotiation of an improved implementing protocol for the Agreement;
- No negotiation of a successor implementing protocol for the Agreement.

Methodology of the evaluation

The results of this SWD are mainly informed by an evaluation study conducted by an independent consultant. This evaluation study took place from February to April 2023 under the guidance of an interservice group established by different services of the European Commission and within the framework of the terms of reference of specific

³ Vincent DEFAUX and others, Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde. June 2023. <https://op.europa.eu/fr/publication-detail/-/publication/95eab735-0b2f-11ee-b12e-01aa75ed71a1>

contract number 4 under the framework contract MARE/2021/OP/0001⁴. The methodology of this evaluation study consisted of three main components: analysis of available information, consultations, and preparation of an evaluation report.

The detailed evaluation questions corresponding to the evaluation criteria can be found in Annex 3 and are further addressed in section 4. These translate the evaluation criteria into questions about the EU intervention:

- Describing the sources that were consulted to answer the evaluation questions;
- Indicating the success criteria (i.e. points of comparison) to enable the judgment on whether the intervention was successful;
- Defining the indicator(s) and what the indicator(s) will measure (either quantitatively or qualitatively).

On the analysis of available information, DG MARE provided all relevant internal documents and databases to the independent consultant. Other external documentation was also used, such as regulatory texts and reports from relevant scientific working groups.

On the consultation phase, the independent consultant had the occasion to collect stakeholders' positions in the EU and Cabo Verde. EU stakeholders were consulted between March and May 2023. Cabo Verde stakeholders were consulted during the consultant's field mission to Cabo Verde on March 2023.

The evaluation study was submitted to the European Commission in May 2023 and the overall level and quality of findings gathered is robust. Nevertheless, the following SWD, and the evaluation study on which it is based, consider all information available as of May 2023. It does not consider information beyond this date because the evaluation needs to be finalized indicatevely one year before the expiry date of the implementing Protocol. This is the time necessary to obtain a mandate for negotiation and subsequently carry out the negotiation of the successor protocol, thus avoiding interruptions between the two implementing Protocols and ensuring continuity in the implementation of the Agreement.

Detailed information on the methodology, including how the supporting evaluation study was conducted can be found in Annex II.

⁴ Multiple framework service contract in cascade for Better Regulation related activities on Sustainable Fisheries Partnership Agreements (SFPAs)

2. WHAT WAS THE EXPECTED OUTCOME OF THE INTERVENTION?

2.1 Description of the intervention and its objectives

2.1.1 Sustainable Fisheries Partnership Agreements (SFPAs)

The CFP provides part of the legal framework for fisheries legislation, both within and outside EU waters. The first fisheries agreements between the EU and third countries date back to the late 1980s and are enshrined in the CFP. In accordance with UN Sustainable Development Goal 14 (*life below water*), the SFPAs should contribute towards resource conservation and environmental sustainability of the exploitation of living marine resources of a coastal partner State. The SFPAs should also contribute to efficient data collection; monitoring, control and surveillance measures; and the respect for democratic principles and human rights.

The SFPAs establish a legal, environmental, economic and social governance framework for fishing activities carried out by Union fishing vessels in third country waters. Under the framework of the SFPAs, Union vessels may only catch surplus of the allowable catch, as referred to in Article 62(2) and (3) of the United Nations Convention of the Law of the Sea (UNCLOS)⁵. This surplus must be identified, in a clear and transparent manner, on the basis of the best available scientific advice. In addition, in order to ensure the sustainable exploitation of surpluses of marine biological resources, the EU must endeavour to ensure that the SFPAs are mutually beneficial to the Union and to the third country concerned, including its local population and fishing industry. In the case of SFPAs related to fisheries targeting the tuna and associated species, it is worth noting that those species are managed by the Regional Fisheries Management Organisation (RFMO). In the case of the Atlantic Ocean, the competent RFMO is the International Commission for the Conservation of Atlantic Tunas (ICCAT). Due to their highly migratory nature, the concept of access to the ‘surplus’ of a fish stock present only in the Cabo Verde EEZ does not apply to these resources. Management and conservation measures have been put in place, such as regional observer programmes, particularly by ICCAT to manage yellowfin tuna and bigeye tuna fishing, and sharks targeted by the EU tuna fleet, among others.

In terms of financial compensation, the EU provides a partner country with financial compensation for access to its waters and its fishery resources and financial assistance to implement a national strategy for fisheries and the blue economy. The EU contribution is complemented by fees payable by EU vessel owners.

⁵ https://www.un.org/Depts/los/convention_agreements/convention_overview_convention.htm

Importantly, SFPAs are exclusive and rendered operational only through their implementing Protocols. In order for Union vessels to continue fishing under an SFPA after an implementing protocol expires, a successor protocol must be negotiated.

The implementation of an SFPA and its implementing protocol is monitored by a Joint Committee composed of representatives from both parties, as well as a Joint Scientific Committee composed of scientists from both parties.

In July 2011, the Commission adopted a Communication on the external dimension of the CFP⁶ and proposed several actions to reform SFPAs. The Council adopted Conclusions regarding the External Dimension of the CFP on 19 March 2012⁷ and the European Parliament expressed its views in a report adopted in November 2012⁸.

General and specific objectives of Sustainable Fisheries Partnership Agreements

The overarching objective of the external dimension of the CFP is to promote high standards in terms of fisheries management at the international and regional levels as well as under bilateral agreements, with the aim to ensure a level playing field.

General and specific objectives of SFPAs are the following⁵:

- To contribute towards resource conservation and environmental sustainability through rational and sustainable exploitation of living marine resources of the coastal state, in particular by:
 - directing fisheries exclusively at surplus resources and preventing the overfishing of stocks, on the basis of the best scientific advice and reinforced transparency on the global fishing efforts in third countries' waters
 - following the same principle and promoting the same standards for fisheries management as applied in EU waters
 - improving the scientific and technical evaluation of the fisheries concerned (notably by improving data collection and transparency on fishing efforts)
 - ensuring compliance and combating IUU fishing
- To contribute to continuing the activity of the Union fleets and the employment linked to the fleets operating within SFPAs by:
 - seeking appropriate share of the surplus resources, fully commensurate with the EU fleets interests
 - ensuring that the level of fees payable by Union ship-owners for their fishing activities is fair, non-discriminatory and commensurate to the benefits provided through the access conditions, while avoiding any discriminatory treatment towards EU vessels and promoting a level playing field among the different fleets

⁶ Communication from the Commission to the European parliament, the Council, the Economic and Social Committee and the Committee of the regions on the External Dimension of the Common Fisheries Policy, COM(2011)424 final, of 13.7.2011.

⁷ Council conclusions on the external dimension of the CFP, 19.03.2012, 7086/12 (http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/agricult/129052.pdf)

⁸ European Parliament's report on the External Dimension of the Common Fisheries Policy, of 22.11.2012.

- ensuring supply for the EU and for the markets of certain developing countries
- encouraging the creation of a secure environment that is favourable to private investment and economic activities
- taking into account the specific interests of the Union's outermost regions located in the vicinity
- To support the development of a sustainable fisheries sector in partner countries by:
 - contributing to the capacity building in the third countries (notably by improving fisheries legal framework, control and surveillance and science)
 - defining annual and multiannual objectives to be achieved with the aim of developing sustainable fishing activities
 - assessment of the results obtained in terms of impacts, and also on budgetary and financial requirements
 - promoting the employment of local seamen, improving infrastructures and encouraging landings, supporting the third country in developing local fisheries and processing industry

2.1.2 Fisheries Partnership Agreement between the EU and the Republic of Cabo Verde

The Fisheries Partnership Agreement between the EU and the Republic of Cabo Verde, and its implementing Protocol, provide fishing opportunities for Union fishing vessels in Cabo Verde's waters and provides significant sectoral support for the sustainable development of the national fisheries sectors.

It establishes its principles on the economic, financial, technical and scientific cooperation in the fisheries sector with a view to promoting responsible fishing in Cabo Verde's waters to ensure the conservation and sustainable exploitation of fisheries resources and develop the Cabo Verde fisheries sector.

The first fisheries agreement between the EU and Cabo Verde dates back from 1990. The current Agreement⁹, a 5 years agreement renewable for additional periods of 5 years, entered into force¹⁰ on 30 March 2007. The previous implementing Protocol with Cabo Verde expired on 22 December 2018.

Under the current implementing Protocol of 5 years (from 20 May 2019 to 19 May 2024), EU fleet is allowed to fish tuna in Cabo Verde's waters with a reference tonnage of 8.000 tonnes per year. Access is given to 28 purse seiners, 27 surface longliners and 14 Pole and line vessels. In addition to the fees paid by EU fleet, the EU pays a financial contribution of 400 000 EUR per year for access, plus an annual specific amount of 350 000 EUR for the support and implementation of Cabo Verde sectoral fisheries policy. The Partnership with the EU is also contributing to strengthening the fight against Illegal, Unregulated and Unreported fishing (IUU).

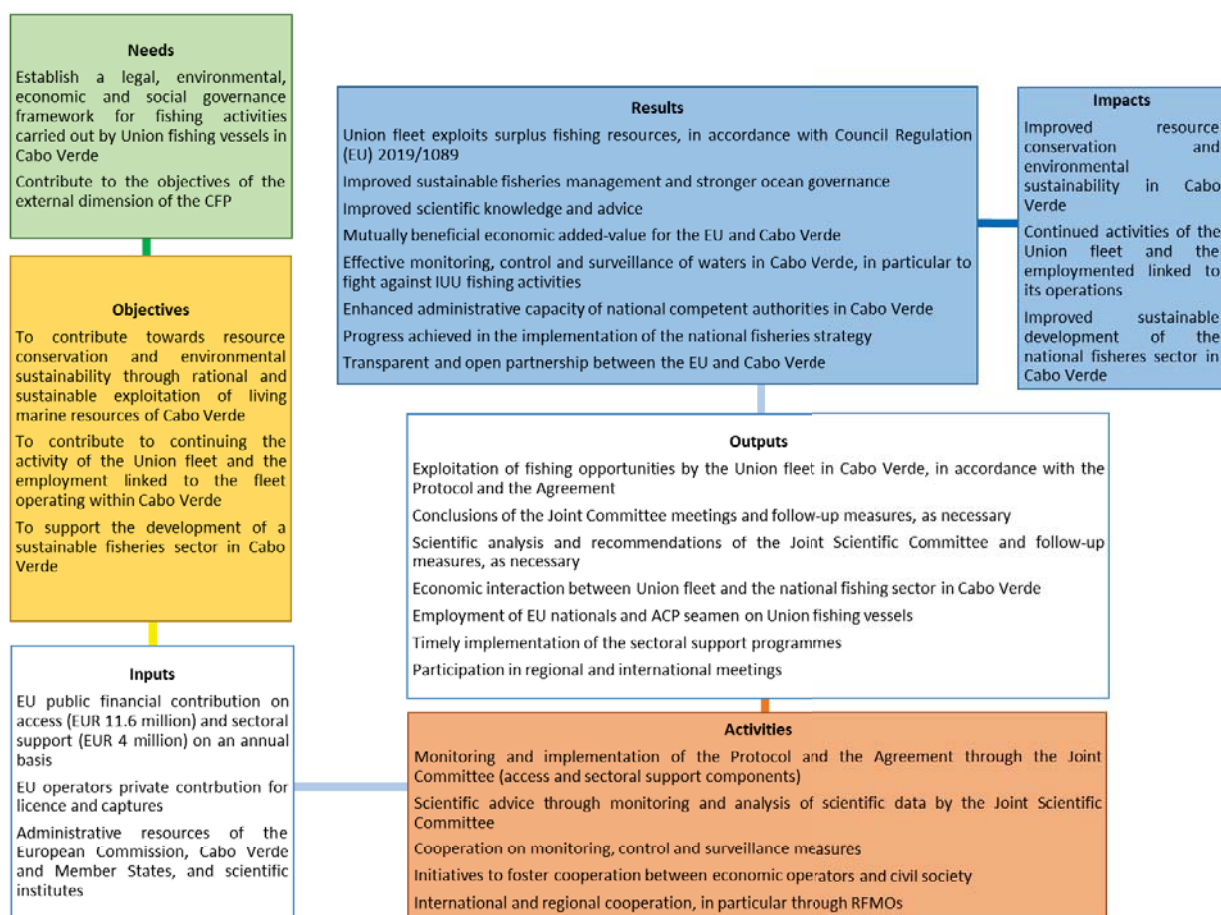
⁹ OJ L 414, 30.12.2006, p. 1–2.

¹⁰ OJ L 107, 25.4.2007, p. 7.

The Agreement has overall a significant impact on the economy of the country. The development of infrastructure at the port of Mindelo in Cabo Verde appears to have favoured landings of tuna of EU origin and of the four Atlantic African coastal countries with tuna canneries used by the EU purse seine fleet to land their catches. Cabo Verde has overtaken Côte d'Ivoire since 2020 in terms of quantity of whole frozen tuna landed (the other two countries are Ghana and Senegal).

To improve the attractiveness and efficiency of the port of Mindelo, Cabo Verde, in partnership with the EU, is in the advanced design phase of a large-scale project: the 'Mindelo Blue Port' Initiative, with possible support from the European Investment Bank (EIB). This potential intervention is estimated at EUR 71 million in loans from the EU and other potential financial partners, and an EU grant estimated at between EUR 20 and EUR 25 million.

Important to note that Cabo Verde benefits from a 'temporary derogation' from the rules on preferential origin for limited volumes of prepared or preserved tuna fillets and loins, and prepared or preserved mackerel fillets and horse mackerel of non-EU origin (total limit set at 5 500 t in 2023, including 2 500 t for tuna-based products in 2023).



2.2 Point(s) of comparison

In the case of Cabo Verde, the current Protocol has been implemented without interruptions since the date of its signature on 20 May 2019.

The benchmark used for this evaluation is the situation at beginning of the current protocol, namely the situation at the starting date of its provisional application (i.e. 20 May 2019).

In this context, the points of comparison considered for the ex-post and ex-ante evaluation of the current implementing Protocol are the following:

- The reference situation at the start of the current implementing Protocol (20 May 2019).
- The situation as of May 2023, i.e. after four years of implementation of the Protocol.

These points of comparison were used, alongside the general and specific objectives of SFPAs, to identify certain indicators when assessing the implementation of the current implementing Protocol. Importantly, given the nature of these objectives, it is not always possible to provide a quantitative indicator for this analysis.

The SFPAs' general objectives are the following:

- (1) To contribute towards resource conservation and environmental sustainability through rational and sustainable exploitation of living marine resources of the partner country.
- (2) To contribute to continuing the fishing activity of the EU long distance fleet and the employment linked to the fleet operating within the Agreement and its Protocol.
- (3) To support the development of a sustainable fisheries sector in partner countries (through the governance framework that the Agreement creates and also through the sectoral support; cooperation on blue economy, to the small scale and artisanal fisheries, to job direct and indirect creation, development of the local and national sectoral policies, etc.) and analysis of geographic, social, environmental and economic impacts.

In terms of the **access component**, the relevant specific objectives under general objectives (1) and (2), the following success criteria and indicators will be used for evaluating the implementation of this Protocol, vis-à-vis the points of comparison:

Specific objectives	Success criteria	Indicators
1.1 To what extent fisheries activities addressed exclusively at surplus resources and prevent the overfishing of stocks, on the	The EU fishing opportunities are within the limits established or recommended by the relevant RFMO/RFO and the Scientific Joint	State of the stocks targeted under the Protocol and their monitoring/management (scientific advice analysis by the joint scientific committee

basis of the best scientific advice and improved transparency on the global fishing efforts in the waters included in the current Protocol.	Committee. The implementation of the Protocol takes into account the management strategies and recommendations proposed by the relevant RFMO/RFO, the Scientific Joint Committee and Cabo Verde.	meetings, RFMO/RFO and national scientific institutes). Utilisation rate of fishing opportunities, including the evolution of EU vessels, licences and catches under the Protocol.
1.2 To what extent the implementation has followed the same principles and promoted the same standards for fisheries management as applied in EU waters.	The EU fleet operating under the implementing Protocol follow the same principles and standards as vessels operating in EU waters, according to the CFP, and any additional standards required by Cabo Verde.	Compliance of fisheries management measures applicable in the framework of the Protocol, in the EU and in Cabo Verde.
2.1 To seek appropriate share of the surplus resources, fully commensurate with the EU fleets interests and their regional and sub-regional fishing strategy.	Fishing opportunities covered by the Protocol correspond to the needs of the EU fleet and are acceptable considering the activities of fleets active in the same waters at national, sub regional and regional level.	Utilisation rate of fishing opportunities Evolution of the number of EU vessels in the region Contribution to the supply of the EU market and EU processing sector (volume and value) and to the local processing sector.
2.2 To ensure that the level of fees payable by Union ship-owners for their fishing activities is fair and proportional considering the revenues and costs, non-discriminatory and promotes a level playing field among the different fleets.	The Protocol offers similar conditions to other foreign fleets operating in the fishing zones and management areas of the Agreement. The cost benefit ratio is acceptable and reasonable for the EU ship owners and for Cabo Verde.	Level of fees and technical conditions applied to third countries fleets in the fishing zones and management areas of the Agreement. Proportion between fees, costs and benefits for the EU ship owners and for Cabo Verde.

In terms of assessing the implementation of the **technical conditions** established under the current Protocol, all the general objectives are relevant. Based on the relevant specific objectives under these general objectives, the following success criteria and indicators will be used for evaluating the implementation of this Protocol, vis-à-vis the points of comparison:

Specific objectives	Success criteria	Indicators
1.3 To what extent the scientific and technical evaluation of the fisheries concerned have improved?	EU fishing activities follow a scientific data collection framework. This information is transmitted to the relevant RFMO/RFO and national research institutes. EU scientists and scientists from Cabo Verde actively participate in Joint Scientific Committee meetings and RFMO/RFO scientific committees.	Compliance with scientific data collection obligations (e.g. logbook and scientific observers) under the Protocol. Regular collection and analysis of relevant data in Joint Scientific Committee and relevant RFMO/RFO, and implementation of their recommendations.
1.4 To ensure compliance and control of EU-fleet activities.	The activity of the EU fleet is properly monitored (VMS, AIS, etc.); reporting, monitoring and control takes place as stipulated in the Protocol and as legislation requires.	Compliance with reporting obligations (e.g. logbook, VMS, observers) under the Protocol. Level of implementation of the monitoring, surveillance and control (MCS) provisions under the Protocol.
2.3 To ensure supply for the EU and for the markets of Cabo Verde and third countries.	The Agreement offers a reasonable framework to foster landings and thus supplying local markets and trade with third countries. The Agreement fosters trade on fisheries cooperation between the EU and Cabo Verde and/or third countries.	Level of contribution to the supply of the EU market (volume and value), including for the processing sector. Compliance with landing obligation in local market, and level of landing in local market versus neighbouring countries markets.
3.4 To promote employment of local seamen, improving infrastructures and encouraging landings, supporting the third country in developing local fisheries and processing industry EU and for the markets of certain developing countries. To create employment directly and indirectly.	EU vessels recruit part of their staff locally: they benefit from good working conditions and appropriate training, equivalent to ILO standards.	Respect of the minimum number of local seamen embarked. Employment created directly and indirectly in the EU and in Cabo Verde or in the region/sub region.

In terms of the **sectoral support component**, the relevant general objective (3) and its specific objectives, the following success criteria and indicators will be used for evaluating the implementation of this Protocol, vis-à-vis the points of comparison:

Specific objectives	Success criteria	Indicators
3.1 To contribute to capacity building and social, environmental and economic development in Cabo Verde.	The sectoral support contributes to capacity building and social, environmental and economic development in Cabo Verde. In particular, the sectoral support contributes to adequate training, equipment and infrastructures namely in the areas of science and control, monitoring and surveillance.	Improvement of level of capacity (social, environmental, and economic) through sectoral support of the implementing Protocol
3.2 defining annual and multiannual objectives to be achieved with the aim of developing sustainable fishing activities	Utilisation of the sectoral support has been duly reported in accordance with the Protocol. Multiannual programming has been jointly established in accordance with the national fisheries and aquaculture and with the Protocol.	Percentage of the EU contribution to the different policy areas in Cabo Verde, in accordance with the national fisheries strategy. Comprehensiveness and level of detail of the sectoral support reporting

The indicators mentioned to assess the access, sectoral support and technical components of the current implementing Protocol will be referenced throughout the next section, and often vis-à-vis the points of comparison. The full table, including how the Protocol with Cabo Verde addresses the abovementioned objectives, success criteria and indicators can be found in Annex III.

3. HOW HAS THE SITUATION EVOLVED OVER THE EVALUATION PERIOD?

Current state of play

As regards the implementation of the Protocol, a number of areas are identified in the evaluation:

a. Utilisation of fishing opportunities

The utilisation of fishing opportunities for tuna purse seiners has been medium-high over the period 2019 - 2022. An average of 19 EU tuna purse seiners per year (66% out of 28 foreseen in the Protocol) have drawn annual fishing authorisations. For surface longliners, an average of 11 small-scale longliners per year utilised fishing opportunities (40% out of the 27 foreseen in the Protocol). For pole and lines, an average of 6 small-scale pole and lines per year utilised fishing opportunities (45% out of the 14 foreseen in the Protocol).

Vessel Category	Fishing Licences provided in the current Protocol	Fishing Authorisations obtained	Percentage (%) of utilized fishing opportunities
Tuna purse seiners	28	19	66%
Surface longliners	14	6	40%
Pole-and-liners	27	11	45%
TOTAL	69	36	52%

b. Catches

On average, EU tuna vessels caught 70% of the reference tonnage of 8000 tonnes agreed under the Protocol. EU catches varied between 113% of the reference tonnage in 2019 and 69% in 2022, with, hence, one year during which total catches were higher than the reference tonnage, confirming the unpredictability of tuna abundance in Cabo Verde's waters. EU purse seine catches represented 74% of total EU catches. For EU surface longliners, catch obtained in the waters of Cabo Verde represented 15% of the catches of this segment on average, and for EU Pole and lines catches represented 11% of total EU catches.

Annual catches by EU vessels in the FPA fishing zone (tonnes) per calendar year under the 2019-2024 Protocol

Category	2019	2020	2021	2022	Average
Freezer tuna seiners	7 187	3 789	3 305	2 296	4 144
Surface longliners	857	1 106	996	422	845
Pole-and-liners	1 062	1 058	356	44	630
Total	9 106	5 953	4 657	2 762	5 619

c. Scientific cooperation

The scientific exchanges between the Parties have mainly taken place in the frame of the discussions at the International Commission for the Conservation of Atlantic Tuna (ICCAT), to which both the EU and Cabo Verde are active members, and which have provided sufficient scientific base for the management decisions taken by the Joint Committee.

d. Technical measures

Electronic transmission of data for all vessels

The implementing Protocol foresees that all Union vessels holding an authorisation issued under this Protocol shall be equipped with an electronic system ('ERS') capable of recording and transmitting data on the vessel's fishing activity ('ERS data'). To date, the ERS is operational and, though it has experienced minor operational problems, including temporary loss of internet connection, the overall implementation of the ERS is good.

Embarkation of seamen

EU vessels are required to take on board Cabo Verdean seamen during their activities in the area covered by the Protocol (at least 6 seamen for tuna seiners, at least two seamen for pole-and-line tuna vessels and at least 5 seamen for surface longliners). In practice, EU fishing vessels have complied with this clause.

Scientific observers

As regards the observers' embarkation, such provision is not foreseen in the current protocol and the rate of coverage of the operations of EU tuna vessels by observers, when active in Cabo Verdean waters, is for the moment that defined by ICCAT. To address this, Cabo Verde plans to set up a programme of (scientific) observers on EU and non-EU foreign tuna vessels to gain a better understanding of their activities, in particular the state of certain stocks and their by-catches. Collaboration with other Atlantic coastal states where tuna vessels are active or land, tranship or provision themselves is envisaged by the Cabo Verdean authorities for the deployment of these scientific observers. While it was planned at the first Joint Committee meeting¹¹ that such a programme would be implemented under the current Protocol, the Cabo Verdean authorities are instead planning to take the time to draw up a robust and properly funded programme so that it can be effectively implemented under any future Protocol. In addition, the School of the Sea (EMAR) in Cabo Verde has so far trained 12 scientific observers (situation at the beginning of February 2023).

Some producer organisations representing EU tuna vessel owners active in the Eastern Atlantic, including in Cabo Verde waters, indicated during the targeted consultation their willingness to support the Cabo Verde authorities in the successful implementation of such a programme through direct contributions to specific training programmes. Spanish and French tuna seiners have basin-wide observer programmes which are implemented independently, under an observer mandate from coastal partner states, when accepted by these states, by third parties, and with funding from shipping companies via their producer organisations (e.g. the programme for French tuna seiners).

¹¹ Joint Committee meeting of 11-12 December 2019.

e. Sectoral support

The multiannual sectoral programme agreed between the two parties at the Joint Committee¹², as foreseen by the implementing Protocol, foresaw in total over the five years, a budget of EUR 1 750 000 EUR (i.e. EUR 350 000 per year). The main activities identified in the programme concerned the following areas: monitoring, control and surveillance, scientific research, support to coastal communities, strengthening international cooperation and support for the blue economy and the development of aquaculture.

In general, payments were made according to the calendar agreed by the two parties.

The COVID-19 pandemic has had an impact on the implementation of the 2019 - 2024 Sectoral Support activities over the 2020 - 2021 period due to the health measures put in place nationally and internationally to reduce the risks of the virus spreading. Although the evaluation study could not estimate with great accuracy the impact of the pandemic on the sectoral support activities, tranche 1 of the sectoral support was the one that was subject to the longer delays, however, as it can be seen in the table below, the last 1,5 year has been back on track.

As a result, by the end of 2021 there were some delays in the level of implementation of the tasks programmed at the Joint Committee meeting in December 2019. However, the implementation of these tasks has accelerated ever since reaching by 2023 an acceptable level of execution, as verified following the monitoring of the implementation. Both the execution of the tasks and the ongoing monitoring continue at a good pace at the time of writing of this SWD.

More specifically, by the end of October 2021, 11% of the tasks scheduled at the December 2019 Joint Commission meeting had been executed. A reprogramming of the activities financed by sectoral approach 2019 - 2024 tranche 1 was therefore carried out at the end of 2021 to improve the execution rate of this tranche. As measures to reduce the spread of COVID were gradually lifted in 2022, implementation of tranche 1 activities was able to resume and be carried out more rapidly in that year. The box below shows financial execution levels at the beginning of January 2023.

Level of budget execution at the beginning of 2023:

- 1) EUR 700,000, or 40% of the maximum 1,750,000 euros provided for under Articles 4 and 5 of the 2019 - 2024 Protocol, have been paid to the Cabo Verde Treasury.
- 2) The level of budget execution of tranche 1 of sectoral support (EUR 350,000) reached 87% at the end of 2022 / beginning of January 2023.

¹² Joint Committee meeting of 11-12 December 2019.

The second tranche, paid at the end of December 2022, was expected to be largely and rapidly executed in 2023, and therefore closed at the end of 2023, according to the Joint Committee. Both parties expect to be able to approve in the end of 2023 the payment of tranches 3 and 4 of the 5 allocated for the whole duration of the Protocol (data of the Joint Commission in February 2023).

4. EVALUATION FINDINGS (ANALYTICAL PART)

The 2019-2024 Protocol between the EU and Cabo Verde has broadly met the evaluation criteria for EU interventions of effectiveness, efficient, economy relevance, coherence, acceptability and EU added value. The current Protocol can be described as a win-win agreement for both parties in that it addresses most of the identified needs of different stakeholders, although areas of improvements were identified for the sectoral support.

4.1. To what extent was the intervention successful and why?

Effectiveness¹³. The 2019-2024 Protocol has broadly met the evaluation criteria for EU intervention for effectiveness. It has indeed been generally good in its aim of contributing to resource conservation and environmental sustainability through rational and sustainable exploitation, with some areas for improvement regarding the fishing of the bigeye tuna, which is however protected by monitoring measures introduced by the ICCAT. The Protocol has been also good in terms of contributing to the continued activity of the EU distant water fishing fleet and employment related to the fleet operating under the Agreement and its Protocol. However, lack of live bait as well as some limitations regarding the obligation of onboarding Cabo Verdean fishers has led to a sharp fall in landings from EU tuna seiners in Mindelo. The Protocol has moreover been effective in encouraging cooperation between economic operators and good overall in terms of its objective of supporting the implementation of the national policy for the development of the fisheries sector. Scientific cooperation (under sectoral support) has generally been satisfying for Cabo Verde, even though it was slowed down because of the COVID-19 pandemic.

¹³ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.1, p. 58-66

Efficiency and Economy¹⁴. The efficiency of the Protocol is diminished by the fact that EU vessels have only exploited part of the fishing opportunities. Nevertheless, the EU's investment in access generates a positive return on investment: each euro invested by the EU through the financial compensation has generated on average 13.4 euros of direct and indirect added value for the EU, and 6.92 euros for Cabo Verde over the period 2019 - 2021. Regarding the efficiency of the sectoral support, the second tranche (out of five) of the funds was not paid out until the end of 2022, due to the delays in the sectoral support activities observed with the spreading of the COVID-19 pandemic.

Coherence¹⁵. The Protocol is coherent with the CFP. It is also generally coherent with other protocols implementing (S)FPAs in West Africa. It is also consistent with the objectives of ICCAT. Moreover, it contributes to achieving EU objectives at regional and sub-regional level and to other EU policies, particularly those aimed at strengthening fisheries governance. The Protocol and its implementation are coherent and cooperate very positively with other EU interventions and cooperation programmes, while also being aligned with the priorities identified by the Cabo Verdean authorities at different geographical levels.

4.2. How did the EU intervention make a difference and to whom?

EU added value¹⁶. EU involvement in the SFPA provides added value compared to what could be achieved by any other configuration of partnerships, between Cabo Verde, the EU Member States and/or individual EU shipowners. The fisheries agreement appears beneficial for the EU, but also for the partner country, by encouraging the direct involvement of the EU in the monitoring of EU vessels (all flags - EU Member States combined), in the EU's contribution to the implementation of Cabo Verde's sectoral policy, and by creating a platform for sectoral dialogue between the EU and Cabo Verde, the EU intervention brings added value compared to a direct intervention by shipowners. The EU involvement also contributes to the implementation of Cabo Verde's Blue Economy Development Strategy, directly establishing a platform for sectoral dialogue between the EU and the partner country.

¹⁴ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.2-8.3, p. 67-68-

¹⁵ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.5, p. 70-71

¹⁶ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.6, p. 72-73

Acceptability¹⁷. The acceptability of the Protocol is medium due to interactions in species caught by both EU tuna vessels and local fishermen and, as such, the negative perception of the FPA by the latter. Its implementation is acceptable to the EU - the European Commission and the administrations representing the main Member States with fishing vessels active in the Cabo Verde EEZ - and to the Cabo Verde administration. Both parties envisage improving the implementation of the current Protocol in a possible future Protocol. Acceptability is lower for local and international civil society. This problem of acceptability in Cabo Verde is undoubtedly due primarily to a negative perception of EU fishing activities, as a result of the still inadequate dissemination of information to the coastal communities of Cabo Verde and to populations in Cabo Verde, in the regional sea basin (West Africa) and in the EU. Civil society, in particular, asks for a higher degree of visibility and transparency of the agreements signed between the EU and Cabo Verde.

4.3. Is the intervention still relevant?

Relevance¹⁸. The Protocol is found to be relevant to the needs of the key stakeholders concerned. For EU shipowners, the Protocol provides predictable access to a productive fishing area since the Protocol's fishing zones form part of the network of fishing zones for EU tuna vessels in the Atlantic, particularly in the sub-region including Mauritania, Senegal, Cabo Verde and the Gambia, among others, but also on the high seas. The Protocol also ensures a level-playing field among all operators, since it establishes minimum standards for the sustainable management of fisheries resources and includes provisions prohibiting the granting of more favourable conditions to other foreign fleets. For Cabo Verde, it delivered national economic benefits from tuna resources present in national waters and it helped the country meet some of its ICCAT obligations, especially in relation to the implementation of the observer programme. Socio-economic benefits were also delivered through increased participation of nationals to activities of EU vessels, employment in fisheries related industries, as well as through access and sectoral support financial components. The Protocol will continue providing to Cabo Verde financial security regarding the income accruing from the SFPA.

Cabo Verde has a strong interest to secure landings and supply for its own economic needs, in particular regarding the supply of processing facilities in Mindelo (Sao Vicente Island). The fish processing sector is dominated by three fish processing companies and 2 of them (Frescomar and Atunlo of Spanish interests) are together responsible for over 80% of Cabo Verde exports of fishery products. These main processing companies are

¹⁷ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.7, p. 74-76

¹⁸ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 8.4, p. 69

estimated to account for around 2,000 jobs, with around 75-80% of these jobs being held by women. Moreover, Cabo Verde has a particular interest in the ‘Mindelo Blue Port’ Initiative which is in the advanced design phase, funded with loans and grants by the EU and other potential financial partners. This project is part of the EU-ECOWAS programme to establish and utilize the Praia (Cabo Verde) – Dakar – Abidjan maritime corridor. Finally, the Protocol also helped to maintain Cabo Verde as one of the main suppliers of processed tuna products to the EU market.

5. WHAT ARE THE CONCLUSIONS AND LESSONS LEARNED?

5.1. Conclusions

Based on the evaluation, several conclusions can be drawn based on objective analysis of the information gathered. Also, specific and relevant recommendations for future negotiations on the new protocol between the EU and Cabo Verde can be made.

From all options considered, the renewal of the Protocol at the end of its implementation period (19 May 2024) clearly appears to be in the interest of both parties and as the most beneficial outcome. On the contrary, the option of not renewing the Protocol would not be beneficial¹⁹.

With regard to access conditions, for the future Protocol the reference tonnage is recommended to be set taking into account the level of utilisation of fishing opportunities of the current implementing Protocol.

As regards the technical conditions to be improved, the number of fishing opportunities per fishing category should take into account their utilisation rates over the last five years. The two parties could consider a more flexible embarkation clause for Cabo Verdean seamen so that it is applied in full by EU tuna vessels when active in Cabo Verdean waters. With regards to encouraging the landing of fishery products in Cabo Verde, incentive measures could be envisaged that would be appreciated by EU shipowners.

With regard to the sectoral support component, a particular attention should be reserved to scientific research. In particular it is recommended to improve knowledge of fishing activities targeting tuna, shark and swordfish in Cabo Verdean waters, in order to lead to possible new measures aimed at minimising interactions with national fishermen targeting tuna. A particular focus should be reserved to activities for a better management - monitoring - control of sharks, and for reducing the risk of catches of threatened species in Cabo Verdean waters. Sectoral support or other interventions by the EU or other

¹⁹ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 9.3.2, p.86

technical and financial partners could also help to strengthen and consolidate statistics in the fisheries sector on a long-term basis.

5.2. Lessons learned

The two main lessons learned from this evaluation process are:

To improve the acceptability of the Agreement, it is necessary to strengthen the communication to the local population and the different stakeholders on the conditions set up by the Protocol for the fishing activities of the EU vessels. It is also necessary to increase the visibility of the achievements of the projects implemented thanks to the sectoral support. Therefore, awareness-raising activities on the SFPA are recommended towards fishers and the Cabo Verdean population.

Cabo Verde should also be encouraged by the EU to ratify certain international conventions relating to fishing (International Maritime Organisation's (IMO) International Convention on Standards of Training, Certification and Watchkeeping for Fishing Vessel Personnel (STCW-F), as well as the International Labour Organisation's (ILO) C188 Convention on Work in Fishing).

6. EX-ANTE EVALUATION ANALYSIS FOR A POTENTIAL NEW PROTOCOL

6.1 Identification of Problems and Needs

An SFPA offers both the EU and Cabo Verde the possibility to maintain a platform for sectoral policy dialogue and to jointly contribute to the improvement of oceans governance, including the fight against IUU.

Cabo Verde is an important partner in the regional management and governance of fish stocks, as the country is a longstanding ICCAT member and active member of other regional entities in the Atlantic region such, as COMHAFAT. The SFPA with Cabo Verde further ensures a coherent regional approach, on the one hand through these regional organizations such as ICCAT, and on the other hand through the network (and its expansion) of consistent and fully transparent SFPAs in the West Africa region. Along with improving ocean governance and strengthening the international fight against IUU, the principle of non-discrimination between the EU fleet and foreign fleets (enshrined in the CFP) which is guaranteed by the existence of an SFPA, is also a positive element.

Some of the potential benefits for Cabo Verde could include the strengthening of the partnership with the EU, in particular in ensuring the sustainable utilisation of the fisheries resources by strengthening scientific data collection, reinforcing monitoring, control and surveillance measures including actions to fight against IUU.

Socio-economic benefits through increased participation of nationals to activities of EU vessels, employment in fisheries related industries, as well as through access and sectoral support financial components are also to be considered. An SFPA would continue providing to Cabo Verde financial security regarding the income accruing from it.

Moreover, Cabo Verde could benefit from securing landings and supply for its own economic needs, in particular regarding the supply of processing facilities in Mindelo (Sao Vicente Island).

As far as **EU shipowners** are concerned, the network of active SFPAs in the Atlantic Ocean region, which Cabo Verde is a part of, contributes to legal security and stable access rights to the EU vessels in the region. The SFPA also ensures a level-playing field among all operators, since it establishes minimum standards for the sustainable management of fisheries resources and includes provisions prohibiting the granting of more favourable conditions to other foreign fleets. These are all findings that are meticulously highlighted in the ex-post evaluation part of this document (see Chapter 4).

International and national civil society organizations have an interest in the activities carried out under the sectoral support component and would like to see a better implementation, as demonstrated in the relevant consultations carried out in the context of the evaluation conducted by the independent consultant²⁰.

6.2 EU added value

Compared with direct fishing authorizations (outside of an SFPA context), an SFPA lays down a framework for all parties to enable and monitor - control the access of EU vessels to fishery resources in waters under the jurisdiction of Cabo Verde, with a regular dialogue-monitoring platform provided by the Joint Committee.,

The EU is best-fit for guaranteeing coherence of the agreements with its own CFP and other agreements with regional partner countries, as well as with standards applied by RFMOs .

Through its implementation Protocol the FPA promotes the direct involvement of the EU in the monitoring of EU Member States' vessels. It also allows the EU to contribute to establish a platform for sectoral dialogue between the EU and Cabo Verde (compared to interventions by EU Member States only). The EU's involvement also ensures consistency between the fishing opportunities obtained through the Protocol and those obtained under the fishing agreements concluded by the EU with neighbouring countries (Mauritania, Senegal, Gambia and Guinea-Bissau).

²⁰ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Annexe 8, p. 133

6.3 Policy and management objectives

The logic of the SFPAs intervention and its objectives (see Chapter 2.1) are still applicable and coherent with the external dimension of the CFP. The findings of the ex-post evaluation (see Chapter 4.1 as well as Annex III), show that an SFPA with Cabo Verde is fit for purpose to fulfil the above mentioned general objectives.

6.4 Policy options and associated risks

Two options are to be considered:

Option A – Negotiation of a new protocol (in the same terms as the current one or with possible improvements)

Option B – Expiry of the current Protocol and non-negotiation of a new one

- **Option A**

Option A.1 – New protocol with the same terms as the current one

Despite the fact that the ex-post evaluation of the current Protocol showcased that this is fit for purpose, it also highlighted some important challenges (see Chapter 4.1, e.g. non exploitation of the entirety of the fishing opportunities granted under the Protocol, lack of live baits, clause regarding national seamen, delays in the implementation of the activities funded under the sectoral support component, low visibility of the Protocol and negative perception by local fishers and national/international civil society etc).

Negotiating a new protocol with identical terms would not, therefore, yield the desirable results regarding the needed improvements.

Option A.2 – New protocol with possible improvements

As the SFPA with Cabo Verde is generally fit for purpose, being aligned with the objectives and the criteria described above, a room for improvement could be made in order to allow for potential adjustments that would contribute to addressing the existing challenges. For example, the **reference tonnage** as well as the number of the fishing opportunities should take into account the actual utilization rates. Moreover, the two parties should take into account the recent decline in catches by tuna vessels in the Eastern Atlantic, including those of the EU, as highlighted in the ex-post evaluation of the implementing Protocol²¹. Nevertheless, due to the species' high migratory nature, peak catches are still conceivable in the future, as it has happened in the period 2017-2019.

²¹ 5 619 t on average between 2019 and 2022.

The ‘temporary derogation’ clause that Cabo Verde currently benefits from, facilitating landings at the Port of Mindelo, should also be assessed as a risk in case of non-renewal. Therefore, alternative measures to encourage landings at Cabo Verde (even in the event of non-renewal) should be considered so as to prevent a loss of revenue for the partner country. Any envisaged measures should be applied following the principle of non-discrimination between the third-country fleets operating in Cabo Verde waters.

With regard to **technical measures**, the ex-post evaluation shows that there are some obstacles in the implementation of the clause providing for the embarkation of national seamen, restricting EU vessels to onboard exclusively seamen of Cabo Verdean origin. These issues could be addressed by considering a more flexible clause compared to the one currently in place, possibly requiring a minimum number of ACP seamen and not exclusively of Cabo Verdean origin. This would be in line with provisions of other protocols implementing EU tuna fishing agreements negotiated by the EU with other countries in the region, such as the one with Senegal. In this context, a preference clause for Cabo Verdean seamen could be considered.

Concerning embarking of observers, the future Protocol should continue to ensure that national observers are embarked on board and link as much as possible with existing observer regional initiatives to minimise EU fleet interaction with local fishers targeting tuna stocks. Cabo Verdean authorities are currently planning to introduce in the new Protocol an observers programme for all fleet (EU and other third countries) operating in their waters. Precise mapping of these ‘areas of interaction’ could therefore be the object of the upcoming negotiations.

As far as **sectoral support** is concerned, the ex-post evaluation shows that some of the challenges in the implementation of the current Protocol include delays in the utilisation of funds of the sectoral component by the Cabo Verdean authorities, as well as the low visibility of the Protocol within the local communities and national/international civil society and, subsequently, negative perceptions.

Future financial contributions, should continue strengthening the monitoring and surveillance capabilities, but also focus on additional key areas: improvement of scientific capacities with a view of better understanding the fishing activities targeting tuna, shark and sword fish in Cabo Verde and minimizing the interactions with local fishers; consolidation of statistics in the fisheries sector on a long-term basis and strengthening dialogue with stakeholder and improving the visibility and image of SFPAs. Moreover, cooperation and synergies could be sought *inter alia* with interventions from the EBI, the World Bank and other financial partners.

A new protocol could also include incentives to encourage the landing of fishery products in Cabo Verde, which would be appreciated by EU fishing vessel owners. However, these measures require in-depth analysis by the various public services involved during the negotiation phase of a possible future protocol to ensure that they are

effective and enable their advantages, disadvantages, induced effects and positive and negative impacts to be clearly identified.

Furthermore, a future Protocol should include provisions on personal data protection, by taking into account both the EU²² and Cabo Verde²³ legislative frameworks on this matter.

The abovementioned adaptations would have the following characteristics:

Area of Improvement	Intervention Strategy	Instrument	Channel of Intervention	Level of Intervention
Access Component	Funding for accessing the Cabo Verdean fishing zone under the SFPA based on the utilization rate of fishing opportunities and the number of catches.	Financing	Direct payments to Cabo Verde	Rates paid for the reference tonnage by the EU and the EU shipowners
Technical Measures	Adapting the clause on seamen on EU vessels to include in general seamen of ACP origin. Strengthening scientific cooperation for Cabo Verdean scientific observers on EU vessels.	Modified provisions in a potential SFPA Funding and training	Negotiations with Cabo Verde	Direct cooperation with the Cabo Verdean authorities Scientific pool of observers in Cabo Verde
Sectoral Component	Monitoring of sectoral support payments Raising awareness and disseminating information regarding a potential new protocol	Joint Committee Networking, funding of awareness campaigns	Joint Committee's regular meetings Direct support to Cabo Verdean authorities	Joint Committee Contact with local fishers, national/international civil society

²² Ref. Regulation (EU) 2018/1725 of the European Parliament and of the Council of October 23, 2018 on "the protection of individuals with regard to the processing of personal data by Union institutions, bodies, offices and agencies of the Union and to the free movement of such data.

²³ law no. 121/IX/2021 amending the general legal framework on protection of individuals' personal data, approved by law no. 133/V/2001, of January 22, amended by law no. 41/VIII/2013, of September 17.

- **Option B**

Without a new SFPA, the EU fleet will not be able to access the fishing zone covered by the current agreement, as long as the latter is not denounced, according to the exclusivity clause provided for in Article 6.1.

During this "dormant" FPA period, historically active EU fleets have to redirect their activities in the sub-region to other accessible fishing zones with the risk of an intensification of their activities in other fishing zones, such as Mauritania and Senegal, for the EU tuna seiners.

In the unlikely case of effective denunciation of the FPA, the EU fishing fleet would be able to access fishery resources in the fishing zone covered by the current FPA on the basis of the technical and financial conditions laid down by the partner country and under the SMEFF Regulation.

Non-renewal of the Protocol would also have a negative impact on the EU-Cabo Verde cooperation in the field of the fight against IUU in the sub-region, given that the SFPA is integrating the good practices regarding fighting against IUU as these are provided for in the CFP. Consequently, the strategy of combatting IUU in the region could get weakened in case of a non-renewal.

Regarding sectoral support, sectoral policies in Cabo Verde could still get support from other EU development and cooperation initiatives (such as the EU Fund for Sustainable Development), however, it would not specifically target the field of governance of the fisheries sector and that of fisheries research.

6.4 Results and Impacts

Based on the abovementioned analysis, Option A.2 (negotiations for a new Protocol with improvements) is the preferable one. Not negotiating a new protocol would deprive the EU of an instrument capable of meeting the needs of the various stakeholders as well as its own needs in terms of strengthening international ocean governance.

The following table provides an overview of the comparison between the three envisaged options:

Criterion	Option A.1	Option A.2	Option B
Relevance	If no changes are made, the access component could turn out to be irrelevant, as fishing opportunities would not adapt to the actual utilisation rates. Payment of sectoral support could not match the absorbing capacities of	A new Protocol would respond to the needs of an increased value for money for the EU contribution for access, by adjusting the fishing opportunities to the utilisation rates of the previous period. The payment of instalments	Denunciation of SFPAs only in exceptional cases – Option B would not satisfy the needs of the different stakeholders, especially for the EU fleet that would not be able to fish in Cabo Verdean water due to the exclusivity clause

	Cabo Verde if the observed delays were not properly addressed.	of the sectoral component would match the absorption capacities of the partner country with close monitoring of the implementation of each tranche.	
Effectiveness	Technical measures would remain the same and some issues would not be addressed (for example : lack of live bait for EU vessels would persist, the obligation to onboard exclusively Cabo Verdean seamen would still be a bottleneck for the EU fleet, etc.) Avoidance of fishing of the bigeye tuna would not be affected given ICCAT's conservation measures	A new Protocol would set a clear timeline for sectoral component activities which would be monitored. Possibility of onboarding seamen coming from Cabo Verde but also of ACP origin. Targeted measures regarding the avoidance of fishing of the bigeye tuna	EU-Cabo Verde cooperation in the fisheries sector would not be possible except for the general framework of the cooperation policy of the EU. Economic loss for the EU since the waters of Cabo Verde would no longer be an option because of the exclusivity clause.
Efficiency	Currently, fishing opportunities are not exploited in their entirety with an extra margin for benefit for the EU. However the ratio cost/benefit is still positive for the EU and Cabo Verde that gain around 13.4 and 6.92 euros respective for each euro invested by the EU	It cannot be evaluated ex-ante as it depends on the negotiated financial amounts and on the catches by the EU fleet However, the envisaged adaptations would adjust the cost for the EU to the actual utilisation rates observed in the most recent periods	No specific budgetary commitment from the EU in this case, so no cost-benefit analysis. Economic loss for Cabo Verde national budget.
Coherence	The current Protocol is aligned with the CFP objectives, other regional SFPAs and the objectives of the ICCAT	A new protocol would allow to better implement the objectives of the CFP and those of the cooperation policy, given that it would be more fit for purpose to achieve the general and specific objectives of the current FPA	Without a Protocol, the EU will have less bilateral resources to implement the sub-regional strategy in accordance with the principles of the CFP. The general principles guiding the cooperation policy will, however, continue to apply in the EU-Cabo Verde cooperation framework
Acceptability	The current Protocol is acceptable by the EU ship owners, the Cabo Verdean authorities and the EU. However, low visibility and communication and inadequate dissemination of information lead to a	The competent authorities of Cabo Verde and the EU shipowners support the renewal of the Protocol. Local fishers as well as national/international civil society would be more satisfied with the	The EU shipowners could consider non-acceptable the absence of a Protocol while the clause of exclusivity of the SFPAs applies. The Cabo Verdean authorities would be deprived of a strategic

	decrease in the acceptability of the Protocol by local fishers and national/international civil society.	transparency that would stem from increased visibility/communication (information and awareness campaigns) of a potential new protocol. Nevertheless, the acceptability of a new Protocol by the Cabo Verdean authorities will depend on the evolution of the negotiations, on the participation level of the stakeholders, on the visibility/communication interventions towards local stakeholders, as well as on the technical conditions of the Protocol.	partnership with the EU and on the dependent funding which is complementary to other interventions funded by the EU.
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6.6 Monitoring and Evaluation

A new Protocol of implementation of the SFPA between the EU and Cabo Verde should be subject, during its implementation phase, to monitoring/evaluation through a technical dialogue between the authorities of Cabo Verde and the European Commission with the assistance, where appropriate, of the EU Delegation in Cabo Verde.

This technical dialogue will favour the preparation of annual meetings of the Joint Committee established by the agreement that has the authority of making decisions about the implementation of the Protocol.

Following the requirements of the the CFP (Art. 31.10), the Protocol will be subject to an independent ex-post evaluation that needs to be carried out, before the expiry date of the Protocol in order to allow the EU institutions and the partner country to prepare a potential renewal following the ordinary legislative procedure, without risking the interruption of access opportunities.

This evaluation should make use of objectively verifiable indicators (quantitative and qualitative) including, but not limited to, the utilisation of fishing opportunities, the number of catches and the implementation of the sectoral support component.

ANNEX I: PROCEDURAL INFORMATION

1. LEAD DG, DECIDE PLANNING/CWP REFERENCES

Responsible DG: DG MARE – Maritime Affairs and Fisheries

2. ORGANISATION AND TIMING

Tasks	Time
Signature of the contract	19 December 2022
Kick-off meeting	7 February 2023
Report of the Kick-off meeting	11 February 2023
Submission of the inception report	23 February 2023
Comments to the inception report	3 February 2021
Meeting to discuss inception report	n/a (exchanges by email)
Submission of the draft final report	19 April 2023
Meeting to discuss draft final report	24 April 2023
Submission of the final report	9 May 2023

3. EXCEPTIONS TO THE BETTER REGULATION GUIDELINES

The legal and procedural requirements for the preparation of the renewal of fisheries protocols lead to a tight schedule, which prevents the holding of an open public consultation. Moreover, the impact of SFPA is relatively limited, as they focus on a small number of stakeholders. For these reasons the

consultation of key stakeholders was carried out as referred in paragraph 2 of annex II. A synopsis report of such consultations is presented in annex V. The consultation strategy excludes open public consultations.

4. EVIDENCE, SOURCES AND QUALITY

The evaluation process and the final evaluation report was subject to a quality assessment by the Steering Committee.

ANNEX II. METHODOLOGY AND ANALYTICAL MODELS USED

The results of this SWD are mainly informed by an evaluation study conducted by an independent consultant. The evaluation work was carried out between February 2023 and April 2023. Conducted under the guidance of an interdepartmental committee set up by the European Commission's DG MARE, the method used can be broken down into three main components: analysis of available information, consultations and preparation of an evaluation study.

1. Analysis of available information

DG MARE shared several documents and databases with the consultant team. The main elements shared include:

- Data and information from the meetings of the four Joint Committee meetings held since the start of the Protocol (December 2019, October 2021 and November 2023)
- Reports from the various DG MARE technical missions to Cabo Verde
- Information exchanged between the two parties in relation to the implementation of sectoral support: programming and monitoring documents, implementation reports prepared by Cabo Verde, etc.
- Data on fishing authorisations and catches by EU vessels in the fishing zone concerned by the Protocol (extracted from DG MARE's aggregated catch database)
- DG MARE data on the payment of fees due by EU operators for the issue of fishing authorisations;
- Amounts paid from the EU budget under the financial contribution identified in the Protocol (DG MARE budget monitoring).

The evaluation study also made use of other documentary sources, including the regulatory texts applicable in the context of the Agreement, the reports of the FAO-COPACE and ICES scientific working groups, and the reports of the FAO-COPACE and ICES scientific working groups.

2. Consultations

The consultations²⁴ carried out for the purposes of this evaluation study, by the independent consultants, included:

- **Consultation of stakeholders in the EU:** from the outset of the evaluation, EU stakeholders were identified and consulted on the basis of a strategy validated by DG MARE at the start of the evaluation. The consultation involved the Commission and EEAS services involved in relations with Cabo Verde, the flag Member States of EU vessels benefiting from fishing opportunities, the professional associations grouping EU operators using the negotiated fishing opportunities and civil society. The consultation period ran from February 2023 to April 2023;
- **Consultation of stakeholders in Cabo Verde:** a mission was organised in Cabo Verde in consultation with the EU and Cabo Verde parties in March 2023. During the mission, face-to-face discussion sessions were held with the various departments of the Ministry of Fisheries involved in monitoring the Agreement, the agencies of other Ministries also involved in monitoring the Agreement, and representatives of the private sector in the industrial and artisanal sectors. Representatives of the EUD in Cabo Verde were also consulted.

3. Preparation of the evaluation study

The preparation of the evaluation study took into account the guidelines and tools recommended by the EU in this area, as well as the methodological elements specific to the external dimension of the Common Fisheries Policy, such as those concerning the methods for evaluating the socio-economic impact of EU SFPAs.

²⁴ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Chapter 1.2, p. 4

ANNEX III. EVALUATION MATRIX AND, WHERE RELEVANT, DETAILS ON ANSWERS TO THE EVALUATION QUESTIONS (BY CRITERION)

Effectiveness – The extent to which the objectives of the Implementing Protocol to the Agreement were achieved

Questions	Success criteria	Suggested indicators	Answer
Objective 1: To contribute towards resource conservation and environmental sustainability through rational and sustainable exploitation of living marine resources of Cabo Verde			
1.1 To what extent fisheries activities addressed exclusively at surplus resources and prevent the overfishing of stocks, on the basis of the best scientific advice and improved transparency on the global fishing efforts in the waters included in the current Protocol.	Stocks targeted by the EU fleet are not overexploited at the regional level (highly migratory species- Tuna) or at national level, and the EU fishing capacity is within the limits established or recommended by the relevant RFMO or RFO. The Protocol takes into account the management strategies expressed by RFMOs and Cabo Verde. Cabo Verde takes part in the relevant RFMO/RFOs and provides data on activities carried out by vessels flagging its flag and by other foreign fleets operating in its waters.	State of the stocks targeted under the Protocol (scientific advice analysis that Cabo Verde conducted, meetings, regional scientific reports and data, RFMO/RFO and national scientific institutes); All fleets catches and fishing effort in Cabo Verde and in the region; possible impact on the environment of all the fleets operating in these waters. All considering that the target is tuna like migratory species	The main species targeted by the EU tuna fleet in the Cabo Verdean waters are not overexploited, the only exception being in terms of catches, the bigeye tuna which would be overfished but probably not subject to overfishing (50% of scientific probability). The species is, however, subject to management measures and specific monitoring by ICCAT and therefore by the Contracting Parties of ICCAT including the EU. The Protocol does not derogate from any of the management and conservation measures adopted within the multilateral framework of ICCAT and applicable to EU tuna fleets.

Questions	Success criteria	Suggested indicators	Answer
1.2 To what extent the implementation has followed the same principle and promote the same standards for fisheries management as applied in EU waters.	The EU and Cabo Verde adopt management measures to reduce by-catches and discards and reduce the possible impacts on the ecosystem.	State of the stocks taken as by-catch by EU vessels; management measures adopted at the regional, national or EU level or in the framework of the Protocol. Strategies aimed at conservation measures for protected species such as sharks	The EU and Cabo Verde under the Protocol apply management measures to reduce bycatch and discards, and potential impacts on the ecosystem by complying with internationally applicable measures (through ICCAT) and within the Protocol (prohibition of shark finning from the carcass onboard, for example, a prohibition stemming also from EU and Cabo Verde regulations)
1.3 To what extent the scientific and technical evaluation of the fisheries concerned have improved?	EU fishing activities are subject to an appropriate reporting obligation framework (logbook, VMS, observers etc.) in the Agreement and a scientific data collection framework (size composition of the catches, biological parameters etc.). This information is transmitted to the relevant RFMO and national research institutes. EU scientists and scientists from Cabo Verde actively participate in scientific meetings and RFMO/RFO scientific committees. Cooperation between scientific institutes is encouraged and supported where appropriate. Joint scientific analysis at regional level at	Inclusion of data collection provisions in the Agreement and timely availability of relevant data at the management and scientific operators; amount and quality of data collected; number of reports to RFMO and scientific institutes; participation rate in RFMO/RFO scientific committees; results achieved with sectoral support; number of meeting between scientists and managers at country level.	The scientific cooperation has generally met Cabo Verde's expectations but could be improved according to the national authorities. Nevertheless, it has been slowed down by the COVID-19 pandemic as part of the activities planned in the sectoral support component. Cabo Verde, however, particularly desires that the scientific cooperation provides a better understanding of the tuna fishing activities with the assistance of domestic observers. The Cabo Verdean authorities are preparing for a future Protocol to

Questions	Success criteria	Suggested indicators	Answer
	RFMO level are taken into account.		develop a national observer programme in the sea basin scale in collaboration with other observer programs of neighbouring coastal States.
1.4 To ensure compliance and control of EU-fleet activities	The activity of the EU fleet is properly monitored (VMS, AIS, etc.); reporting, monitoring and control takes place as stipulated in the Protocol and as legislation requires. Moreover, there is adequate monitoring, reporting and control of all catches and catch composition, possible infractions are sanctioned; sectoral support is used to reinforce monitoring, control and surveillance (MCS).	Level of implementation of the monitoring provisions in the Agreement and its Protocol; level of implementation of the monitoring, reporting and control provisions; results achieved with sectoral support in terms of MCS.	EU vessels are monitored in accordance with the provisions of the Protocol and those of the Common Fisheries Policy, with the exception of the deployment of national observers. However, the EU tuna vessels are monitored as part of the ICCAT observation programs, by Scientific Data Collection and by other observers programs in the region (e.g. EU pole-and-line tuna vessels with Senegalese observers).
Objective 2: To contribute to continuing the fishing activity of the EU long distance fleet and the employment linked to the fleet operating within the Agreement and its Protocol			
2.1 To seek appropriate share of the surplus resources, fully commensurate with the EU fleets interests and their regional and sub-regional fishing strategy	The Agreement and its Protocol provide access to fishing zones that are important for the EU fleet. Species and quantities covered by the Protocol correspond to the fishing patterns of the EU fleet. The fishing opportunities allowed are acceptable considering the activities of all fleets active in the same	Utilisation of fishing licences; catches in waters covered by the current Agreement and Protocol compared to overall catches at national, regional and sub-regional level if appropriate; employment (direct and indirect jobs); evolution of the number of EU vessels in the region; contribution to the supply	The fishing zones mainly meet the needs of the EU tuna vessels. Species and quantities covered by the Protocol correspond to the fishing patterns of the EU fleet.

Questions	Success criteria	Suggested indicators	Answer
	waters at national, sub regional and regional level.	of the EU market and EU processing sector (volume and value) and to the local processing sector.	
2.2 To ensure that the level of fees payable by Union ship-owners for their fishing activities is fair and proportional considering the revenues and costs, non-discriminatory and promotes a level playing field among the different fleets	The Agreement and its Protocol offer similar conditions to all foreign fleets operating in the fishing zones and management areas in the current Protocol. The cost benefit ratio is acceptable and reasonable for the EU ship owners and for Cabo Verde.	Level of fees and technical conditions applied to third countries fleets in the fishing zones and management areas in the current Protocol. Proportion between fees, (all) costs and (all) benefits for the EU ship owners and for Cabo Verde.	The Cabo Verdean authorities have informed the EU that the conditions of access, tracking, and surveillance applied to the different foreign fleets are identical - during the meetings of the Joint Committee. Information made available to the EU during JC meetings, and/or by the evaluator an/or the public, are not, however, exhaustive enough to accurately validate this confirmation.
2.3 To ensure supply for the EU and for the markets of Cabo Verde and third countries.	The Agreement offers a reasonable framework to foster landings and thus supplying local markets and trade with third countries. The Agreement fosters trade on fisheries cooperation between the EU and Cabo Verde and/or third countries.	Percentage of landings versus local and neighbouring countries market's needs. Trade figures on fish (and composition) between the EU and Cabo Verde. Commercial balance and relation with Cabo Verde and neighbouring countries related to fish caught in Cabo Verdean waters	The Port of Mindelo is an important port for landing and transshipments for EU tuna vessels. Without specific incentive measures for landing and domestic market disposal, the current Protocol has, however, a modest leverage on landings and transshipments in Cabo Verde.

Questions	Success criteria	Suggested indicators	Answer
2.4 To encourage the creation of a secure environment that is favourable to private investment and economic activities contributing to the sustainable development of the country and reinforcing its cooperation with the EU.	Part of the fish caught in the framework of the Agreement supplies local market and processing industry; the EU-fishing supports port- and ancillary activities and the economic and social development in the EU and in the area covered by the current Protocol. The agreement could have an important impact regionally There are synergies between the implementation of the Agreement and the economic and social development of the country.	Number of initiatives to ensure cooperation between economic operators of the EU and local. Benefits that such activities are brought to the EU, national and locally. Number of initiatives that have had a local, national and regional benefit.	The EU fleet supports port and related activities in Mindelo. It also partly supports the development of the industrial sector under Spanish industry groups in Mindelo and also the one based in Galicia, Spain, which sources its fish products from tuna vessels active in the regional sea basin, including the waters of Cabo Verde covered by the Protocol.
2.5 To take into account the specific interests of the – Union's outermost regions located in the vicinity – Union's fleet.	The Agreement covers the specific needs of the EU fleet based in outermost region and in the EU by ensuring the continuity of their fishing grounds	Number of vessels originating from the outermost region operating under the Agreement and percentage of catches comparted to total catches. The same for the EU vessels originating from other EU regions.	The Protocol satisfactorily takes into account the needs of operators in the Canary Islands, including fishing opportunities that they can utilize.
Objective 3: To support the development of a sustainable fisheries sector in partner countries (through the governance framework that the Agreement creates and also through the sectoral support; cooperation on blue economy, to the small scale and artisanal fisheries, to job direct and indirect creation, development of the local and national sectoral policies, etc.) and analysis of geographic, social, environmental and economic impacts.			
3.1 To contribute to capacity building and social, environmental and economic development in Cabo Verde.	The sectoral support and the economic activity that the implementation of the Agreement creates, contributes to the functioning of the fisheries sector,	Results achieved with sectoral support and economic and social impact of the implementation of the current Protocol; % of the EU contribution to the	The sectoral component supports the coastal communities. It provides for trainings, equipment, contributions to

Questions	Success criteria	Suggested indicators	Answer
	better governance, transparency and social and economic development of the area covered by the current Protocol. Moreover, it provides for adequate training, equipment and infrastructures namely in the areas of science and MCS. Utilisation of the sectoral support has been duly reported (detailed results on expected economic and social benefits in all geographic scope of the current Protocol).	different strategies, policies and value of indicators for assessing the social and economic impact in the EU and in the areas covered by the current Protocol, budget of the national fisheries strategy; comprehensiveness and level of detail of the sectoral support reporting and cooperation on Blue Economy, small scale and artisanal fisheries, food security and policy areas.	scientific activities and to monitoring.
3.2 To promote employment of local seamen, improving infrastructures and encouraging landings, supporting the third country in developing local fisheries and processing industry EU and for the markets of certain developing countries. To create employment directly and indirectly.	EU vessels recruit part of their staff locally: they benefit from good working conditions and appropriate training, equivalent to ILO standards. Part of the catches is landed and processed locally. Catches landed traded in the local and neighbouring markets. Successful trade flows generated. Identification of elements that facilitate the trade relation and the ones that discourages it.	Respect of the minimum number of local seamen embarked; catches (value and volume) landed, namely in comparison with landing obligations, processed and marketed locally. Employment created directly and indirectly in the EU and in Cabo Verde or in the sub region/sub region. Percentage of supplies to the local and neighbouring markets. Percentage of the fish caught by the EU fleet that supplies these markets and comparison with other sources.	Some EU vessels, mainly the EU longliners, recruit part of their staff in Cabo Verde, but the clause regarding the embarkation of minimum of Cabo Verdean seamen is only partially respected by the EU fleet. When recruited, they benefit from good contract conditions according to the Cabo Verdean authorities.

Efficiency – The extent to which the desired effects are achieved at a reasonable cost

Questions	Success criteria	Suggested indicators	Answer
To what extent does the Protocol offer value-for-money to the EU?	The EU financial contribution for access is commensurate to all fishing opportunities offered by the current Protocol and per category.	Utilisation of the fishing opportunities and positive cost-benefit ratio per category and globally.	The EU's financial contribution shall be proportionate to the possibilities of fishing
To what extent have the sectoral support and cooperation on blue economy actions, policy area, small scale and artisanal fisheries, food security, etc. agreed in the initial programming, been achieved at reasonable cost?	All activities included in the sectoral support have been properly used and benefited in environmental, social and economic terms in the EU and Cabo Verde.	Degree of completion of the initial programming; % of sectoral support activities and projects compared to overall EU contribution, to the national budget for fisheries, marine and maritime issues and to other donor contributions. Contribution to the sustainable development of the country.	The pandemic has slowed down sectoral support activities. However, it is difficult to estimate the full impact on the sectoral support activities at this stage sectorial. Nevertheless, there has been some impact on coastal communities.
To what extent does the Protocol offer value-for-money to the EU ship-owners?	The EU shipowners' contribution is commensurate to effective catches and profits compared to total costs and benefits.	Volume of catches; evolution of first sale prices, operating and all costs and estimation of the profitability for each segment of the EU fleet, category, vessel, gear type and country (if applicable).	The cost-benefit ratio of the 2019-2023 Protocol is positive.
To what extent is the financial compensation for the fishing possibilities under the Agreement advantageous for the EU and for Cabo	Cabo Verde benefits from a fair part of the added value of the catches and all financial compensation. This financial compensation is distributed	Ratio overall EU contribution /added value generated by the activity of the EU fleet in the fishing zone.	Cabo Verde benefits from a fair share of the added value of the catches and of the financial compensation.

Verde?	geographically and socially fairly in Cabo Verde.	Ratio of the benefits of all financial compensation to the concerned population proportional to the fishing activities. Ratio of the economic and social indicators.	
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Economy – the extent to which resources are available in due time, in appropriate quantity and quality at the best price

Questions	Success criteria	Suggested indicators	Answer
To what extent is all the EU contribution and specifically its sectoral support commensurate to the needs of Cabo Verde and absorption capacity?	The total EU contribution is in line with national and local needs and absorption capacity. The total amount of sectoral support is used according to the foreseen calendar and adapted to the needs of the country. In case of modifications of the initial programming of the sectoral support, these have helped to better use of the financial support and contributed successfully to the sustainable development of the country.	Consumption of the EU contribution for sectoral support and geographical distribution compared to the local and national needs in the related policy area. Geographical and social distribution, impacts and benefits of all financial compensation. Absorption capacity of the sectoral support; success stories; % of sectoral support compared to the national and local budget for fisheries and to other donor contributions.	The EU's financial counterpart, in particular its sectoral support funds are proportionate to Cabo Verde's needs and to its capacity of absorption. Payments were made in a timely manner in accordance with Articles 4 and 5 of the Protocol for sectoral support: Payments by results and level of use of funds by the third country partner, requirement for implementation reports, approval of reprogramming by the Joint Commission.

To what extent has the sectoral support payments been made in due time and according to article 4 and 5 of the Protocol?	Contributions have been paid in due time and consistent with the Protocol, and so that they could be allocated to the national or local budget without delay fulfilling the engagements of the Protocol. Achievement of the criteria, reports and procedures, budget, financial indicators and methods of control and audit. Achievements of annual and multi-year objectives	Calendar of payments and considered allocations. Results of the budget and financial indicators and methods of control and audit.	The EU's financial contribution, and in particular its sectoral support funds is proportionate to Cabo Verde's needs and absorption capacity. Payments have been made on time in accordance with articles 4 and 5 of the sector support protocol: Payments by results and level of utilization of the funds made available to the third-party partner, requirement of implementation reports, approval of reprogramming by the Joint Commission. The slowdowns in payments are mainly due to the difficulty of implementing sectoral support activities during the COVID pandemic.
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Relevance – the extent to which the objectives of the Protocol match current needs and problems

Questions	Success criteria	Suggested indicators	Answer
To what extent have the objectives set out in the Agreement and the Protocol still correspond to the needs of EU, member states, its ship-owners in the	The implementation of the Agreement and its Protocol are in line with the objectives of resource and environmental sustainability; support to the development of a sustainable	Comparison between original Agreement's objectives and national and local needs and those of the EU and its fleet improved with the implementation of the Agreement and	The implementation of the Agreement and its Protocol is in accordance with the sustainability regarding resources and the environment objectives and the objective of the support to the

area covered by the current Protocol? Should there have been different objectives?	fisheries sector at national and local level; facilitation of the integration of coastal states into the global economy; improvement of scientific and technical knowledge, support to the economic exchanges, strengthening sustainable economic and social development, effective governance, and address correctly the national and local needs and those of the EU and its fleet.	the Protocol.	development of a sustainable fisheries sector.
How is the Agreement relevant to the policy objectives of RFMOs and to the EU's regional network of fisheries agreements? To what extent is relevant and creates an important impact?	For highly migratory species, the Protocol contributes to achieving objectives set at RFMOs and other regional organisations²⁵ including CECAF²⁶ and to maintaining a network of SFPAs in the region on fisheries management and scientific issues. It creates synergies with the EU and neighbouring countries at RFMOs.	Comparison between SFPAs and these organisations objectives and how the implementation of the Protocol contributes to their objectives; consistency, coherence and cooperation with objectives of other fisheries Agreements in the region and the EU's interest and objectives in such regional organisations.	The Agreement and its Protocol are relevant for the policy objectives of the RFMOs and the EU's regional network of fisheries agreements.

²⁵ International Commission for the Conservation of Atlantic Tuna (ICCAT), The Ministerial Conference on fisheries cooperation among African States bordering the Atlantic Ocean (ATLAFCO/COMHAFAT)

²⁶ Fishery Committee for the Eastern Central Atlantic (CECAF)

Consistency - The extent to which the Agreement and its Protocol do not contradict and is coherent other interventions with similar objectives

Questions	Success criteria	Suggested indicators	Answer
How coherent is the Protocol with CFP in general and with its external dimension and the regional fisheries policy (RFMOs and other organisations including CECAF and network of SFPAs at national, sub regional and regional scale)?	The Protocol is in line with the CFP in general, contribute to achieving EU objectives at regional level - including the creation of a regional network of SFPAs - is consistent with other SFPAs in the region and RFMOs and other Organisations objectives.	Consistency with the CFP and its external dimension and the main strategies policy orientations at regional and sub regional level.	The Protocol is consistent with the CFP. In addition, it is generally consistent with other SFPAs implementation protocols in the region. It is also consistent with the objectives of ICCAT. It also contributes to achieving the EU's objectives at regional and sub-regional levels.
To what extent is the Protocol and its implementation consistent and coherent and complements with the other EU policies, such as the Association Agreement, the EEAS, -INTPA, SANTE, TRADE and TAXUD policies and legislation?	The Protocol makes a substantial contribution to other EU policies and conversely. The Protocol and its implementation are coherent and cooperate very positively with other EU interventions.		The Protocol contributes to other EU policies. The protocol and its implementation are coherent and cooperate in a very positive way with other EU interventions.
In what ways are the Agreement and Protocol consistent with the national fisheries policy and other related policies and are well coordinated with regional fisheries policies and the Special Partnership?	The Protocol contributes to achieving the priorities identified nationally, locally and regionally. Authorities, stakeholders and society are aware and informed on the contribution. The Protocol contributes to the	Consistency with the national and regional Fisheries, marine and maritime policies and sectoral policies in the country. Benefits to the governance of the country and to the protection and sustainable management of natural	The protocol contributes to the achievement of the priorities identified by the Cabo Verdean authorities at different geographical scales.

	sustainable management of fisheries at local, national and regional level	resources and to the society.	
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The EU added value – The extent to which the intervention brings EU added value

Questions	Success criteria	Suggested indicators	Answer
What is the additional value resulting from the EU intervention under the Protocol, compared to the absence of Agreement/Protocol? To what extent would Member States have had the ability or possibility to put in place appropriate alternative measures? To what extent the overall benefits of the Agreement and Protocol have an added value for the EU?	Financial contribution, in particular sectoral support, successfully used to support and develop the national and local fisheries sector. Evidence of the need and usefulness of the benefits arising from the Agreement, in particular in terms of good governance, natural resources conservation, sound implementation of sectoral policies, infrastructure, social services, the setting-up of businesses, vocational training, and of programmes aimed at developing and modernising the fisheries sector, to ensure that this distribution benefits the country, its natural resources and the population. The fishing species included in the agreement are the ones of interest for the EU fleet considering the species available and fishing possibilities for all	Data on the implementation within the current Protocol in economic, social and environmental terms compared to other agreements or with no agreement.	A fisheries agreement appears to be beneficial for the EU, but also for the partner country, by promoting the direct involvement of the EU in the monitoring of the EU vessels (all flags – EU Member States combined), in the context of the EU's contribution to the implementation of Cabo Verde's sectoral policy and of creating a platform for sectoral dialogue between the EU and Cabo Verde (compared to state interventions by individual EU members).

Questions	Success criteria	Suggested indicators	Answer
	fleets operating in the same area.		
What is the additional value resulting from the EU intervention under the Agreement and the Protocol, compared to what could be achieved by the Union fleet outside the framework of the Agreement?	The Agreement and its implementing Protocol provide substantial benefits to the EU and nationally and locally over private agreements.	Uptake of licences, comparison of all costs and benefits of operating under this Agreement, other SFPAs and private agreements, degree of legal certainty provided by the Agreement and its legal framework	EU intervention brings added value compared to direct interventions by EU shipowners. Granting of direct authorisation requires the denunciation of the current SFPA, which can only take place in an exceptional manner according to the terms of the SFPA.

Acceptability – The extent to which stakeholders accept the policy in general and the particular instrument proposed or employed

Questions	Success criteria	Suggested indicators and sources	Answer
To what extent are the EU ship-owners satisfied with the Protocol?	The EU ship-owners are satisfied with the technical and financial conditions set up by the Protocol and support its renewal (with possible adaptations).	Result of interviews of ship owners and fisheries associations	The EU shipowners are generally satisfied with the Protocol and support its renewal.
To what extent is the Protocol supported by the civil society in the EU and nationally and locally?	Representatives of the civil society are satisfied with the environmental and social conditions set up by the FPA and its Protocol and support their renewal (with possible adaptations).	Result of interviews of NGO representatives and other stakeholders, local population, fishing operators in the EU and in Cabo Verde, fisheries industry in the EU and	Civil society understands the importance of the SFPA for Cabo Verde. It calls for better visibility - transparency in its implementation through the publication of progress

		locally/nationally/regionally	reports, and the use of awareness-raising activities aimed at coastal communities as enshrined in the current Protocol, and in a possible future Protocol.
To what extent is the Protocol supported by the sector (ship owners and processors) in the EU and in the partner country, nationally and locally?	The national and local ship-owners do not experience competition by the EU fleet and fish processors benefit from purchase opportunities generated by the Protocol and support its renewal	Result of interviews of industry and NGOs representatives, content of articles, press, reported incidents between fleets.	Coastal communities do not compete for fishing zones because the EU fleet has to operate far from the coast. However, rivalries regarding target species (tuna) are present. Local shipowners' associations and consulted coastal communities call for more transparency in tuna fishing activities,
To what extent the administration, stakeholders and society are in general satisfied with the Protocol?	National and national and administration, stakeholders and society in general Society are satisfied with the implementation of the Protocol's obligations and seek its renewal; they praise the benefits of the fisheries partnership.	Level of compliance with the Protocol's obligations in terms of seamen embarked, landing obligation, observers, data reporting etc, Impact of the Agreement's implementation to national/local population in social and economic terms, communication activities and their impact, communication activities, press statements, content of articles, etc.	The EU fish processors, having replied to the consultation, are satisfied with the implementation of the Protocol, and support its renewal (with potential adaptations). The local and national third-country administration is satisfied with the implementation of the Protocol and supports its renewal by considering possible improvements, particularly in the monitoring – control of the shark management, and in mitigation

			measures regarding accidental catches of turtles and birds (especially for the longline fleet) and in the encouragement of landings.
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ANNEX IV. OVERVIEW OF BENEFITS AND COSTS

The cost-benefit ratios relating to the value of access payments and catches are presented in the following table in this section. In total, it is estimated that Cabo Verde received an average of €148/tonne for tuna caught by EU operators in its waters, of which 57% was borne by EU shipowners. Including the sector support envelope, the average value of tuna caught in Cabo Verde waters was €213/tonne, 40% of which was borne by EU shipowners.

The average price is higher than the average of EUR 110/tonne negotiated ex ante. This is because the average EU tuna catch (6,572 tonnes per year on average between 2019 and 2021) is (82%) lower than the reference tonnage (8,000 tonnes) used to set the level of EU access payments.

The comparison between the access costs paid by the EU and the value of the catches obtained shows that Cabo Verde received on average between 2019 and 2021 11% of the value of the catches in exchange for access payments, and 21% if the sectoral support envelope is included. By way of comparison, in the Indian Ocean (albeit a different ocean), these percentages are close to the reference access values (12%) agreed by the member states of SWIOFC - the Indian Ocean Fisheries Commission - in 2020 as part of the voluntary guidelines on minimum access conditions.

Table: Average cost-benefit indicators in relation to the average price paid for each tonne caught by the EU tuna fleet in Cabo Verde waters over the period 2019 and 2021 .

	EU access payments only	Total EU payments (access + sectoral support)
EU payments for access (kEUR)	418	418
Planned EU payments for sectoral support (kEUR)		945
554	554	
Total EU payments (kEUR)	972	1 917
Average access cost / value of catches (%)	11%	21%
Average access cost per tonne caught (EUR/tonne)	148	213
Access cost paid by the EU (EUR/tonne)	64	207
Access cost paid by EU shipowners (EUR/tonne)	84	84

	EU access payments only	Total EU payments (access + sectoral support)
Average % borne by EU shipowners	57%	40%

If we consider the cost-benefit ratios in relation to gross value added, the main conclusion is that each euro invested by the EU in the access compensation payment supports the creation of 28.76 euros of value added, all entities taken together. For the EU, the GVA multiplier is positive, with each euro invested by the EU in compensation for access contributing to the creation of 13.36 euros of added value.

For Cabo Verde, the leverage effect of the protocol is positive, with each euro invested by the EU in the payment of compensation for access contributing 6.92 euros of added value, with three main contributions: i) the scale of access rights provided for by the protocol and the effective use of fishing opportunities by EU tuna vessels, ii) the use of part of the catches by the national fish processing sector and iii) the purchase of repair and maintenance services in the port of Mindelo.

Table: Cost-benefit indicators in relation to the gross added value generated by the activities of EU tuna vessels in Cabo Verde waters over the period 2019 and 2021 (annual average)

	GVA /	Catches	Compensation	Shipowners' fees	Total payments
All entities	Direct GVA	3 029	7,24		
	Indirect GVA	9 005	21,52		
	Total GVA	12 453	28,76	21,72	12,37
The EU	Direct GVA	1 486	3,55		
	Indirect GVA	4 107	9,81		

	GVA /	Catches	Compensation	Shipowners' fees	Total payments
	Total GVA	5 592	13,36	10,09	5,75
Cabo Verde	Direct GVA	721	1,72		
	Indirect GVA	2 175	5,20		
	Total GVA	3 315	6,92	5,23	2,98
Other entities	Direct GVA	822	1,96		
	Indirect GVA	2 724	6,51		
	Total GVA	3 546	8,47	6,40	3,65

Main questionnaire sent to stakeholders

- What is your opinion on the current Protocol 2019 – 2024 implementing the fisheries agreement given the objectives of the Common Fisheries Policy?
- Are you generally satisfied with the level of information available on the implementation of the Protocol? If not, what do you think should be done (in a reasonable and feasible way)?
- Do you face difficulties in the implementation of the following monitoring measures attributed to Member States in the context of this agreement?
- In the event the Protocol is renewed in 2024, what changes should be made compared to the current Protocol?
- Do you have any other comments?

Background

In line with the implementation of the Commission guidelines and the better regulation ‘toolbox’, a consultation strategy has been elaborated by the contractor to support the preparation of the negotiations for the renewal of protocols to the fisheries partnership agreements (SFPAs). The strategy has had to define the best means of achieving relevant stakeholders both in the EU and in the partner country concerned.

Objectives

The aim of the consultation:

1. To obtain stakeholders’ views on the implementation of the ongoing protocol, as well as on the possible renewal of the protocol, including the different options;
2. To use the results of this consultation in the evaluation report.

Approach to consultation of stakeholders

The main stakeholders concerned with the Protocol, which have been consulted, are as follows: 1) Member States flag ships beneficiaries; 2) representatives or associations of ship-owners in the beneficiaries of this Protocol; 3) non-governmental organisations (NGOs); 4) The partner country administrations; 5) the private sector and civil society.

Results of the stakeholder consultation

The views of the organizations are synthesized in the main text of the evaluation report, in particular in the ex-post evaluation chapters of the current protocol and ex ante of a possible future protocol. The detailed answers to the stakeholders' consultation and the list of stakeholders consulted are included in Annex 8²⁷ of the Evaluation's report.

²⁷ Évaluation rétrospective et prospective du Protocole de mise en œuvre de l'accord de partenariat dans le domaine de la pêche entre l'Union européenne et la République de Cabo Verde, Annex 8, p. 133