

Programme for the implementation of a Regional Fisheries Strategy for the Eastern and Southern Africa and Indian Ocean Region

Programme pour la mise en oeuvre d'une stratégie de pêche pour la région Afrique orientale-australe et Océan Indien



## PARTNERS MEETING ON FISHERIES STRATEGY FOR THE ESA-IO REGION 2012

Implementation of a Regional Fisheries Strategy For  
The Eastern-Southern Africa  
And Indian Ocean Region

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Implementation of a Regional Fisheries Strategy  
For The Eastern-Southern Africa and India Ocean Region

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# Partners Meeting on Fisheries Strategy for the ESA-IO Region

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## 1.0 INTRODUCTION

The SmartFish Programme has, as its main objective, to support the implementation of a regional fisheries strategy for the ESA-IO region. This is based on the strategies of IOC and other regional bodies, as well as related documentation such as the specific 'fisheries chapter' endorsed by other RECs within the framework of the Economic Partnership Agreement (EPA) negotiations. Efforts have also been deployed over the last two years by the AU-NEPAD which will lead to the adoption of an overall sectoral strategy for the sustainable development of fisheries and aquaculture in Africa, which is called the Comprehensive African Fisheries Reform (CAFRS).

Recognizing the importance of such strategic developments and the need to develop stronger linkages between RECs, RFMOs, national institutions and supporting projects, the SmartFish Programme has recently initiated a comprehensive review of these developments and related issues. The review is focusing on the strategic framework of the ESA-IO region and its connections with strategic developments in Africa (AU-NEPAD), in RFMOs/RECs and in countries from the region. Concurrently a review of ongoing and planned regional support to fisheries is also being updated.

## 2.0 OBJECTIVES OF THE PARTNERS MEETING

This meeting intended to bring together development partners in an effort to ensure greater coherence and efficiency in tackling collectively the key challenges of the sector. More specifically, the meeting aimed at achieving clarity in the strategic framework of the region,<sup>4</sup> assessing present support and remaining gaps, as well as identifying ways and means for improved cooperation between parties.

As well, this meeting was a step in the process of enhancing regional action plans for fisheries and aquaculture strategies in the ESA-IO region. SmartFish also intends to organize a similar meeting focusing on selected key challenges for which strategic frameworks or policies may need to be developed.

## 3.0 CONCLUSIONS AND RECOMMENDATIONS

*The meeting was held on the basis of two reports commissioned by the SmartFish Programme aiming at analyzing regional strategic and policy frameworks in the ESA-IO region in relation to fisheries, including supporting projects and programmes, with a focus on coherence issues.*

1. The meeting recognized that the SmartFish Programme is the result of a common will for the implementation of a regional strategy bringing together the IOC, the COMESA, the EAC and the IGAD member states aiming at bringing coherence and complementarity among partners in support of sustainable fisheries benefits in the ESA-IO region. The region also looks forward to working closely with SADC in that matter.
2. The meeting took note that African Governments, through the Conference of Ministers of Africa Integration (COMAI) and the Conference of African Ministers of Fisheries and Aquaculture (CAMFA) leading to the NEPAD Agency initiative have recognised the need to achieve greater integration in a continental context with RECs as building blocks.
3. The meeting further noted that the AU is leading a process to develop a Comprehensive African Fisheries Reform Strategy (CAFRS). The aim is for this to be endorsed at a Heads of State Summit following adoption at CAMFA 2013. The meeting agreed that it is important that AU member states and other stakeholders contribute to the development of the CAFRS which will provide an overarching reform strategy in the future.
4. The meeting recognized that the overlapping and multiple memberships of the RECs overlaid by international agreements mean that countries may have commitments to implement potentially inconsistent fisheries policies and strategies.
5. The meeting expressed the need to clarify the linkages, coordination and complementarities of various institutions with the aim of ensuring efficient and effective delivery of the fisheries strategies in the region.

6. The meeting further suggested that the RFBs enhance the provision of capacity building and technical support as required by RECs in order to improve the regional integration processes. Notwithstanding the fact that some RFBs may include non-African countries, the key issue of how best to represent African interests may be addressed by a coordinated Africa Voice. The meeting also recognized the need to provide support to RFBs with the objective of assisting the ESA-IO countries to overcome impediments towards the implementation of their obligations to RFBs.
7. It would be useful to draw lessons from best practices from the region and elsewhere, analyzing for example the Council of Regional Organisations in the Pacific (CROP).
8. The meeting noted that, at present, the ESA-IO regional fisheries strategic framework comprises a number of elements from the various regional organizations. The meeting therefore recommended developing a common ESA-IO strategic document that will aim at guiding actions at regional and national levels and which will include elements of reform and clear priorities to achieve better outcomes for fisheries.
9. Aside from difficulties faced by countries in implementation, the meeting noted that there were no major gaps and inconsistencies in the regional support provided.
10. The meeting emphasized the need for regular reviewing and assessment of performance of regional and national strategies, the key issue being the extent to which strategies and policy commitments are being implemented. Performance indicators and baselines need to be developed based on the work already undertaken by projects such as SWIOFP and SmartFish.
11. National strategies need to include a regional dimension and regional strategies need to build on national strategies. The meeting noted the need to consider how this interactive process will work, including how countries may be supported to implement regional objectives. It could be useful to consider mechanisms that could be used to channel the support of relevant stakeholders in order to achieve the set objectives.
12. There is a need to provide countries with support to ensure that regional commitments are reflected in their national policies. The meeting noted that it could be done through a peer review process such as the "coherence mechanism" of the AU-NEPAD.
13. The meeting constitutes the beginning of a process for ensuring linkages and coherence between projects and partners in the ESA-IO region. It was recommended that this work be pursued through the development of a compendium/database of ongoing and upcoming initiatives. IOCSmartFish will build on the two reviews presented at the meeting to complete documentation on this matter. This will assist in building partnerships and coherence between the different projects active in the region.
14. In this context, the meeting recommended that a detailed analysis be undertaken of projects in the region to see how they support specific elements of the strategic framework of the ESA-IO region. The analysis should consider the implementation and outcomes and not just the intentions.
15. The meeting noted that a fisheries management planning approach is becoming widely used and recommended that attention be paid to the sequencing of actions within such plans and the development of social and economic information to support their implementation and evaluation.
16. The meeting recommended that SmartFish in collaboration with all partners ensure follow-up actions including participation to the African Ministerial meetings and the organization of annual partners meetings.
17. Comments on the two reports to be submitted by Friday the 3rd of August at latest. Final reports to be sent by 15th of August.
18. The report of the meeting will be sent to all partners by the 15th of August.



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## 5. Annex 2: Final Agenda

### Partners Meeting on Fisheries Strategy for the ESA-IO Region Flic en Flac, Mauritius, 30th-31st July 2012

#### Agenda

Monday 30th July 2012	
08.30 – 09.15	Registration
09.15 – 09.30	Official Opening
09.30 – 10.00	Overview of regional arrangements
10.00 – 10.45	Pan-African & RECs fisheries strategic frameworks
10.45 – 11.00	Coffee/Tea break
11.00 – 11.30	RECs and RFBs: coherence and linkages
11.30 – 12.30	Discussion on possible gaps and coherence issues in regional fisheries strategic framework
12.30 – 14.00	LUNCH
14.00 – 14.30	Partners' recommendations on fisheries strategic framework
14.30 – 15.00	General review of projects and programmes in support of regional strategies
15.00 – 15.30	Coffee/Tea break
15.30 – 17.00	Partners presentations and discussion on existing projects & programmes
Tuesday 31st July 2012	
09.00 – 09.30	Preliminary considerations on coherence issues between national and regional strategic frameworks
09.30 – 10.00	Partners' reactions and contributions to the analysis
10.00 – 10.45	Developing regional collaborative approaches and mechanisms for the future of fisheries
10.45 – 11.00	Coffee/Tea break
11.00 – 12.30	Preparation of conclusions and recommendations by drafting committee
12.30 – 14.00	LUNCH
14.00 – 15.30	Adoption of conclusions and recommendations
15.30 – 16.00	Coffee/Tea break

**4.ANNEX 3: REVIEW OF STRATEGIC  
AND PROGRAMME DEVELOPMENTS  
IN THE ESA-IO REGION IN RELATION  
TO FISHERIES GOVERNANCE,  
DEVELOPMENT AND MANAGEMENT**

*Stephen Cunningham*



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## LIST OF ACRONYMS

ASCLME	Agulhas and Somali Current Large Marine Ecosystems Project
AU	African Union
BMU	Beach Management Unit
CAADP	Comprehensive Africa Agriculture Development Programme
CAFRS	Comprehensive African Fisheries Reform Strategy
CAMFA	Conference of African Ministers of Fisheries and Aquaculture
CCRF	Code of Conduct for Responsible Fisheries
COFI	Committee on Fisheries, FAO
COMESA	Common Market for East and Southern Africa
EAA	Ecosystem Approach to Aquaculture
EAC	The East African Community
EAF	Ecosystem Approach to Fisheries
EIA	Environmental Impact Assessment
ESA-IO	Region of Eastern and Southern Africa and the Indian Ocean
FAO	Food and Agriculture Organisation of the United Nations
GDP	Gross Domestic Product
IGAD	The Intergovernmental Authority on Development
IOC	Indian Ocean Commission
IOTC	The Indian Ocean Tuna Commission
IUU	Illegal, Unregulated and Unreported (fishing)
LTA	Lake Tanganyika Authority
LTRIMP	Lake Tanganyika Regional Integrated Management Programme
LVFO	Lake Victoria Fisheries Organisation
MCS	Monitoring, control and surveillance
MDG	Millennium Development Goal
MS	Member State
NEPAD	New Partnership for Africa's Development
NFFP	NEPAD-FAO Fish Programme
NPCA	NEPAD Planning and Coordinating Agency
PAF	International Partnership for African Fisheries Governance and Trade
REC	Regional Economic Community
RFB	Regional Fishery Body
RFMO	Regional Fishery Management Organisation
SADC	Southern African Development Community
SIOFA	The Southern Indian Ocean Fisheries Agreement
SMARTFISH	Implementation of a Regional Fisheries Strategy for the ESA-IO
SPADA	FAO Special Programme for Aquaculture Development in Africa
SPFIF	Strategic Partnership for Fisheries Investment Fund
SPS	Sanitary and phytosanitary
SWIOFC	Southwest Indian Ocean Fisheries Commission
SWIOFP	South West Indian Ocean Fisheries Project
WTO	World Trade Organisation



## EXECUTIVE SUMMARY

The fisheries sector in the ESA-IO region is the target of numerous strategy and policy instruments that have been developed in recent years. Such strategies have been developed by the RECs and the RFMOs, and a number of regional projects and programmes to support the implementation of these strategies are either underway or in the pipeline, funded by a range of donors.

At the same time, the AU/NEPAD is seeking to develop an overarching strategy for African fisheries.

The primary task of the SMARTFISH Programme is to implement a regional fishery strategy towards the sustainable economic integration of the fisheries sector in the region. The programme is designed to initiate a long term process by addressing relevant identified priorities.

This report seeks to contribute to a governance process for the sustainable exploitation of marine fisheries in the ESA-IO region. It intends to provide an analytical compendium of strategies and plans as well as an analytical review of what various programme and projects do in relation to addressing key issues and gaps.

The purpose of this report is first to review the fisheries and aquaculture strategies developed at the regional and sub-regional level, in particular in relation to pan-African developments; second, to review existing and pipeline regional programmes related to these strategies and third, to identify “gaps” in the sense of either key issues that are not being addressed or issues that could be addressed in a more effectively.

AU/NEPAD is advancing in two key ways: first, towards a Comprehensive African Fisheries Reform Strategy and second, towards an “African voice” in fisheries. A first stakeholder meeting to discuss the development of the CAFRS was held in Abidjan in June 2012. This meeting endorsed the wealth-based approach to fish resource exploitation as a key strategic theme. Further meetings are to be held during 2012 with a view to finalising CAFRS for presentation to the next CAMFA which is now due to be held in 2013.

The purpose of the African voice is to change the way in which Africa interacts with the rest of the world in fisheries with African States speaking in

harmony and unison in international gatherings. This development was strongly endorsed by numerous African countries during COFI 2012.

At the ESA-IO level, both IOC and COMESA have dedicated fisheries strategies. In the case of EAC and IGAD, fisheries are discussed within the context of other thematic strategies, although in the case of EAC, the LVFO represents most of the fisheries interest and has its own strategic document. SADC has a fisheries protocol which is of interest to the ESA-IO region due to overlapping membership of RECs.

In addition to LVFO, other RFMOs in the region are SWIOFC, IOTC, LTA and SIOFA. Other than LVFO, the RFMOs do not present strategies in the same way as the RECs. Instead, the RFMO strategies depend on their functions and on the requests and priorities of their Member States.

There are numerous projects in the region providing support at pan-African, regional and national levels. In an over-arching review of this type, it is difficult to establish project strategies precisely. Only a full project evaluation could achieve this. The paper mostly reports on stated goals and approaches therefore. However, the case of ASCLME where more information was available is used as an example to draw out some cross-cutting issues.

The final section discusses “gaps”. Given the numerous regional organisations and projects, this is not an easy task. In fact, the main problem does not seem to be gaps at all but rather overlaps between organisations and also overlaps between projects. Given the AU/NEPAD goal of an African voice, it would seem useful to undertake an institutional review with the aim of simplifying the current situation.

At the moment, the AU/NEPAD approach seems to be moving away from the kind of strategies adopted in the region. However, AU/NEPAD has only recently begun to develop the Comprehensive African Fisheries Reform Strategy (CAFRS). The development of this document gives ESA-IO regional organisations the opportunity to intervene either to orientate CAFRS in a direction that suits them or to draw the lessons from CAFRS for strategic reform in the areas for which they are responsible.

A third key issue is the sequencing of policy interventions. Most fisheries strategies seek to

reduce IUU fishing and increase trade opportunities, but the full benefits from these two activities will only be generated if they are preceded by reforms that bring fishing capacity and effort under control.

Finally, the focus on regional projects and integration is to some extent a response to the failure of national level interventions. It seems important however not to overdo the switch from national to regional. Many of the issues to be addressed in fisheries remain national level and a key question remains as to how regional projects can best assist in such circumstances.

## RÉSUMÉ EXÉCUTIF

*Le secteur de la pêche dans la région de l'AfOA-OI fait l'objet de nombreux instruments politiques et stratégiques qui ont été mis au point ces dernières années. Ces stratégies ont été élaborées par les CER et les ORGP, et un nombre de projets et de programmes régionaux en faveur de la mise en œuvre de ces stratégies, financés par un éventail de donateurs, sont déjà en cours ou passent de l'être.*

*Dans un même temps, l'UA/NEPAD cherche à élaborer une stratégie globale pour les pêcheries africaines.*

*Le programme SMARTFISH a pour tâche principale de mettre en œuvre une stratégie régionale de la pêche en faveur de l'intégration économique durable du secteur halieutique dans la région. Le programme vise à initier un processus à long terme en se penchant sur les priorités définies.*

*Le présent rapport vise à contribuer à un processus de gouvernance pour l'exploitation durable des pêches maritimes dans la région de l'AfOA-OI. Il a l'intention de présenter un résumé analytique des stratégies et des projets ainsi qu'un examen analytique des efforts déployés par les divers programmes et projets pour remédier aux principaux problèmes et lacunes.*

*Le présent rapport a pour objectif premier d'examiner les stratégies halieutiques et aquicoles élaborées au niveau régional et sous-régional, notamment en ce qui concerne les initiatives panafricaines. Le deuxième objectif est de passer en revue les programmes régionaux existants et en cours d'élaboration associés à ces stratégies,*

*et le troisième objectif consiste à identifier les « lacunes » au sens des questions clés qui ne sont pas abordées ou des problématiques qui pourraient être traitées de façon plus efficace.*

*L'UA/NEPAD progresse de deux manières principales : tout d'abord, vers une stratégie de réforme globale des pêcheries africaines et en second lieu, vers une « voix de l'Afrique » dans les pêcheries. Une première réunion d'intervenants pour discuter de l'élaboration de la Stratégie de réforme globale des pêcheries africaines (CAFRS) a eu lieu à Abidjan en juin 2012. Durant cette réunion a été approuvée l'approche de l'exploitation des ressources fondée sur la richesse comme thème stratégique clé. D'autres réunions se tiendront en 2012 dans la perspective de finaliser la CAFRS pour la présenter à la prochaine Conférence des ministres africains de la pêche et de l'aquaculture (CMAFA), qui est désormais prévue pour 2013.*

*La voix de l'Afrique vise à changer la façon dont l'Afrique interagit avec le reste du monde dans les pêcheries avec les États africains, en s'exprimant en harmonie et à l'unisson dans les réunions internationales. Cette évolution a été fortement appuyée par de nombreux pays africains durant le Comité des pêches 2012 (COFI).*

*Au niveau de l'AfOA-OI, la COI et le COMESA ont mis en œuvre des stratégies de pêche. Dans le cas de l'EAC et de l'IGAD, les pêches sont abordées dans le contexte d'autres stratégies thématiques, bien que dans le cas de l'EAC, l'OPLV représente la plupart des intérêts des pêcheries et a son propre document stratégique. La SADC a un protocole de pêche qui présente un intérêt pour la région de l'AfOA-OI en raison des multiples appartenances des CER.*

*Outre l'OPLV, d'autres ORGP dans la région sont la CPSOOI, la CTOI, la LTA et le SIOFA. Hormis l'OPLV, les ORGP ne présentent pas les stratégies de la même manière que les CER. Au lieu de cela, les stratégies des ORGP dépendent de leurs fonctions et des demandes et priorités de leurs États membres.*

*Il existe de nombreux projets dans la région qui fournissent un appui au niveau panafricain, régional et national. Dans un examen global de ce genre, il est difficile d'établir précisément les stratégies des projets. Seule une évaluation complète des projets pourrait atteindre cet objectif. Par conséquent, le*

*document fait rapport principalement des objectifs et des approches indiqués. Cependant, le cas du Projet ASCLME, disposant de plus d'informations, est utilisé à titre d'exemple pour faire dégager certaines questions transversales.*

*La dernière section traite des « lacunes ». Compte tenu des nombreux projets et organisations régionaux, ce n'est pas une tâche facile. En fait, le principal problème ne semble pas du tout résider dans les lacunes mais plutôt dans les chevauchements parmi les organisations et parmi les projets. Compte tenu de l'objectif de l'UA/NEPAD de renforcer la voix de l'Afrique, il semblerait utile d'entreprendre un examen institutionnel dans le but de simplifier la situation actuelle.*

*À l'heure actuelle, l'approche de l'UA/NEPAD semble s'éloigner du type de stratégies adoptées dans la région. Cependant, l'UA/NEPAD n'a que récemment commencé à élaborer la Stratégie globale pour la réforme de la pêche en Afrique (CAFRS). L'élaboration du présent document donne aux organisations régionales de l'AfOA-OI l'occasion d'intervenir, soit pour guider la CAFRS dans une direction qui leur convient, soit pour tirer des leçons de la CAFRS pour une réforme stratégique dans les domaines dont ils sont responsables.*

*Le troisième enjeu majeur a trait à l'enchaînement des interventions politiques. La plupart des stratégies de pêche visent à réduire la pêche INN et accroître les débouchés commerciaux, mais ces deux activités ne généreront des avantages que si elles sont précédées de réformes qui contrôlent la capacité et l'effort de pêche.*

*Enfin, l'accent mis sur les projets et l'intégration régionaux répond, dans une certaine mesure, à l'échec des interventions au niveau national. Il semble important, cependant, de ne pas exagérer le passage du national au régional. Un grand nombre des enjeux à aborder dans les pêches demeurent au niveau national et il reste à savoir comment les projets régionaux pourraient le mieux contribuer dans pareilles circonstances.*





## 1. INTRODUCTION

The primary task of the SMARTFISH Programme is to implement a regional fishery strategy towards the sustainable economic integration of the fisheries sector in the region. The programme is designed to initiate a long term process by addressing relevant identified priorities.

The Committee on Fisheries (COFI) held in Rome in July 2012 noted that legal and institutional frameworks for global ocean conservation and management already existed together with other international fisheries instruments and agreements. The issue is their implementation.

NEPAD, IOC, COMESA, IGAD, EAC, and SADC on the one hand, and the RFMOs of the region (IOTC, LTA, LVFO, SWIOFC) have in recent years developed regional and sub-regional strategies and programme that need to be reviewed and more clearly understood for more appropriate implementation.

Similarly these organizations have developed regional programmes that are being implemented through specific regional projects as well as programme that are in the pipeline. A number of donors are involved through the financing of regional projects (and often complementary national projects).

All these regional organizations and projects are partners to SMARTFISH and will benefit from a regional review and overall analysis.

## 2. OBJECTIVES OF THIS REPORT

This report seeks to contribute to a governance process for the sustainable exploitation of marine fisheries in the ESA-IO region. It intends to provide an analytical compendium of strategies and plans as well as an analytical review of what various programme and projects do in relation to addressing key issues and gaps.

The report has three parts:

1. An analytical review of the fisheries and aquaculture strategies developed at the regional and sub-regional level (as such and in relation to NEPAD and SADC). The aim being to provide a clear vision of where the region stands in terms of strategic orientation for the sector as a whole.
2. An analytical review of the existing and pipeline regional programmes in terms of their relation to these strategies and their level of implementation through the various regional projects that are now being implemented or in the pipeline.
3. A summary of gaps that could be identified through this review. For this purpose gaps will be defined as key issues that are not being addressed or as issues that could be addressed in a more effective manner.







### 3. STRATEGIES

#### 3.1 Pan-African strategy – AU/NEPAD

The 2005 AU-NEPAD<sup>1</sup> Action Plan for the Development of African Fisheries and Aquaculture is an integral part of the Comprehensive Africa Agriculture Development Programme (CAADP). The overall objectives of the Action Plan are:

- i. to increase and sustain the long-term productivity of African fisheries and aquaculture through sustainable use of aquatic resources and application of environmentally sound and efficient technologies, and
- ii. to strengthen the food security and trade benefits for Africa's socio-economic development through improved access of African fish products to domestic, regional and international markets.

For capture fisheries, a key element of The Abuja Declaration (NEPAD, 2005) was an African political commitment "to progressively replace open access to fisheries resources with limited access regimes and introduction of right-based fisheries".

The AU/NEPAD Comprehensive Africa Agriculture Development Programme (CAADP) Companion Document on Fisheries proposes broad investments on a continental scale in six key areas:

1. Human and institutional capacity;
2. Management tools and implementation;
3. Increasing and sustaining fish production;
4. Enhancing the value of fish products;
5. Sharing benefits from the sector throughout society;
6. Monitoring and exchanging of information and knowledge.

In 2010, the NEPAD Planning and Coordinating Agency (NPCA) was created as the technical body of the African Union (AU) and is leading efforts to develop the Action Plan into a pan-African fisheries strategy. An important milestone was the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA) held in Banjul 2010. The CAMFA recommendations are presented as Annex1.

From a strategic perspective, arguably the most important result of CAMFA was the recognition for capture fisheries of the importance of fish resource wealth, both for successful fisheries management and to ensure that the fisheries sector realizes its potential contribution to economic growth and social welfare. In its recommendations:

The Conference Urges Member States and Regional Economic Communities (RECs) to integrate wealth based fisheries best practices into regional and national plans in order to expedite the sector growth and contribute enormously to the economic growth of States

Whilst CAMFA made a wide range of recommendations, it is particularly noteworthy that the Conference placed great stress on the economic considerations in fish resource exploitation and moved well beyond the "traditional" strategic agenda of "fish resource conservation". This latter objective was certainly not abandoned, but was addressed as something to be achieved as an outcome of the rational exploitation of fish resources rather than as an objective per se.

The CAMFA recommendations were aimed at the AU, RECs, RFBs, Member States and other interested parties. They were endorsed in January 2011 by the AU Executive Council and the Heads of States Summit, which established CAMFA as a permanent biennial meeting.

The key strategic development is the preparation of a Comprehensive African Fisheries Reform Strategy (CAFRS), which is intended to provide the basis for an African Ministerial Task Force.

The CAFRS has a number of objectives:

- (i) Assist African states to ensure that the exploitation of fish resources makes its appropriate contribution to the key CAADP target of 6% annual growth of the agricultural sector. The primary impact will be on the poor in general through its impact on increasing the role that fisheries play in generating economic growth.

1. <http://www.nepad.org/foodsecurity/fisheries/about>

- (ii) Generate country specific information (or evidence) necessary to inform programme strategy, support advocacy and make recommendations for further investments into policy and institutional reforms.
- (iii) Generate an all-Africa approach (which includes engaging Regional Economic Communities [RECs] and Regional Fishery Bodies [RFBs]) for managing fisheries resources. This is particularly strategic for fisheries because it will help address critical regional needs for policy coherence, cooperative management and surveillance, regional trade and economic integration.
- (iv) Help create a platform for engaging fisheries and non-fisheries political leaders at national and regional levels to ensure that fisheries are given due recognition in policies on regional economic integration.
- (v) Further policy success on African soil by helping promote a coherent 'African voice' in international policy fora related to fisheries governance and trade (e.g. the FAO Committee on Fisheries [COFI], UN processes, World Trade Organization [WTO], etc).

A first stakeholder meeting to discuss the development of the CAFRS was held in Abidjan in June 2012. This meeting further endorsed the wealth-based approach to fish resource exploitation as a key strategic theme. Further meetings are to be held during 2012 with a view to finalising CAFRS for presentation to the next CAMFA which is now due to be held in 2013.

It is important to stress that in addition to changing the strategic approach to fisheries in the sense of bringing fish resource wealth to the fore, changing the way in which Africa interacts with the rest of the world in fisheries is a key goal. The development of the "Africa voice" was strongly endorsed by numerous African countries during COFI 2012.

## 3.2 Regional Economic Communities and similar bodies

### 3.2.1 Common Market for Eastern and Southern Africa (COMESA)

The COMESA<sup>2</sup> region covers an area of about 13 million square kilometres, and houses more than half the continent's population. COMESA established a Free Trade Area on 31st October, 2000, with the ultimate objective being to create an African Economic Community. The current members of COMESA are: Burundi, Comoros, Congo D.R, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Sudan, Swaziland, Uganda, Zambia and Zimbabwe.

COMESA has developed a "Strategy for the Sustainable Development of Fisheries and Aquaculture" that draws on the AU-NEPAD Action Plan for the Development of African Fisheries and Aquaculture but develops this as necessary to reflect the priorities of the COMESA region.

The overall goal of the strategy is: "to increase and sustain the contributions of fisheries and aquaculture to the region's socio-economic development and food security". Its purpose is: "to identify regional priorities for the sustainable development of fisheries and aquaculture and to outline COMESA's approach for the development of regional programmes in support of these priorities".

The strategy is constructed in three parts. The first part reviews the current situation in capture fisheries, aquaculture and trade. It then identifies the development challenges facing each of these areas. The second part sets targets for the strategy in terms of the 6 impact areas identified in CAADP. The third part outlines priority areas for investment in aquaculture, inland fisheries and capture fisheries organised around 6 key themes. An action plan is then established for the short, medium and long terms.

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2. <http://www.comesa.int/>

The change in focus from one part of the strategy to the next does not make it simple to identify the key priorities that the strategy will address. In the review, it is recognised that, with the exception of Egypt, capture fisheries are by far the dominant form of production in the COMESA region, representing over 97% of fish output with a first-sale value of some US \$2 billion. Aquaculture, apart from Egypt, remains at a low level of investment and production. Fish trade is important with exports of fish and fish products valued at some US\$726 million per annum and imports US\$531 million. Apart from some high-value products, the most important markets are within the COMESA region.

The review identifies a number of issues facing capture fisheries, aquaculture and trade. One key issue identified is that capture fisheries are increasingly reaching the limits of their physical output development potential with stagnating fish production despite fishing effort continuing to increase. Notwithstanding this recognition the website places increased fish production as the first priority, which presumably can only come from aquaculture.

Other difficulties are weak capacity in fisheries management, research and monitoring; the management of trans-boundary fisheries resources; the need to align fisheries policy with overall national development planning; weak enforcement of management measures; and the vulnerability of the fisheries sector to poverty and poor health conditions (HIV/AIDS, other infectious diseases, malaria and other water-borne diseases) which makes good management and sustainable production even harder to achieve.

In the case of aquaculture, a key requirement is for market-led approaches to development, including stronger partnerships between public and private sector. This needs to be supported by the dissemination of productive and sustainable technologies and of lessons and experiences from Egypt, and elsewhere. There is also a need for quality seed and affordable feed. Finally, at a policy level, understanding is needed of the respective contributions of different aquaculture systems to economic growth and food security and of their different support requirements.

For trade, the key strategic issue is for COMESA to facilitate Member States' access to regional and international markets for fish and fish products. Constraints include insufficient regulatory frameworks and standards. At the inter-regional level, issues include inefficient cross-border trade facilities and a lack of harmonization of trade regulations between Member States.

Having identified key development issues on the basis of capture fisheries, aquaculture and trade, the strategic document uses a different framework to address desired future outcomes for the Fisheries and Aquaculture sector. It analyses the current situation of the sector as a whole and sets one-year, five-year and fifteen-year targets on the basis of the six impact areas identified by the AU-NEPAD Comprehensive Africa Agriculture Development Programme (CAADP) Companion Document (see section 3.1).

Finally, the strategy identifies priority areas for investment in terms of the following themes:

1. Trade and market access;
2. Regulations, standards, policy;
3. Technology dissemination and research;
4. Capacity building and training;
5. Management of shared fisheries and aquaculture resources;
6. Investment facilitation;

Specific action points within each of the six areas for investment are identified according to the three main sub-sectors:

- a) Aquaculture;
- b) Inland Fisheries;
- c) Marine Fisheries.

The strategy then proposes a long list of potential actions for each of these three sub-sectors under 5 of the CAADP themes (theme 4 on capacity building is not identified separately but cuts across the others).

These actions are not prioritised but in order to move forward, an action plan was developed with stakeholders. Under this action plan, it was expected that by the end of 2012, COMESA would have:

- coordinated the development of technical support programmes in priority areas, including

resource mobilization and stakeholder engagement; begun the implementation of flagship Technical Programmes in aquaculture, inland fisheries and marine fisheries

- identified with Member States a Focal Person for implementation and up-date of the COMESA Fisheries and Aquaculture Strategy;
- assessed the need and resource implications for a Fisheries Adviser position;
- considered establishing a Committee of Ministers responsible for fisheries.

And by the end of 2015, it would:

- continue the implementation of the Technical Programmes;
- monitor the impact of programmes and feedback into policy and update the Strategy;
- establish the COMESA Committee of Ministers responsible for fisheries, which would be providing guidance for Strategy implementation;
- facilitate the development of regional policies and protocols as required.

And in the longer term, it would:

- implementation Technical Programmes and Infrastructure Investment Programmes;
- promote regional technical and policy networks in fisheries and aquaculture to continue development of programmes;
- document the impact of interventions to ensure understanding and regular updating of the Strategy

### 3.2.2 The East African Community (EAC)

The East African Community (EAC)<sup>3</sup> is an intergovernmental organisation, the members of which are: Burundi, Kenya, Rwanda, Tanzania and Uganda. In 2010, the EAC established a common market for goods, labour and capital within the region, with the goal of a common currency by 2012 and full political federation in 2015. The geographical region encompassed by the EAC covers an area of 1.8 million square kilometres, with a combined population of about 132 million (July 2009 est.).

EAC fisheries are dominated by freshwater production (about 80% by weight) compared to marine. Aquaculture is at a very low level with some tilapia, trout and shrimp being produced. There appears to be no specific EAC fisheries strategy. However, the role of fisheries is outlined in the 4th EAC Development Strategy 2011-2016 with respect to the Lake Victoria Fisheries Organisation (LVFO), which is the EAC regional fisheries body, covering a substantial part, although not all, of EAC fish production. This Development Strategy is discussed below in the section on LVFO.

Fish and fisheries are also mentioned in some other EAC strategic documents.

Fish and fish products are referred to in the “Agriculture and Rural Development Strategy for the East African Community (2005-2030)”. This document sets out the EAC strategy to achieve “a well-developed agricultural sector for sustainable economic growth and equitable development” with a mission to “support, promote and facilitate the development, production and marketing of agricultural produce and products to ensure food security, poverty eradication and sustainable economic development”.

The strategy identifies key constraints to agricultural development but most of these apply to fishing also, particularly policy issues such as governance, legal frameworks, insecurity, land tenure, institutional framework, and cross-cutting health issues, especially HIV/AIDS and malaria.

The difficulty is that understandably the strategy focusses on the role of agriculture in economic development and does not address the specificities of the fisheries sector. It targets regional harmonisation in various areas, including:

- Fisheries policies
- Sanitary and phytosanitary standards
- Environmental policies and legislation

It also seeks to promote the co-management of natural resources.

All of these features of the strategy may be helpful to fisheries.

The EAC Food Security Action Plan 2011-2015 also includes some fisheries issues. It recognises

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3. <http://www.eac.int/>



as one constraint the inadequate institutional support to the fishing industry including capture and aquaculture fisheries.

Priorities areas in the plan include:

- Developing an enabling policy, legal and institutional framework;
- Increasing food availability in sufficient quantity and quality (partly by increasing agricultural productivity, including fish. In the latter case, this is to be achieved by using modern fishing vessels, gear etc. The aim is to increase productivity by 15% by 2015. The aim is also to promote sustainable utilization and management of land, livestock and fisheries resources including Aquaculture promotion.);
- Improving access to food;
- Improving the stability of food supply and access in the EAC Region (partly by reducing fish losses due to pests and disease, and by encouraging the use of alternative sources, and the development of small-scale aquaculture);
- Enhancing the efficiency of food utilization, nutrition, and food safety.

### 3.2.3 *The Intergovernmental Authority on Development (IGAD)*

IGAD<sup>4</sup> is an eight-country East African regional development organization, headquartered in Djibouti. Current members are: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda (although Eritrea's membership has been suspended since 2007).

IGAD does not have a dedicated strategy for fisheries and aquaculture.

Aquatic resources are mentioned in some other strategic documents, in particular the IGAD Environment and Natural Resources Strategy.

The primary objective of the IGAD Environment and Natural Resources Strategy is to enhance the integration of environmental and natural resources concerns into development frameworks for environmentally-sustainable economic development in the region. Related to this, an important aim is to regain the lost past productivity

of environmental and natural resources, in part through the strengthening of policies and legislations and other regulatory frameworks both at the national and regional levels.

The goal of this Strategy is to assist and complement the efforts of the member states in environment and natural resources management.

The objectives are:

- to improve the framework for environmental and natural resources governance in the IGAD region (This would cover especially the harmonization of environmental and natural resources policies, and the development of appropriate strategies and concepts in transboundary resource management);
- to develop information required for sound environmental and natural resources management in the IGAD region and make it readily available (especially by exchanging environmental and natural resource information at the regional level);
- to enhance capacity of member states for improved environmental and natural resources management in the IGAD region (including the identification of incentive and disincentive measures to complement regulatory enforcement);
- to enhance the capability for environmental and natural resources research and development in the IGAD region (particularly through linkages and networks).

### 3.2.4 *Indian Ocean Commission (IOC)*

The IOC<sup>5</sup> is an intergovernmental organization, the members of which are Comoros, Madagascar, Mauritius, France (for Réunion), and the Seychelles. Maldives has observer status.

It has developed a regional strategy for fisheries and aquaculture ("Stratégie régionale des pêches et de l'aquaculture de la Commission de l'Océan Indien 2009 – 2014")

The strategic guidelines for the IOC were adopted by the Council of Ministers of Member States on 16 January 2005.

4. <http://igad.int/>

5. <http://ioconline.org/>

The MS recognize the need for a regional fisheries and aquaculture policy for IOC countries to ensure responsible and sustainable fisheries and the conservation and optimal utilisation of fish resources (although the term “optimal” seems to have been left undefined).

The regional strategy seeks to address a number of issues, including:

- A lack of harmonised and joint research efforts, together with the absence of diagnoses of the state of exploited fish stocks necessary to ensure conservation and sustainable and responsible management
- Heavy pressure due to illegal fishing (with only 50% of high-seas catch being declared to management organisations)
- Limited development opportunities: such opportunities exist for both coastal and offshore fishing but are limited by a range of factors such as lack of trained crew, lack of fisher organisations, lack of national representations and regional harmonisation
- Potential but very varied aquaculture development – no regional development guidelines

In order to manage, conserve and exploit fish resources sustainably and to develop responsible aquaculture, the following strategic guidelines are adopted:

- Conservation and management of fish resources are undertaken sustainably and responsibly
- Aquaculture is developed sustainably
- MCS is strengthened
- Capacity in maritime training and safety is increased
- Productivity, processing, value-addition and marketing of seafood produce and market development are enhanced

The implementation of the plan will respect and be based on a certain number of concepts, principles and practices, including:

For the fisheries sector

- Use of the precautionary principle
- Definition of various reference points (biological, economic, environmental, social) that will guide fisheries management and conservation through fishery management plans

- Adoption of the ecosystem approach to fisheries
- Ensure participation
- Use an inter-sectoral approach
- Take into account environmental constraints and climate change in the fisheries management and planning process
- Apply the CCRF

For aquaculture:

- Evaluate potential impact of aquaculture development on genetic diversity and ecosystem integrity through the concept of ecological footprint. Evaluate resource use and limits to aquaculture development
- Establish EIA guidelines for aquaculture
- Respect environmental assimilation constraints and limit pollution
- Apply technical guidelines on best practice for feed production
- Define a framework for responsible utilisation of introduced species
- Guarantee food security as well as animal health and wellbeing
- Construct common definitions and standards for biological and ecological aquaculture
- Strengthen actor participation in sector planning

To develop the strategy based on these principles and guidelines, in July 2007, the IOC Secretary General established a Fisheries and Aquaculture Working Group that includes a national focal point and a resource person from each MS.

The fisheries sector is seen to have great economic and social development potential in IOC countries. It currently produces some 5% of GDP based on offshore, semi-offshore and artisanal activities. The former segment is export-based and has its main impact through fiscal receipts. The other two are of more importance for food security, poverty alleviation and employment.

Fish resources are in two broad categories: tuna and tuna-like, and others (small pelagics, demersal fish, crustaceans, molluscs). The exploitation of tuna is managed by IOTC. Other shared resources come under the purview of SWIOFC or the Southern Indian Ocean Fisheries Agreement (SIOFA).

The absence of reliable catch and landings data

makes it difficult to know true state of the stocks other than for a few species. Nonetheless, the biological production limits of wild fish stocks are recognised and it is expected therefore that aquaculture will play an increasing role in seafood supply, with the need for a strategy to develop sustainable aquaculture.

Capture fishery management recognized as important. However, the main focus seems to be on dealing with overcapacity, which is seen as the main cause of overfishing. Further work seems to be needed in this area to clarify the relationship between these two issues which rather than being causally related are both symptoms of the same underlying problem of fish resource overexploitation. Overcapacity is the economic manifestation and it can exist with or without overfishing.

For each of the strategic guidelines outlined above, a set of results to be achieved is specified as follows. Each of these results is discussed further in the strategy document.

**SG1.** Conservation and management of fish resources are undertaken sustainably and responsibly

- Strengthen skills in research and training and their exchange
- Mechanisms implemented to enable development of common positions in international arenas
- Harmonisation of legislation and licensing for good regional governance
- Regional fishery information system (artisanal, semi-offshore, offshore, recreational) developed and used by MS
- Regional mechanisms implemented to regulate by-catch
- Demersal species are rationally exploited

Understandably, most of the points address management issues from a regional perspective. This may be a requirement for successful management of shared stocks but not for stocks exploited solely within the EEZ of a single MS. One important question that this raises is how regional bodies can best assist in the case of such fisheries.

Another important question is whether it is a good idea to harmonise legislation and develop regional information systems before firmly establishing strategy and policy towards the fishery sector. The

type of legislation needed presumably follows the policy orientation as do the information needs, even if it may possible to identify some minimum information needs that will have to be met regardless of management system and approach.

**SG2.** Aquaculture is developed sustainably

- Strengthen skills in research and training and their exchange
- Implement a code of conduct for the respect of environmental constraints and an impact monitoring system
- Obtain a regional label by meeting SPS standards for monitoring and analysis of waste, feed and seed
- Regional harmonisation of aquaculture legislation

Given current understanding of the needs for aquaculture development (as expressed for instance in the FAO SPADA approach), it is surprising that there are no expected results at the business level.

**SG3.** MCS is strengthened

- Regional agreement on IUU fishing developed; information exchange on vessel position and movement
- Port state measures strengthened
- At-sea control intensified
- Harmonised definitions of infringements and penalties
- Regional communication strategy (policy) defined

As with SG1, one question is whether appropriate MCS design does not require first the clear definition of fisheries policy and strategy, and perhaps even precise management design in terms of fishery management plans. Otherwise it may be difficult to know what kind of MCS resources to develop and in what quantity. It is also noteworthy that dealing with IUU fishing is seen as purely an MCS issue rather than being set in a compliance framework. However, this impression may arise simply from how the document is constructed.

Of course, this does not mean that all MCS has to await policy. MCS is a tool to enhance a culture of compliance. Some issues are sufficiently transversal that addressing them is unlikely to run counter to policy development, for instance in the case of controlling transshipments at sea, or preventing shark finning.

**SG4.** Capacity in maritime training and safety is increased

- Existing training mechanisms (for fishers as well as crew and other jobs in the chain) are identified and networked
- Development of regional exchange (visits) between fisher and aquaculture associations to enhance the better kinds of collective professional structure
- Regional cooperation in artisanal fisher training in safety at sea

**SG5.** Productivity, processing, value-addition and marketing of seafood produce and market development are enhanced

- Technologies are implemented
- Market access is improved
- Support for post-harvest activities (cold chain) implemented
- Cooperative and enterprise development promoted
- Regional trade in aquaculture products developed

The main impact of these measures, if successful, will be increased fishing revenues (through a combination of increased sales in the most lucrative markets and increased prices due to improved product quality) and reduced fishing costs, and hence increased profits (and rents) from the exploitation of fish resources. Whilst this policy is perfectly logical, it is important to consider the impact that it may have depending in particular on the conditions for access to fish resources (if access remains more or less open, such a policy may have unintended negative consequences through its impact on fishing effort levels). The policy may also require clarification of other dimensions of fisheries policy (for instance, in the case of significant exports, it may reduce the direct contribution of fish resources to domestic food security whilst increasing the potential indirect contribution).

### 3.2.5 Southern African Development Community (SADC)

Although not an ESA-IO organisation, SADC's strategy is briefly reviewed here since a number of ESA-IO countries are also members of SADC<sup>6</sup>. The SADC Treaty and Declaration was signed

on August 17, 1992, at a Heads of State and Government Summit held in Windhoek, Namibia. SADC currently has 15 Member States: Angola, Botswana, Democratic Republic of Congo (DRC), Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

SADC has formulated and adopted a Regional Indicative Strategic Development Plan, which includes fisheries, a Fisheries Protocol and an Implementation Programme

According to the SADC website, the Fisheries Protocol was signed in 2001, but the required number of Member States (Article 26 – two-thirds of MS) has not yet ratified it. The Sector strategy includes establishing a regional stock assessment and fisheries management system; promoting regional trade; and building capacity for better fisheries management.

The objective of the Protocol on Fisheries is to promote responsible and sustainable use of the living aquatic resources and aquatic ecosystems of interest to State Parties in order to:

- a) promote and enhance food security and human health;
- b) safeguard the livelihood of fishing communities;
- c) generate economic opportunities for nationals in the Region;
- d) ensure that future generations benefit from these renewable resources; and
- e) alleviate poverty with the ultimate objective of its eradication.

Responsibility for the implementation of the Protocol is primarily national, but in the case of shared resources, State Parties shall co-operate with one another to ensure that the objective of the Protocol is achieved.

Important strategic goals addressed in the Protocol are that:

- State Parties shall take appropriate measures to regulate the use of living aquatic resources and protect the resources against over-exploitation, whilst creating an enabling environment and building capacity for the sustainable utilisation of the resources;

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6. <http://www.sadc.int/>



- State Parties with capacity in matters of fisheries shall endeavour to transfer skills and technologies to other State Parties to enhance effective regional co-operation;
- State Parties, taking into account the best scientific evidence available shall, through proper conservation and management measures ensure that aquatic living resources in the areas under their national jurisdiction are not endangered by over exploitation;
- State Parties shall endeavour to establish common positions and undertake co-ordinated and complementary actions with regard to international fora, conventions, agreements and bodies relevant to the Protocol;
- State Parties shall take measures required to harmonise legislation with particular reference to the management of shared resources;
- State Parties shall co-operate in the establishment of harmonised minimum terms and conditions for access by non-SADC-flag fishing vessels to the fisheries resources of State Parties and may consider the joint negotiation of foreign fishing access agreements with a regional or sub-regional dimension, in particular with regard to highly migratory species;
- State Parties shall seek a rational and equitable balance between social and economic objectives in the exploitation of living aquatic resources accessible to artisanal and subsistence fishers by instituting legal, administrative and enforcement measures necessary for the protection of artisanal and subsistence fishing rights, tenure and fishing grounds, taking particular account of the needs of socially and economically disadvantaged fishers;
- State Parties shall take the necessary steps to optimise the economic contribution of aquaculture to the Region;
- State Parties shall conserve aquatic ecosystems, including their biodiversity and unique habitats, which contribute to the livelihood and aesthetic values of the people and the Region;
- State Parties shall promote sustainable trade and investment in fisheries and related goods and services by reducing barriers to trade and investment, facilitating business contacts and exchange of information and establishing basic infrastructure for the fisheries sector.

In the case of shared resources, State Parties shall co-operate in exchange of information on the state of the resources and the levels of fishing effort. Two or more State Parties may establish instruments for co-ordination, co-operation, or integration of management of shared resources and may agree on management plans. They will take measures to prevent and eliminate overfishing and excess fishing capacity in the Region and to ensure that levels of fishing effort do not exceed those commensurate with the sustainable use of fish resources.

As part of the implementation of the Protocol, in 2010, SADC Ministers responsible for Environment and Natural Resources approved a regional Aquaculture and Development Programme that aims to contribute through the enhancement of the development of sustainable aquaculture to ensure food security and livelihoods of the population of the SADC region.

In the context of the SADC regional programme for food security in member countries, Ministers also approved the Managing for Resilience Programme which aims to strengthen co-management of shared fisheries resources in the Zambezi basin (which includes 7 SADC Members States).

SADC has a plan of action for the “operationalization” of the SADC Statement of commitment to combat IUU Fishing and has endorsed the proposal to establish a Regional Monitoring Control & Surveillance (MSC) Centre to be located in Mozambique. Despite the Protocol and progress in its implementation, the SADC website identifies the following challenges to current policies and strategies:

- Lack of a programme for the effective management of fish stocks, which would cover all the Member States;
- Absence of policies to promote aquaculture (fish grown in inland ponds) and mariculture (fish in offshore ponds);
- Improving the quality of fish through appropriate handling, processing and conservation of fish landings; and
- Lack of concrete interventions to address the constraints faced by women in the sector.



## 3.3 REGIONAL FISHERIES BODIES

### 3.3.1 Lake Victoria Fisheries Organisation (LVFO)

The following paragraphs draw heavily on the EAC Development Strategy (2011/12 – 2015/16), which outlines the LVFO<sup>7</sup> as follows:

*Lake Victoria Fisheries Organization (LVFO) is an institution of the EAC, which was established by the Convention of 1994 to manage the Fisheries as one entity. The LVFO is an Inter-Governmental Organization (IGO) registered with the United Nations (UN) as foreseen under Article 102 of the UN Charter with the Food and Agriculture Organization (FAO) – Secretary General as the repository. It is also a Regional Fisheries Management Organization (RFMO) foreseen under the Rome Statute. It is an “overlay” institution, made up of its partner organizations. These include East African fisheries departments/ministries, fisheries research institutes, committees and working groups and its Secretariat.*

The main achievements of LVFO are that it has continued to harmonize, coordinate and implement measures aimed at promoting sustainable use of fisheries resources of Lake Victoria in line with the Strategic Vision (1999-2015). In 2004, the LVFO Council of Ministers adopted an LVFO Regional Plan of Action to prevent, deter and eliminate, Illegal, Unreported and Unregulated fishing (RPOA-IUU) on Lake Victoria. The RPOA supports the implementation of the Code of Conduct for Responsible Fisheries (CCRF) and links directly to the International Plan of Action on IUU fishing (IPOA-IUU) agreed by the FAO member states. The RPOA contains agreed measures to prevent, deter and eliminate illegal fishing on Lake Victoria, including actions to license and register fishing vessels, strengthen law enforcement on the lake, promote community participation in fisheries through Beach Management Units and implement a series of technical measures designed to ensure sustainable fisheries, including a minimum mesh size for gill nets, slot size for Nile perch and minimum size for tilapia.

LVFO has developed guidelines and strategies in a number of areas, including the Harmonised BMU Guidelines, the Monitoring Control and Surveillance (MCS) Strategy and the Regional Strategy and Action Plan for HIV/AIDS in fishing communities of Lake Victoria. The Organisation also collects fisheries data on Lake Victoria and operates as a clearing-house and data bank for information on the Lake's fisheries.

LVFO faces a number of challenges. One problem is that establishing the Fish Levy Trust to provide funding for management purpose is proving to be difficult. The inadequate funding has adversely affected the attempt to develop harmonised conservation and management measures. Fisheries and socio-economic information needed for management remains inadequate and national policies and legislation for fisheries management on Lake Victoria are yet to be harmonised.

There are about 1,500 fish landing sites around the lake. They are often poorly served, only 31% are accessible by an all-weather road and a mere 5% have electricity.

The development of aquaculture in the region faces a number of constraints, such as low quality and inadequate seed and feed; ineffective extension services, and unclear policies on fish farming.

Development Objective Number 11 of the EAC Development Strategy (2011-2016) concerns LVFO and is “to promote sustainable utilization and management of the living resources of Lake Victoria for maximum socio-economic benefits”. This objective should be achieved through the following set of strategic interventions:

- a) Co-ordination of research programmes to acquire sound scientific information for sustainable management;
- b) Initiation, strengthening, and co-ordination of institutional, policy, and legal framework towards building consensus to foster integrated fisheries management;
- c) Development and implementation of aquaculture in East Africa;
- d) Fish handling, quality assurance and product development;

7. <http://www.lvfo.org/>

8. <http://www.fao.org/fishery/rfb/swiofc/en>

- e) Fisheries business management, marketing and trade;
- f) Establishment of common data standards and shared databases, and also coordinated/joint data collection and analysis to foster effective and efficient information generation, flow and exchange;
- g) Institutional support to LVFO for increased mandate and scope;
- h) Forging of partnership and collaboration with Institutions and stakeholders, and consolidation of relationships with contractual arrangements through joint delivery of complementary programmes

Each of these strategic intervention areas is further developed into targets and performance indicators.

### 3.3.2 Southwest Indian Ocean Fisheries Commission (SWIOFC)

SWIOFC<sup>8</sup> was established in 2004 by Resolution 1/127 of the FAO Council under Article VI 1 of the FAO Constitution. Current members are: Comoros, France, Kenya, Madagascar, Maldives, Mauritius, Mozambique, Seychelles, Somalia, South Africa, United Rep. of Tanzania, and Yemen.

The main objective of the Commission is to promote the sustainable utilization of the living marine resources of the South West Indian Ocean region, by the proper management and development of the living marine resources, without prejudice to the sovereign rights of coastal States and to address common problems of fisheries management and development faced by the Members of the Commission.

The Commission has due regard for and promote the application of the provisions of the FAO Code of Conduct on Responsible Fisheries, including the precautionary approach and the ecosystem approach to fisheries management. Other than this, the Commission does not seem to have produced a strategy as such. Its activities are defined more through its functions and through the requests for support from its members.

The functions and responsibilities of the Commission include:

- contributing to improved governance through institutional arrangements that encourage cooperation amongst members;
- assisting fishery managers in the development and implementation of fishery management systems that take due account of environmental, social and economic concerns;
- monitoring the state of the fishery resources in the area and the industries based on them;
- assisting with the design and organisation of research related to the living marine resources in the area;
- promoting the collection, exchange, dissemination and analysis or study of statistical, biological, environmental and socio-economic data and other marine fishery information;
- providing a sound scientific basis to assist Members in taking fisheries management decisions;
- advising on management measures to member governments and competent fisheries organizations;
- advising on monitoring, control and surveillance, including joint activities, especially as regards issues of a regional or sub-regional nature;
- encouraging and coordinating training in the areas of interest of the Commission;
- promoting the utilization of the most appropriate fishing craft, gear, fishing techniques and post harvesting technologies.

The Commission has a scientific committee to help address these issues. It also establishes working parties as necessary, for instance on fisheries data and statistics. Workshops are organised to address particular issues, such as the ecosystem approaches to fisheries management, or the improvement of vessel registration.

Current priority activities include:

- (i) supporting Members States in the development of fisheries management plans
- (ii) improving the capacity for data collection and monitoring in support to small scale fisheries management and policy development,
- (iii) supporting the implementation of SPADA
- (iv) supporting a working Group on Climate change and fisheries in the sub region.

### 3.3.3 The Indian Ocean Tuna Commission (IOTC)

IOTC<sup>9</sup> is an intergovernmental organization established under Article XIV of the FAO constitution and mandated to manage tuna and tuna-like species in the Indian Ocean and adjacent seas.

The Agreement for the Establishment of the IOTC was adopted by the FAO Council at its Hundred and Fifth Session in Rome on 25 November 1993. The Agreement entered into force on the accession of the tenth Member on 27 March 1996. It defines the precise area of competence of the Commission and the species included in its mandate.

Membership of IOTC is open to Indian Ocean coastal countries and to countries or regional economic integration organisations which are members of the United Nations or one of its specialised agencies and are fishing for tuna in the Indian Ocean. Current members are Australia, Belize, China, Comoros, Eritrea, European Community, France, Guinea, India, Indonesia, Iran, Japan, Kenya, Korea, Madagascar, Malaysia, Maldives, Mauritius, Mozambique, Oman, Pakistan, Philippines, Seychelles, Sierra Leone, Sri Lanka, Sudan, Tanzania, Thailand, United Kingdom, Vanuatu and Yemen.

There are currently two Cooperating non-Contracting Parties to the IOTC - Senegal and South Africa who are not yet members of the IOTC. Taiwan, a major distant water fishing entity, with a significant presence in the IOTC Area, is however not a member of this RFMO due to its status under the United Nation's system.

The objective of the Commission is to promote cooperation among its Members with a view to ensuring, through appropriate management, the conservation and optimum utilisation of stocks covered by the Agreement and encouraging sustainable development of fisheries based on such stocks.

In order to achieve these objectives, the Commission has the following functions and responsibilities:

- a. to keep under review the conditions and trends of the stocks and to gather, analyse and disseminate scientific information, catch and effort statistics and other data relevant to the conservation and management of the stocks and to fisheries based on the stocks covered by the Agreement;
- b. to encourage, recommend, and coordinate research and development activities in respect of the stocks and fisheries covered by the Agreement, and such other activities as the Commission may decide appropriate, including activities connected with transfer of technology, training and enhancement, having due regard to the need to ensure the equitable participation of Members of the Commission in the fisheries and the special interests and needs of Members in the region that are developing countries;
- c. to adopt, on the basis of scientific evidence, conservation and management measures to ensure the conservation of the stocks covered by the Agreement and to promote the objective of their optimum utilisation throughout the Area;
- d. to keep under review the economic and social aspects of the fisheries based on the stocks covered by the Agreement bearing in mind, in particular, the interests of developing coastal states.

Conservation and management measures adopted by a two-thirds majority of Members present and voting are binding on Members of the Commission, except that Members who object to a decision are not bound by it.

Recommendations concerning conservation and management of the stocks are adopted by a simple majority of its Members present and voting. It is the responsibility of each Member to ensure that action is taken under their national legislation to implement conservation and management measures which become binding on it. Members are also expected to exchange information about fishing for relevant stocks by nationals of non-Member States or entities.

The IOTC does not appear to have a formal strategy. Certainly a search for "strategy" and "strategic" on its website returns no documents. The strategy is defined through its objectives and actions which seek to ensure the sustainable

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9. <http://www.iotc.org/English/index.php>

management and conservation of the tuna and tuna-like resources of the Indian Ocean. Much then depends on the strategies adopted by the Member States to manage the operations of their industries based on these resources.

The IOTC operates on the basis of decisions taken by the Commission. The work of the Commission is facilitated by a Scientific Committee, a Compliance Committee and a Standing Committee on Administration and Finance, together with working parties that analyse in detail technical issues related to the management goals of the Commission.

The Commission holds Annual Sessions. The IOTC Scientific Committee meets annually several months prior to the Commission meeting in order for Commission members to act on the most recent scientific advice. Several working party meetings are held throughout the year as required. Most working parties are organised by species group (e.g. tropical tunas) or for scientific purpose (e.g. tagging). However, there is also a working party on fishing capacity.

### 3.3.4 Lake Tanganyika Authority (LTA)

The governments of the lake's riparian countries Burundi, Democratic Republic of Congo, Tanzania and Zambia signed the Convention on Sustainable Management of Lake Tanganyika on 12th June, 2003. This Convention provided the framework for the establishment of the LTA<sup>10</sup> which was launched in December 2008. It recognizes the significance of Lake Tanganyika for the development of the riparian states, and the necessity of establishing a sustainable legal and institutional framework for cooperative management of the lake.

The objective of the Convention is to ensure the protection and conservation of the biological diversity and the sustainable use of the natural resources of Lake Tanganyika and its basin. To achieve this objective, a Strategic Action Program (SAP) was developed and endorsed by the four riparian countries.

Progress in implementing the Convention is overseen by the Conference of Ministers, which is the supreme organ of the LTA and consists of four Ministers, one from each of the riparian countries.

The LTA Management Committee comprises four members from each riparian country representing the fisheries, environment, water and finance sectors. This Committee supports, coordinates and monitors the implementation of the Convention.

Finally, the LTA Secretariat, organised into 4 directorates (Environment, Fisheries, Finance & Administration and Monitoring & Evaluation) is responsible for implementation of program and project activities in accordance with the provisions of the Convention.

The activities of the increasing populations in the riparian countries are posing numerous challenges for the Lake Tanganyika Basin, challenges which go well beyond fishing. Among the most immediate threats are:

- Unsustainable agricultural practices and deforestation, resulting in erosion and excessive sediment and nutrient loads
- Industrial and urban pollution (including boats discharges)
- Overexploitation of the lake's fish stocks
- Invasive species
- Effects of global climate change

Priority areas in the SAP in response to these threats include:

- improvement of community infrastructure
- improvement in water treatment,
- development of stakeholders' capacity in sustainable management of fisheries resources,
- reduction of water pollution and sedimentation flows into the lake,
- establishment of an integrated regional monitoring system.

In February 2012, the Council of Ministers signed an updated Strategic Action Plan (SAP).

The vision of the SAP for the protection of biodiversity and sustainable management of the natural resources in the Lake Tanganyika Basin is as follows: "People of the region prospering from a healthy environment in the Lake Tanganyika Basin that continues to harbour high levels of biodiversity and provide sufficient natural resources to sustain future generations."

10. <http://lta.iwlearn.org/>



The implementation of the SAP seeks to achieve Environmental Quality Objectives relating to the desired state of the environment to be achieved in 15 years and Ecosystem Quality Objectives that relate to the long-term vision of stakeholders for particular aquatic, terrestrial or water basin ecosystems. It is also expected that these Environmental and Ecosystem Quality Objectives will ensure that the lake and its catchment ecosystem is sustainably and efficiently managed and form the basis for sustainable socio-economic development in the region.

Component B concerns fisheries and sets as the goal “healthy fish stocks adequately managed to sustain future populations”.

On the face of it, the focus is heavily on conservation of fish resources. However, a framework fisheries management plan is being prepared. It is not yet in the public domain.

### 3.3.5 The Southern Indian Ocean Fisheries Agreement (SIOFA)

The SIOFA<sup>11</sup> is not an organisation but a legally-binding treaty with the objective of ensuring the long-term conservation and sustainable use of non-highly migratory fish stocks in the high seas of the southern Indian Ocean. The text of the treaty was adopted in 2006 and entered into force on 21 June 2012.

The drive for SIOFA came from the overexploitation of orange roughy stocks which were discovered in the southern Indian Ocean high seas in 1999-2000. No cooperative management arrangements existed to manage exploitation of the stocks.

SIOFA seeks to resolve this problem by providing the means to promote the long-term conservation and sustainable use of fisheries resources. It is based on the principles of the precautionary approach, ecosystem based approaches to fisheries management and effective monitoring, control and surveillance measures to ensure compliance.

Now that SIOFA has entered into force, there should be an annual meeting of parties at which decisions will be made by consensus and will be binding on all members. These meetings will review the state of fish resources, adopt minimum standards, monitor compliance and address IUU fishing.

### 3.4 African, Caribbean and Pacific Group of States (ACP)<sup>12</sup>

In addition to purely African strategies, African countries are also involved in wider initiatives. The ACP Group comprises over 70 States in the African, Caribbean and Pacific regions brought together under a partnership agreement with the EU (currently the Cotonou Agreement).

In 2009 the ACP Group established the ACP Ministerial Fisheries Mechanism. The main features of the Fisheries Mechanism are:

- An annual meeting of ACP Ministers responsible for Fisheries
- The ACP Working Group on Fisheries (comprising Brussels-based Ambassadors of ACP States)
- The ACP Secretariat, which provides the Secretariat for the Mechanism.

ACP Ministers responsible for Fisheries have met three times; in 2009, when the Mechanism was established; in 2010, when Ministers called for a 5 year Strategic Plan of Action to be developed, and most recently in June 2012, when they adopted the ACP Fisheries Mechanism Strategic Plan of Action for Fisheries and Aquaculture 2012-2016 (sub-titled “Partnerships for Fisheries Development”).

The Strategy is set out in two Parts. The first describes five Strategic Priorities:

- 1 Effective Management for sustainable fisheries
- 2 Promoting optimal returns from fisheries trade
- 3 Supporting food security in ACP countries
- 4 Promoting aquaculture
- 5 Maintaining the Environment

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11. <http://www.fao.org/fishery/rfb/siofa/en>

12. The text in this section was kindly provided by Bruce Chapman. More information on ACP fisheries may be found on the ACP website: <http://www.acp.int>



The second Part sets out a matrix of actions for each to the Strategic Priorities. The actions are largely derived from Resolutions adopted at the 1st and 2nd Meetings of ACP Ministers responsible for Fisheries. The actions cover a very broad range from core fisheries issues (fisheries management, IUU fishing, MCS etc) through to WTO negotiations, South-South cooperation and climate change. The Strategic Plan has provision for a review after 2 years. It is not a binding document, but sets down actions that States can implement in the context of their particular circumstances.

When Ministers adopted that Strategic Plan they also:

- Mandate[d] the Fisheries Mechanism to develop sustainable financing options and mechanisms to implement the plan;
- Mandate[d] the Fisheries Mechanism to identify and facilitate programmes and projects aligned with the priorities and actions identified in the Strategic Plan of Action;
- Mandate[d] the Fisheries Mechanism to develop and implement a Communications Strategy to enhance the effectiveness and visibility of the Mechanism.

The ACP Strategic Plan is a very recent development, and it remains to be seen what role it will play.



## 4. PROJECTS

### 4.1 International Partnership for African Fisheries Governance and Trade (PAF)

PAF<sup>13</sup> is a project running from 2009 - 2014 being implemented by the NPCA.

The goal of PAF is to ensure that “African fisheries resources contribute sustainably to inclusive growth”. It is expected that the project will contribute to national and regional governance reforms enabling wealth generation from fisheries that provides economic, social and environmental benefits to the Africa region, its nations and the African people. It is also expected that national and regional economic growth will be facilitated through integrated trade in fish and fish products, and that the fisheries sector will contribute to CAADP. The key output of the PAF is the development of a Comprehensive African Fisheries Reform Strategy (CAFRS) which will provide a guide to national, regional and international fishery policy reform. The project is currently working on the development of this strategy.

PAF is moving towards CAFRS supported by the activities of its various working groups. The Governance working group has undertaken a number of studies to improve understanding of the potential benefits of African fisheries in pro-poor economic and social growth. The focus of this work has been on the potential wealth generation capacity of African fish resources were they to be exploited optimally. The working group is undertaking some pilot-scale activities based on best practice and wealth-based reform models. For the moment, these activities are concentrated in the ECCAS/COREP region and also in Senegal in the case of the deep-water shrimp fishery.

The working group on illegal fishing is developing and sharing (especially through the Stop Illegal Fishing website) knowledge and experience of tools, systems and policy requirements to tackle illegal fisheries production and trade. The working

group has been building on the approach used in the SADC region to develop regional collaboration towards combatting IUU in other areas. In doing this, it has collaborated in particular with the FCWC and SRFC regional fishery bodies. The experience of this group will also feed into CAFRS.

The aquaculture working group has focussed in particular on the need for business-type models for successful aquaculture development in Africa.

The work of this project is feeding directly into the AU/NEPAD strategic vision discussed in section 1.1.

### 4.2 NEPAD-FAO Fish Programme (NFFP)

NFFP<sup>14</sup> is a collaborative undertaking between NPCA, other partner institutions and organisations across the African continent, and FAO. The immediate aim of the Programme is to support regional efforts to attain Millennium Development Goals (MDGs). Its expected long-term impact is a significantly enhanced contribution of fisheries and aquaculture to poverty alleviation, food security and economic growth through improved and sustainable management of the fishery and aquaculture sectors. This will be achieved by strengthening regional capacities and efforts to develop and implement better governance systems, policy frameworks and instruments that enhance fishery and aquaculture contribution to economic growth, poverty reduction and food security in a sustainable and economically efficient manner.

NFFP will support the development and implementation of the CAFRS (see above pan-African strategy). NFFP focuses therefore on institutional strengthening, in particular at regional and sub-regional levels, and the development of approaches, tools, methods, information and knowledge that can inform policy formulation. This technical work of the Programme focuses in particular on the application of ecosystem approaches to fisheries and aquaculture (EAF/EAA) – including sustainable development of aquaculture businesses and postharvest sector

13. <http://www.nepad.org/foodsecurity/fisheries/about>

14. <http://www.nepad.org/foodsecurity/news/2706/nepad-agency-fao-start-joint-fisheries-project>



aspects – and on disaster risk management (DRM) and climate change adaptation (CCA).

NFFP has three components:

- A. Enhanced multi-level governance, policy coherence and economic integration
  - B. Improved responsible management through the EAF and EAA
  - C. Reduced vulnerability through disaster risk management and climate change adaptation.
- The components are inter-related with B and C expected to identify best practices that will be used to underpin the governance and policy processes.

Theme A on Governance is transversal between PAF and NFFP. One key issue that must be resolved is how to ensure that the strategic focus of the PAF programme on fish resource wealth is compatible with (or integrated with) the ecosystem approach proposed by NFFP.

### 4.3 Strengthening Fisheries Management in the African, Caribbean and Pacific Group of States (ACP)-countries (ACP Fish II)

ACP FISH II<sup>15</sup> is a 4.5-year programme financed by the European Development Fund on behalf of ACP (African, Caribbean and Pacific Group of states) countries. Its aim is to improve fisheries management in ACP countries so as to ensure that fisheries resources under the jurisdiction of these countries are exploited in a sustainable manner.

The overall objective of the Programme is to contribute to the sustainable and equitable management of fisheries in ACP regions, thus leading to poverty alleviation and improving food security in ACP States.

The specific objective of the Programme is to strengthen fisheries sectoral policy development and implementation.

The expected results of the Programme are:

1. Improved fisheries policies and management plans at regional and national levels
2. Reinforced control and enforcement capabilities
3. Reinforced national and regional research strategies and initiatives
4. Developed business supportive regulatory frameworks and private sector investment
5. Increased knowledge sharing on fisheries management and trade at regional level

The first result/component provides the global framework under which all other four components will be implemented to cover the full range of fisheries policy-related activities

The major focus of the ACP FISH II Programme is to improve fisheries management, both at the national and regional levels, by supporting the development, review and update of fisheries policy instruments to ensure that they incorporate internationally recognised principles and standards. Many projects are national although some have regional scope.

The project has an excellent website producing copious amounts of information. The project does not seem to be working on the basis of an overarching strategic approach, or if it is, it is not apparent from the information on the website what this approach is. Instead the project seeks to achieve its objectives in a very decentralised manner. Projects are identified and undertaken with countries by consultants who tender successfully. Such an approach has many merits but the weakness is perhaps a somewhat ad-hoc definition of what precisely is to be done.

The terms used are similar – e.g. fishery management plans – but do they mean the same thing when used by other projects and organisations, and is the term used consistently within the ACP Fish II project itself?

ACP FISH II can provide three types of support: (i) technical assistance, (ii) training and (iii) facilitation of workshops or meetings.

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15. <http://acpfish2-eu.org/>



#### 4.4 Strategic Partnership for Fisheries Investment Fund (SPFIF)

The overall objective of the Partnership<sup>16</sup> is to promote sustainable management of fisheries resources in the Large Marine Ecosystems of Africa to achieve the goals of the World Summit for Sustainable Development (WSSD).

The project is advised by stakeholders led by the African Union through a Regional Advisory Committee (RAC) with a Secretariat based at the AU-IBAR, Nairobi, Kenya. The RAC consists of the Strategic partners: the AU, The World Bank/GEF, FAO and WWF; the Sub Saharan African (SSA) RFBs; the GEF-funded fisheries LME programmes; Civil Society Organizations; and Observers who include NGOs, IGOs, development partners and donors.

The Global Environmental Facility (GEF) has contributed US\$60 million over a 10 year period (2005 to 2015) to co-finance country level projects to promote sustainable fisheries management. This SPFIF will leverage (1:3 ratio - GEF: other investments) investments by the African countries, by the World Bank or by other institutions providing development finance.

The SPFIF has two components:

- (i) The Sustainable Fisheries Investment Fund component to encourage country-level investments in better fisheries management in SSA over 10 year period. The projects implemented under its component 1 should be consistent with existing international instruments for sustainable fisheries and poverty eradication such as the FAO Code of Conduct for Responsible Fisheries and the World Summit on Sustainable Development implementation plan. The new projects should also complement the existing work of LME programmes and NEPAD as part of the CAADP agenda.
- (ii) A regional strategic partnership component that assists to disseminate lessons learned from investments facilitated by the Fund. In complement to the existing Regional Advisory Committee, partnerships have been established between the SPFIF and NEPAD/PAF, SPFIF and EAF Nansen in

order to encourage strategic alliances so as to develop and maintain networks, establish funding pools and resources identify mobilization avenues, share scientific data and documentation.

The SPFIF has recently supported the process to strengthen multi-level coordination mechanisms and the design of a new coordination structure for Fisheries sector in Africa (CAMFA recommendation).

#### 4.5 South West Indian Ocean Fisheries Project (SWIOFP)

The SWIOFP<sup>17</sup> is a multinational research project which aims to improve the understanding and management of marine resources in the southwest Indian Ocean to the benefit of the region's riparian countries. The project forms part of the Large Marine Ecosystem Programme approach (LME) and is supported by the Global Environment Facility (GEF).

SWIOFP and ASCLME involve the same nine countries (Comoros, France, Kenya, Madagascar, Mauritius, Mozambique, Seychelles, South Africa and Tanzania; Somalia is an observer) and are linked projects seeking to provide a Transboundary Diagnostic Analysis (TDA) and associated Strategic Action Programme (SAP) for the Agulhas and Somali Current Large Marine Ecosystems. The intention is that their activities will assist countries to collectively deal with trans-boundary threats; and to strengthen scientific and management expertise, with a view to introducing an ecosystem approach to managing the living marine resources of the western Indian Ocean region.

The specific objectives of SWIOFP are:

- to identify and study exploitable offshore fish stocks within the SWIO;
- to develop institutional and human capacity through training and career building needed to undertake and sustain an ecosystem approach to natural resource management consistent with WSSD marine targets;

16. <http://www.au-ibar.org/>

17. <http://www.swiofp.net/>

- to foster development of a regional fisheries management structure for implementing the LME-based approach to ecosystem based management through strengthening the , Southwest Indian Ocean Fisheries Commission (SWIOFC) and other relevant regional bodies; and
- to mainstream biodiversity in national fisheries management policy and legislation, and through national participation in regional organizations that promote sustainable exploitation of fisheries resources

The project has a set of key performance indicators relative to its objectives, which are:

- Adoption of at least one national or multi-national management plan for a specific demersal, pelagic or crustacean fishery by each Participating country by the end of the Project;
- A regional fisheries database fully operational and inclusive of new and historic data, which contributes to the development of regional management plans for at least two fisheries by the end of the Project;
- Production of a baseline assessment (accompanied by databases) that defines the current status of relevant crustacean, demersal and pelagic fisheries in each of the participating countries by the end of the Project;
- Production of a sustainable fisheries management framework leveraged onto the agenda of regional fisheries management bodies that include biodiversity as an underlying principle.

The SWIOFP operates through a set of six components:

- i. Data Gap Analysis, Data Archiving and Information Technology. This component will establish a regional data management system to underpin information needed to ensure management of regional fisheries and to undertake a gap analysis to identify the specific research activities to be supported by the project;
- ii. Assessment and sustainable utilization of crustaceans. This second component involves the assessment of the stock dynamics of crustaceans and their fisheries. This component will include evaluation

of by-catch (substantial in crustacean fisheries), discard impacts, exclusion devices, and overall ecosystems impacts of crustacean fisheries;

- iii. Assessment and sustainable utilization of demersal fishes. Numerous demersal species are of current and, as yet, unknown potential value. This component will involve the stock assessment of these species and their associated fishery potential. Discards, by-catch, exclusion devices, and ecosystems impacts in the EEZs of these fisheries will be evaluated;
- iv. Assessment and sustainable utilization of pelagic fish. The stock dynamics of large, small, and mesopelagic species represent three sub-components of the pelagic study. A specific focus involves strategies to optimize small and large scale pelagic fisheries, including techniques such as fish aggregating devices (FADs). This component is specifically designed to strengthen the projects of the Indian Ocean Tuna Commission (IOTC) by focusing on activities related to smaller-scale fisheries and by incrementally adding to the design of the IOTC Tuna Tagging Program;
- v. Mainstreaming biodiversity in national and regional fisheries management. This component will investigate relationships between fisheries, biodiversity processes and species diversity and elaborate how these relationships could be better managed at national and regional levels;
- vi. Strengthening regional and national fisheries management. This component specifically supports the emerging regional fisheries management framework so as to build capacity in regional and national fisheries management bodies. The project will work closely with the SWIOFC to strengthen regional fisheries management structures and build the capacity of national project offices to undertake project activities. The project will also assist with the regional harmonization of national fisheries regulations.

The SWIOFP has collaborated with the EAF-Nansen project to maximise resource use, undertaking joint research cruises. This has enabled SWIOFP to assist more countries in providing them with additional information critical to the management of their fishery resources.

#### 4.6 Agulhas and Somali Current Large Marine Ecosystems (ASCLME) Project.

Most of this report focusses on the declared strategies of the different organisations. Already, a number of issues arise. But of course the difficulty is not just in the declared strategy but also in the practical implementation of the strategy. In an overview document of this type, it is not possible to review the implementation of each strategy. In order to get a flavour of the issues, this section presents a summary review of the ASCLME<sup>18</sup> strategy and its implementation.

There are a number of reasons for looking at ASCLME. The first is practical: a detailed mid-term review was undertaken of the project quite recently (2010) so it is possible to get a picture of how the project evolved in practice compared with the strategy put into place in the beginning. The information content of what follows draws on the mid-term review and on the ASCLME website but the interpretations are the responsibility of the current author.

The ASCLME is linked to SWIOFP. Both projects involve nine countries (Comoros, France, Kenya, Madagascar, Mauritius, Mozambique, Seychelles, South Africa and Tanzania) with Somalia as an observer. ASCLME began in 2008 and is due to run to 2013.

The project goal is to ensure the long-term sustainability of the living resources of the ASCLME region by introducing an ecosystem-based approach to management.

In order to achieve the goal, the project has the following objectives:

- to gather new and important information about ocean currents and how they interact with and influence the climate, biodiversity and economies of the western Indian Ocean region;
- to document the environmental threats that are faced by the countries of the region in a Transboundary Diagnostic Analysis (TDA);
- to develop a Strategic Action Programme (SAP) which sets out a strategy for the countries to collectively deal with transboundary threats;

- to strengthen scientific and management expertise, with a view to introducing an ecosystem approach to managing the living marine resources of the western Indian Ocean region.

The ASCLME Project aims to implement an ecosystem approach to management of the LME resources through information-driven governance and policy reforms at the regional level, in partnership with the member countries and other stakeholders. The ecosystem approach adopted human needs at the centre of biodiversity management. It aims to manage the ecosystem based on the multiple functions that ecosystems perform and the multiple uses that are made of these functions. The ecosystem approach does not aim for short-term economic gains, but aims to optimise the use of an ecosystem without damaging it.

The MTR notes the projects successes. It has been particularly successful in scientific/ research activities designed to fill identified gaps in knowledge of the processes in WIO LMEs. The project managers have also been flexible and inventive – for instance, “The institutional structures established by the Project are not exactly the ones laid out in the ProDoc, but in practice they effectively support the Project in achieving its main objectives and in fact demonstrate the application of the Adaptive Management approach by the Project.” (p.1) But the project, at the time of the MTR, faced a number of significant challenges.

These challenges have especially affected Outcome 3 which is that TDAs and Strategic Action Programmes and associated sustainability mechanisms in support of an LME approach are adopted. The MTE (para 119) describes this as “THE most important result of the current phase of the ASCLME project” (emphasis in original). Despite its importance strong concern was expressed by both the project itself and the evaluator that the project would be unable to deliver this outcome for three reasons.

The first relates to the practical difficulty of implementing the GEF Programmatic Approach. In developing the TDAs and SAPs, ASCLME

18. <http://www.asclme.org/>

relies on inputs from two other projects. SWIOFP would provide inputs concerning commercial fisheries. However, due to its late start and delay in some activities, SWIOFP was granted a no-cost extension leading to an 18-month mismatch with ASCLME. As a result, SWIOFP inputs would appear too late to be able to be incorporated into the ASCLME TDAs and SAPs with the result that the latter would not cover commercial fisheries.

A second big challenge is that the regional TDA/SAP required substantial additional effort leading to a risk of not achieving the main target of the Project on time. The ASCLME Project provides coordination mechanisms for the countries and international organisations in WIO. But there is no single institution or constituency available in the region to take over the future responsibility for SAP implementation. The project approach has been to attempt to establish such an institutional platform. The 1st GEF Stock-Taking Meeting (Kenya, March 2010) endorsed the concept of the Western Indian Ocean Sustainable Ecosystem Alliance (WIOSEA), which would in the long run be able to play the needed role of a regional coordinator. However, the WIOSEA is still more of a concept, and the ASCLME Project encounters, as a recognised regional player, the necessity to set up an effective consultation platform for wider group discussions. Such process will certainly take time and requires efforts not envisioned by the current project framework. This is why, one of vital activities for the near future (within the re-aligned ASCLME Project) will be the promotion of the WIOSEA at the regional and international level and the development of corresponding provisions to make it happen.

Finally, the TDA/SAP approach taken by the ASCLME project did not include the production and endorsement any National Action Plans (NAPs) based on the regional TDA and SAP. Yet, most of measures to be included in a SAP would require countries further commitment to implement corresponding activities at the national and local levels. Proper incorporation of NAPs into the countries' strategies and policies is a lengthy and negotiation-hungry process, involving not only the Ministries of Environment but also Ministries of finance, economy, development, fisheries, etc.

The MTR recommendations attempted to address the above concerns. For instance, "The regional nature of outputs to be delivered by the ASCLME Project has adversely affected the key Project's results, namely: the regional TDA and SAP. The MTE strongly supports the .... endorsement of these regional documents by the countries".

"Since the ASCLME Project is positioned best to take the role of such regional coordinator, additional time and resources have to be provided for establishing of such a forum. The WIOSEA [should become] the key implementing constituency for the SAP implementation in WIO in future".

"The current role of the regional champion played by the ASCLME Project needs to continue". Understandably, and as is often, perhaps always, the case, the evaluator sees the world in the project's terms. So the recommendations are formulated towards the project. Taking a step back however it seems clear that what is really needed is a project-independent review of current institutional arrangements and the way in which they can be rationalised and re-orientated to fulfil the SAP implementation role as part of their current and/or re-defined activities. Adding another layer of institutional complexity to the region in terms of the WIOSEA runs the risk of making a difficult situation worse.

An important lesson learnt is that in the case of LME projects it is important to engage the participating countries at all levels, using both 'Top - Down' and 'Bottom - Up' approaches (using for instance a Small Grants Programme, a set of pilot projects or demonstration sites). The MTR also makes the point that it is to establish collaboration and cooperation with the private sector at a local level.

There does not seem to be any particular need to restrict this lesson to LME projects. It seems to apply to all regional projects.

Another important lesson that emerged is that "the Governance module ... is the most challenging to be addressed in a sound and sustainable manner.



Having realised this ... the Project ... launched the Science-to-Governance component. The current approach to translating scientific knowledge gained during the last three years includes a discussion forum (think-tank) for scientists and decision- and policy-makers.”

In looking at the publications list, it is difficult to avoid the conclusion that the project is primarily a “science” project. Yet the most important output is governance related. The approach adopted in the project has been some kind of mechanism to “translate” scientific results into a governance-friendly format but there must be serious doubts whether this kind of approach can ever really succeed.

The key question (at the risk of over-simplifying) is whether the approach should be to do the science and looking for the governance application, or analyse the governance issues and do the science that is necessary to resolve them? There seems to be a need to move towards the latter approach. In concluding this section, it is important to note that the purpose is not to undertake another review of ASCLME but rather to try to generalise some of the key lessons that emerge from looking at the detail of the implementation of the programme’s strategy.

#### 4.7 EAF Nansen Project

The EAF-Nansen Project<sup>19</sup> “Strengthening the Knowledge Base for and Implementing an Ecosystem Approach to Marine Fisheries in Developing Countries” (GCP/INT/003/NOR) seeks to support the implementation of the ecosystem approach in the management of marine fisheries.

The aim is to promote sustainable utilization of marine living resources and improved protection of the marine environment.

The project started in December 2006 for five years. In January 2012, a three transitional phase began which would prepare the ground for a possible follow up phase.

The long term objective of the EAF-Nansen project is to strengthen regional and country specific

efforts to reduce poverty and create conditions to assist in the achievement of food security through development of sustainable fisheries management regimes and specifically through the application of the Ecosystem Approach to Fisheries (EAF) in a number of developing countries (Africa, Near-East, Asia, Latin America). The initial focus of the project is on Sub-Saharan Africa. Thus the EAF-Nansen project collaborates with 32 coastal countries in Africa. The project is working with a number of partners including: (i) Government institutions in partner countries; (ii) Global Environment Facility (GEF) supported Large Marine Ecosystem (LME) projects in Sub-Saharan Africa and globally, such as for the Benguela Current (BCLME), Guinea Current (GCLME), Canary Current (CCLME) and Agulhas and Somali Currents (ASCLME). Under the institutional arrangement for the project, there is a Regional Steering Committee for each of the four operational areas of the project; (iii) Other regional fisheries/ecosystem projects such as the South West Indian Ocean Fisheries Project (SWIOFP) and the Benguela Environment, Fisheries Interaction and Training (BENEFIT) project; and (iv) Other projects and programmes that are interested in collaborating in and/or contributing to one or more of the EAF-Nansen Project components.

The project has five Components, namely:

- i. EAF Policy and Management. Activities will support policies formulation consistent with EAF principles at national & regional levels and the development of revised management plans that includes EAF consideration.
- ii. Ecosystem assessment and monitoring. The procedures and methods for assessment and monitoring of key ecosystem properties will be established, including the development of standardized data collection, sampling methods, and appropriate set of indicators
- iii. Capacity Building. This component aims to increase capacity at scientific and management level on EAF approach
- iv. Support to regional research vessels through advice on use of national or regional research vessels including coordinated coverage

19. <http://www.eaf-nansen.org/nansen/en>

- v. Planning and dissemination. This concerns the project planning and dissemination of information (organization of the Advisory Group and Steering Committee meetings and the Annual Forum)

The project has four operational areas namely CECAF-North, CECAF-South, BCC (Benguela Current Commission), and SWIOFC. In addition to collaborating with partner projects to undertake ecosystem surveys, the EAF-Nansen project is also supporting regional stock assessment Working Groups in the CECAF and SWIOFC areas and running EAF courses in partnership with a number of universities in Africa.

The second phase of the EAF-Nansen project will provide opportunities to further strengthen potential partnership and synergies between the EAF-Nansen Project and the NFFP. In the second phase of the project more emphasis will be placed on support to in-country fishery management activities including institutional support for the implementation of EAF. Setting baselines to monitor climate change in the oceans will also be a priority.

#### 4.8 FAO Special Programme for Aquaculture Development in Africa (SPADA)

SPADA<sup>20</sup> was launched by FAO in 2008 to accelerate African aquaculture development. The Programme is a FAO Fisheries Departmental priority, designed to build on the growing opportunities and emerging successes of aquaculture development in the Region. Its goal is to assist African countries to reduce poverty and increase food security by enhancing the supply of and access to fish through the sustainable development of aquaculture, while contributing to overall national and regional economic and rural development. It covers all African countries at the national, sub-regional and regional levels and is aligned with the NEPAD action plan for the development of African Fisheries and Aquaculture. The programme concentrates on stakeholders' priorities and needs as they endeavour to establish aquaculture as a significant food production sub-

sector in Africa. The Programme will also provide assistance to the recently established Aquaculture Network in Africa (ANAF).

SPADA is active in seven thematic areas/components:

1. Provision of capacity building and advice as to how to efficiently structure aquaculture institutions at all levels as well as provide training on a broad spectrum of aquaculture issues. It will assist with the plans and adjusted legal frameworks that enable increased investment and production.
2. Strengthening ANAF and building effective links to extension and outreach activities at all levels including producer organizations involving local farmers "clusters"
3. Helping to ensure access by investors to critical inputs including, among others, loans/ investment capital, feed and fish seed. This would include certification programmes for the suppliers of feed and seed to ensure quality and traceability.
4. Providing guidance on the options and methods for processing and marketing including establishing quality control programmes to improve access to domestic, regional and export markets.
5. Using proven technologies, SPADA will co-ordinate and harmonize research and education programmes in the Region so as to identify comparative advantages for different research and education institutions, support regional research and education programmes, match needs with providers and generally increase the overall efficacy of these operations.
6. Establishing baselines and targets that are conducive for sustainable aqua-businesses as well as determining elements to be considered for pre- and post-investment impact assessment
7. Implementing regional and national monitoring and evaluation activities including improved and more precise statistical reporting mechanisms.

20. There is no specific SPADA web-site. Check on [www.fao.org](http://www.fao.org) and search for SPADA.

#### 4.9 Lake Tanganyika Regional Integrated Management Programme (LTRIMP)

The LTRIMP<sup>21</sup> began its first implementation phase in 2008. It was designed to facilitate the implementation of the Convention on the Sustainable Management of Lake Tanganyika, Strategic Action Plan and the Framework Fisheries Management Plan.

The LTRIMP has two immediate objectives:

- To achieve sustainable management of the natural resources of Lake Tanganyika through implementation of activities prioritized in the SAP (supported by UNDP/GEF funding)
- To improve livelihoods through physical and social infrastructure development (supported by ADB and NDF funding)

The LTA Management Committee serves as a regional steering committee and meets on a yearly basis to provide policy guidance and oversight in LTRIMP implementation.

At the national level, the UNDP/GEF Project is implemented through Management Units (PMUs) and the ADB/ND Project is implemented through National Coordinating Units (NCUs). A National Project Steering Committee (NPSC), which has a multi-sectoral membership, meets periodically to provide general oversight in the implementation of PMU and NCU activities.

#### 4.10 Harnessing the Development Potential of Aquatic Agricultural Systems for the Poor and Vulnerable

This is a Consultative Group on International Agricultural Research (CGIAR) Research Programme<sup>22</sup> focussing on Aquatic Agricultural Systems in the developing world. The key rationale for the programme is that previous research has focussed too heavily on component parts of AAS and has hence tended to marginalise stakeholders' integrated livelihoods.

To address this problem, the programme is undertaking "integrated research to identify key

constraints faced by smallholder households, seek ways to overcome them, and pursue a research agenda to guide development investment along pathways to impact".

In the case of Africa, the programme is focussing on freshwater systems, first in Zambia, and then in Uganda and Mali.

#### 4.11 Implementation of a Regional Fisheries Strategy for the ESA-IO (SMARTFISH)

This project<sup>23</sup> begins from the precept that although fisheries already constitute a key economic sector in the ESA-IO region, making a significant economic contribution, the potential for sustainable fisheries development in the region is much higher than is currently being realised.

To address this challenge, the 2009 IOC Council of Ministers endorsed a Fisheries Strategy, and, within the framework of the Economic Partnership Agreement (EPA) negotiations, the respective Ministerial Councils of the Eastern and Southern Africa (ESA), the SADC and the EAC, endorsed specific "fisheries" chapters in their respective Interim EPAs.

The overall objective of SMARTFISH is to contribute to an increased level of social, economic and environmental development and deeper regional integration in the ESA-IO region through the sustainable exploitation of fisheries resources.

Its specific objective is to support the implementation of the ESA-IO fisheries strategy for sustainable management and development of the fishery sector.

The Program aims at to achieve its objective through five main results, as follows:

**Result 1:** An Action Plan is prepared for fisheries management and development for the ESA-IO region

This component of the Program is the responsibility of FAO. It focusses on the following key areas:

- strengthening fisheries policies and legal and regulatory frameworks of the sector

21. <http://lta.iwlearn.org/management-program>

22. <http://worldfishcenter.org/our-research/cgiar-research-programs/aquatic-agricultural-systems>

23. See <http://www.fao.org/fishery/smartfish/en> and <http://www.smartfish-ioc.org/> (but the latter link is not currently working)

- improving the quality of information to guide policy development and resource management at the national and regional level, especially for the small-scale sector
- building and strengthening human and institutional capacity in fisheries and aquaculture policy development and resource management

To achieve this result, FAO is working through a matrix approach with 4 main modules:

1. An overarching and consolidating module that seeks to enhance regional and national fisheries and aquaculture strategies and policies in the region.
2. A core module focussing on fostering the use and implementation of fisheries management tools and approaches in line with the Code of Conduct for Responsible Fisheries. It will support a number of ongoing management processes in the region.
3. Two cross-cutting modules (3 and 4) applied to the three focal areas targeted under Module 2: Lake Kariba, Lake Tanganyika and Marine Fisheries. Module 3 seeks to improve knowledge and information in support to fisheries management processes.
4. Module 4 seeks to strengthen institutional, legal and regulatory framework in support to management processes.

**Result 2:** A governance framework for sustainable regional marine fisheries management and development is initiated

The ESA-IO region is committed to improving laws, regulations and institutions for fisheries development and management. This component of the program aims to promote an improved marine fisheries governance framework for the region.

This framework will be based on the key principles of good governance, such as transparency, participation, accountability, efficiency, and coherence.

Under this result, these principles of good governance will be promoted for the management of marine fisheries through a range of activities to be undertaken at national and regional level, including for instance compliance with regional and international instruments and agreements; action-oriented fisheries management planning; cost effectiveness in fisheries management; and governance performance monitoring systems.

**Result 3:** An effective MCS for transboundary fisheries resources in the ESA-IO region is developed

The program will assess individual countries' capacity to implement MCS and to establish individual country needs and expectations. These will be harmonised in the light of realistic regional requirements and of the experience of past and ongoing MCS projects undertaken in the ESA-IO region, such as the IOC Regional Surveillance Plan. An important aspect will be to sustain MCS activities and ensure its reliable institutionalisation.

An important focus will be on the multilateral requirements for harmonised action and the establishment of contacts on an operational and political level between countries. One successful example that will be built upon is regional multilateral patrols, in South Africa, Mozambique, Namibia and Tanzania.

The program will broaden the focus of MCS in the ESA-IO region to include artisanal as well as industrial fisheries, developing close collaboration with SWIOFP, SWIOFC and SADC.

A key issue being addressed concerns data and information. One aim is to improve the quality of information reported to FAO. Another is to enhance the sharing of information from VMS.

**Result 4:** A regional trade strategy is produced to ensure access of fish and fisheries product to domestic, regional and export markets

The key strategic issue is to maintain and improve access to export markets for ESA-IO fisheries. Important issues revolve around questions of tariff and non-tariff barriers, including:

- threats of reduced competitive access to international markets;
- although there are an increasing number of regional free trade initiatives, average import tariffs between regional countries themselves are generally much higher than in developed countries and have limited intra-regional trade significantly;
- many non-tariff barriers need to be addressed such as logistical and infrastructure challenges throughout the value-chain, competitive distribution systems, and quality and hygiene
- eco-labelling.

Another important dimension will be to raise the profile of intra-regional trade. The traditional



focus on large international trading blocs has diverted attention from such regional trade which nonetheless holds great potential for development.

**Result 5:** An action plan for fish and fish products, food security, and nutrition is developed and fisheries and aquaculture are integrated within overall food security strategies

This component is the responsibility of the FAO.

The key issue is to incorporating fisheries into national/regional food security strategies. The program will aim at establishing a planned process for achieving food security, addressing the four dimensions of food security: availability, access, utilization and stability.

The Program will focus on integrating fisheries and aquaculture into national and regional food security action plans.

As with result 1, a modular approach is proposed to achieve this goal, with the following three modules:

1. Enhanced action plan for fish and fish products food and nutrition security
2. Improved regional supply of fish and fish products through post-harvest loss reduction
3. Increased resilience and livelihoods diversification in fishing and fish farming communities

#### 4.12 Marine Programme (Tuna Work) of WWF CEAI

The Coastal East Africa Initiative (CEAI)<sup>24</sup> is one of the 13 large-scale programmes of WWF Network. It is based on the Vision that “Coastal East Africa’s unique and globally significant natural resource base provides the essential goods and services that support biodiversity as well as economic development and the livelihoods of present and future generations”.

Its marine programme is being undertaken with a wide range of partners including WWF MWIOPO (Madagascar and Western Indian Ocean Programme Office) and WWF ESARPO (Eastern and Southern Africa Regional Programme Office). According to WWF, tuna stocks of the Indian Ocean and their exploitation face a number of

difficulties including, for instance, overfishing, especially due to the rise of IUU fishing and subsidies, the inefficiency of WIO states and IOTC to produce and enforce good management measures for tuna resources, by-catch, difficulties in implementing suitable management practices at national and regional (IO) levels, weak institutional, policy and legal instruments, and the paucity of data/information on the status of stocks.

Faced with this backdrop, the programme seeks to facilitate Regional Tuna Fisheries Management Reform (reforming/strengthening IOTC and national fisheries management organizations). In order to achieve this aim the programme is undertaking a number of activities.

One important element is political coalition building by making the case to justify tuna management reforms and ensure that Contracting Parties are responsible and accountable. Among activities being undertaken or planned are a comprehensive supply chain analysis, an economic valuation of tuna resources in WIO states, the preparation of position papers on the status and dynamics of the Tuna fishing industry in WIO region and the lobbying of governments, FAO, AU, SADC, NEPAD, WIO trade players to support transformation.

The programme also seeks to facilitate a process for WIO states to agree on a collective approach to managing Tuna fisheries, and to develop a vision to finance the transition to sustainable management of Tuna regionally.

A key element is to support the implementation of rights-based fisheries management, through a series of pilot projects.

Other aspects include the development of by-catch reduction measures, time/area closures and no take zones in Tuna spawning areas, and target species catch limits. Recovery plans and management plans may be developed for depleted tuna stocks together with Tuna fishing capacity reduction plans.

Finally, the programme seeks to address issues of high-seas fishing, trade and IUU fishing.

24. This text is based on a powerpoint provide by Didier Fourgon. See also <http://www.worldwildlife.org/what/wherewework/coast-aleastafrica/index.html>

#### 4.13 Recent and pipeline initiatives

Global Partnership for the Oceans (GPO)  
GPO is being led by the World Bank. The Partnership already includes more than 100 partners, including FAO, coastal states, official donors, foundations, NGOs and the private sector.

The key objective is to continue with fisheries work commenced under the Profish programme which takes as its starting point the Sunken Billions report and attempts to move the world's fisheries towards more rational economic performance outcomes. The GPO takes a broader Oceans viewpoint building around fundamental issues such as the valuation of ecosystem services, addressing pollution and ocean acidification.

In the case of fisheries, the aim continues to be to generate wealth but also to look far more closely at issues of habitat loss and pollution in terms of their impact upon this wealth and its sustainability.

The first GPO programme is currently being developed in the Pacific Ocean for tuna. Future programmes are very likely to affect Africa and the ESA-IO region.

Global Sustainable Fisheries Management and Biodiversity Conservation in the Areas Beyond National Jurisdiction (ABNJ)

This is another multi-partner initiative. It is GEF-funded and led by FAO but has its own website – [www.commonoceans.org](http://www.commonoceans.org).

ABNJ are defined as “areas of ocean for which no one nation has the specific or sole responsibility”. Such areas represent 40% of the planet surface, 64% of the ocean surface and 95% of the ocean volume. ABNJ go beyond high seas in the sense that they include the water columns and seabed of the high seas.

The overall objective is “to promote efficient and sustainable management of fisheries resources and biodiversity conservation in the ABNJ and to get on track with the global agreed targets in international fora”.

The programme is organised into 4 projects:

1. Sustainable Management and Biodiversity Conservation of Tuna Fisheries in the ABNJ  
This project, implemented by FAO, includes the 5 tuna RFMOs as well as other partners. It has 3 component areas: governance (including rights based approaches to management), strengthening and harmonising MCS and reduction of the ecosystem impact of tuna fishing.
2. Sustainable Management and Biodiversity Conservation of Deep-Sea living resources and ecosystems in the ABNJ

This project is a joint responsibility of FAO and UNEP. Its partners include the existing and emerging deep-sea RFMOs, including SIOFA and the Southern Indian Ocean Deepsea Fishers Association (SIOFDA). Its 4 components include improved policy and legal frameworks, reducing adverse impacts, improved planning and adaptive management, and development and testing of area-based planning

3. Ocean Partnerships for Sustainable Fisheries and Biodiversity Conservation – Models for Innovation and Reform

This project is led by World Bank with Conservation International. The aim is to demonstrate fisheries management effectiveness in 5 priority seascapes. It has 3 component areas: pilot projects for sustainable fisheries in priority seascapes that include both EEZs and ANBJ, developing an Ocean Innovation Challenge Fund and Advocacy based on monitoring and evaluation of project success.

4. Strengthening Global Capacity to effectively manage ABN

This project is led by FAO with various partners. It focusses on dialogue, networking and outreach.

## African Fisheries Reform Mechanism

This is a GEF-funded project that aims to develop a mechanism to take forward the process to reform African fisheries begun by PAF. It is multi-partner, including NEPAD, AU-IBAR, WWF, FAO and World Bank.

The aim is that the AU through, AU-IBAR and NPCA, will develop an African Fisheries Reform Mechanism (AFRM) under which the following will be developed:

- a. Pan African Fisheries Policy framework (AFPF)
- b. Comprehensive African Fisheries Reform Strategy (CAFRS)

This development is being undertaken in collaboration with the AU's strategic partners (WWF, FAO, World Bank) and with its stakeholders, primarily the RECs and RFBs. The process is on-going and follows on from the Abidjan meeting in June 2012.

The project has five broad components:

1. Policy support to CAMFA
2. Think Tank
3. Communication and lesson learning for knowledge enhancement
4. Performance monitoring
5. Technical support

The agreed road-map for reforms at country level involves 5 broad steps:

1. Assessment: Identifying wealth generation potential of different fisheries (marine, inland) & aquaculture
2. Designing and implementing the best policy and management options for each fishery taking into account the value of the resource (within the CAADP framework)
3. Building stakeholder awareness of the positive (and negative) impacts of new approaches to fisheries exploitation and management
4. Designing fiscal arrangements (to accompany the management options) that share wealth equitably
5. Capacity-building through recruitment and training coupled with international support (e.g. through mentoring systems)







## 5. GAPS

The aim of this section is present a summary of gaps that could be identified through the reviews undertaken above. For this purpose gaps are defined as key issues that are not being addressed or as issues that could be addressed in a more effective manner.

Given the very large number of organisations and projects covering fisheries issues in the ESA-IO region, it is very difficult to affirm with any certainty that any particular issue is being covered by no one. This is even more problematic because within the scope of a review of this nature it has not been possible to review either organisations or projects in the level of detail that would be necessary. Nonetheless, a number of issues have been identified that might be considered as “gaps” in the second sense in which that term is used above. In addition, the review has highlighted some other issues that seem to be of importance to Smartfish.

The first thing that is noteworthy is the overlap between organisations in terms of joint membership. Of course, this overlap has been noticed before but the solution or proposed solution seems always to be to add another institutional layer to address particular problems, for instance the IRCC and now the WIOSEA. It would appear to be useful to undertake an institutional audit with respect to the functions that need to be undertaken at regional level with an aim of rationalising the regional organisational structure to improve effectiveness and efficiency and to provide a robust structure that can handle future challenges without the need for the addition of further institutions.

The issue of institutional proliferation is a particularly relevant in a context where the AU/NEPAD is stressing the importance of developing an African voice. It is obviously going to be more difficult to achieve this important strategic outcome for Africa the more institutions that there are to coordinate along with the Member States.

This point is alluded to in the Mid-Term Review of ASCLME, where attention is drawn to the “clear absence of a single constituency to take over the SAP-to be whilst there are so many regional and global players in WIO region” (paragraph 120c). It is in seeking to resolve this issue that the project has proposed another institutional layer in the

form of the Western Indian Ocean Sustainable Ecosystem Alliance (WIOSEA). The idea is that “the WIOSEA would amalgamate all of the regional and global initiatives and funding strategically with the country commitments and needs under a single partnership working toward a mutual goal” (paragraph 125).

It is somewhat difficult to believe that it can make sense to develop strategies in the absence of the institutions that are to implement them. But even if this is the case, given the number of existing organisations, it is equally difficult to believe that one of these organisations, either at the pan-African level or the regional level, is not in a position to take the lead on this issue.

There also seems to be significant overlap between projects. The key themes in the Smartfish project of governance, IUU and trade are found in many projects. The NEPAD/PAF project began from precisely the same themes, although has since evolved somewhat to a wider set. This widening is likely to continue with the NFFP. The ASCLME project also overlaps with Smartfish on the marine side, at least in principle, with the development its strategic action plans.

In some ways it is positive that the same themes are being addressed from multiple angles because it reinforces confidence that these are the key issues. However, the clear risk is that the policy-makers who are the main recipients of advice being generated by these projects will receive a set of mixed messages.

On the fisheries governance side, NEPAD with the endorsement of CAMFA is now developing guidance using wealth-based fisheries management with an emphasis on the exploitation of fish resources as natural capital. Most strategies are not yet in tune with this approach. Moreover, different approaches are being put forward by other organisations, especially the ecosystem approach but also more recently the human capital approach.

The preparation of the CAFRS coordinated by AU/NEPAD offers one opportunity to explore these different approaches and provide a consistent and coordinated message to policy-makers. It seems important therefore that regional organisations participate fully in the development of the CAFRS.

In this context, it will be important to consider how the development of continental-wide strategies developed under the aegis of the AU will affect regional level strategies (and national strategies of course). The objective of the AU is to encourage a reform process in African fisheries so the expectation is clearly that there should be change, in particular the shift towards wealth-based approaches.

Most regional strategies emphasise sustainable management and sustainable exploitation of fish resources, sometimes with optimal utilisation. Such language is certainly not incompatible with wealth-based approaches but the issue is the precise interpretation of terms, especially words like “optimal”. In practice, the focus seems most often to be on the conservation of the fish resource base. Although absolutely crucial, the wealth-based approach sees such conservation as a key outcome of successful management rather than as the objective. It is this change of emphasis that requires important changes in fisheries governance, management and exploitation systems in practice.

Some strategies continue to put fish production as the key objective, usually in a food security perspective. However, the difficulty is that capture fish production based on wild fish stocks is reaching (or has reached) its natural limit in terms of fish output so unless capture fisheries are viewed through a different lens it may appear that their contribution has been maximised. This is very far from being the case however when the contribution of the exploitation of fish resources to social and economic welfare is addressed in value terms.

A second common theme across projects is IUU and/or MCS. There is no doubt of course that effective MCS is critical for successful fisheries management, and to deal with illegal fishing. However, there is perhaps a tendency to underplay the extent to which successful fisheries management is critical to effective MCS. If all illegal fishing is eliminated in a fishery where access remains free and open, the net economic gains will be zero (and will probably be negative because MCS is far from being a costless activity). The same would be true in fisheries where there exists so-called “regulated open access” (i.e. a simple licensing regime) so it is not simply a

question of stopping open access, critical though this is; it also depends on how it is done. Unless effective access management arrangements exist, it will be impossible to sustain the gains made by MCS investments.

However, effective access arrangements will affect the type of MCS that is required and perhaps also the level. In the latter case, it is to be hoped that effective management will encourage voluntary compliance with management measures, with fishers being involved both in the development of measure and in their enforcement. The type of MCS, or the relative importance of different types of MCS, will depend on the type of management regime adopted. For instance, quota-based measures tend to increase the need for audit-trail type MCS onshore.

The important point is that the design of fisheries management systems and the MCS needed to support them need to proceed hand-in-hand.

The theme of fisheries trade and value added is also commonly found both in strategies and projects. The key objectives tend to be to ensure access to lucrative export markets and to increase the value extracted per tonne of fish caught. Both of these are of course eminently sensible strategic goals taken on their own terms. However, here also the crucial role played by fisheries management in ensuring the sustainability of gains is usually underplayed. Successful value addition strategies will increase the profitability of fish resource exploitation but if effective fisheries management is not in place the result will very quickly be increased fishing effort which will drive profits back down again. Better quality products will be sold in higher-priced markets but the net economic effect will be zero and the ecosystem effect will be negative because the fish stocks will be pushed to a lower level.

In term of “gaps”, the key issue here is the general need for far stronger economic analysis of both the short and long term implications of different policy measures taking into account access systems and other dimensions of fisheries governance. In this way, policy advice can be generated that enables fisheries policy to enhance coherently on all fronts.

A somewhat related issue concerns overcapacity. In some strategic documents, overcapacity is seen as the cause of overfishing, and quite

generally overcapacity is seen as an issue to be resolved directly. It is important to realise however that overfishing and overcapacity are both manifestations (outcomes) of the same underlying problem of overexploitation (the former expressed in biological terms, the latter in economic). As the exploitation of a fishery develops, overcapacity in an economic sense will emerge first and very early on. Overfishing (in its usual sense of fishing at levels where the fish stock is reduced below MSY levels) will only emerge if the price of fish is sufficiently high and/or the cost of fishing sufficiently low.

It is essential that understanding be developed of this and other elements of bioeconomic fisheries analysis in order for appropriate strategic responses to be developed. Failure to understand the point made in the preceding paragraph led the European Union to disburse in vain vast sums of public money on multi-annual guidance programmes whose aim was to resolve overcapacity directly.

Such understanding, or lack of it, might be considered another important “gap” in the development of robust strategic visions for the exploitation of fish resources.

A fourth strong theme that comes through the strategies but is less directly related to Smartfish is aquaculture development. Most, perhaps all, African countries and many international organisations are now placing great hope in aquaculture development, mainly to ensure that fish continue to make a direct contribution to food security.

There are a number of strategic issues or gaps that might be addressed here. At COFI (July 2012), it was reported that the global demand for fish products (taking into account both population and GDP growth) was expected to reach 250 million tonnes by 2030. Supply on the other hand was forecast to be only 210 million tonnes. The simple arithmetic suggests a shortfall of 40 million tonnes that will have to be met by aquaculture, given that capture fisheries production cannot be expected to increase sustainably by very much if at all.

However, this simple arithmetic may be somewhat deceptive. It behoves African countries and regional organisations to consider carefully the alternatives, even from a purely food security point of view. If the demand gap is not filled by increased production, it will be closed by higher prices. And such higher prices are a double-edged sword for Africa given the importance of fish exports to the continent. The development of substantial aquaculture production by African countries may compete with traditional fish exports, reducing fish prices compared to what they otherwise would be.

A final “gap” that may be identified concerns single EEZ fish stocks. One reason for the development of regional projects like Smartfish is the disenchantment with national projects. However, one result of taking a regional perspective seems to be a very strong emphasis on shared and transboundary fish stocks. Yet these are where the most difficult challenges to fisheries management are to be found.

One reason for a regional approach was to share common experiences, especially of successful initiatives. The problem is that examples of successfully managed and exploited fisheries in Africa remain in very short supply (as they are worldwide). Progress is most likely to be made quickly in the case of single jurisdiction stocks. So a key question is how regional organisations and regional projects can best help Member States in the management of their bespoke fish resources. Working closely some purely national fisheries on a demonstration basis appears to be the best way forward.

A similar point is made with respect to the ASCLME where it is argued that the final implementation of regional strategies will have to involve the national level. And the process will involve not only line ministries but also Ministries of Finance, Planning, Economics and so on in order to determine national budget allocations.

The link from regional back to national is perhaps being underplayed in the regional integration process.

## 6. REFERENCES

Most of the information presented above together with further information about the organisations and projects may be found on the various websites noted in the text. Some specific texts were also used. These are noted below.

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## APPENDIX 1: Recommendations of the First Conference of African Ministers of Fisheries and Aquaculture (CAMFA)

### 1. On Progress Report on 4 years post-Abuja

Recognizing the progress made in the implementation of the Abuja Summit recommendations;  
 Recognizing that new Regional Fisheries & Aquaculture Management Plans have been agreed upon and are being implemented by Member States;  
 Recognizing that despite the challenges some of these plans are moving in the right direction, judged by increased levels of cooperation to address regional fisheries management, such as IUU Fishing, and improvement in fish production, particularly from aquaculture;  
 Recognizing that coherent approach at all levels, national, regional and continental, is gaining momentum as stronger mandate for regional bodies;  
 Noting that many countries are beginning to experience increased benefits from global as well as regional fish trade;

#### The Conference:

Urges Member States and Regional Economic Communities (RECs) to integrate wealth based fisheries best practices into regional and national plans in order to expedite the sector growth and contribute enormously to the economic growth of States;

Urges Member States to submit to AU/NEPAD Agency annual progress reports on the implementation of the AU/NEPAD Action Plan for the Development of African Fisheries and Aquaculture and AU/NEPAD Agency to develop a mechanism to track progress on its implementation;

Recommends that Arrangements for regional cooperation on fisheries management frameworks be developed and included as part of the Minimum Regional Integration Plan by RECs.

### 2. On Wealth Generation Opportunities of African Fish Resources

Recognizing the wealth generation potential of African fisheries;  
 Concerned that this potential has not been fully exploited due to lack of awareness;

#### The Conference:

**Calls upon** Member States to reiterate their commitment to develop fisheries and aquaculture sub-sectors in ways that focus on increasing productivity, profitability and sustainability;

Urges Member States to include small-scale fisheries in their national strategies aimed at wealth generation;

**Urges** Member States to develop fisheries management plans that integrate rights-based and other economically rational management approaches that foster wealth creation in fisheries;

**Urges** Member States to engage in policy and institutional reforms to create enabling environment for efficient partnerships to foster investment in fisheries and aquaculture;

**Recommends** that Fisheries access agreements be negotiated at regional level and Regional Economic Communities provide a supporting role, in order to increase benefits for African countries;

**Recommends** that Trade barriers be eradicated, including through free trade zones, to facilitate intra and inter regional trade of fish and fishery products;

Recommends that an African Fisheries Day be instituted to highlight the potential of fisheries and aquaculture in wealth generation and economic development;

**Proposes** that the next CAMFA be organized under the theme “African Fisheries only for Africans”.

### 3. On Options and Context for Fisheries Policy and Governance Reform in Africa

**Concerned about** ineffective fisheries governance leading to over-exploitation of the fisheries resources economically and beyond the biologically sustainable limits;

**Concerned about** the magnitude of illegal unregulated and unreported (IUU) fishing in Africa and its adverse consequences of both the economies of Member States and the fisheries stocks;

**Recognizing that**, to be successful, fisheries policy needs to take resource wealth into consideration in order to secure current benefits and to enhance the contribution of fisheries to economic growth, social welfare and food security;

**Recognizing that** an agreed vision for fisheries should be established to set the scene for the subsequent construction and delivery of policy and success indicators;

Recognizing that policy and governance reform offers the opportunity for significant change in the way Africa's fish resources are exploited;

**Recognizing that** management of shared resources to ensure sustainability should be addressed at the regional level;

#### The Conference:

**Urges** Member States and development partners to put in place efforts to improve scientific knowledge and build the capacity of scientists on stocks, ecosystems management processes and aquaculture;

**Urges** the African Union, Member States and development partners to undertake economic evaluation of fisheries resources;

**Urges** Member States consider options for fisheries reforms and strengthened institutional arrangements in order to improve the productivity of fisheries and aquaculture;

**Urges** Member States, RECs and RFBs to adopt and implement the FAO Plan of Action to Prevent, Deter and Eliminate IUU Fishing (IPOA-IUU) and port state control measures;

**Requests** that flag state responsibility be fully implemented by all vessels flying flags of African States in order to curb IUU across the Continent;

**Requests** the RECs to assist RFBs to develop regional strategies for sustainable management of shared water resources, including the straddling and highly migratory species;

**Requests** Member States, RECs and RFBs to mainstream climate change in fisheries policies, development and management programmes;

**Urges** Member States, RECs and RFBs to integrate trade related measures, including sustainable seafood strategies to improve fisheries governance;

**Requests** the AU to ensure that the new EU IUU regulation does not represent a barrier to trade for African States and that Member States are provided with support and advice in dealing and complying with the new rule;

**Requests** the AU to lead discussions with the EU with a view to review fisheries trade-related issues such as rules of origin and related trade issues in order to maximize benefits to African countries;

**Requests** the AU to facilitate harmonized position of Member States in WTO, ICATT, IOTC and other negotiations, and strengthen the capacity of Member States to participate effectively in relevant regional and global fisheries fora;

**Recommends** that Member States and RFBs adopt and integrate ecosystem approaches in their national and regional fisheries management plans;

**Recommends** that Member States, RECs and RFBs strengthen Monitoring, Control and Surveillance and foster regional cooperation to curb IUU fishing.

#### 4. On the Role of African Fisheries and Aquaculture in the Comprehensive Africa Agricultural Development Programme (CAADP)

Recognizing the potential of the fisheries sector in achieving the 6% annual growth of the wider agricultural sector;

Concerned about the low allocation of national budget to the sector;

Recalling the commitment made by Member States to allocate 10% of their national budget to agriculture sector;

##### The Conference:

Calls upon Member States to comply with the recommendations of the 2003 CAADP Maputo commitment to allocate 10% of their national budget allocation to agriculture, increasing the proportion allocated to fisheries and aquaculture;

Requests the AU to support Member States to strengthen policy coherence in national fisheries sector with regard to CAADP in order to enhance the role of fish in food security, poverty alleviation and trade development;

Requests the AU to facilitate discussions and engagement with development partners, including Development Finance Institutions (e.g. World Bank, African Development Bank and Regional Development Banks) to review their funding portfolio and increase allocation to fisheries sector investments, including sustainable aquaculture development, within the CAADP framework where formal requests have been submitted by the Ministries of Finance;

Recommends that Member States constitute “Fish Expert Pools” to urgently engage in the country CAADP process and respond with Post-Compact fisheries investment interventions.

#### 5. On building Strategic Partnerships and dissemination of best practices in fisheries

**Recalling that** partnerships were identified by the Fish For All Summit as key ways to strengthen the capacity of Member States in sustainable fisheries management and aquaculture development;

The Conference:

**Requests** the AU to assist Member States to develop mechanisms which effectively strengthen south-south cooperation in fisheries at all relevant levels, with a view to increasing coherence in best practices between African States;

**Requests** the AU to assist RECs, RFBs and Member States to document and share local and global best practices in fisheries management and aquaculture development and their adoption and adaptation in Africa;

**Recommends** that the AU develop and implement a coordination mechanism among RECs and RFBs to ensure coherence of fisheries policies and initiatives with regional economic integration agenda;

**Recommends** that the AU put in place a mechanism for broad-based participatory policy dialogue and fisheries management, particularly for the non-state actors.

#### 6. On the Institutionalization of the Conference of African Ministers of Fisheries and Aquaculture (CAMFA)

**Recognizing** the importance of the joint periodic review of the status of fisheries resources sector in Africa by Experts and Ministers responsible for Fisheries and aquaculture;

##### The Conference:

**Commends** AU-NEPAD for the successful organization of the First Conference held in Banjul, The Gambia from 20 to 23 September 2010;

**Recommends** that the AU institutionalize the bi-annual Conference of Ministers of Fisheries and Aquaculture in Africa (CAMFA);

**Recommends** that the AU develop a draft proposal indicating a functional set-up and necessary structures required for the establishment of CAMFA.

## APPENDIX 2 – TIMELINE FOR THE STUDY

14 – 27 April 2012 – Mission to Mauritius at project office to collect basic information and discuss assignment with project team

May June July 2012 – 20 days researching and report-drafting

13 July 2012 – Draft report submitted

17 July 2012 – Revised draft report submitted

28 July – 2 August 2012 – Mission to Mauritius to present report to donor meeting

August 2012 – revision of report in line with comments received

15 August 2012 – final revised report submitted



**7.ANNEX 4: FISHERIES POLICY/  
STRATEGY COHERENCE IN  
EASTERN AND SOUTHERN  
AFRICAN AND INDIAN OCEAN  
(ESA-IO) REGION**

*Peter Manning*

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THE SIOFA IS STRICTLY SPEAKING NOT A RFB. HOWEVER, IT HAS BEEN ESTABLISHED BY TREATY WHICH ENTERED INTO FORCE ON 21 JUNE 2012. DECISIONS MADE UNDER THE TREATY ARE LEGALLY BINDING.

ITS MEMBERS ARE: THE EUROPEAN COMMUNITY, AUSTRALIA, COMOROS, FRANCE, KENYA, MADAGASCAR, MAURITIUS, MOZAMBIQUE, NEW ZEALAND, AND THE SEYCHELLES. SIOFA COVERS AREAS BEYOND NATIONAL JURISDICTION OF THE INDIAN OCEAN REGION EXCEPT FOR TUNA AND TUNA-LIKE SPECIES.

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## 1. Introduction: the need for regional integration and the fisheries sector

Recent decades have witnessed the establishment and development in Africa of regional economic communities (RECs) and regional fisheries bodies (RFBs). Their establishment and growth arose from recognition that advantages were to be gained by stimulating regional trade and other aspects of regional economic and political cooperation, involving shared development challenges and, in some cases, through the need to manage the use of shared natural resources.

Integration of the continent, including economic integration, has been a longstanding objective of African governments expressed through the objectives of the African Union (AU) and, before it, the Organisation of African Unity (OAU). From its establishment in 1963, the OAU sought comprehensive continental unity. In June 1991 the OAU Heads of State and Government signed the “Abuja Treaty” aimed at establishing the African Economic Community (AEC)<sup>25</sup>. African governments decided that “coordination and harmonization of the integration activities of regional economic communities” within the framework of the AEC must be the “final objective towards which the activities of existing and future regional economic communities shall be geared”<sup>26</sup>. The theme of the integration of Africa was carried forward in the Constitutive Act of the African Union when it was established in 2000. It identified acceleration of the political and socio-economic integration of Africa as an objective<sup>27</sup> of the AU and identified the coordination and harmonization of regional economic communities as part of this process.<sup>28</sup>

NEPAD was established in 2001 to promote the political and socio-economic transformation of Africa. In February 2010 the AU transformed the NEPAD Secretariat into the NEPAD Planning and Coordinating Agency (referred to as the NEPAD Agency or NPCA) as a technical body of the AU<sup>29</sup> supporting regional integration.<sup>30</sup>

The current initiative under the SmartFish Project is consistent with, and supportive of, this continental quest for economic integration and contributes to its achievement. The quest for a regional approach rises out of many shared political, regulatory, trade and social problems that the fisheries sector confronts, which are of mutual concern to countries in the region and benefit from a joint approach. There is also the compelling recognition that scarce fisheries resources in this region, some of which are shared particularly in inland environments, are valuable and contribute significantly to the economic, social and cultural life of the region and call for a joint approach to the management of the fisheries that target them.

This paper aims to assess the “coherence and inconsistencies between national and regional fisheries and aquaculture management and development strategies and policies”<sup>31</sup>. It would be appropriate to note that the terms ‘policy’ and ‘strategy’ are often quite loosely used, with the term ‘policy’ being particularly elastic. A government policy may be defined as the declared objectives that a government seeks to achieve and preserve in the interest of the national community<sup>32</sup>. A strategy, on the other hand, may be defined as a “plan of action designed to achieve a long-term or overall aim”<sup>33</sup>. However, there are many definitions that reflect the flexibility with which these terms are used. In practice fisheries policies often include a strategy - or elements of a

25. <http://www.uneca.org/itca/ariportal/abuja.htm>

26. Article 88 of the Abuja Treaty. <http://www.uneca.org/itca/ariportal/abuja.htm#19>

27. Article 3(c), The Constitutive Act of the African Union. [http://www.au.int/en/sites/default/files/ConstitutiveAct\\_EN.pdf](http://www.au.int/en/sites/default/files/ConstitutiveAct_EN.pdf)

28. Article 3(l). *ibid*

29. <http://www.nepad.org/>

30. NEPAD Agency Business Plan 2012 found at: <http://www.nepad.org/system/files/NEPAD%20Planning%20and%20Coordinating%20Agency%20Business%20Plan%202012%20pdf.pdf>

31. Activity 1M1.1.1, Implementation of a Regional Strategy for the ESA-IO (IRES), 2011.

32. Adapted from: <http://www.businessdictionary.com/definition/policy.html#ixzz1wB7bG9tG>

33. <http://oxforddictionaries.com/definition/strategy>



strategy - consistent with the definition used in the FAO Fisheries Glossary<sup>34</sup>.

The circumstances of a fishery change over time, which may require a review of the policy objectives, what the policy aims to achieve and what action is needed in order to achieve it. Policies and strategies need to be kept under review, therefore, if they are to serve the practical purpose of achieving improvements in the state of the fisheries and their governance.

## 2. National fisheries policies/strategies

Ideally a regional or continental strategy should be built on the policy objectives and strategies of the countries that make up the region and should principally address issues that are best tackled on a regional basis (e.g. IUU fishing by industrial vessels) and provide support and advice in other areas where action is taken at a national or local level.

### 2.1 Review of countries' fisheries policies and strategies

This analysis is based on the national policies and strategies that it was possible to collect and examine within the time constraints of this exercise. As a result the analysis is quite superficial and looks at a fairly standard set of attributes found in a strategy. It was not possible to examine what was actually meant by many of the strategic areas of activity. (An example is what is actually meant in a particular case by referring to "responsible fisheries management.") It considers fisheries policies and strategies and also attempts to glean strategies applicable to fisheries and aquaculture from more general policies and strategies that have implications for fisheries. Of the 20 countries<sup>35</sup> eligible for funding by the project implementing a regional ESA-IO Fisheries

Strategy<sup>36</sup>, as far as could be ascertained, 12 have specific policies/strategies for fisheries and/or aquaculture (see Table 1), although some are dated and in need of review. Of the remaining 8 countries, a further 5 have either general development strategies, or strategies on poverty alleviation or on the use of natural resources which either explicitly discuss, or may be applied to fisheries and aquaculture. The table lists areas of strategic focus cited in the respective strategies.

### 2.2 Synthesis of national policies and strategies.

Of the 17 countries for which some indication of strategic direction was available, the majority have national policies/strategies that offer as a goal or principle objective, food security and poverty alleviation. Many also cite the provision of employment opportunities.

Improved fisheries management of aquatic resources are cited as an area of strategic focus by 16 of the 17 countries. Depending on how this is interpreted, this could also cover other items detailed in the Table 1, e.g. monitoring, control and surveillance (MCS), research and an adequate institutional framework. More than half of the countries listed research (10 of the 15 countries), development of aquaculture (9/17), improving marketing and trade (11/17), human resource capacity building (9/17) and participatory approaches/co-management (8/15) as areas of focus in their strategies.

Although there are differences in emphasis, the national policies and strategies on the whole reflect what could be argued is good practice in fisheries management, depending on how general statements they contain are interpreted. Components of the Strategy do not tend to be determined in order of priority, as they should be, but are simply lists of all actions that might

34. "A fisheries policy is the definite course or method of action, selected from among alternatives, by a government or its mandated fisheries authority, in light of given conditions including legal and constitutional constraints, to guide and determine present and future development and management actions towards satisfaction of agreed objectives" (adapted from Merriam Webster Dictionary) FAO fisheries glossary. <http://www.fao.org/fi/glossary/default.asp>

35. Consistent with customary practice on the succession of states, it is assumed that for South Sudan all commitments, responsibilities and laws of the predecessor state remain in place, as there was no information to the contrary. However, there may have been changes of which the author was not aware.

36. Other countries or Regional Economic Communities could be involved but would need to be financed from other sources of funds.

**Table 1: Summary of focus areas of national fisheries and aquaculture strategies.**

Policy/strategy focus \ Country	Burundi	Comoros	Djibouti	DR Congo	Eritrea	Ethiopia	Kenya	Madagascar	Malawi	Mauritius	Rwanda	Seychelles	Somalia	South Sudan	Sudan	Swaziland	Tanzania	Uganda	Zambia	Zimbabwe			
Have a fisheries policy/strategy	x		x	x		x	x	x	x	x		x					x	x	x				
Have another relevant strategy	x	x									x			x	x	x							
Objectives: -food security, nutrition	x			x		x	x		x		x	x		x	x	x	x	x	x				
-poverty reduction	x			x		x	x	x	x		x	x		x	x		x	x	x				
-employment									x		x	x		x	x		x	x	x				
Research			x			x	x	x	x			x		x	x	x	x	x	x			9	12
Resource management / conservation	x	x	x			x	x	x	x	x	x	x		x	x	x	x	x	x			11	16
Aquaculture development	x						x		x		x			x	x		x	x	x			6	9
Fish quality assurance / value addition			x				x			x				x	x		x	x				5	7
MCS							x	x	x			x					x					4	0
International Agreements/cooperation	x	x		x			x	x				x					x	x	x			8	9
Legislative framework	x		x				x					x								x		4	5
Institutional Framework			x			x	x	x			x	x							x	x		7	8
Investments			x				x		x			x		x	x				x			5	7
Trade; marketing		x	x	x			x		x	x		x		x	x		x	x				8	11
Infrastructure Development	x						x					x		x	x							2	5
HR Development/capacity building						x	x			x	x	x		x	x		x	x				5	9
Participation/co-management						x	x		x		x			x	x		x	x				6	8
cross cutting issues/gender/youth											x	x					x	x				3	4

A fuller review of national strategies is provided in Appendix 1.

be considered advisable even if there are not the personnel and financial resources available to implement them.

It should be noted that the above analysis is of necessity superficial but was limited by the time and resources allocated to it. An assessment of the processes by which the strategies were formulated and agreed would be valuable in assessing national commitment. It would reveal the extent to which the strategies are a genuine reflection of the commitment of countries to the particular courses of action described in them.

### 3. RECS AND RFBS AND THE COHERENCE OF POLICY/ STRATEGY BETWEEN THEM

There are six regional economic communities (RECs) of which beneficiary countries of the SmartFish Project are members. In many instances they are members of more than one REC. Within the ESA-IO region, there are four regional fisheries bodies (RFBs), two of which are marine and two of which are for inland water bodies. In addition the Committee for Inland Fisheries and Aquaculture in Africa (CIFAA) should be considered.

### 3.1 RECs and the coherence of their fisheries policies/strategies

The six RECs are:

- The Indian Ocean Commission (IOC), with 5 member states.
- The Common Market for Eastern and Southern Africa (COMESA), with 20 member states.
- The Intergovernmental Authority for Development (IGAD), with 8 members states
- The East African Community (EAC), with 5 members and
- The Southern African Development Community (SADC) with 15 members<sup>37</sup>

(The sixth REC is the Economic Community of Central African States (ECCAS) which has two state members that are part of the ESA-IO regional group. ECCAS will not be substantively considered in this report.)

#### 3.1.1 Goals and Strategies of the RECs

A summary of the goals or objectives of the RECs is presented in the Table 2 below. A fuller review of the RECs is provided in Appendix 2.

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37. SADC is not one of the RECs that endorsed the ESA-IO Regional Fisheries strategy and is not eligible to benefit from this initiative. However, nine of its fifteen member countries are participating by virtue of being members of one or more of the other RECs. SADC has a well established policy and strategy for the fisheries sector, raising issues of coherence for the participating countries. .

Table 2: summary of goals and strategies of RECs

	Indian Ocean Commission (IOC)	Common Market for Eastern and Southern Africa (COMESA)	Intergovernmental Authority for Development (IGAD)	ECA	SADC
<b>Members (bold = beneficiaries of SmartFish Project)</b>	Comoros, France (for Réunion), Madagascar, Mauritius, Seychelles.	Burundi, Comoros, Congo (DRC), Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, South Sudan, Sudan, Swaziland, Uganda, Zambia, Zimbabwe	Djibouti Eritrea Ethiopia Kenya Somalia South Sudan Sudan Uganda	Kenya, Uganda, Tanzania, Ruanda, Burundi	Angola, Botswana, Democratic Republic of Congo (DRC), Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.
<b>Policy/strategy document</b>	Stratégie Régionale des Pêches et de L'aquaculture de la Commission de l'Océan Indien 2009 – 2014	COMESA Strategy for the Sustainable Development of Fisheries and Aquaculture, 2011	IGAD Strategy. IGAD Environment and Natural Resources Strategy, 2007	EAC Food Security Action Plan (2011 – 2015). Nairobi, Kenya, February, 2011	SADC Protocol on Fisheries, 2003
<b>Objectives</b>	The overall goal is sustainable development and the fight against poverty. The objective of the IOC's regional fisheries and aquaculture strategy is comprehensive regional cooperation between IOC States on the conservation, management, and responsible and sustainable exploitation of fisheries resources and for the development of aquaculture.	The overall goal is "to increase and sustain the contributions of fisheries and aquaculture to the region's socio-economic development and food security" The <b>purpose</b> of the Strategy is "to identify regional priorities for the sustainable development of fisheries and aquaculture and to outline COMESA's approach for the development of regional programmes in support of these priorities". This Strategy Document pursues the following specific objectives:	Overall IGAD mission: achieve food security and environmental protection, peace and security, and economic cooperation and integration. The overall goal of ERN Strategy is to assist and complement the efforts of the member states in environment and natural resources management. The Strategy has four strategic objectives and their accompanying outcomes:	This Action Plan is aligned to the continental CAADP framework and principles focusing on Pillar 3 on Food Security. The vision of CAADP pillar II is to increase resilience at all levels by decreasing food insecurity and linking vulnerable people into opportunities for agricultural growth.	The SADC Protocol on Fisheries is the primary policy and strategy document on fisheries for SADC <sup>38</sup> . Its objective is to promote responsible and sustainable use of the living aquatic resources and aquatic ecosystems of member states in order to: a) promote and enhance food security and human health;

38. SADC Protocol on Fisheries, 2003. <http://www.sadc.int/index/browse/page/150>



	Indian Ocean Commission (IOC)	Common Market for Eastern and Southern Africa (COMESA)	Intergovernmental Authority for Development (IGAD)	ECA	SADC
		<ol style="list-style-type: none"> <li>1. To give an overview of the potential for fisheries and aquaculture development in the COMESA region;</li> <li>2. To identify key constraints to realizing this potential;</li> <li>3. To outline the priority areas within the sub-sectors of marine fisheries, inland fisheries and aquaculture where targeted investment can overcome constraints and foster sustainable development;</li> <li>4. To identify the roles of the main stakeholders, including COMESA, for taking this development agenda forward;</li> <li>5. To identify the priority actions by COMESA over the next three to five years to support implementation of this Strategy</li> </ol>	<ul style="list-style-type: none"> <li>• to improve the framework for environmental and natural resources governance in the IGAD region;</li> <li>• to develop information required for sound environmental and natural resources management in the IGAD region and make it readily available;</li> <li>• to enhance capacity of member states for improved environmental and natural resources management in the IGAD region;</li> <li>• to enhance the capability for environmental and natural resources research and development in the IGAD region</li> </ul>		<ol style="list-style-type: none"> <li>b) safeguard the livelihood of fishing communities;</li> <li>c) generate economic opportunities for nationals in the Region;</li> <li>d) ensure that future generations benefit from these renewable resources; and</li> <li>e) alleviate poverty with the ultimate objective of its eradication” .</li> </ol>
<b>Strategies</b>	The Strategy refers to five strategic directions, areas that need to be addressed in order to achieve the goal and objectives:	<ol style="list-style-type: none"> <li>1. Enhancement of human and institutional capacity</li> <li>2. Development and use of best management practices.</li> </ol>	The ENR Strategy is presented in its strategic objectives: Strategic Objective 1 aims “to improve the framework for environmental and natural resources governance	The regional organisation aims at achieving its goals and objectives through: -	The SADC Protocol on Fisheries is the primary policy and strategy document on fisheries for SADC . Its objective is to promote responsible and sustainable use of the living aquatic resources and aquatic ecosystems of member states in order to: “a) promote and enhance food security and human health;

	Indian Ocean Commission (IOC)	Common Market for Eastern and Southern Africa (COMESA)	Intergovernmental Authority for Development (IGAD)	ECA	SADC
	<p><b>Strategic Direction1:</b> conservation and management of fisheries resources are sustainable and are responsibly conducted.</p> <p><b>Strategic Direction2:</b> aquaculture is developed in a sustainable manner.</p> <p><b>Strategic Direction3:</b> A system of monitoring, control and surveillance becomes operational.</p> <p><b>Strategic Direction4:</b> capacities in maritime training and safety at sea are developed</p> <p><b>Strategic Direction5:</b> strengthening processing, valuation, and marketing of seafood products</p>	<p>3. Sustaining and increasing production by more fully utilizing natural, through enhancement and aquaculture development and through the development of well-integrated nation, regional and other export markets.</p> <p>4. Adding value through diversification of processing, and by reducing post-harvest losses.</p> <p>5. Sharing benefits thus enhancing equity, rights of access, and food security.</p> <p>6. Enhancement of learning and knowledge exchange to improve resource allocation and management decisions.</p>	<p>in the IGAD region” Strategic Objective 2 is “to develop information required for sound environmental and natural resources management in the IGAD region and make it readily available” Strategic Objective 3 aims “to enhance the capacity of member states for improved environmental and natural resources management in the IGAD region” Strategic Objective 4 is “to enhance the capability for environmental and natural resources research and development in the IGAD region”</p>	<ul style="list-style-type: none"> <li>• promotion of a sustainable growth and equitable development of the region, including rational utilisation of the region’s natural resources and protection of the environment;</li> <li>• strengthening and consolidation of the longstanding political, economic, social, cultural and traditional ties and associations between the peoples of the region in promoting a people-centred mutual development;</li> <li>• enhancement and strengthening of participation of the private sector and civil society;</li> <li>• mainstreaming of gender in all its programmes and enhancement of the role of women in development;</li> <li>• promotion of good governance, including adherence to the principles of democracy, rule of law, accountability, transparency, social justice, equal opportunities and gender equality; and</li> <li>• promotion of peace, security and stability within the region and good</li> </ul>	<p>b) safeguard the livelihood of fishing communities;</p> <p>c) generate economic opportunities for nationals in the Region;</p> <p>d) ensure that future generations benefit from these renewable resources; and</p> <p>e) alleviate poverty with the ultimate objective of its eradication”.</p> <ul style="list-style-type: none"> <li>•Taking common positions and undertaking coordinated action in international.</li> <li>•Cooperation in the management of shared stocks</li> <li>•Harmonization of legislation particularly in relation to shared stocks and IUU fishing.</li> <li>•Cooperation in law enforcement</li> <li>•Cooperation in establishing harmonized minimum terms and conditions for access agreements.</li> <li>•Supporting the activities of organizations which conserve and manage high seas fisheries resources.</li> <li>•Seeking a rational and equitable balance between social and economic objectives.</li> <li>•Optimisation of the economic contribution of aquaculture.</li> <li>•Protection of the aquatic environment.</li> <li>•Human resources development.</li> <li>•Trade and investment in fisheries and related goods and services.</li> <li>•Cooperation in science and technology.</li> <li>•Exchanging complete and detailed information essential for achieving the objectives of the Protocol.</li> </ul>

### 3.1.2 Cross memberships

There is considerable cross-membership of the RECs. Ten countries are members of just one of the RECs, while 13 are members of 2 RECs and 6 are members of three RECs. This is graphically represented in Figure 1.

There is a further complicating factor. Apparently the ESA Council of Ministers endorsed “Regional Fisheries Strategy for the ESA-IO region”<sup>39</sup> which appears to consist of a brief summary of the “strategic directions” of the IOC’s fisheries strategy:

- improvement of the capacity for the conservation and management of fisheries resources;
- strengthening the management system on a regional basis, with the support provided for the development of improved governance;
- capacity building, especially in the area of Monitoring, Control and Surveillance (MCS);
- strengthening of regional linkages and partnerships and the improvement in production of marketing and trading systems that can improve the region’s share of benefits emanating from the fisheries sector.

- aquaculture development;
- improved control and surveillance of fisheries;
- human resources development in maritime and security related; and
- transformation, value-addition, commercialization and development of markets.<sup>40</sup>

As the ESA is the Economic Partnership Agreement negotiating group with the EU, it includes only 13 countries cutting across three of the four RECs that make up the IRCC<sup>41</sup>. On the face of it the Ministerial Council of the EPA’s negotiating group rather than the Ministerial Councils of the RECs involved, are those that reached this agreement.

There are two EPAs that are of significance for the region as they both have fisheries chapters<sup>42</sup>, which makes commitments of strategic significance for fisheries. Agreement with the EU regarding the interim EPA for the ESA region was reached by four of the 12 ESA countries came into force in May 2012. This has the effect of creating

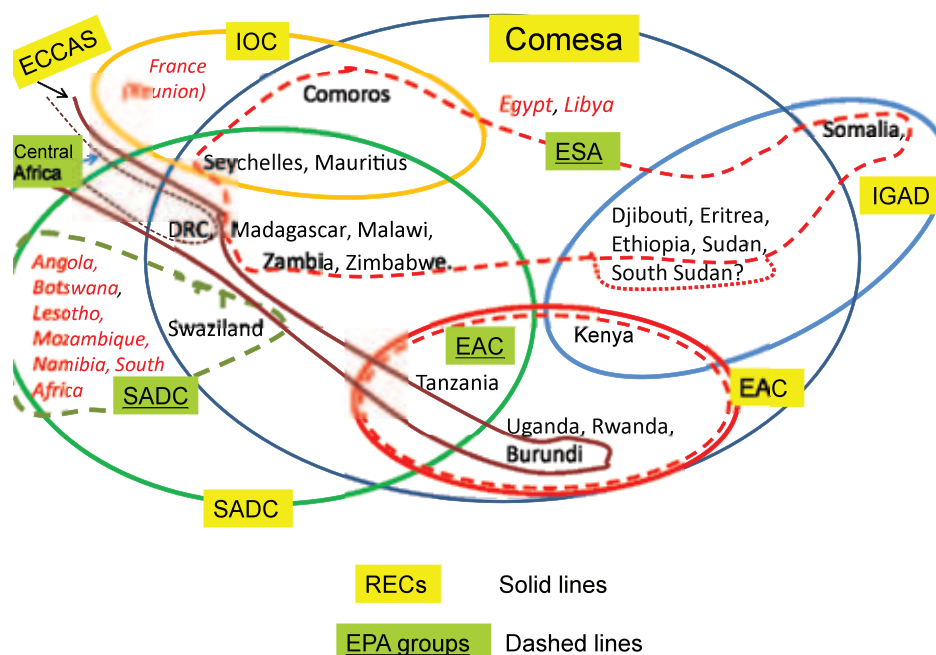


Figure 1: membership of RECs (those in italics are not beneficiaries of the project) and EPA groups

39. Prodoc, 2011. Implementation of a Regional Strategy for the ESA-IO. It was not possible to find any record of this endorsement in the time allocated.

40. Ibid –verbatim.

41. See Figure 1. There are 21 countries (22, if South Sudan is included) that make up the four RECs of the IRCC

42. Chapter 3 (Articles 25-35) <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:111:FULL:EN:PDF>

additional sets or sub-sets of countries, potentially with strategies at variance with those of the RECs of which they are members.

The East African Community (EAC) also reached agreement with the EU regarding an EPA and it too has a fisheries chapter. In the case of the EAC EPA, all EAC member countries are part of the EAC group negotiating the EPA and signed up to the EAC EPA.

The extensive cross-membership of the RECs overlaid by commitments in fisheries chapters of EPA agreements, has the significant implication that most countries within the region have a commitment to implement potentially conflicting or inconsistent fisheries policies and strategies. Overlapping or multiple memberships of the RECs have tended to create a complex web of competing commitments which work against constructive integration.

The need to achieve greater continental integration has been recognised by African Governments which, under the auspices of the African Union, held the first Conference of Ministers of Africa Integration (COMAI) in 2006 and has held a session each year since then<sup>43</sup>. The African Union has recognised the RECs as the building blocks for more comprehensive African integration.

There is a clear and urgent need for institutional rationalisation if fisheries are to be well served and if there is going to be any coherence in fisheries strategies in the region.

### 3.1.3 Objectives and strategies of RECs

Three of the five RECs (IOC, COMESA, and SADC) have specific strategies on fisheries and aquaculture. IGAD has an Environment and Natural Resources Strategy and the EAC has a Food Security Action Plan, which inform strategic approaches to fisheries and agriculture. The strategies are summarised in Table 2 and presented more fully in Appendix 2.

Four of the five RECs have cited the enhancement of food security as a goal or mission or objective. The IOC strategy does not specifically mention

food security in those terms, but refers to the fight against poverty, a common characteristic of which is being food insecure. Four of the five explicitly envisage a contribution to the economic development or poverty alleviation. The fifth, IGAD, does not explicitly cite economic development, but describes part of its mission “economic cooperation and integration”.

A comparison of the strategies reveals that the three RECs with fisheries strategies in different ways commit their members to responsible fisheries management. The IOC does so by referring to sustainable and responsible fisheries management and COMESA refers to the development and use of best management practices. SADC lists activities which collectively amount to a commitment to responsible fisheries management. IGAD has as a strategic objective of its more general Environment and Natural Resource Strategy, the improvement of the framework for environmental and natural resources governance. The ECA's Food Security Action Plan embraces rational utilisation of the region's natural resources and protection of the environment.

However, in order to compare strategies and properly identify any inconsistencies between them, it would be necessary to investigate in a lot more detail what each of the strategies involves and compare what in practice they mean. This detailed review was not possible within the constraints of this analysis.

Similarly, all three of the RECs with fisheries strategies commit themselves to the development of aquaculture but what precisely this would involve would require a more detailed investigation than was possible within the time allocated.

## 3.2 RFBs and the coherence of their fisheries policies/strategies

### 3.2.1 South West Indian Ocean Fisheries Commission

The membership of the South West Indian Ocean Fisheries Commission (SWIOFC) consists of all the countries on the east African coast (Somalia, Kenya, Tanzania, Mozambique, and South Africa) and Yemen, and the Indian Ocean islands

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43. COMAI V, 8-9 September 2012. <http://www.au.int/en/sites/default/files/Experts%20Meeting-PR-African%20ministers%20in%20charge%20of%20integration-1.pdf>



of Comoros, Reunion (France), Madagascar, Maldives, Mauritius, and Seychelles.

SWIOFC's area of competence consists of the national waters of its members. It covers all living marine resources except, in effect, tuna and tuna like species, for which the Indian Ocean Tuna Commission was established.

The main objective of SWIOFC is twofold: "to promote the sustainable utilization of the living marine resources of the South West Indian Ocean region, by the proper management and development of the living marine resources,.... and to address common problems of fisheries management and development faced by the Members of the Commission."<sup>44</sup>

The SWIOFC does not have a strategy in the sense of a plan of action designed to achieve a long-term aim but lists its functions and responsibilities to include:

- contributing to improved governance through institutional arrangements that encourage cooperation amongst members;
- helping fishery managers in the development and implementation of fishery management systems that take due account of environmental, social and economic concerns;
- keeping under review the state of the fishery resources in the area and the industries based on them;
- promoting, encouraging and coordinating research related to the living marine resources in the area and drawing up programmes required for this purpose, and organising such research as may be necessary;
- promoting the collection, exchange, dissemination and analysis or study of statistical, biological, environmental and socio-economic data and other marine fishery information;
- providing a sound scientific basis to assist Members in taking fisheries management decisions;
- providing advice on management measures to member governments and competent fisheries organizations;

- providing advice and promoting co-operation on monitoring, control and surveillance, including joint activities, especially as regards issues of a regional or sub-regional nature;
- encouraging, recommending and coordinating training in the areas of interest of the Commission;
- promoting and encouraging the utilization of the most appropriate fishing craft, gear, fishing techniques and post harvesting technologies.<sup>45</sup>

Decisions of the SWIOFC are not binding on its members

### 3.2.2 Southern Indian Ocean Fisheries Agreement (SIOFA)

The SIOFA is strictly speaking not a RFB. However, it has been established by treaty which entered into force on 21 June 2012. Decisions made under the treaty are legally binding. Its members are: The European Community, Australia, Comoros, France, Kenya, Madagascar, Mauritius, Mozambique, New Zealand, and the Seychelles. SIOFA covers areas beyond national jurisdiction of the Indian Ocean region except for tuna and tuna-like species.

### 3.2.3 Indian Ocean Tuna Commission

The Indian Ocean Tuna Commission (IOTC) was established in 1996 with the mandate to manage tuna and tuna-like species in the Indian Ocean and adjacent seas. In doing so it seeks "to promote cooperation among its Members with a view to ensuring, through appropriate management, the conservation and optimum utilisation of stocks" ...and by "encouraging sustainable development of fisheries based on such stocks"<sup>46</sup>.

Eleven of the 12 members of the SWIOFC (Comoros, Eritrea, France, Kenya, Madagascar, Maldives, Mauritius, Mozambique, Seychelles, Tanzania, Yemen), are also members of the IOTC. Somalia is not a member. Other members of the IOTC are Belize, China, European Community, Guinea, India, Indonesia, Iran, Japan, Korea, Malaysia, Oman, Pakistan, Philippines, Vanuatu,

44. FAO, Regional Fisheries Bodies found at: <http://www.fao.org/fishery/rfb/swiofc/en>

45. Ibid

46. <http://www.iotc.org/English/index.php>

Sri Lanka, South Sudan, Sudan, Thailand, United Kingdom and Sierra Leone.

The IOTC does not have a strategy as such but facilitates joint decision making on specific issues of common interest to its members. A 183 page compendium of IOTC resolutions forms the “Collection of Active Conservation and Management Measures for the Indian Ocean Tuna Commission”<sup>47</sup>, and is periodically updated. These are indicative of a wide range of supportive and coordinating activities for its members that contribute to the better management of tuna and tuna-like species in the IOTC area. Resolutions of the IOTC are binding on its members.

### 3.2.4 The Lake Victoria Fisheries Organization

The Lake Victoria Fisheries Organization (LVFO) is a regional fisheries body, the members of which are the three riparian states namely Kenya, Uganda and Tanzania.

The LVFO is guided by its strategic vision which envisages a common system of resource management among contracting parties with the goal of restoring and maintaining the health of the Lake Victoria ecosystem and of assuring sustainable development for the benefit of present and future generation. This, it is envisaged, will be achieved by harmonizing activities towards:

- A healthy Lake Victoria ecosystem and sustainable use of resources;
- Integrated fisheries management;
- Coordinated research programs;
- Information generation, flow and exchange; and
- Institutional/stakeholder partnership.<sup>48</sup>

The Strategic Vision document is reported to spell out the goals of the LVFO and describe the focus, intent and direction of the LVFO programmes until 2015. The LVFO strategy embraces the ecosystem approach to management, research and development of Lake Victoria’s resources. It acknowledges the collective responsibility of member states towards the lake and the need for joint decision making and action involving various

stakeholders. Decisions of the LVFO are binding on its members.

### 3.2.5 The Lake Tanganyika Authority (LTA)

The LTA was established in December 2008 with a mandate to safeguard Lake Tanganyika and its natural resources and is therefore broader than the fisheries sector. The members of the LTA are the four riparian states: Burundi, D.R. Congo, Tanzania and Zambia.

In February 2012 the Lake Tanganyika Authority Conference of Ministers endorsed an updated “Strategic Action Programme for the Protection of Biodiversity and Sustainable Management of Natural Resources in the Lake Tanganyika and its Basin”<sup>49</sup>

Strategic Component B of the programme entitled “Healthy fish stocks, which are adequately managed to sustain future populations” addresses fisheries. It notes that, for both the inshore and offshore fisheries, the management of activities affecting the lake basin, should “take place within an integrated planning framework that takes accounts of the physical, social and economic links between basin based activities and the lake resources.” However, apart from that, the remainder of Strategic Component 6 is descriptive of the status of the fisheries.

The case of the LTA illustrates well the difficulty in properly assessing the strategies. Doing so does not rest solely on documents called ‘fisheries policies’ or ‘fisheries strategies’ but on whatever a document might be that contains a series of proposed actions leading to the achievement of an agreed objective. In the case of the LTA, such strategic actions are being formulated primarily in what will be referred to as the Framework Fisheries Management Plan (FFMP). Based on the recent frame survey of the Lake, it was established that the Lake has about 100 000 fishers using about 30 000 boats. Plans are being discussed on how to stem further growth in the number of boats and

47. Found at: <http://www.iotc.org/files/CMM/IOTC%20-%20Collection%20of%20ACTIVE%20CMMs%2020%20June%202012.pdf>

48. Note that the text of the LVFO’s Strategic Vision was not available on its website due to a broken link. Extract from: [http://www.lvfo.org/index.php?option=com\\_content&view=article&id=51&Itemid=57](http://www.lvfo.org/index.php?option=com_content&view=article&id=51&Itemid=57)

49. Declaration of the 5th Lake Tanganyika Authority Conferences of Ministers, Kigoma, United Republic of Tanzania - Wednesday, 29th February, 2012. Found at: <http://lta.iwlearn.org/>

fishers on the Lake, and eventually reduce the numbers, through a system of registration. The NNFP also envisages the introduction of an MCS system.<sup>50</sup> These and other proposed actions are intended to lead to the sustainable management of the Lake and in effect are a strategy.

Decisions of the LTA are binding on its members.

### 3.2.6 Committee for Inland Fisheries and Aquaculture of Africa (CIFAA)<sup>51</sup>

CIFAA is an advisory body that aims to assist, coordinate and promote among its members better management of fisheries and aquaculture in Africa. Members are selected and invited to join CIFAA by the Director General of the FAO on their basis of their active interest in inland fishery and aquaculture development in Africa.

The following countries are currently members of CIFAA: Benin, Botswana, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Dem. Rep. of the Congo, Republic of Congo, Côte d'Ivoire, Egypt, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Kenya, Lesotho, Madagascar, Malawi, Mali, Mauritius, Mozambique, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Somalia, Sudan, Swaziland, United Rep. of Tanzania, Togo, Uganda, Zambia, Zimbabwe. The Secretariat for the Committee is provided by the FAO Regional Office for Africa.

The current priorities for CIFAA include:

For inland fisheries: co-management, stock assessment, fishery management, defining and combating Illegal Unregulated and Unreported (IUU) fishing, water use, maintenance of ecosystems, promotion of trade, control of transboundary pathogens and fish health, and the use of alien species.

For aquaculture: support for the expansion of the aquaculture in the region, the establishment of an African regional aquaculture network, Aquaculture Network of Africa (ANAF), and increased involvement of the private sector to promote aquaculture enterprises in the region.

### 3.3 Synthesis of policy/strategy positions between RFBs and RECs- coherence between regional bodies

Many of the ESA-IO countries benefiting from the project are members of more than one RFB as can be seen in Table 3. This does not constitute duplication as the different RFBs address different fisheries. The SWIOFC area of competence is the national waters of its members but excludes tuna and tuna-type species as these species are covered by the IOTC. Most members of SWIOFC are also members of the IOTC on account of its focus on tuna. The LTA and the LVFO are concerned with the fisheries of Lake Tanganyika and Lake Victoria respectively and thus don't impinge on each other's areas of competence or on the marine fisheries.

The problems arise with the mismatch between membership of the RFBs and RECs within the ESA-IO region. The SWIOFC and IOTC each have members in five RECs. The LVFO and LTA each have members in four RECs. This does not take account of the configuration arrived at when the sets of countries in the EPA negotiating groups are introduced.

## 4. COHERENCE BETWEEN NATIONAL POLICIES/ STRATEGIES AND THOSE AT A REGIONAL LEVEL.

Logically there should be a consistency between national policies and strategies and those which the same countries agree at a regional level. The nature of this consistency or coherence is that the strategy at a regional level should complement those at a national level by addressing issues best dealt with at a regional level while supporting, where appropriate, implementation of strategic actions at a national level.

However, because of cross memberships of regional bodies by many countries, the only way of examining the coherence between national

50. Personal communication. *The FFMP is still being discussed and is not yet agreed*

51. Material drawn from: <http://www.fao.org/fishery/rfb/cifaa/en#Org-Mission>

**Table 3: Membership of RFB among countries benefiting from the Project**

	SWIOFC	IOTC	LTA	LVFO
Burundi			X	
Comoros	X	X		
Djibouti				
DR Congo			X	
Eritrea		X		
Ethiopia				
Kenya	X	X		X
Madagascar	X	X		
Malawi				
Mauritius	X	X		
Rwanda				
Seychelles	X	X		
Somalia	X			
South Sudan		x		
Sudan		X		
Swaziland				
Tanzania	X	X	X	X
Uganda				X
Zambia			X	
Zimbabwe				

strategies and those at a regional level would be to do so country by country, in each instance examining the compatibility of RECs strategies, those of the relevant RFBs and the national strategy and then aggregating them in some way. This would obviously be a major research undertaking and well beyond what was possible with this assignment.

## 5. CONCLUSIONS AND RECOMMENDATIONS - TOWARDS REGIONAL FISHERIES POLICIES AND STRATEGIES FOR THE ESA-IO REGION.

1. There is an urgent need for a thorough review of the RECs in the ESA-IO region and indeed for Africa as a whole, with a view to a major institutional rationalisation. Failure to address this issue will mean that excessive complexity will continue to characterise the institutional structure of the region to the detriment of the

fisheries sector.

2. If there is a real intent on the part of the four RECS that make up the interregional Coordinating Committee (IRCC) to improve the coherence of fisheries strategies, then consideration should be given to the formulation of a common strategy based on the strategies of the four Regional Fisheries Bodies. An amalgamation of these, suitably adapted through a process of negotiation to provide a common regional strategic framework for fisheries and aquaculture, should be considered.
3. A full analysis of the compatibility of the regional fisheries strategies of the RECs, RFBs, those contained in the fisheries Chapters of the EPA and national fisheries strategies would be a complex and time-consuming task and would be of questionable value in resolving the problem of compatibility and coherence of fisheries strategies at regional and national levels.



## APPENDIX 1: NATIONAL STRATEGIES

### Burundi

Fisheries in Burundi are focused mainly on Lake Tanganyika, of which Burundi has a share of about 8% or 2 600 km<sup>2</sup>, and from which it produces approximately 21 000 tonnes of fish annually<sup>52</sup>. Burundi shares the lake with the Democratic Republic of the Congo, Tanzania and Zambia and the four countries have jointly established the Lake Tanganyika Authority.. Burundi is also a member of COMESA, the Economic Community of the Great Lakes Countries (CEPGL) and CIFA.

In the 1990s policy emphasis was on sustainable exploitation of resources to boost food security and generate employment and income. There was a strategy that limited the industrial purse seine fisheries in favour of the artisanal lift-net fishery<sup>53</sup>

The Poverty Reduction Strategy Paper (PRSP) of September 2006 makes clear the intention of boosting production to “contribute effectively to nutrition, food security, and poverty reduction”<sup>54</sup>

To achieve this the elements of a strategy described in the PRSP focus on the development of aquaculture, fisheries management, cooperation with the other riparian states of Lake Tanganyika, improve distribution infrastructure, provide extension services to small-scale fisheries and strengthen fisheries legislation<sup>55</sup>. (See table in body of report for summary of all countries’ policies and strategies.)

### Comoros Islands

The Comoros archipelago, consisting of four volcanic islands, is located in the Indian Ocean, some 350 km northwest of Madagascar and 250 km from the coast of Mozambique<sup>56</sup>. The Comoros has a population of 660,000 people (2008), about 39 000 (6%) of whom are employed in the fisheries sector.<sup>57</sup>

The fisheries are almost all artisanal using fibreglass boats and wooden dugout canoes, and using mainly a traditional deep sea handline fishing method. The annual catch of about 21000 tons with available fishery resources said to be under-utilised<sup>58</sup>. There are reported to be approximately 5000 boats, about 30% of which are motorised.

The Comoros have a three-year fisheries partnership agreement (FPA) (2011-2014) with the EU providing tuna fishing opportunities for 70 EU vessels. Financial compensation amounts to EUR 1 845 750 over the three-year period and a further sum of EU300 000 to support the development of the fisheries policy of the Comoros<sup>59</sup>.

The Comoros don’t currently have a fisheries policy. A brief and somewhat general policy statement referring to fisheries was included in the Implementation Plan of the Union of Comoros Stockholm Convention on Persistent Organic Pollutants (POPs): The Comoros would “promote methods and techniques that increase agriculture and fisheries productivity, preserve the environment, and increase conservation.”<sup>60</sup>

52. FAO country Briefs

53. Country brief

54. Paragraph 332, Republic of Burundi, September, 2006. Poverty Reduction Strategy Paper - PRSP. [http://siteresources.world-bank.org/INT/PRS1/Resources/Burundi\\_PRSP\(Sept-2006\).pdf](http://siteresources.world-bank.org/INT/PRS1/Resources/Burundi_PRSP(Sept-2006).pdf)

55. Paragraphs 334 and 335, *ibid.*

56. Profils des pêches et de l’aquaculture par pays: Comores: [http://www.fao.org/fishery/countrysector/FI-CP\\_KM/fr](http://www.fao.org/fishery/countrysector/FI-CP_KM/fr)

57. ACP Fish 2: <http://acpfish2-eu.org/index.php?page=comoros&hl=en>

58. ACP Fish 2

59. Council mandate: Decision No 9180/10 of 10 May 2010 cited in <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+REPORT+A7-2011-0056+0+DOC+PDF+V0//EN>

60. [http://www.pops.int/documents/implementation/nips/submissions/comoros\\_en.pdf](http://www.pops.int/documents/implementation/nips/submissions/comoros_en.pdf)

## Democratic Republic of the Congo

The DRC has extensive fisheries resources, mostly found in the Rift Valley lakes in the east of the country and in the riverine and swamp fisheries of the vast Congo Basin. Fisheries production for 2010 was reported to have been 236 000 mt<sup>61</sup>, and report that fish products contributed nearly one third of the total national animal protein supply for that year.

The DRC has a very small Atlantic Ocean coastline and marine production is very modest, accounting in the 1980s for only an estimated 2% of total national fish harvests<sup>62</sup>.

The current fisheries policy and strategy dates from the 1980s and provides for increasing production to supply domestic markets to ensure improved food security and increasing exports, thus improving the incomes and well-being of the population, contributing to sector development and promoting regional and international cooperation<sup>63</sup>.

The DRC's fisheries policy and strategy is being revised with the assistance of the ACP Fish 2 Project.

## Eritrea

Eritrea has an EEZ of 121 000 km. Its mainland coastline is about 1 900 km and has a continental shelf of some 56 000 km<sup>2</sup>. The shelf area includes 360 islands that make up the Dahlak Archipelago, adding a further 1 300 km of coastline. About 19% of the shelf is less than 30 m deep and thus off limits to trawling activities<sup>64</sup>.

The southern part of the Red Sea is a highly productive area. There have not been any systematic stock assessments of commercially important species, however, estimates of an MSY for such species are between 70 000 and 80 000 mt (Research and Statistics, Ministry of Fisheries, Massawa, Eritrea)<sup>65</sup>.

Eritrea does not have a national fisheries policy per se, but the government objective of increasing production is stated in a number of national development documents

## Ethiopia

Ethiopia is a landlocked country and capture fisheries production is from inland water bodies. The total annual fish production from rivers, small and large reservoirs was estimated in 2007 to be 13,000 mt. However, it is estimated that the production potential of these water bodies is in the range of 41,000 to 49,000 mt. The productivity of some lakes is reported to be rapidly declining while demand for fish is increasing<sup>66</sup>. Culture based fisheries have developed in Ethiopia, where new reservoirs are stocked with mainly tilapia fingerlings. However, the new National Aquaculture Development Strategy of Ethiopia (NADSE) envisages the further development of aquaculture through the construction of ponds to be stocked with Tilapia and African catfish, and possibly with other species.

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61. FAO, 2012. [http://www.fao.org/figis/servlet/SQServlet?file=/usr/local/tomcat/FI/5.5.23/figis/webapps/figis/temp/hqp\\_13036.xml&outtype=html](http://www.fao.org/figis/servlet/SQServlet?file=/usr/local/tomcat/FI/5.5.23/figis/webapps/figis/temp/hqp_13036.xml&outtype=html)

62. FAO, Information on fisheries management in the Democratic Republic of the Congo, 2001. <http://www.fao.org/fi/oldsite/FCP/en/COD/BODY.HTM>

63. FAO (2009) *Vue Générale du Secteur des Pêches National République Démocratique du Congo*

64. FAO, Fisheries and Aquaculture Country Profiles: [http://www.fao.org/fishery/countrysector/FI-CP\\_ER/en](http://www.fao.org/fishery/countrysector/FI-CP_ER/en)

65. Ibid.

66. Ministry of Agriculture and Rural Development, Ethiopia (NADSE), 2009. National Aquaculture Development Strategy of Ethiopia.

The objective of the national aquaculture strategy is to define a regulatory framework aimed at building a commercially viable and economically, socially and environmentally sustainable industry as an integrated part of the agricultural sector. The purpose is to enhance food security, alleviate the poverty of rural farmers and provide fish for domestic consumption.

The strategy envisages a strong partnership between government and the private sector in many aspects of the development of aquaculture, with areas of responsibility clearly defined between the two. The strategy addresses constraints and areas of opportunity; availability and access to inputs, training, education and capacity building; extension and outreach services; and research.

The strategy foresees

- the establishment of a NADSE Implementation Committee, involving various government and non-government entities.
- The development of public – private partnerships in the supply on inputs and services.
- A review of the Investment Code to ensure a good enabling environment for the industry.
- Targets should be set for:
  - Training of specialists in aquaculture particularly researchers and extension workers.
  - Identification of suitable aquaculture sites
  - Sensitisation of different stakeholder groups
  - Create technical packages that address various areas of aquaculture.
  - Undertake pilot projects in zones with good aquaculture potential.

## Kenya

Kenya had a total fish production in 2009 of 139 395 mt<sup>67</sup>

Kenya's has a marine coastline of 640 km and an EEZ of some 142 000 km<sup>2</sup>. Much of the fish landed from the marine sub-sector is harvested by approximately 10000 artisanal fishers using about 2 400 small boats, around 15% of which are motorized. There are five shrimp trawlers catching shrimp for export and landing part of the bycatch for domestic consumption. Offshore there is a substantial DWFN fleet of tuna long-liners and purse seiners fishing under license. A small part of the tuna catch is landed in Mombasa for transshipment or local processing. The catch landed by artisanal fishers fluctuated between 6000 and 10000 mt per annum during the period 1985 -2005<sup>68</sup>.

The inland fisheries account for about 95% of the total Kenyan catch. Kenya has extensive inland waters covering between 16500km<sup>2</sup> and 11500 km<sup>2</sup>, the size dependent on rainfall. However, Kenya harvests more than 95% of its inland production from the 6% (4 128 km<sup>2</sup>) of Lake Victoria that belongs to Kenya.

The Government identified fishing and livestock as one of six priority sectors in which it intended to concentrate its efforts and resources during the period 2008-2012<sup>69</sup>.

In its National Oceans and Fisheries Policy (2008), the Government of Kenya identified the goal it's policy as being "to ensure increased and sustainable fish production and utilization by properly managing the Ocean and other Kenya Fishery waters."<sup>70</sup> It defined its overall objective as being-"to enhance the fisheries sector's contribution to wealth creation, increased employment ..., food security, and revenue generation through effective private, public and community partnerships"<sup>71</sup> It then identified several areas of focus and listed actions to be taken for each of them:

67. FAO yearbook. Fishery and Aquaculture Statistics. 2009. Rome/Roma, FAO. 2011. 78p. <http://www.fao.org/docrep/015/ba0058t/ba0058t.pdf>

68. FAO 2007. Fisheries Country Profile: Kenya.

69. Kenyan Ministry of Tourism, 2008. Strategic Plan 2008 -2012

70. Ministry of Fisheries Development, Government of Kenya. 2008. National Oceans and Fisheries Policy.

71. ibid

- Research and development
- Resource management
- Aquaculture development
- Fish quality assurance and value addition
- MCS
- Regional and International Agreements and cooperation
- Legislative framework
- Institutional Framework
- Investments
- Trade and commerce
- Infrastructure Development
- HR Development
- Public Awareness and participation
- All cross cutting issues

The policy then identifies a programme for the implementation of the strategy in an “implementation matrix”, providing dates and actions to be taken by the private sector, the government and international organisations.

## **Madagascar**

The National Strategy for the Good Governance of the Marine Fisheries of Madagascar<sup>72</sup> was completed in June 2012 and focuses specifically, as the title suggests, on the good governance of the sector.

The goal of the national strategy for good governance of marine fisheries is to ensure the implementation of key principles of good governance in the preparation and implementation of public actions in the management of marine fisheries sector.

The broad sectoral objectives pursued by the Strategy are structured around the following points:

1. ensure the integrity of natural capital and sustainability of fishery resources, and contribute to the preservation of the marine and coastal environment;
2. increase wealth creation in the sector, opting for different approaches depending on the fishery, industry, or fleets, both as regards the modes of operation and the methods of valuation;
3. ensure a more equitable distribution of the wealth created by the sector in line with the national goal of economic and social development and poverty reduction;
4. increase availability and improve the quality of fishery products in accordance with the dietary needs of the Malagasy population.

The key principles of good governance that underpin public policy for the management of marine fisheries sector are:

1. Transparency and openness is important given the weakness of information systems, including information on the state of fish stocks, the rules governing access and use of resources, exploitation patterns and valuation, economic and social performance, the methods of allocating fishing rights and collection of products. This principle refers to the need for different actors and institutions, public and private (including civil society), to operate more transparently in order to:
  - improve the functioning of institutions;
  - support the process of sector management in a context where reliable and relevant information should be at the heart of decisions;
  - build confidence between different actors, which is essential to strengthening dialogue and the establishment of partnership relations between the public and private sectors;
  - provide an additional a bulwark against corruption.

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72. Strategie Nationale de Bonne Gouvernance des Peches Maritimes a Madagascar, June 2012.



2. Public institutions should be accountable and implement their mandates in strict conformity with the rights and obligations conferred on them by legislation, and should account for their actions. This should make a decisive contribution to:
  - reducing IUU fishing;
  - depoliticize management of fisheries in the public interest, including the enforcement of penalties for offenses;
  - permanently remove the basis for the numerous allegations of corruption in the sector;
  - make changes within the institutions in how they operate and program activities to best meet the needs of the organization;
  - provide continuity of public policies in the sector, regardless of changes in officials at the highest state level.
3. Subsidiarity and coherence: public action should be coherent with the fisheries policy objective and management should take place at the level at which it would be most relevant. Particular emphasis should be given to:
  - Promotion of fishery management plans
  - Promotion of process of developing management plans for local traditional fisheries
  - Applying a precautionary approach in planning public actions
  - Strengthening the existing commitment of countries in terms of sub-regional fisheries cooperation.
4. Participation: The quality, effectiveness and efficiency of public action is also strongly dependent on the level of participation operators and civil society at all stages of planning. This should be put into practice by the establishment of consultation mechanisms at local and national levels, and where possible, by the establishment of partnership approaches.
5. Effectiveness and efficiency of public action: There is need to prioritize the allocation of public and private investment and to comply with a guideline in their planning in order to balance the needs of good governance in the sector and the economic realities of the country.

## Malawi

The principle goal of Malawi's fisheries and aquaculture policy, expressed in the Mission Statement of the Department of Fisheries, is "to enable national fisheries industry to satisfy local demand for fish and increase incomes of people dependent on fish."<sup>73</sup>

Strategy: This is to be achieved by "maximizing the sustainable yield from the national waters of Malawi and man-made water bodies" and by improving "the efficiency of exploitation, processing and marketing of quality fish products", promoting investment in the fishing industry, including in rural fish farming units.<sup>74</sup>

The strategy focuses on several particular areas:

- 1 Fisheries extension will be enhanced to support local communities and the private sector in the development of capture fisheries and aquaculture.
- 2 Fisheries research will be promoted to provide the information necessary for sustainable exploitation, management, and conservation of fisheries resources,
- 3 Participatory fisheries management will be encouraged through the establishment of co-management arrangements between key stakeholders and the Department of Fisheries.
- 4 Fish farming will continue to be developed with both smallholder and larger operators in order to improve fish supply in Malawi.
- 5 Fisheries training will continue to be supported so as to develop the capacity, knowledge and skills needed by the Department and fishing communities.

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73. Department of Fisheries, Malawi. 2001. National Fisheries and Aquaculture Policy, October 2001.

74. *ibid*

- 6 The fisheries enforcement unit shall support local fisheries management authorities in the enforcement of management measures and shall carry out inspections where participatory fisheries management has not yet been established.
- 7 The sustainable use of fishery resources from riverine, floodplain and wetland water bodies will be promoted.
- 8 The production, processing, distribution and marketing of good quality, safe fish and fish products in Malawi for local and export markets shall be developed.
- 9 Private sector investment will be encouraged through the development of an enabling environment for private sector participation in the fishing industry.

## **Mauritius**

The fisheries strategy of Mauritius is articulated in its “5-year Fishery Development Plan”, most recently updated in May 2012.<sup>75</sup> The strategy focuses on the following:

1. The development of a Seafood Hub in Mauritius focuses on encouraging value-adding activities and other related activities including storage and warehousing, light processing (sorting, grading, cleaning, filleting), canning, ancillary services (ship chandelling, bunkering, ship agency, ship building and repair). A Trade and Marketing Centre (TMC) has been established in the free port area to facilitate the administrative procedures for the loading, unloading and export of fish and fish products
2. Fisheries Research, Development and Management : The Albion Fisheries Research Centre will give the necessary support for implementation of Government policies in fisheries development and management. It will continue to monitor the marine environment and the resources therein for its protection and conservation.

Stock assessments will continue to be carried out and management plans developed, marine parks established and zoning carried out in particular areas.

Efforts will be directed towards improving fish handling, processing techniques and developing new marketing options.

A number of other areas will be addressed. The Ministry is adopting measures to strengthen its capacity to combat IUU fishing. A mentoring programme to support small-scale fishers in the running of small businesses is being established. Expansion of the local fleet is envisaged in the lagoon areas and for low-tonnage high seas vessels and there will be a comprehensive revision of the regulations.

3. Aquaculture development: The Ministry will lease some ponds at La Ferme Fish farm to small scale entrepreneurs for the production of camaron and berri rouge for which the supply of fingerlings will be maintained. Further initiatives will be taken to explore the farming of other fish species.

Mauritius is developing an Aquaculture Master Plan.

4. Training and Capacity building: The Fisheries Training and Extension Centre at Pointe aux Sables will provide training courses to fishers based on new technologies in order to equip them with the required know-how and techniques to operate safely in the outer-reef areas and further out to sea. The Fisheries Protection Service will not only be reorganized but will also be strengthened. Skills in fisheries research, development and management will also be upgraded.

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75. [http://www.gov.mu/portal/site/fisheries/menuitem.3c8fbed28451e8ce7f7a98ada0208a0c/?content\\_id=e681671cc79fc010VgnVCM100000a04a8c0RCRD](http://www.gov.mu/portal/site/fisheries/menuitem.3c8fbed28451e8ce7f7a98ada0208a0c/?content_id=e681671cc79fc010VgnVCM100000a04a8c0RCRD)

5. Infrastructure Development: The ministry is committed to continue the upgrading and construction of infrastructure (fish landing stations, slipways, jetties, opening of boat passages).
6. A Fishermen Investment Trust is being established targeting artisanal fishers to promote development and diversification of fishing operations.
7. Fisheries Education Programme is being pursued with the University of Mauritius, University of Technology, MIE and other institutions of Mauritius for the introduction of modules on marine resources.
8. Security and welfare of fishers will be improved through the provision of mobile phones to boat owners, thus improving communications and through the promotion of education by providing additional scholarships.
9. Regional Cooperation in fisheries management and development and marine conservation will be pursued through RFBs and RECs.
10. Bilateral cooperation will be pursued actively on subjects of mutual interest.

## Rwanda

Rwanda has no fisheries policy as such. It's primary strategy for fisheries and aquaculture, though not very specific, is articulated in the "Strategic Plan for Agricultural Transformation (SPAT) dated 2004.<sup>76</sup>

Fish production was given as 7 612 tonnes. Aquaculture is identified as a priority area for development<sup>77</sup>.

The SPAT is guided by the following principles: It is (i) a participatory pro-poor strategy; (ii) progressive, flexible and dynamic; (iii) demand driven and provides incentives to producers; (iv) sensitive to the issues of gender, youth, environment and AIDS. (v) recognises that the role of the State is to encourage ownership and assumption of responsibility by the farmers, communities and organizations ; and (vi) applies the principle of subsidiarity. (vii) allocates the State's finances so as to encourage competitiveness.

The SPAT envisages:

- diversification and intensification of aquatic production;
- diversification of rural livelihoods;
- improving links to national and regional markets;
- sustainable management of natural resources;
- building capacities of producers and professional organizations;
- Creation of an enabling environment for productive investment<sup>78</sup>.

## Seychelles

The Seychelles Strategy 2017<sup>79</sup> has a chapter on fisheries. It's ultimate objective "is to turn Seychelles from a mainly fisheries transshipment hub to the primary seafood processing centre of the Indian Ocean. Fisheries generates about 89% of Seychelles' GDP, employs about 17% of the workforce and is responsible for 97% of exports.

The Strategy focuses on the following:

1. Increasing the yield, value-addition and local stakeholding, through improving competitiveness. The projected dramatic growth of Seychelles' tuna catch will allow for expanded production by the Indian Ocean Tuna factory and the potential development of additional industrial-scale processing facilities, focused on producing the highest value-added tuna products for maximum per-unit income. Employment in the sector is expected to increase. A projected increase in tourism will lead to increased production for the Seychelles fresh fish market.

76. Strategic Plan for Agricultural Transformation In Rwanda, 2004 [http://amis.minagri.gov.rw/sites/default/files/user/Strategic\\_Plan\\_for\\_Agricultural\\_Transformation\\_in\\_Rwanda\\_2004.pdf](http://amis.minagri.gov.rw/sites/default/files/user/Strategic_Plan_for_Agricultural_Transformation_in_Rwanda_2004.pdf)

77. Ibid, paragraph 249 (iii)

78. ibid

79. Strategy 2017: Creating our nation's wealth together. The summary below is extracted from this document.

2. Governmental industry support will be provided by enhancing the industry's competitiveness in order to offset the potential erosion of preferential access to the European Union market. The Government of Seychelles will reduce its share of equity in the industry, operating instead as a facilitator to Seychellois and international private sector investment. The role of the Seychelles Fishing Authority (SFA) as a body to promote Seychellois industry involvement will be bolstered. An Integrated Fisheries Development Project has been developed and will be implemented with private sector participation to enhance and promote the strengths of Seychelles' fisheries sector and tackle its weaknesses.

**Somalia** No information available

## **Sudan**

Sudan launched the Quarter Century Strategy (2002–2027). For the fisheries sector, the strategy calls for<sup>80</sup>:

- An enhanced role for fisheries in poverty alleviation, food security, and human health.
  - Adopting scientific research and technology advancement as vehicles for increasing productivity efficiency.
  - Rational utilization, conservation and development of aquatic and fisheries resources through sustainable production management, restocking of depleted fish stocks and pollution control.
  - Strengthening economic infrastructure and promoting privatization.
  - Strengthening public and private sector institutions.
  - Securing participation of the fisheries sector beneficiaries in management and development processes.
  - Developing and strengthening the competitiveness of fisheries products through improvements in marketing channels, quality control and safety.
  - Promoting sustainable development.
  - Strengthening and developing information resources and databases.
  - Strengthening regional and international cooperation, including agreements, exchange of experiences, joint programmes and scientific forums.
  - Institutional and legislative reforms.
- 
- Strengthening coordination mechanisms between the public and private sectors at the central and state levels within the country.
  - Establishing and developing fisher and producer organizations.
  - Promoting fish producers and fisheries investors through stimulating easy credit.

**South Sudan:** No information available .

## **Swaziland**

The Government of Swaziland produced a "Strategy Brief for National Food Security and Agriculture Development: Horizon 2015" in 2005. The Strategy does not deal specifically with fisheries and aquaculture. It mentions consumption of fish as a desirable source of protein, confirms its support for the SADC Protocol on Fisheries, and seeks further investment in fisheries (presumably focusing on aquaculture) to improve production.

## **Tanzania**

The fisheries sector in Tanzania makes a significant contribution to the economy of the country. It contributes about 10% of GDP, employs about 80 000 fishers and many others in related activities, and accounts for about 30% of protein intake. The total annual catch is about 350000 tonnes and Tanzania estimates that marine and inland fisheries could sustainably support an annual catch of about 750 000 tonnes pa.<sup>81</sup>

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80. Extracted from the FAO's fisheries country profile (2008) for Sudan.

81. The Fisheries Sector Policy and Strategic Statement (not dated).



Tanzania's fisheries and aquaculture policy and strategy has as its overall goal "to promote conservation, development and sustainable management of the Fisheries Resources for the benefit of present and future generations."<sup>82</sup>

The policy and strategy seeks:

- (1) To put to efficient use available resources in order to increase fish production so as to improve fish availability as well as contribute to the growth of the economy.
- (2) To enhance knowledge of the fisheries resource base.
- (3) To establish national strategic/applied research programmes that are responsive to the fisheries sector.
- (4) To improve fisheries product utilisation and their marketability.
- (5) To establish national training and educational programmes based on assessed needs and optimise the use of national and international training institutions.
- (6) To integrate conservation and sustainable utilisation of the fisheries resources into the social economic programmes of the community.
- (7) To encourage and support all initiatives leading to the protection and sustainable use of the fish stock and other aquatic resources.
- (8) To protect the productivity and biological diversity of coastal and aquatic ecosystems through prevention of habitat destruction, pollution and over exploitation.
- (9) To promote small scale, semi-intensive aquaculture systems with simple technologies and low capital investment.
- (10) To promote the sound utilisation of the ecological capacity of water based areas as a means to promote diversification of income sources and diet.
- (11) To promote effective farm and fish health management practices favouring hygienic measures and vaccines.
- (12) To improve the involvement of the fisher communities in (i.e. planning, development and management of fishery resources).
- (13) To improve the availability, accessibility and exchange of fisheries information.
- (14) To incorporate gender perspective in the development of the fisheries sector.
- (15) To strengthen collaboration on cross- sectoral issues between the fisheries sector and other sectors.
- (16) To develop and strengthen inter-sectoral co-operation in general fisheries development to minimise operational conflicts.
- (17) To pursue continuing fisheries integrated programme of effective management of coastal zone to meet the ecological and social economic needs of the present and future generation.
- (18) To strengthen regional and International collaboration in the sustainable exploitation, management and conservation of resources in shared water bodies and the exclusive economic zone (EEZ).

Each of the above areas has a number of activities associated with it.<sup>83</sup>

## Uganda

The Government of Uganda published its National Fisheries Policy in 2004. The overall goal for the fisheries sector is "to ensure increased and sustainable fish production and utilisation by properly managing capture fisheries, promoting aquaculture and reducing post harvest losses".<sup>84</sup>

The policy areas and their associated strategies are summarised as below. Each defines the roles of central and local government, of civil society and the private sector.

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82. Ibid.

83. Ibid.

84. The Government of Uganda published its National Fisheries Policy, 2004.

1. Sustainable management and development of fisheries will be facilitated by decentralising the governance of the sector and defining appropriate roles for the central government, local government, civil society and the private sector.
2. Decentralisation and community involvement in fisheries management will be achieved by devolving some decision-making responsibilities to local governments and communities. Central Government would create an enabling environment in legislation to permit the establishment of fisheries management institutions at local government and community levels, through training and facilitating the establishment of co-management arrangements.
3. District, sub-county and community will be encouraged to co-operate in the management of shared fisheries and aquatic ecosystems.
4. Sustainable institutions at national, inter-district, district, sub-county and community level and funding mechanisms for improved fisheries management will be identified and established, involving stakeholders in their development.
5. Public, private sector and community based investment in the fisheries sector will be promoted by implementing institutional reforms that will simplify investment processes and by promoting credit and micro-credit schemes.
6. Participatory planning and policy-making will form the basis of fisheries management at different levels thus promoting better decision making and ownership of the decisions and their implementation.
7. Effective systems for the collection, compilation, analysis, storage and dissemination of information will be established for planning, management, monitoring and evaluation purposes, providing for better informed decision making.
8. Adverse environmental impacts on fisheries resulting from activities outside fisheries will be minimised and mechanisms will be established at appropriate levels to achieve this.
9. Aquaculture fish production, particularly of high value local species, will be increased so as to reduce the gap between fish supply and the increasing demand for food fish. Central and local government will stimulate private fry production and encourage the development of fish farming.
10. Post-harvest fish quality and added value will be addressed through measures to ensure that the quality, wholesomeness, safety for human consumption and value of harvested fish and fishery products is secured and/or enhanced.
11. Fish marketing and trade will be enhanced by taking measure to achieve sustainable increases in the value and volume of fish marketed for national consumption and for export.
12. Human resource development will be given attention by the Government which will promote comprehensive training and advisory programmes so as to build human resource capacity to increase levels of knowledge, skill and expertise.
13. Research will be promoted into the social, economic, environmental and technical issues pertinent to fisheries, including the development of appropriate technologies in response to fisheries development and management needs.

## **Zambia**

(Note: The National Fisheries Policy document obtained is dated 2009<sup>85</sup>. It is marked draft and “not for citation”. A summary is therefore not provided. However, it could be noted that this draft is close to being identical to the National Fisheries Policy of Uganda.

**Zimbabwe** Does not have a fisheries policy/strategy.

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85. Draft National Fisheries Policy, 2009. Department of Fisheries, Zambia.

## APPENDIX 2: REGIONAL ECONOMIC COMMUNITIES

### Common Market for Eastern and Southern Africa (COMESA)

COMESA defined its Fisheries and Aquaculture Strategy in 2011.<sup>86</sup>

The overall goal of the COMESA Fisheries and Aquaculture Strategy is “to increase and sustain the contributions of fisheries and aquaculture to the region’s socio-economic development and food security”<sup>87</sup>.

The purpose of the Strategy is “to identify regional priorities for the sustainable development of fisheries and aquaculture and to outline COMESA’s approach for the development of regional programmes in support of these priorities”<sup>88</sup>.

The objectives of the Fisheries and Aquaculture Strategy are:

6. To give an overview of the potential for fisheries and aquaculture development in the COMESA region;
7. To identify key constraints to realizing this potential;
8. To outline the priority areas within the sub-sectors of marine fisheries, inland fisheries and aquaculture where targeted investment can overcome constraints and foster sustainable development;
9. To identify the roles of the main stakeholders, including COMESA, for taking this development agenda forward; and
10. To identify the priority actions by COMESA over the next three to five years to support implementation of this Strategy.

The Strategy identifies six strategic outcomes that it seeks to achieve through implementing its strategy. These are:

3. **Human and institutional capacity** enhanced through capacity building and the development of institutions with private sector and civil society links
4. **Management tools developed and implemented** through defining and using best management practice, identifying key resources for the development and implementation of fisheries management plans and strategies developed for better understanding of fishery resources.
3. **Sustaining and increasing production** by more fully utilizing natural stocks that are under-utilised, through enhancement, by identifying priority zones for aquaculture development, implementing an investment strategy involving public and private sectors and through the development of well-integrated national, regional and other export markets.
4. **Developing and adding value** through diversifying the value-adding and processing sector, improving the value chain, and by reducing post-harvest losses in both small-scale and industrial sectors.
5. **Sharing benefits** is part of the strategy aimed at enhancing and securing equity, rights of access, reducing vulnerability, and enhancing the food security impacts of investments.
6. **Learning and exchanging knowledge** enhanced so that decision making and resource allocation and management actions are improved.

Priority areas for action are identified in the Strategy:

1. Trade and market access
2. Regulations, standards and policies
3. Research and training
4. Management of transboundary resources
5. Investment facilitation.

86. See COMESA 2011. COMESA Strategy for the Sustainable Development of Fisheries and Aquaculture, Annex 1, Report of the Fourth Meeting of the Joint Ministers of Agriculture, Environment and Natural Resources, Ezulwini, Swaziland. 21 - 22 July 2011 (CS/IPPSD/AGC-MAENR/IV/3) (found at: [http://www.fanrpan.org/documents/d01180/report\\_fourth\\_meeting\\_joint\\_ministers\\_of\\_agriculture\\_environment\\_and\\_natural\\_resources.pdf](http://www.fanrpan.org/documents/d01180/report_fourth_meeting_joint_ministers_of_agriculture_environment_and_natural_resources.pdf))

87. *ibid*

88. *ibid*

## Indian Ocean Commission (IOC)

The IOC's Strategy for Fisheries and Aquaculture for the Indian Ocean makes clear in the opening paragraph of the Strategy that its overall goal is sustainable development and the fight against poverty.<sup>89</sup>

The objective of the IOCs regional fisheries and aquaculture strategy is comprehensive regional cooperation between IOC States on the conservation, management, and responsible and sustainable exploitation of fisheries resources and for the development of aquaculture.

The Strategy then refers to five strategic directions, areas that need to be addressed in order to contribute to the goal and to achieve the objective:

**Strategic Direction 1:** conservation and management of fisheries resources are sustainable and are responsibly conducted. Addressing this would involve human resource capacity building; creating mechanisms for consultation and coordination of common positions in international fora; regional harmonisation of legislation and fisheries licenses; development of a regional information system; regional mechanisms being in place to regulate catches; and rational exploitation of demersal resources achieved.

**Strategic Direction 2:** aquaculture is developed in a sustainable manner. To achieve success, capacity building and researched are envisaged; a code of conduct for aquaculture is agreed and monitored; compliance with sanitary and phyto-sanitary (SPS) standards achieved and the regional legislation on aquaculture harmonised.

**Strategic Direction 3:** A system of monitoring, control and surveillance becomes operational. This will involve regional agreement on the fight against illegal fishing, including on the exchange of information on the movement of vessels, the use of port state measures; intensification of sea patrols; the definition of offences and the penalties imposed harmonised; and a joint regional political position taken.

**Strategic Direction 4:** capacities in maritime training and safety at sea are developed. This is to be achieved by identifying existing training facilities and networks and encouraging regional exchanges. Regional training in safety at sea for fishers will be put in place.

**Strategic Direction 5:** strengthening processing, valuation, and marketing of seafood products by the introduction of appropriate technologies; enhancing market access, improving post-harvest conditions; promoting the development of enterprises and cooperatives and developing regional trade in aquaculture products.

## Southern African Development Community (SADC)

The SADC Protocol on Fisheries, which came into force in 2003, is the primary policy and strategy document on fisheries for SADC<sup>90</sup>. Its objective is to promote responsible and sustainable use of the living aquatic resources and aquatic ecosystems of member states in order to: "a) promote and enhance food security and human health;

- b) safeguard the livelihood of fishing communities;
- c) generate economic opportunities for nationals in the Region;
- d) ensure that future generations benefit from these renewable resources; and
- e) alleviate poverty with the ultimate objective of its eradication"<sup>91</sup>.

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89. IOC, 2009. *Stratégie Régionale des Pêches et de L'aquaculture de la Commission de l'Océan Indien 2009 – 2014*

90. SADC Protocol on Fisheries, 2003. <http://www.sadc.int/index/browse/page/150>

91. Ibid, Article 3.



The Protocol goes into considerable detail with regard to how the SADC region intends to achieve these objectives. These include:

- Taking common positions and undertaking coordinated action in international fora in relation to matters relevant to the Protocol<sup>92</sup>.
- Cooperation in the management of shared stocks, including the exchange of information on their state, on the levels of fishing effort, on measures, on monitoring and controlling their exploitation and on relevant research<sup>93</sup>.
- Harmonization of legislation particularly in relation to shared stocks and IUU fishing. The latter includes making an offense of IUU fishing of one state party also an offense in the national laws of another state party, facilitating hot pursuit operations, expediting extradition procedures, harmonising levels of penalties, consulting on possible joint actions to curb IUU fishing and of establishing a mechanism for sharing information on vessel registration.<sup>94</sup>
- Cooperation in law enforcement by optimising the use of existing fisheries law enforcement resources, including cooperation in the use of surveillance resources, and by harmonising technical specifications for vessel monitoring systems and other relevant emerging technologies.<sup>95</sup>
- Cooperation in establishing harmonized minimum terms and conditions for access agreements by non-SADC flagged vessels.
- Supporting the activities of organizations which conserve and manage high seas fisheries resources.<sup>96</sup>
- Seeking a rational and equitable balance between social and economic objectives in the exploitation of aquatic resources accessible to artisanal and subsistence fishers.
- Optimisation of the economic contribution of aquaculture, including the review of policies, promotion of research, encouraging private sector participation, and exchanging information on diseases.<sup>97</sup>
- Protection of the aquatic environment, by conserving aquatic ecosystems, applying the precautionary approach, addressing the causes of aquatic degradation, protecting endangered aquatic species, taking due notice of international declarations and agreements, address the preservation of ecosystem health in the context of coastal zone management, coordinating the establishment of inland and marine protected areas particularly considering critical habitats and endangered species, especially relating to trans-boundary stocks; adopting measures to prevent pollution; providing for fish passages in the construction of dams where appropriate and promoting energy efficient and clean technologies.<sup>98</sup>
- Human resources development by fostering broad awareness of sustainable and responsible use of aquatic resources, implementing policies that promote responsible use of living aquatic resources, enhancing training in fisheries; comply with IMO standards for sea-going personnel, encouraging the fishing industry to promote the welfare of fishers and comply with international standards for conditions of work; encourage programmes for transfer of skills; promote professional associations and their involvement in pursuing the objectives the Protocol.
- Trade and investment in fisheries and related goods and services by reducing barriers to trade, facilitating business contracts and information exchange; establishing basic infrastructure; creating an enabling environment for sustainable fisheries development, including the development of joint ventures and cross-border investment; ensuring compliance with SADC standards on port infrastructure, implementing international standards on quality control and certification; and possibly establishing common positions on trade issues such as eco-labelling.

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92. Ibid, Article 6.

93. Ibid, Article 7.

94. Ibid. Article 7

Ibid. Article 8. Note that in July 2008 SADC Fisheries Ministers signed the SADC Fisheries Ministers' Statement of Commitment to stop IUU fishing and in July 2010, the SADC Action Plan for IUU fishing was approved by Ministers.

95. Ibid. Article 9

96. Ibid. Article 11

97. Ibid, Article 13

98. Ibid, Article 14

- Cooperation in science and technology by establishing joint research programmes, generating and using the best available scientific advice, sharing knowledge and data generated through joint research programmes, sharing costly facilities such as research vessels, collaborating on regional scientific initiatives; and standardizing hardware and software, particularly for vessels monitoring systems.
- Exchanging complete and detailed information essential for achieving the objectives of the Protocol.

## **Intergovernmental Authority for Development (IGAD)**

### **East African Community (ECA)**

The EAC aims to improve and strengthen co-operation between the people of Kenya, Tanzania, Uganda, Ruanda and Burundi. In this regard the countries emphasise co-operation in the priority areas of transport and communication, trade and industry, security, immigration and the promotion of investment in the region.

The East African Community operates on the basis of a five-year Development Strategy. The current Strategy document covers the period 2011-2016 and spells out the policy guidelines, priority programmes and implementation schedules. The EAC strategy emphasises economic co-operation and development with a strong focus on the social dimension. The role of the private sector and civil society is considered as central and crucial to the regional integration and development in a veritable partnership with the public sector. Establishment of an internationally competitive single market and investment area in East Africa is accorded priority alongside the development of regional infrastructure, human resource, science and technology.<sup>99</sup> This is of general relevance for the fisheries and aquaculture sector. It should be noted that the Lake Victoria Fisheries Organisation is an institution of the EAC<sup>100</sup> which has developed a strategic vision for the Lake's fisheries, the EAC's most important.

EAC Food Security Action Plan (2011 – 2015)<sup>101</sup> is aligned to NEPADs CAADP framework and principles, focusing on Pillar 3 on Food Security. The vision of CAADP pillar II is to increase resilience at all levels by decreasing food insecurity and linking vulnerable people into opportunities for agricultural growth.

The Action Plan makes reference to the fisheries sector providing some elements of a fisheries strategy relating to the supply of food. These include:

- Provision of extension services and training on post-harvest handling of food.
- Promotion of aquaculture especially among smallholder farmers and youth.
- Support for the development of aquaculture infrastructure.
- Developing marketing infrastructure in rural areas and promoting the use of technologies and practices that reduce food wastage.
- Strengthening the capacities to manage sustainably resources from both marine and inland waters.

Developing community based storage facilities.

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99. EAC Development Strategy (2011/12 – 2015/16): deepening and accelerating integration, August 2011.

Found at: [http://www.eac.int/index.php/advisory-opinions/cat\\_view/42-about-eac/155-eac-development-strategy.html](http://www.eac.int/index.php/advisory-opinions/cat_view/42-about-eac/155-eac-development-strategy.html)

100. <http://www.eac.int/>

101. East African Community EAC Food Security Action Plan (2011 – 2015). Nairobi, Kenya, February, 2011.

<http://www.agriculture.eac.int/index.php?%>

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La bonne gouvernance et de la gestion des pêches et de l'aquaculture permettent d'améliorer la contribution du secteur à la sécurité alimentaire, au développement social, à la croissance économique et au commerce régional ; ceci en assurant par ailleurs une protection renforcée des ressources halieutiques et de leurs écosystèmes.

La Commission de l'Océan Indien (COI) ainsi que la COMESA (Common Market for Eastern and Southern Africa), l'EAC (East African Community) et l'IGAD (Inter-Governmental Authority on Development) ont développé des stratégies à cette fin et se sont engagés à promouvoir la pêche et l'aquaculture responsable.

SmartFish supporte la mise en œuvre de ces stratégies régionales en mettant l'accent sur le renforcement des capacités et des interventions connexes visant à :

- mettre en place des mécanismes pour la gestion et le développement durable des pêches ;
- développer un cadre de gouvernance des pêches au niveau régional ;
- renforcer le suivi-contrôle-surveillance pour les pêcheries partagées ;
- développer des stratégies et supporter des initiatives propres à accroître le commerce régional du poisson ;
- contribuer à la sécurité alimentaire en particulier par la réduction des pertes après captures et la diversification de la production.

SmartFish est financé par l'Union Européenne dans le cadre du 10<sup>ème</sup> Fond Européen de Développement.

SmartFish est mis en œuvre par la COI en partenariat avec la COMESA, l'EAC et l'IGAD et en collaboration avec la SADC. Une collaboration étroite a également été développée avec les organisations régionales de pêche de la région. L'assistance technique est fournie par la FAO et le consortium Agrotec SpA.

By improving the governance and management of our fisheries and aquaculture development, we can also improve food security, social benefits, regional trade and increase economic growth, while also ensuring that we protect our fisheries resources and their ecosystems.

The Indian Ocean Commission (IOC), the Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC) and the Inter-Governmental Authority on Development (IGAD) have developed strategies to that effect and committed to regional approaches to the promotion of responsible fisheries and aquaculture.

SmartFish is supporting the implementation of these regional fisheries strategies, through capacity building and related interventions aimed specifically at:

- implementing sustainable regional fisheries management and development;
- initiating a governance framework for sustainable regional fisheries;
- developing effective monitoring, control and surveillance for transboundary fisheries resources;
- developing regional trade strategies and implementing regional trade initiatives;
- contributing to food security through the reduction of post harvest losses and diversification.

SmartFish is financed by the European Union under the 10th European Development Fund.

SmartFish is implemented by the IOC in partnership with the COMESA, EAC, and IGAD and in collaboration with SADC. An effective collaboration with all relevant regional fisheries organisations has also been established. Technical support is provided by Food and Agriculture Organization (FAO) and the Agrotec SpA consortium.

