



INDIAN OCEAN  
COMMISSION



# Towards the implementation of the SSF Guidelines in the Southern Africa and Indian Ocean region

December 2016, Mauritius

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of Indian Ocean Commission concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The mention of specific companies or products of manufacturers, whether or not these have been patented, does not imply that these have been endorsed or recommended by Indian Ocean Commission in preference to others of a similar nature that are not mentioned.

The views expressed in this information product are those of the author(s) and do not necessarily reflect the views or policies of Indian Ocean Commission.

© 2014 Indian Ocean Commission

## **Indian Ocean Commission**

Blue Tower

5<sup>th</sup> floor, rue de l'Institut

Ebene, Mauritius

Tel : +230 402 6100

Fax: +230 466 0160

[smartfish@coi-ioc.org](mailto:smartfish@coi-ioc.org)

[www.coi-ioc.org](http://www.coi-ioc.org)

[www.smartfish-coi.org](http://www.smartfish-coi.org)



“ This publication has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of the author and can no way be taken to reflect the views of the European Union.”

## **Preparation of this document**

This document provides a summary of the presentations, discussions, conclusions and recommendations of the Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the context of Food Security and Poverty Eradication, held in Mauritius, from 12 to 15 December 2016. This report was prepared by the team of the SmartFish Programme, an EU-funded regional fisheries project co-implemented by the Indian Ocean Commission (IOC) and the Food and Agriculture Organization of the United Nations (FAO).

Contributions were received from the various presenters, and the report was reviewed by organizing partners, the Southern Africa Development Community (SADC) and the Fisheries and Aquaculture Department of the Food and Agriculture Organization of the United Nations (FAO).

## Abstract

Following the endorsement of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) by the FAO Committee on Fisheries (COFI) in June 2014, and in line with paragraph 13.6 of the document itself, which promotes the development of regional plans of action for their implementation, a regional workshop was held to discuss the implementation of the SSF Guidelines in the Southern Africa and Indian Ocean region.

The Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the context of Food Security and Poverty Eradication was held in Mauritius from 12 to 15 December 2016. It was hosted by the Indian Ocean Commission, in partnership with SADC and FAO. The workshop was attended by 56 participants from Botswana, Democratic Republic of Congo, Comoros, Lesotho, Madagascar, Malawi, Mozambique, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zanzibar, Zimbabwe, and Reunion Island (French outermost region), including representatives of governments, socio-professional associations representing the small-scale fisheries sector, civil society organizations as well as a range of supporting organizations (regional organizations, regional fishery bodies, research institutes, NGOs, etc.) and IOC, FAO and SADC staff and resource persons.

The overall objective of the workshop was to raise awareness and provide implementation support for the SSF Guidelines. The specific objectives were to identify priority actions for the creation of a consolidated SSF Guidelines action plan for the SADC/IOC region; to identify potential resources and modalities for its implementation; and to share lessons learned from past and ongoing initiatives with respect to managing small-scale fisheries and enhancing their value chains.

During the four days, participants examined the current status of small-scale fisheries in the region, shared experiences through country and thematic presentations, identified main challenges and best practices and proposed actions to support the implementation of the SSF Guidelines within the context of appropriate regional and national frameworks.

# Table of contents

Preparation of this document .....	2
Abstract .....	3
Table of contents.....	4
Acknowledgements.....	7
Abbreviations and acronyms .....	8
Executive summary .....	9
Résumé exécutif .....	12
1. Background to the workshop .....	15
1.1. The SSF Guidelines process in the African context.....	15
1.2. Regional strategic frameworks relevant to the workshop.....	16
1.3. Participation and <i>modus operandi</i> .....	16
2. Opening of the workshop .....	17
2.1. Opening statements .....	17
2.2. Objective and expected outputs .....	17
3. Introduction to the SSF Guidelines .....	19
4. Keynote presentations.....	20
4.1. Small-scale fisheries in the AU/NEPAD Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa .....	20
4.2. A Civil Society perspective on the implementation of the SSF Guidelines .....	21
4.3. Linking conservation initiatives with the promotion of sustainable small-scale fisheries livelihoods .....	23
4.4. Promoting sustainable small-scale fisheries through improving product quality and standards .....	24
4.5. Small-scale fisheries, gender and foreign access agreements ....	24
4.6. The contribution of research to the implementation of the SSF Guidelines .....	25
5. Country presentations .....	26
5.1. Botswana .....	26
5.2. Comoros .....	27
5.3. Democratic Republic of Congo.....	28
5.4. Lesotho.....	28

5.5. Madagascar .....	28
5.6. Malawi .....	29
5.7. Mauritius.....	30
5.8. Mozambique .....	30
5.9. Namibia .....	31
5.10. Reunion .....	32
5.11. Seychelles .....	32
5.12. South Africa.....	33
5.13. Swaziland.....	33
5.14. Tanzania .....	33
5.15. Zambia .....	34
5.16. Zanzibar.....	35
5.17. Zimbabwe .....	35
6. Summary of discussions (thematic and country presentations).....	36
7. Working group sessions .....	38
7.1. Description of the working groups' tasks.....	38
Session 1: Identifying challenges ahead and good practices.....	38
Session 2: Turning good practices into an action plan for implementation .....	38
7.2. Reporting back from working groups.....	39
Governance of tenure in small-scale fisheries and resources management.....	39
Social development, employment and decent work, and gender equality .....	41
Value chains, post-harvest and trade (Chapter 7 of the SSF Guidelines) .....	43
Policy coherence, institutional coordination and collaboration .....	45
Information, research and communication.....	45
Capacity development .....	45
Implementation support and monitoring .....	45
8. Field Excursion .....	46
9. Summary conclusions, recommendations and the way forward .....	46
10. Closing session .....	48
Annex 1 – Opening statements .....	49

Annex 2 – List of participants.....	60
Annex 3 – Workshop agenda.....	66
Annex 4 – Working group composition .....	69
Annex 5 – Working group results.....	71
Annex 6 – Joint communiqué (opening).....	84
Annex 7 – Conclusion and recommendations (English version) .....	87
Annex 8 – Conclusions and recommendations (French version).....	97
Annex 9 – Closing statements .....	107

## Acknowledgements

The Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the context of Food Security and Poverty Eradication greatly benefited from the dedicated contribution of a large number of individuals. All of them are gratefully acknowledged for their efforts during the preparation of the workshop and throughout its course.

The Indian Ocean Commission, especially Mr Madi Hamada (Secretary General), Mr Luc Ralaimarindaza (Officer in Charge) and the SmartFish team (IOC and FAO) provided invaluable support. Their generous and efficient collaboration, as well as that of colleagues from SADC and the FAO Fisheries and Aquaculture Department, is gratefully acknowledged.

The organizers are particularly grateful to the chairpersons of the workshop sessions and to all participants for their active engagement during the workshop discussions.



## Abbreviations and acronyms

AU	African Union
AU-IBAR	African Union – Interafrican Bureau for Animal Resources
BMU	Beach Management Unit
EAF	Ecosystem Approach to Fisheries
EEZ	Exclusive Economic Zone
CCRF	Code of Conduct for Responsible Fisheries
COFI	Committee on Fisheries (of FAO)
CSO	Civil Society Organization
FAO	Food and Agriculture Organization of the United Nations
IOC	Indian Ocean Commission
IOTC	Indian Ocean Tuna Commission
IUU	Illegal, Unreported and Unregulated (fishing)
MCS	Monitoring, Control and Surveillance
M&E	Monitoring and Evaluation
NGO	Non-governmental Organization
PFRS	Policy Framework and Reform Strategy for African Fisheries and Aquaculture
REC	Regional Economic Commission
RFB	Regional Fishery Body
SADC	Southern Africa Development Community
SSF	Small-scale fisheries
SWIOFC	South West Indian Ocean Fisheries Commission
TBTI	Too Big To Ignore (global partnership for small-scale fisheries research)
VGGT	Voluntary Guidelines for the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
WFF	World Forum of Fish Harvesters & Fish Workers
WFFP	World Forum of Fisher Peoples

## Executive summary

The *Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication in the Southern Africa and Indian Ocean Region* was held in Mauritius on 12-15 December 2016 and was organized by the Indian Ocean Commission (IOC) – through its EU-funded SmartFish programme – the Food and Agriculture Organization of the United Nations (FAO) and the Southern African Development Community (SADC). The Southern Africa and Indian Ocean Region comprises the 17 Member States<sup>1</sup> of SADC and the IOC combined. The workshop was attended by 56 participants, including representatives of governments, regional and international organizations, fisher folk organizations, civil society organization (CSOs), NGOs, academia and other relevant actors.

The objective of the workshop was to raise awareness and provide implementation support for the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), which were endorsed by the FAO Committee on Fisheries (COFI) in 2014 and are founded on a human rights based approach to small-scale fisheries governance and development. The specific objectives were to identify priority actions for the creation of a consolidated SSF Guidelines action plan for the SADC/IOC region; to identify potential resources and modalities for its implementation; and to share lessons learned from past and ongoing initiatives with respect to managing small-scale fisheries and enhancing their value chains.

The nature of small-scale fisheries varies widely in this region, covering both marine and inland waters. Despite these differences, the workshop confirmed that the small-scale fisheries sector makes up the bulk of capture fisheries in the region and plays a crucial role in terms of livelihoods, food security and nutrition, and local, national and regional economic development.

During the course of the workshop, participants examined the current status of small-scale fisheries in the region, shared experiences through country and thematic presentations, identified main challenges and best practices and proposed actions to support the implementation of the SSF Guidelines within the context of appropriate regional and national frameworks.

In particular, small-scale fisheries issues were discussed in the light of the existing relevant regional strategies: the African Union Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa (PFRS), the SADC Protocol on Fisheries and the IOC Regional Fisheries and Aquaculture Strategy 2015-2025.

---

<sup>1</sup> Angola, Botswana, Democratic Republic of Congo, Comoros, Lesotho, Madagascar, Malawi, Mozambique, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe, and Reunion (French outermost region).

Country presentations and plenary discussions illustrated the often-vulnerable situations that small-scale fisheries face. Key vulnerabilities referred to included, amongst other things:

- Unpredictable weather and climate conditions, including El Nino effects, leading to uncertainties in production (fishing) and marketing systems;
- Safety at sea issues, including accidents and losses at sea;
- Poor organizational structures and lack of capacities of small-scale fishers and fish workers to participate in decision-making;
- Erosion of traditional fisheries management structures leading to unsustainable resource utilization;
- Health issues, including HIV/Aids;
- The often-informal characteristics of small-scale fisheries activities, leading to a lack of recognition and insecurities.

Working group discussions focused on the different chapters of the SSF Guidelines, and allowed for the identification of key issues in the region, as well as existing good practices and potential actions to be undertaken in order to facilitate the implementation process.

Although efforts are needed to ensure proper dissemination of the SSF Guidelines at country level, participants were reminded that awareness raising should focus on the local level, where change is expected to occur ultimately, and where the implementation of the SSF Guidelines will be the most challenging and meaningful.

To this end, the SSF Guidelines should be made available in as many local languages as possible. Furthermore, they should be converted into the most appropriate format for local dissemination taking into account the level of education and social dynamics of fishing communities. Innovative ways of presenting the SSF Guidelines to a variety of audiences should be identified at the most appropriate level, with the assistance of well-established civil society organizations (CSOs).

The meeting stressed the need to establish a system for monitoring the implementation of the SSF Guidelines at national and regional levels. It was suggested that this system should be based on a network of focal persons from both public administrations and non-state actors' groups to ensure that a continuous dialogue is taking place to inform the implementation process. National monitoring should be done following a regional framework, using a harmonized methodology and agreed upon indicators. This should be discussed further with relevant regional bodies in a view to establish a systematic reporting mechanism, which could in turn contribute to global monitoring at the level of FAO.

Sharing of information will be of the utmost importance throughout the SSF Guidelines implementation process, not only to address specific issues but also to ensure that implementation of the SSF Guidelines is taking place in a transparent environment, allowing participation of all stakeholders. Workshop participants agreed on the need to establish a repository of best practices at the regional level. Contacts between CSOs and governments should be maintained in order to allow for a

participative definition of priorities and responsibilities. It is expected that all stakeholders will have to play a role in the implementation of the SSF Guidelines however; there is a need to identify which of the actors will play a leading role in regard to specific components. This will only be possible if communication lines remain open at all times.

## Résumé exécutif

*L'atelier régional de consultation sur la mise en œuvre des Directives volontaires visant à assurer la durabilité de la pêche artisanale dans le contexte de la sécurité alimentaire et de l'éradication de la pauvreté dans la région Afrique Australe et Océan Indien* a été organisé à Maurice du 12 au 15 décembre 2016 par la Commission de l'Océan Indien (COI) – à travers son programme SmartFish financé par l'UE – en collaboration avec l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et la Communauté de Développement d'Afrique Australe (SADC). La région Afrique Australe et Océan Indien comprend les 17 Etats membres<sup>2</sup> de la SADC et de la COI regroupés. L'atelier a réuni 56 participants, dont des représentants des gouvernements, des organisations régionales et internationales, des organisations de pêcheurs et travailleurs du secteur de la pêche, des organisations de la société civile (OSC), des organisations non-gouvernementales (ONG), d'organismes académiques, ainsi que d'autres acteurs concernés.

L'objectif de l'atelier était d'élever le niveau de compréhension des Directives volontaires visant à assurer la durabilité de la pêche artisanale dans le contexte de la sécurité alimentaire et de l'éradication de la pauvreté (Directives PA) et de fournir un soutien pour leur mise en œuvre dans la région. Les Directives PA ont été adoptées par le Comité des Pêches (COFI) de la FAO en 2014 et sont fondées sur une approche de la gouvernance et du développement de la pêche artisanale qui se veut centrée sur les droits humains. Les objectifs spécifiques étaient d'identifier les actions prioritaires permettant de constituer un plan d'action consolidé pour la mise en œuvre des Directives PA dans la région SADC/COI ; d'identifier les potentielles ressources et modalités pour sa mise en œuvre ; et de partager les leçons apprises des initiatives passées ou actuelles en matière de gestion des pêches artisanales et d'amélioration de leurs chaînes de valeur.

La nature des pêches artisanales varie considérablement au sein la région, dont les eaux sont à la fois maritimes et continentales. Malgré ces différences, l'atelier a pu confirmer que le secteur de la pêche artisanale constitue l'essentiel des pêches de capture dans la région, et joue un rôle primordial en termes de moyens d'existence, de sécurité alimentaire, de nutrition, et de développement économique aux niveaux local, national et régional.

Durant quatre jours, les participants ont examiné le statut actuel des pêches artisanales dans la région, partagé leurs expériences à travers des présentations thématiques et par pays, identifié les principaux enjeux et les bonnes pratiques, et proposé des actions pour soutenir la mise en œuvre des Directives PA dans le contexte des cadres réglementaires existant aux niveaux national et régional.

---

<sup>2</sup> Angola, Botswana, République Démocratique du Congo, Comores, Lesotho, Madagascar, Malawi, Mozambique, Maurice, Namibie, Seychelles, Afrique du Sud, Swaziland, Tanzanie, Zambie, Zimbabwe, et La Réunion (région française d'outre-mer).

Les problèmes liés à la pêche artisanale furent discutés, en particulier à la lumière des stratégies régionales existantes : le Cadre Politique et Stratégie de Réforme pour la Pêche et l'Aquaculture en Afrique de l'Union africaine (CPSR), le Protocole sur les Pêches de la SADC et la Stratégie Régionale des Pêches et de l'Aquaculture 2015-2025 de la COI.

Les présentations par pays et les discussions en plénière ont permis d'illustrer la situation de vulnérabilité dans laquelle se trouve souvent la pêche artisanale. Les principaux facteurs de cette vulnérabilité présentés furent notamment, parmi d'autres :

- Les conditions météorologiques et climatiques imprédictibles, y compris les effets dus à El Niño, conduisant à des incertitudes au niveau de la production (pêche) et de la commercialisation ;
- Les problèmes de sécurité en mer, y compris les accidents et pertes en mer ;
- Les faibles structures organisationnelles et le manque de capacités des pêcheurs artisans et travailleurs du secteur à participer aux décisions ;
- L'érosion des structures traditionnelles qui régissaient la pêche, conduisant à une utilisation non-durable des ressources ;
- Les problèmes de santé publique, y compris ceux liés au VIH/SIDA ;
- Les caractéristiques souvent informelles des activités de pêche artisanale, conduisant à un manque de reconnaissance et donc à une certaine précarité.

Les discussions des groupes de travail se sont concentrées sur les différents chapitres des Directives PA, et ont permis l'identification des principaux enjeux dans la région, des bonnes pratiques existantes et des potentielles actions à entreprendre afin de faciliter le processus de mise en œuvre.

Bien que des efforts sont nécessaires pour assurer une bonne dissémination des Directives PA au niveau des pays, il a été rappelé aux participants que la sensibilisation devra avant tout se faire au niveau local, là où le changement est attendu en bout de course, et là où il est attendu que la mise en œuvre des Directives PA sera significative et représentera le plus grand défi .

A cette fin, les Directives PA devront être mises à disposition dans le plus grand nombre de langues possible. De plus, elles devront être converties en un format approprié pour une dissémination locale, en tenant en compte le niveau d'éducation et les dynamiques sociales des communautés de pêche. Des manières innovantes de présenter les Directives PA à une audience variée devront être identifiées au niveau le plus approprié, avec l'aide d'organisations de la société civile (OSC) bien établies.

La réunion a souligné le besoin d'établir un système pour assurer le suivi de la mise en œuvre des Directives PA aux niveaux national et régional. Il a été suggéré que ce système soit basé sur un réseau de personnes focales issues des administrations publiques et des groupes d'acteurs non-étatiques, afin d'assurer la mise en place d'un dialogue continu pour informer le processus de mise en œuvre. Le suivi au niveau national devrait se faire selon un cadre élaboré au niveau régional, en utilisant une méthodologie harmonisée et des indicateurs convenus. Ce point devra faire l'objet de

discussions avec les organismes régionaux concernés afin d'établir un mécanisme de reporting systématique, qui pourra à son tour contribuer au suivi entrepris par la FAO au niveau mondial.

Le partage d'informations sera de la plus haute importance à travers le processus de mise en œuvre des Directives PA, non seulement pour aborder des problèmes spécifiques mais également pour garantir que la mise en œuvre des Directives PA se déroule dans un environnement transparent et permettant la participation de toutes les parties prenantes. Les participants à l'atelier se sont accordés sur la nécessité d'établir un recueil des bonnes pratiques au niveau de la région. Les contacts entre les OSC et les gouvernements devront être maintenus afin de permettre une définition participative des priorités et des responsabilités. Il est attendu que toutes les parties prenantes auront un rôle à jouer dans la mise en œuvre des Directives PA, cependant il est nécessaire d'identifier quels sont les acteurs qui joueront un rôle moteur en fonction des composantes spécifiques. Cela ne sera possible que si une ligne de communication reste ouverte en tout temps.

# 1. Background to the workshop

## 1.1. The SSF Guidelines process in the African context

2015 marked the 20<sup>th</sup> anniversary of the Code of Conduct for Responsible Fisheries (the Code). Since its adoption by the FAO Conference in 1995, the Code has become the universal reference tool to guide the governance and development of sustainable and responsible fisheries. The application of the elements of the Code and the alignment of national laws, policies, programmes and strategies with its principles is the first basic step towards improved governance of fisheries.

In order to complement the provisions of the Code specifically in relation to small-scale fisheries, the FAO Committee on Fisheries (COFI) endorsed the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines<sup>3</sup>) in June 2014. The SSF Guidelines are the first ever, international instrument specifically dedicated to small-scale fisheries and provide a comprehensive framework for States and other stakeholders to support the small-scale fisheries sector in realizing its true contribution to global and national efforts towards food security and poverty eradication.

The SSF Guidelines were developed through a global participatory process that included consultations with over 4,000 stakeholders from over 120 countries. National and regional consultative workshops were organized by FAO and civil society organizations (CSOs) around the world, with the aim to receive guidance from stakeholders on the nature, principles and key thematic areas of such an international instrument to plan, implement and report on securing sustainability in small-scale fisheries. In this context, FAO organized the Africa Regional Consultative Meeting on Securing Sustainable Small-scale Fisheries: Bringing together Responsible Fisheries and Social Development, in Maputo, Mozambique, in October 2010.

In parallel, the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA), held in September 2010 in Gambia, initiated the process of formulating the Policy Framework and Reform Strategy for African fisheries and aquaculture (PFRS). This process was spearheaded by African Union institutions, in particular the NEPAD Agency and AU-IBAR, with the main purpose of facilitating coherent policy development for the sustainable management of fisheries and aquaculture resources in African Union Member States. The PFRS, finalized in 2014, has a key pillar for the sustainable development of small-scale fisheries with the objective of significantly increasing their contribution to poverty alleviation and food and nutrition security.

Following the adoption of the SSF Guidelines by COFI members in 2014 and the adoption of the PFRS by African Heads of State and governments the same year, additional consultation meetings were organized in order to provide guidance for their implementation across the continent, including an FAO regional workshop for the East

---

<sup>3</sup> <http://www.fao.org/3/a-i4356e.pdf>



African region in September 2015 and an AU-IBAR/NEPAD Think Tank meeting on governance and management of African small-scale fisheries in January 2016.

A regional consultation workshop was proposed to continue this participatory process with the aim to discuss the SSF Guidelines as a meaningful tool to promote sustainable small-scale fisheries in the Southern Africa and Indian Ocean region within the context of the PFRS. The workshop also provided a forum for identifying priority actions to improve the contribution of small-scale fisheries to the objectives of the African Agricultural Transformation Agenda, with a view to elaborate a consolidated plan of action for the region.

## 1.2. Regional strategic frameworks relevant to the workshop

The **Southern Africa and Indian Ocean Region** comprises the Member States of SADC and the IOC combined. The region includes 17 countries that are economically heterogeneous (from upper-middle income level countries like South Africa to low income level countries like the Democratic Republic of Congo) and geographically diverse (from landlocked countries such as Zambia to small island states like Comoros). Both inland and marine fisheries are important pillars of the economy in the countries of the region, with fisheries representing a significant source of jobs, income and food – especially the small-scale sector.

The **Southern African Development Community (SADC) Protocol on Fisheries**, which was signed by Heads of State and governments in 2001 and entered into force in 2003, has an objective to promote responsible use of living aquatic resources and aquatic ecosystems of interest to State Parties. It urges State Parties to seek a rational and equitable balance between social and economic objectives in the exploitation and development of living aquatic resources accessible to small-scale fishers. Specifically, the Protocol requires State Parties to facilitate broad based and equitable participatory processes to involve small-scale fishers in the control and management of their fishing and related activities.

The **Indian Ocean Commission (IOC) Ministers Council** recently adopted a new **Regional Fisheries and Aquaculture Strategy** for the period 2015-2025. Its overarching objective is to allow the fisheries and aquaculture sector in IOC Member States to fully realize its potential contribution to sustainable and equitable growth in the region. The IOC Fisheries and Aquaculture Strategy 2015-2025 is rooted in the AU PFRS and recognizes the relevance of the SSF Guidelines for assisting Member States in reaching food security and poverty alleviation objectives. Its first Strategic Axis focuses on the need to establish better fisheries governance frameworks, in particular through setting-up mechanisms to improve participation in decision-making processes, including co-management arrangements.

## 1.3. Participation and *modus operandi*

The Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication in the Southern Africa and Indian Ocean Region convened

representatives of governments, regional and international organizations, fisher folk organizations, civil society organization (CSOs), NGOs, academia and other relevant actors.

A total of 56 participants attended the workshop (see list of participants in Annex 2).

The workshop was conducted in French and in English (simultaneous interpretation was provided) and held over a total of four days. It featured thematic plenary presentations, plenary discussions and working group sessions.

## **2. Opening of the workshop**

*Master of ceremony: Indian Ocean Commission*

### **2.1. Opening statements**

The workshop was opened with welcome statements by Mr. Luc Ralaimarindaza, IOC Officer in Charge, on behalf of the Indian Ocean Commission Secretary General; Mr. Patrice Talla Takoukam, FAO Representative for Madagascar, Comoros, Mauritius and Seychelles, and Mr. Motseki Hlatshwayo, Technical Advisor, SADC. The Honourable Premdoot Koonjoo, Minister of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands, Republic of Mauritius, officially opened the workshop.

The opening statements highlighted the importance of small-scale fisheries to the region and their contribution to economies, livelihoods and food security.

Whilst circumstances vary, there were clear indications that small-scale fisheries are of great importance to food security and sustainable livelihoods in the region.

It was stressed that the SSF Guidelines constitute a tool and represent a unique opportunity to improve the governance and development of small-scale fisheries.

The opening statements can be found in Annex 1.

### **2.2. Objective and expected outputs**

*Mr. Yann Yvergniaux, IOC*

The objective and expected outputs of the Regional Consultation Workshop were presented to participants. The overall objective of the workshop was to raise awareness and provide implementation support for the SSF Guidelines.

The SSF Guidelines will only become an effective tool for change if their principles are applied. The overall strategic approach for the implementation of the SSF Guidelines should build on the inclusive and consensus-seeking spirit and environment that characterized their development. Accordingly, participation and partnerships are key and implementation has to be anchored at the regional, national and local levels within a framework of regional and international collaboration, awareness raising, policy support and capacity development. This strategic approach aims to have the

principles of the SSF Guidelines mainstreamed in policies, strategies and actions at the international, regional, national and local levels. This requires support and collaboration between a diverse group of actors, including governments, CSOs, development partners, NGOs, academia, regional organizations and the private sector.

Accordingly, the expected outputs of the workshop were:

- Describe the region's small-scale fisheries sector and identify key issues and good practices
- Raise awareness and provide implementation support to the SSF Guidelines and the AU-IBAR action plan for small-scale fisheries
- Identify priority actions for the creation of a consolidated action plan for the region, as well as potential resources and modalities for its implementation
- Share lessons learned from past and ongoing initiatives with respect to managing small-scale fisheries and enhancing their value chains.

Following this introductory presentation, the agenda was introduced by the Chair of the following session. The final agenda is given in Annex 3. The composition of the Working Groups can be found in Annex 4. Keynote and country presentations are summarized in the sections below.



Group photo: workshop participants

### 3. Introduction to the SSF Guidelines

*Ms. Lena Westlund, FAO*

This presentation provided an introduction to the SSF Guidelines, adopted by the FAO Committee on Fisheries (COFI) in 2014. The SSF Guidelines are the first ever negotiated international instrument dedicated entirely to small-scale fisheries. They are the result of a global participatory process and constitute a consensus on principles and guidance for small-scale fisheries governance and development. More than 4,000 stakeholders were directly involved in the formulation of the SSF Guidelines, including through a critical engagement by civil society organizations (CSOs).

The SSF Guidelines are divided into three main parts. The Introduction in Part 1 sets out the objectives, nature and scope, the guiding principles and the relationship with other international instruments. Based on human rights, the guiding principles of the SSF Guidelines include non-discrimination, respect of cultures, social and economic viability, gender equality and equity, equity and equality, transparency, rule of law, consultation and participation, accountability, economic, social and environmental sustainability, holistic and integrated approaches, and social responsibility and feasibility. The SSF Guidelines complement other international instruments such as the Code of Conduct for Responsible Fisheries (1995), the Voluntary Guidelines on the Progressive Realization of the Right to Adequate Food in the Context of National Food Security (2004) and the Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (2012).

Part 2 of the SSF Guidelines is entitled "Responsible Fisheries and Sustainable Development" and represents the thematic heart of the SSF Guidelines and contains five chapters:

1. Governance of tenure in SSF and resource management
2. Social development, employment and decent work
3. Value chain, post-harvest and trade
4. Gender equality
5. Disaster risks and climate change

Part 3 of the SSF Guidelines focuses on "ensuring an enabling environment and supporting implementation" as the small-scale fisheries sector cannot be looked at in isolation; it is embedded in a wider policy and institutional context. This part hence provides guidance on how to realize the principles and recommendations of the SSF Guidelines through policy coherence, institutional and supporting implementation; information, research and communication; capacity development and implementation support and monitoring.

Ms. Westlund stressed the need for a collaborative approach to SSF Guidelines implementation with important roles for all stakeholders. Support is needed at international and regional levels but implementation has to happen at local and national levels to have a real impact. Accordingly, she summarized her presentation with the following take home messages:

- SSF Guidelines are a powerful tool for all: internationally agreed framework of principles and guidance for integrated development;
- Rights and responsibilities come together;
- SSF Guidelines implementation key to linking fishing rights and human rights to foster participation and empowerment for improved food security and poverty eradication;
- Different roles for different players to work together to ensure impact and change.

## 4. Keynote presentations

### 4.1. Small-scale fisheries in the AU/NEPAD Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa

*Mr. Obinna Anozie, Inter-African Bureau for Animal Resources (AU-IBAR)*

AU-IBAR gave a presentation on “Small-scale fisheries in the African Union Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa” which highlighted relevant provisions and the accomplishments of African Fisheries Reform Mechanisms (AFRM) and Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa (PFRS) as well as the actions taken so far by the Fisheries Governance (FishGov) project in the areas of small-scale fisheries development and strengthening the roles of relevant non-state actors (NSAs) in Africa.

The presentation revealed that a lot has been achieved through the FishGov project in strengthening stakeholder organizations; promotion of participation in small-scale fisheries; development of an advocacy strategy; facilitation of the inclusion of stakeholders in fisheries management and decision-making at AU member State level; and uptake of international instruments for sustainable fisheries management in Africa.

Top among these include several dialogue forums conducted on the role of Civil Society Organisations (CSOs) in small-scale fisheries as well as coordination meetings for regional NSAs on the continent; an exercise on the mapping of NSAs on the continent; plan for the establishment of NSA platform for Southern Africa; formulation of continental SSF Action Plan ready for submission to AU Specialized Technical Committee (STC) for endorsement; and Fisheries management plans for selected shared inland water bodies.

The presentation further emphasized the need for collaboration and a regional approach to the implementation of the SSF Guidelines as embedded in the PFRS, in particular: identification of relevant collaborating institutions and agencies to partner with; recognition and utilization of synergies to minimize duplications; appropriate plans and strategies for sustainability; development of structured internal recurrent funding mechanisms at national, regional and continental levels as well as capacity development and institutional strengthening. Such an approach would promote the values and practices that will safeguard the future of fish resources and the healthy

livelihood of dependent communities for enhanced income, nutrition and quality of life as well as overall improved sectoral contributions to the continental economy.

## **4.2. A Civil Society perspective on the implementation of the SSF Guidelines**

*Ms. Editrudith Lukanga, World Forum of Fish Harvesters & Fish Workers (WFF)*

The presentation was organized in sections that reflected back on Civil Society participation in the SSF guidelines development process, the milestones passed and a look ahead from the perspective of Civil Society towards implementing the guidelines.

In order to coordinate Civil Society engagement in the Consultation Processes during the development of SSF guidelines, a Civil Society Platform was established in August 2011 composed of WFF, WFFP, ICSF, and IPC broadly representing organizations of small scale fishers & fish workers and their supporters mainly from the Global South comprising of fishing community leaders, activists, supporters, NGO representatives and researchers.

Civil Society and their supporters were brought together through their drive to promote small scale fisheries as a relatively sustainable way of life, which contributes to food security poverty alleviation, but also defending:

- Rights to life and livelihoods;
- Right to access fishing grounds and resources;
- Right to access fish supplies and markets;
- Right to decent working and living conditions;
- Right to equality and non-discrimination for women;
- Right to participate in decision and management processes.

These are the basic ideals that civil society has been striving for, for years and thus the SSF Guidelines are a tool to realize these ideals.

Looking at the milestones on the road to the SSF Guidelines, the presenter referred to the 27<sup>th</sup> session of the COFI that set the stage for the Global Conference on Small Scale Fisheries held in Bangkok, Thailand in October 2008. She then categorized the milestones in three phases.

*Phase one: The Bangkok Process (2007-2008)*

In preparation for Bangkok conference, Civil Society organized three regional meetings under the theme of "Asserting Rights, Defining Responsibilities" that were held in the Asia-Pacific region (May 2007), in Africa (June 2008) and in Latin America and the Caribbean (August 2008). These Regional Workshops had a common outcome: that a rights-based fisheries approach requires that fishery access and user rights, post-harvest rights and human rights are indivisible, and that the development of responsible and sustainable small-scale, artisanal and indigenous fisheries is possible only if they are addressed in an integrated manner. Informed by the regional preparatory meetings, the Civil Society presented a statement at the Global



Conference on Small Scale Fisheries (Bangkok Statement) in which they called on the FAO's Committee on Fisheries (COFI) to include a specific chapter in the Code of Conduct for Responsible Fisheries (CCRF) on small-scale fisheries, recognizing the obligations of States towards them.

*Phase two: Consultation Process on an International Instrument for SSF (2009-2012)*

Phase two started with the 28<sup>th</sup> session of COFI in 2009, which expressed the need for an international instrument on small-scale fisheries that would guide national and international efforts to secure sustainable small-scale fisheries and create a monitoring framework. In August 2011 CSOs – WFF, WFFP, ICSF and IPC – established a "CSO Platform" to engage in the consultations and up to December 2012, about 21 national and regional workshops across Latin America, Africa and Asia, and some discussions in Europe were organized and were participated by around 4,000 people.

The national-level workshops were meant to develop positions and set out, in clear terms, what Civil Society would like to see in the SSF guidelines and to enable Civil Society to influence the proposed FAO guidelines through a bottom-up consultative process. In May 2012 FAO produced the Zero Draft of the Guidelines for comments and in January 2013, CSOs met in Rome to provide input to the Zero Draft. By May 2013 FAO released the Draft Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and poverty Eradication, incorporating most of the proposals from CSOs.

*Phase 3: International technical consultation to negotiate and adopt SSF guidelines*

In May 2013 and February 2014, FAO convened International Technical Consultations. In June 2014, during the 31<sup>st</sup> session of the COFI, Members approved the adoption of the first international instrument dedicated to small-scale fisheries. COFI highlighted the critical role of small-scale fisheries in contributing to livelihoods and to food and nutritional security in many countries.

*Towards implementation - the next steps*

Ms. Lukanga highlighted that, in order to ensure inclusion and participation in the implementation of the SSF Guidelines, there have been numerous efforts undertaken by Civil Society since its adoption in 2014.

One of the key aspects is to raise awareness amongst organizations of small-scale fishers and fish workers and their communities through actions at local, national and sub-regional levels; and build capacity for implementing the SSF Guidelines.

The Civil Society Coordination team secured financial support from IFAD to enable participation of fishers and fish-worker organizations in the implementation process. Eight national and three regional workshops were conducted in different parts of the world.

The presenter concluded her presentation by sharing the expectations of Civil Society towards the SSF Guidelines implementation. Expectations include:

- Adoption of the SSF Guidelines in policies, laws, regulations and agreements at the appropriate levels (local, national, regional);
- Awareness workshops:
  - o Feedback to stakeholders who participated in the consultations
  - o Engage stakeholders who did not participate in the consultations for inclusion of implementation issues
- Strengthening/Formation of national and regional fishers and fish worker organizations – it is only when we are organized that we can contribute to meaningful change;
- Develop national plans of action for small-scale fisheries based on the SSF Guidelines with a budget line;
- Collaboration with regional organizations - deliberate engagement of non-state actors in regional processes;
- CSOs engage in monitoring and evaluation of the implementation of these Guidelines.

#### **4.3. Linking conservation initiatives with the promotion of sustainable small-scale fisheries livelihoods**

*Mr. Adrian Levrel, Blue Ventures*

Marine conservation efforts often fail when short-term costs are perceived to outweigh future benefits, which may be uncertain. All too often, forgoing fishing in protected areas represents a severe economic sacrifice for coastal communities, and the promised “spill-over” benefits of marine protection can be slow to accrue. As a result, conservation goals are often at loggerheads with local needs, disenfranchising traditional resource users.

Experience from around the world shows that managing fisheries and marine resources works best when responsibility is placed in the hands of local communities. This is particularly true in low-income countries, where there is often limited central capacity and infrastructure for fisheries management and conservation.

Reconciling the interests of the conservation and fishing sectors requires new approaches that overcome the opportunity costs of surrendering fishing in a protected area, in timeframes that work for communities. Effective fishery management measures do not always have to be large-scale or long-term. Blue Ventures’ models work by demonstrating that fisheries management can yield meaningful economic benefits for communities and seafood buyers, in realistic timescales.

Only by making such a connection can marine conservation be sustained and scaled beyond its current limited scope.

Coastal communities are empowered to manage their own resources, developing rights-based fisheries management plans aiming to sustain local fisheries and safeguard marine biodiversity. At the same time, it is also critical to work with local women’s associations to address skills and training needs to enable women to become more active in fisheries management. They also provide an ideal setting for discussing



community health and reproductive rights issues as part of a holistic Population-Health-Environment (PHE) approach.

This integrated approach addresses the interconnected challenges not only of environmental degradation and food insecurity but also poor health and unmet family planning needs in a holistic way.

Those models have since gone viral in Madagascar, inspiring a grassroots revolution in fisheries management. Their success has inspired new fisheries policy in Madagascar, and been replicated by the neighbouring islands since 2012, and by communities in several countries in the region.

#### **4.4. Promoting sustainable small-scale fisheries through improving product quality and standards**

*Virginie Lagarde, Seychelles Fishers and Boat Owners Association (FBOA)*

In Seychelles, the “Label Project” is a project that was started in 2008 by the fishermen themselves. The initiative consists of tagging fish with a label to brand the product and identify it as a small-scale fishery product, in order to create a link between the fisher and the consumer. The label allows consumers to know the history of the product. It allows them to understand that they can have a local, artisanal, fairtrade product. The project is in line with the principles defended by the FAO SSF guidelines.

The rationale of the project is to provide small-scale fisheries with better visibility, and promote their sustainable development in a world where labeling, in particular eco-labeling, schemes, is now a business which is not benefiting small-scale fishers directly. With the “Seychelles Hook and Line” initiative, small-scale fishers of Seychelles launched their own brand and put in place a simple and clear system, which contributes to product traceability and promotion.

The project has several direct and indirect impacts and allows small-scale fishers to better organize themselves, to raise their voice, to lead projects, to value their knowledge and to propose solutions for sustainable practices and food security.

The presentation provided a summary of the project, highlighting its successes and failures. The project’s ambitions and upcoming challenges were also presented, as well as future opportunities to sustain the initiative and replicate it. This project is seen as a tool that will help fishers promote their livelihoods and take control of their future, allowing their important and vital role to be finally recognized.

#### **4.5. Small-scale fisheries, gender and foreign access agreements**

*Béatrice Gorez, Coalition for Fair Fisheries Arrangements (CFFA)*

Women are present along the whole African fisheries value chain: preparation of the fishing trip (including, in some cases, pre-financing), catching, landing, processing, and selling of the fish. In addition, in most fishing communities, women are also in charge of the household.

The FAO SSF Guidelines stipulate that (Art 5.7): “Small-scale fisheries should be given due consideration before agreements on resource access are entered into with third countries and third parties”. As women are the pillars of African fishing communities, due consideration should be given, before signing agreements, to any potential impacts on women in fishing communities.

In the Western Indian Ocean, fleets of foreign origin include mainly tuna fishing fleets (from EU, Japan, Taiwan, etc.), but also trawlers of foreign origin fishing under bilateral or private fishing agreements, joint ventures arrangements, etc. Access by fleets of foreign origin affects women in fisheries and their communities in different ways: vessels of foreign origin operating in the coastal zone destroy the coastal environment, contribute to overfishing, and compete with artisanal fishers – these elements affect the availability of fish for women from the artisanal sector. With less fish to process, not only is their families’ livelihood at stake, but also food security is negatively affected, particularly in countries where fish is a large part of the diet. Another more indirect impact of foreign industrial fleet access is that coastal countries’ governments tend to design their policies towards supporting (foreign) industrial fishing rather than addressing small-scale fisheries’ needs.

In the case of EU fishing agreements, the new 2013 EU Common Fisheries Policy (CFP) introduced elements that are important for women in African artisanal fisheries and their communities, such as: EU fleets should access only the surplus of fish resources, that cannot be caught by local fishers (artisanal and industrial); transparency requirements regarding access of foreign fleets; more attention to local development needs, through sectoral support.

In its work with its African partners, CFFA is calling for:

- Transparency of the contents of all arrangements organizing access of fleets of foreign origin: fishing agreements, private licenses, joint ventures, chartering arrangements;
- Access conditions for all fleets of foreign origin to better take into consideration the state of resources/impacts on ecosystems/access to the resource needs of local fishing communities;
- Evaluations of EU fisheries agreements to consult and analyze the impacts of agreements on men and women in fisheries and their communities. Their needs, and the needs of their communities should be integrated in sectoral support and technical conditions (notably: fishing zones, landings, etc.).

#### **4.6. The contribution of research to the implementation of the SSF Guidelines**

*Ms. Moenieba Isaacs, Too Big To Ignore project (TBTI)*

Small-scale fisheries have been ignored, undervalued and underestimated in the past and in particular in one of the key areas: research. The TBTI research network and knowledge mobilization partnership’s (working in 45 countries with 300 researchers and 20 organizations) main goal is to raise the profile of small-scale fisheries and argue against their marginalization, reduce their vulnerability, and address key

concerns affecting their sustainability. To do this, TBTI has developed an information system for small-scale fisheries (ISSF) to enable comparative and global analysis; a methodology that involves 'broad' descriptions and in-depth analysis of SSF to answer 'big questions'; and work with small-scale communities in a trans-disciplinary way for research, teaching and capacity development of small-scale fisheries.

TBTI's research is guided by the following research questions: What options exist to improve the economic viability of small-scale fisheries and increase their resilience to large-scale processes of change? What aspects of small-scale fisheries need to be accounted for and emphasized in order to increase awareness of their actual and potential social contributions and their overall societal importance? What alternatives are available to minimize environmental impacts and foster stewardship within small-scale fisheries? What mechanisms are required to secure livelihoods, physical space and rights for small-scale fishing people? What institutions and principles are suitable for the governance of small-scale fisheries?

TBTI is currently preparing a book entitled "Unpacking the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries: From Rhetoric to Action" (Editors: Jentoft, Franz, Barragan and Chuenpagdee). The book covers 27 countries focusing on the human rights approach promoted in the SSF Guidelines. Supporting research themes for the implementation of the guidelines include: Fish as food; Market opportunities; SSF rights; and Women and gender.

In 2017, TBTI plans to promote the discussion on the regional/national/local monitoring and evaluation programme to assess implementation of the Guidelines. Furthermore it will create an interactive dialogue space to ground research, linking policy to community.

## **5. Country presentations**

Representatives from national fisheries administrations were given the opportunity to briefly present the small-scale fisheries sector in their respective countries. The full presentations are available in the annexes. Speakers were requested to provide a short summary of their presentation, or a brief note on specific issues to be inserted in the workshop report. The following contributions were received. For those who did not submit a summary or note, a short recap of their presentation has been inserted.

### **5.1. Botswana**

#### *Supi Khuting*

In Botswana, fisheries are not an important sector in comparison to livestock. However, it should be noted that reviews of legal frameworks and policies related to environment/parks etc. are currently being discussed to include fisheries aspects. The totality of fish catch is from SSF in dams, reservoirs and delta areas, and most fishing areas are located in parks.

Fisheries play an important role as a driver of the rural economy in remote parts of the country where fisheries are the only source of income and purchasing power. Fisheries allow for almost year-round income generation and participation in the sector is very broad, including women, youth and urban poor who have few alternative income opportunities.

The main constraints observed by the sector in Botswana include the following: There is a lack of up-to-date scientific information on the standing stocks; Budget allocations for the sector are minimal; There is a shortage of adequately trained manpower combined with insufficient offers of training and advancement opportunities for staff; There is a lack of infrastructure to support fish marketing channels and limited fish farming technology.

## 5.2. Comoros

*Ismail Mahamoudou*

Comoros has a continental shelf that covers 900 km<sup>2</sup> and a coastline that is more than 427 km long. Comorian waters are home to fisheries resources with a sustainable production potential estimated at nearly 33,000 MT per year, of which 20,000 MT are offshore (oceanic pelagic species).

The fisheries sector in Comoros is almost exclusively artisanal and characterized by seasonality. It mainly exploits pelagic species and contributes, to a large extent, to the availability of animal protein on the local market, which absorbs the totality of the catch (around 16,000 MT a year, of which 80 per cent is tuna and tuna-like species).

In Comoros in general and in Ngazidja in particular, the price of fish varies according to several parameters including quality, season, market and especially the distribution circuit. In Anjouan and Mohéli, fishmongers are exclusively male, whilst on Grande Comore it is an occupation dominated by women (90 per cent).

Fishing contributes significantly to the reduction of unemployment and to income generation for disadvantaged families, in particular in coastal areas. It is estimated that fisheries represent about 21 per cent of the agricultural GDP of Comoros. Fisheries-related activities provide employment to close to one third of the population (31 per cent).

The main challenges faced by small-scale fisheries in Comoros are losses at sea – which happen very regularly – poor infrastructure (especially at landing sites) and a lack of professional organizations. Fishers are poorly organized, however the sector still attracts young people.

The sector is currently supported by initiatives such as microfinance. Donor-funded projects are also contributing to the development of the fisheries sector (in particular SWIOFish). Comoros is currently developing an integrated fish export business, following the establishment of the National Fishing Company, with the support of Qatar investors and Sri Lankan expertise.

### 5.3. Democratic Republic of Congo

*Casimir Koffi Mulumba*

The rich hydrographic network of the DRC offers a fishery potential estimated at 707,000 MT of fish per year. This availability predisposes the country to the development of the fisheries sector. However, fisheries resources are underexploited. Weak production is due to technical, structural and socio-economic constraints.

More than 90 per cent of the national production is supplied by artisanal fisheries, employing more than 600,000 actors with a strong involvement of women in post-harvest activities. Fishing communities are poorly organized and structured at all levels. This situation constitutes a major handicap to the participation of fishing communities in the development of the sector and in decision-making processes.

The objective of the fisheries policy is to bring the fisheries sector in line with a sustainable management dynamic in order to improve productivity through entrepreneurship, taking into account the national, regional and international environment.

### 5.4. Lesotho

*Mankeane Mofoti*

Lesotho is a small and completely land-locked country and the surface area of its water bodies is currently estimated at 80 km<sup>2</sup> (rivers and medium-sized reservoirs). The country is characterized by highlands and lowlands where fish farming takes place for different (cold and warm water, respectively) species.

Fishing and fish farming are considered as a factor of socio-economic development especially for the highland communities. Capture fisheries, as well as rural aquaculture, are of the subsistence type and their main role is to contribute to food security. However, cold-water aquaculture, though still in infancy, already shows potential for becoming an important foreign exchange earner for the country.

The management of fisheries resources falls under the responsibility of the Fisheries Section in the Ministry of Agriculture and Food Security. However, there are some reservoirs that have been constructed for particular purposes, including the management of fisheries resources (e.g. reservoirs under the Lesotho Highlands Water Project that have been allocated special rights to control activities on these water bodies). In this context, communities are mainly involved in planning and decision-making but in areas under the responsibility of Chiefs, as Lesotho is a kingdom, fishers do not take part in decision-making.

### 5.5. Madagascar

*Chrysostophe Razafimandimby*

The fisheries sector is a significant contributor to the national economy in Madagascar, with an estimated contribution to GDP of 6 per cent, and the generation of around 170,000 direct jobs.

Three distinct types of fishing activities take place in Madagascar: traditional, artisanal and industrial. It is estimated that around 60 per cent of the total catch comes from the small-scale fishing sector. Madagascar has elaborated a policy framework the "*politique bleue*" (blue policy), which includes fisheries. The objectives of the Malagasy administration for the fisheries sector are the following:

- Increased availability of fish products on the market to meet the animal protein needs of the population and to ensure food security;
- Maintaining the quality of fish products for export in order to contribute to foreign exchange earnings and to improve economic growth;
- Enforcement of appropriate measures for the conservation and sustainable management of fisheries resources;
- Professionalization of small-scale fisheries to contribute to the fight against poverty and improve the living conditions of fishers and small-scale fish farmers.

As the fisheries sector is one of the key sectors of the economy, it is imperative to improve the management of fishing operations, in order to ensure the sustainable exploitation of fisheries resources.

Several problems remain to be overcome if the sector is to develop sustainably. However, it should also be noted that the resolution of certain problems fall within the competences of other sectors (establishment of basic infrastructures and services in remote areas, etc.). Coordination between government services is therefore needed.

## 5.6. Malawi

*Steve Donda*

In Malawi, capture fisheries are both small-scale and large scale. The sector directly employs around 61,000 fishers, and generates around 400,000 ancillary jobs. It contributes about 4 per cent to GDP. In 2016, the fisheries policy framework was revised based on the results of a countrywide consultation. The reviewed policy introduced a monitoring and evaluation strategy to assess implementation. Malawi introduced participatory management of fisheries in 1993.

Based on the objectives of the SSF Guidelines, experience from Malawi shows that with the participation of fishers and fishing communities in the formulation of management plans, the fishing regulations developed and implemented become more legitimate to the resource users and their compliance is high, hereby minimizing management costs. Taking this situation as a strength, there are high chances of sustainable fish resource management as local community leadership provides guidance for resource exploitation.

However, there are misconceptions and mix-ups between human rights and fishing rights amongst the fishing communities. In addition to this, problems of understanding the difference between fishing regulations and socio-cultural/traditional rights are encountered. As such Malawi strongly endorsed the use and implementation of the SSF Guidelines since about 90 per cent of the total fish landings comes from

the small-scale fishers. Amongst its plans Malawi intends to: include ecosystem approach to fisheries management in the Participatory Fisheries Management approach; enhance community sensitization on the importance and need to implement SSF Guidelines; and promote participation of the CSOs and Non-State Actors (NSAs) in the implementation of SSF Guidelines.

## 5.7. Mauritius

*Luvna Caussy*

The coastal (artisanal) fishery of Mauritius is confined mainly to the lagoon and off-lagoon areas around the island. The fishing ground area is 1,208 km<sup>2</sup>. The fishermen use traditional means and methods of fishing such as basket traps, large nets, gill nets, hooks and lines and harpoons. Fishing activities are carried out in wooden or fiberglass boats, 6-7 meters long, propelled by outboard motors, oars and sails and a few have inboard motors. The main species caught include 'parrot fish' (*Scarus spp.*), 'rabbit fish' (*Siganus sutor*), 'unicorn fish' (*Naso unicornis*) and other reef fishes. Fish Aggregating Devices (FADs) are based on the phenomenon of fish gathering around floating objects in the sea. FADs were developed to withstand local sea conditions, weather, etc. Gears and methods used in this fishery are: trolling, vertical long line, drifting single lines. Pelagic fishes are targeted in this fishery.

The market chain includes fishers, fishmongers, retailers/wholesalers/distributors, markets and supermarkets, restaurants/hotels, up to the end consumers. Fish is usually sold immediately after landing. Value addition activities occur mainly in fish shops, supermarkets, or processing plants (cleaning, gutting, etc.). There are a number of laws and regulations targeting the artisanal fishery in Mauritius. Activities in the fisheries sector are regulated by the 'Fisheries and Marine Resources Act 2007'. Fishing with gunny bags/canvas, lime/poisonous substances, explosives, spear guns and artificial light are prohibited. There is a seasonal closure for net fishing, oyster fishing and the octopus fishery. Other activities such as sand mining, cast net fishing and the use of small sized hooks have been banned.

There are a number of incentives for fishers and fishermen cooperatives. Fishers are given bad weather allowances, closed season allowances, insurance cover and loan facilities for the purchase of fishing boats. Floating cages and fingerlings are provided to encourage fishers to embark in marine aquaculture to alleviate poverty. Training is provided to fishermen on all aspects of fishing techniques and safety at sea.

## 5.8. Mozambique

*Joaquim Tembe*

Two thirds of the population of Mozambique lives on the coast. Most of the fish is processed through traditional techniques (salting/drying), although some of the catch is also sold fresh, on ice or frozen. The SSF sector employs around 400,000 people. The shrimp fishery used to be important but has been in decline over recent years. Beach seining used to be the dominant fishing technique; however this is being replaced by gillnets and fishing with hooks and line (in the open sea). There is a



distinction between subsistence fishing and the commercial fishery, the former being of a more informal nature and not subject to authorization or licenses. The Community Fishing Councils are the lowest level co-management bodies (under district/provincial/national governments).

Under the programme for the decentralization of governance and compliance with the Code of Conduct for Responsible Fisheries of the United Nations, the Ministry of the Sea, Inland Waters and Fisheries of Mozambique introduced a five-year programme in 2014 to promote good practices in fisheries through awareness-raising lectures. The programme aims to educate communities on responsible fishing and not to use harmful gear, capture protected species or destroy marine habitats. The programme also aims to ensure the participation of communities and other resource users in management through their involvement in the process of identification, implementation and supervision of management measures. The vision also includes transforming subsistence fisheries into commercial fisheries.

It should be noted that women are particularly involved in the “Revolving Savings and Credit Fund” initiative (designed to finance fish marketing and processing operations). This is an informal credit line developed by communities and implemented by the fisheries sector with the aim to increase and diversify the availability of financial services, to stimulate a culture of savings and credit and to stimulate income-generating activities within fishing communities. The multiplier effects of loans granted through this mechanism are visible and include improvements in the form of organization and group dynamics, growth in business volume, investment in labour, housing, amongst others, contributing to the improvement of households.

## **5.9. Namibia**

*Rudi Cloete*

For rural communities in northern Namibia, river and floodplain fisheries contribute greatly to food security. Small Scale Fisheries are currently not of major economic importance, but have a high relevance for over half of the country’s population. In Namibia, there is no SSF involved with marine activities where all fishing is considered industrial. On the freshwater side (rivers, flood plains) SSF is composed of dugout canoes and net fishing conducted entirely by male fishermen, whilst the market trading for the small-scale fisheries is conducted almost entirely by women.

Namibia’s Small Scale Fisheries are governed by the Inland Fisheries Resources Act of 2003 and associated regulations, based on a White Paper on the Responsible Management of the Inland Fisheries of Namibia, 1995. Conservancies play an increasingly important role in natural resource management in Namibia. In the Caprivi region, on the Zambezi River, Impalila and Sikunga Conservancies have established Fish Protection Areas (FPAs) as a management concept. Fish stocks in the upper Zambezi River and floodplains have declined by well over 90 per cent since 2009, when monofilament gillnets replaced multifilament nets. This led to the migration of fishers from the Zambezi to the Kavango River.



The Transboundary Fisheries Management Plan for the Okavango Basin aims to establish a joint management system to ensure the conservation and sustainable use of the shared fish resources of the Cubango-Okavango River for the benefit of local communities. Recognizing that almost all Namibian inland fisheries are shared with neighbouring countries, and that they fall within the boundaries of Kavango Zambezi Transfrontier Conservation Area (KAZA), a new initiative is to establish a KAZA Fisheries Working Group to bring together all government fisheries departments, projects and community-based NGOs to coordinate co-management activities in all fisheries areas. This intervention also aims, *inter alia*, at jugulating the important phenomenon of migration observed by fishers from Zambezi who are moving from Kwando to Kavango River.

## **5.10. Reunion**

*David Guyomard*

Located almost 10,000 km from the Old Continent, Reunion offers the European Union a strategic positioning at the heart of the Southwest Indian Ocean region. It also presents an original solution for the sustainable and socially balanced development of the fisheries sector in its maritime basin.

Reunion's maritime fisheries are spread over several scales: artisanal fisheries in the coastal zone around the island, a deep-sea long line fishery in the Southwest Indian Ocean, and industrial long distance fisheries within the EEZ of the French Antarctic and Austral Territories. In 2013, with an estimated turnover of € 85 million and 920 direct and induced jobs, fisheries and aquaculture accounted for 0.52 per cent of GDP and 0.37 per cent of jobs in Reunion. The fisheries and aquaculture sector, despite its limited importance in the economy of the island, remains a promising sector for many operators, as well as a source of social cohesion and stability for others. Fish and seafood is already the second-largest export industry of the island (21.3 per cent).

Coastal artisanal fishing is carried out from boats less than 12 meters in the 20-mile zone around Reunion, using a range of selective fishing techniques. With over 230 crew working onboard nearly 180 vessels, artisanal fisheries target both coastal demersal and pelagic resources on a daily basis (fishing trips from 8 to 24 hours). The local fisheries committee is responsible for the management of 34 anchored coastal FADs deployed all around the island, contributing to the sustainable management of resources through a displacement of fishing effort from reef areas to less fragile and more abundant pelagic stocks.

The catch from the artisanal sector is sold at multiple landing sites around the island, where fish processing activities take place. For marketing purposes, artisanal fishers have formed several co-op type groups, known as Economic Interest Groups (GIE), and 10 independent fish shops are supplied directly by fishers in order to offer extra-fresh products, guaranteeing local origin and a direct contact with customers.

## **5.11. Seychelles**

*Calvin Gerry (SFA)*

As an Ocean State, the contribution of fisheries to the economy of Seychelles is estimated at US \$405 million. Fish contributes significantly to the diet of the Seychellois: consumption is estimated at 64.3 kg/year/person, which is one of the highest per capita ratios in the world, and the highest in Africa. The sector represents around 5,000-6,000 direct and indirect jobs.

Seychelles is currently implementing a Fisheries Management Plan for the Mahe Plateau, focused on the artisanal demersal fishery given it is estimated that these stocks are close to maximum exploitation. Other artisanal fisheries are also managed through dedicated tools: lobsters (with cap on licenses), sea cucumbers (co-management arrangements), sharks (NPOA) as well as the net fishery.

Seychelles is currently developing a semi-industrial fishery to target high value pelagic stocks, which up to now were only exploited by the industrial long-distance fleet supplying the local tuna cannery.

## **5.12. South Africa**

*Pedro Garcia (SAUFF), on behalf of Craig Smith (DAFF)*

The South African delegation gave a presentation on small-scale fisheries, with particular emphasis on the milestones achieved in 2016 and a schedule of work to be completed in the near future in order for the small-scale sector to be fully established in South Africa. It was reported that at present South Africa had finalized the entire legal framework for implementing the small-scale fishery policy and completed a registration process with over 22,000 people registered from 316 coastal communities. These people now need to be assessed to determine if they meet the small-scale fisher criteria in order for them to be included in the small-scale fishery sector.

## **5.13. Swaziland**

*Sakhiwe Nkomo*

Swaziland is a landlocked country with very few water bodies. In the absence of natural lakes, fishing takes place in dams constructed for agriculture or hydropower purposes. The small-scale fisheries sector, being totally informal, is not quantified. In rural areas, anyone can be a fisher on a full-time or part-time basis, and some people depend a lot on fishing activities for their protein intake. In general, the youth have very little interest in fisheries and related development programmes.

## **5.14. Tanzania**

*Merisia Sebastian*

The fisheries sector is significant both on the inland and marine side. On the marine side, all domestic fishing activities are small-scale (distant water fishing nations are the only industries). It is estimated that around 4 million people are engaged in fishing and ancillary activities. The current challenges are:

- Traditional beliefs linked with management have recently collapsed due to erosion of traditions and the increased demand for fish;
- Post-harvest losses are significant in most fisheries.

Despite the important role played by small-scale fisheries and the existence of a well-defined legal framework, the small scale fisheries sector is still facing a number of challenges which threaten its effective and sustainable contribution to long-term employment, income, food security and nutrition among different actors along the value chain. The challenges include, but are not limited to: decline in some priority fisheries resources (prawn); post-harvest losses; inadequate information and knowledge on the fisheries resource base, informal post-harvest activities (processing and marketing); and poor fish handling practices. Small-scale fisheries are therefore at the center of the new National Fisheries Policy (2015).

It is to be noted that the new policy framework promotes the creation of Private-Public Partnerships, and that a collaborative fisheries management scheme for participation in decision-making exists.

Following the country's participation in the Eastern Africa workshop on the implementation of the SSF Guidelines, a national consultation has been organized in September 2016 with EMEDO.

## **5.15. Zambia**

*Harris Phiri*

Zambia is endowed with abundant water resources from which fish are extracted, in both capture fisheries and aquaculture. Fish make up 30 to 40 per cent of the animal protein in the diet of Zambian people. The fisheries subsector contributes about 1.24 per cent to the national GDP. More than one million people are employed either directly or indirectly in the fisheries sub-sector. In 2015, total fish production in Zambia was 105,000 MT, with 22,000 MT coming from aquaculture and 83,000 MT coming from capture fisheries. These production levels are far below the national demand for fish, which is estimated at about 180,000 MT to supply the per capita consumption of 12 kg per person per annum.

The capture fisheries of Zambia are predominantly small-scale, with small-scale fishers making up more than 90 per cent of the fishing cadre. The fisheries sector faces a number of challenges, which include illegal, unregulated and unreported (IUU) fishing, degradation of aquatic environments, climate variability, proliferation of invasive species and high post-harvest losses. In order to address some of these challenges, the government of Zambia revised fisheries legislation to ensure inclusiveness in fisheries governance.

More specifically, the government has intensified the implementation of conservation measures such as seasonal closures, fishing gear regulations and the protection of fish breeding areas. In addition to these measures, the government is promoting collaborative management and building capacities in riparian communities to engage in alternative livelihoods to reduce pressure on fish stocks. In order to reduce post-

harvest losses in both capture fisheries and aquaculture, the government has developed some fish landing sites with fish freezing and storage facilities. The government has also developed fish standards to guide the marketing of fish in Zambia.

However, implementation of SSF guidelines in Zambia is faced with constraints such as insufficient human and technical capacity to cover all key areas in the sub-sector; limited access to credit and finance for fish farmers and general under capitalisation in the sector; weak fisheries and aquaculture research and development (R&D); and low staffing levels in the main fisheries regulatory agency, the Department of Fisheries.

## **5.16. Zanzibar**

*Buriyan Mussa Hassan*

The economy of Zanzibar is dominated by the tourism industry. However, Zanzibar is still an agriculture-based economy: fisheries contribute about 10 per cent of the Zanzibar GDP (agriculture contributes 40 per cent and tourism 20 per cent). About 25 per cent of the population depends on fisheries for a living.

The government's agriculture policy (fisheries sub-sector) of 2000 put a big emphasis on community participation in fisheries management to increase fish catch in artisanal fisheries in a sustainable manner. A review of the Fisheries Policy is on going to accommodate issues related to small-scale fisheries, and a fisheries governance strategy, focused on coastal fisheries, has been adopted.

There is currently no formal or planned awareness-raising on the SSF Guidelines but some related activities are going on. These include supporting communities to participate in co-management, initiating a national closure for sustainable octopus management; collaborating with others to promote fisheries value chains and related products; reviewing policy documents to accommodate identified issues related to the promotion of small scale fisheries; establishing new marine management areas.

## **5.17. Zimbabwe**

*Admire Mbundure*

Zimbabwe relies on dams, rivers and aquaculture for the production of fresh water fish (Breams, *Kapenta* and Tiger Fish). The country produces an estimated 20,000 MT of fish annually, half of which comes from an export-oriented aquaculture entity (Lake Harvest) on Lake Kariba. The lake is also the source of 90 per cent of the landings in capture fisheries. Fish is the cheapest source of animal protein on the market and low consumption is largely the result of unavailability (estimated demand of 60,000 MT).

Fisheries and aquaculture contribute 0.5 per cent of the national GDP whilst most of the trade is with regional partners, with most fish entering Zimbabwe and very little going out. Aquaculture products from Lake Harvest are exported mainly to South Africa. Most of the cross-border trade is carried out by small-scale operators and is

unrecorded. On the local market, fish is available as fresh or dried with men dominating captures whilst the women are more active at the retail end.

Zimbabwe is a signatory of various regional and international agreements and protocols on the management and development of fisheries. The fisheries co-management arrangement being implemented on Lake Kariba by Zimbabwe and Zambia aims at reducing conflicts in the exploitation of shared resources. There is no stand-alone fisheries policy and fisheries governance falls under the Parks and Wildlife Act, with very limited participation of communities in the elaboration of policies. Technical services for the regulation and development of the fisheries sector for food security are provided by the Ministries of Environment, Climate and Water as well as the Ministry of Agriculture.

## **6. Summary of discussions (thematic and country presentations)**

Whilst circumstances vary, there were clear indications that small-scale fisheries are of great importance to food security and sustainable livelihoods in all countries. Small-scale fisheries' actors have important knowledge of fisheries and hence have the potential to play a key role in fisheries management. There is a need for better recognition of the role of both women and men throughout the small-scale fisheries value chain.

The majority of fishers and fish workers in the region are employed in small-scale fisheries. Women are more involved in the post-harvest subsector and in other auxiliary activities rather than in fishing.

The country presentations illustrated the often-vulnerable situations that small-scale fisheries face. Key vulnerabilities referred to included, amongst others:

- Unpredictable weather and climate conditions, including El Nino effects, leading to uncertainties of production (fishing) and marketing systems;
- Safety at sea issues, including accidents and losses at sea;
- Poor organizational structures and lack of capacities to participate in decision-making;
- Erosion of traditional fisheries management structures leading to unsustainable resource utilization;
- Health issues, including HIV/Aids;
- The informal nature of small-scale fisheries activities, including post-harvest activities, leading to a lack of recognition and insecurities.

It was noted that the human rights-based approach (HRBA) – which underpins the SSF Guidelines – is a holistic approach that puts people at the center of development. This now needs to be translated into practical actions. This will require activities for capacity development, empowerment of stakeholders and strengthened participation,

in a way that promotes local ownership of initiatives whilst ensuring accountability, dialogue and engagement.

Participants commented on the presentations, focusing in particular on the respective roles of governments and CSOs in the implementation of the SSF Guidelines and the opportunities and challenges for effective collaboration. Key points mentioned included:

- The consultation period is over and it is now time for implementation. Implementation of the SSF Guidelines is not the sole responsibility of governments. CSOs, artisanal fisheries professionals and all stakeholders have a role to play. Therefore, the implementation plan should be prepared by all actors;
- To do so, CSOs and professional fisher organizations should be empowered. It is therefore important that the current movement established by AU-IBAR for strengthening the capacities of non-state actors (NSAs) is expanded soon to cover the region. It is also important that States and NGOs support the promotion of strong and transparent professional fisher organizations;
- Fishing communities should be encouraged to take a leading role in marine conservation;
- It is important to recognize and acknowledge the role and work of artisanal fishers through initiatives such as labeling, etc.
- Access agreements between coastal countries and long distance fleets are an external factor impacting small-scale fisheries on a global scale and in the region. Focus should be put on establishing "catching agreements" rather than "access agreements" to allow coastal nations from the region to set prices and increase contributions to GDPs.

## 7. Working group sessions

Two working group sessions discussed a sequence of topics contributing towards the development of a regional plan of action for the implementation of the SSF Guidelines. The groups considered all thematic areas included in the SSF Guidelines.

Participants were divided into three groups by the organizers before each session. Each group was led by a facilitator and had a secretary taking detailed notes of the discussions. Each group also designated a rapporteur who reported to plenary.

The specific tasks for each of the two working group sessions are outlined below.

### 7.1. Description of the working groups' tasks

#### Session 1: Identifying challenges ahead and good practices

The objective of the first working group session was to familiarize participants with specific chapters of the SSF Guidelines, identify the main challenges for implementation in the region and share good practices.

The first working group session focused on Part 2 of the SSF Guidelines. The three groups discussed the following thematic areas:

1. Governance of tenure in small-scale fisheries and resource management (Chapter 5)
2. Social development, employment and decent work (Chapter 6)
3. Value chains, post-harvest and trade (Chapter 7)

Gender equality (Chapter 8) and Disaster risks and climate change (Chapter 9) were considered throughout discussions as crosscutting issues.

The first working group session was guided by the following questions:

- *Which of the issues included in the relevant chapters of the SSF Guidelines are particularly relevant to the region? Identify a maximum of 5 challenges.*
- *What has already been done (in the region or elsewhere) that could potentially contribute to addressing those challenges? Identify "good practices" for each challenge.*
- *Where do you think those "good practices" could take you in the future? Define a vision or objective for each issue/challenge.*

#### Session 2: Turning good practices into an action plan for implementation

The objective of this working group session was to familiarize participants with specific chapters of the SSF Guidelines, identify relevant short, medium and long-term actions to be implemented at national and regional levels in order to achieve the vision established during the first working group session.

It focused on Part 3 of the SSF Guidelines. The three groups discussed the following thematic areas:

1. Policy coherence, institutional coordination and collaboration (Chapter 10)
2. Information, research and communication (Chapter 11)
3. Implementation support and monitoring (Chapter 13)

Each of the challenges and good practices identified during Session 1 were addressed in Session 2 so that appropriate key actions were defined in those three areas. Capacity development (Chapter 12) was considered throughout the discussions as a crosscutting issue.

The working group was tasked to reply to the following guiding questions:

- *What are the key actions that regional organizations (SADC and IOC) and their Member States should consider to better address small-scale fisheries related issues when implementing their respective fisheries strategic documents?*
- *When elaborating your action plan, always pay attention to:*
  - Timeframe (*is it a short, medium or long-term action?*)
  - Level (should this action be implemented at national or regional level?)
  - Implementation (who should be responsible for leading implementation?)
  - Funding (*what are the possible sources/mechanisms for funding?*)

## **7.2. Reporting back from working groups**

The results of the discussions of the working groups were presented by a representative of each working group. Key challenges, related best practices, objectives and key proposed activities that emerged from the working groups are summarized below and are included, as presented in plenary by the groups, in Annex 5.

### **Governance of tenure in small-scale fisheries and resources management**

In many cases, the objectives and modalities of resource management, including research priorities, are not established in a participatory manner and small-scale fishing communities do not feel part of these processes. There is a need to ensure that all relevant stakeholders are involved in the formulation and implementation of access regimens and management arrangements. Accordingly, small-scale fisheries organizations should be included in national and local level management committees and other relevant structures.

However, small-scale fisheries actors are not always sufficiently organized to be able to effectively represent and defend their interests. Where organizations exist, they do not necessarily have the capacity and capabilities to participate in policy and decision-making processes. There is a need to strengthen small-scale fisheries organizations to ensure that they are represented at all levels where decisions are made on fisheries management and development. There is also a need to improve the sharing of information and to improve the understanding of the benefits of participating in these



processes – both on behalf of government authorities and the small-scale fisheries actors themselves.

There is a lack of clearly defined frameworks for tenure and access rights. When legal frameworks exist, they are generally not known to fishing communities, and this makes them vulnerable and unable to defend their rights. There is a need to improve the legal frameworks to better reflect regional and international instruments and guidelines in this respect and ensure that fishing communities are aware of their rights and responsibilities. Participatory integrated coastal zone management and marine spatial planning arrangements should be promoted and appropriate tools and procedures should be developed in support of their application.

Whilst women, in many cases, play an important role in the value-chain and small-scale fishing communities, this role is often not recognized. The structural and/or regional socio-cultural perceptions and circumstances that hinder women's participation in decision-making processes concerning resource governance and fisheries management and development should be addressed. The root causes need to be better understood and special attention given to making the role of women more visible and creating the space for their participation. Examples of support include organizational developments and visits for experience sharing.

There tends to be a lack of coherence and clarity at the government level with regard to the competences of different administrations (between different authorities and different levels of decentralization). Likewise, the responsibilities and roles of the different parties involved in resource management (public and private actors) are generally not well defined. Hence, efforts are needed to clarify stakeholder roles and responsibilities and ensure that they are known and allow for collaboration and coordination.

The group identified the following initiatives to be pursued as part of the SSF Guidelines implementation process:

- It was noted that all stakeholders should be involved in the formulation and implementation of measures for access to and management of resources. To this end, leader networks and platforms for sharing experiences that inform small-scale fisheries actors of the benefits they can gain from being better organized should be created. Existing small-scale fisheries organizational structures need strengthening and capacity building programmes in the areas of organizational management should be promoted and supported. Small-scale fisheries organizations (or their national representatives) could also be included within the management bodies where other segments of the sector are already recognized (in particular industrial fishers/ship owners);
- Small-scale fisheries interests need to be represented at all levels where decisions are made on fisheries management and development. In this regard, stakeholders need to be informed of co-management objectives and the roles they could play. Priority fisheries – in relation to policy and development objectives – and their actors should be identified for the implementation of co-management arrangements. Advisory structures at the appropriate levels need to be established

and given the mandate to implement existing legal co-management provisions;

- Tenure rights and resource access should be secured and guaranteed and sustain the livelihoods of small-scale fishing communities. Therefore, integrated coastal zone management platforms that include small-scale fisheries actors ought to be promoted. Zoning arrangements (marine spatial planning), in consultation with stakeholders and integrating locally used delimitations, need to be defined and/or clarified;
- Procedures and tools related to resource access arrangements should be enhanced and/or developed and communicated to managers and small-scale fisheries actors;
- National legislation needs to be adapted to existing regional and international instruments and guidelines, and customary tenure and resource access rights should be formalized;
- Competent bodies for Monitoring, Control and Surveillance (MCS) and conflict management should be identified;
- Women need to be effectively participating in decision-making processes at all levels. Leaders for promoting gender equality need to be identified and the importance of women in the value chain has to be highlighted. The reasons for the lack of women's participation need to be identified (through participatory discussions in the fisheries sector) with a view to recognizing the contribution of women. Exchange visits and sharing of good practices between regions to promote the integration of women in democratic processes and in organizational structures should be facilitated. Awareness-raising and highlighting on the importance and benefits of women's participation for good management, especially at the level of the value chain, needs to be promoted;
- Women's organizations need to be strengthened to secure their rights within the value chain. Better information should be provided to women's groups on their rights and relevant legislative and institutional mechanisms;
- Stakeholder roles and responsibilities need to be defined and known and allow for collaboration and coordination. Situations where there is a lack of clarity should be identified and addressed, including with regards to roles and responsibilities of each party and related existing or potential conflicts.

### **Social development, employment and decent work, and gender equality**

There is often a lack of access to financial services, including insurance, for small-scale fisheries actors, including those involved in post-harvest activities. This is due to strict rules from the banks, insufficient collateral security available from small-scale fisheries actors, the risky and informal nature of small-scale fisheries activities (in particular for women) as well as a common lack of capacity to manage money and a lack of saving culture among small-scale fisheries actors. The financial instability of small-scale fisheries actors is increased through this situation, which also contributes to the risk of debt bondage of fishers, women and children. Some experiences of targeted financial services exist at regional and international levels and should be documented and shared to improve the situation.

Migration, both within countries and across country borders, is common in the region. Whilst some agreements exist in this regard among countries of the region, most

governments do not provide appropriate services for migrant fishers, including access to health services and education. Migration also raises questions in relation to access to resources, as it may have an impact in terms of environmental, social and economic sustainability of a fishery. A review and adaptation of existing policy and legislative frameworks on migrant fishers' rights issues is needed to include them in agreements between neighbouring countries, taking into account regional frameworks.

The situation varies from country to country but there is commonly a lack of knowledge, consideration and interpretation of as well as infrastructure for the development and/or the implementation of safety and occupational health regulations in the fisheries sector (in particular regarding safety at sea, including in inland waters). This includes a lack of access to health services, insurance and health education, including on alcohol and drug abuse. Better sharing of information on small-scale fisheries related safety and health needs and services among the relevant institutions at all levels is therefore required.

There is an insufficient understanding of the contribution of fisheries to livelihoods (e.g. in terms of employment, which can be seasonal, or in terms of women's involvement, etc.). It is therefore important to conduct livelihood assessments and profiles from the community perspective to develop a baseline, which will also support the understanding of the need for alternative and/or complementary sources of livelihoods (e.g. in case there are seasonal closures or a decrease in the fishery resources, etc.) in the region.

In relation to education, there is a lack of access to primary schools due to the remoteness of some small-scale fishing communities. On the other hand, there is also insufficient higher-level education (including specialized fisheries knowledge), which makes it difficult to strike a balance between learning the fishing profession from an early age and attending school to gain potential access to other occupations. To address this, education needs to be recognized as a priority and investments in education services and specific curriculums must be made.

In relation to climate change and disaster risks, it is often difficult to make the results of scientific research understandable for fishing communities. In addition, communities are often unaware of how they could use traditional knowledge to better address climate change.

The group identified the following initiatives to be pursued as part of the SSF Guidelines implementation process:

- Small-scale fishers and fish workers need to be professionally recognized and empowered to access to financial services. Institutional coordination between financial institutions (the central bank, commercial banks and insurance companies) need to be established, and information about existing experiences regarding access to financial services should be collected and disseminated at the regional level;
- Mechanisms need to be established to ensure sustainable fisheries take into account issues related to migrant fishers. Governments need to recognize the

rights of migrant fishers, and their rights should also be explained to them. A review of existing policy and legislative frameworks on migrant fishers' rights issues and the inclusion of migrant fishers issues within agreements between neighbouring countries should be conducted, taking into account regional frameworks and the potential adaptation of existing agreements to other contexts where they are lacking;

- Every person identified as small-scale fisher shall have access to safety at sea training and be aware of existing regulations for occupational health and safety (OHS);
- Integrated spatial planning shall include all social amenities (health, education);
- Collaboration at the local level between government sectors/departments and NSAs should be promoted, including through information sharing;
- An enabling education environment for access to basic services should be created;
- Fishers should be aware of the role they are playing in the local and national economy and government should have detailed information and data about the socio economic and local dynamics in small-scale fisheries and make informed decisions to support alternative/complementary livelihoods. To this end, livelihood assessments and profiling from the community perspective to identify specific needs could be performed.

### **Value chains, post-harvest and trade (Chapter 7 of the SSF Guidelines)**

There is a lack of information available to actors all along the value chains, especially in terms of the roles of the various operators at each link and the main driving forces on both the demand and supply sides. This is particularly problematic for marginalized groups who, due to this lack of knowledge, are vulnerable to external factors affecting their activity. It was stressed that transparency should be promoted throughout the supply and value chain in order to allow for a better understanding of roles, market forces and factors influencing the price of fish products.

The lack of organizational capacity amongst the post-harvest sector players was identified as another main issue affecting the recognition of operators along the value chain and their ability to take part in decision-making processes, price negotiations and new business opportunities. Activities were suggested to strengthen the capacity of organizations and institutional arrangements for equitable and responsible participation along the value chain.

In the context of resource scarcity and increasing demand at national, regional and international levels, the challenge is to ensure full utilization of the fish. All value chain actors need to be enabled to respond to this changing environment by promoting capacity building in value-addition initiatives (processing enhancements, post-harvest losses reduction, quality improvements, innovative by-products for human consumption, etc.) and by improving access to credit.

There is a need to address the informal trade of fish and fish products and related illicit practices at national and regional levels. Unregulated and illegal fish trade often

lead to hygiene and food safety issues, aggravating the opacity of the value chain, inexistence of well-identified and legitimate fish workers associations and favouring unfair competition amongst post-harvest players. Activities were identified to support the improvement of national and regional regulatory frameworks related to the trade of fish products.

The group identified the following initiatives to be pursued as part of the SSF Guidelines implementation process:

- Knowledge and transparency of the role of post-harvest actors along the value chain need to be improved, and the capacities of organizations and the institutional arrangements for equitable and responsible participation along the value chain need to be strengthened. The following actions could be undertaken in this regard:
  - Conducting value chain and stakeholder analyses and disseminating results through scientific publications, websites and various communication materials;
  - Undertaking field campaigns to empower marginalized actors;
  - Building and maintaining an information repository database;
  - Creating a network of focal points in each country, one appointed by the government and one appointed by CSOs, to foster countries' engagement in the SSF Guidelines implementation process.
- The use of limited resources should be promoted taking into account the diversity of demand. Micro-credit and saving schemes should be promoted all along the value chain, in a responsible way. Training sessions and field campaigns should be organized, and events such as a 'Trade Event' (fish fair) should be institutionalized in Africa with schemes for small processors and traders to participate and 'Awards' to facilitate access to regional markets and foster the use of by-products;
- The promotion of climate smart post-harvest technologies, as well as local technologies to reduce post-harvest losses, labeling and branding and exchanges of experiences should be put in place;
- In the fight against IUU fishing, the regional regulatory framework for trade should be improved by making sure that relevant aspects of policy and strategy are coherent with the SSF Guidelines. The development of national standards and their regional harmonization should also be promoted;
- In the fight against IUU fishing, customs personnel at borders should be trained on the different aspects of fish trade. Capacities of small-scale fisheries stakeholders in sanitary and phyto-sanitary (SPS) measures should be reinforced all along the value chain;
- Collective/participative enforcement for increased compliance to SPS and other standards should be encouraged. The establishment of voluntary standards for better quality products should also be encouraged.

For the following thematic areas (based on Part 3 of the SSF Guidelines), participants proposed a set of crosscutting activities, which could contribute to the SSF Guidelines implementation process.

### **Policy coherence, institutional coordination and collaboration**

- Establish 'one-stop shop' facilities at district level, providing various services to small-scale fishing communities;
- Promote the decentralization of planning processes to the local level;
- Complement the mapping of the non-state actors undertaken by AU-IBAR;
- Establish national-level platforms with representatives from each actor group to advise governments on the implementation of the SSF Guidelines.

### **Information, research and communication**

- Collect gender-disaggregated data;
- Develop communication skills in administrations to interact with small-scale communities;
- Develop an understanding of the communities at various government institutions;
- Disseminate monitoring and evaluation results publicly and to all stakeholders;
- Document and disseminate best practices in small-scale fisheries in relation to food security and social development;
- Establish a forum for community/government dialogue.

### **Capacity development**

- Establish and strengthen local groups/cooperatives/associations, including for monitoring and evaluation aspects in relation to the SSF Guidelines implementation;
- Promote the involvement of independent, strong organizations in monitoring and evaluation exercises;
- Awareness-raising on the SSF Guidelines for the administrations concerned;
- Engagement of all relevant actors dealing with social development to service small-scale fishing communities;
- Develop SSF Guidelines implementation methodologies that incorporate the appropriate communication tools for different target audiences.

### **Implementation support and monitoring**

- Support collaboration and communication for monitoring between central and local level government authorities;
- Identify a relevant monitoring and evaluation framework to include a regional action plan for the SSF Guidelines implementation which goes beyond traditional indicators;
- Ensure that monitoring and evaluation is a continuous exercise/dialogue at the national level;
- Monitoring and evaluation of the SSF Guidelines should be initiated by FAO, and taken up by AU, and then adapted to each national situation.

## 8. Field Excursion

A field excursion was organized on the morning of Thursday 15th December 2016 to allow participants to visit a Mauritian artisanal fishing community. Participants were taken to Trou d'Eau Douce on the east coast of the island. A guided tour of the local fishers' cooperative was organized, with the support of the Mauritius Fishermen Cooperative Federation (MFCF). Local cooperative members presented the facilities (landing site, processing unit and retail outlet). Then a moment of exchange and discussions between the fishers and the workshop participants took place.



Group picture during the field visit



Explanation of the filleting process at the cooperative

## 9. Summary conclusions, recommendations and the way forward

Based on the outcomes of the working group discussions, the workshop agreed on summary conclusions and recommendations in the final plenary session. The final document includes background information on the workshop, the main findings from the working groups in relation to (i) governance of tenure in small-scale fisheries and resource management; (ii) social development, employment and decent work, and gender equality; and (iii) value chains, post-harvest and trade, considering disaster risk and climate change as crosscutting issues. It also identifies the next steps to be taken by various stakeholders in order to promote the implementation of the SSF Guidelines at the national and regional level.

Although efforts are needed to ensure proper dissemination of the SSF Guidelines at country level, participants were reminded that awareness raising should focus on the local level, where change is ultimately expected to occur, and where the implementation of the SSF Guidelines will be the most challenging and meaningful.

To this end, the SSF Guidelines should be made available in as many local languages as possible. Furthermore, they should be converted into the most appropriate format for local dissemination taking into account the level of education and the social dynamics of fishing communities. Innovative ways of presenting the SSF Guidelines to a variety of audiences should be identified at the most appropriate level, with the assistance of well-established civil society organizations.

The meeting stressed the need to establish a system for monitoring the implementation of the SSF Guidelines at national and regional levels. It was suggested that this system should be based on a network of focal persons from both public administrations and non-state actor groups to ensure continuous dialogue is taking place to inform the implementation process. National monitoring should be undertaken based on a regional framework, using a harmonized methodology and agreed upon indicators. This should be discussed further with the relevant regional bodies in a view to establishing a systematic reporting mechanism, which could in turn contribute to global monitoring at the level of FAO.

Sharing of information will be of the utmost importance throughout the SSF Guidelines implementation process, not only to address specific issues (identified by the working groups) but also to ensure that implementation of the SSF Guidelines is taking place in a transparent environment, allowing the participation of all stakeholders. Workshop participants agreed on the need to establish a repository of best practices at the regional level. Contact between CSOs and governments should be maintained to allow for a participative definition of priorities and responsibilities. It is expected that all stakeholders will have to play a role in the implementation of the SSF Guidelines, however there is a need to identify which actors will play a leading role in regard to specific components. This will only be possible if lines of communication remain open at all times.

## Next steps

The workshop identified the following key next steps to actively promote the SSF Guidelines implementation:

**Workshop participants** should share the workshop results with their colleagues and respective organizations upon their return and follow up on the actions identified (above and in the annexes) as appropriate.

**SADC** recognizes that the SSF guidelines complement the SADC protocol on fisheries. The results of the workshop will inform the SADC institutional process to support the implementation of the SSF Guidelines, including in the fisheries technical committee. SADC will also promote the inclusion of the implementation of the SSF Guidelines in SADC's work on food security.

**IOC** will ensure the inclusion of the results of the workshop in the "*Fiche d'action*" process to inform future programming under the upcoming 11<sup>th</sup> European Development Fund (EDF) funded fisheries project, to be undertaken in collaboration with other regional organizations.

**AU-IBAR** will share the results of the workshop and encourage follow up within the context of the AU small-scale fisheries working group. AU will also continue the mapping and strengthening of the non-state actors (NSA) and support member countries in the implementation of the PFRS component on small-scale fisheries.



**Regional organizations** should establish a framework for monitoring the implementation of the SSF Guidelines and further discuss the methodologies and indicators to be used.

**National governments** will identify opportunities to mainstream the SSF Guidelines into existing and new policies, regulatory frameworks and related activities and initiatives.

**Member States and FAO** should inform relevant Regional Fishery Bodies (RFBs) about the outcomes of the workshop and encourage the uptake of the SSF Guidelines.

**CSOs** will report back to their constituencies and lobby with national governments and regional organizations.

**Research organizations** will continue their efforts to improve knowledge on small-scale fisheries. Research is also expected to contribute to the dissemination of information supporting the SSF Guidelines implementation process. To this end, platforms for experience sharing, such as the upcoming Too Big To Ignore (TBTI) Science-Policy-Community Forum, should be promoted in the region.

The full text of the final document is given in Annexes 7 (English) and 8 (French).

## 10. Closing session

The Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the context of Food Security and Poverty Eradication was closed with statements from Obinna Anozie from AU-IBAR and Denis Reiss from the Delegation of the European Union in Mauritius.

Both speeches acknowledged the work done during the four-day workshop. They recognized the outcomes and stressed the need to adapt the guidelines to the local realities and allow women, men, CSO's and the private sector to implement them.

The European Union also announced the funding of a future project on sustainable fisheries whose elaboration is taking into account the results of this workshop to integrate the SSF Guidelines implementation in the project.

The closing statements are presented in Annex 9.

## Annex 1 – Opening statements

### **Opening address by Mr Madi Hamada, Secretary General of the Indian Ocean Commission**

*Delivered by Mr Luc Ralaimarindaza, Officer in Charge, Indian Ocean Commission*

Excellence Monsieur le ministre de l'Economie océanique des Ressources marines et de la Pêche,

Monsieur le Représentant de la FAO à Madagascar, Comores, Maurice, Seychelles,

Monsieur l'Attaché pêche de l'Union européenne,

Monsieur le Représentant de la SADC,

Mesdames et Messieurs les représentants des Etats membres de la SADC et de la COI,

Mesdames et Messieurs les représentants des organisations professionnelles de pêcheurs,

Distingués invités,

Mesdames et messieurs,

C'est pour moi un réel motif de satisfaction que d'avoir l'opportunité de m'adresser à vous aujourd'hui à l'occasion de cet atelier régional de consultation sur les directives volontaires visant à assurer la durabilité de la pêche artisanale. Au nom de la Commission de l'océan Indien, je vous souhaite la bienvenue.

Monsieur Madi Hamada, Secrétaire général de la Commission de l'océan Indien, n'a pas pu être parmi nous aujourd'hui et Il vous prie de l'en excuser. Il m'a chargé de vous dire toute son implication personnelle pour promouvoir et soutenir la pêche artisanale dans la région de l'Afrique orientale et australe – et de l'océan Indien.

Cette réunion régionale s'insère dans un long processus mondial que la FAO a entamé depuis 2010, qui a mené à l'adoption en 2014 de ces directives volontaires par le comité des pêches, et qui se poursuit aujourd'hui par l'élaboration d'une stratégie de mise en œuvre, région du monde par région du monde. La Commission de l'océan Indien n'a d'ailleurs pas attendu cet événement pour souligner l'importance de cet instrument, puisque sa Stratégie des pêches et de l'aquaculture pour la période 2015-2025 reconnaît la pertinence des Directives pour la pêche artisanale pour aider ses Etats membres à atteindre leurs objectifs de sécurité alimentaire et de lutte contre la pauvreté. Ce n'est pas anodin puisque ce document stratégique constitue la pièce maîtresse sur laquelle reposera, notamment, la programmation des futurs projets de notre organisation dans ce secteur.

C'est l'occasion de rappeler que la pêche a été notre premier secteur d'intervention, dès les premiers pas de notre organisation, et qu'elle reste d'ailleurs toujours l'un de nos domaines d'intervention privilégiés.

Excellence, mesdames et messieurs,

Dans nos îles de l'océan indien, la pêche est l'un des cinq plus grands contributeurs au PIB, si l'on prend le soin de considérer la richesse générée tout le long des filières et les emplois auxiliaires qu'elle crée dans son sillage. Elle représente en effet pas loin de 130.000 emplois directs, pour l'essentiel dans le secteur artisanal, auxquels viennent s'ajouter les emplois indirects en amont et en aval des activités de capture.

Au-delà du rôle clé qu'elle joue dans la sécurité alimentaire, la pêche artisanale contribue substantiellement à l'économie régionale et doit être considérée comme un important levier de développement socio-économique dans les pays du Sud, et en particulier dans notre région de l'Afrique Australe et de l'océan Indien, qui renferme une grande diversité de pêcheries continentales et maritimes.

Au niveau des Etats de la COI, nous avons été heureux de constater que nos pêcheurs artisans se sont organisés et ont formé une fédération régionale regroupant leurs associations socio-professionnelles. C'est le genre d'initiative qu'il faut promouvoir pour donner de plus en plus de visibilité à ce sous-secteur, et lui permettre de prendre part aux processus décisionnels qui ont un impact sur leurs moyens d'existence.

L'objectif global de cette rencontre est de permettre une compréhension commune des principes clés des Directives pour la pêche artisanale, et de faire émerger une feuille de route permettant leur intégration dans les stratégies et politiques relatives à la pêche dans notre région. Le rôle important joué par la petite pêche dans la région, ainsi que ses spécificités et ses besoins doivent être pris en compte pour permettre une déclinaison de ces principes dans le contexte de la zone SADC-COI.

Nous souhaitons remercier l'Union européenne ainsi que les gouvernements de la Norvège et de la Suède en tant que partenaires financiers de cet événement. Nous remercions également l'organisation des Nations Unies pour l'alimentation et l'agriculture, partenaire technique de la COI pour cette rencontre en particulier, mais également au quotidien à travers le Programme SmartFish qu'elle nous aide à mettre en œuvre depuis 5 ans

Sur ces mots, je vous remercie pour votre attention et je vous souhaite des échanges riches et productifs.

## **Opening address by Mr Patrice Talla Takoukam, FAO Representative for Madagascar, Comoros, Mauritius, Seychelles**

Tout d'abord, un accueil chaleureux à cet Atelier de consultation sur la mise en œuvre des Directives pour la pêche artisanale et du Plan d'action pour la pêche artisanale développé dans le cadre du CPSR dans la région Afrique australe –Océan Indien.

Beaucoup d'entre vous ont voyagé de loin et je suis ravi de vous voir tous ici.

L'objectif global de l'atelier est de faciliter la compréhension des principes clés des Directives pour la pêche artisanale et leur application afin de soutenir une pêche artisanale durable dans la région.

Les Directives volontaires visant à assurer la durabilité de la pêche artisanale dans le contexte de la sécurité alimentaire et de l'éradication de la pauvreté ont été approuvées par le Comité des pêches (COFI) de la FAO à Rome en juin 2014.

Les Directives pour la pêche artisanale sont le premier instrument international spécifiquement consacré à la pêche artisanale. Elles offrent aux Etats et autres parties prenantes un cadre global pour soutenir le secteur de la pêche artisanale et lui permettre de contribuer pleinement aux objectifs mondiaux et nationaux de sécurité alimentaire et de lutte contre la pauvreté.

Ces Directives sont fondées sur les normes internationales relatives aux droits de l'homme et leurs objectifs devraient être atteints par l'approche fondée sur les droits de l'homme.

L'utilisation d'une approche basée sur les droits de l'homme est une nouveauté en matière de pêche. Elle vise à assurer l'inclusion et la participation des acteurs de la pêche artisanale dans des processus décisionnels transparents et responsables. En appliquant les principes des droits de l'homme énoncés dans les Directives, nous serons également en mesure de progresser vers la réalisation des Objectifs du Développement Durable.

Il est important de noter que la mise en œuvre des Directives est un objectif du Cadre Politique et Stratégie de Réforme de la pêche et de l'aquaculture en Afrique développé avec le soutien de l'Union Africaine, en particulier le NEPAD et l'UA-BIRA, dans le but de faciliter le développement de politiques publiques cohérentes pour la gestion durable des ressources de la pêche et de l'aquaculture dans les Etats membres de l'UA.

Egalement, le Conseil des Ministres de la Commission de l'Océan Indien (COI) a récemment adopté une nouvelle Stratégie régionale des pêches et de l'aquaculture pour la période 2015-2025. Son objectif principal est de permettre au secteur des pêches et de l'aquaculture des Etats membres de la COI de réaliser pleinement son potentiel de contribution à une croissance durable et équitable dans la région. La Stratégie des pêches et de l'aquaculture 2015-2025 de la COI est ancrée dans le CPSR

de l'UA et reconnaît la pertinence des Directives pour la pêche artisanale pour aider les Etats membres à atteindre leurs objectifs de sécurité alimentaire et de lutte contre la pauvreté.

Cet atelier régional de consultation réunit les acteurs principaux: représentants des gouvernements et des organisations regroupant les acteurs du secteur de la pêche artisanale et de la société civile, ainsi que des chercheurs, des représentants des organisations régionales et des ONG de la région Afrique australe – Océan Indien.

Il est donc à vous d'utiliser les Directives comme instrument pour améliorer la contribution de la pêche artisanale à la sécurité alimentaire et à la lutte contre la pauvreté et de discuter et échanger des expériences en vue de formuler des recommandations sur la mise en œuvre des Directives dans la région.

Je voudrais saisir cette occasion pour remercier la Norvège pour son soutien à la mise en œuvre des lignes directrices de la SSF, y compris à cet atelier. Nous avons également beaucoup d'autres partenaires et je voudrais mentionner le FIDA qui continue à apporter son soutien notamment pour la participation des OSC.

Permettez-moi de conclure ces remarques en vous souhaitant un atelier fructueux qui vous aidera à faire en sorte que les Directives ne restent pas seulement un document encourageant, mais qu'elles aient un impact au niveau régional, national et local. Je confirme la disponibilité de la FAO de continuer à collaborer avec vous pour la mise en œuvre des Directives.

Merci à tous pour votre attention.

## **Opening address by Mr Motseki Hlatshwayo, Technical advisor, Southern Africa Development Community**

- Programme Director;
- Minister of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands of the Republic of Mauritius, Honourable Premdoot Koonjoo
- FAO Representative for Madagascar, Comoros, Mauritius and Seychelles, Mr Patrice Talla Takoukam
- Representative of the Secretary-General of the Indian Ocean Commission (IOC), Mr. Luc Ralaimarindaza
- Colleagues from the FAO, IOC and SADC Secretariat
- Invited guests and resource persons
- Delegates from the IOC and SADC countries;
- Ladies and gentlemen...Good morning...

My name is Motseki Hlatshwayo, Technical Advisor for Fisheries at the SADC Secretariat base in Gaborone, Botswana and I am standing here representing the Executive Secretary of SADC Secretariat, Her Excellency Dr. Stergomena Lawrence Tax.

Fisheries are very important for the SADC region as reflected in the Revised SADC Regional Indicative Strategic Development Plan (RISDP), SADC Industrialisation Strategy and the SADC Regional Agricultural Policy (RAP). In addition to their importance to the economies of many SADC countries in terms of income and creation of employment, fisheries make a major, irreplaceable contribution to nutrition and food security. In some of the Southern African countries fish is the only affordable source of several essential nutrients and therefore of overwhelming importance for food and nutrition security.

During the past 10 years total fisheries landings in SADC have fluctuated around 2.6 million tonnes per annum and have declined in several countries and for the region as a whole. The current steady increase in overall fisheries production in the region is due to an increase in aquaculture production, which is currently at an annual average growth rate of about 13 per cent. Total aquaculture production is currently estimated at about 56,000 MT of fish, crustaceans and molluscs, and about 122,000 MT of seaweeds.

Despite the importance of fisheries in SADC, the region continues to experience problems which include overfishing, degradation of aquatic environments and pollution, illegal, unreported and unregulated (IUU) fishing, climate change, lack of capacity to effectively manage fish stocks, poor investments in aquaculture and unsustainable aquaculture practices. However, these challenges are, to a greater or lesser degree, ubiquitous and not unique to SADC. The region is working on mechanisms to address these challenges through the implementation of the SADC Protocol on Fisheries.

With the promotion of Blue Economy Initiatives in the region, led by countries like Mauritius, Seychelles and South Africa, there are benefits to be expected coming from both fisheries and aquaculture. For the region, the Blue Economy/Growth Initiative was identified at the SADC Extra-Ordinary Summit held in Harare, Zimbabwe in 2015 as part of priorities under the revised Regional Indicative Strategic Development Plan (2015-2020) and the Industrialization Strategy and Roadmap (2015-2063), which provide guidance for the region to leverage its diverse resources for sustainable economic and social development through beneficiation and value addition. Fisheries are vital oceanic and aquatic resources that form the core of the blue economy. Hence a strong advocacy in raising the fish profile should be continued in all levels of discussions, be it national, regional and global so that its potential contribution to food and nutrition security and sustainable economic development strategies is captured and maximized.

Of particular importance to the SADC region is how to increase the contribution of small-scale fisheries to poverty alleviation and food and nutrition security. Most small-scale fishers are in developing countries and many live in communities characterized by poverty and food insecurity, which is the case for most SADC countries. Small-scale fishing communities are faced with an array of serious problems, including overexploitation and depletion of resources, lack of alternative sources of employment, displacement in coastal areas due to industrial development and tourism, pollution and environmental degradation, conflicts with large commercial fishing operations, lack of policy support from national governments to mention a few.

The SADC Protocol on Fisheries, which was signed by Heads of State and governments in 2001 and entered into force in 2003, has an objective to promote responsible use of living aquatic resources and aquatic ecosystems of interest to State Parties. It urges State Parties to seek rational and equitable balance between social and economic objectives in the exploitation and development of living aquatic resources accessible to small-scale fishers. Specifically, the Protocol requires State Parties to facilitate broad based and equitable participatory processes to involve small-scale fishers in the control and management of their fishing and related activities.

The SADC Protocol on Fisheries is aligned to the FAO Code of Conduct for Responsible Fisheries (CCRF), as well as the African Union (AU) Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa (PFRS). The SADC region has since supported the international processes which were started in 2003 at the 25th Session of the FAO Committee on Fisheries (COFI) in February 2003 with the development of Technical Guidelines on Increasing the Contribution of Small-scale Fisheries to Poverty Alleviation and Food Security, adopted in 2005. This was followed by the development of an international instrument started in 2010 with the development of a negotiated and more robust and pragmatic FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication, which were adopted in 2014 at the 34<sup>th</sup> Session of COFI. This instrument provides a comprehensive framework for countries and other stakeholders to support the small-

scale fisheries sector in realizing its true contribution to global and national efforts towards food security and poverty eradication. In addition, SADC has also supported the continental process for the development of the African Union Inter-African Bureau for Animal Resources (AU-IBAR) Action Plan for Small-scale Fisheries.

Most SADC countries have prioritized small-scale fisheries (SSF) and have to some extent incorporated key aspects as raised in the CCRF, PFRS and the SADC Protocol on Fisheries in their policies, or are in the process of incorporating them or developing separate SSF policies that captures these aspects. Furthermore, some countries in the region are trying to support SSF, either through dedicated tenure arrangements, others through support with fishing equipment and some infrastructure to support rural fish value chains; and some through SSF institutional arrangements and capacity building initiatives.

The efforts are commendable, but lack several aspects and approaches that are well captured and defined in the SSF Guidelines and the AU-IBAR Action Plan. These gaps will be identified during the course of this week and responses formulated. This will be achieved through raising awareness and the sharing of experiences on SSF, identifying challenges for implementation of SSF Guidelines and AU-IBAR Action Plan, and proposing actions, within the thematic areas of governance of tenure in SSF and resource management; social development, employment and decent work; value chains, post-harvest and trade, gender mainstreaming and climate change and disaster risk management as proposed in the SSF Guidelines; thus resulting into a Regional Action Plan that will form the basis for implementation of the SSF at national level, and also forming a basis for regional cooperation, especially between FAO, AU-IBAR, NEPAD, IOC and SADC.

This workshop comes at an opportune time when the SADC Secretariat has been engaged in the process of reviving the SADC Fisheries Programme. One of the key areas of the programme is capacity building, creating awareness and information sharing, especially amongst SADC Member States. Hence we welcome an opportunity to partner with the FAO and the Indian Ocean Commission (IOC) initiative to have a Consultation Workshop on the SSF Guidelines to facilitate the understanding of their principles and their application in order to support sustainable small-scale fisheries in the region. We hope the outcome of this workshop will ensure that the global, continental, regional and national priorities in as far as the support of small-scale fisheries to sustainable food security and the contribution of small-scale fisheries to dietary animal protein intake are met.

On behalf of the Executive Secretary of the SADC Secretariat, we would like to thank the Government of the Republic of Mauritius for hosting us in this beautiful country. Our gratitude goes to the FAO and IOC for their leadership in organizing this meeting and for supporting all participants who are here today. We would also like to thank all participants for heeding the call and coming in numbers. Finally, thanks to AU-IBAR for providing leadership and for their continued support towards sustainable management and development of fisheries on the continent.



Wishing you all a very fruitful workshop!

I thank you...

**Opening address by the Hon. Premdoot Koonjoo, Minister of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands, Republic of Mauritius**

Mr Luc Ralaimarindaza, representing the Secretary General, IOC

Mr Patrice Talla Takoukam, FAO representative

Mr Motseki Hlatshwayo SADC representative

Distinguished guests

Ladies and gentlemen,

It is indeed a great pleasure for me to welcome you all this morning for the opening ceremony for the Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication in the Southern Africa and Indian Ocean Region. At the very outset, I would like to thank the IOC, FAO and SADC for organizing this important workshop in Mauritius.

Ladies and Gentlemen,

Your presence here today bears testimony to the commitment you all have expressed for the sustainable and inclusive development of the fisheries sector.

As you are aware, the ocean economy as the new economic frontier holds huge economic potential for SIDS and African countries. Mauritius, as an ocean state, is endowed with a large maritime zone of around 2.3 million square kilometers and the government is committed to make the ocean economy an important economic pillar for employment creation, economic growth and poverty alleviation.

Our work to harness the full potential of the ocean economy is gaining momentum. Emerging economic sub sectors of the ocean economy such as Deep Ocean Water Application (DOWA) and marine renewable energy are becoming a reality in Mauritius. Aquaculture is another segment on which my ministry is laying much emphasis. Recently, we signed the first deed of concession for an aquaculture project and this is expected to induce structural reform in the sector.

Fisheries, as an important sub sector of the ocean economy play, an important role in food security and poverty alleviation, particularly for many poor people, in developing countries.

The 29<sup>th</sup> session of the FAO Committee on Fisheries recommended the development of international guidelines for small-scale fisheries. The guidelines were adopted in June 2014 by the 31<sup>st</sup> session of the FAO Committee on Fisheries (COFI). The Small Scale fisheries Guidelines complement the Code of Conduct for Responsible Fisheries.

The Small-Scale Fisheries Guidelines aim at (a) enhancing the contribution of small-scale fisheries to food security; (b) improving the social economic status of fishermen; (c) achieving sustainable utilization of resources; (d) providing guidance for implementation; and (e) enhancing public awareness on the role, contribution and potential of small scale fisheries.

Ladies and Gentlemen,

I am happy to state that Mauritius has already embarked on a series of actions to meet the objectives of the guidelines. With a view to alleviating the difficulties of our fisher communities and promoting inclusive growth, my ministry is involved in upgrading the artisanal fisheries sector by imparting advanced training to fishermen, to enable them to fish further offshore. In this context, we are providing funds to acquire boats to fish around FADs placed outside the lagoon. This will allow fishermen to have a better catch and also to release pressure on heavily exploited lagoons. In order to ensure the safety of fishermen at sea, safety equipment including life jackets, and hand flare are being provided to them. Other fiscal incentives include duty free facilities for the purchase of outboard engines and a bad weather allowance.

Moreover, with a view to increasing fish production from aquaculture, we are providing materials for floating cages and fingerlings for sustainable aquaculture and specific sites have been earmarked for fish farming at sea.

In the same vein, in order to enhance fish production in the lagoons and catch of fishermen, an octopus closure programme has been introduced and is being implemented successfully. In addition, a grant of 50 per cent, up to a ceiling of Rs 4 million is provided to fishermen cooperatives societies to enable them to acquire semi-industrial boats to operate on our oceanic banks. This will provide a new impetus to our fishermen's cooperative societies to venture into this promising sector.

Concurrently, we have to reckon that the fisher communities are vulnerable to the impacts of climate change. In this respect, Mauritius recognizes the Aichi targets and its implementation is under progress. It includes a 'climate change adaptation programme in the coastal zone of Mauritius to cope with sea level rise and increase climate resilience of coastal communities. Towards this end, it is worth noting that the Mauritius Communiqué emanating from the African Ministerial Conference on the ocean economy and climate change spells out the concerns and stimulates actions to support climate resilient ocean economies at COP 22.

I am confident that the voluntary guidelines for securing sustainable small-scale fisheries would improve our governance for fisheries and provide a comprehensive framework for the sustainable development in the sector and reinforcing our efforts towards food security and poverty eradication.

On a concluding note, while I am fully convinced of your devotion to hard work, I also invite you to avail yourself to this opportunity to discover our beautiful island. I now have the pleasure to declare the workshop open and wish you all fruitful deliberations.

Thank you for your attention.

## Annex 2 – List of participants

Country	Name	Title	Organization/Department	Email
Belgium	Béatrice Gorez	Coordinator	CFFA	cffa.cape@gmail.com
Botswana	Loago Mokunki	Chairperson	Lake Ngami Fisher's Association	snengu@gov.bw
Botswana	Supi Khuting	Principal Wildlife Officer	Dept. of Wildlife and National Parks	skhuting@gov.bw / snengu@gov.bw
Botswana	Panduleni Elago	Programme Officer	SADC Secrétariat	pelago@sadc.int
Botswana	Motseki Hlatshwayo	Technical Advisor Fisheries	SADC Secrétariat	mhlatshwayo@sadc.int
Cameroon	Martial Jeugue Doungue	Membre Expert	African Commission on Human and Peoples' Rights	martialjeugue@yahoo.fr
Comoros	Fatima Mze Ali Abdallah	Secrétaire Administrative	Direction Générale des Ressources Halieutiques	fatoumamzali@yahoo.fr
Comoros	Ismail Mahamoudou	Secrétaire Général	Coopérative de pêche d'Iconi	mzesoule@yahoo.fr
DRC	Koffi Mulumba Casimir	Chef de division Contrôle des pêches	Ministère de la pêche	casykoffi@yahoo.fr
DRC	Nsamba Mukendi Véronique	Coordinatrice	Association des pêcheurs	vero.nsamba@gmail.com
Italy	Nicole Franz	Fishery Planning Analyst	FAO	Nicole.Franz@fao.org

<b>Country</b>	<b>Name</b>	<b>Title</b>	<b>Organization/Depart ment</b>	<b>Email</b>
Italy	Lena Westlund	Fisheries Consultant	FAO	Lena.Westlund@fao.org
Kenya	Obinna Anozie	Policy Analyst	AU IBAR – Fisheries and aquaculture	obinna.anozie@au-ibar.org
Kenya	Helen Moepi	Project Assistant	AU-IBAR – Fisheries Governance	hellen.moepi@au-ibar.org
Lesotho	Matlali Mpaliseng	Senior Veterinary officer	Ministry of Fisheries & Food security	mpalisengmatlali@gmail.com
Lesotho	Mofoti Mankeane Monica	Principal Livestock development officer	Ministry of Fisheries & Food security	mankeanem@yahoo.com
Madagasc ar	Jean Chrysostophe Razafimandimby	Directeur Général de la pêche	Ministère des Ressources Halieutiques et de la Pêche	chrysostophe@yahoo.fr
Madagasc ar	Edmond Randriatahina	Président	I'Union Taratra	tahina.edmond@yahoo.fr
Madagasc ar	Hervé Raherimiamina	Vice Président	FPAOI	leongherve@gmail.com
Madagasc ar	Adrian Levrel	Fisheries Programme Coordinator	Blue Ventures	adrian@blueventures.org
Madagasc ar	Dorothee Ravomanana	Regional Officer	IOC-SmartFish	dorothee.ravomanana@coi- ioc.org
Madagasc ar	Lala Ranaivomanana	Secrétaire Général	FPAOI	lala.pnae@gmail.com
Madagasc ar	Didier Fourgon	Senior Fisheries Officer	WWF	DFourgon-mg@wwf.mg
Madagasc ar	Patrice Talla	FAO Representative	FAO	Patrice.Talla@fao.org

<b>Country</b>	<b>Name</b>	<b>Title</b>	<b>Organization/Department</b>	<b>Email</b>
Madagascar	Rand Raharijaona	Assistant FAOR (Administration)	FAO	Rand.Raharijaona@fao.org
Malawi	Steve Donda	Senior Deputy Director of Fisheries	Extension & Training - Department of Fisheries	stevedonda@gmail.com
Malawi	Force Ngwira	Programme Manager	Ripple Africa	ngwiraforce@rippleafrica.com
Mauritius	Sunil Jeetah	Acting Divisional Scientific Officer	Ministry of Ocean Economy	sjeetah@govmu.org
Mauritius	Lovena Caussy	Technical Officer	Ministry of Ocean Economy, Marine Resources, Fisheries	luvna_caussy@yahoo.com
Mauritius	Patrick Fortuno	Officer in Charge	Mauritius Fishermen Cooperative Federation	patrickfortuno@yahoo.com
Mauritius	Henry Desmarais	Fisherman	Mauritius Fishermen Cooperative Federation	patrickfortuno@yahoo.com
Mauritius	Denis Reiss	Fisheries Attaché	EU	denis.reiss@eeas.europa.eu
USA	Xavier Vincent	Senior Fisheries Specialist	World Bank	xvincent@worldbank.org
Mauritius	Clotilde Bodiguel	FAO Project Manager	IOC-SmartFish	clotilde.bodiguel@fao.org
Mauritius	Luc Ralaimarindaza	Officer in charge	IOC	luc.ralaimarindaza@coi-ioc.org
Mauritius	Florence Wallemacq	FAO Outreach Consultant	IOC-SmartFish	Florence.Wallemacq@fao.org
Mauritius	Bonnie Zak	FAO Programme Assistant	IOC-SmartFish	bonnie.zak@fao.org
Mauritius	Yann Yvergniaux	Socio-economist	IOC-SmartFish	yann.yvergniaux@coi-ioc.org>;

<b>Country</b>	<b>Name</b>	<b>Title</b>	<b>Organization/Department</b>	<b>Email</b>
Mauritius	Jude Talma	MCS Specialist	IOC-SmartFish	jude.talma@coi-ioc.org
Mauritius	Toky Rasoloarimanana	Communication Officer	IOC-SmartFish	toky.rasoloarimanana@coi-ioc.org
Mauritius	Daroomalingum Mauree	Regional Project Coordinator	IOC-SWIOFISH	daroomalingum.mauree@coi-ioc.org
Mauritius	Joseph St Mart	Fisherman	Mauritius Fishermen Cooperative Federation	
La Réunion	Nicolas Vuillaume	Représentant CLS La Réunion	CLS	
Mozambique	Joaquim Fenias Tembe	Head of Co-management Department	National Fishing Administration	tembejoaquim99@gmail.com
Mozambique	Dilip Ramgi	President	Community Fisheries Councils	ucp.propesca@gmail.com
Mozambique	Rui Falcao	ProPESCA Project Coordinator	IDEPA	ucp.propesca@gmail.com
Mozambique	Veronica Mudimba	Programme Manager	Zubo Trust	zubotrust@gmail.com
Namibia	Moses Maurihungirire	Permanent Secretary	Ministry of Fisheries	mmaurihungirire@gmail.com
Namibia	Rudolph Raymond Cloete	Director	Ministry of Fisheries	rudi1.cloete@gmail.com
Reunion	David Guyomard	Chargée de mission scientifique	CRPMEM de la Réunion	dguyomard@crpmem.re
Senegal	Gaoussou Gueye	President	CAOPA	gaousso@gmail.com
Seychelles	Calvin Gerry	Deputy CEO	SFA	cgerry@sfa.sc
Seychelles	Keith Andre	Chairman	FBOA	andrte.Kit@gmail.com



<b>Country</b>	<b>Name</b>	<b>Title</b>	<b>Organization/Department</b>	<b>Email</b>
Seychelles	Virginie Lagarde	Project Manager	FBOA	lagarde.vir@gmail.com
Seychelles	Gérard Domingue	Compliance Coordinator	IOTC	gerard.domingue@iotc.org
South Africa	Pedro Garcia	Chairperson/Founder	South African United Fishing Front	sauff@yahoo.com
South Africa	Naseegheh Jaffer	General Secretary	World Forum of Fisher Peoples	naseegh@masifundise.org.za
South Africa	Moenieba Isaacs	Associate Professor	University of Western Cape	misaacs@plaas.org.za
South Africa	Kashiefa Parker	Project Coordinator	International Ocean Institute	kashiefaparker@gmail.com
Swaziland	Sakhiwe M. Nkomo	Hydrologist	Komati Basin Water Authority	sakhiwe.nkomo@kobwa.co.za
Sweden	Gunilla Tegelskär Greig	Senior Advisor	Swedish Agency for Marine and Water Management	gunilla.greig@havochvatten.se
Tanzania	Mparazo Merisia Sebastian	Ag. Director of Fisheries	Ministry of Fisheries & Livestock	smerisia@yahoo.com
Tanzania	Editrudith Lukanga	Executive Director	EMEDO	elukanga@yahoo.com
Tanzania	Paul Onyango	Lecturer	University of Dar es Salaam	onyango_paul@udsm.ac.tz
Zambia	Harris Phiri	Deputy Director	Capture Fisheries-responsible for fisheries programmes in Zambia	harrisphr@live.com
Zambia	Rodwell Chifunda	Chairperson	Lake Tanganyika Fisheries Committee	dalitso.mbewe@gmail.com

<b>Country</b>	<b>Name</b>	<b>Title</b>	<b>Organization/Department</b>	<b>Email</b>
Zanzibar	Buriyan Mussa Hassan	Fisheries Officer	Department of Fisheries Development	hasbu2@hotmail.com
Zanzibar	Mohamed Makame Mohamed	Chairman Advisory Committee	Zanzibar Fishers and Farmers Development Organization	makame@yahoo.com
Zanzibar	Ali Khamis Thani	Country Coordinator	Mwambao Coastal Community Network	alythani@gmail.com
Zimbabwe	Admire Mbundure	Chief Fisheries Officer	Ministry of Livestock Production & Development	adiembundure@yahoo.com

## Annex 3 – Workshop agenda

### Monday, 12 December

8:00	Registration of participants
<i>Master of ceremony: Indian Ocean Commission (IOC)</i>	
9:00	<p>Opening remarks</p> <p><i>Mr Luc Ralaimarindaza, Officer in Charge, Indian Ocean Commission</i></p> <p><i>Mr Patrice Talla Takoukam, FAO Representative for Madagascar, Comoros, Mauritius, Seychelles</i></p> <p><i>Mr Motseki Hlatshwayo, Technical advisor, Southern Africa Development Community</i></p> <p><i>Hon. Premdut Koonjoo, Minister of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands, Republic of Mauritius</i></p>
9:45	<p>Overview of workshop objectives, expected outputs and <i>modus operandi</i></p> <p><i>Yann Yvergniaux, IOC</i></p>
10:00	<p>Introduction to the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (SSF guidelines)</p> <p><i>Lena Westlund, FAO</i></p>
<i>10:10</i>	<i>Coffee break with group photo</i>
<i>Chair: TBC</i>	
10:30	<i>Presentation of the agenda and assignment of chair, groups and rapporteurs</i>
10:45	<p>Small-scale fisheries in the AU/NEPAD Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa</p> <p><i>Obinna Anozie, Inter-African Bureau for Animal Resources (AU-IBAR)</i></p>
11:00	<p>A Civil Society perspective on the implementation of the SSF Guidelines</p> <p><i>Naseegh Jaffer, World Forum of Fisher Peoples (WFFP)</i></p>
11:15	Plenary discussion

11:30	Country presentations followed by questions, answers and discussion - 4 country presentations
12:30	Lunch
13:30	Country presentations followed by questions, answers and discussion ctd. - 8 country presentations
15:30	Coffee break
15:45	Country presentations followed by questions, answers and discussion ctd. - 5 country presentations
17:00	Closure of the 1 <sup>st</sup> day

## Tuesday, 13 December

Chair: TBD

9:00	Linking conservation initiatives with the promotion of sustainable small-scale fisheries livelihoods <i>Adrian Levrel, Blue Ventures</i>
9:15	Promoting sustainable small-scale fisheries through improving product quality and standards <i>Virginie Lagarde, Seychelles Fishers and Boat Owners Association (FBOA)</i>
9:30	Small-scale fisheries, gender and foreign access agreements <i>Béatrice Gorez, Coalition for Fair Fisheries Arrangements (CFFA)</i>
9:45	Thematic presentations and introduction to working groups – Session 1: Challenges ahead and good practices <i>WG 1.1: Governance of tenure in small-scale fisheries and resource management</i> <i>WG 1.2: Social development, employment and decent work</i> <i>WG 1.3: Value chains, post-harvest and trade</i>
10:30	Coffee break
10:45	Parallel working groups – Session 1

12:45	<i>Lunch</i>
14:00	Parallel working groups – Session 1 <i>ctd.</i>
15:00	<i>Coffee break</i>
15:15	Reporting back from working groups and discussion <i>Rapporteurs</i>
16:30	The contribution of research to the implementation of the SSF Guidelines <i>Moenieba Isaacs, Too Big To Ignore project (TBTI)</i>
16:45	Closure of day 2

## Wednesday, 14 December

*Chair: TBD*

9:00	Introduction to working groups – Session 2: Turning good practices into an action plan for implementation <i>WG 2.1: Policy coherence, institutional coordination and collaboration</i> <i>WG 2.2: Information, research and communication</i> <i>WG 2.3: Implementation support and monitoring</i>
9:15	Parallel working groups – Session 2
10:30	<i>Coffee break</i>
10:45	Parallel working groups – Session 2 <i>ctd.</i>
12:15	<i>Lunch</i>
13:30	Reporting back from working groups <i>Rapporteurs</i>
14:30	Plenary discussion and wrap-up of working group sessions
15:00	Screening of "Vey Nou Lagon"
16:00	Field excursion programme <i>Patrick Fortuno, Mauritius Fishermen Cooperative Federation (MFCF)</i>

16:30	Closure of day 3 and refreshments
-------	-----------------------------------

## Thursday, 15 December

Chair: TBD

9:00	Field excursion <i>Hosted by the MFCF</i>
12:15	Lunch
13:15	Presentation of the conclusions and recommendations <i>Drafting committee</i>
14:30	Agreement on conclusions and way forward
15:45	Closing remarks <i>Mr Obinna Anozie, AU-IBAR</i> <i>Mr Denis Reiss, Delegation of the European Union in Mauritius</i>

## Annex 4 – Working group composition

<b>Group 1 – Governance of tenure in SSF and resources management</b> <b><i>Facilitator: Lena Westlund and Yann Yvergniaux</i></b>	<b>Group 2 – Social development, employment and decent work</b> <b><i>Facilitator: Nicole Franz and Béatrice Gorez</i></b>	<b>Group 3 – Value chains, post-harvest and trade</b> <b><i>Facilitator: Clotilde Bodiguel, Helen Moepi and Dorothee Ravomanana</i></b>
Gunilla Tegelskär Greig	Obinna Anozie	Motseki Hlatshwayo
Fatima Mze Ali Abdallah	Panduleni Elago	Loago Mokunki
Ismail Mahamoudou	Supi Khuting	Matlali Mpaliseng
Koffi Mulumba Casimir	Martial Jeugue Doungue	Mofoti Monica Mankeane

Nsamba Mukendi Véronique	Steve Donda	Didier Fourgon
Jean Chrysostophe Razafimandimby	Joaquim Fenias Tembe	Force Ngwira
Edmond Randriatahina	Dilip Ramgi	Moses Maurihungirire
Hervé Raherimiamina	Pedro Garcia	Rudolph Raymond Cloete
Adrian Levrel	Moenieba Isaacs	Naseegeh Jaffer
Lala Ranaivomanana	Kashiefa Parker	Freddy Magagula
Gaoussou Gueye	Sakhiwe M. Nkomo	Mparazo Merisia Sebastian
Calvin Gerry	Editrudith Lukanga	Paul Onyango
Keith Andre	Ali Khamis Thani	Harris Phiri
Virginie Lagarde	Admire Mbundure	Rodwell Chifunda
Gérard Domingue	L Caussy	Buriyan Mussa Hassan
Sunil Jeetah	Veronica Michito Mudimba	Mohamed Makame
Patrick Fortuno	Sakhiwe Mduduzi Nkomo	Rui Falcao
Henry Desmarais		
David Guyomard		

## Annex 5 – Working group results

Challenges	Good practices	Objectives	Actions
<b>Governance of tenure in small-scale fisheries and resource management</b>			
The objectives and modalities of management, including research priorities, are not established in a participatory manner, which creates segmentation between fishers, administration and other stakeholders.	<p>Management plans exist, developed in a participatory manner with all stakeholders (3 regions of Madagascar)</p> <p>Drafting of a law (and decrees) that establish co-management (Madagascar)</p> <p>Management measures (temporary closures) for the octopus fishery (Madagascar, Mauritius, Rodrigues)</p>	All stakeholders are involved in the formulation and implementation of measures for access to and management of resources.	<ul style="list-style-type: none"> <li>• Create leader networks and platforms for sharing experiences that inform small-scale fisheries actors of the benefits they can gain from being better organized.</li> <li>• Promote support for organizational development including procedures for the creation of voluntary and community structures, etc.</li> <li>• Strengthen existing small-scale fisheries organizational structures.</li> <li>• Promote capacity-building programmes (in the areas of organizational management, advocacy, etc.)</li> <li>• Include small-scale fisheries organizations (or their national representatives) within the management bodies where other segments of the sector are already recognized (in particular industrial fishers/ship owners)</li> </ul>
SSF actors are not	There are organizations	Small-scale fisheries	<ul style="list-style-type: none"> <li>• Inform stakeholders, especially small-</li> </ul>



<p>sufficiently organized in associations capable of representing the interests of artisanal fishers. Where they exist, they do not necessarily have the capacity or maturity to participate in decision-making processes.</p>	<p>and platforms capable of relaying the voice of civil society and fishers (Mihari in Madagascar, FPAOI in the Indian Ocean, local cooperatives in Mauritius)</p>	<p>interests are represented at all levels where decisions are made on fisheries management and development.</p>	<p>scale fisheries organizations, of co-management objectives and the roles they could play (dissemination of the Code, etc.).</p> <ul style="list-style-type: none"> <li>• Identify priority fisheries - in relation to policy and development objectives - for the implementation of co-management arrangements (by species, sector, region, etc.)</li> <li>• Identify actors at national and local levels who are relevant for the identified priority fisheries.</li> <li>• Establish advisory structures at the appropriate levels (national advisory committee to give overall directions as well as committees for the identified priority fisheries).</li> <li>• Give these structures the mandate to implement existing legal co-management provisions.</li> </ul>
<p>Spatial and resource utilization is not always governed by clearly defined access regimes. In cases where legal frameworks exist, they are generally not known to fishing communities, which makes them</p>	<p>There are mechanisms for enacting regulations for resource access at the appropriate level (and, where appropriate, decrees allowing decisions to be taken locally, e.g. in Madagascar).</p>	<p>Tenure rights and resource access are secure and guarantee and sustain the livelihoods of small-scale fishing communities.</p>	<ul style="list-style-type: none"> <li>• Promote Integrated Coastal Zone Management platforms that include small-scale fisheries actors.</li> <li>• Define, or clarify, zoning arrangements (marine spatial planning) in consultation with stakeholders and integrating locally used delimitations.</li> <li>• Enhance and/or develop procedures and tools related to resource access arrangements.</li> </ul>

vulnerable.			<ul style="list-style-type: none"> <li>• Communicate these procedures and tools to managers and small-scale fisheries actors.</li> <li>• Adapt national legislation to existing regional and international instruments and guidelines.</li> <li>• Formalize customary tenure and resource access rights.</li> <li>• Identify competent bodies for MCS and conflict management.</li> </ul>
Structural and/or regional socio-cultural characteristics may hamper women's participation in management decision-making and in activities throughout the value chains.	<p>Promotion of democratic processes allowing women to assume responsibilities and be fully involved (Southern Madagascar).</p> <p>Organization of exchanges between regions to open up to the practices of others.</p> <p>Initiatives to unite women's associations (Comoros).</p>	Women are effectively participating in decision-making processes at all levels.	<ul style="list-style-type: none"> <li>• Identify leaders.</li> <li>• Identify and highlight the importance of women in the value chain.</li> <li>• Identify the reasons for the lack of women's participation (through participatory discussions in the fisheries sector) with a view to recognizing the contribution of women.</li> <li>• Facilitate exchange visits and sharing of good practices between regions to promote the integration of women in democratic processes and organizational structures.</li> <li>• Create awareness on and highlight the importance and benefits of women's participation for good management, especially at the level of the value chain.</li> <li>• Strengthen women's organizations to secure their rights within the value chain.</li> <li>• Provide training in organizational</li> </ul>

			<p>management and enhance the knowledge of the value chain.</p> <ul style="list-style-type: none"> <li>• Provide better information to women's groups on their rights and relevant legislative and institutional mechanisms.</li> </ul>
<p>There is a lack of coherence and clarity at the government level with regard to competences of different administrations (between different authorities and different levels of decentralization). Likewise, the responsibilities and roles of the different parties involved in resource management (public and private actors) are generally not well defined.</p>	<p>Organization of information campaigns enabling communities to identify the roles of different stakeholders (Zanzibar)</p> <p>Creation of an advisory committee at the national level with relevant sub-committees in which participants have specified roles.</p>	<p>Stakeholder roles and responsibilities are defined and known and allow for collaboration and coordination.</p>	<ul style="list-style-type: none"> <li>• Identify situations where there is a lack of clarity.</li> <li>• Identify the roles and responsibilities of each party as well as existing or potential conflicts in situations where there is a lack of clarity.</li> </ul>
<b>Social development, employment and decent work</b>			
<p>6.4 Lack of access to financial services, including insurance, due to strict rules, insufficient collateral, informal and risky nature of activities</p>	<p>Mauritius example: Bad weather/closure allowances as social protection measures to stabilize income; government grants to</p>	<p>Small-scale fishers and fish workers professionally recognized and empowered to access to financial services.</p>	<ul style="list-style-type: none"> <li>• Institutional Coordination between financial institutions (central bank, commercial banks and insurance companies) (GOV).</li> <li>• Collecting information and dissemination at regional level about existing experiences regarding access to financial</li> </ul>

that are not documented (in particular for women) as well as lack of capacity to manage money and lack of saving culture. This is also contributing to the risk of debt bondage of fishers/women/children (para. 6.13).	<p>cooperatives and funding of community driven projects (Tanzania).</p> <p>West/South Africa: Dialogue with banks providing loans to the sector, including use of ICT.</p> <p>Mozambique/Tanzania: Saving schemes for women in communities, village community banks.</p>		services.
6.10 Most governments do not provide appropriate services for migrant fishers, including health (e.g. health education).	<p>Mobile social infrastructures/services used in other sectors (e.g. pastoralism).</p> <p>Community council letter/BMU/quota mechanism privileging existing community or requiring a minimum time in the community (Mozambique, Tanzania,</p>	<p>Established mechanism to ensure sustainable fisheries take into account migrant fishers.</p> <p>Government recognize the rights of migrant fishers and migrants know their rights (within countries and cross</p>	<ul style="list-style-type: none"> <li>• Review existing policy and legislative frameworks on migrant fishers rights issues.</li> <li>• Include migrant fishers issues within agreements between neighbouring countries, taking into account regional frameworks; adaptation of existing agreements to other contexts where they are lacking.</li> <li>• (GOV, NSA, regional bodies).</li> <li>• Harmonize/conduct joint research (academia, research institutions, regional</li> </ul>

	<p>Botswana).</p> <p>Camping guidelines for communities (Zanzibar).</p> <p>West Africa: Ambassadors at community level to solve conflicts and facilitate integration.</p>	border migration	bodies).
<p>6.6, 6.12, 6.16, 6.17 Lack of knowledge/consideration/interpretation/infrastructure regarding development/implementation of safety and occupational health regulations (in particular safety at sea, including in inland waters) in the fisheries sector.</p> <p>6.2 Lack of access to health services, including insurance and health education, also on alcohol</p>	<p>South Africa: use of WhatsApp group to communicate amongst fishers.</p> <p>Handing out of appropriate (light to wear) safety equipment, and training, awareness raising (Mauritius)</p> <p>Tanzania: Introduction of improved processing facilities, e.g. racks for drying, ovens.</p>	<p>Every person identified as a small-scale fisher has access to safety at sea training and is aware of existing regulations for OHS.</p> <p>Integrated spatial planning includes all social amenities (health, education).</p>	<ul style="list-style-type: none"> <li>• Collaboration at the local level between sectors/departments (GOV).</li> <li>• Information sharing (GOV, NSA).</li> </ul>

and drug abuse.	Seychelles: boat owners and governments test divers for drug use.		
6.14 Lack of access to school (proximity)/education (including specialized fisheries knowledge) which allows to strike a balance between learning fishing profession and going to school.	<p>Mobile/nomadic primary schools (from other regions/sectors).</p> <p>Mozambique/Tanzania: mid level specialized fisheries college.</p> <p>Examples from other sectors?</p> <p>EU: Maritime school from 14 years on.</p>	Enabling environment for access to basic services created.	<ul style="list-style-type: none"> <li>• Recognize the importance of SSF in education priorities (GOV, NSA).</li> <li>• Investments in education services, specific curriculums, must be made available (GOV, research institutions).</li> </ul>
6.8 Insufficient understanding of the role of fisheries in livelihoods (seasonal, for women, etc.) and related need for alternative/complementary sources of livelihoods (in	Mauritius: provision of fingerlings.	Fishers are aware of the role they are playing in the local and national economy. Government has detailed information	<ul style="list-style-type: none"> <li>• Livelihoods assessments and profiling from the community perspective to identify specific needs (research institutions, GOV).</li> </ul>

case of seasonal closures, diminution of resources, etc.).		and data about the socio economic and local dynamics in small-scale fisheries and makes informed decisions to support alternative/ complementary livelihoods.	
<b>Value chains, post-harvest and trade</b>			
Limited knowledge of the role that actors plays in the fish value chain (who is doing what; ex: women).	<p>Transparency in capital ownership and individual responsibilities (ex: Seychelles with boat owners and fishers).</p> <p>Website information (ex: Too Big To Ignore project, Chimaera web portal...).</p>	To improve knowledge and transparency on the role of post harvest actors along the value chain.	<ul style="list-style-type: none"> <li>• Conduct value chains + stakeholder analysis (N + R) – research institutes (short term).</li> <li>• Disseminate analysis results (N + R) (medium term).</li> <li>• Scientific publications.</li> <li>• Publications on websites, leaflets...</li> <li>• Field campaigns, especially to empower more marginalized actors.</li> <li>• Build and maintain an information repository database (N + R); (ex: TBTI database) (short term/medium term).</li> <li>• Create a network of focal points in each country, one appointed by the government and one appointed by the CSO (R) (short/medium term), to foster countries' engagement in SSF Guidelines implementation.</li> </ul>

<p>Lack of organization and capacity (inc. access to credit) of post harvest value chain actors for recognition, decision-making, market information access and business negotiations.</p>	<p>Fish market information system - bargaining tool (ex: Seychelles and trials in Africa – Lake Victoria countries with electronic fish marketing information system).</p> <p>Involvement of post-harvest actors in fisheries co-management (ex: octopus Madagascar, Rodrigues, Zanzibar)</p> <p>Fish landing sites management (ex: storage managed by cooperatives in Zambia).</p> <p>Fishers and post harvest actors negotiations (ex: "legal negotiated minimal prices" in Reunion).</p>	<p>To strengthen the capacity of organizations and institutional arrangements for equitable and responsible participation along the value chain.</p>	<ul style="list-style-type: none"> <li>• Conduct value chains and stakeholder analysis (N+R) – research institutes (short term).</li> <li>• Disseminate results of the analysis (N+R) (medium term) – scientific publications, publications on websites, leaflets, etc.; field campaigns, especially to empower more marginalized actors.</li> <li>• Build and maintain an information repository database (N+R) (ex: TBTI database) (short term/medium term).</li> <li>• Create a network of focal points in each country, appointed by the government and one appointed by the CSO (R) (short/medium term), to foster countries engagement into SSFG implementation.</li> </ul>
--	---	--	---



	<p>Committee structures (60 per cent non fishers (women) and 40 per cent men) (ex: Malawi).</p> <p>Access to credit for post harvest activities (ex: Zambia, Tanzania).</p> <p>Exchange of experiences at regional and international levels (ex: Seychelles, octopus in Madagascar, Zanzibar).</p>		
Need for better use of limited resources (improving quality, use of by products, value addition, limitation of losses, ...).	<p>Good labeling or branding of products increases prices (ex: Seychelles, Uganda, Tanzania...).</p> <p>Awareness creation for fishermen to dry fish on elevated racks (ex: Tanzania, Uganda).</p> <p>Fish powder made from</p>	To promote efficiency in the use of limited resources taking into account the diversity of demand.	<ul style="list-style-type: none"> <li>• Encourage micro-credit and saving schemes all along the chain value in a responsible way (N) (short term).</li> <li>• Training sessions.</li> <li>• Field campaigns.</li> <li>• Institutionalizing Trade "Fair" Event in Africa with schemes for small processors and traders to participate and "Awards" to facilitate access to regional markets and foster use of by-products (R + N) (short/medium term)</li> <li>• Develop and promote climate smart post-harvest technologies (R + N) (medium/long</li> </ul>

	<p>by-products (ex: Uganda)</p> <p>Reduction of post-harvest losses, targeting of bigger catches and higher prices = “win win” process (ex: Mud crab in Madagascar, etc.)</p>		<p>term)</p> <ul style="list-style-type: none"> <li>• Promote local technologies to reduce post-harvest losses (N) (medium term)</li> <li>• Promote labeling and branding (N + R) (medium term)</li> <li>• Promote exchanges of experiences (N + R) (medium)</li> </ul>
Prevalence of informal and illegal trade at national and regional levels.	<p>Better practices at borders (ex: one stop border post in Zambia/Zimbabwe...).</p> <p>Eco-labeling (ex: Seychelles – hook and line, Tanzania – Nile perch)</p>	To improve the regional regulatory framework for trade.	<ul style="list-style-type: none"> <li>• Make sure that relevant aspects of policy and strategy are coherent with the guidelines (“domesticate the guidelines”) (N + R) (short/medium/long term: gradually including new documents).</li> <li>• Keep training customs personnel at borders on the different aspects of fish trade (species, etc.) (N) (short/medium term).</li> <li>• Develop national standards and harmonizing them at the regional level (N + R) (medium/long term).</li> <li>• Develop capacity building in SPS (Sanitary and Phyto Sanitary measures) for SSF and all along the value chain (N) (medium/long term).</li> <li>• Encourage voluntary standards for better quality products (hygiene, safer products...) (N) (medium term).</li> </ul>

			Encourage collective, participative and enforcement compliance to SPS and other standards (N) (medium/long term).
--	--	--	---

### **Proposed crosscutting activities**

#### **Policy coherence, institutional coordination and collaboration**

- Establish a one-stop shop at the district level, providing various services to small-scale fishing communities (GOV)
- Promote decentralization of planning processes to the local level (GOV)
- Complement the mapping of the non-state actors by AU IBAR (AU IBAR)
- Establish a national level platform with representatives from each actor group to advise government on the implementation of the SSF Guidelines

#### **Information, research and communication**

- Collect gender-disaggregated data (GOV, CSO)
- Develop communication skills in administrations to interact with small-scale communities (GOV)
- Develop an understanding of the communities at various government institutions (GOV, CSO)
- Disseminate monitoring and evaluation results publicly and to all stakeholders (GOV, CSO)
- Document and disseminate best practices in small-scale fisheries in relation to food security and social development (SADC)
- Establish a forum for community/government dialogue (GOV, NSA)

**Capacity development**

- Establish and strengthen local groups/cooperatives/associations, including for monitoring and evaluation aspects in relation to SSF Guidelines implementation (GOV, CSO)
- Involve independent, strong organizations in monitoring and exercises (CSOs)
- Awareness raising on the SSF Guidelines for administrations concerned (CSOs, GOV)
- Engagement of all relevant actors dealing with social development to service small-scale fishing communities (NGOs, IOI)
- Develop SSF Guidelines implementation methodologies that incorporate appropriate communication tools for different target audiences (academics, research institutions, CSOs)

**Implementation support and monitoring**

- Support collaboration and communication for monitoring between central and local level government authorities (GOV, NSA)
- Identify a relevant monitoring and evaluation framework to include in a regional action plan for SSF Guidelines implementation which goes beyond traditional indicators (GOV)
- Ensure that monitoring and evaluation is a continuous exercise/dialogue at the national level (GOV, NSA)
- Monitoring and evaluation of the SSF Guidelines should be initiated by FAO, and taken up by AU, and then adapted to each national situation

## **Annex 6 – Joint communiqué (opening)**

### **17 countries in the Southern Africa and Indian Ocean region discuss the implementation of an international instrument to secure sustainable small-scale fisheries**

*Mauritius, 14<sup>th</sup> December 2016* – The Indian Ocean Commission (IOC), in collaboration with the Southern African Development Community (SADC), with support from the Food and Agriculture Organization of the United Nations (FAO), is hosting, this week, a regional meeting on the implementation of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines). After a global consultation process for the elaboration of this first ever international instrument dedicated to artisanal fisheries, stakeholders discussed modalities and identifying priorities for its implementation in the region.

The discussions, among other topics, focused on sharing lessons from past and ongoing initiatives aimed at improving the management of small-scale fisheries and enhancing their value chains, in a regional context, and prioritise areas of focus for the Regional Action Plan. In the Southern and the Indian Ocean region, artisanal fishermen occupy 90 per cent of the fisheries sector.

“In the 5 IOC member states, fishing is one of the five largest contributors to GDP. It represents close to 130,000 direct jobs, mainly in the artisanal sector, to which are added the indirect jobs that it generates. Artisanal fisheries account for 40 per cent of tuna production in the region.

The fisheries sector in the SADC Region contributes an average of about 2 per cent to the SADC GDP, with total average exports worth of US \$152 million and average imports of US \$100 million. The sector employs an average of 145,000 people, of which more than a million benefit indirectly.

We are expecting that participants will come up with a regional Action Plan to better address small-scale fisheries issues in the context of our new Fisheries and Aquaculture Strategy 2015-2025,” said Madi Hamada, the Indian Ocean Commission Secretary General at this meeting.

Recognizing the importance of the small-scale fisheries sector to the economies of the region, and its present and potential contribution to poverty reduction and food security objectives, the IOC and SADC convened this important meeting in order to familiarize a variety of stakeholders with the content of the SSF Guidelines and receive guidance from participants on how to address priority issues in the framework of their own fisheries strategies.

“Fish is one of the most traded foods in the world, including the SADC region. Fisheries and aquaculture are not only a source of employment and economic wealth but also play a significant role in the food security of our countries,” said Motseki Hlatshwayo, Technical Advisor at the SADC Secretariat.

The meeting brought together government representatives, socio-professional associations representing the small-scale fisheries sector, civil society organizations as well as a range of supporting organizations (regional bodies, research institutes, NGOs, etc.) from the 17 Member States of IOC and SADC combined.

“By applying the principles of human rights set out in the SSF Guidelines, we will also be able to make progress towards the achievement of the Sustainable Development Goals,” said Patrice Talla Takoukam, FAO Representative for Madagascar, Comoros, Mauritius, Seychelles

At the end of the four-day meeting, fisheries organizations established the founding stones of a regional road map, which will certainly become a historical reference to the sector in its pursuit of human rights, food and nutritional security in the region.

#### Note for editors

These voluntary guidelines, adopted by the FAO Committee of Fisheries in 2014, are based on international human rights standards and responsible fisheries standards and practices. In general, the SSF Guidelines define that artisanal fishers communities need to have their territorial rights secured; considering the important role they play in the conservation of aquatic ecosystems and implementation of sustainability measures in long-term; these communities should be centrally included in management discussions; fish workers should be part of social security policies; the whole fish-chain should be acknowledged when implementing public policies, particularly the critically important role of women; fishers should have adequate quality of life, avoiding abusive work conditions and

enhancing their occupational health and security, amongst others.

To know more about the SSF Voluntary Guidelines: [http://bit.ly/SSF\\_FAO](http://bit.ly/SSF_FAO)

**Media contact:**

[yann.yvergniaux@coi-ioc.org](mailto:yann.yvergniaux@coi-ioc.org), Socio-economist, SmartFish Indian Ocean Commission

[Volantiana.Raharinaivo@fao.org](mailto:Volantiana.Raharinaivo@fao.org), Communication Officer, FAO Representation for Madagascar, Comoros, Mauritius, Seychelles

Ms Panduleni Elago, Agricultural Information and Food Security Officer, SADC Secretariat, [pelago@sadc.int](mailto:pelago@sadc.int)



## **Annex 7 – Conclusion and recommendations (English version)**

### **SUMMARY CONCLUSIONS AND RECOMMENDATIONS**

of the

Regional Consultation Workshop

Implementing the Voluntary Guidelines for  
Securing Sustainable

Small-Scale Fisheries in the Context of Food  
Security and Poverty

Eradication in the Southern Africa and Indian  
Ocean Region

Mauritius

12-15 December 2016

#### **INTRODUCTION**

The *Regional Consultation Workshop on Implementing the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication in the Southern Africa and Indian Ocean Region* was held in Mauritius on 12 – 15 December 2016 and was organized by the Indian Ocean Commission (IOC) – through its EU-funded SmartFish programme-, the Food and Agriculture Organization of the United Nations (FAO) and the Southern African Development Community (SADC). The Southern Africa and Indian Ocean Region comprises the 17 Member States<sup>4</sup> of SADC and IOC combined. The workshop was attended by 56 participants, including representatives of governments, regional and international organisations, fisherfolk organizations, civil society

---

<sup>4</sup> Botswana, Democratic Republic of Congo, Comoros, Lesotho, Madagascar, Malawi, Mozambique, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zanzibar, Zimbabwe, and Reunion Island (French outermost region).



organization (CSOs), NGOs, academia and other relevant actors.

The objective of the workshop was to raise awareness and provide implementation support for the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), which were endorsed by the FAO Committee on Fisheries (COFI) in 2014 and are based on a human rights based approach to small-scale fisheries governance and development. The specific objectives were to provide inputs for the finalization of the AU-IBAR Action Plan for small-scale fisheries; to identify priority actions for the creation of a consolidated SSF Guidelines action plan for the SADC/IOC region; to identify potential resources and modalities for its implementation; and to share lessons learned from past and ongoing initiatives with respect to managing small-scale fisheries and enhancing their value chains.

The nature of small-scale fisheries varies widely in this region, covering both marine and inland waters. Despite these differences, the workshop confirmed that the small-scale fisheries sector makes up the bulk of capture fisheries in the region and plays a crucial role in terms of livelihoods, food security and nutrition, and local, national and regional economic development.

During the four days, participants examined the current status of small-scale fisheries in the region, shared experiences through country and thematic presentations, identified main challenges and best practices and proposed actions to support the implementation of the SSF Guidelines within the context of appropriate regional and national frameworks. The region benefits from the following complementary regional policy frameworks relevant to small-scale fisheries:

- **African Union Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa** (PFRS) endorsed by the summit of African Heads of States and Governments in 2014. The provisions of the PFRS incorporate best practices for sustainable fisheries management and responsible aquaculture development which have been identified as priorities by stakeholders. The overall purpose of the PFRS is to catalyse the transformation of Africa's fisheries and aquaculture for food, livelihoods and wealth. PFRS Policy Area No 2 is dedicated to small-scale fisheries development, with the policy objective to improve and strengthen the contribution of small-scale fisheries to poverty alleviation, food and nutrition security and socio-economic benefits of fishing communities. The companion document Guide for the PFRS Implementation includes among the criteria for alignment that policies provide for States to endorse, ratify and domesticate the SSF Guidelines.

- **SADC Protocol on Fisheries** signed by Heads of States and governments in 2001 and entered into force in 2003 with the objective to promote responsible use of living aquatic resources and aquatic ecosystems of interest to State Parties. It urges State Parties to seek a rational and equitable balance between social and economic objectives in the exploitation and development of living aquatic resources accessible to small-scale fishers. Specifically, the Protocol requires State Parties to facilitate broad based and equitable participatory processes to involve small-scale fishers in the control and management of their fishing and related activities.
- **IOC Regional Fisheries and Aquaculture Strategy 2015-2025** adopted by the Ministers Council with the overarching objective to allow the fisheries and aquaculture sector in IOC Member States to fully realize its potential contribution to sustainable and equitable growth in the region. It is rooted in the PFRS and recognizes the relevance of the SSF Guidelines for assisting Member States in realizing food security and poverty alleviation objectives. Its first Strategic Axis focuses on the need to establish better fisheries governance frameworks, in particular through setting-up mechanisms to improve participation in decision- making processes, including co-management arrangements.

## SUMMARY OF INTRODUCTORY PRESENTATIONS

The 17 country presentations provided a good overview of the small-scale fisheries sector in the region. The Southern African and Indian Ocean region covers a wide range of different situations and circumstances including coastal states, landlocked countries, and small-island developing states (SIDS). While the circumstances vary, there were clear indications that small-scale fisheries are of great importance to food security and sustainable livelihoods in all countries. Small-scale fisheries actors have important knowledge of fisheries and hence the potential to play a key role in fisheries management. There is a need for better recognition of the role of both women and men along the small-scale fisheries value chain.

The country presentations illustrated the often vulnerable situation that small-scale fisheries face. Key vulnerabilities referred to included, among other things:

- Unpredictable weather and climate conditions, including El Nino effects, leading to uncertainties of production (fishing) and marketing systems.
- Safety at sea issues, including accidents and losses at sea.
- Poor organisational structures and lack of capacities to participate in decision-making.

- Erosion of traditional fisheries management structures leading to unsustainable resource utilisation.
- Health issues, including HIV/Aids.
- The often informal characteristics of small-scale fisheries activities lead to lack of recognition and insecurities.

## **WORKING GROUP DISCUSSIONS AND RECOMMENDATIONS**

The workshop discussed the following thematic areas of the SSF Guidelines in working groups to identify key challenges, best practices and objectives:

- Governance of tenure in small-scale fisheries and resource management (chapter 5)
- Social development, employment and decent work (chapter 6)
- Value chains, post-harvest and trade (chapter 7)

Gender (chapter 8) and Disaster risks and climate change (chapter 9) were considered throughout the discussions as cross-cutting issues.

The groups also identified related key actions at regional and national levels, taking into account the chapters of Part 3 of the SSF Guidelines:

- Policy coherence, institutional coordination and collaboration (chapter 10),
- Information, research and communication (chapter 11),
- Capacity development (chapter 12);
- Implementation support and monitoring (chapter 13).

The key challenges, related best practices, objectives and key proposed activities which emerged from the working groups are summarised below and included, as presented in plenary by the groups, in the annex of this document.

### **Governance of tenure in small-scale fisheries and resource management**

In many cases, the objectives and modalities of resource management, including research priorities, are not established in a participatory manner and small-scale fishing communities do not feel part of these processes. There is a need to ensure that all relevant stakeholders are involved in the formulation and implementation of access regimens and management arrangements. Accordingly, small-scale fisheries organisations should be

included in national and local level management committees and other relevant structures.

However, small-scale fisheries actors are not always sufficiently organised to be able to effectively represent and defend their interests. Where organisations exist, they do not necessarily have the capacity and capabilities to participate in policy and decision-making processes. There is a need to strengthen small-scale fisheries organisations to ensure that they are represented at all levels where decisions are made on fisheries management and development. There is also a need to improve the sharing of information and to improve the understanding of the benefits of participating in these processes – both on behalf of government authorities and small-scale fisheries actors themselves.

There is a lack of clearly defined frameworks for tenure and access rights. When legal frameworks exist, they are generally not known to fishing communities, which makes them vulnerable and unable to defend their rights. There is a need to improve the legal frameworks to better reflect regional and international instruments and guidelines in this respect and ensure that fishing communities are aware of their rights and responsibilities. Participatory integrated coastal zone management and marine spatial planning arrangements should be promoted and appropriate tools and procedures should be developed in support of their application.

While women in many cases play an important role in the value-chain and small-scale fishing communities, this role is often not recognised. The structural and/or regional socio-cultural perceptions and circumstances that hinder women's participation in decision-making processes concerning resource governance and fisheries management and development should be addressed. The root causes need to be better understood and special attention given to making the role of women more visible and creating the space for their participation. Examples of support include organisational developments and . visits for sharing of experiences.

There tends to be a lack of coherence and clarity at the government level with regard to competences of different administrations (between different authorities and different levels of decentralization). Likewise, the responsibilities and roles of the different parties involved in resource management (public and private actors) are generally not well defined. Hence, efforts are needed to clarify stakeholder roles and responsibilities and ensure that they are known and allow for collaboration and coordination.

### **Social development, employment and decent work**

There is often a lack of access to financial services, including insurance, for small-scale fisheries actors, including those involved in post-harvest activities. This is due to strict rules from the banks, insufficient collateral security available from small-scale fisheries actors, the risky and informal nature of small-scale fisheries activities (in particular for women) as well as a common lack of capacity to manage money and a lack of saving culture among small-scale fisheries actors. The financial instability of small-scale fisheries actors is increased through this situation, which is also contributing to the risk of debt bondage of fishers, women and children. Some experiences of targeted financial services exist at regional and international levels and should be documented and shared to improve the situation.

Migration, both within countries and across country borders, is common in the region. While some agreements exist in this regard among countries of the region, most governments do not provide appropriate services for migrant fishers, including access to health services and education. Migration also raises questions in relation to access to resources, as it may have an impact in terms of environmental, social and economic sustainability of a fishery. A review and adaptation of existing policy and legislative frameworks on migrant fishers' rights issues is needed to include them in agreements between neighbouring countries, taking into account regional frameworks.

The situation varies from country to country but there is commonly a lack of knowledge, consideration and interpretation of as well as infrastructure for the development and/or the implementation of safety and occupational health regulations in the fisheries sector (in particular regarding safety at sea, including in inland waters). This includes a lack of access to health services, insurance and health education, including on alcohol and drug abuse. Better sharing of information on small-scale fisheries related safety and health needs and services among the relevant institutions at all levels is therefore required.

There is an insufficient understanding of the contribution of fisheries to livelihoods (e.g. in terms of employment, which can be seasonal, or in terms of women's involvement, etc.). It is therefore important to conduct livelihood assessments and profiles from the community perspective to develop a baseline, which will also support the understanding of the need for alternative and/or complementary sources of livelihoods (e.g. in case there is a closed season or a decrease in the fishery resources, etc.) in the region.

In relation to education, there is a lack of access to primary schools due to the remoteness of some small-scale fishing communities. On the other hand, there is also insufficient higher-level education (including

specialised fisheries knowledge), which makes it difficult to strike a balance between learning the fishing profession from early age on and attending school to gain potential access to other occupations. To address this, education needs to be recognized as a priority and investments into education services and specific curriculums must be made.

In relation to climate change and disaster risks, there is often a lack of ability to make the results of scientific research understandable for fishing communities on these topics. In addition, communities often are unaware of how they could use traditional knowledge to better address climate change.

### **Value chains, post-harvest and trade**

There is a lack of information available to actors all along the value chains, especially in terms of the roles of the various operators at each link and main driving forces both on the demand and on the supply sides. This is particularly problematic for marginalized groups who, due to this lack of knowledge, are vulnerable to external factors affecting their activity. It was stressed that transparency should be promoted throughout the supply and value chain in order to allow for a better understanding of roles, market forces and factors influencing the price of fish products.

The lack of organizational capacity among the post-harvest sector players was identified as another main issue affecting the recognition of operators all along the value-chain and their ability to take part in decision-making processes, price negotiations and new business opportunities. Activities were suggested to strengthen the capacity of organizations and institutional arrangements for equitable and responsible participation along the value chain.

In the context of resource scarcity and increasing demand at national, regional and international levels, the challenge is to ensure full utilization of the fish. All value-chain actors need to be enabled to respond to this changing environment by promoting capacity building in value-addition initiatives (processing enhancements, post-harvest losses reduction, quality improvements, innovative by-products for human consumption, etc.) and by improving access to credit.

There is a need to address informal trade of fish and fish products and related illicit practices at national and regional levels. Unregulated and illegal fish trade are often leading to hygiene and food safety issues, aggravating opacity of the value-chain, inexistence of well-identified and legitimate fishworkers associations and favouring unfair competition among post-harvest players. Activities were identified to support the

improvement of national and regional regulatory frameworks related to the trade of fish products.

## **PLENARY DISCUSSIONS AND RECOMMENDATIONS**

The following elements were further discussed in the plenary.

Although efforts are needed to ensure proper dissemination of the SSF Guidelines at country level, participants were reminded that awareness raising should focus on the local level, where change is expected to occur ultimately, and where the implementation of the SSF Guidelines will be the most challenging and meaningful.

To this end, the SSF Guidelines should be made available in as many local languages as possible. Furthermore, they should be converted into the most appropriate format for local dissemination taking into account the level of education and the social dynamics taking place in fishing communities. Innovative ways of presenting the SSF Guidelines to a variety of audiences should be identified at the most appropriate level, with the assistance of well-established civil society organizations.

The meeting stressed the need to establish a system for monitoring the implementation of the SSF Guidelines at national and regional levels. It was suggested that this system should be based on a network of focal persons from both public administrations and non-state actors' groups to ensure that a continuous dialogue is taking place to inform the implementation process. National monitoring should be done following a regional framework, using a harmonized methodology and agreed upon indicators. This should be discussed further with relevant regional bodies in a view to establish a systematic reporting mechanism, which could in turn contribute to global monitoring at the level of FAO.

Sharing of information will be of outmost importance throughout the SSF Guidelines implementation process, not only to address specific issues (identified by the Working Groups) but also to ensure that implementation of the SSF Guidelines is taking place in a transparent environment, allowing participation of all stakeholders. Workshop participants agreed on the need to establish a repository of best practices at the regional level. Contacts between CSOs and governments should be maintained in order to allow for a participative definition of priorities and responsibilities. It is expected that all stakeholders will have to play a role in the implementation of the SSF Guidelines, however there is a need to identify which of the actors will play a leading role in regard to specific components. This will only be possible if a communication line remains open at all times.

## NEXT STEPS

The workshop identified the following key next steps to actively promote the SSF Guidelines implementation:

**Workshop participants** should share the workshop results with their colleagues and respective organizations upon their return and follow up on the actions identified (above and in the annex) as appropriate.

**SADC** recognizes that the SSF guidelines complement the SADC protocol on fisheries. The results of the workshop will inform the SADC institutional process to support the implementation of the SSF Guidelines, including in the fisheries technical committee. SADC will also promote the inclusion of the implementation of the SSF Guidelines in SADC work on food security.

**IOC** will ensure the inclusion of the results of the workshop in the “*Fiche d’action*” process to inform future programming under the upcoming 11<sup>th</sup> European Development Fund (EDF) funded fisheries project, to be undertaken in collaboration with other regional organizations.

**AU-IBAR** will share the results of the workshop and encourage follow up within the context of the AU small-scale fisheries working group. AU will also continue the mapping and strengthening of the non-state actors (NSA) and support member countries in the implementation of the PFRS component on small-scale fisheries.

**Regional organizations** should establish a framework for monitoring the implementation of the SSF Guidelines and further discuss methodologies and indicators to be used.

**National governments** will identify opportunities to mainstream the SSF Guidelines into existing and new policies, regulatory frameworks and related activities and initiatives.

**Member States and FAO** should inform relevant Regional Fishery Bodies (RFBs) about the outcomes of the workshop and encourage the uptake of the SSF Guidelines

**CSOs** will report back to their constituencies and lobby with national governments and regional organizations.

**Research organizations** will continue their efforts to improve knowledge on small-scale fisheries. Research is also expected to contribute to the dissemination of information supporting the SSF Guidelines implementation process. To this end, platforms for experience sharing, such as the upcoming Too Big To Ignore (TBTI) Science-Policy-Community Forum, should be promoted in the region.



Mauritius, 15 December 2016



## Annex 8 – Conclusions and recommendations (French version)

### RESUME DES CONCLUSIONS ET RECOMMANDATIONS

#### Atelier Régional de Consultation

Mise en oeuvre des Directives volontaires visant à  
assurer la durabilité de la pêche artisanale dans le  
contexte de la sécurité alimentaire et de  
l'éradication de la pauvreté dans la Région Afrique  
 australe - Océan Indien

Maurice

12-15 décembre 2016

#### INTRODUCTION

*L'atelier régional de consultation sur la mise en œuvre des Directives volontaires visant à assurer la durabilité de la pêche artisanale dans le contexte de la sécurité alimentaire et de l'éradication de la pauvreté dans la Région Afrique australe et Océan Indien a eu lieu à Maurice du 12 au 15 décembre 2016 et était organisé par la Commission de l'océan Indien (COI), à travers le programme SmartFish financé par l'Union européenne, l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et la Communauté de Développement de l'Afrique australe (SADC). La Région Afrique australe et Océan indien comprend les 17 États membres<sup>5</sup> de la SADC et de la COI réunis. L'atelier a réuni 56 participants dont des représentants des gouvernements, des organisations régionales et*

---

<sup>5</sup> Afrique du sud, Angola, Botswana, République démocratique du Congo, Union des Comores, Lesotho, Madagascar, Malawi, Mozambique, Maurice, Namibie, Seychelles, Swaziland, Tanzanie, Zambie, Zimbabwe, et l'île de La Réunion (département français d'outre-mer).

internationales, des organisations de pêcheurs, des organisations de la société civile (OSC), des ONG, des universités et d'autres acteurs du secteur.

L'objectif de l'atelier était de sensibiliser et soutenir la mise en œuvre des Directives volontaires visant à assurer la durabilité de la pêche artisanale dans le contexte de la sécurité alimentaire et de l'éradication de la pauvreté, qui ont été approuvées par le Comité des pêches de la FAO (COFI) en 2014 et qui reposent sur une approche fondée sur les droits de l'Homme en matière de gouvernance et de développement de la pêche artisanale. Les objectifs spécifiques étaient de fournir des éléments pour la finalisation du Plan d'action UA-BIRA pour la pêche artisanale; d'identifier les actions prioritaires pour l'élaboration d'un plan d'action consolidé des Directives pour la région SADC/COI; d'identifier les ressources potentielles et les modalités de leur mise en œuvre et de partager les leçons tirées des initiatives passées et en cours relatives à la gestion de la pêche artisanale et l'amélioration de leurs chaînes de valeur.

La nature de la pêche artisanale varie beaucoup dans cette région, couvrant à la fois les eaux marines et les eaux intérieures. Malgré ces différences, l'atelier a confirmé que le secteur de la pêche artisanale constitue la majeure partie des captures de pêche dans la région et joue un rôle crucial en termes de moyens de subsistance, de sécurité alimentaire et de nutrition, et de développement économique local, national et régional.

Au cours des quatre jours d'atelier, les participants ont examiné l'état actuel de la pêche artisanale dans la région, partagé leurs expériences par le biais de présentations thématiques et nationales, identifié les principaux défis et les bonnes pratiques et proposé des mesures pour soutenir la mise en œuvre des Directives SSF dans des contextes nationaux et régionaux appropriés. La région bénéficie de cadres de politique complémentaires relatifs à la pêche artisanale:

- **Le Cadre Politique et Stratégie de Réforme de la pêche et l'aquaculture en Afrique (CPSR) de l'Union africaine** approuvé par le Sommet des chefs d'États et de gouvernements africains en 2014. Les dispositions du CPSR intègrent les bonnes pratiques pour une gestion durable des pêches et un développement aquacole responsable, identifiées comme prioritaires par les parties prenantes. L'objectif global du CPSR est de catalyser la réforme des pêches et de l'aquaculture en Afrique pour l'alimentation, les moyens de subsistance et la richesse. Le domaine de politique n° 2 du CPSR est dédié au développement de la pêche artisanale, avec l'objectif d'améliorer et de renforcer la contribution de la pêche artisanale à la réduction de la pauvreté, à la sécurité alimentaire et nutritionnelle et aux avantages

socio-économiques des communautés de pêcheurs. Le Guide du document d'accompagnement pour la mise en œuvre du CPSR inclut parmi les critères d'alignement, les politiques qui prévoient que les Etats approuvent, ratifient et s'approprient les Directives.

- **Le Protocole sur les pêches de la SADC** signé par les Chefs d'Etat et de gouvernement en 2001 et entré en vigueur en 2003 a pour objectif de promouvoir l'utilisation responsable des ressources aquatiques vivantes et des écosystèmes aquatiques qui sont de l'intérêt des Etats concernés. Il exhorte les Etats Parties à rechercher un équilibre rationnel et équitable entre les objectifs sociaux et économiques de l'exploitation des ressources aquatiques vivantes accessibles aux pêcheurs artisans. En particulier, le Protocole exige des Etats Parties qu'ils facilitent des processus participatifs inclusifs et équitables pour impliquer les pêcheurs artisans dans le contrôle et la gestion de leur activité.
- **La Stratégie régionale des pêches et de l'aquaculture 2015-2025 de la COI** adoptée par le Conseil des ministres avec l'objectif principal de permettre au secteur des pêches et de l'aquaculture des Etats membres de la COI de réaliser pleinement son potentiel de contribution à une croissance durable et équitable dans la région. Elle est ancrée dans le CPSR de l'UA et reconnaît la pertinence des Directives pour la pêche artisanale pour aider les Etats membres à atteindre leurs objectifs de sécurité alimentaire et de lutte contre la pauvreté. Son premier Axe Stratégique concerne la nécessité d'établir de meilleurs cadres de gouvernance, en particulier par la mise en place de mécanismes permettant d'améliorer la participation dans les processus décisionnels, y compris des dispositifs de cogestion.

## RESUME DES PRESENTATIONS INTRODUCTIVES

Les présentations des pays ont donné un bon aperçu du secteur de la pêche artisanale dans la région. La Région de l'Afrique australe et de l'océan Indien couvre un large éventail de situations et de circonstances différentes, notamment des États côtiers, des pays enclavés et des petits États insulaires en développement (PEID). Bien que les circonstances varient, des indications claires montrent l'importance de la pêche artisanale pour la sécurité alimentaire et les moyens de subsistance durables et ce dans tous les pays. Les acteurs de la pêche artisanale ont une grande connaissance des pêcheries, et ainsi ont un important rôle potentiel à jouer en tant qu'acteur clé de la gestion des pêches. Il est nécessaire de reconnaître davantage le rôle des femmes et des hommes dans la chaîne de valeur de la pêche artisanale.

Les présentations par pays ont illustré la situation souvent vulnérable que connaissent les pêches artisanales. Parmi les principales vulnérabilités mentionnées figurent, entre autres :

- Les conditions météorologiques et climatiques imprévisibles, y compris les effets tels qu'El Nino, conduisant à des incertitudes de la production (pêche) et des systèmes de commercialisation.
- Les questions de sécurité en mer, y compris les accidents et les pertes en mer.
- Les faiblesses des structures organisationnelles et le manque de capacités pour participer à la prise de décision.
- L'érosion des structures traditionnelles de gestion des pêches conduisant à une utilisation non durable des ressources.
- Problèmes de santé incluant le VIH/sida.
- Les caractéristiques souvent informelles des activités de pêche artisanale conduisant à un manque de reconnaissance et à des situations d'insécurité.

## **DISCUSSIONS ET RECOMMANDATIONS DES GROUPES DE TRAVAIL**

Durant les groupes de travail, l'atelier a permis de discuter ces domaines thématiques des Directives SSF afin d'identifier les principaux défis, les bonnes pratiques et les objectifs :

- Gouvernance des régimes fonciers dans le secteur de la pêche artisanale et gestion des ressources (chapitre 5)
- Développement social, emploi et travail décent (chapitre 6)
- Chaînes de valeur, activités après capture et commerce (chapitre 7)

Les questions d'égalité hommes-femmes (chapitre 8) et les risques de catastrophe et changement climatique (chapitre 9) ont été traités tout au long des discussions en tant que questions transversales.

Les groupes ont également identifié des actions clés connexes aux niveaux régional et national, prenant en compte les chapitres de la Partie 3 des Directives SSF:

- Cohérence des politiques, coordination et collaboration institutionnelles (chapitre 10)
- Information, recherche et communication (chapitre 11)
- Renforcement des capacités (chapitre 12)
- Appui à la mise en œuvre et suivi (chapitre 13)

Les principaux défis, les bonnes pratiques, les objectifs et les principales activités proposées qui ont émergé des groupes de travail sont résumés ci-dessous et inclus, tels qu'ils ont été présentés en séance plénière par les groupes, en annexe de ce document.

### **Gouvernance des régimes fonciers dans le secteur de la pêche artisanale et gestion des ressources**

Dans de nombreux cas, les objectifs et les modalités de la gestion des ressources, y compris les priorités de recherche, ne sont pas établis de manière participative et les communautés de pêcheurs artisans se sentent écartées de ces processus. Il apparaît nécessaire de veiller à ce que toutes les parties prenantes concernées participent à la formulation et à la mise en œuvre des régimes d'accès et des modalités de gestion. En conséquence, les organisations de pêche artisanale devraient être incluses dans les comités de gestion nationaux et locaux et dans d'autres structures pertinentes.

Toutefois, les acteurs de la pêche artisanale ne sont pas toujours suffisamment organisés pour pouvoir représenter et défendre efficacement leurs intérêts. Lorsque les organisations existent, elles n'ont pas nécessairement l'habileté et les capacités nécessaires pour participer aux politiques et processus décisionnels. Il s'avère nécessaire de renforcer les organisations de pêche artisanale afin qu'elles soient représentées à tous les niveaux de prise de décision en matière de gestion et de développement de la pêche. Il est également nécessaire d'améliorer le partage d'information et d'améliorer la compréhension des avantages de la participation à ces processus, tant au niveau des autorités gouvernementales que des acteurs de la pêche artisanale eux-mêmes.

Il existe un manque de cadres clairement définis pour les droits fonciers et les droits d'accès. Lorsque les cadres juridiques existent, ils ne sont généralement pas connus des communautés de pêcheurs, les rendant ainsi vulnérables et incapables de défendre leurs droits. Il convient d'améliorer les cadres juridiques afin de mieux refléter les instruments et les lignes directrices régionaux et internationaux à cet égard et s'assurer que les communautés de pêcheurs soient informées de leurs droits et de leurs responsabilités. Il convient de promouvoir la gestion participative et intégrée de la zone côtière ainsi que les dispositions en matière d'aménagement du territoire marin. Par ailleurs, des outils et procédures appropriés doivent être élaborés pour appuyer leur application.

Bien que les femmes jouent dans de nombreux cas, un rôle important dans la chaîne de valeur et dans les petites communautés de pêcheurs, ce rôle n'est souvent pas reconnu. Les perceptions socio-culturelles structurelles et/ou régionales ainsi que les circonstances qui entravent la

participation des femmes aux processus de prise de décisions concernant la gouvernance des ressources et la gestion des pêches et le développement devraient être considérées. Les causes profondes doivent être mieux comprises et une attention particulière doit être accordée à la visibilité du rôle des femmes et à la création d'un espace de participation. Parmi les exemples de soutien figurent les appuis organisationnels et visites pour partage d'expériences.

Il y a généralement un manque de cohérence et de clarté au niveau gouvernemental concernant les compétences des différentes administrations (entre différentes autorités et différents niveaux de décentralisation). De même, les responsabilités et les rôles des différentes parties impliquées dans la gestion des ressources (acteurs publics et privés) ne sont généralement pas bien définis. Par conséquent, des efforts sont nécessaires pour clarifier les rôles et les responsabilités des intervenants et s'assurer qu'ils sont connus de tous et permettre ainsi la collaboration et la coordination.

### **Développement social, emploi et travail décent**

Il y a souvent un manque d'accès aux services financiers, y compris les assurances, pour les acteurs de la pêche artisanale dont ceux qui participent aux activités post-récolte. Cela est dû à des règles strictes des banques, à une garantie collatérale insuffisante offerte par les acteurs de la pêche artisanale, au caractère risqué et informel des activités de pêche artisanale (en particulier pour les femmes) ainsi qu'à un manque généralisé de culture de l'épargne chez les acteurs de la pêche artisanale. Leur instabilité financière est accrue face à cette situation, contribuant également au risque d'endettement des pêcheurs, des femmes et des enfants. Certaines expériences de services financiers dédiés existent aux niveaux régional et international et devraient être documentées et partagées pour améliorer la situation.

La migration, à la fois au sein des pays et au-delà des frontières, est commune dans la région. Bien que certains accords existent à cet égard entre les pays de la région, la plupart des gouvernements ne fournissent pas de services appropriés aux pêcheurs migrants, y compris l'accès aux services de santé et à l'éducation. La migration soulève également des questions relatives à l'accès aux ressources, car elle peut avoir un impact sur la durabilité environnementale, sociale et économique d'une pêcherie. Un examen et une adaptation des cadres politiques et législatifs existants sur les droits des pêcheurs migrants sont nécessaires pour les inclure dans les accords entre pays voisins, en tenant compte des cadres régionaux.

La situation varie d'un pays à l'autre, mais il y a un manque généralisé de connaissances, de considérations et d'interprétations ainsi qu'un manque

d'infrastructures pour le développement et/ou la mise en œuvre des réglementations en matière de sécurité et de santé au travail dans le secteur de la pêche (en particulier concernant la sécurité en mer, y compris dans les eaux intérieures). Cela comprend le manque d'accès aux services de santé, aux assurances et à l'éducation sanitaire, y compris sur l'abus d'alcool et de drogues. Un meilleur partage des informations sur les besoins et services de sécurité et de santé liés à la pêche artisanale, entre les institutions concernées à tous les niveaux, est donc nécessaire.

L'appréhension de la contribution de la pêche aux moyens de subsistance (par exemple en termes d'emploi, qui peut être saisonnier ou en termes de participation des femmes, etc.) est insuffisante. Il est donc important de procéder à des évaluations et de dresser le profil des moyens de subsistance partant de la perspective communautaire pour élaborer une base de référence. Ceci aidera également à comprendre la nécessité de sources de subsistance alternatives et/ou complémentaires (ex : en cas de saison de fermeture ou d'une diminution des ressources halieutiques, etc.) dans la région.

En ce qui concerne l'éducation, il y a un manque d'accès aux écoles primaires en raison de l'éloignement de certaines communautés de pêcheurs artisans. D'autre part, l'enseignement supérieur (y compris les connaissances spécialisées en matière de pêche) est insuffisant, ce qui rend difficile l'équilibre entre l'apprentissage de la profession de pêcheur dès l'âge de la petite enfance et l'accès à l'école pour accéder à d'autres professions. Pour y remédier, l'éducation doit être reconnue comme une priorité et des investissements dans les services éducatifs et des programmes spécifiques doivent être faits.

Concernant le changement climatique et les risques de catastrophe, il est souvent difficile de rendre les résultats de la recherche scientifique compréhensibles pour les communautés de pêcheurs. De plus, les communautés ignorent souvent comment elles pourraient utiliser les connaissances traditionnelles pour mieux faire face au changement climatique.

### **Chaînes de valeur, activités après capture et commerce**

Il y a un manque d'information disponible pour les acteurs tout au long des chaînes de valeur, concernant notamment les rôles des différents opérateurs à chaque maillon et les principales forces motrices de l'offre et de la demande. Ceci est particulièrement problématique pour les groupes marginalisés qui, en raison de ce manque de connaissances, sont vulnérables aux facteurs externes affectant leur activité. Il a été souligné que la transparence devrait être encouragée tout au long de la chaîne de valeur et d'approvisionnement afin de permettre une meilleure



compréhension des rôles, des forces du marché et des facteurs influençant le prix des produits de la pêche.

Le manque de capacité organisationnelle parmi les acteurs du secteur après capture a été identifié comme un autre problème majeur affectant la reconnaissance des opérateurs tout au long de la chaîne de valeur et leur capacité à participer aux processus de prise de décision, aux négociations de prix et aux nouvelles opportunités commerciales. Des activités ont été suggérées pour renforcer la capacité des organisations et des dispositions institutionnelles pour assurer une participation équitable et responsable le long de la chaîne de valeur.

Dans le contexte de diminution des ressources et de demande croissante aux niveaux national, régional et international, le défi consiste à assurer une utilisation du poisson dans sa totalité. Tous les acteurs de la chaîne de valeur doivent être en mesure de répondre à ce changement de situation en favorisant le renforcement des capacités dans les initiatives de valorisation (amélioration de la transformation, réduction des pertes après capture, amélioration de la qualité, sous-produits innovants pour la consommation humaine) et en améliorant l'accès au crédit.

Il est nécessaire de s'attaquer au commerce informel du poisson et des produits de la pêche ainsi qu'aux pratiques illicites connexes aux niveaux national et régional. Le commerce illicite et illégal du poisson conduit souvent à des problèmes d'hygiène et de sécurité alimentaire, et aggrave par ailleurs l'opacité de la chaîne de valeur, l'inexistence d'associations de pêcheurs bien identifiées et légitimes et favorise la concurrence déloyale entre les acteurs du secteur post-capture. Des activités ont été identifiées pour appuyer l'amélioration des cadres réglementaires nationaux et régionaux relatifs au commerce des produits de la pêche.

## **DISCUSSIONS PLENIERES ET RECOMMANDATIONS**

Les éléments suivants ont été discutés en plénière.

Bien que des efforts soient nécessaires pour assurer une bonne diffusion des Directives SSF au niveau des pays, il a été rappelé que la sensibilisation devrait se concentrer au niveau local, où le changement devrait effectivement se produire et où la mise en œuvre des lignes directrices SSF sera plus difficile et plus significative.

Dans ce sens, les Directives SSF devraient être disponibles dans autant de langues locales que possible. En outre, elles devraient être converties dans le format le plus approprié pour la diffusion locale, en tenant compte du niveau d'éducation et des dynamiques sociales qui s'exercent dans les communautés de pêcheurs. Il conviendrait d'identifier au niveau le plus approprié des méthodes innovantes de présentation des Directives SSF à

un public diversifié, avec l'aide d'organisations de la société civile bien implantées.

La réunion a souligné la nécessité d'établir un système de suivi de la mise en œuvre des Directives SSF aux niveaux national et régional. Il a été suggéré que ce système soit fondé sur un réseau de points focaux des administrations publiques et des groupes d'acteurs non étatiques afin d'assurer un dialogue continu pour informer le processus de mise en œuvre. Le suivi national devrait être effectué suivant un cadre régional, en utilisant une méthodologie harmonisée et sur la base d'indicateurs convenus. Il est suggéré que les organismes régionaux compétents en discutent davantage, en vue d'établir un mécanisme systématique de rapportage qui pourrait, à son tour, alimenter le suivi mondial au niveau de la FAO.

Le partage de l'information sera d'une importance capitale tout au long du processus de mise en œuvre des Directives SSF, non seulement pour traiter les questions spécifiques (identifiées par les groupes de travail), mais aussi pour s'assurer que leur mise en œuvre se déroule dans un environnement transparent favorisant l'implication de toutes les parties prenantes. Les participants de l'atelier se sont convenus de la nécessité de développer un répertoire des bonnes pratiques au niveau régional. Les contacts entre les OSC et les gouvernements doivent être maintenus afin de permettre une définition participative des priorités et des responsabilités. Il est attendu que toutes les parties prenantes devront jouer un rôle dans la mise en œuvre des Directives SSF, mais il est nécessaire de déterminer quels acteurs auront un rôle de leader à jouer dans la mise en œuvre de composantes spécifiques. Cela ne sera possible que si une ligne de communication reste ouverte en permanence.

## PROCHAINES ETAPES

L'atelier a identifié les prochaines étapes clés suivantes pour activer la mise en œuvre des Directives SSF:

**Les participants à l'atelier** devraient partager les résultats de l'atelier avec leurs collègues et leurs organisations respectives à leur retour et suivre les actions identifiées (ci-dessus et dans l'annexe) selon le cas.

**La SADC** reconnaît que les Directives SSF viennent en complément du Protocole de la SADC sur la pêche. Les résultats de l'atelier informeront le processus institutionnel de la SADC pour appuyer la mise en œuvre des Directives SSF, y compris au sein du comité technique des pêches. La SADC encouragera également l'intégration de la mise en œuvre des Directives SSF dans les travaux de la SADC sur la sécurité alimentaire.

**La COI** veillera à ce que les résultats de l'atelier soient inclus dans le processus de la «Fiche Action» pour la programmation du futur projet sur la pêche financé par le 11<sup>ème</sup> Fonds européen de développement (FED), en collaboration avec d'autres organisations régionales.

**L'UA-BIRA** partagera les résultats de l'atelier et encouragera le suivi dans le cadre du groupe de travail sur la pêche artisanale de l'Union africaine. L'UA poursuivra également la cartographie et le renforcement des acteurs non étatiques et soutiendra les pays membres dans la mise en œuvre de la composante du CPSR sur la pêche artisanale.

**Les organisations régionales** devraient établir un cadre de suivi pour la mise en œuvre des Directives SSF et discuter plus en détail de la méthodologie et des indicateurs à utiliser.

**Les gouvernements nationaux** détermineront les possibilités d'intégrer les Directives SSF dans les politiques existantes et à venir, les cadres réglementaires et les activités et initiatives correspondantes.

**Les États membres et la FAO** devraient informer les organisations régionales des pêches pertinentes (ORP) des résultats de l'atelier et encourager l'adoption des Directives SSF.

**Les OSC** rendront compte à leurs membres et feront pression auprès des gouvernements nationaux et des organisations régionales.

**Les organismes de recherche** poursuivront leurs efforts pour améliorer les connaissances sur la pêche artisanale. On s'attend également à ce que la recherche contribue à la diffusion de l'information appuyant le processus de mise en œuvre des Directives SSF. À cette fin, il conviendrait de promouvoir dans la région des plateformes de partage d'expériences, telles que le forum Science-Politique-Communauté du réseau *Too Big To Ignore* (TBTI).

Maurice, le 15 décembre 2016

## Annex 9 – Closing statements

**Mr Denis Reiss, Attaché Pêche de la Délégation de l'Union européenne auprès de la République de Maurice, de l'Union des Comores et de la République des Seychelles**

Mesdames et messieurs les représentants de la FAO,

Mesdames et messieurs les représentants de la SADC,

Mesdames et messieurs les représentants de la Commission de l'océan Indien,

Monsieur le représentant du Bureau interafricain des ressources animales de l'Union Africaine,

Chers participants,

Nous tenons à féliciter la SADC, la FAO et la COI pour cette initiative de consultation régionale sur la mise en œuvre des directives volontaires visant à assurer la durabilité de la pêche artisanale.

L'Union européenne a soutenu et a participé à l'élaboration des directives volontaires visant à assurer la durabilité de la pêche artisanale.

Promouvoir les principes et les valeurs de la mise en œuvre de ces directives de manière transversale à travers tous les programmes mis en œuvre par nos partenaires à l'échelle régionale, nationale et locale, est une priorité.

Les directives vont bien au-delà des questions de pêche. Elles complètent de manière indissociable les directives sur la gouvernance responsable des régimes fonciers et sur la sécurité alimentaire ainsi que le code de conduite pour une pêche responsable.

Elles s'inscrivent dans une démarche fondée sur les droits de l'homme afin que des hommes et des femmes qui appartiennent à des groupes vulnérables ou marginalisés participent à la prise de décisions pour une exploitation durable des ressources halieutiques qui leur permettent de vivre.

Aussi, chers participants, comme vous l'avez illustré par vos diverses expériences, les directives demandent à être adaptées aux réalités locales et aux besoins des populations.

L'évaluation du programme SmartFish réalisée cette année a souligné cette nécessité d'appropriation des actions par les bénéficiaires pour en assurer la durabilité.

Ce sont aux hommes, aux femmes et aux organisations de la société civile et du secteur privé qui les représentent qu'il appartient de mettre en œuvre les directives.

La culture et les valeurs des pêcheurs, des hommes et des femmes qui aspirent à un travail décent sur ces chaînes de valeurs stratégiques pour les économies locales et la sécurité alimentaire, devront en être le vecteur.

Personne d'autre qu'un pêcheur ne peut définir ce que recouvre son métier, les pratiques et les valeurs qui s'y rattachent et qu'il faut promouvoir dans un intérêt général.

Dans un contexte où la plupart des ressources marines côtières sont surexploitées, la gouvernance des pêches n'est pas une option.

Toute initiative locale, nationale ou régionale de gestion durable des ressources qui participent en particulier aux flux commerciaux nationaux, régionaux et internationaux, demande à être soutenue.

Les modalités de ce soutien doivent aussi être adaptées afin que toutes les institutions et organisations dont la responsabilité est engagée dans la mise en œuvre des directives puissent rendre compte de leurs performances aux hommes et aux femmes qui dépendent des ressources halieutiques.

Chers participants, les résultats de la consultation à laquelle vous avez participé ces derniers jours arrivent à point nommé pour continuer à accorder l'importance qui se doit aux filières des pêcheries artisanales.

En effet, le programme SmartFish, qui est financé par l'Union européenne au titre du Xème Fonds européen de Développement et mis en œuvre conjointement par la COI et la FAO depuis 2011, poursuit des actions pilotes sur les principales chaînes de valeurs des produits de la pêche artisanale.

Dans un même temps, un nouveau programme SmartFish qui sera financé sur les ressources du XIème Fonds Européen de Développement à hauteur de 30 millions d'euros est en cours d'élaboration.

Le document de projet qui vise avec l'appui de l'Union européenne à augmenter la contribution des pêcheries durables à l'économie bleue de la région de l'Afrique du Sud, de l'Est et de l'océan Indien, sera partagé avec les Organisations Economiques Régionales concernées (SADC, COMESA, IGAD, EAC et COI) dans les meilleurs délais.

Avec la participation de AU IBAR (African Union - Interafrican Bureau for Animal Resources) qui apporte son soutien aux Etats membres de l'Union Africaine et aux Organisations Economiques Régionales, la COI a prévu

d'organiser dès février 2017 un atelier de consultation pour la formulation de ce nouveau programme.

Merci de votre attention.

SmartFish is a regional fisheries programme managed by the Indian Ocean Commission, funded by the European Union and co-implemented by the Food and Agriculture Organization of the United Nations. SmartFish, which operates in twenty countries throughout the Indian Ocean Region, Southern and Eastern Africa, focuses on fisheries governance, management, monitoring control and surveillance, trade, and food security.

Blue Tower, 5<sup>th</sup> floor, Rue de l'Institut  
Ebene, Mauritius  
Tel: (+230) 402 61 00  
Fax: (+230) 466 01 60  
[www.coi-ioc.org](http://www.coi-ioc.org)  
[www.smartfish-coi.org](http://www.smartfish-coi.org)