



African Union Commission



# **POLICY FRAMEWORK AND REFORM STRATEGY FOR FISHERIES AND AQUACULTURE IN AFRICA**

Creating a conducive and enabling environment for  
the fish sector to create equitable, social and economic  
development in Africa



**May 2014**



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## INTERPRETATION

**“Abuja Declaration”** means the Declaration that was adopted at the NEPAD Fish for All Summit in Abuja, Nigeria, in 2005;

**“Aquaculture”** means any activity designed to cultivate or farm fish and other living aquatic resources;

**“fisheries” or “fishery”** means one or more stocks of fish or any operations based on such stocks which can be treated as a unit for purposes of conservation and management, taking into account geographical, scientific, technical, cultural, economic, recreational and other relevant characteristics;

**“Member State”** means a Member State of the African Union;

**“PF & RS”** means Policy Framework and Reform Strategy for Fisheries and Aquaculture;

**“Potential resource wealth”** means the value of asset owned by a person or community. In the context of fisheries, it is the value of the fisheries resources (natural capital) that can be used to create further wealth;

**“Resource rent”** means net economic return (or an economic surplus over and above operating profits) derived from fisheries;

**“Sector”** means the fisheries and aquaculture sector;

**“Think Tank Meetings”** means brainstorming and planning meetings and stakeholder consultations;

**“Tenure”** means the relationship among people with respect to land and other natural resources. The rules of tenure determine who can use what resources of the land for how long, and under what conditions;

**“Use right”** means the rights held by individual fishers, fishing groups, fishing communities or companies to have access to a fishery and use the fishery resources;

**“Governance”** of tenure means is the way in which access to and control over natural resources is managed in a society. It includes how competing priorities and interests of different groups are reconciled, how individuals and groups participate in decision making, how government is accountable to others, and how society obliges its members to observe rights, freedoms, rules and laws;

**“Access to resources”** means the livelihoods of many are based on equitable access to, and secure tenure of, land, fisheries and forests. Secure access to these resources is important to eradicate hunger and poverty, support sustainable development and enhance the environment.





## ACRONYMS AND ABBREVIATIONS

|         |                                                              |
|---------|--------------------------------------------------------------|
| ABNJ    | Areas Beyond National Jurisdiction                           |
| ACEA    | African Centre of Excellence for Aquaculture                 |
| ANAF    | Aquaculture Network of Africa                                |
| AU      | African Union                                                |
| AUC     | African Union Commission                                     |
| AU-IBAR | African Union-Inter African Bureau for Animal Resources      |
| AU MS   | African Union Member States                                  |
| BCC     | Benguela Current Commission                                  |
| BMP     | Better Management Practices                                  |
| CAADP   | Comprehensive Africa Agriculture Development Programme       |
| CAMFA   | Conference of African Ministers of Fisheries and Aquaculture |
| CBI     | Community-Based Initiative                                   |
| CBO     | Community-Based Organization                                 |
| CCA     | Climate-Change Adaptation                                    |
| CCLME   | Canary Current Large Marine Ecosystem                        |
| CSO     | Civil Society Organization                                   |
| DFID    | United Kingdom International Development Agency              |
| EAF     | Ecosystem Approach to Fisheries                              |
| EU      | European Union                                               |
| FAO     | Food and Agriculture Organization of the United Nations      |
| GCLME   | Guinea Current Large Marine Ecosystem                        |
| GDP     | Gross Domestic Product                                       |
| GDPA    | Contribution of Agriculture to GDP                           |
| IUU     | Illegal, Unreported and Unregulated                          |
| MCS     | Monitoring, Control and Surveillance                         |
| NEPAD   | New Partnership for Africa's Development                     |
| NPCA    | NEPAD Planning and Coordination Agency                       |
| NGO     | Non-Governmental Organization                                |
| PPPs    | Public and Private Partnerships                              |
| REC     | Regional Economic Community                                  |
| RFB     | Regional Fishery Body                                        |
| RFO     | Regional Fisheries Organization                              |
| RFMB    | Regional Fisheries Management Body                           |
| RFMO    | Regional Fisheries Management Organization                   |
| R&D     | Research and Development                                     |
| SME     | Small and Medium-Sized Enterprises                           |
| SPS     | Sanitary and Phytosanitary Standards                         |
| TAC     | Total Allowable Catch                                        |
| UNSTAT  | United Nations Statistics Division                           |
| WTO     | World Trade Organization                                     |
| WWF     | World-wide Fund for Nature                                   |



## ACKNOWLEDGEMENT

The process of formulation of the Policy Framework and Reform Strategy for African fisheries and aquaculture started in earnest in 2012 following immediately the Executive Council Decisions (Doc. EX. CL /627(XVIII)) by the African Heads of States and Governments that adopted the Recommendations of the First Conference of Ministers of Fisheries and Aquaculture (CAMFA).

The formulation process was spearheaded by the African Union Institutions, AU-IBAR, NPCA and AUC-DREA. African Union however owes debt of gratitude to several other institutions, countries and partners that immensely contributed to the realization of this process which has culminated in the production of this policy and strategy document on African fisheries and aquaculture. The financial and technical support which we received from the Spanish Government, the United Kingdom's Department for International Development (DFID), World Wildlife Fund for Nature, the UN Food and Agricultural organizations (FAO), World Bank and the West African Regional Marine and Coastal Conservation Programme (PRCM) particularly during the consultative processes were very valuable and duly appreciated. Particular mention goes to DFID for sponsoring the International Partnership for African Fisheries Governance and Trade (PAF), as well as some of the theoretical work which was done by the various PAF Policy Working Groups and the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA). The CAMFA provided the political endorsement of the Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa

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The technical conceptualisation of the African Fisheries Reform Mechanism, was done initially, through the AU-World Bank initiative, the Strategic Partnership for Fisheries Investment Fund (SPFIF) and later refined and consolidated by a partnership platform or Advisory Council of the African Fisheries Reform Mechanism (in this case including the development of the Policy Briefs accompanying the Policy Framework and Reform Strategy), comprising AUC (AU-IBAR and NPCA), FAO, the World Bank, WWF, Regional Fisheries Bodies (RFBs), Regional Economic Communities (RECs) as well as PAF Policy Working Groups. The experts and members of the Advisory Council (Mrs. Gunilla Greg of NFFP; Mr. Tim Bostock of the World Bank's PROFISH; Mrs. Helga Josupeit of FAO; Dr. Steve Cunningham of IDDRA and PAF Governance Working group; Prof. Emmanuel Kaunda of Lilongwe University of Agriculture & Natural Resources and the PAF Aquaculture Working Group; Mrs. Sandy Davies of NFDS and PAF Stop Illegal Fishing Working Group; Dr. Amadou Tall of PAF Trade Working Group; Mr. John Linton of NRI-Greenwich University and PAF Fish Finance Working Group; Mrs. Alushe Nditya of PAF; Mr. Martin Purves of Marine Stewardship Council and PAF Trade Working Group) are acknowledged for their expertise and time. Equally important, we are indebted to the numerous stakeholder organizations, including the Civil Society Organizations, RECs, RFBs, Regional Fisheries

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## FOREWORD

Africa has diverse fish resources with immense potential and opportunities for contributing significantly to the socio-economic growth of Africa and improving livelihoods of its citizens. It is for this reason that the Comprehensive Africa Agriculture Development Programme (CAADP) was adjusted to include the Companion Document on Fisheries. In 2005, Abuja, Nigeria, during the AU/NEPAD Fish For All Summit, the African Heads of State and Governments (HSG) endorsed the New Partnership for Africa's Development (NEPAD) Action Plan for the Development of African Fisheries and Aquaculture. Prior to the Abuja Summit, and during their February 2004 Sirte Summit, the Heads of State and Government, endorsed the Sirte Declaration which mandated the AU Commission to promote the development of fisheries resources, improve facilities to promote post-harvest management, including fisheries management in the Exclusive Economic Zones and regional cooperation in fisheries management. Further to this, during the Abuja Food Security Summit in December 2006, the HSG endeavoured to protect fish as one of the strategic commodities and affirmed their commitment to attain self-sufficiency in fish by 2015. The major milestone in the development of African fish sector came in September 2010, when the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA) was held in Banjul, The Gambia. The CAMFA was subsequently endorsed by the 18th Session of the AU Assembly of Heads of State, in 2011, as the policy organ responsible for fisheries and aquaculture, within the Conference of African Ministers of Agriculture (CAMA).

The benefits and opportunities from the fish resources can be actualized to achieve the CAADP target of 6 % fish resources' contribution to agriculture growth on the continent, as well as improve food and nutritional security, enhance livelihoods and generate wealth. Some of these opportunities are based on the following considerations:

- The scope for increased fish trade and investment through standards enhancement, regional cooperation and market studies
- Capacity strengthening, for example, to increase the contribution of small scale fisheries in rural economy in terms of employment, household food security and employment amongst the rural poor
- Empowerment of stakeholders, including marginalised groups like women and youth, for effective participation in fisheries management processes

Since 2005 we have learnt a lot and the continent has made tremendous progress in restoring fisheries and aquaculture on the priority of national and regional development. At the same time, significant resources have been recommitted towards the sector by many development partners and development finance institutions. However, challenges still remain. Weak human and institutional capacity continues to be a key constraint for positive reform of the fisheries and aquaculture sector. This is evident, for example, in the relatively slow pace of aquaculture development on the continent as a complementary fish production technology since about 40 years ago. However, the African aquaculture scenario has changed a lot over the past five years. In 2012, FAO reported that ten of fastest growing aquaculture sectors were in Africa (Egypt, Uganda, Kenya, Zambia, Ghana, Madagascar, Tunisia, Malawi and South Africa).

A key challenge across the fisheries management spectrum is the lack of policy coherence and coordination in the management of the fisheries and aquaculture resources in the AU countries. Surmounting these challenges and unlocking the potential of the sector would require major reforms in the governance of the sector, in national fisheries administrations and regional arrangements for fisheries management. Hence the Hon. Ministers in 2010 charged the African union to formulate necessary governance instruments that would promote coherence and strengthen capacity in the AU MS and RECs for realistic policy formulation. Since 2010, African fisheries governance has achieved notable exceptions, because we have supported our member states to come up with policy objectives that are well-directed and intended to reverse the perverse consequences. In many countries the fisheries resources are seen as an investible capital and hence access

rights are not only granted with the aim of improving access to foreign exchange but also enhance the sustainable development outcomes for the fish-dependent communities.

Therefore, this Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa has been formulated with the main purpose of facilitating coherent policy development for the sustainable management of fisheries and aquaculture resources in the member states of the African union.

The policy framework and reform strategy provides opportunities for our member states to optimize benefits from their natural resources by implementing the strategic reforms enunciated in the document. This requires commitment to undertake reforms by appropriate institutions of our member states. The document provides guidance on good governance principles considered as best practices in fisheries management and outlined strategic actions for key pillars for reform of African fisheries.

The process of developing the policy framework and reform strategy started with the conceptualisation of the Comprehensive African Fisheries Reform Strategy (CAFRS), under the Partnership for African Fisheries (PAF) and the Strategic Partnership for Fisheries Investment fund, an initiative of AU-IBAR and World Bank. The CAFRS evolved by being built on a foundation of evidence, through the research conducted by the various PAF Policy Working Groups. But through stakeholder engagement and policy dialogue, under our joint efforts among NPCA, the Department for Rural Economy and Agriculture (DREA) and AU-IBAR, and with support of our partners, a wider Pan-African Fisheries Policy Framework (APFS), was agreed upon. This Policy Framework laid down the guiding principles for the strategy, namely (i) increasing fisheries and aquaculture productivity, (ii) improving profitability of fish enterprises, (iii) enhancing sustainability, (iv) wealth generation, (v) social welfare, nutrition and food security, and (vi) regional collaborative management and strengthening south-south cooperation as well as the “African Voice” on international policy dialogue which has implications for African fisheries governance. The final CAFRS and APFS – which have been brought together in a single document, now called the Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa, were validated in November 2012 at a Think Tank Event in Douala, Cameroon. Regular Think Tank Events or Participatory Policy Dialogues have characterised the process of developing the Policy Framework and Reform Strategy to ensure that the final product was needs- and evidence-based and also engendered ownership amongst stakeholders.

The Policy Framework and Reform Strategy for Fisheries and Aquaculture emphasises the wealth created by fisheries and vast opportunities for livelihoods enhancement, underpinned by the recognition that the sustainability of fisheries depends upon better governance. One of the principles of the strategy is concerned with the development of small scale fisheries to contribute to poverty alleviation. The role of women in the fish sector is also acknowledged. The document also provides for the guidelines on how countries should better capture the wealth of fisheries, reduce poverty, increase food and nutritional security and ensure equitable distribution of the benefits particularly for the poorest, marginalized and most vulnerable in society, such as women

It is our fervent hope that the fisheries and aquaculture managers, policy makers, fisherfolks and fish farmers and other relevant stakeholders and institutions would find the document very useful in contributing to positive reforms of fisheries and aquaculture at both national and regional levels.

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## **EXECUTIVE SUMMARY**

The fishery sector of most States that are members of the African Union (Member States) consists of capture fisheries and aquaculture. The sector generates a variety of benefits, including nutrition and food security, livelihoods, employment, exports and foreign currency and conservation and biodiversity values that are of global significance. While we know that these substantial benefits could be sustained ad infinitum, they are currently under threat. The primary threat is from ineffective governance combined with policies that are both poorly conceived and implemented, and which are rarely coordinated between neighbouring states and regions. These factors have contributed to current levels of biological and economic overexploitation in many fisheries, from small-scale ('artisanal') through to industrial. This has had a negative impact on the fish stocks and economies of AU Member States, as well as on vital food supplies and jobs. Factors such as the open-access character of capture fisheries, inadequate or weak governance at national level and for management of transboundary resources and ecosystems, institutional weaknesses and insufficient financial investments opportunities, have led to an increase in fishing pressure intensity, overfished stocks, illegal, unreported and unregulated (IUU) fishing, inadequate benefits from trade in fish and fish products, a poorly developed aquaculture sub-sector and weaknesses in fisheries and aquaculture management. The potential of the sector to contribute to poverty reduction and improved socio-economic benefits to populations have not been optimally exploited. It is estimated that the continent loses between US\$2-US\$5 billion annually due to mismanagement in the sector

Although policies aimed at regulating fishing capacity are critical for maintaining production and supply of fish products, policy makers have put little focus on the role of fisheries and aquaculture in the national economic development, food and nutrition security and the need to place the optimisation of these benefits to the centre of national development planning. The obstacle to unleashing the potential of Africa's fisheries and aquaculture sector has been the inherent complexity of the fisheries sector which has led to simplification of management options based on scientific knowledge that is narrow and often confined to silos of specialisations. Policies formulated for simple biological assemblage of species structure should differ from those prepared to suit the management of multispecies fisheries serving resource-poor producers as well as specialised regional and international markets.

In recent years, the African Union (AU) has taken steps to improve performance in the sector. In 2003, the New Partnership for Africa's Development (NEPAD) developed the Comprehensive Africa Agriculture Development Programme (CAADP) framework which was endorsed by Member States. The Sirte Declaration in 2004 encouraged the development of African fisheries resources as well as urged regional cooperation in fisheries management. The Sirte Declaration further identified the challenges of implementing integrated and sustainable development on agriculture and water in Africa. The Declaration adopted at the NEPAD Fish for All Summit in Abuja, Nigeria, in 2005 (Abuja Declaration), inter alia, made provision for and commitments to the Strategic Partnership for African Fisheries. Consequently, African countries in 2009 began the dialogue to strengthen the African Voice in international policy and negotiating platforms. The first Conference of African Ministers of Fisheries and Aquaculture (CAMFA I) was convened in September 2010 in Banjul, the Gambia. The African Ministers in that conference responded to the challenges and opportunities in the sector and made far-reaching recommendations aimed at unlocking the full potential of the fisheries and aquaculture for food security, livelihoods and wealth creation.

Very significantly, CAMFA I recommended, inter alia, African Union Member States to consider options for fisheries reforms and strengthen institutional arrangements in order to improve the productivity of fisheries and aquaculture as well as enhance the contribution of fish to sustainable food and nutritional security and economic growth within the CAADP framework. The recommendations by CAMFA I were endorsed at the



18th Ordinary Session of the AU Heads of States and Governments in 2011 (Doc. EX. CL /627(XVIII)). This Policy Framework and the Reform Strategy is therefore the product of a broad and inclusive, participatory and transparent, interactive process that identified the following seven policy objectives as critical to Africa's fisheries development:

1. Enhancing conservation and sustainable use of fisheries resources through the establishment of national, and sub-national governance and institutional arrangements that ensure the societal contribution generated by Africa's sectors have the greatest impacts at the most appropriate level
2. Development of sustainable small-scale fisheries by improving and strengthening the contribution of small-scale fisheries to poverty alleviation, food and nutrition security and socio-economic benefits of fishing communities and beyond.
3. Realizing the full potential of the aquaculture sector to generate wealth, social benefits and contribute to the development of the African economy by jumpstarting market-led sustainable development strategies
4. Promoting responsible and equitable fish trade and marketing by significantly harnessing the benefits of Africa's fisheries and aquaculture endowments through accelerated trade and marketing
5. Strengthening South-South (bilateral and regional) cooperation, and developing coordinated mechanisms among RECs, RFBs and LME-based commissions to ensure coherence of fisheries policies and aquaculture development and their adoption and adaptation
6. Creating awareness on the potential and importance of the sector, based on current and emerging trends, challenges and needs as well as enhancing the capacity of governments and institutions in order to ensure sustainable development of the sector
7. Increasing and consolidating the "African Voice" in the governance and management of high seas fisheries in order to substantially enhance the benefits accruing to the Member States associated with exploitation of high seas resources

The framework is structured around three main entities: a set of guiding and cross-cutting principles, seven main policy areas, objectives, and strategies against each of the objectives. The Policy Framework lays down the guiding principles for effecting appropriate reforms whilst the Reform Strategy suggests action steps that could be applied in the sector. The Policy Framework and Reform Strategy took into consideration: (i) regional specific priorities of common interest to all or most of the countries in each of the five regions of Africa, (ii) supporting and delivering mechanisms to assist and facilitate implementation of agreed strategies and (iii) suggesting indicators to measure success.

The Policy Framework and Reform Strategy for Fisheries and Aquaculture offers Africa the opportunity to transition its fisheries to productivity, sustainability and profitability with options for enhanced regional collaborative management of shared resources. The Policy Framework makes use of a number of approaches, including economic, ecosystems, social and welfare. But the main precondition for these approaches to translate into development outcomes is a need for countries to commit to reforming their fisheries sectors. The Policy Framework and Reform Strategy will enable African governments to develop appropriate fisheries-exploitation arrangements and aquaculture, with accompanied fiscal reforms that should result in the sustainable generation of benefits at the community level as well as creating wealth throughout the value chain.



## I. INTRODUCTION

### 1.1. THE SITUATION: HIGHLIGHTS OF AFRICA'S FISHERIES AND AQUACULTURE

*1.1.1 Africa possesses important natural capital in the form of its fish and aquatic resources.* In order to realize fully this potential, reform is required in the overall policy and governance framework with practical implementation of this reform at the fishery level. African States have deployed considerable efforts in developing their fisheries policies and sectors over the past couple of decades. The results have not met expectations for many reasons but the critical general issue is that countries have not addressed fisheries management successfully at the fishery level.

The fishery sector of most Member States consists of capture fisheries and aquaculture. The sector generates a variety of benefits including nutrition and food security, livelihoods, employment, exports and foreign currency and conservation and biodiversity value that are of global significance. Total fishery production in Africa in 2010 was estimated at 9.4 million tonnes. This comprised of 4.9 million tonnes from marine capture fisheries, 2.7 million tonnes from inland water fisheries and about 1.4 million tonnes from aquaculture.

*1.1.2 Fish is by far the most important animal protein source at 36 percent, broken down as follows:* marine fish 21 percent, inland water fish 11 percent and aquaculture 5 percent. The per capita fish consumption for the Africa in 2010 was 9.1kg, less than half of the global average (18.4kg).

*1.1.3 According to recent estimates (FAO & NPCA, 2013),* 12.3 million people are employed in the fisheries and aquaculture sector, of which 6.1 million (50 percent) are fishers, 5.3 million (42 percent) are processors and 0.9 million (8 percent) are fish farmers in Africa as a whole.

*1.1.4 The Comprehensive Africa Agriculture Development Programme (CAADP)* aims to attain an average annual growth rate of 6% in agriculture by 2015. Fish resource exploitation already contributes to this objective. Together fisheries and aquaculture currently contribute about 1.25% of African GDP. However, this figure under-estimates the true importance of the sector for a number of reasons, in particular related to the renewable but finite nature of capture fish stocks. First, many of the most valuable stocks are currently over-exploited. The recovery of these stocks would substantially boost the growth contribution. Second, the structure of GDP is as important as its level because an essential element for economic growth is the generation of an investable surplus. Fish resource exploitation has the potential to make an important sustainable contribution to this surplus.

The contribution of the sector to Agriculture GDP is estimated at 6.0 percent. Recent estimate of the first-sale value of African fisheries (marine, inland and aquaculture) is given as US\$19.7 billion per year. The total value of international trade of fish commodities in 2010 were US\$3.2 billion for imports and about US\$7.5 billion for exports. Fisheries represent the leading agriculture export commodity for Africa, contributing some 19 percent of total agricultural volumes but notably 5 percent of the total value.

### 1.2. CONCEPTUALIZATION OF AFRICA'S FISHERIES AND AQUACULTURE SECTOR

#### 1.2.1 Challenges

The fisheries and aquaculture sector in African has enormous challenges and deficiencies which are limiting the capability of most governments to ensure the sustainability and profitability of fish of the sector so that it can contribute to the wellbeing and economic development of the continent. The principal challenges include:

**Open Access in Capture Fisheries and Ineffective Foreign Access Arrangements:**

The open access character of African fisheries has resulted in over-exploitation and because of fairly high fish prices, this has led to over-fishing, contributes to lower catches, changes in the fish species community composition and structure of fished ecosystems, and fishing down the trophic levels of food webs and increases in the incidences for IUU fishing. Access control in well regulated fisheries (e.g. registration, licensing systems) is yielding varying types of benefits to several AU MS including social benefits and revenue.

There is also the issue of inadequate foreign access arrangements with significant loss of benefits for the resource-adjacent countries due largely to poor or weak negotiations of terms of agreement. The situation is compounded by the lack of involvement of the communities in the negotiation process in many instances.

Consistent with global concern for sustainable development of small-scale fisheries, e.g. FAO Guidelines on small-scale fisheries, there is a need for small-scale fishing communities to have secure tenure rights to fishery resources and land as well as the ability to benefit from them in order to sustain their livelihoods. The aquatic resources, on which they depend, need to be sustainably used, requiring effective management and stewardship regimes in which small-scale fishing communities play a key role

**Inadequate Governance at National Level and for Management of Transboundary Stocks:**

The key challenge affecting fisheries management and aquaculture development in Africa is inadequate governance which has led to inadequate transparency and accountability, incoherent policies, limited structured participation of resource users and no-state actors in the formulation of policies and management of the resources. The potential resource wealth of African fisheries is estimated at about US\$2 billion per year. However, it is also estimated that between US\$ 2 and 5 billion is lost annually due to mismanagement.

**Institutional Weaknesses:**

In many Member States, the legal, policy and institutional frameworks are not crafted to suit the unique features of fisheries and aquaculture and this has resulted in mismatches and overlaps. Furthermore, insufficient human capacity to cover all key areas in fisheries and aquaculture administration, management and research as well as weak information-collection and analysis systems hampers sound decision-making processes.

**Dearth of Financial Investment Opportunities:**

Investment in the sector is low because of the high level of perceived risk by investors. This perception is reinforced by weak and incoherent policies that are still evolving. Domestic support for the sector is inadequate and there is a dearth of reliable information on the potential productivity of capture fisheries and aquaculture. Lack or inadequate access to financial resources by prospective capture fisheries or aquaculture entrepreneurs is a common feature in the sector.

The fisheries and aquaculture sector in Africa has enormous challenges and deficiencies which are limiting the capability of most governments to ensure the sustainability and profitability of the sector so that it can contribute to the wellbeing and economic development of the continent.

**1.2.2. The Main Internal and External Drivers**

The fisheries and aquaculture sector in Africa has been characterized by and continues to be driven by both internal and external factors which are conceptualized as follows:

**1.2.2.1 Internal Drivers****Historical focus on production:**

Current policy in many countries, their institutional structures and the skill base of fisheries agencies have been heavily influenced by a historical focus on production and revenue maximization through for example license fees, driven by the need to produce benchmark quantities of fish, cash for national treasury and to exceed previous tonnages, with little or no reference to resource productivity and sustainability. Most commercially-valuable fisheries resources have been exploited/harvested beyond those corresponding to the maximum sustainable yield (MSY) and sustainable catches of some valuable species are actually falling. Ensuring sector strategies are anchored in wealth-based fisheries approaches and that the generation of social benefits, institutional structures and skill sets are linked to and capable of supporting new management objectives and responsible aquaculture development, is a key aim of this policy framework and reform strategy.

**Poverty of fishers and fish farmers and the need for food security:**

In many countries, most people working in fisheries and aquaculture are poor and marginalized, having few rights of tenure over resources of their livelihoods and few other livelihood options. The actors without a voice in decision-making process have been the millions of these small-scale fishers, less educated, less organized, and with little economic or political weight. Many traditional fishers do not have the skills necessary to access more lucrative sectors of the economy, while the largely open access nature of both marine and inland water capture fisheries means occupational and temporal mobility of people in the sector is remarkable/high. For many millions of people, fishing and aquaculture is the only available source of income and animal protein, and the constraints associated with this – particularly in the context of already depleted fish stocks especially in coastal fisheries - represent a significant policy and development challenge for many governments.

**Limited resources for fisheries management and aquaculture development:**

Resources devoted to fisheries management and aquaculture development, fisheries science and enforcement by AU Member States are more limited than the challenges demand. Budgetary limitations are not likely to ease in the foreseeable future. Fisheries agencies and departments have a strategic option to maximize the effectiveness of limited resources: prioritize and rank development interventions, work smarter, not harder, and operators need to fish better and not to fish more.

**Increasing global and continent-wide demand for seafood:**

Global and continent-wide demand for seafood continues to increase, driven by factors such as growing populations, increasing recognition of the health benefits for seafood, the emergence of an affluent middle class and growing demand for aquaculture products. African countries stand to benefit from the increased demand by adopting responsible trade policies while ensuring the health and productivity of fish stocks and ecosystems.

**Inter-connectedness of the continent's fisheries:**

African fisheries are characterized by a high degree of interconnectedness in terms of resource, eco-geography, investment and trade. Many AU Member countries face common and similar internal pressures in relation to nutrition and food security, coastal population growth, and external pressures such as climate change and tariff obstacles. Inadequate cooperation and collaboration contributes to high incidence of illegal, unreported and unregulated (IUU) fishing on the continent, representing, for example, over US\$1.5 billion of lost resource rents in 2011 for African countries. The high degree of interconnectedness requires strengthened regional cooperation, collaboration and coordination in the management of shared ecosystems and the strengthening of the African voice in the international arena.

**Increasing emphasis on market-based solutions:**

Market-based economies are strengthening throughout Africa and development goals are taking account

of this through focus on how value chains develop to meet market demands. However, there is inadequate awareness of or capacity to develop more market-based reforms based on evidence. For most African countries, aquaculture has been neither a major contributor to food security nor a driver of economic development. Market oriented production can experience substantial growth.

Taking advantage of the opportunities afforded by new market-based approaches, by improving trade facilitation and competitiveness, trade-support institutions, business environment and non-regulatory interventions such as certifications, while minimizing any negative social and environmental consequences, is an important consideration in the development of this policy framework and reform strategy.

#### *1.2.2.2 External Drivers*

##### **Population growth and pressures on capture fisheries:**

Most AU Member countries have high population growth rates, concentrated in coastal and riparian areas. Several AU Member States are also essentially coastal countries. This, coupled with a heavy reliance on fish for animal protein, has led to significant pressure on the resources, and in many countries to overexploitation of especially marine capture fisheries. Sustaining demand by an increasing population for fish protein, while at the same time recovering stressed stocks and ecosystems, requires new approaches to management and different supporting mechanisms and skills from those of the past and constitute an important consideration in this document.

##### **International obligations:**

The United Nations Convention on the Law of the Sea (UNCLOS), and other international fisheries, maritime and biodiversity instruments have brought great opportunity to AU-Member States through, inter alia, the declaration of 200 nautical miles Exclusive Economic Zones (EEZs) and their associated privileges. However, many countries have yet to embrace more completely the attendant responsibilities and derive the benefits associated with these instruments. Ensuring that AU-Member States as a whole meets international obligations arising from UNCLOS, as well as other instruments to which they are a party, is an important step in improving the contribution of fisheries and aquaculture to economic growth and the welfare of fishing communities.

##### **Climate change:**

Fisheries and aquaculture as well as the operators in the sector in many AU Member States are considered to be among the most vulnerable to climate change. Climate change and disasters are already impacting on Africa's aquatic systems and the livelihoods and economies that depend on them. Rising sea levels, increasing water temperatures, changes in salinity and currents, and more frequent extreme weather events are among the changes expected. These changes may lead to difference in species distribution which will affect fishing practices, aquaculture at all scales, postharvest activities, markets and consumption. Fishers have only a low or moderate capacity to adapt, and, generally, the fisheries and aquaculture sector does not make up a significant part of the priority profiles in National Adaptation Programmes of Action (NAPAs) in the AU member states. Impacts from climate change will likely affect the poor disproportionately. Advocating ways of reducing this vulnerability and to increase the resilience of fishing communities, fish stocks and supporting ecosystems, including building on existing capacities and coping strategies, are important considerations in this document.

##### **Decentralization:**

A major trend in AU Member States in recent decades has been the devolution of authority and functions from central to provincial/regional/local levels. In the fisheries sector, this has meant that local authorities have taken responsibility for some key functions such as fishing vessel/craft registration, licensing, data

collection and enforcement, especially in small-scale fisheries and aquaculture. Ensuring local-level staff have the necessary skills, resources and institutional support structures to achieve their objectives is central to ensuring decentralized fisheries governance arrangements are effective, and are key considerations in this document.

### *1.2.3. Opportunities in Favour of Developing The PF&RS*

Africa is fortunate in having rich and diverse fisheries resources, both marine and inland which together generate significant economic benefits to the continent in terms of revenues, food and livelihoods. Thus, despite the challenges that continue to beset the sector, there are enormous opportunities for the sector, which, if harnessed rationally, could significantly increase sector contribution to socio-economic growth of AU member states. Some of these opportunities are outlined below:

#### **Political Will:**

Political will is evident in many countries to engage in and reform their fisheries and develop sustainable aquaculture. The African Union has put in place a number of instruments to support fisheries and aquaculture management. These include the Comprehensive Africa Agriculture Development Programme (CAADP), the NEPAD Action Plan for the Development of African Fisheries and Aquaculture, and the Conference of African Ministers of Fisheries and Aquaculture (CAMFA). Donor support for sector development and the willingness of stakeholders and community-based organisations (CBOs) to be involved in the sector is high. Institutional arrangements and management frameworks for cooperative management of shared ecosystems and resources exist continent-wide. In recent years, Member States have engaged themselves to strengthen the “African Voice” in international platforms.

#### **Public Private Partnerships (PPPs):**

The important role of PPPs in capture fisheries and aquaculture is recognized by several countries. Some countries have made such partnership development a central feature of their development policies and strategies in the sector.

#### **High Demands for Fish Globally and Continent-wide:**

World-wide, the food sector is undergoing structural changes as a result of growing incomes, modifications of demographic structures, emerging new lifestyles, globalization, and liberalization of fish trade and the emergence of new markets. In Africa, similar changes are happening, leading to long-term changes in the demand trends for food. In particular, demand for fish and fishery commodities remains positive. FAO (2009) estimated that annual demand will increase by 3 percent, leading to major shortfalls in supplies from both fisheries and aquaculture by 2015. While the shortfalls will be filled by imports, this deficit provides an opportunity for improved management of fisheries as well as increased production from aquaculture.

#### **Unexploited Resources and Untapped Possibilities:**

Some marine fish stocks are underexploited and great possibilities exist in inland water fisheries and aquaculture for increased production and utilization. There are also opportunities to create jobs and to enhance fishing activities through effective management, improved product processing, utilization and technology transfer and the dissemination of best practices.

### **1.3. RATIONALE: HISTORICAL CONTEXT FOR IMPROVING THE PERFORMANCE OF THE SECTOR**

Africa has vast fish resources (in marine, inland capture and aquaculture) the exploitation of which is providing a wide variety of benefits to Africans in terms of revenue, employment and general contribution to socio-



economic growth and development. However, these benefits are currently threatened by the increasing over-exploitation of the fish resources.

The marine fish resources, in particular, are diverse with over hundred species of fish and shellfish species of commercial value. African marine capture fisheries have gone through significant developments and changes since 1950, after which the levels of exploitation of fish resources and their landings have varied over time. The marine capture fisheries of the continent have generally demonstrated oscillations in total catch with a general tendency of declining catches in some countries in recent years. This variation appears to be due to changes in markets, fishing effort, the adoption of more conservative management measures by some countries, and environmentally-induced changes that have affected stock productivity. The significance of inland water fisheries to local populations is shown by the fact that they are particularly important for food security and income generation, especially for landlocked countries. Most inland water fish is consumed locally but products from inland water fisheries can also be important export commodities. Fisheries are particularly important to islands which are extremely dependent on the sea and its living marine resources for food, livelihoods and export earnings. However these opportunities are undermined due to considerable population pressure, leading to overfishing and environmental degradation.

The total value added of the fisheries and aquaculture sector in Africa estimated recently by FAO (2013) is US\$ 24.0 billion, which accounts for 1.25 percent of total GDP. Among the various fisheries, the highest values are produced by the marine artisanal fisheries (0.42 percent), followed by marine industrial fisheries (0.36 percent), inland fisheries (0.33 percent), and aquaculture (0.14 percent). The overall contributions of fishing and processing are 0.76 percent and 0.33 percent respectively, and this illustrates the importance of the post-harvest sub-sector in the continent. With a total Agriculture GDP (GDPA) of about US\$ 288 billion for the whole of Africa (UNSTAT), the sector contributes 6.0 percent to GDPA. The marine artisanal fishing sub-sector is the major contributor (1.82 percent) to GDPA, followed by inland fishing (1.62 percent), and marine industrial fishing (1.62 percent) and aquaculture (0.96 percent).

Africa has increased its contribution to global aquaculture from 1.2 percent to 2.2 percent in the past 10 years, albeit from a very low base. Between 1970 and 2008, aquaculture production in Africa increased at a rate of 12.6 percent per year, and between 2006 and 2010, the growth rate jumped to 18.6 percent. This increase is due to the emergence and intensification of private sector-led small-scale and medium-size enterprises (SME), market-led and large-scale commercial initiatives, benefiting from appropriate policies by some governments to let the private sector largely lead aquaculture development.

Thus, despite the inherent potential and opportunities of the fisheries and aquaculture sector, some challenges still remain. Among them are: weak and uncoordinated institutions governing the sector, lack of knowledge and evidence to foster reforms, untapped potential of small-scale fisheries, and an under-developed aquaculture sector, especially in view of the increasing demand for fish products and declining fish stocks in capture fisheries in marine and inland waters on the continent.

### *1.3.1 AU, through AU-IBAR and NPCA, has recently taken steps to improve the performance in the sector.*

In 2003, NEPAD with the support of FAO developed the CAADP framework which was endorsed by Member States. The Abuja Declaration, inter alia, made provision for and commitments to the Strategic Partnership for African Fisheries. At the 28th Session of the FAO Committee on Fisheries held in 2009, African countries began the dialogue to strengthen the African Voice in international policy and negotiating platforms.

### 1.3.2 CAMFA I–

1. noted that the absence of policy coherence in the sector made it difficult for the sector to address in a comprehensive manner the challenges of the sector, and contribute effectively to economic growth and social benefits whilst continuing to provide food, livelihoods and jobs in many countries
2. recommended that the AU put in place a mechanism for broad-based participatory continental policy dialogue and fisheries management and support Member States to strengthen policy coherence with regard to the CAADP, in order to enhance the role of fish in food security, poverty alleviation and trade development
3. recommended that the AU develop and implement a coordination mechanism among RECs and RFBs, to ensure coherence of fisheries policies and initiatives with the regional economic integration agenda
4. urged Member States to consider options for fisheries reforms and strengthen institutional arrangements in order to improve the productivity of fisheries and aquaculture
5. recommended that Member States must commit to develop fisheries and aquaculture in a way that focuses on (i) productivity, (ii) profitability, (iii) sustainability, (iv) wealth generation, (v) social welfare, nutrition and food security, (vi) regional management of shared resources and (vi) strengthening south-south (bilateral and regional) cooperation.

## 1.4. PROCESSES IN DEVELOPING THE PF&RS

Following the endorsement of CAMFA recommendations by African Heads of States and Governments (Doc. EX. CL /627(XVIII)), AU-IBAR and NPCA harmonized their fisheries programmes, targeting to deliver on the recommendations of CAMFA I, through, inter alia, the development of the PF&RS. AU-IBAR and NPCA organized partnership coordination and Think Tank Meetings and, with the collaboration of development partners, mobilized Member States, RECs, RFBs, CSOs and other stakeholders to exchange views and experiences in an inclusive, participatory and transparent manner which eventually culminated in the PF&RS.

### 1.4.1 The Nairobi stakeholder consultation in February 2012

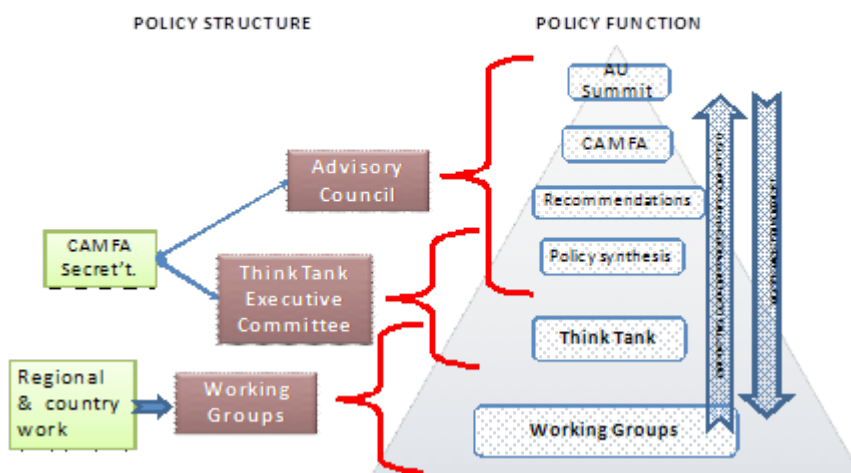
It brought together stakeholders from the fisheries development sector in Africa. The meeting developed the framework for an AU-based African Fisheries Reform Mechanism (AFRM) as a coherent continental partnership platform for Africa's fisheries and aquaculture development under which was to be developed the Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa. The purpose of the Reform Mechanism is to facilitate the development, adoption and implementation of reforms in fishery governance and management that would contribute towards transforming Africa's fisheries from current levels of overexploitation and overcapitalization towards environmental, economic and social sustainability.

### 1.4.2 The Abidjan Think-Tank meeting.

A broad-based and inclusive Think Tank Meeting was held in Abidjan, Cote d'Ivoire in June 2012. The meeting brought together representatives of national fisheries and aquaculture departments, associations of small-scale and industrial fisheries and aquaculture, fish processors and exporters, including women, and representative stakeholders from over 25 regional and international institutions. The Abidjan Meeting, through iterative processes, focus group discussions, open dialogue, presentations in plenary and SWOT analysis, identified the major challenges and opportunities of capture fisheries and aquaculture. The meeting also agreed on a Vision and overarching goal for the PF&RS, and possible thematic areas that must be addressed in order to achieve the preferred outcomes of reforms as identified by CAMFA I.

To ensure that the outcome of the process is, inter alia, need- and evidence-based, takes a holistic view of issues, enables wider stakeholder participation and consensual decision-making, the Abidjan Meeting agreed that regional assessments be conducted on the basis of standardized terms of reference and guidelines in the

## African Fisheries Reform Mechanism



The Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa was developed within the framework of this continent-wide coherent mechanism.

five regions (Central Africa, Eastern Africa, Northern Africa, Southern Africa and Western Africa). The purpose of the regional assessments was to identify and prioritize the strategic issues of a regional character in fisheries and aquaculture. The objective of identifying strategic issues is to enable AU Member States to focus on key challenges or policy choices, where investments could be made to engender positive transformation of capture fisheries and/or aquaculture to contribute significantly to economic growth and livelihoods. Separate assessments were conducted on small-scale fisheries and African large marine ecosystems (i.e. BCC).

### 1.4.3 The Douala Think-Tank validation meeting.

A much enlarged Think Tank Meeting was convened in Douala, Cameroon, in November 2012. The Douala Meeting followed the same modus operandi adopted for the Abidjan Meeting. At both the Abidjan and Douala Meetings, the formulation process was further informed by outcomes of regional and international sectoral related initiatives with likely impacts on the sector. At Douala, the Meeting validated the regional assessment reports and reached consensus on—

1. the important considerations which must be taken into account in effecting reforms and the principal opportunities that must be capitalized upon in proposing the PF&RS in capture fisheries and the sustainable development of aquaculture
2. the broad elements of appropriate reforms and development strategies, and key action steps to implement the strategies in the priority thematic areas to ensure better outcomes in African fisheries and aquaculture.

### 1.4.4. Think tank Event on eco-labelling as market-based fisheries management measures

A Think Tank Event on eco-labelling was held jointly with GIZ, in Nairobi, Kenya, November, 2012. The objective was mainly to create awareness about eco-labelling as an important market mechanism for sustainable fisheries management, review global best practices in eco-labelling and their implications on African and identify key policy pathways on eco-labelling. Participants included AU member states, development partners, RFOs, CSOs and the private sector

### 1.4.5. Aquaculture Expert Meeting, Mangochi, Malawi AU-IBAR and NPCA-AWG

Organized an expert planning meeting on aquaculture development in Africa from 9th to 10th March 2013 in Mangochi, Malawi. The meeting was aimed at collating on-going initiatives in aquaculture on the continent with a view to identifying gaps and key priority areas for future interventions and possible areas for institutional collaboration at sectoral level. The planning meeting brought together 30 experts from



academic institutions, including AU Member States, NEPAD Agency, NGOs, specialized regional bodies and partner institutions, other stakeholders to brainstorm, identify priority areas and develop a roadmap for the sustainable development of aquaculture on the continent.

#### *1.4.6. Think Tank Event on Institutional linkages and collaboration*

The African Union Commission (AUC), in collaboration with NPCA and AU-IBAR, organized a Think Tank Event on fostering institutional collaboration and cooperation in regional fisheries management in Africa in Johannesburg, South Africa, September 2013. Participants at the meeting included RECs, RFMOs, RFBs and LME-based projects in Africa. This event is consistent with a key pillar in the strategic reform areas of the Policy and Reform Strategy for Fisheries and Aquaculture in Africa.

#### *1.4.7. Think Tank meeting on science and policy dialogue on climate change, Mangochi, Malawi.*

A think tank event was organized in November 2013, in drawing interdisciplinary expertise in marine and inland fisheries and aquaculture, ecosystems modelling, climatology, the private sector, civil society organizations and the youth to seek scientific and policy recommendations to safeguard fisheries and aquaculture against climate change impacts in Africa.

This think tank event was organized by consortium made up of NEPAD Agency's Partnership for African Fisheries (PAF), Afri-Fishnet, and NEPAD-FAO-FISH Program. It brought together a wide range of practitioners ranging from well-seasoned scientists, researchers, policy makers, government officials, academicians, youths representatives and donor community representatives.

#### *1.4.8. Think Tank Event of Civil Society Organizations in small scale fisheries, Naivasha, Kenya.*

NEPAD Agency and AU-IBAR organized a Think Tank event on 17th and 18th December 2013 to engage in further dialogue with African and other fisheries CSOs. The aim was to discuss and solicit views on the aspirations of the small scale sector and fish-dependent communities, and to generate a shared vision that informs and strengthens the Pan-African Strategy with specific reference to the reform strategies for sustainable small-scale fisheries development.

#### *1.4.9 Legal Review*

A legal review was undertaken to review the draft policy document for structure, organization and appropriateness for communication of policy messages based on a legal perspective. The objective was therefore to rephrase the draft policy document and make it precise into clear unmistakable policy language for easy adaptation by end users.

#### *1.4.10 The PAF working Groups*

The PAF working Groups have provided some of the foundation of research evidence that has supported the Think Tank events and policy dialogue as well as the formulation of the Policy Framework and Reform Strategy for Fisheries and Aquaculture. In addition, the PAF working groups provided valuable comments for the finalization of this document.

The final draft was consolidated by the African Union (AU-IBAR and NPCA).



## **2. FUNDAMENTAL ELEMENTS OF THE PF&RS**

### **2.1. SCOPE AND NATURE**

The geographic scope of the PF&RS covers all Member States. The PF&RS focusses on marine and inland fisheries and aquaculture, as well as the post-harvest sector, and recognizes that fish is a valuable and vital renewable resource which, if properly managed, can provide important benefits to present and future generations of human-kind. The PF&RS acknowledges the diversity of uses of fish resources and advocate a broad, inclusive approach to fisheries management and aquaculture development. The framework is based on a clear vision and achievable objectives. Both the vision and goal are in line with CAADP and strategies that have been adopted by many governments to stimulate economic growth and modernize development in their respective countries. Furthermore, it is evidence-based, takes a holistic view of issues and is pragmatic and precautionary in its approach.

### **2.2. OVERALL PURPOSE**

The overall purpose of the Policy Framework and Reform Strategy for Fisheries and Aquaculture is to facilitate transformation of Africa's fisheries and aquaculture for food, livelihoods and wealth. Accordingly, the Policy Framework and Reform Strategy is intended to:

1. elaborate and make explicit essential guiding principles for good governance of Africa's fisheries for increased coherence and coordination of the sector
2. assist AU Member States, RECs and RFBs to develop realistic fisheries and aquaculture policies by suggesting standards and best practices to the sector's benefits to AU member states, in terms of food security, employment and income
3. help facilitate regional collaboration and integration in shared fisheries and aquaculture resources management
4. provide appropriate guidance on how to implement reforms for fisheries and aquaculture development
5. facilitate ratification and /or adoption of appropriate provisions in international fisheries management instruments
6. facilitate advocacy for increased investment in the fisheries and aquaculture sector



### 3. VISION, GOAL, POLICY ARENAS AND OBJECTIVES

#### 3.1. VISION STATEMENT:

Sustainable management and utilization of fisheries and aquaculture resources through the creation of a conducive and enabling environment for equitable, economic and social development in Africa.

#### 3.2. OVERALL GOAL:

Provide structured guidance to Africa's fisheries management agencies, development assistance donor agencies, technical institutions, fish producers and traders and other stakeholders involved in the sector through a prioritized prospectus of opportunities to facilitate reforms towards coherent national and regional policies that realize the full wealth-generating potential of African fisheries and aquaculture and ensures sustainable social, environmental and profitable outcomes for Africa and its peoples.

#### 3.3. MAIN POLICY ARENAS, OBJECTIVES AND STRATEGIES

In view of the challenges and opportunities in Africa's fisheries and aquaculture sector, the following policy arenas are prioritized as needing reforms for enhancing the contribution of Africa's fisheries and aquaculture sector to socio-economic development of the continent. The policy arenas and the indicated strategic actions are the outcomes of a combination of several activities, including national and regional assessments for generation of evidence and a series of consultative processes, mainly at continental level.

| Policy Arenas                             | Objectives                                                                                                                                                                                                         | Summary of strategic actions                                                                                                                                                                                                                                                                                                                                                                                                |
|-------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Conservation and Sustainable Resource Use | To establish national and sub-national governance and institutional arrangements that ensure that the societal contribution generated by Africa's sectors have the greatest impacts at the most appropriate level  | <ul style="list-style-type: none"> <li>• Create an enabling environment for sustainable management and for generating the potential of the resources</li> <li>• Design and apply appropriate users rights-based systems</li> <li>• Conduct fisheries within enforceable regulatory frameworks</li> <li>• Strengthen the scientific and socio-economic basis for fisheries management and aquaculture development</li> </ul> |
| Small-scale Fisheries Development         | To improve and strengthen the contribution of small-scale fisheries to poverty alleviation, food and nutrition security and socio-economic benefits of fishing communities                                         | <ul style="list-style-type: none"> <li>• Enhance effective bilateral and regional cooperation in the management of shared resources</li> <li>• Promote, support and coordinate sustainable pro-poor development</li> <li>• Improve fisheries governance through participatory management</li> <li>• Build on traditional fisheries management systems, promotion of selective and location-specific fishing gear</li> </ul> |
| Sustainable Aquaculture Development       | To jumpstart market-led sustainable aquaculture through a variety of strategies and, where appropriate, support interventionist development approaches in aquaculture by strong strategic and implementation plans | <ul style="list-style-type: none"> <li>• Create an enabling environment</li> <li>• Create an African Centre of Excellence for Aquaculture</li> <li>• Mainstream aquaculture strategies and plans into national development plans especially CAADP</li> </ul>                                                                                                                                                                |

| Policy Arenas                                      | Objectives                                                                                                                                                                                                                                                                                | Summary of strategic actions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|----------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Responsible and Equitable Fish Trade and Marketing | To harness significantly the benefits of Africa's fisheries and aquaculture endowments through accelerated trade and marketing                                                                                                                                                            | <ul style="list-style-type: none"> <li>• Improve and align trade systems between Member States in the same REC</li> <li>• Improve quality and safety of products to better access regional and international markets</li> <li>• Enhance the capacity of fisheries and aquaculture traders</li> <li>• Put in place efficient fish trade information systems</li> <li>• Improve the capacity of countries to implement traceability mechanisms</li> </ul>                                                                                                                                                                                                                                                                                                                                                  |
| Strengthened Regional and Sub-regional Cooperation | To strengthen South-South (bilateral and regional) cooperation, and develop coordinated mechanisms among RECs and RFBs to ensure coherence of fisheries policies and aquaculture development and their adoption and adaptation                                                            | <ul style="list-style-type: none"> <li>• Increase strategic cooperation in capture fisheries and aquaculture development needs</li> <li>• Create synergies and complementarities in programmes at regional level</li> <li>• Establish and reinforce the role of RECs and RFBs in regional economic integration</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Awareness Enhancing and Human-capacity Development | To increase awareness of the potential and importance of sector and enhance the capacity of people and institutions in the African fishery sector to ensure the sustainable development of capture fisheries and aquaculture, based on current and emerging trends, challenges and needs. | <ul style="list-style-type: none"> <li>• Enhance awareness and capacity development to improve fisheries and aquaculture governance:</li> <li>• Capacity development in Fisheries Management Planning, Fisheries Management, Regional cooperation, Strengthening the scientific and economic basis for competitive, equitable and sustainable sectors, Strengthening the knowledge base systems</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                               |
| High Seas Fisheries                                | Increase and consolidate the African Voice in the governance and management of high seas fisheries                                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• Encourage African countries to become members or cooperating parties of appropriate RFMOs</li> <li>• Encourage African countries to ratify and implement United Nations Convention on the Law of the Sea and the FAO Port States Measures Agreement</li> <li>• Consult among member states and harmonize positions on key issues before meetings of RFMOs</li> <li>• Participate in the Area Beyond National Jurisdiction (ABNJ) programme to promote efficient and sustainable management of fisheries resources and biodiversity conservation in the ABNJ</li> <li>• Participate in the newly established Global Partnership for Oceans; build relationships and political, financial and scientific support in the region for high seas fisheries</li> </ul> |

## 4. POLICY AND REFORM NARRATIVE, EXPECTED OUTCOMES, STRATEGIES AND ACTION STEPS

The detailed elaboration of each of the policy areas, reform context, policy objective, expected outcomes and proposed strategic actions is given below.

### 4.1. CONSERVATION AND SUSTAINABLE RESOURCE USE

#### 4.1.1 Policy and Reform Context

4.1.1.1 Access to fisheries in Africa, especially small-scale, is essentially open, with no effective limits on entry in some countries and often characterized by weak governance and weak institutions. Fisheries policies are expansionary with emphasis on tonnage landed rather than extracting higher values by processing and value addition. Coastal resources are under growing fishing pressure by both mechanized trawling and small-scale fisheries operators. Further, many resources are in a critical state for a number of reasons, including overcapacity and effort, uncontrolled use of illegal practices, over-exploitation and environmental degradation including mechanized trawling in inshore and protected areas and pollution.

4.1.1.2 Many countries lack appropriate tools linking knowledge to management, and there are insufficient social and economic indicators or systems to integrate the multi-dimensional contribution of the sector into coherent assessment programmes. The situation is exacerbated by inadequate fisheries management systems, many of which are only weakly institutionalized; limited knowledge of the economic potential of the sector and weak governance systems resulting in excessive incidence of IUU fishing and the dissipation of public and private benefits.

#### 4.1.2 Policy objective

4.1.2.1 To establish national and sub-national governance and institutional arrangements that ensure that the societal contribution generated by Africa's sectors have the greatest impacts at the most appropriate level.

#### 4.1.3 Expected Outcomes

- a. Sector strategy is built around the generation and sustainability of societal benefits in many countries
- b. User rights-based fisheries tools are introduced across Africa
- c. Adoption of participatory fisheries management mechanisms/approaches across Africa
- d. Viable fisheries and aquaculture Small and Medium-Size Enterprises (SMEs) operating in many countries
- e. Fisheries management programmes that account for and integrate ecological interactions, by-catch, habitat quality, and socio-economic concerns developed across Africa
- f. Effective and sustainable regional Monitoring, Control and Surveillance (MCS) systems are operating in all regions

#### 4.1.4 Strategies and Actions for fisheries reform

4.1.4.1 Create an enabling environment for sustainable management and for generating the potential of the resources. This can be achieved by:

- a. evaluating the economic, social and cultural contributions of fisheries in order to better promote and protect the overall societal benefits of the sector
- b. mainstreaming fisheries and aquaculture strategies and plans into national development plans, especially the CAADP, in order to leverage and increase allocation of national budgets to aquaculture
- c. promoting globally accepted best practices and policies and pursuing excellence in fisheries science and integrated evaluations
- d. ensuring that laws and regulations affecting the investment climate are in line with accepted principles
- e. providing the sector with transparent, accountable and acceptable management frameworks, including



fishing effort ‘cap’ plans for major fisheries and recovery plans for threatened resources. This should also include managing excess capacity such as developing plans to exploit unexploited or under-exploited resources

- f. mainstreaming co-management and the Ecosystem Approach to Fisheries (EAF) in fisheries management

#### 4.1.4.2 Design and apply appropriate users rights-based systems

- a. Moving from open access fisheries to user rights-based fisheries is a key element in increasing societal benefits from the sector while ensuring ecological sustainability of the resource. Member States are invited to define and design various suites of user rights-based fisheries management that take into account the geographical scope, socio-cultural context and nature of the fisheries, and minimize negative impacts to vulnerable groups and ecosystems
- b. ensuring that sustainable fishing operations are maintained, through for example implementing TAC-based system, and that fishing effort does not undermine the status of the fish stocks in question
- c. designing and implementing Territorial Use Rights in Fisheries for small-scale fisheries and provide the necessary regulatory frameworks and institutional support

#### 4.1.4.3 Conduct fisheries within enforceable regulatory frameworks:

Ensuring conservation and sustainable use requires an appropriate statutory/regulatory framework that is clearly understood, enforceable and supported by resource users and others. This can be achieved by:

- a. developing and strengthening the institutional framework for MCS for both marine and inland fisheries for combating IUU fishing. This should be underlined by evaluation of national and regional needs for MCS in AU MS and Regions
- b. improving regional cooperation and collaboration for sustainable fisheries management
- c. developing and sharing registers of authorized fishing and illegal fishing vessels
- d. enhancing capacities and establishing mechanisms including cost-effective and sustainable financial arrangements for efficient and effective regional cooperation in MCS and enforcement
- e. developing and agreeing on minimum terms and conditions of fisheries access and adopting a common harmonized and coordinated approach with regards to granting access to resources to third parties and national fleet within the region.

#### 4.1.4.4 Strengthen Information Systems

##### 4.1.4.4.1 Significant strengthening of information systems is required in most Member States.

This can be achieved by:

- a. make appropriate management and development decisions
- b. monitor the effectiveness of management arrangements
- c. undertake data collection, analysis and dissemination regarding stock assessments, socio-economic studies and trade
- d. meet obligations as a party to international fisheries instruments
- e. collecting relevant information and data to support policy and decisions for sustainable management and development of the fisheries and aquaculture sub-sectors
- f. putting in place evaluation and monitoring systems to assess performance and impacts of the various fisheries development and management programmes
- g. monitoring production and trade in line with national priorities and international obligations
- h. strengthening existing information and data collection systems to ensure access to timely and accurate information on catch, effort, fishing capacity and other important parameters
- i. putting in place mechanisms to share information among Member States, Regional Economic Communities (RECs), Regional Fisheries Organizations (RFBs), Regional Fisheries Management Organizations (RFMOs),

industry and other key stakeholders

#### 4.1.4.5 Strengthen the scientific and socio-economic basis for fisheries management and aquaculture development.

Few Member States have access to strong analytical capacity. As such, many Member States need to further develop their respective domestic scientific and fisheries specific capability in such matters as:

- a. strengthening and building capacity for fisheries and aquaculture research, including data collection and analysis
- b. integrating scientific advice into management planning, in the gathering of information and information management, and assessment of Climate Change Adaptation (CCA)/mitigation in fisheries and aquaculture
- c. laying emphasis on research for the use of green energy in fisheries and aquaculture development

#### 4.1.4.6 Design and apply risk management framework

The risk management framework must focus on achieving conservation objectives compatible with sustainable use by:

- a. establishing reference points that are linked to key stock and ecosystem indicators
- b. implementing resource use strategies in relation to those reference points that will scale levels of use to stock condition in a manner to avoid undesirable outcomes
- c. application of the precautionary principle
- d. adopting bio-security principles in aquaculture

## 4.2. SMALL-SCALE FISHERIES DEVELOPMENT

### 4.2.1 Policy and Reform Context

In almost all the countries, small-scale fisheries is a multi-gear and multi-species fishery and in some countries, inshore coastal areas are technically reserved for these fisheries which do not generally use trawling gear. The proportion of catches originating from SSF/artisanal fisheries has varied over time and also by region and among countries in any given region.

4.2.1.1 Small-scale fisheries account for more than 60 % of Africa's fisheries production and almost all the catches from the sector are destined for human consumption. The sector provides significant employment and income for poor rural communities. For many of those involved in small-scale fisheries, the sector represents a way of life. Ten million Africans rely on small-scale fisheries as their primary livelihood, and a further 90 million (farmers and resource poor) depend on fishing as part of a diversified livelihood strategy. About 200 million Africans rely on fish as an affordable source of protein and important micro-nutrients and in most countries in Africa, small-scale fishers account for the bulk of the local fish supply. Women play a critical role in small-scale fisheries in Africa, primarily as fish processors (smoking, salting, etc.), sellers and traders, although in a number of African countries women are also involved in harvesting fish resources.

4.2.1.2 The contributions of the sector are, however, being threatened. While marine stocks are at risk from overfishing, freshwater resources are, in addition, adversely impacted by agricultural and industrial activities, water abstraction, land drainage, physical alteration to water courses from dams and infrastructure construction. The low level of organisation of small-scale fishers in most countries in Africa has hindered their participation in fisheries governance and the lack of reasonably accurate information relating to small-scale fisheries has in part resulted in the sector being undervalued and not given sufficient attention. Financially and politically powerful stakeholders have dominated decision-making processes at the expense of the small-scale sector. Insecure land tenure for small-scale fishers has also resulted in the displacement of small-scale fishers from beaches, by property developers, tourism operators as well as the extractive and agriculture industries, where access for launching/landing is restricted or prohibited.

The centralised approach to managing fish resources has proven inadequate in preventing stock depletion, resolving user-group conflicts, increasing profitability and preventing social disruption. Where co-management structures (including Beach Village Committees and Beach Management Units) have been established they have often effectively become an implementation body for the Fisheries Department. Under these arrangements, fishers are typically not included in the process of defining management objectives and identifying the knowledge to be considered as a valid basis for management decisions. This has created barriers between the fisheries administrations and the fishing communities.

Women remain marginalised within the small-scale fishing sector, both in terms of their fishing-related activities and their role in decision-making processes. A lack of access to credit, water and adequate sanitation, low levels of literacy, vulnerability to HIV/AIDS, low bargaining power, access to and management of the fishery resources, are just some of the effects of the marginalization of women in the sector. An underlying problem is that women are excluded from decision-making processes at all levels, from community level to state level.

There is over-exploitation of fish resources taking place in Africa on a grand scale, verified by a constant fall in yearly catch records in many countries. Foreign fishing vessels ply African coastal waters, often under foreign access agreements, and frequently they fail to observe the fishing-license conditions. Weak monitoring capacity in many countries has created a situation where Illegal Unregulated and Unreported (IUU) fishing activities are rampant. When industrial fishing vessels harvest illegally in areas reserved for small-scale fishers they come into conflict with small-scale fishers, some of whom have been killed during confrontations. Non-selective, destructive fishing practices by industrial fisheries are further depleting fish resources and destroying important marine habitat.

The issue of data collection is a major problem in the sustainable management of small-scale fisheries. Due to the highly dispersed nature of the fisheries, data collection is a serious challenge. The information on the subsector for formulation of management decisions and development is often not available or inadequate.

#### 4.2.2 Policy objective

Improve and strengthen the contribution of small-scale fisheries to poverty alleviation, food and nutrition security and socio-economic benefits of fishing communities.

#### 4.2.3 Expected Outcomes

1. The role and importance of fisheries for improved livelihoods, food and income of small-scale fishing communities and related operators are evident, recognized and secured in m Member States.
2. Potentials of the sub-sector to generate socio-economic benefits are unlocked and unleashed
3. Bilateral and regional cooperation for effective management of shared fishery resources and ecosystems is strengthened
4. Fishing communities and fish-workers have decent working conditions, live with dignity and realize their rights to livelihoods
5. Fishers are organized to foster good fisheries governance, sustainable development and responsible use of natural resources
6. Capacity of fisheries stakeholders and institutions for participatory management of the fisheries are developed and nurtured
7. Provisions of the FAO led International Guidelines for Securing Sustainable Small-scale Fisheries are widely applied across Member States
8. Fisheries management capacity strengthened in effective tenure system including consideration for equitable allocation systems in small-scale fisheries

## 9. Regional collaboration strengthened and appropriate fisheries regulation instruments harmonized

### 4.2.4 Strategies and Actions for fisheries reform

#### 4.2.4.1. Promote, support and coordinate sustainable pro-poor development

4.2.4.1.1 The well-being of small-scale fishing communities both in marine and inland waters is a collective responsibility and cannot rest exclusively on the actions of the lead fisheries agencies or departments.

4.2.4.1.2 The ability of fishing communities to overcome economic and social challenges and build on their livelihoods assets depends on local capability and innovation. This requires support and partnership with various levels of government (national and sub-national-decentralized) across several sectors and from NGOs, CSOs, fishers, fish farmers, socio-professional and producers' associations and the effective participation by these communities in decisions that affect their future. In this regard, there is the need to–

- a. provide support for fishing communities to become self-empowered and capable of engaging in policy-making processes in order to enhance sustainability and strengthen democratic structures and processes
- b. promote investments that foster economic pro-poor growth in the small-scale sector by focusing on sustainability of the resources in order to address poverty
- c. promote new and appropriate emerging opportunities for fishery industries and related coastal development
- d. better assessment and valuation of the societal benefits of small-scale fisheries at micro national and regional levels, including value of the fisheries, contribution to GDP, employment and other socio-economic information
- e. partner with resource users and appropriate government agencies at micro, meso and macro level to help develop the capacities needed for safe, viable and sustainable participation of communities in fisheries management
- f. promote professionalization of the sector through broad range capacity development activities such as appropriate fishing technology, fish handling and processing methods, fishing gear (net) technology, business entrepreneurship, boat-building, engineering etc
- g. develop human capacity and necessary institution frameworks for empowerment in the planning and implementation of alternative livelihoods programmes to support fishing capacity reduction
- h. promote preferential treatment of marginalized groups – in providing services, and in instituting rights. In particular, women within small-scale fisheries should be empowered and encouraged to set up their own groups, organizations and networks. Measures to improve women's access and involvement in the entire value-chain should be implemented. In this regard, gender disaggregated statistics should be collected to better describe women's work in all aspects of the value-chain and to identify gender gaps in the sector.
- i. encourage eco-labeling and certification schemes that commensurate with the needs of small-scale fisheries sector that would enhanced prospects of income generation as well as sustainability of exploited fish stocks
- j. create an enabling environment for entrepreneurial growth in fishing communities such as alternative employment and economic diversification including, for example, small to medium sized business development, for particularly for women and youth, skill development in other productive areas such as agriculture, boat-building, carpentry etc that promote increased employment
- k. support policy coherence and enhanced linkages between small-scale fisheries, overarching fisheries sectoral policies and strategies and national planning processes for poverty reduction and development
- l. promote investments in appropriate technology and infrastructures and capacity development programmes that enable small-scale post-harvest sector, with specific emphasis on women, to produce quality products, both for local markets and exports
- m. enhance productivity and food security contribution of small-scale fisheries by supporting more secure

access rights and improved access to the markets.

- n. stimulating and fostering market access and value chain investments

#### 4.2.4.2 Improve fisheries governance through participatory management for inclusive decision-making process

The right to manage marine and inland fisheries resources, including in national parks and sanctuaries, should be vested with small-scale fisheries integrating their traditional / local knowledge and institutions in these processes. The principle of 'adaptive management' should be applied, where management systems are adapted to suit local circumstances and account for changes, but the principle of ecological sustainability remains. Responsibility for governance should be devolved to the most local level of authority where sufficient knowledge and competence exists or can be cultivated.

Efforts are required to ensure the inclusion of small-scale fishers in the development of national legislation through genuine participatory processes, so as to address the specific needs of inland and marine small-scale fisheries in ways that are appropriate to the local context. In countries where small-scale fisheries are poorly organized, it is imperative to support fishing communities to become self-empowered and capable of engaging in policy-making processes.

The concept of responsible fisheries brings more clearly into the foreground the role of key stakeholders in taking initiatives for stewardship and adaptive management. In this regard, Member States should—

- a. develop policy and legal frameworks supportive of people's involvement in all aspects of small-scale fisheries
- b. promote participatory and consultative approaches in all aspects of the fisheries and ensure the involvement of stakeholders in the decision-making process at all levels, including the participation of small-scale fisherfolks
- c. promote and adopt co-management and ecosystem approaches in management
- d. ensure that the roles and responsibilities in co-management arrangements of concerned parties and stakeholders are clarified and agreed upon through participatory processes and that they have clear legal support
- e. consider redistributive reforms when these can facilitate equitable access to land and fishery resources
- f. ensure that concerned stakeholders, in particular small-scale fishing communities are involved in the designing, planning and implementing protected areas (co-management) in marine and inland waters, or other management measures affecting their livelihoods
- g. strengthen capacity for data collection and analysis on small scale fisheries including strategies for information dissemination. The rights of access to information by small-scale fisheries should be guaranteed; the information include, for example, number of licensed fishing vessels, revenue from fishing licences and penalties, production data, fisheries regulations
- h. Institute mechanism and strengthen capacity for enforcement of regulations pertaining to the inshore exclusive normally reserved for protection of small-scale fishing operations and for purposes of conservation.
- i. ensure that the accountability of the decision-makers and fisheries managers is a central element of participatory arrangements. In particular, control and surveillance efforts should be strengthened and rules applied for sanctioning industrial fishing within the zones reserved for small-scale fishing. Where such exclusive zones for small-scale fishers do not exist, they should be established and enforced. Selective and location-specific fishing gear should be promoted and where appropriate modernized for sustainable fisheries

#### 4.2.4.3 Enhance effective bilateral and regional cooperation in the management of shared resources

The management of shared ecosystems and resources require new levels of cooperation if the resources are to be managed effectively, and contribute to economic growth and livelihoods of participants. This can be achieved through, inter alia, by:

- a. harmonizing fisheries policies and legal frameworks for shared water bodies or marine living resources
- b. promoting secured user rights in the fisheries as this is a central and distinct precursor to effective management
- c. developing fisheries management plans and legislative frameworks for trans-boundary resources and Action Plans to support the implementation of specific elements of the plan at national and sub-national level
- d. promoting efficient dialogue and coordination processes between riverine countries and other stakeholders for effective bilateral and/or regional cooperation for shared resources
- e. developing capacity for policy adoption and implementation within the framework of the mandates of existing regional fisheries arrangements
- f. developing mechanisms to understand, recognize and respect the role of migrant fishers and fish workers
- g. pursuing ecosystem-based approaches and co-management practices in small-scale fisheries planning and management
- h. promote implementation of strategies for safety at seas operations and develop conflict resolution mechanisms to facilitate resolution of issues at water basin or local levels
- i. develop a mechanism at regional and national levels to combat piracy at a sea. The strategy should include establishing a mechanism for inter-agency collaboration involving fisheries institutions, the navy, maritime authority and policy and communities
- j. developing basin-wide monitoring and information systems

### 4.3. SUSTAINABLE AQUACULTURE DEVELOPMENT

#### 4.3.1 Policy and Reform Context

Market-based economies are strengthening throughout Africa and development goals are taking account of this through focus on how value chains develop to meet market demands. Commercial aquaculture has a clear role in value chains for fish/seafood with potential attributes of freshness, consistency and value. However, significant progress and success in aquaculture development in Africa over the past two decades are limited only to a few Member States. About 98 percent of the total production is from SMEs and large-scale private sector producers. This implies that the potential of the sector to generate wealth and contribute to the development of the African economy is yet to be fully exploited.

#### 4.3.2 Policy objective:

Jumpstart market-led sustainable aquaculture through a variety of strategies and, where appropriate, support interventionist development approaches in aquaculture by strong strategic and implementation plans.

#### 4.3.3 Expected Outcomes

1. Market-led aquaculture investments operating in many countries
2. Accelerated growth rates reported in several countries across Africa
3. Enabling environment for investment and governance significantly improved in many countries continent-wide
4. PPPs in aquaculture development significantly strengthened in many countries
5. Increased strategic cooperation in many areas of aquaculture at regional levels
6. Existence of harmonized and coherent policies, institutional and legal frameworks for aquaculture in shared ecosystems



#### 4.3.4 Strategies and Actions for fisheries reform

*4.3.4.1 Create an enabling environment: Creating an enabling environment is critical to the success of the sub-sector. In this regard, Member State should:*

- a. adopt a value-chain approach to aquaculture development
- b. provide conducive legal frameworks that, among other things, protect rights to the property and proceeds
- c. put in place policies that facilitate access to capital and other productive resources including secured land and tenure systems
- d. develop and apply strategies to encourage financial incentives and investments including tax exemptions
- e. put in place mechanisms for improved marketing systems and quality control including certification schemes
- f. support government-sponsored and encourage private-sector research and extension services
- g. lay emphasis on training and capacity building of stakeholders and oversee the development of databases for the sector
- h. endorse and apply standards and norms on aquatic animal health
- i. ensure economic and political stability, accountability, effectiveness, and efficiency of government services along with equity and predictability of laws and regulations
- j. empower small-scale farmers by implementing best management practices (BMPs) and adopting, where possible, cluster-management approach for organizing producers
- k. develop frameworks that combine human and institutional capacity development and explicit private sector interventions to support market driven aquaculture development
- l. African aquaculture is expected to grow at an unprecedented rate in the coming few years. In order to mitigate against the possible negative impact of aquaculture, actions are required by the African leaders and policy makers to: embrace the Ecosystem Approach to Aquaculture (EAA) management, incorporate EAA in Aquaculture policy, and strengthen regulatory frameworks to include EAA. EAA should take a central place in planning aquaculture development if the sector is to be responsibly and sustainably managed

*4.3.4.2: Mainstream aquaculture strategies and plans into national development plans especially the CAADP: In this regard:*

- a. Member States should increase allocation of national budgets to aquaculture
- b. regional and national aquaculture development programmes should focus on regions, countries and, within countries, areas where market-led aquaculture investments and developments are underway and accelerated rates of aquaculture production are being achieved, or great potentials exist
- c. Member States and regional bodies should focus on strengthening the private and public sectors' capacity to develop comprehensive and realistic strategic plans and their implementation in the short to medium term
- d. Member States must encourage the development, expansion or introduction of new and proven production techniques

At regional level:

- a. harmonize policy, institutional, legal, regulatory, and monitoring regimes to govern aquaculture operations that occur in waters that go beyond national jurisdiction
- b. endorse and apply standards and norms on aquatic animal health: fish disease, safety, quality and traceability
- c. implement quarantine measures for the introduction of exotic and genetically modified genomes
- d. elaborate mechanisms to support and harmonise the activities of regional aquaculture bodies

*4.3.4.3: Create an African Centre of Excellence for Aquaculture (ACEA)*



4.3.4.3.1 In an effort to improve and sustain initiatives underway in several countries, there is a need to have a coordinated and centralized ACEA that can address challenges brought about by years of decision-making without firm evidence, inappropriate investments, and inadequate support structures for content and process-related technologies in aquaculture.

#### 4.3.4.3.2 ACEA would:

- a. seek high standards of achievements and actively engage in rigorous, systematic research
- b. provide a centralized source of standardized solutions, better management practices and expertise for deploying a wide variety of applications in sustainable aquaculture development
- c. accelerate aquaculture development and increase production through, inter alia, support and consolidation of technology footprints where possible and contribute to minimize duplication and redundancy
- d. serve as knowledge repository and contribute in sharing knowledge through training and certifications, capacity building, etc
- e. Strengthen aquaculture research and technology development and policy networks, through AfriFishNet and ANAF respectively

4.3.4.4: Establish fund for accelerated development of Aquaculture at regional level, probably through RECs with support from donors, loan guarantee funds for investments in aquaculture and promote the deliverance of aquaculture insurance.

#### 4.3.4.5 Increase research and dissemination of better practices

4.3.4.5.1 Experiences from elsewhere have shown that effective aquaculture research and development (R&D) are decisive for profitable and sustainable aquaculture development. Member States must-

- a. endeavour to increase support and funding for aquaculture research
- b. encourage PPPs in aquaculture research
- c. improve collaboration between national and regional institutions.

## 4.4. RESPONSIBLE AND EQUITABLE FISH TRADE AND MARKETING

### 4.4.1 Policy and Reform Context

4.4.1.1 Trade plays a major role in the fishery industry as a creator of employment, food supplier, income generator, and contributor to economic growth and development in several African countries. The share of fishery and aquaculture production from the continent entering international trade as various food and feed products has increased significantly over the past 30 years, reflecting the sector's growing degree of openness to, and integration in, international trade. Domestic and intra-regional trade of fish (both marine and inland waters) is important with well developed, but often informal, national and regional trade networks. Many Member States still face several constraints in improving their fish trade and marketing sector. The constraints include:

- a. poor infrastructure and insufficient facilitation
- b. the introduction of market-related measures such as eco-labels and related certification process, private standards for environmental and social purposes which are increasingly being endorsed by major retailers
- c. the multilateral trade negotiations in the WTO focusing on fishery subsidies
- d. increased traceability requirements, including the new traceability requirements for the EU market to combat IUU fishing
- e. climate change, carbon emissions and their impacts on the fisheries sector
- f. Poor consideration of fish health and aquatic biosecurity issues in aquaculture practices
- g. domestic consumers (essentially urban-based) are becoming more demanding
- h. growing legal pressure on companies to demonstrate due diligence in food risks, and an increasing sense

of corporate social responsibility

4.4.1.2 The cost of certification and compliance could be very high and such schemes may lead to undesirable impacts especially on poor and vulnerable groups especially small-scale producers. However, it must be recognized that the concepts of good management practice and responsible fish trade must run hand in hand if economic and associated benefits are to accrue.

#### 4.4.2 Policy objective:

Harness significantly the benefits of Africa's' fisheries and aquaculture endowments through accelerated trade and marketing.

#### 4.4.3 Expected Outcomes

1. Conditions and foundation for value addition created in many countries
2. Capacity of producers and operators improved across Africa, including women and youth and for effective and wider participation in sector activities
3. Access and competitiveness of products enhanced
4. Domestic and regional African trades promoted continent-wide
5. Wider participation and empowerment of women in the fish trade sector across Africa
6. Post-harvest infrastructure and value chains established or improved across Africa
7. Rights-based fisheries and/or participatory fisheries management approaches introduced in many countries
8. Safety and quality requirements adopted and implemented in ways that are not discriminatory for small-scale fishers across Africa
9. Market-led measures, for example eco-labelling, certification, etc., are evaluated and adopted in many countries
10. Trade-facilitation strategies enhanced at national, regional and Pan African levels
11. Trade Observatories enhance regional marketing capacity by deepening the understanding of regional supply and demand trends and prices
12. Underlying factors deterring regional trade addressed through appropriate policies and governance mechanisms at REC levels
13. RECs' trade liberalization policies are incorporated in national regulations and enforced

#### 4.4.4 Strategies and Actions for fisheries reform

##### 4.4.4.1 Improve and align trade system between Member States in the same RECs

- a. harmonize the regional policy of RECs with national policies
- b. promote market liberalization
- c. include WTO agreements in national trade legislation to focus on the removal of trade barriers

##### 4.4.4.2 Improve quality and safety of products to better access regional and international markets

- a. build capacity of the actors of the value chain
- b. strengthen safety and quality policies in order to comply with overall sanitary requirements and safety of fish products according to e.g. OIE WTO and FAO Codex
- c. create regional reference laboratories that meet the norms for main markets and other related infrastructure
- d. put in place surveillance systems for seafood and aquaculture

##### 4.4.4.3 Develop mechanisms for improved intra-regional trade liberalization

- a. eliminate procedural barriers to free trade
- b. eliminate tariff and non-tariff barriers to intra-regional trade
- c. avoid recourse to import bans and export prohibitions
- d. eliminate import levies and export tax
- e. adhere to a common external tariff in accordance with regional and WTO obligations

#### *4.4.4.4: Put in place efficient fish-trade information systems*

- a. create and strengthen the financial capacity of the regional fish trade information organizations
- b. build capacity on fish trade facilitation, WTO trade agreements, SPS activity, marketing intelligence, data collection on fish prices and sharing of information

#### *4.4.4.5: Develop mechanisms to increase fish consumption within Africa*

- a. undertake strong advocacy campaigns on the nutritional value of fish products especially of the low commercial value species often captured by small scale fisheries to enhance fish consumption
- b. undertake campaigns to promote fish consumption

#### *4.4.4.6: Enhance the capacity of fisheries and aquaculture traders*

##### *4.4.4.6.1 Small scale fisheries and aquaculture traders*

- a. strengthen the capacity of small scale traders associations
- b. promote gender main-streaming for traders associations
- c. facilitate access to microcredit schemes for trade development
- d. ensure improved capacity on handling, business, management, processing, book keeping
- e. provide support for improvements in developing traceability data

##### *4.4.4.6.2 Semi industrial traders*

- a. provide improved infrastructure and ensure capacity building on handling, business, processing
- b. promote gender mainstreaming for traders associations
- c. facilitate access to macro-credit schemes and to market information for trade development
- d. provide support for improvements in developing traceability data

##### *4.4.4.6.3 Industrial traders*

- a. Provide support to labelling to meet supermarket standards
- b. facilitate access to macro-credit schemes and to market information for marketing diversification and value addition
- c. strengthen exporters' associations to benefit from economies of scale
- d. provide support for improvements in developing traceability data

#### *4.4.4.7: Improve the capacity of countries to implement traceability mechanisms*

- a. promote eco-labelling as a trade-enhancing mechanism
- b. support implementation of catch certificates schemes to help curb IUU fishing
- c. create awareness on the EU import regulations that aim at promoting sustainable fisheries management
- d. encourage increased participation of African countries in the Codex Meetings
- e. strengthen the focal points for sanitary and phytosanitary standards (SPS) and technical barriers to trade

#### *4.4.4.8: Develop a common fisheries trade framework*

Create an African Voice when it comes to engaging and negotiating international fisheries issues especially those concerning trade in services, competition policy and trade and investment such as Economic Partnership

Agreements.

## 4.5. REGIONAL AND SUB-REGIONAL COOPERATION

### 4.5.1 Policy and Reform Context:

Collaboration is needed, inter alia, to build appropriately integrated and iterative systems of governance, both nationally and internationally. However, RECs and RFBs presently operate in a “siloed” or isolated way and their actions are generally fragmented and/or incoherent. In addition, there are consultative commissions of large marine ecosystems (LMEs) commissions or projects, examples BCC, CCLME, GCLME etc.

The role and obligations of RFBs and these regional organizations in fisheries are growing steadily. However, strengthening their performance and enhancing collaboration in their modus operandi is the major challenge. In some regions, the roles of existing institutions tend to overlap in fisheries- and aquaculture-related matters. There is a general lack of collaboration between regional institutions and complementary or reciprocal relationships between these institutions and other industries, such as mining, which activities affect fisheries resources or habitats for which these fisheries agencies are responsible. There are, however, signs of positive development in regional fisheries management on the continent. Some regional organizations have adopted Declarations or elaborated plans of action to combat IUU fishing, agreed on minimum conditions of access etc. but the implementation of these declarations/plans has stalled while collaboration among countries and regional organizations to address the debilitating menace of IUU fishing on the sector is inadequate. In the Central Africa Region, ECCAS in 2007 took the important step of recognizing COREP as a specialized technical institution under ECCAS and agreed on more sustainable funding arrangements to ensure COREP's activities could be undertaken. There is also a semblance of this institutional linkage between EAC and LVFO. This innovative approach is likely to significantly improve fisheries governance and management in the region.

Many countries are yet to take advantage of regional cooperation as an opportunity to mutually enhance their capacity in specific areas and to strengthen relationships, promote integrated management, sustainable development and protect shared resources.

### 4.5.2 Policy objective:

Strengthen South-South (bilateral and regional) cooperation, and develop coordinated mechanisms among RECs, RFBs and LME-based commissions to ensure coherence of fisheries policies and aquaculture development and their adoption and adaptation.

### 4.5.3 Expected Outcomes

1. Transparency, accountability and effective participation of stakeholders are hallmarks of RECs and RFBs in Africa
2. International fisheries issues at regional levels are coherent and harmonized
3. Approaches to the management and development of shared fisheries and ecosystems are harmonized
4. BMP are widely disseminated
5. Many fisheries are managed and aquaculture enterprises are developed on the basis of ecosystem approaches or considerations
6. Mechanisms for preventing and resolving conflicts are in place in many countries
7. RECs and RFBs are positive forces for regional economic integration

### 4.5.4 Strategies and Actions for fisheries reform

*4.5.4.1: Increased strategic cooperation in several areas of capture fisheries and aquaculture development need to be*

*pursued by Member States:*

- a. support and strengthen regional organizations whose mandates include fishery and aquaculture development
- b. improve inter-regional collaboration and networking between regional organizations to ensure synergy and coherence
- c. strengthen the capacity of regional organizations for information development, analysis and dissemination
- d. promote and facilitate the formation of regional federations of producers' organizations
- e. mobilize financial resources for and create regional funds for investments in fisheries and aquaculture development
- f. encourage Africa's RFBs to apply internally recognized best practice for regional fishery bodies

*4.5.4.2: Create synergies and complementarities in the programmes at regional level. The action steps could include:*

- a. review and update the legal frameworks of these regional institutions, as appropriate
- b. recognize RFBs as specialized technical units of RECs and institute sustainable financing mechanisms for RFBs
- c. strengthen linkages among RFBs through Memoranda of Understanding and Letters of Agreement
- d. promote greater collaboration with large marine ecosystems projects or consultative arrangements in their areas of jurisdiction
- e. promote linkages with NGOs
- f. coordinate donor inputs to the sector
- g. establish a Network of RECs and RFBs Secretariat similar to the global Secretariat of regional fisheries organizations

4.5.4.3: Establish and reinforce the role of RECs and RFBs and such other arrangements as positive forces in regional economic integration. The work of RFBs and arrangements must add value on trans-boundary and basin-wide issues and analyses of the economic, social and environmental implications of on-going and proposed developments in water basins. This could be achieved in the following ways:

- a. develop and ensure effective implementation of management plans for shared stocks and create mechanisms for the monitoring of such plans
- b. develop and implement, as appropriate, coherent policy on international fisheries such as for promoting regional fish trade, common MCS systems, and minimum conditions of access
- c. ensure regional MCS systems are adequately staffed and financed
- d. develop mechanisms for the dissemination of better management practice among countries
- e. create processes for dialogue between RECs/RFBs and stakeholders, particularly SME investors in fisheries and aquaculture

*4.5.4.4: Enhance role of RECs and RFBs and arrangements in creating integrated and iterative systems of governance: The following action steps could contribute to achieving this:*

- a. integrate fisheries and aquaculture into the regional political and economic integration agenda
- b. develop appropriate, policy and regulatory guidelines and frameworks on aspects of fisheries and aquaculture taking into account national differences
- c. lay greater emphasis on capacity building on a wide variety of disciplines
- d. promote the dissemination of BMP and exchange of experiences
- e. develop integrated decision-making and reporting mechanisms

**4.6. AWARENESS ENHANCING AND HUMAN-CAPACITY DEVELOPMENT***4.6 I Policy and Reform Context*

4.6.1.1 Capacity development is a key building block for creating knowledge, empowerment and enablement for effective participation in decision-making and for improved governance of the sector. However, capacity is limited in several areas in many Member States. Capacity development is, therefore, a high priority, especially with respect to effective implementation of reforms highlighted in the PF&RS.

#### *4.6.1.2 Human capacity development envisaged under the PF&RS would be:*

1. based on a mutual learning process, so that information and knowledge could be shared more efficiently and effectively by all involved
2. built not just for science but also for management and the needs of stakeholders

4.6.1.3 Although human capacity development generally occurs at four levels, i.e., individual, organizational, sector/network level and enabling environment, the emphasis in this PPF&RS is at the individual and organizational levels.

4.6.2 Policy objective: Increased awareness of the potential and importance of the sector and enhanced capacity of people and institutions in the African fishery sector to ensure the sustainable development of capture fisheries and aquaculture, based on current and emerging trends, challenges and needs.

#### *4.6.3 Expected Outcomes*

1. Awareness of opportunities for capacity development is increased
2. Capacity to seize the opportunities are capitalized by all stakeholders
3. Enabling conditions in fishing communities are improved
4. Capacity to generate and apply knowledge for responsible management of fisheries and aquaculture is enhanced
5. Appropriate knowledge in key disciplines of fisheries and aquaculture is widely accessible and are used
6. Knowledge routinely utilized in fisheries, aquaculture and trade related decision-making

#### *4.6.4 Strategies and Actions for fisheries reform*

##### *4.6.4.1: Enhance awareness and capacity development to improve fisheries and aquaculture governance: Member States should—*

- a. implement awareness-raising activities
- b. promote organizational development and support community networks and organizations that encourage good governance in the sector
- c. ensure that government authorities and agencies at all levels, particularly, decentralized structures have adequate knowledge and skills to support fisheries governance and development
- d. ensure organizational and institutional development adequately responds to the needs of fisheries communities and fish farms, including small operators and women
- e. encourage operators to share their local and traditional knowledge
- f. ensure that managers and other authorities are fully aware of the strengths, weaknesses, opportunities and threats faced by the operators
- g. ensure that fisheries institutions have adequate human resources to effectively implement international instruments governing the conservation and management of aquatic resources

Other cross cutting themes with specific priority areas include:

4.6.4.2: Fisheries Management Planning: Fisheries management planning draws together the main components of fisheries management into a framework structured around agreed goals and objectives. More specific priorities are in the areas of developing fishery-specific management plans, the ecosystem approach to



fisheries management and to aquaculture development and participatory planning techniques.

4.6.4.3: Fishing management: Some priority areas for capacity building include user rights-based fisheries management tools, vessel licensing and registration, developing alternative livelihoods, strengthening MCS through building mid-level MCS skills and MCS information systems and port state measures.

4.6.4.4: Regional cooperation: The main areas where capacity building will be required are in the complementary management of trans-boundary stocks, in joint stock assessments, in cooperative MCS, and capacity to better engage in debates on international fisheries issues, including the development and, in particular, the implementation of instruments.

4.6.4.5: Strengthening the scientific and economic basis for competitive, equitable and sustainable sectors: Examples of areas where capacity building are required include:

- a. economic impact analysis
- b. predictive analysis or forecasting methodology- setting quotas
- c. the concepts of TAC, maximum sustainable yield and maximum economic yield
- d. integration of scientific advice into management planning, in the gathering of information and information management, and assessment of CCA/mitigation in fisheries and aquaculture

4.6.4.6: *Strengthening the knowledge base systems: the greatest needs are in:*

- a. designing information collection systems, information management and monitoring of fish trade
- b. improving capacity to strengthen trade monitoring and market intelligence to best capitalize on new developments in international trade of fish and fishery products
- c. ensuring the price competitiveness of producers, supporting efficient tax and duty arrangements and staying abreast of emerging products and consumer demands.

## 4.7. HIGH SEAS FISHERIES

### 4.7.1. Policy and Reform Context:

A major recent concern with high seas fisheries are the difficulties associated with obtaining membership in several RFMOs by non-Member States and entities. There is also a lack of consolidated positions (at the RFMO meetings) by AU MS which renders the participation of AU member states ineffective and results in poor benefits from their membership. Besides these major concerns, the biggest current threat to the high seas is exploitation, particularly of deep sea fisheries and high value stocks such as tuna. In view of the strategic position of Africa, some of the most important RFMOs are in areas beyond national jurisdiction (ABNJ) of many African States. However, many African States are not members of these bodies and even when members they do not have a consolidated African Voice on important international fisheries issues.

### 4.7.2. Policy objective:

Increase and consolidate the African Voice in the governance and management of high seas fisheries

### 4.7.3. Expected Outcomes

1. Greater African Voice in high seas fisheries
2. Increased membership of African countries in RFMOs

### 4.7.4. Policy and Reform Strategies

1. encourage African countries to become members or cooperating parties of appropriate RFMOs
2. encourage African countries to ratify United Nations Convention on the Law of the Sea and the FAO



#### Port States Measures Agreement

3. consult and harmonize positions on key issues before meetings of RFMOs
4. participate in the ABNJ programme to promote efficient and sustainable management of fisheries resources and biodiversity conservation in the ABNJ
5. participate in the newly established Global Partnership for Oceans; build relationships and political, financial and scientific support in the region for high seas fisheries

## 5. CROSS-CUTTING ISSUES IN AFRICAN FISHERIES AND AQUACULTURE

### 5.1. STRENGTHENING RESILIENCE AND REDUCING VULNERABILITIES TO CLIMATE CHANGE IN AFRICAN FISHERIES AND AQUACULTURE

African fisheries and aquaculture and the people dependent on the sector – especially those already marginalized – are amongst the most vulnerable to climate change and disaster impacts. Serious economic, social and environmental costs already occur and more are predicted and will compromise food security and livelihoods unless resilience is strengthened. Actions required by African decision makers include:

- a. Enhancing information, knowledge and communication systems
- b. Building adaptive capacity at the local level
- c. Improving policy coherence and coordination at the national and regional levels
- d. Identifying funding opportunities

The fisheries and aquaculture sector in Africa has to be given due priority at the political level and climate change and disaster risks addressed in an integrated and holistic manner. Empowerment, partnerships and collaboration are some of the key ingredients for successful outcomes.

#### 5.1.1 Strategies and Actions for fisheries reform:

##### **Enhancing information, knowledge and communication systems:**

Efforts are required to improve the knowledge at local, national and regional levels on how fisheries and aquaculture are impacted by climate change to better inform adaptation and mitigation strategies. There is a need to develop clear communication strategies for engaging various actors including policy makers, different gender groups, civil-society organizations and the private sector, for climate change management in fisheries

##### **Facilitate Policy-Science Feedbacks:**

There is a need to strengthen linkages between science and policy to ensure holistic planning and guiding decision making processes for improved implementation of interventions on climate change adaptation in fisheries

##### **Building adaptive capacity at the local level (relevant adaptation interventions):**

Actions supporting adaptive capacity building have to be grounded in local needs and experiences and so vulnerability assessments should be participatory and inclusive. A good understanding of local vulnerabilities, historic and customary adaptation strategies, and current existing institutions and processes, should be used as building blocks for strengthening resilience. There is a need to develop and up-scale relevant adaptation programmes based on assessments of climate-change vulnerabilities along the fisheries value chain

##### **Improving policy coherence and coordination at the national and regional levels:**

To successfully address climate change and disaster risks, coherent policy frameworks and inter-sectoral and interdisciplinary links are required. The contributions of fisheries and aquaculture to food security and poverty alleviation need to be recognized. There is a need for enhancing institutional frameworks and capacity building for integration and coordination across sectors at local, national and regional levels, through training and collaboration.

##### **Identifying funding opportunities:**

Climate change adaptation and disaster risk management for fisheries and aquaculture require substantial funding, both long- and short-term. States should include provisions in national budgets for the necessary actions, seek partnerships to secure additional funding and ensure that available climate change adaptation funds are also channelled to the fisheries and aquaculture sector.

### Community economic empowerment:

There is need to enhance access to capital of vulnerable/marginalized groups including women and the youth for improved climate change adaptation capacity through fisheries related businesses. There is need to develop clear M & E indicators on climate change adaptation interventions by engaging relevant stakeholders including resource user communities. There is need to review fisheries and related national and regional policies to include issues on climate change in small-scale fisheries management. Critically important also is incorporating CCA planning and implementation at various levels and at priority locations in the water basins

## 5.2. GENDER AND YOUTH

Although gender has been on the development agenda internationally for a long time, many inequalities remain and the role of women in fisheries and aquaculture is often not documented and hence undervalued. This leads to lost development opportunities and undermines the contribution of the sector to food and nutrition security, poverty eradication, equitable development and sustainable resource utilisation. To make sustainable positive changes in gender equality, a long-term bottom-up process requiring adequate funding is needed and to recognize the critical role played by women within fisheries and put in place mechanisms to promote and protect women's rights to participate in all aspects of marine, coastal and inland water fisheries governance and management and seek to improve access of women to fish and fish markets, particularly through the provision of credit at affordable rates. While consideration of age is important in gender analysis, youth also needs specific attention in its own right. Youth are very often hit by unemployment and limited access to resources and services. Young people represent the future and they need to be fully engaged in shaping that future. For this, they need to be given appropriate skills through education and empowerment.

### 5.2.1 Strategies and Actions for fisheries reform:

- a. Gender and youth considerations should be included in policy, laws and plans and be knowledge based. Accordingly, gender-disaggregated sector data, by age and occupational categories, are needed. Data also need to be analysed in a meaningful way to effectively inform policy, planning and design of activities and interventions. A gender and youth focus should be applied in CAADP and investment planning and include success indicators for tracking progress toward agreed specific gender objectives.
- b. Long-term commitment of funding for transformatory change processes should be made, including for institutional capacity development for gender mainstreaming at the local, national and regional levels. This requires gender-balanced staffing, covering different disciplines and subsectors (fishing, fish farming and post-harvest activities), and the integration of gender performance and outcome indicators.
- c. Effective participation of women and youth in decision-making processes (on trade, fisheries management, aquaculture development and investment planning) should be ensured at local, national and regional levels.
- d. A value chain approach should be adopted when analysing the sector to take broader trade issues, climate change impact and the financial performance of the sector into account in order to define support required for improving women and youth labour productivity, working conditions and unpaid work by women.
- e. Inter-sectoral approaches and partnerships should be promoted for empowering women and youth, focusing on formal and non-formal education (literacy, accounting, soft and technical skills and general life skills) and improving access to finance and health services.
- f. Gender based violence prevention should be addressed at all levels, including within households. New models of masculinity and femininity and thus more equal relationships have to be promoted to fight gender inequality in the sector. Policy formulation and implementation, responsive to underlying causes, are needed.
- g. Child labour should be eliminated and a conducive and enabling environment created for decent youth employment including access to financial services and youth friendly health services.

### 5.3. PRIVATE SECTOR INVESTMENTS & FINANCING MECHANISMS FOR FISHERIES AND AQUACULTURE IN AFRICA

There is no doubt that, like all other sectors and sub-sectors of any economy, there is an important role to be played by the private sector. In particular, there is a developmental and profitable role the private sector can play by tapping into the vast potential presented by the fisheries and aquaculture sector in Africa. The story is even more compelling when you focus on SMEs in Africa – the economic and social development potential of fisheries and aquaculture – as these are currently under-funded due to information asymmetry, that is, SME entrants and potential entrants lack the business acumen to fully articulate their projects to private sector investors, and private sector financiers, in turn lack, the expertise and know-how in appraising fisheries and aquaculture projects.

#### 5.3.1 Strategies and Actions for fisheries reform:

- a. It is recommended that strategies be developed to improve the financial services that are offered to SMEs in the fisheries and aquaculture value chains. These strategies should be developed at national and regional level in partnership with the private sector and the financial services sector.
- b. In developing these strategies, it is recommended that similar operations from other value chains and other systems be critically reviewed.
- c. It is recommended that, as a result of the above, specific actions, aimed at improving the enabling environment for financial services be included in the CAADP Country Compact Investment Plans
- d. It is recommended to establish an investment fund for SMEs in fisheries and aquaculture. There is a need to invest across the value chain, from primary production to processing and tertiary services. This could be achieved by:
  - i. promoting SMEs
  - ii. facilitating easy access to credit facilities, including options for establishing SME investment fund at national or regional levels
  - iii. training and capacity building to help SMEs do profitably undertake their business



## 6. THE REFORM STRATEGY

### 6.1. THE THEORY OF CHANGE

The management focus prior to the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA) emphasized more on biological productivity and setting targets for sustainable biological exploitation to the almost total negligence of economic, social, welfare and food and nutrition security considerations. This might have been as a result of pressure from more dominant actors in the public policy space, namely scientific establishments, financial institutions, foreign development partners and governments.

Although policies aimed at regulating fishing effort are critical for maintaining production and supply of fish products, policy makers have put little focus on the role of fisheries in the national economic development, food and nutrition security and the need to place the optimisation of these benefits to the centre of national development planning. The obstacle to this has been the inherent complexity of the fisheries sector which has led to simplification of management options based on scientific knowledge that is narrow and often confined to silos of specialisations. Policies formulated for simple biological assemblage of species structure should differ from those prepared to suit the management of multiple-species fisheries serving resource-poor producers as well as specialised regional and international markets.

The important issue is to recognise that African fisheries and aquaculture are very complex and that one-size-fit-all set of policies and institutional mechanisms are inappropriate. Therefore, policy and governance mechanisms need to take into account the specific conditions of the country or communities to which they are applied.

### 6.2. POLICY OBJECTIVE

Improve the contribution made by fisheries to the equitable economic growth of African states.

### 6.3. EXPECTED OUTCOMES

1. Sustainability of fish stocks are at the fore-front of any reform considerations and the social context of fishing communities and individuals engaged in the value chain are also taken into account
2. A broad understanding developed of the value/benefits of fisheries and resources prior to implementing fisheries reforms. Livelihood and food security benefits are paramount in many places and reforms must be undertaken within the context of such considerations. It will be important to identify where reforms complement such benefits and where trade-offs and compensatory policies are needed.
3. Fisheries reform is a process that must proceed gradually over decades. Reforms may take time to bear fruit. However, lessons can be drawn from best practices. Reforms have never been easy and on a continent-wide basis there is no “one-size fits all” approach to fisheries reforms and aquaculture development.
4. Reforms must focus on institutional arrangements that give resource users the incentive to generate the full range of potential benefits on a sustainable basis. Secure user or access rights or alternative mechanisms to control fishing effort must underpin reforms.
5. The benefits must also be shared widely and equitably. In part, this can be achieved by the application of appropriate fiscal reforms in support of fisheries reforms. Reviewing fiscal arrangements and the general macroeconomic stance to fisheries and aquaculture will help to ensure that they are gradually integrated into the wider economy.
6. Any Reforms must also assist Member States to meet their obligations under national and international fisheries, aquaculture and natural resource management instruments.

#### **6.4. POLICY AND REFORM STRATEGIES:**

- a. Take into account the full range of benefits in developing fisheries policy, including food and nutrition security, welfare and economic development.
- b. Move fish-resource wealth to the centre stage in the policy debate in order to ensure that such wealth does not encourage over-exploitation.
- c. Measure the potential wealth of fisheries in order to inform public debate about fishery policy goals and the cost of achieving such goals in terms of foregone wealth, where trade-offs may be needed.
- d. Build capacity and develop institutions, in both the public and private sectors, to support successful reform
- e. Where overexploited stocks are concerned, priority should be to rebuild the stocks, with consideration for arrangements for the transitional period.
- f. Where job numbers fall due to a reduction in fishing effort, consideration must be given to alternative employment and livelihood opportunities.



## 7. IMPLEMENTATION

### 7.1. GUIDING PRINCIPLES:

Implementation of the reforms is the joint responsibility of government ministries, departments or agencies in-charge of fisheries, donor agencies, technical institutions and all others involved in the sector. Effective implementation will require strong cooperation, collaboration, coordination and investment across a range of entities based on a visionary, sequencing and participatory approach and guided by the following principles

#### 7.1.1: Adoption of a process approach in implementation:

The PF&RS are not a panacea solving the 'problems of fisheries' in every country but presents a blue print for facilitating successful management and development of fisheries and aquaculture in Member States and hence in Africa. Realism, flexibility and pragmatism must be key considerations in implementing reforms. Member States and regional institutions, based on relevant information and diagnosis, must develop and implement relevant interventions flexibly over time in response to opportunities identified and constraints which need to be overcome.

#### 7.1.2: Prioritization:

The focus must be on the realistic attainment of specific objectives in line with national or regional priorities. Implementation of reforms is expected to be non-linear, with complementary activities working in parallel.

#### 7.1.3: Consultation, Cooperation and Participation:

Effective consultations must take place with stakeholders in order to obtain their views and informed consent for decisions that may affect them. Participatory decision-making must be vested at the lowest possible decentralized level and the inputs and support of those who could be affected by decisions taken into account. Institutional linkages must be established with other line ministries or agencies and partnerships and collaboration promoted between the private sector, international organizations, NGOs and CSOs.

#### 7.1.4: Equity and equality:

Decision-making processes must be inclusive, fair and transparent, non-discriminatory to women, vulnerable and disadvantaged groups and subject to clear and consistent rules and procedures.

#### 7.1.5: Scalability:

Activities, wherever possible, must be designed to be suitable for use at different scales, for example at local and national scales and regionally. Scaling must be attained by replication (in different places), and by modification and adaptation of initiatives for different contexts.

#### 7.1.6: Sustainability:

Application of the precautionary approach and risk management will guard against undesirable bio-ecological and socio-economic outcomes.

#### 7.1.7: Accountability:

States and non-State actors must be held responsible for their decisions and actions.

#### 7.1.8: Self-development:

Policy frameworks are of little value in the absence of operational plans, supporting political will and financial resources. Governments must provide the enabling environment for stakeholders (of the sector) to contribute to the sustainable use and economic viability of the fisheries and aquaculture sector.

## 7.2. DELIVERY MECHANISMS

The most effective method for delivery of interventions will vary according to objectives, the reforms to be made, available expertise, upfront cost, availability of the required capacity, complexity of the issue, and the abilities to be transferred. It is also important to ensure that the delivery mechanism will enable the outcome of the Policy Framework and Reform Strategy to achieve its purpose, and is focused on the areas of highest need.

## 7.3. ROLES AND RESPONSIBILITIES

### 7.3.1 Participating Member States:

The primary responsibility for implementing the PF&RS lies with the Member States. The ministry, department or agency in-charge of the sector in each country will regulate, promote, support, guide, and coordinate the implementation of reforms through broad consultative processes with other stakeholders. At country level, action plans of priority actions to be undertaken will be developed. Other roles and responsibilities include:

- a. advocating for fisheries and aquaculture development needs to be given prominence in national whole-of-government development plans and initiatives
- b. creating internal conditions in which the sector is valued, and implementation of the reforms is encouraged and supported at the most senior levels of government
- c. seeking external funds from donors and other development partners to support implementation of the provisions of the framework and effect appropriate reforms
- d. investing in capacity development to the maximum extent possible using internal funds
- e. promote both vertical and horizontal partnerships for implementing reforms
- f. ensuring national priorities are continually reviewed against current and emerging issues and are taken into consideration in applying strategies suggested in this framework
- g. reporting national progress against the PF&RS to the AU-IBAR/NPCA Secretariats.

### 7.3.2 Technical Institutions

#### 7.3.2.1: Regional Institutions and, in particular, RECs:

- a. finance priority actions and in concert with RFBs and such other arrangements coordinate and deliver programmes on region-wide needs of common interests
- b. strengthen cooperation and human capacity building in participating Member States
- c. assist in the development of plans for peer to peer learning where policy makers, private sector and technical experts can visit countries/centres of innovation and success
- d. assist in the mobilizing and securing of resources to support the scaling up process
- e. source resources for creating loan guarantee funds for investments in aquaculture

#### 7.3.2.2. At the national level, domestic technical institutions must, inter alia:

- a. ensure that information on which to base national reforms and development plans is available
- b. create awareness among stakeholders on the importance of the reform and development process
- c. ensure that the appropriate information is communicated to stakeholders at all levels
- d. develop the capacity to monitor the implementation of the reforms and developments
- e. develop mechanisms to ensure the effective involvement of all key stakeholders in the implementation process
- f. promote the importance of the sector at all levels
- g. secure adequate funding for implementation of reforms/development
- h. plan the development of infrastructure facilities for landings, distribution and marketing
- i. ensure that hygiene conditions and sanitary facilities are maintained at all fish landings
- j. formulate better practices and ensure fishers, farmers and operators receive the technical guidance and

advisory services on better practices

### 7.3.3 Donors:

Many Member States have but limited resources to invest in the reforms called for in the PF&RS. As such, donors have a critical role to play both in facilitating reforms and in creating the institutional conditions to ensure the benefits of appropriate policies and reforms highlighted in the PF&RS are sustained. Understandably, many of the existing donor activities will be driven by pre-agreed priorities and funding arrangements/frameworks. However, Member States must encourage donors to consider the priorities outlined in the PF&RS when examining country, sector and regional priorities.

### 7.3.4 NGOs, CSOs and CBOs

- a. develop and implement public awareness campaigns and demonstration actions on specific issues
- b. facilitate multi-stakeholder activities and events such as round table discussions, engaging the public and private sector
- c. organize capacity building activities
- d. demonstrate practical ways of overcoming obstacles and barriers in adopting best practice
- e. improve and broaden networks and coalitions
- f. co-finance specific activities
- g. contribute to the introduction, pilot use and evaluation of innovative financial instruments
- h. indicate how resources can potentially be mobilized through NGO actions
- i. test the feasibility and efficiency of innovative technologies and their applications
- j. conduct/participate in monitoring and evaluation processes
- k. disseminate results through their networks and channels

### 7.3.5 AU-IBAR and NPCA:

7.3.5.1 The role of AU-IBAR and NPCA in the implementation of the PF&RS would primarily be to monitor the progress of each Member State in the implementation of the PF&RS and reporting to CAMFA. Other responsibilities would include:

- a. assist in seeking funding from development partners and agencies to implement priority reforms and development action identified in the PF&RS
- b. seek funding for the creation of the ACEA and for the establishment of an investment fund for fisheries and aquaculture development in Africa
- c. facilitate the establishment of a fisheries policy and research network for generation of evidence and utilization for sustainable fisheries and aquaculture development
- d. assist Member States in developing national plans of action to support implementation of, and report progress against, the PF&RS
- e. develop a communications strategy to keep all national, regional and international partners up-to-date with progress. In this regard, the central point for all knowledge, information and outputs generated by the project will be the fisheries and aquaculture policy and reform website and data portal. The website and portal, to be maintained by AU-IBAR will, inter alia, include relevant baseline information of the policy and reform process, main publications and any guidelines, allowing users to easily put together a wide range of outputs based on the information collected
- f. update the priorities in the PF&RS periodically to ensure continuing relevance
- g. identify and promote opportunities through which regional organizations and Member States can exchange their experiences and know-how
- h. facilitate new initiatives to improve understanding of the importance and role of fisheries and aquaculture to Member States

- i. Capacity development of Member States, RFBs and RECs for implementation of the PF&RS.

7.3.5.2 Reporting on progress on the implementation of the PF&RS must be made a standing item on the agenda of meetings of CAMFA.

#### 7.4. MEASURING OF PREFERRED OUTCOMES

7.4.1 CAMFA I identified sustainability, improved productivity, profitability, wealth generation, social benefits and food security, better management of shared resources and strengthened south-south cooperation as the preferred outcomes of the reform process.

7.4.2 To measure the attainment of these preferred outcomes, countries and regional entities would, in implementing these reforms, develop Action Plans containing baseline information, targets and indicators of performance. The indicators must:

- a. be as wide as possible
- b. have clear policy relevance
- c. allow comparison across countries
- d. be easy to interpret, analytically sound and be buttressed by available data

##### 7.4.3 Examples of indicators that might be used for each of the different preferred outcomes include:

- a. Sustainability: status of stocks, state of resources, existence and effective implementation of management plans, management effectiveness, effort and fleet capacity levels, level of compliance, capacity utilization, value of fish stock size, subsidies and taxes, institutional development, robustness of policies and action plans
- b. Productivity: efficiency of exploitation- capital employed, capital investments, quantity and value of landings and by species, quantity and value of aquaculture production by species, income to employers, average wage
- c. Profitability: gross profit, net profit, profit rate, gross added value, return to capital
- d. Generation of wealth: contribution to GDP, contribution to national budgets (net economic return for the fishery), fish coverage rate, extraversion rate, seafood quality, state of IUU fishing, fish commercial value, cost recovery by government
- e. Social benefits and food security: fish consumption, improved distribution of benefits; effects of the sector on participants and community - food, employment (total, full and part-time, male/female, capture fisheries/aquaculture/processing industry), change in level of poverty, increase in income, improvement in social and health conditions
- f. Management of shared resources: respect of internationally recognized best practice for RFBs; degree of cooperation, joint management plans, status of stocks, state of resources, management effectiveness

## MECHANISMS TO JUMPSTART THE IMPLEMENTATION OF THE PF&RS

Progress towards the goals and objectives envisaged in this document will be limited without committed follow-up action by key stakeholders at national, regional and continent-wide levels. In order to jump start the implementation of reforms in fisheries and the development of aquaculture, it is recommended that–

### 8.1. THE AU-IBAR AND NPCA

- a. ensure the wide dissemination of the PF&RS
- b. engage in high level dialogue with development assistance donor agencies to obtain buy-in to these suggested reforms
- c. assist regional organizations and Member States in lobbying development banks, the World Bank, International Monetary Fund, etc., to review their portfolios in line with recommendations made at CAMFA I so as to increase allocation of funds to the sector

### 8.2. AT NATIONAL LEVELS

8.2.1: Ministries and/or agencies in-charge of fisheries and aquaculture should mainstream suggested reforms and development strategies into general government development policies so as to ensure coherence in policy and unlock public resources to help jumpstart implementation.

#### 8.2.2: National technical fisheries and aquaculture agencies should:

conduct national workshops to create awareness and disseminate the major tenets of the PF&RS  
develop different implantation scenarios for policy makers formulate projects with clear targets and performance indicators based on national priorities

### 8.3. AT REGIONAL LEVELS

RECs and RFBs should:

- a. establish coalition of the key partners and stakeholders, and agree on administrative and structural arrangements needed to facilitate and coordinate required actions
- b. convene regional workshops of key partners and stakeholders to develop plans of action to advance the implementation process
- c. streamline any on-going activities to the plans of actions
- d. review opportunities for costs sharing resources and the exchange of experiences between countries.



## 9. SOURCE DOCUMENTS

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