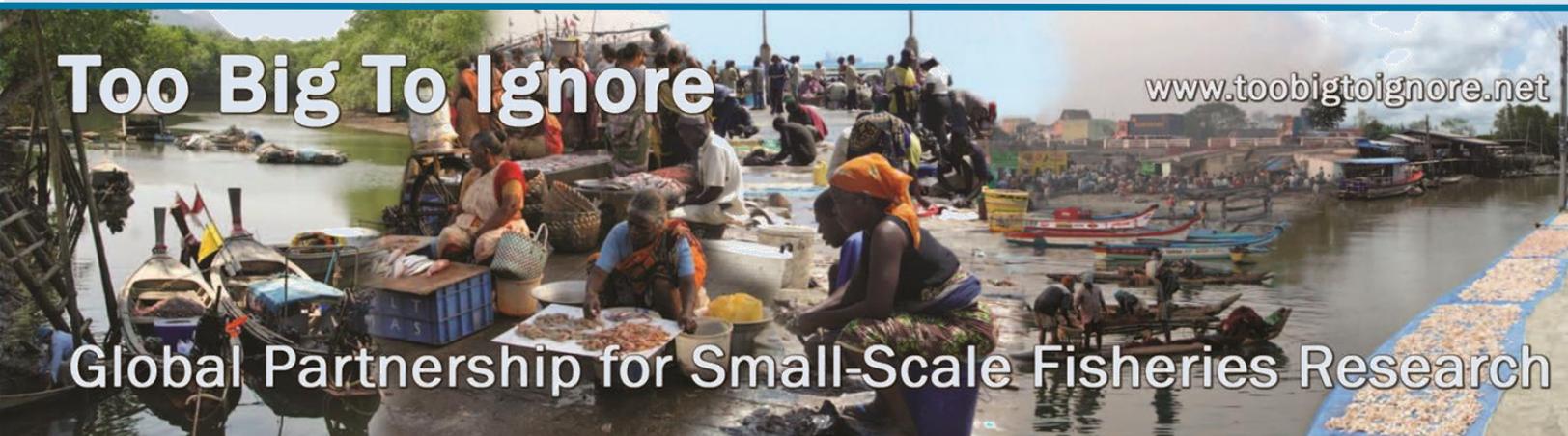


Too Big To Ignore Report  
Number R-01/2019



**Too Big To Ignore**

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**Global Partnership for Small-Scale Fisheries Research**

TD Africa Training Workshop  
'Transdisciplinarity in Fisheries & Ocean  
Sustainability'

January 21-24, 2019  
Monkey Valley Resort, Cape Town, South Africa

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**RESEARCH**

**POLICY**

**MOBILIZATION**

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HOW TO CITE: Sall, A., Akintola, S.L., Fakoya, K., Francis, J., Gideon, R., Ginindza, J., Hamidu, U.M., Mannarino, C., Moepi, M.H., Ngotho, D.M., Nicholas, R.B., & Muhl, E-K. (2019). TD Africa Training Workshop: Transdisciplinarity in Fisheries & Ocean Sustainability. Too Big To Ignore Research Report, number R-01/2019, St. John's, NL, Canada, 28 pp.

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## List of Acronyms

DAFF – Department of Agriculture, Fisheries and Forestry

DEA – Department of Environmental Affairs

FAO – Food and Agriculture Agency of the United Nations

ICSF – International Collective in Support of Fishworkers

ITK – Indigenous Technical Knowledge

ITQ – Individual Transferable Quota

IUU – Illegal, Unreported and Unregulated Fishing

MLRA – Marine Living Resources Act

MPA – Marine Protected Area

SA – South Africa

SDGs – Sustainable Development Goals

SSF Guidelines – Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication

SSF – Small-Scale Fisheries

TD – Transdisciplinary

TAC – Total Allowable Catch

TBTI – Too Big To Ignore research network

## Summary

The transdisciplinary approach argues that the problems and priorities in fisheries and ocean governance, especially when concerning small-scale fisheries, require a broadening of perspectives that cut across academic disciplines, bridge division between scientific and local knowledge, and bring about innovation in teaching and learning. The transdisciplinary perspective is particularly important when dealing with the 'wicked problems' in small-scale fisheries governance, due mostly to insecure tenure rights, lack of livelihood options, poor access to markets, and marginalization of small-scale fishers in decision-making. This approach is also required to facilitate the implementation of the [Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication \(SSF Guidelines\)](#) and to achieve the [Sustainable Development Goals \(SDGs\)](#).

The 'TD Africa Training Workshop: Transdisciplinarity in Fisheries & Ocean Sustainability', which took place in Cape Town, South Africa from January 21-24<sup>th</sup>, 2019, was organized by the Too Big To Ignore project (TBTI, [toobitoignore.net](http://toobitoignore.net)), a global research network aiming to elevate the profile and importance of small-scale fisheries around the world. The workshop is part of the TBTI transdisciplinary (TD) training program, whose objective of the training is to expose participants to a range of issues, challenges and concerns related to fisheries and ocean sustainability, especially those affecting small-scale fisheries, as well as to deepen the understanding about their causes and effects, and to broaden the perspective about how to address them.

The four day-workshop brought together about 25 scholars and practitioners on small-scale fisheries from across Africa. The training workshop included a number of presentations, group activities, guest lectures and a field trip to Ocean View, a local fishing community. The program was tailored in such a way to encourage participants to learn about leadership, problem-solving, facilitation and conflict resolution skills, learn to lead discussion and recognize group dynamics, as well as any power imbalance, and learn to communicate effectively with different stakeholders from various background. The overall aim of this training was to build transdisciplinarity capacity at local, national and international levels in order to overcome current challenges facing small-scale fisheries in Africa, as well as to help promote viability of small-scale fisheries, and the overall sustainability of fisheries and ocean.

## Agenda

### *Day 1: Monday January 21<sup>st</sup>*

Time	Topic	Instructor/Notes
09:00 – 10:30	Welcome, introduction and review of the training objectives and agenda	Moenieba Isaacs / Ratana Chuenpagdee
10:30 – 11:00	Break	
11:00 – 12:30	Why TD? Theoretical grounding	Svein Jentoft
12:30 – 13:30	Lunch	
13:30 – 15:00	Unpacking interactive governance and governability	Svein Jentoft
15:00 – 15:30	Break	
15:30 – 17:00	3-minutes case study presentation by participants	Participants should prepare to present their case study WITHOUT using any slide – just tell the story!
17:00 – 17:30	Summary and wrap-up	Ratana Chuenpagdee

### *Day 2: Tuesday January 22<sup>nd</sup>*

Time	Topic	Instructor/Notes
09:30 – 10:30	TD for the implementation of the SSF Guidelines	Svein Jentoft
10:30 – 11:00	Break	
11:00 – 12:30	The ‘what’ and the ‘how’ of TD	Ratana Chuenpagdee
12:30 – 13:30	Lunch	
13:30 – 15:00	The role of non-state actors in small-scale fisheries governance	Guest lecturer: Naseegh Jaffer, Masifundise
15:00 – 15:30	Break	
15:30 – 17:00	Introduction to the case study and the field work exercises	Moenieba Isaacs
17:00 – 17:30	Summary and wrap-up	Ratana Chuenpagdee

### *Day 3: Wednesday January 23<sup>rd</sup>*

Time	Topic	Instructor/Notes
09:30 – 10:30	Inland small-scale fisheries policy process	Guest lecturer: Mafa Hara, University of Western Cape
10:30 – 11:00	Break	
11:00 – 12:30	Inland small-scale fisheries case study	Guest lecturer: Qurban Rouhani, Rhodes University
12:30 – 13:30	Lunch	
13:30 – 17:30	Field work	Participants

*Day 4: Thursday January 24<sup>th</sup>*

Time	Topic	Instructor/Notes
09:30 – 10:30	Group work and preparation for the report back	Participants
10:30 – 11:00	Break	
11:00 – 12:30	Group report back	Participants
12:30 – 13:30	Lunch	
13:30 – 15:00	TD and Blue Justice	Moenieba Isaacs / Aliou Sall
15:00 – 15:30	Break	
15:30 – 17:00	TD lessons, reflections and wrap-up	Ratana Chuenpagdee

*Readings:*

- FAO. 2015. Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the context of Food Security and Poverty Eradication. Rome, Italy: United Nations.  
<http://www.fao.org/documents/card/en/c/l4356EN>
- Jentoft, S., and Chuenpagdee, R. (2009) Fisheries and coastal governance as a wicked problem. *Marine Policy* 33: 553-560.
- Jentoft, S. (2014). Walking the talk: Implementing the International Voluntary Guidelines for Small-Scale Fisheries. *Maritime Studies*, <http://www.maritimestudiesjournal.com/content/13/1/16>
- Jentoft, S. and Chuenpagdee, R. (2015). Assessing Governability of Small-Scale Fisheries. In Jentoft and Chuenpagdee (eds.) *Interactive Governance for Small-Scale Fisheries: Global Reflections*. Springer, Switzerland.
- Lang et al. (2012). Transdisciplinary research in sustainability science: practice, principles, and challenges. *Sustainable Science* 7 (Supplement 1): 25–43.

## Overview of Day 1, Monday January 21<sup>st</sup>

### *Morning Session*

#### *Welcome, introduction and review of the training objectives and agenda*

**Prof. Moenieba Isaacs** facilitated the opening session and welcomed the participants who introduced themselves and stated their expectations. She gave a synopsis of the TBTI programme and how the programme has evolved over the years.

**Prof. Ratana Chuenpagdee** explained the objectives and the agenda of the workshop. She challenged the participants with this question “*How do we want the TD in small scale fisheries to look like in Africa?*”, bearing in mind that small-scale fisheries (SSF) address issues of food security, livelihoods and wellbeing of fishers. It is also important to note the viability of the businesses, economics, and vulnerability of small-scale fishers. She emphasised that viability is all about TD and that the scope of work within the TBTI has grown to address, through different clusters, various issues in SSF, such as securing access to resources and markets, gender, indigenous people, and information and communication systems. She emphasised that FAO has declared the year 2022 as the year of artisanal fisheries and aquaculture. Indeed, one of the expectations for this workshop is for the participants to contribute towards creating the 2022 vision. By Thursday, the workshop will consider the views and inputs so that they can be deliberated further.

Quick overview of the SSF contributions shows that, at present, 120 million people work in SSF, 97% of these are in developing countries, over 90% of all those in fisheries operate in SSF, 47% are women, and 5.8 million people earn less than 1USD per day. Since we do not know how many fishers are out there, we have to document their presence and ensure that they will not be ignored, especially given the recent emergence of the blue economy.

There are five key questions that TBTI programme is addressing with regard to SSF:

- 1) **Strengthening the base**
- 2) **Broadening the scope**
- 3) **Enhancing the stewardship** – for example, this encompasses more than just implementing MPAs, emphasizing the need to include the TD concept
- 4) **Defending the beach** – for example, economy that is inclusive of communities; power dynamics and actors
- 5) **Governing the governance** – for example, access to space, resources and markets (in reference to the SDG 14).

*Questions/comments:*

- What are we going to do to sustain the momentum of the programme?
- TD is a co-design and co-implementation programme
- Invite participants to provide feedback on the training – what were the highlights, what are the areas of improvement etc.
- The training will be extended to the other continents
- Common guidelines/ reference for implementing TD in specific context

*Why TD? Theoretical grounding*

**Why TD, what is TD & how do you do TD**

**Presented by Prof. Svein Jentoft**

- Prof. Jentoft highlighted the importance of SSF, noting how the majority of SSF is conducted in an informal way. The informal nature of SSF was contested and defended to exist without being compelled to be formal or abolished. Changes in the way in which the fishery exist would have had direct impact on the livelihoods of small-scale fishers. The informality further adds to the challenges of knowing what is actually taking place within the sector.
- SSF are mentioned in SDG 14. However, it is important to note that all the other SDG address the lives of small scale fishers.
- Any efforts going to manage SSF are multi-faceted. Social science provides contextual knowledge as opposed to the natural science dealing with universal matters.
- Transdisciplinary is about moving from your own discipline of comfort into another person's discipline of comfort. Within the TBTI network, it was easy to produce a book on transdisciplinary in the SSF. The contribution from the network members was driven by the desire to contribute to the well-being of small-scale fishers.
- TD opens a space for knowledge production and requires participatory, democratic, and interactive process. Transdisciplinary adds to the concepts that are limited from the lenses that derive from specific disciplines.
- One of the man-made constructs is based on agreements among people and thus cannot be better explained by some disciplines. For example, the language and internalised norms and values.
- When approaching a problem we could go from applying the logic of appropriateness or logic of consequentiality.
- Differences between multidisciplinary/interdisciplinary and disciplinary were discussed and clarified.
- Implementation of rights-based fishing has forgotten the distinction between entitlements and rectitudes. The entitlements come from the moral perspective and 'rectitudes' is what constitute the problem (human values, ideas of morality).
- Fisheries management makes the universal mistake of assuming that technical management tools are the magic bullet to solve fisheries or societal challenges.

- There are no formulas and cast-in-stone definitions for addressing societal problems, however, other disciplines can collaborate in crafting solutions.

## *Afternoon Session*

### *The Nature of Wicked Problems*

**Presented by Prof. Svein Jentoft**

Societal problems, such as poverty or environmental degradation, do not have a once-shot solution (cure) as is the case with diseases such as polio. They do not just go away.

The 'wicked problems' have the following characteristics:

- 1) They are difficult to define
- 2) They are part of a much bigger problem and therefore difficult to differentiate from other problems
- 3) They have no formula or stopping rule. For example, each SSF is unique and there is no universal formula of solving a particular problem.
- 4) They have no solution, only a resolution
- 5) All are unique
- 6) Many result in expensive mistakes e.g. privatization or ITQs; once you are in, you cannot easily get out!

The conceptual frameworks which are there to solve wicked problems have 'too many take-offs' and very few 'landings'. There is need to understand 'wicked problems' as an argumentative process and not something that requires a technical solution. It is also important to realise that governance is much broader than management. This is even more complicated in SSF because of the ever-evolving nature of SSF; at no point will we ever know everything about SSF because of the limitations at each point in our time.

FAO has defined governance as *“Governance at all levels is defined by the processes and structures through which public and private actors articulate their interests; identify, frame and prioritize issues; and make, implement, monitor, and enforce decisions.”*

The FAO also discusses governance in the Right to Food Guidelines, specifically Guideline 1 (“Democracy, good governance, human rights and the rule of law”), recommends States to strengthen governance as an essential factor for sustained economic growth, sustainable development, poverty and hunger eradication and for the realization of all human rights including the progressive realization of the right to adequate food. In addition to Guideline 1, useful

provisions relevant to this issue can be found in Guidelines 5 (“Institutions”), 6 (“Stakeholders”) and 13 (“Support for vulnerable groups”).

Two models of governance were presented: the top-down approach (with emphasis on compliance and enforcement); and an open system with societal actors and stakeholders (where power relations and unresolved conflicts are inherent).

The presentation also highlighted that governance is about creating opportunities too. The SSF Guidelines, which have been developed by FAO, do not necessarily mention the issue of transdisciplinary but paragraph 6.1 uses the word ‘holistic approaches’.

Aristotle said: “The whole is more than its parts”. So, the question we would have is: “Does the whole explain its parts or the parts explain the whole?”. Very difficult to answer requiring, therefore, transdisciplinary literacy.

What makes system a system?

Any system has no realistic definition outside our mind. There are several characteristics of systems which are crucial for understanding SSF. One way of understanding a system is to look at the components, relationships, interactions and boundaries that govern different levels of a system as depicted below.

#### **System Diversity: Components**

- 1) Natural components (e.g. fish); material components (e.g. fishing boats or nets); and social components (e.g. people).
- 2) Relationships which are made up of dependencies, obligations/responsibilities, rights and duties.
- 3) Interactions which include cooperation, competition, communication and motivations.
- 4) Boundaries (scale) which might be natural, physical, social and institutional. These boundaries can sometimes overlap.

## Overview of Day 2, January 22<sup>nd</sup>

### *Morning Session*

#### *Unpacking Interactive Governance and Governability*

Presented by Prof. Svein Jentoft

Govern/mentality (Foucault): To govern effectively requires a certain mentality between the governing system and the system to be governed.

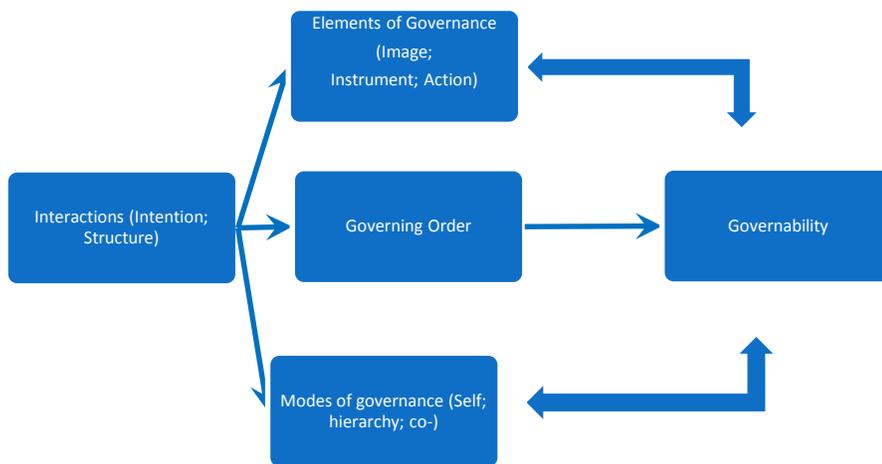
#### **Governance and governability**

- To govern requires particular mentality
- Interactive governance means public and private interaction taken to solve social problem and create social opportunities. Including formulation and application of principles guiding those interactions and care for institution that enable them.
- What type of knowledge we need in fisheries management? We need interactive knowledge to address these fisheries problems.

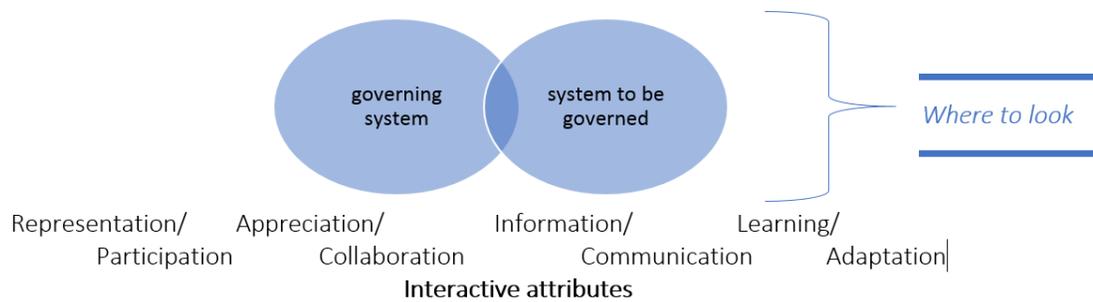
#### **Interactive governance**

Interactive governance is defined as “*the **whole** of public as well as private **interaction** taken to solve societal **problems** and create societal **opportunities**. It includes the formation and application of **principles** guiding those interactions and care for institutions that enable them.*” (Kooiman et al., 2005:17)

Scientists and fishers co-producing knowledge change the interaction that they have between them.



Interactions are framed by diversity, complexity, dynamics and scale.



Governability defined: *“the overall capacity for and quality of governance of any societal entity or system”*.

Co-management is about process. Process has a consequence for outcomes because the process produces interaction that is inclusive, participatory and interactive, which leads to legitimacy for those who are subjects of governance, since due to involvement breaking the rule becomes a harder decision.

There are limitations on how governable fisheries and coastal systems are. What limits are there for governability and what opportunities exist for stretching them are intriguing research questions.

**Governability:** the overall capacity for and quality of governance of any societal entity or system. Governability is not a goal in itself. Rather it is a means for realizing certain goals pertaining to key concerns, such a sustainable livelihood, food security, social justice, poverty alleviation etc.

## Governability assessment

	Natural S-tb-G	Social S-tb-G	Governing Sys	Governing Inter
Diversity	C (components)	C	C	C
Complexity	R (relationships)	R	R	R
Dynamics	I (interactions)	I	I	I
Scale	B (boundaries)	B	B	B

## Fill in for Tsitsikamma (for fun)

Properties	Natural S-tb-G	Social S-tb-G	Governing Sys
Diversity	Diverse ecosystems with xyz providing for xyz	Which groups participate	Who is governing
Complexity	R (relationships)	R	R
Dynamics	What has changed	I	I
Scale	B (boundaries)	B	B

## Assessing the orders

### Issues relevant to wellbeing at different orders of governance

Order	Governing sphere	Governing intervention
1	Management practices, tools, routines	Access demarcation, conflict resolution, information sharing, monitoring, control and surveillance, insurance scheme
2	Institutions, organizations, rules & norms	Capacity enhancement, fisheries legislation, co-management approach, post-harvest infrastructure
3	Values, principles, images	Awareness building, problem definition and issue framing, goal setting, consideration of fundamental concerns.

## *Afternoon Session*

When we are looking at TD in terms of dealing with a particular problem, the question is to what extent other actors, social actors, communities and legal practitioners are included. South African case studies show how important it is to have a TD approach that also includes practitioners in civil societies and communities (See Isaacs, 2016). The SA SSF Policy wouldn't have been possible

without this kind of TD. The SSF Policy informed the SSF Guidelines. There is a local story, there is a national story, there is a global story and it is important to link these narratives in a cohesive story.

### *The role of non-state actors in small-scale fisheries governance: build capacity and building each's other capacity*

**Presented by Naseegh Jaffer (Masifundise)**

- Traditionally, SSF have been not recognized and after the end of Apartheid a fishery policy was developed based on the 'best available science'. This best available science is generally provided by scientists, researchers or academia and therefore it is an exclusionary process that doesn't incorporate local voices.
- The question was posed to the group: "*Who else should be involved with this process?*" This was the question asked after seeing the effects of the MLRA in fishing communities. Key points from the feedback was as follows:
  - The system implemented across various countries seems to be hierarchical (i.e. top down). It is planned and implemented by the top with fishers left out of the process.
  - A system imposed on the fishers without their involvement is bound to become dysfunctional.
  - It is just about inclusion and exclusion. Society is driven by capital and economic interests.
  - Where there was involvement, it was felt to be rather superficial, without the small-scale fishers' feedback genuinely considered. Or the most pertinent issues were not laid bare for discussion (such as foreign trade, neo-liberalism).
  - There seems to be a lack of political will on the side of government to engage with small-scale fishers, with focus predominantly on industrial fishers with guidance from scientist chiefly concerned with the wellbeing of the resource.
  - Traditional science needs to make allowance for local indigenous knowledge.
- Fisheries policy has generally looked at fish as a commodity where fish can be traded and rights can be traded as well. However, this view does not accommodate for a *human rights approach*, and a fishing right within a fishing community is a human right as it provides food, clothes, access to health, identity, spiritual fulfilment, cultural enactment, etc. It is more than just a commodity. What's the role of SSF in community and society? SSF is not just a job, it is a livelihood and a way of living for communities around the coast. Fishing has traditionally played an important social role in these communities.
- The current experts that are consulted in drafting fisheries legislation do not have the skills to adequately consider and account for human dimensions. This process therefore needs to be more inclusive.

- A lot of academics that are involved in policy-making are coming from conservation and conservative perspectives. Within that conversation we need to have accountability for academics.
- Small-scale fishers, as the only users that are dependent on fisheries resources for their overall wellbeing, should be the primary stakeholder in drafting of fisheries legislation.
- Co-governance is not necessarily the answer because everyone does not have equal ability and resources to negotiate their perspectives and make their voices heard. The needs of small-scale fishers should therefore be prioritised. Co-management is a good idea in principle, but often has been corrupted or destroyed by power.
- People are supposed to be central to the policy-making but the partnerships with other non-state actors are crucial.
- The commodification of SSF should be taken back and all the players should be taken into account. The legal recognition of SSF came from the struggle of the fishers. In any democratic space there is a human dimension that needs to be taken into account to develop governance systems, which means that the primary users who depend on the natural resource for food and livelihoods should have a greater say in governance than other users. This is the core of the Human Right Based Approach to SSF.
- There is an imbalance of power in the fisheries. That is something that needs to be addressed and democratic practices should be used. But how we do make these changes happens depends on the moment and time.
- The experience of the SSF Guidelines was a positive one because the SSF organisations were in the room when the guidelines were developed.
- There are big questions in terms of PARTICIPATION by non-state actors and the quality of the participation.
- Academia is not a homogenous group. Academics interests in SSF are a minority and marginalized. Research on fisheries is being commodified. This erodes the very meaning of being an academic and this is not good for SSF.
- TD is not just about what we do, needs to be also who we are.
- The issue of power and where power lies still exists.
- There is a resistance to inclusive governance of SSF - but the point is, what are we going to do?
- TD uses the interactive governance framework because it is a holistic approach.

*Summary of key reflections in preparation for Ocean View case study preparation*

**Provided by Charles America**

- Small-scale/artisanal fishers were not recognised by the previous fisheries policy/legislation and were therefore criminalised by this process. After this process was challenged in court, the government was forced to provide small-scale fishers with interim relief rights, which they are still using today, some 13 years later.

- In Ocean View, there are 107 interim relief permit holders who exist alongside nearshore rights holders. There is conflict between the rights holder groups which leads to division in the group. The insecurity of interim relief permits remains a major concern.
- Ocean View is comprised of coloured communities that were situated in Simons Town, Glen Cairn, Kalk Bay, and Sunningdale, who were all moved to Ocean View as part of the Group Areas Act. Fishing was a common thread amongst this new melting pot of different communities.
- Previous caretaker in the community became like a dictator and determined who would get access to interim relief rights and how much they would get. This shifted power from the government to the caretaker.
- Rights were awarded to people in the community who did not historically fish but rather because they had the ability to complete and provide the necessary documentation in applying for a right. The process of applying for rights further marginalised fishers who did not have the skills to undertake this process.
- Only a handful of companies have the rights to export crayfish. This means that all the small-scale fishers have to sell their catch to these companies who then add value and export for a much higher price. Even if small-scale fishers were provided with a bigger piece of the pie, they would still be forced to sell to these companies who would then sell for larger profits.

## Day 3, Wednesday, January 23<sup>rd</sup>

### *Morning Session*

Dr. Akintola, S.L delivered an update on his latest visit to his case study: *The Badagry Creek and Coastal Fisheries, Lagos Nigeria*. He highlighted the desires of the fishers to enjoy their fishing. Fishing is hunting and gives the fishers immeasurable satisfaction even in cases when they are challenged by issue of increasing efforts with lower catch. They agree it's a challenge and that they would not want to be subjected to science of quota. The presentation gingered the need to discuss further the issue of quotas as a management tool for fisheries management.

Highlights from the group discussion:

- The quotas may conflict with the traditional methods fishers enjoy in the management of their catches. There is also a contradiction in how the South Africa fisheries quota management has been portrayed as all success compared to the presentation by Charles about the Ocean View community.
- There exist a dilemma rooted in ideological mismatch, in terms of applying academic knowledge. For instance, let's look at the concept of Total Allowable Catch (TAC), which defined the potential fishery and how it cascades down to the Individual Total Quota (ITQ). However, ITQ merely defined the potential size of the fishery and did not suggest the model for allocating this fishery to the various categories of fishermen. Securing the rights of SSF to a bigger quota would not mean securing the human rights of SSF but merely a right to fish. We need to be careful in equating fishing rights with property rights and recognise that property rights don't necessarily equate to human rights.
- Fishing rights do at times restrict access to not only fish but land, shore, sea and other resources as well. Despite a robust human rights policy, fishermen would still prefer ITQ. Reason being, they could identify real cases of people in their communities who had become wealthy out of the ITQ without necessarily noting that their wealth could/was primarily an outcome of abusing the ITQ.
- Pursuit to human rights for SSF can be positive or negative. If focus is only on the share of the fishery, for instance, it narrowly transforms a fisherman into a labourer. In the case of ITQ the element 'Individual' was the most problematic because it took away the sense of a commonly shared resource.

- Food for thought: How it is that concepts like human rights, gender etc. are so very difficult to learn and apply, compared to others? What would be the balance between securing fisheries rights and other concerns such as conservation?

- South Africa was the first country in Africa to adopt ITQ; what factors could explain how this came to fruition? Answer: one of the main factors that made ITQ adoption in South Africa possible is the history of colonization and apartheid, the strategic location of the country and how marine biologists leading the fisheries sector were often trained and aligned with western values and ideologies.

- Participants were encouraged to read widely to understand the intricacies of new concepts being flagged in fisheries such as Blue Growth, Foreign Direct Investment and their implications on tenure systems. They were also cautioned from attending conferences to seek out technical solutions to problems rather than question or criticize the new concepts.

### *Inland small-scale fisheries policy process*

**Presented by guest speaker Prof. Mafa Hara (University of Western Cape)**

Historically, fishing in public dams began in the ages of slavery. Ideally, the dams were established for large-scale irrigation farming by the colonial government and stocked with exotic species. Slaves working on the farms, especially those from Asia, would then be allowed to fish after working hours. The potential contribution of this form of fishery to commerce and subsistence is enormous, considering the huge number and total surface area of public dams in the country. Presently, SSF on the public dam consists of groups fishing indigenous species consisting mainly of citizens of African descent and citizens of white descent as private anglers of exotic species.

Nonetheless, since fisheries' laws have yet to be reformed, they still have colonialist sentiments that cause power differences between the two fisher groups. The first arises out the nature and purpose of provincial boundaries so that a dam sitting at the boundary of two provinces would enable a privileged province to hold private land ownership and exclusive benefits. This was later illustrated by Qurban in a case study of Van der Kloof dam in the Northern Cape province of South Africa. The second conflict arises from the privileged group's perception of indigenous fisheries group as intruder, disorganized, ungovernable and unprofitable. They, therefore, collude with state agencies to restrict indigenous fisheries to certain locations and confiscate gear and vessels. Finally, a third cause of conflict, regards the form of gear control applied in regulating fisheries. For example, regulations discourage fishing nets in favour of hook and line. This deprives indigenous fisheries of their means to livelihoods and subsistence and expression of culture or identity. Secondary effects of this bias is that it creates a criminality.

The talk also highlighted the proposed policy. The principles underlying the new policy are inclusivity, equity, transformational, economic significance, ecosystem approach, precaution, value-chain approach and good governance. Also important in the new policy is its linkage with the social and economic impact assessment agency at the office of the president. This agency not only guards against duplicity or conflict between policies, it also provides some political will from the highest office in the country to support implementation.

The content of the policy outlined the sequence of its development that is as follows: situational analysis, a national inland fisheries policy framework and policy implementation guidelines. As such, it provides several stages for wide consultation and continuous improvement. The principles seek to entrench as much as possible the sense of human rights in defining the resource, its conservation and in changing or adding new forms of land-use that could undermine SSF. All of these notwithstanding, the challenge to realizing a sector-friendly policy boiled down to the organization of the players. It was easy, for instance, to get the views of exotic fisheries because of the associations they had formed allowed them to be accessible and responsive, unlike indigenous species fishers who had no associations, registration or lobby groups.

#### **Discussions following the talk:**

- The challenge with fisheries in dams rose out of the fact that policy-making preceded comprehensive stocks assessments.
- Heavy censorship in the social and environmental impact assessment agency where a regime that is unfriendly to one or all groups of SSF could block the policy-making process. It is also contradictory that consultations involving stakeholders and experts should require additional review.
- Experience with concepts such as ecosystems approach can lead people being suspicious of conservation arrangements, seeing them as nothing less than a plan to exclude SSF.
- Why is it necessary to distinguish between marine and inland fisheries and why is there a need for an inland fisheries policy in the first place?

#### *Inland small-scale fisheries case study: why are South African dams largely unfished?*

##### **Presented by guest lecturer Qurban Rouhani (Rhodes University)**

The answers to this question lie in the fact that fisheries policies still have huge racist undertones. For instance, the law defines SSF as poaching and therefore restricts traditional SSF to catching fish for subsistence but not trade. However, this could be different if the fisherman owns the land. There are also power differences among state agencies that undermine the fair exercise of SSF. The presenter gave the example of DAFF's ability to veto DEA in the implementation of policy,

meaning DAFF could reverse rights even when they were environmentally feasible. Another example demonstrated how persistent racist policies still endured in the new policy. The methodology used to assess or define a fishery as threatened was developed long before the potential contribution of SSF was acknowledged. The presenter reiterated the challenge of political boundaries and land tenure and how they further isolate SSF from the resource, let alone the fish.

The recreational fishery in SA has an annual spending of 19 billion. This sort of fishing industry is worth a huge amount in boat sales, fishing gear, magazines and associated accommodation.

- The inland fishery policy in SA is a step in the right direction
- The policy needs to create an enabling environment for the development of SSF
- SSF and recreational fishery are both legitimate users – however, they don't have equal voices and as such government needs to invest in the development of institutional structures of SSF
- The process in Van der Kloof dam – though it experienced many challenges – has been overall successful. The recreational fishers have been brought into the process, and thus it could serve as a model on how to co-manage inland fisheries.

### ***Afternoon Session***

*Field trip to Ocean View fishing community*

## Day 4, Thursday, January 24<sup>th</sup>

### Morning Session

#### *Examples of case studies from the participants*

**Godfred Ameyaw Asiedu**, Independent Fisheries and Coastal Management Consultant, Ghana  
The fisheries sector in Ghana is dominated by small-scale fisheries which are important for nutrition, food security, employment and income generation. Analysis of national fisheries data shows that fish catches have been declining since the mid-1990s. Government of Ghana proposes the implementation of annual closed fishing seasons as one of the ways of addressing the problem of fish catch declines. This case study analyses potential conflicts between fisheries managers and fishers in Ghana as the first ever closed fishing season is implemented in 2019.

**Beven Fadzai Chinamasa**, Bindura University of Science Education, Zimbabwe  
For the Tonga ethnic group in Binga district, Zimbabwe, the Zambezi river basin is their main source of livelihood. Small-scale fisheries are a pillar of their livelihoods. However, the sustainability of small scale fisheries is affected by exorbitant government levies and lack of access to markets. The levies are paid to the Zimbabwe Parks, Wildlife Authority, local district councils and the Zimbabwe Revenue Authority. As a result it creates blue injustice as more and more people are pushed into poverty since most of local fishers live under a dollar/day. Moreover, the situation exacerbates wicked problems which are rampant within inland fisheries.

**Kafayat Fakoya**, University of Lagos, Nigeria  
The small-scale fisheries of Epe Lagoon are exploited by many fishing communities among which are Ikosi –Agbowo and Ebute Oluwo in Epe township. The fisheries are open-access, communally owned, multi-species and multi-gear in character. Spatial boundaries of the fish resources stretch as far as the fishing grounds but beyond are not defined for each community. At community – level, governance is largely through traditional or customary norms in the absence of a co-management arrangement. Between the State and the community, governance is hierarchical in decision-making but there exist some level of interactions. Fishers are unlicensed, organized into State-registered fishermen cooperatives but show poor adherence to State fishing rules. Environmental changes related to climate, sand mining and dredging, water hyacinth invasion and influx of migrant fishers affect fishing activities while collective action to limit fishing effort is weak and threatens the sustainability of the resources.

**Rachel Gideon**, Community Action for Nature Conservation, Kenya

Kenyan artisanal and small-scale fishers, men and women, are not an exemption. The problem of unsustainable fishing practices is killing their efforts to livelihood. Repeatedly fishers do their fishing in coastal near shore between the shoreline and the reef. Very few of these fishers have the capacity to go beyond 5 nautical miles into deep sea. Their traditional fishing gear is inferior and cannot allow them to venture out further offshore. Furthermore, the fishers are unable to access appropriate fishing equipment's, technologies and skills that would allow them to move out of the near shore fishing grounds. The concentration of fishers and repeated fishing on near shore leads to heavy fishing pressure in causing overfishing and over exploitation of marine resources as well as capturing of juvenile fish.

**Joseph Ginindza**, University of Cape Town & Parliament of South Africa

The West Coast rock lobster fishery is one of the socio-economically important fisheries that has historically supported the livelihoods of small-scale fishers in Ocean View, Cape Town. The fishers do not have fishing rights but have access to fisheries resources through an exemption fishing permit that works like a community-based exemption permit that is allocated a rock lobster quota by the fisheries department. During 2017, the fishers caught and traded with at least 14 tonnes of rock lobster through a contracted marketer. The contribution of the fishery in supporting livelihoods is waning and is threatened by high levels of poaching.

**Amanda Makombe**, Tag A Life International, Zimbabwe

Sustainability is one of the factors that contributes to the cycle of a trade. SSF are part of Zimbabwe's informal trade which contributes 85 % to the country's employment. Small-scale fisheries have been as source of livelihood to most of Norton residents as well as far-off communities. Women are the ones who are the major contributors to post harvest activities such as fish processing, marketing and selling. Climate change has altered the catch with most fisherman getting less than before. What does this mean to the women and families that rely to fisheries for survival? My mother sells fish for a living and she is uncertain with the changes of catch that affecting productivities. Most women involved in the trade a resorting to a day on and off work to give rest the waters. An economy drowning, blended with environmental issues, is definitely like a double edged sword to women who have dedicated their lives to delivering this special protein.

**Malebo Hellen Moepi**, University of the Western Cape, South Africa

Informal Cross Border Trade (ICBT) had always been a means of trading during colonial and post-colonial times, as a result this form of trade has established itself with increasing migration of people (Little, 2007; Ogalo, 2010). Majority of the intra-regional trade is mainly conducted as ICBT (Afrika and Ajumbo 2012). The study aims to understand the nature, status and features of (informal) cross border fish trade between Malawi and South Africa. Furthermore, the study would investigate how regional or bilateral agreements aid, influence or debilitate such trade. In other words, what drives fish trade between the two countries into informality? The study would

contribute and inform discussions pertaining promotion of intra-regional trade in Southern Africa region especially with regards to participation of women traders in the fish trade. The study would contribute to debates pertaining formality and informality of fish trade.

**Ella-Kari Muhl**, University of Cape Town, South Africa

Ella's research takes place in the communities adjacent to the Tsitsikamma National park, which are excluded from access to the area by the zoning of the Marine Protected Area (MPA). Her research focuses on issues of access and exclusion in South African National Parks to indigenous communities. These communities, relocated outside of the national parks under Apartheid, continue to be excluded in post-democratic South Africa. The aptly named 'forgotten people' of the Tsitsikamma area are her research focus. Their exclusion from the oldest MPA in Africa has led to a loss in cultural practices, food security and livelihoods.

**Albert Napier**, Seychelles Apostleship of the Sea, Victoria, Mahe, Seychelles

The case study involves a communities of fishermen from the Roche Caiman District, situated in Central Mahe, the largest island in the Seychelles. The issues began after a man-made island (reclamation land) name Eden Island was leased to rich foreigners from South Africa and other European nationals. The rich people refused the local fishermen who used to sell their catch on the road side and were arrested by the police, confiscated of their catch and spent hours in the police custody. A total of 30 fishermen sold their fish by the road side of the Eden Island. The fishing vessels used are made up of fibre glass with an engine 40 HP and they used hooks and lines and trap to catch their fish. Number of meetings and negotiations were made with Eden Island Management of which it concluded with the following: a) construction of market for fishermen and farmers to sell their products; b) building of ice plants with a storage capacity of 1 ton per day; c) building of a store to store their fishing equipment and gears and d) construction of a small jetty for anchoring of their fishing boat and maintenance and boat repairs.

**Daniel Ngotho**, Kisiwani Conservation Network, Kenya

Small-scale marine fisheries (SSF) represent a vital livelihood for over 10,000 households along the Kenyan coast and a source of about 75% of animal protein. Marine protected areas (MPAs) have been applied for protecting sensitive ecosystems such as seagrass beds and for sustaining SSF. Nonetheless, MPAs generate about USD 1.5million annually in park entry fees and this is transforming them into a governing system for securing a crucial economic resource. Under the blue economy, MPAs will increasingly and narrowly pit these economic benefits against livelihood benefits for SSF. This case study adopts transdisciplinary approaches in analysing how and why growth and modernization could redefine fishing effort in ways that degrade seagrass beds.

### *Reports from group work*

The TD workshop participants gave presentations based on their visit to Ocean View fishing community the previous day. All four groups' case studies presented varied in contents but most

highlighted challenges or issues suffered by small-scale fishers and fishing communities such as social inequalities, exclusion or restricted access to fisheries resources, marginalization to participate in decision-making, poor interaction among stakeholders, particularly the fishers and the government representative(s); and lack of alternative livelihoods. Other cases also underscored the importance of gender dimensions, role of social organizations and cohesion in collective action, problems of migrant fishers and climate change.

The most 'wicked problem' highlighted was that of social injustice experienced in respect of fishing rights. There were two categories of fishing rights holders in the community identified as interim relief and the near shore right holders, respectively. The most deprived were the ninety-interim relief fishing right holders of which three were women. The interim relief holders have held these rights for about thirteen years with no visible plan by the Department of Agriculture, Fisheries and Forestry (DAFF) to provide more permanent fishing rights. This particular category is not only insecure but also non-transferable. Both fishing rights holders cannot access the processing facility for value-addition and the export market, particularly for the highly valued West Coast Rock Lobster popularly called 'crayfish'.

Fishers are perpetually revolving in a cycle of poverty from declining quota on fish catch, which barely covers fishers' needs and situates them as subsistence fishers - fishing only to feed their households and not as livelihoods; indebtedness to marketers/ middlemen for loans, which leaves fishers with virtually nothing after payment, which forces them to poach and sell fish illegally in the 'black market'; drastically reduced fishing time tied to working hours of fisheries compliance officers and denied fishing during weekends and public holidays while other licensed fishing categories are allowed to fish without restriction to time; low literacy rates of fishers which makes it difficult to apply for fishing rights and inhibits capacity building.

The Caretaker, an appointee of the DAFF without inputs of the community, was accused to be unfair and undemocratic in the allocation of the community fishing rights to individuals. In addition, fishers complained of changing climates resulting in less fishing days and changing seasonal distributions of fish, making them fall out of legislated catch seasons. They also complained about the reduction in abundance of anchovy due to increasing demand for fishmeal, leading to changing distribution and abundance in Snoek which predates on anchovy. The cultural heritage of fishing in the community is at a low ebb and gradually dying out with fishers not wanting their children to take up fishing as full-time livelihoods.

Conservation paradigm, frequently expounded by the biologists, is an attribute of colonialism on the continent and in the South African context MPAs tend to be exclusionary tools. On their own, the indigenous people are not oblivious or ignorant of the need to conserve and they have successfully demonstrated this through stewardship of the ecosystem.

Failure of developmental projects to address the needs of fishing communities are often the result of lack of local participation or failure to inculcate the views or perceptions of the communities, which can be solved by ethnographic or anthropological studies. The essence of TD research is to bring innovations and transformations to change things. It provides a systemic perspective on issues by broadening the scale and depth of our thinking as researchers.

The presentation of the fishing community, surrounded by modern buildings, which gives an urban character against the typically busy fishing community, belies the reality of concerned and agitated fishers. *The implementation of the SSF Guidelines: the principle of social development of the fishing community, should be carefully deployed in a way that does not disrupt the social, cultural and economic values of the fishers.*

## Afternoon Session

### *Prof Moenieba Isaacs' feedback on the community*

Moenieba explained what politics, economics, class, race and gender have done historically to South African people and how it situates communities in the present day. She discussed black poverty and how race and economy are linked. It is no longer an apartheid system but the pain is still evident and the divide clear. There is also a prevailing global economic system that is built on a racist system of exclusion that continues to undermine communities that were historically marginalised.

She talked about action based, activist research and how trust is built and how interactions change how people tell their personal narratives over time: first impressions going into the community will change with time and familiarity. One cannot be extractive and as a social scientist it is important to give back to the community and share your knowledge and findings as they shared their time.

The lesson shared was that the current trend in marine and coastal scientific research is not addressing South Africa's needs. Societal needs are complex social-ecological wicked problems that require transdisciplinary and ongoing research to facilitate change that is real.

### *Blue Justice*

Blue Justice is about situating human rights principles within the blue economy. Blue Justice originated in blue growth, which looked at high technology and oceans for profit but immediately excluded SSF who are dependent on the oceans and their health for their livelihoods, community wellbeing and food security. Fisheries management is mostly targeted at large-scale, industrialized fisheries, for instance, focusing on exploitation of fisheries resources for

commercial purposes and trade, with favorable policies and subsidies that provide support for their expansion and development. SSF, however, are bigger in number and in their contribution to the society but receive much less support. The imbalance in fisheries policies and governance creates unfair competition between the sectors, further marginalizing SSF and those who depend on them for their wellbeing. The focus on a 'Blue Economy' in many new initiatives raises questions about whether it will add to this imbalance or help to correct it.

There is also a conservation aspect to Blue Justice; the aspect of government selling off their spaces to relieve blue debt under the conservation narrative (e.g. Seychelles). It was highlighted that we protect the oceans to create no take zones while allowing destructive extractive mining industries, contradicting one another.

SDGs and the SSF Guidelines seem to have different agendas. Human rights need to be considered but when we examine the SDGs it can be observed that the goal 14, Life Above Water, can also be applied to life on the water and in the case of SSF, the goals can filter down into all SSF practices. Therefore, we need to look at Blue Justice in regard to tenure, and when we talk about blue growth and Blue Justice, we are connecting SSF into the picture.

Tenure security and rights, in terms of access and how development and tourism are excluding poor fishers, is part of the dangers of solely focusing on a blue economy and blue growth without considering Blue Justice. Blue Justice is an advocacy tool but also a narrative and a way to incorporate social values, cultural practices for livelihoods, food security and social wellbeing.

The lesson of Ocean View and the governance framework tell us that we need to look at the political ecology lens that challenges the blue economy and frames it as a Blue Justice term.

In conclusion we spoke on:

- 1) Blue Justice messages
- 2) A 2022 agenda message for the 4<sup>th</sup> World Small-Scale Fisheries conference
- 3) The future of TBTI and ICSF and what will be our contribution
- 4) Feedback on the workshop

People stated their opinions on Blue Justice, which was filmed and made into a declaration of what Blue Justice meant to them and how they interpreted it within their own context. This was followed by a discussion on what agendas we hoped for in 2022, at the next World Small-Scale Fisheries Conference. In conclusion, participants provided feedback on how they found the workshop and concluded with a final word to summarise and communicate their experience to the group.



## List of participants



Figure 1. Participants of the workshop. Photo credit: Beven Fadzai Chinamasa.

### *Participants*

<b>Name</b>	<b>Surname</b>	<b>Affiliation</b>
<b>Godfred</b>	Asiedu	Independent, Ghana
<b>Beven Fadzai</b>	Chinamasa	Bindura University of Science Education, Zimbabwe
<b>Robert</b>	Baraka Nicholas	Ministry of Livestock and Fisheries, Tanzania
<b>Kafayat</b>	Fakoya	Lagos State University, Nigeria
<b>Junaid</b>	Francis	World Wildlife Fund, South Africa

<b>Rachel</b>	Gideon	Community Action for Nature Conservation
<b>Joseph</b>	Ginindza	University of the Western Cape & Parliament of South Africa
<b>Upendo Mwaisunga</b>	Hamidu	Ministry of Livestock and Fisheries, Tanzania
<b>Michelle</b>	Joshua	Masifundise Dev't Trust, South Africa
<b>Amanda</b>	Makombe	Tag A Life International, Zimbabwe
<b>Carmen</b>	Mannarino	Masifundise Dev't Trust, South Africa
<b>Mohamed</b>	Megahed	National Institute of Oceanography and Fisheries, Egypt
<b>Ishmael Bobby</b>	Mphangwe Kosamu	University of Malawi - The Polytechnic, Malawi
<b>Malebo Hellen</b>	Moepi	University of the Western Cape
<b>Ella-Kari</b>	Muhl	University of Cape Town, South Africa
<b>Albert Nicolas</b>	Napier	Seychelles Apostleship Of The Sea, Seychelles
<b>Daniel Maina</b>	Ngotho	Kisiwani Conservation Network, Kenya
<b>Alexander Ogechi</b>	Osondu	1) Forward Partners; (2) Asparagus Limited
<b>José</b>	Randrianandrasana	SANSAFA/SADC

### *Facilitators*

<b>Name</b>	<b>Surname</b>	<b>Affiliation</b>
<b>Shehu Latunji</b>	Akintola	Lagos State University, Nigeria
<b>Ratana</b>	Chuenpagdee	University of Newfoundland, Canada
<b>Moenieba</b>	Isaacs	University of Western Cape, South Africa
<b>Svein</b>	Jentoft	UiT The Arctic University of Norway
<b>Aliou</b>	Sall	Mundis maris, Senegal

### *Guest speakers*

<b>Name</b>	<b>Surname</b>	<b>Affiliation</b>
<b>Mafa</b>	Hara	University of Western Cape, South Africa
<b>Naseegh</b>	Jaffer	Masifundise Dev't Trust, South Africa
<b>Qurban</b>	Rouhani	Rhodes University, South Africa

## Acknowledgments

We thank the participants for attending the workshop and we truly appreciate the ideas, perspective, and passion that they brought to the discussions during the workshop.

We sincerely thank the small-scale fishers of Ocean View community for taking the time to meet with us and share the invaluable insights about their small-scale fishery and livelihoods.

We also thank the special guests whose presentations provided valuable contextual information that enabled participants to get a fuller understanding of the current situation in the South African small-scale fisheries.

Lastly, we greatly appreciate the support from the Institute for Poverty, Land and Agrarian Studies without whose help and guidance we would not be able to organize this workshop.



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**RESEARCH**

**POLICY**

**MOBILIZATION**