

# Final Technical Report

## Preparation of a Fisheries Policy for South Sudan

Project ref. N°: EA-1.2-B1a

### South Sudan

### March 2012

A project implemented by:



AFRICA



CARIBBEAN



PACIFIC

# Final Technical Report



Dried fish for sale  
Unity State, South Sudan

This project was implemented by Cardno Emerging Markets (UK) Ltd

Team Composition:

Robert Lindley (Senior Fisheries Policy Specialist)

Paul Namisi (Fisheries Management Specialist)



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## Acknowledgements

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Additionally the Team was much assisted, and most grateful for the work of Fisheries Inspector Juma Frezar, of the DOF, who did much of the leg work with the travel arrangements for the workshop participants; and assisted with purchasing and general logistics.

Mention must also be made of all the other staff of the Ministry of Animal Resources and Fisheries (MARF), particularly the Minister, Hon Dr Martin Elia Lomuro, who was most supportive of the work of the Technical Team and the Under-Secretary of MARF, Dr Makvvei Malual Kanny.

Additionally during field visits outside Juba the Technical Team visited several Fisheries Directorates and interviewed their management and staff. These people gave great insight to the problems and attitudes prevalent in the rural areas of South Sudan and contributed greatly to the TT's understanding of fisheries in the States. To these individuals and the numerous nameless fishermen, fish traders and other stakeholders interviewed during the mission a debt of gratitude remains.

Both John Purvis from ACP Fish II in Brussels and Koane Mindjimba from the Kampala Regional Office managed to visit South Sudan. Mr Purvis participated in one of the consultative workshops and Mr Mindjimba attended the validation workshop. Their efforts to attend were much appreciated and gave great encouragement to the Technical Team.



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### Abbreviations and Acronyms

ACP	African, Caribbean and Pacific Group of States
Boma	A village, the smallest unit of local government
CBO	Community Based Organisation
CES	Central Equatoria State
CFO	Community Fisheries Organisation
COP	Code of Practice
County	Large administrative district in a state.
<i>Dermestes sp</i>	A type of beetle that feeds on, among other things, dried fish. The larvae are more destructive than the adults
DG	Director General
DGIST	Dr John Garang Institute of Science and Technology
DOF	Directorate of Fisheries and Aquaculture Development
EAC	East African Community
EES	Eastern Equatoria State
ESIAs	Environmental and Social Impact Assessments
EU	European Union
FAO	Food and Agriculture Organisation (of the UN)
FP	Fisheries Policy
FTC	Fisheries Training Centre (at Padak)
GMP	Good Management Practice
GOSS	Government of South Sudan (now superseded by RSS)
HACCP	Hazard Analysis and Critical Control Point
HIV and AIDS <i>inter alia</i>	Human immunodeficiency virus and acquired immune deficiency syndrome among others
IT	Information Technology
IUU	Illegal, Unreported and Unregulated [fishing]
KE1	Key Expert 1
KE2	Key Expert 2
RSS MARF	Republic of South Sudan Ministry of Animal Resources and Fisheries (National)
Maws	Fish Stomachs (usually dried)
MCS	Monitoring Control & Surveillance
MSY	Maximum Sustainable Yield
NGO	Non Governmental Organisation
Payam	A subdivision of a county of South Sudan
PLHIV	People Living with HIV and AIDS
QC	Quality Control
RAMSAR site	A protected wetland (From Ramsar in Iran, where the original treaty was signed)
RSS	Republic of South Sudan
SMARF	State Ministry of Animal Resources and Fisheries
SMART	Specific, Measurable, Attainable, Relevant and Time bound
SME	Small and Medium Enterprises
SPCRP	Sudan Productive Capacity Recovery Programme
States	Refers to the 10 States of South Sudan under a federalised system of Government.
Sudd	The Sudd swamps (between Malakal and Bor) are a wetland area with a maximum water surface area in excess of 30 000 km <sup>2</sup> during the rainy season. A RAMSAR site.
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Technical Assistance
TAC	Total Allowable Catch
ToR	Terms of Reference
TT	Technical Team
TVET	Technical and Vocational Education and Training
UN	United Nations
UNFCC	United Nations Framework Convention on Climate Change
UNS	Upper Nile State
US	Under Secretary
WBGS	Western Bahr-el-Ghazal State
WES	Western Equatoria State





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## 1 Background

This report describes the activities of a mission to South Sudan by the Senior Fisheries Policy Specialist (KE1) and the Fisheries Management Specialist (KE2) in two missions, one of two weeks in November and December 2011, and the second of 6 weeks in January and February 2012. The Itinerary is to be found in Annex 4.

The most significant feature of the fisheries of South Sudan is that there is very little accurate data on any aspect of them. A civil war in Sudan between 1985 and 2005 was followed in 2005 by a Comprehensive Peace Agreement and subsequently South Sudan became independent in 2011. Due to the circumstances of these events little development work has been carried out on fisheries and aquaculture, and little statistical data collected. Most figures for production or trade are based on subjective observation or conjecture and cannot be regarded as reliable.

South Sudan has a significant capture fishery in its major rivers and wetlands. This fishery is largely undocumented. The DOF suggests that the catch for the whole of South Sudan is some 30,000 to 40,000 tonnes. Before independence much of this went to Khartoum, leaving 20-30,000 tonnes for the South Sudan, but the trade north has now reduced and this fish now comes to Juba or is dried. Perhaps 2,500 tonnes of fish is imported from Uganda every year, with some other imports from Kenya. This gives a per capita consumption of somewhere between 3 and 3.5 kg.

By using data from comparable wetlands and rivers in East Africa where data is available, it is possible to conclude that the capture fisheries of the South Sudan are almost certainly underexploited. It is impossible to accurately predict the Maximum Sustainable Yield that might be possible from these fisheries, merely that the current estimates of catches are significantly under those that would be expected from such a great area of wetlands, lakes and rivers.

Under the Constitution management of the fishery in the States is delegated to the States whose capacity is low. Controls on fishing effort cover mesh sizes, sizes of twines, the forbidding of explosives and poisons and there is a licensing system. Enforcement is very patchy. Licensing is merely a revenue system for the states.

For all intents and purposes the fishery in South Sudan is an open access one, with no controls on numbers of fishers or entry. Open entry is an undesirable management regime, and always leads eventually to overfishing and the collapse of fish stocks.

Aquaculture has great potential, but currently there is little aquaculture being undertaken in the country. Areas for aquaculture, significant in size, are available, but they have not been accurately mapped out and assessed. Other constraints to aquaculture development include land tenure uncertainty, a lack of hatcheries and a shortage of skills. Technology and skills transfer from neighbouring countries such as Uganda and Kenya is probably the best way to advance the sector in the short term.

A GIZ project, the GIZ Fisheries Production and Marketing Project, Juba, South Sudan has been addressing local marketing of fish and has developed some infrastructure and landing sites in important fish producing areas. This has had significant effects locally where the infrastructure has been installed.

There is no research going on and it is a priority for the sector that an Aquaculture Centre and a Fisheries Research Unit are established so that basic research on Fisheries and Aquaculture can be undertaken to provide information on which to make management decisions.

The South Sudan is gradually signing up to international treaties and protocols. These and other various treaties confer great responsibilities on the Republic of South Sudan, and through it onto the Directorate of Fisheries and Aquaculture Development (DOF), covering, inter alia, fisheries,

aquaculture, trade, HIV/AIDS, the environment, climate change, wetlands management, gender issues, disposal of hazardous wastes, desertification, bio-safety, transfers and introductions of species.

The legislation covering fisheries is very weak. A draft Fisheries Bill was prepared in 2006 and has now been re-edited as the draft Fisheries Bill 2012. The bill is all encompassing on controlling capture fisheries in a very top down manner, is very short on aquaculture and post harvest and does not directly mention either co-management, or the precautionary and ecosystems approaches to fisheries management as overarching principles. It will be necessary to ensure that these shortcomings are fully addressed before the bill is passed.

Whilst there is perceived to be a great potential generally in the sector, the capacity, both human and institutional, of the DOF in RSS MARF and the fisheries administrations at all levels in the States continues to be very weak. Development efforts in the short term will have to concentrate on building capacity and strengthening institutions throughout the sector, in National Government, the States and the private sector.

As there is uncertainty as to resources and fishing activity the DOF will have to apply the FAO Code of Conduct for Responsible Fisheries (CCRF) in which is contained the "Precautionary Approach" to the development of the capture fisheries. Another principle that is important is the application of co-management for managing the fish resources. Aquaculture is also covered by the FAO CCRF, as are Post Harvest Practices and Trade.

The DOF is bound by the transitional constitution to manage the fisheries resources of the country in a participatory and sustainable manner and the RSSMARF itself has declared policies covering the wise use of the fisheries resources of South Sudan.

## 2 Approach to the Assignment

The Technical Team used a multi-sectoral evaluation of the fisheries sector and its current and possible future environment to provide background so as to produce the Fisheries Policy of South Sudan 2012 - 2017. A 2006 Fisheries Policy is in existence and was used as a base to start from though this Policy was never formally approved. This 2006 Fisheries Policy had some deficiencies which have become apparent in the intervening 5 years.

Key characteristics of the fisheries sector were looked at, including the existing policy framework (mostly contained in the 2006 Fisheries Policy) and the overarching documents that would affect the new policy. These included the Transitional Constitution, the Ministry of Animal Resources and Fisheries overarching documents and stated policies on food security, poverty reduction and growth. Many of these are not well developed in the new country of South Sudan. The legal situation in fisheries is particularly critical, since the old laws are very outdated and the new, proposed 2012 Fisheries Bill is fundamentally unsound on some matters.

Fisheries management systems are currently not being implemented. There is no mechanism to do this. There are no management plans and very few local management bodies. This shortcoming was identified early on as critical to long term success in achieving a vibrant sector.

SWOT analysis was used to identify the strengths and weaknesses in the various policy areas under consideration. The SWOT analysis looked at the proposed Policy Areas to be included in the Draft Fisheries Policy document and included Governance, Human Resources and Research (later split into two separate policy areas, Research, and Human Resources), Capture Fisheries, Aquaculture, and Post Harvest. It was not found necessary to expand the results of the SWOT intervention using Force Field analysis. The SWOT analysis can be found in the Inception Report (Annex 2).

This policy intervention logic was then used as the basis for individual consultations with stakeholders, both institutional and in the private sector, and at grassroots level.

One problem identified very early on in the mission is that there is in South Sudan a reticence to read a fat document that consists of many sheets of closely typed text. This type of document would not be read thoroughly by many of the intended audience (including Fisheries Officers in the States) and would not have sufficient impact. For this reason it was agreed with the TT that a tabular format would be used to present the Objectives and Strategies in the policy document, to make this section more accessible to a wider readership. A tabular format was observed in one of the policy documents provided to the TT during December 2011 (a 2011 policy document from Queensland Australia) and this was used as a model format, though of course the contents are very different. At the request of the EU Programme Officer for South Sudan extra columns were added to the Objectives and Strategies table indicating with a  whether a strategy was a priority and whether it would require external inputs for implementation.

Field trips were made by TT members accompanied by one or other of the two ACP Fish II experts outside Juba to Terekeka, Central Equatoria State (later used as the venue of one of the Consultative Workshops), Unity State, Upper Nile State and Lakes State. During these visits the States' administrations were consulted and visits made to markets, fishing villages, and processing centres to meet stakeholders and interview them regarding their problems and possible solutions.

Two consultative workshops were used to garner opinion regarding the problems being encountered in the fisheries sector, and the objectives that the participants and stakeholders felt should be pursued or prioritised in the revision of the Fisheries Policy, from the grassroots level. One of these was in Juba (Attended by the ACP Fish II Fisheries Policy Expert), and the other in Terekeka, Central Equatoria State, outside Juba. Approximately 70 people attended these meetings. The participants were from Government, RSS MARF, SMARFs, and State Administration, fishermen, fish processors, women's groups, local cooperatives and fish traders. The workshops were designed to identify problems and identify objectives to advise the TT as to the expectations of the stakeholders regarding the new Fisheries Policy.

Using the opinions and information from interviews and the field visits a "Zero Draft" Fisheries Policy was produced and circulated within the Technical Team for comments and amendments.

The "Zero Draft" of the Fisheries Policy was amended based on the comments received and a "First Draft" Fisheries Policy 2012-17 was produced. This did not have the implementation tables and the monitoring plan.

A validation workshop was held on the 17<sup>th</sup> February in Juba (attended by 33 participants and the Regional Manager, ACP Fish II), and during this workshop comments and further amendments to the "First Draft" South Sudan Fisheries Policy were made by the participants. These changes were incorporated into the document, which is in the format previously agreed with the DOF in December 2011 (See Inception Report - Annex 2).

The implementation and monitoring tables were completed and on 22<sup>nd</sup> February 2012 the Republic of South Sudan Draft Fisheries Policy 2012-2017 was produced and provided to the Technical Team and other significant decision makers in the Ministry of Animal Resources and Fisheries. This makes up Annex 7 to this Draft Final Report left with the Focal Point on the departure of the ACP Fish II experts in late February 2012.

Throughout the assignment, the policy review team applied the logical framework approach to ensure a structured and comprehensive consideration of all elements of the policy; this included using the Project Cycle guidelines particularly to guide the workshops and stakeholder analyses. (See the Workshop Reports - Annex 5).

## Training

The informal training component in the programme, so as to improve the capacity of the Technical Team was followed up by the TT working with the two experts from this ACP Fish II Project.

A large number of reports and other documentation from around the world covering fisheries policy were provided to the TT, both in hard copy and in electronic format. These were examined early in the mission to see what clues they could give to the preparation of a suitable policy in an acceptable format. From this exercise and with the guidance of the Senior Fisheries Policy Expert a format for the policy was agreed including a columnar Objectives and Strategies section.

A list of documents consulted and the list of policies provided to the TT is attached as Annex 3 to this report. Where electronic copies of the documents consulted exist they have been provided in a Document Library on a CD provided to the TT on departure of the ACP Fish II experts from South Sudan.

At the end of the assignment a 20 question questionnaire on what they had benefited from during the project was circulated to the 3 members of the South Sudan Technical Team and their feedback assessed and was very positive regarding the activities undertaken and the learning process.

## Visibility

Visibility is a requirement of the TORs. For the consultative workshops and the validation workshop visibility was through providing all participants with a white and yellow collars and trim T-shirt with the event, ACP Fish II logo and MARF logo and date and venue printed on it. A picture of a local species of Nile tilapia (*Oreochromis niloticus*) was also included on the back. These were produced by Art Zone, in Gudele, Juba, using a picture of a tilapia and outline designs provided by the Senior Fisheries Policy Specialist.

A one sheet calendar was also produced, of which 300 copies were printed and these were distributed widely, at all 3 workshops, around the Government Ministries visited and during field visits. Artwork was done by the printing company Rak Media, Juba, using photos and art materials and outline plans provided by the Senior Fisheries Policy Specialist.

For the validation workshop much better quality T-shirts were printed in dark blue (thought to be a more striking colour) with white collars and trim, and 4 banners were also produced, two standing vertical and two horizontal. Artwork was done by Rak Media, again using material (photos, outline drafts & text) provided by the Senior Fisheries Policy Specialist.

Photographs of the visibility materials are in the workshop reports (Annex 5) and the Photograph selection (Annex 8).

The first Consultative Workshop was covered by the MARF Extension media staff, who interviewed the facilitators and participants and this coverage later appeared on the television in Juba.

The second Consultative Workshop in Terekeka was covered by the Terekeka Commissioners' media man and this also appeared on the television and radio.

## 3 Comments on Terms of Reference

Comments on the terms of reference were made in the Final Inception Report (Annex 2).

## 4 Organisation and Methodology

### 4.1 Delivery of Terms of Reference

Specific Activity	How delivered through assignment
i. Briefing by the ACP Fish II and the host Fisheries Administration;	Briefed in Kampala by Regional Manager ACP Fish II (on 30 <sup>th</sup> November and 1 <sup>st</sup> December 2011) en route to Juba. Also met EU Programme Officer in Juba during January 2012.
ii. Work with MARF to establish the project Technical Team consisting of three (3) key Technical Officers from the Fisheries Administration;	Team established on first day of the mission in Juba. a. ACP Fish II Focal Point - Sarafino Aloma. Deputy Director of Fish Technology. Ministry of Animal Resources and Fisheries (MARF) Juba b. Undo Adriano. Director General of Fisheries and Aquaculture Development (DOF). Ministry of Animal Resources and Fisheries (MARF) Juba c. Edward Billy Lau. Deputy Director for Engineering and Nursery Development. Ministry of Animal Resources and Fisheries (MARF) Juba Under-Secretary, Deputy Minister and Minister also met at courtesy meetings.
iii. Preparation of a work plan with the Technical Team;	Work plan for first visit prepared by TT prior to arrival and confirmed - see Inception report Annex 2. Work plan for second mission agreed. Plan basically followed except that one Consultative Workshop was delayed for logistical reasons and the Field Visits were changed due to logistical reasons (flight availability).
iv. Collect, review and analyse relevant documents and other information;	Large amounts of documentation provided by the Experts to the TT as part of the training exercise. Other documents obtained from the web and others from visits to relevant bodies and persons in Juba. All electronic documents provided to the TT on departure.
v. Conduct informal consultations and meetings with key stakeholders in Juba;	Undertaken in Juba. List of people met in Annex 4.
vi. Visit main landing sites and hold local consultations to obtain regional/provincial level inputs to the policy process;	Landing sites at Terekeka (Central Equatoria State) and Fish Port Juba visited and dried and fresh markets in Juba at KonyoKonyo, Jebel, Gudele and Custom visited. Field visits to Lakes, Unity, Upper Nile and Central Equatoria States (Terekeka & Gondokoro) done outside Juba, with visits to markets and landing sites (See Photographs Annex 8).
vii. With the Technical Team, organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a 2-day Consultative Workshop with key government and non-government stakeholders (the indicative number of participants is 40);	Two 1 day workshops were planned for Jan 2012. One in Juba for "Government and development partners" and one in Terekeka for the "States and fishing communities". This was thought better than one workshop in Juba as provided for in the TORs, since a larger number of participants could be consulted and a wider selection of occupations covered. Juba Consultative Workshop held on 24 <sup>th</sup> January at the Nile Beach Hotel. Also attended by the ACP Fish II Fisheries Policy Expert Terekeka Workshop held on 31 <sup>st</sup> January in Terekeka, Central



Specific Activity	How delivered through assignment
	<p>Equatoria.</p> <p>70 people attended the two workshops.</p> <p>Both workshops followed a Logical Framework approach with the identification of stakeholders, problem analysis and the development of problem and cause and effect trees.</p> <p>See Workshop Reports Annex 5</p>
viii. Work closely with the Technical Team, and on the basis of Stakeholders' Consultative Workshop, conduct consultations and the analytical document review, and prepare a draft Fisheries Policy;	<p>Zero Draft Fisheries Policy prepared and presented for comments to the Technical Team and other DOF staff on 6<sup>th</sup> February for review and comments.</p> <p>First Draft of the Fisheries Policy finalised 13<sup>th</sup> January and distributed to Validation Workshop Participants.</p>
ix. Prepare a 3-page Guide to the Fisheries Policy to be distributed at the National Validation Workshop;	<p>3 page Guide to Fisheries Policy prepared and distributed widely prior to, and during, the National Validation Workshop.</p>
x. Organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a 1-day National Validation Workshop in Juba (the indicative number of participants is 50), and present the main components of the Fisheries Policy in collaboration with the Technical Team;	<p>Workshop held at the Nile Beach Hotel on 17<sup>th</sup> February. 34 participants.</p> <p>The lower number of participants than anticipated was compensated for by the fact that two consultative workshops had been held during the consultation stage, with correspondingly more people attending.</p> <p>See Workshop Reports Annex 5.</p>
xi. On the basis of inputs received through the National Validation Workshop, revise the draft Fisheries Policy;	<p>Draft of Fisheries Policy revised, comments received from Validation Workshop included etc. Draft Policy available to Technical Team on 22<sup>nd</sup> January.</p>
xii. Present the revised draft Fisheries Policy to the Technical Team and the Fisheries Administration;	<p>Formal presentation of Draft Fisheries Policy, Draft Final Report and all 8 Annexes on 24<sup>th</sup> February 2012. Draft Fisheries Policy is Annex 7 of this report.</p> <p>Photo album (all relevant photos taken by Expeerts) and Document Library also included in presentation (on CD)</p>
xiii. Prepare and submit Final Technical Report	<p>Final Technical Report submitted 30th March 2012</p>

## 4.2 Milestones

(Milestones were given the Cardno Emerging Markets (UK) Ltd proposal)

Milestone	How and when delivered
Successful Briefing of Key Experts in Uganda on Day 1	Completed on time - In Uganda on 30/11/2011 and 01/12/2011 by Regional Manager
Successful briefing in Juba with MARF and formation of the Technical Team beginning of Week 1	Completed on time during first week of mission

Milestone	How and when delivered
Submission of Inception Report by day 10 (end of week 2)	Completed on time (Day 10)
Completion of the Consultative Workshop in Juba for 40	Complete on 24 <sup>th</sup> January and attended by 30 participants. Also attended by Mr John Purvis of ACP Fish II HQ.
Completion of the Consultative Workshop in Terekeka for 30 participants	Completed on 31 <sup>st</sup> January and attended by 39 participants. Report in Annex 5 Workshop Reports.
Production of Guide to Fisheries Policy produced 3 days before National Validation Workshop	Completed on 13 <sup>th</sup> February and widely distributed; including distribution to all participants at the Validation Workshop held on 17 <sup>th</sup> February.
Fisheries Policy Draft Validation Workshop in Juba for 50 participants	Completed on 17 <sup>th</sup> February and attended by 34 participants (Regional Manager ACP Fish II Mr Koane Mindjimba and KE1 & KE2 included). Report in Annex 5 Workshop Reports.
Submission of Draft Final Technical Report by day 39	Received from Cardno 01/03/2012
Submission of the Final Technical Report 14 days after comments received on Draft FTR	Final Technical Report submitted 30th March 2012

### 4.3 Conduct and Details of the Assignment

The mission was being carried out under the EU funded Strengthening Fisheries Management in ACP States project (9 ACP RPR 128) programme implemented by ACP Fish II. The overall objective of the project is to contribute to the sustainable and equitable management of fisheries in the ACP regions and the specific purpose of the assignment is to provide technical assistance (TA) to the Directorate General of Fisheries and Aquaculture Development in Juba, South Sudan, in preparing a Fisheries Policy to guide future development and decision-making in the sector. (The full Terms of Reference (ToR) are given in Annex 1).

The activities carried out in the first input from 28<sup>th</sup> November to 16<sup>th</sup> December 2011 are contained in the Inception report which is to be found in Annex 2. Additionally in this Inception Report broad background is described.

In the second input from 16<sup>th</sup> January 2012 to 24<sup>th</sup> February 2012 the main tasks undertaken by the consultants were

- 1) Making arrangements for and undertaking two consultative workshops (one in Juba and one in Terekeka) and reporting on them
- 2) Meeting and interviewing stakeholders across the whole spectrum of fisheries in South Sudan (institutions, fishermen, Government and State Directorates etc)
- 3) Undertaking field visits to areas of particular interest (Unity State, Lakes State, Upper Nile State and within Central Equatoria State)
- 4) Writing a 3 page "Guide to Fisheries Policy" for South Sudan
- 5) Writing a draft Fisheries Policy for South Sudan



- 6) Undertaking a validation workshop in Juba to make recommendations on the draft fisheries policy, and incorporating the comments and recommendations into the Draft Final Fisheries Policy
- 7) Writing the Draft Final Report with annexures, one of which is the Draft Fisheries Policy 2012-2017

The two ACP Fish II project experts, Senior Fisheries Policy Specialist Mr Robert Lindley and the Fisheries Management Specialist Mr Paul Namisi, arrived in Juba on the 4<sup>th</sup> December 2011. This was for a period of two weeks prior to Christmas. They immediately began consultations with the Technical Team and Focal Point (a member of the Technical Team) for the arrangements for the rest of the mission. One field trip, to Terekeka was made during this period. The activities undertaken during this period are given in the Inception Report attached here as Annex 2.

Both experts left Juba on 16<sup>th</sup> December 2011.

On 16<sup>th</sup> January 2012 both experts returned to South Sudan and immediately restarted activities to consult with stakeholders and obtain as much background information as possible.

They then facilitated, with the Technical Team, a consultative workshop in Juba (attended by the Fisheries Policy Expert from ACP Fish II CU) on 24<sup>th</sup> January and another Consultative workshop one week later on 31<sup>st</sup> January in Terekeka. (see Workshop Reports Annex 5). This was followed by a Validation Workshop in Juba on the 17<sup>th</sup> February 2012 at which the Regional Manager, ACP Fish II was present.

Field trips to Unity, Upper Nile, Lakes and Central Equatoria states were undertaken during the mission.

The Fisheries Management Specialist left South Sudan on 22<sup>nd</sup> February and the Senior Fisheries Policy Specialist left South Sudan on 24<sup>th</sup> February 2012. A CD containing the Draft Final report and 8 Annexes was left with the Technician Team.

## 5 Conclusions and Recommendations

The project has achieved its primary objective of producing a draft Fisheries Policy 2012-2017 for South Sudan. This was produced after extensive consultations including two consultative workshops and was reviewed and validated at a validation workshop in February 2012.

The capacity of the DOF and State MARFs & administrations is very low, and there are staff shortages and an evident lack of skills. Staff numbers are too low at DOF and in the States SMARFs to implement a comprehensive policy of rapid development in Fisheries and Aquaculture, and put simply, the skills are lacking, both in National and States Administrations and in the private sector.

Some other structural shortcomings are also evident, notably that Research, Training and Extension are in a separate Directorate of the RSS MARF, and Planning also. The cooperation between the various Directorates at MARF is not as good as it could be and improvement is essential, otherwise it will be difficult to get activities moving.

With no research unit for capture fisheries nor any type of aquaculture centre for training and research formidable barriers to success in the future remain. Even the single fisheries training centre in Padak is planned to be removed completely from MARF and given to the Dr John Garang Institute for Science and Technology in the Ministry of Education, Science and Technology.

These constraints will affect the way that the Fisheries Policy 2012-2017 is implemented, with the emphasis on capacity building and institutional strengthening in the short to medium term, though the development of skills in the sector is still much a problem area.

Assistance can and must be sought through technical cooperation from development partners to help drive the policy forward under such circumstances.

The methodology to undertake the project, based mainly on the Logical Framework approach and the Project Cycle, plus other analyses and tools such as SWOT and problem and objective analysis at workshops, proved to be suitable to the task of developing the Fisheries Policy.

The use of consultative workshops to gain grassroots opinion on problems and possible objectives to be included in the policy was immensely useful. The validation workshop was instrumental in ensuring that the policy was relevant to the immediate and urgent needs of the sector.

A Technical Team was formed and worked hard to assist with the mission. This made the work much simpler than if a formal Technical Team had not been created. The fact that the Technical Team were also interested in the project, and pursued the objectives of the mission, ensured its success and a positive outcome.

The visits of the ACP Fish II Fisheries Policy Expert and the Regional Manager were also of great utility, both for providing advice to the team on the ground, and to boost somewhat flagging enthusiasm. Their visibility at the two meetings they attended also served to enhance the profile of the ACP Fish II, and of the Fisheries Strategy project.

Visibility efforts were greatly appreciated. T-shirts, though a somewhat hackneyed medium are very popular and very visible. Similarly calendars covering a full year are guaranteed to be displayed in offices and public areas all over the country, since each participant at the workshops received at least two. The banners, although only referring to one day, the validation workshop, remain decorating the MARF and will probably do so for many years. The project was fortunate to find a media company with a resident professional designer who could turn concepts into reality at relatively little cost.

There is one recommendation derived from the preparation of this report, which though contained as a priority strategy in the Draft Fisheries Policy 2012-2017 needs reinforcing.

**RECOMMENDATION:** It is recommended that the RSS MARF draft a completely new fisheries act and new regulations to support objectives and strategies contained in the South Sudan Draft Fisheries Policy 2012-2017.

## Annex 1. Terms of Reference

### ACP FISH II – STRENGTHENING FISHERIES MANAGEMENT IN ACP COUNTRIES 9 ACP RPR 128 ACCOUNTING No. RPR/006/07 – EDF IX

#### TERMS OF REFERENCE FOR PREPARATION OF A FISHERIES POLICY FOR SOUTHERN SUDAN REFERENCE: EA-1.2-B1A

<b>1. BACKGROUND INFORMATION .....</b>	<b>3</b>
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# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 1-2**

## 1 Background Information

### 1.1 Beneficiary country

The direct beneficiary country for the implementation of this assignment is **Southern Sudan**.

### 1.2 Contracting Authority

#### ACP FISH II Coordination Unit

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### 1.3 Relevant country background

**Southern Sudan** is the newest country on the African continent and will be formally founded on the 9<sup>th</sup> of July 2011. As such, it is very difficult to include any details of the state of the nation, as most of the figures will relate to the entire Sudan and cannot readily be disaggregated to the south only. Covering a total area of over 2.5 km<sup>2</sup>, Sudan as a whole is the largest country in Africa with 26 states, including 16 states in the north and 10 states in the south. According to available statistics, its current population is estimated at about 41.35 millions.

Despite the absence of some data, it is clear that the Southern Sudan has high levels of poverty. Key indicators for health and education are some of the lowest in the world, and infrastructure in many places is completely absent and needs to be developed from a very low starting point. Low levels of income, purchasing power, employment and the recent long-running civil war have constrained any economic activity in Southern Sudan. If the country is to develop, all resources must be harnessed to a set of agreed national goals.

As a pre-requirement for growth, the civil war came to a close with the signing in January 2005 of the Comprehensive Peace Agreement (CPA) between the Government of Sudan (GoS) and the Sudan People's Liberation Movement/Army (SPLM/A), ushering new opportunities for the country to utilise its great natural wealth for social and economic development. The CPA, together with the Eastern Sudan Peace Agreement (ESPA), led to a cessation of long-running hostilities and guided the formation of the Government of National Unity (GoNU) and the Government of Southern Sudan (GoSS). The country's abundant resources and its recent political turmoil make it of paramount importance that all these resources are utilised in a sustainable and equitable manner to generate income and national wealth. Due to its strategic location, development and growth in Sudan will undoubtedly be felt not only within its borders but throughout the Horn of Africa and the Eastern Africa region as a whole.

### 1.4 Current state of affairs in the relevant sector

The main institutions responsible for fisheries management and development in the country include the Directorate General of Fisheries and Aquaculture Development within the Ministry of Animal Resources and Fisheries (MARF), State Fisheries Departments, and the Fisheries Research Centre (FRC). The civil strife and upheaval, which the country underwent for many years have not only adversely impacted on people's lives and livelihoods, but also crippled government plans for the equitable and sustainable utilisation of its natural resources, as well as social and economic development. Like other social and economic sectors, fisheries have been racked as a result. In fact, the Fisheries Administration has not been able to discharge its mandatory obligations with regard to planning, policy formulation, training and overall supervision of the sector. The end of conflict and the

restoration of peace, by creating an enabling policy and institutional environment have paved the way for the design and implementation of effective fisheries policies and management plans.

A number of management measures have so far been applied to the main fisheries with limited results. These encompass the following:

- Technical measures (e.g., regulation of access through licensing scheme, mesh regulation, banning of destructive fishing practices, increase of fishers' capacity through training, extension and other technical services, closed areas and closed seasons);
- Input control (through vessel and fishing gear registry and import control);
- Output control (through total allowable catch, TAC specification for foreign vessels); and
- Economic incentives to the private sector.

As a new country, the information on the fisheries of Southern Sudan is partially available. However, the country is endowed with considerable inland fisheries resources, centred on the River Nile, its tributaries and several lakes (No, Bayak, Muni, Jor, Shambe, Jeleri). In addition, there is the Sudd area, covering an area of about 100,000 km<sup>2</sup>. A variety of fish species are found here, harbouring no less than 100 species, of which 60 are said to be of commercial importance.

Estimates of the potential production in Sudan have been made and they range from 75,000 tons per year to over 300,000 tons per year. The FAO reports that, in 2006, the total fish catch for all of Sudan (for both the south and the north) reached an estimated 64,550 tons, broken down as follows by subsector: 57,000 tons (accounting for 88.3% of the total) originating from inland waters; 2,000 tons (3.1%) from aquaculture; and 5,550 tons (8.6%) from the Red Sea. When it is considered that most of the inland fish production originates from what is soon-to-become Southern Sudan, the importance of the resources can be seen. Overall, total landings are well below the potential, while certain resources are either virtually untapped or occasionally fished and others are already fully exploited.

Rough estimates suggest that the sector employs directly almost 13,000 people in a country wherein alternatives to making a living are desperately few, and as many as 50,000 additional folk in the secondary sector (FAO). As a country recently having emerged from a civil war and where significant areas are still lawless, the accuracy of these figures can be questioned but there is little doubt that fisheries play an important role in terms of food and livelihood security, employment and income generation for large proportions of the population. This role could further be enhanced provided the resources are being exploited on a sustained and equitable basis.

Despite its potential, the contribution of the sector to the country's GDP however remains marginal, being only 0.4% in 1999 (the latest yearly available figure from the FAO for the entire Sudan). Major constraints to the full realisation of this potential include:

- Political instability due to recurrent civil conflicts in the south;
- Weak institutional capacities in terms of manpower and coordination;
- Insufficient infrastructural facilities, especially in the areas of monitoring, control and surveillance (MCS) and enforcement of activities;
- Weak policy framework and fisheries legislation;
- Inadequate information on fishery resources especially for the newly administered country of southern Sudan as any previous national surveys or studies included or focused on the Red Sea (marine) fisheries;
- Poor organisation of the artisan craftsmen and their low socio-economic profile and fishing capacity with the use of rudimentary fishing gear and techniques;
- Lack of attention to the development of rainwater bodies within the savannah belt in the western, central and eastern regions;
- Low development of aquaculture in spite of its potential;
- Relatively high fish post-harvest losses resulting from improper handling throughout the distribution channel and very limited access to markets due to poor road infrastructure.

Thus, there is an urgent need to agree viable fisheries policy and management that are consistent with Government's sector strategies. The MARF prepared a draft Fisheries Policy for Southern Sudan to that effect in 2006, but before the document was passed by the Competent Authorities (CAs) a number of gaps were identified and it was clear that some resource areas had not been covered sufficiently, so the document remains unapproved. For instance, the policy was virtually silent on the involvement of the private sector in fisheries management and did not adequately cover fisheries co-management as the principal tool for inland fisheries management. Such shortcomings need to be addressed before a national policy can be agreed.

### 1.5 Related programmes and other donor activities

Despite its geographical size and importance within the EA Region, support for development and especially fishery resources management in Sudan has been quite limited. Major projects underway are reviewed below.

The **Livestock and Fisheries Development Project (LFDP)** – The overall objective of this five-year project (2006–2010) is to assist in the recovery of rural livelihoods based on livestock and fisheries. Specifically, the project aims to build a policy framework and to harmonise management and capacities across the two sectors. This aim is consistent with Government's sector development strategy to transform related activities from subsistence to commercial enterprises through institutional capacity building. Implemented by the MARF, the project consists of four components, two of which deal with fisheries as follows:

- i. *Institutional development and capacity building*, by improving the capacity of MARF to formulate policies, design appropriate legal instruments and set priorities, as well as its capacity for sustainable management of natural resources.
- ii. *Development of fish production and marketing*, by putting in place an effective service delivery system for the development of fishery resources, reducing post-harvest losses, improving access to markets, and building the capacity of field agents.

The project covers five southern states (namely, Upper Nile, Unity, Jonglei, East and Central Equatoria) and Marial Lou training centre. Jointly financed by the GoSS and the Multi-Donor Trust Fund (MDTF) grant, its total cost amounts to US\$ 42 million.

The **Sudan Productive Capacity Recovery Programme (SPCRP)** – Financed by the European Commission (EC), the SPCR is a four-year national programme with the overall objective of strengthening the capacities of state government administrations and non-state actors operating in the agriculture sector. Specifically, the programme, through Model Projects (MPs), aims to improve productivity and incomes, as well as to sustain food security through activities in agriculture, horticulture, livestock and fisheries projects. It is composed of two separate sub-programmes, one for Northern Sudan and another for Southern Sudan. Programme activities in the south are implemented in five states, namely Western Equatoria, Lakes, Western Bahr el Ghazal, Northern Bahr el Ghazal, and Warrap.

The **Southern Sudan Private Sector Development Project (SSPSDP)** – The overall objective of this project, which became effective in May 2007, is to develop an enabling environment for private sector growth and to sustainably increase formal employment in Southern Sudan. Specifically, it aims to support the establishment of a policy and legal framework for private investment and trade, increase access to microfinance through creation of viable microfinance institutions, help identify and support key high value-added industries in the region, and support the establishment of a food wholesale market in Juba. To achieve these objectives, the project focuses on policy issues, financing, capacity building, and factor markets. Its total cost over its five-year lifecycle is estimated at US\$ 11.06 million from two funding bodies, namely GoSS Ministry of Commerce and Industry, and MDTF. A number of operators have already established themselves as entrepreneurs thanks to these funds.



## 2 Objective, Purpose and Expected Results

### 2.1 Overall objective

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

### 2.2 Purpose

The purpose of this assignment is to provide technical assistance (TA) to the Directorate General of Fisheries and Aquaculture Development in Juba, Southern Sudan, in preparing a Fisheries Policy to guide future development and decision-making in the sector.

### 2.3 Results to be achieved by the Consultant

A fisheries policy for South Sudan is prepared in a participatory manner and in line with international best practice.

## 3 Assumptions & Risks

### 3.1 Assumptions underlying the project intervention

An important assumption underlying project intervention is that the beneficiary country and stakeholders are well aware of this intervention and prepared to allocate official hours to its implementation. Now, the need for this intervention was clearly identified in the Regional Needs Assessment Workshop (RNAW) with Fisheries Administrations and representatives from Regional Fisheries Bodies (RFBs) carried out in December 2009. The relevance of this need for Sudan has been confirmed in all subsequent meetings and discussions between the Regional Facilitation Unit (RFU) Manager and the national ACP Fish II Focal Points. The triangulation of ToR appropriateness with the Fisheries Administration and international partners further reaffirmed stakeholder need for the intervention.

The ACP Fish II, through this intervention, sets out to respond to this felt need. Since it is a demand-driven programme, it is assumed that counterpart institutions will take all the necessary measures to ensure their fulfilment of obligations and responsibilities as set forth under this project. Failure to meet that requirement is likely to end up in the project not achieving the desired results. The risk associated with implementation is thus low.

It further assumed that the security situation in the country will remain acceptable.

The lack of available information on fisheries in Sudan (both Red Sea under administration from Khartoum and the inland fisheries largely under the jurisdiction of southern Sudan) is well known. Information on fisheries in the entire Sudan is very poor as a result of a range of conditions such as limited qualified personnel, limited infrastructure for monitoring and research, insufficient allocation of resources and also, in common with many inland fisheries in Africa, the simple nature of the fisheries being very difficult to measure and quantify based on a large number of dispersed fishing units. Whilst "grey" literature and project documents are now increasingly available there is no evidence of any formal survey covering the critical fisheries of the southern regions, the Sudd. The fisheries production estimates that do exist are largely based on assumed production levels and combined water surface areas. The lack of fisheries information is assumed and the project has been formulated in such a way that the policy will be prepared using the best available information and incorporating the precautionary principle in line with the Code of Conduct for Responsible Fisheries (CCRF). FAO Country Fisheries Report confirms hti slack of formal fisheries data sources.



### 3.2 Risks

The main risk factor relating to the political will of the Fisheries Administration needs to be adequately addressed to ensure the successful implementation of this intervention. In this respect, the Fisheries Administration should be committed to working with the Consultant to fulfil the purpose of this intervention that is, **preparing a Fisheries Policy to guide future development and decision-making in the sector**, and to accept the necessary changes in tasks or responsibilities which may be brought about. The participatory planning approach adopted in the development of this intervention will continue through implementation to ensure that risks of overlap and lack of coordination with other government or donors' initiatives are minimised.

The security situation in southern Sudan and especially in the disputed border area, continues to be a threat to implementation of projects in the countries. There are also isolated incidents of general insecurity in other parts of the region. The fisheries administrations and project management are aware of these risks and in project scheduling and detailed activity planning will ensure that all possible measures are taken to reduce the risks of any instabilities (outside the control of the project) negatively impacting on the project. Approved local advice will always be followed during implementation phases. In an attempt to broaden the possible response to insecurity the implementation time frame for the project will be increased.

## 4 Scope of the Work

### 4.1 General

#### 4.1.1 Project description

The newly created country of Southern Sudan needs to sustainably exploit and manage all of its natural resources in the coming years. One of the sectors which appears to hold considerable potential to facilitate economic growth through production, value added and trade is the fisheries sector. To enable fisheries to play a full role in the future development of the country, stakeholders need to be guided by a clear statement of the national policies towards fisheries management in this young country. Best international practice will be followed both in the policy development process and also in the scope, content and format of the Policy Document itself.

The successful completion of this assignment will lead to the **preparation of a Fisheries Policy for Southern Sudan**. The Policy will be prepared in a participatory fashion following international best practice in both the policy development process and the scope and content of the document. Inputs by key stakeholder groups will be critical to the success of the project and the long term implementation of the policy provisions and if done successfully, the direct and indirect beneficiaries will be substantial. The main vehicles for these inputs will be the **Stakeholders' Consultative Workshop** and also the **National Validation Workshop** in addition to **Informal Consultations**.

**Activities will be focused in Juba but there will be travel to important fishing areas as necessary.** The *Technical Team* established for the project will play a crucial role in project implementation and will be expected to guide the **Fisheries Policy document** through formal acceptance stages required as part of the policy making process in this fledgling country.

The implementation of the assignment will be through two KEs: a **Senior Fisheries Policy Specialist (Team Leader)** will be supported by a **Fisheries Management Specialist**.

As the newest country on the continent, work in Southern Sudan is expected to be restricted through a lack of data and information on the fisheries and the *Technical Team* will have a very crucial role to play in obtaining the best possible information for management. The Technical Team to support implementation will be created under the guidance of the Director of the Fisheries Directorate and will be composed of staff necessary for the formulation, approval and implementation of the fisheries policy document. The exact composition and functions of the TT will be agreed at the initial start-up briefing and will be devised to ensure the best possible project results. The TT will be the interface

between (potentially) an international team, of experts and the southern Sudan and a critical role will be the identification of exiting information, the formulation of sectoral concerns, the identification and consultations with stakeholders etc., The *Technical Team* will also be responsible for approval and implementation of the **Fisheries Policy**, once the contract has been completed.

Although there are **no formal training activities** as part of this assignment, the *Key Expert (KE) Team* will be expected to use all opportunities whilst working with stakeholders, especially the *Technical Team*, to **provide informal training to key officers and partners**. The capacity of counterparts in policy development and implementation will increase as a result of this intervention.

#### **4.1.2 Geographic area to be covered**

The country covered by this contract will be **Southern Sudan**.

#### **4.1.3 Target groups**

In the development of the Fisheries Policy the direct target group will be the officers in the Directorate General of Fisheries and Aquaculture Development responsible for the provision of policy guidance. Indirect beneficiaries of the assignment will be fisheries stakeholders across the country including fishery dependent households, small scale processors and traders, artisans involved in boat and net making and repair, extension agents and State and Federal officers involved in the management and development of fisheries and other natural resources.

### **4.2 Specific activities**

#### **4.2.1 Specific activities**

The Consultant will complete the following tasks as part of this assignment. This assignment might be completed in two phases depending on the Consultant's proposal and methodology:

- i. Briefing by the ACP Fish II and the host Fisheries Administration (MARF) ;
- ii. Work with the MARF to establish the project *Technical Team* consisting of three (3) key Technical Officers from the Fisheries Administration;
- iii. Preparation of a work plan with the technical team
- iv. Collect, review and analyse relevant documents and other information;
- v. Conduct informal consultations and meetings with key stakeholder groups in Juba;
- vi. Visit main fishing sites and hold local consultations to obtain regional/provincial level inputs to the policy process;
- vii. With the *Technical Team*, organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a **2-day Consultative Workshop** with key government and non-government stakeholders (**the indicative number of participants is 40**);
- viii. Work closely with the *Technical Team*, and on the basis of Stakeholders' Consultative Workshop, conduct consultations and the analytical document review, and prepare a draft Fisheries Policy;
- ix. Prepare a 3-page *Guide to the Fisheries Policy* to be distributed at the National Validation Workshop;
- x. Organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a **1-day National Validation Workshop** in Juba (**the indicative number of participants is 50**), and present the main components of the Fisheries Policy in collaboration with the *Technical Team*;
- xi. On the basis of inputs received through the National Validation Workshop, revise the draft Fisheries Policy;
- xii. Present the revised draft Fisheries Policy to the *Technical Team* and the Fisheries Administration;
- xiii. Prepare and submit Final Technical Report

### **Communication and project visibility**

- a) ACP FISH II projects should follow the EU requirements and guidelines for communication and visibility available on the Programme website at <http://acpfish2-eu.org/index.php?page=templates&hl=en>. The CU will provide ACP FISH II templates for various communication products.
- b) Given the important communication potential of the National Validation Workshop for disseminating the results and activities of the Project and ACP Fish II Programme, the following activities will be requested:
  - The Consultant will provide necessary information in the 3-page *Guide* (see above) on the project objectives, results, activities undertaken and follow-up plans from the Fisheries Administration.
  - The target Fisheries Administration will receive the *Guide* at least 3 days before the National Validation Workshop, through their Government communication/press bodies or officials, in order to mobilise local media and to assure full coverage of the event. Financial support to media coverage is included in the "Incidental Expenditure". Receipt(s) of the incurred cost for media coverage will be required to verify the costs incurred.
- c) The consultant will provide photographic record of the workshop activities

### **4.2.3 Technical reporting**

Apart from those mentioned in Section 7.1 below, the Consultant is required to produce the following reports in English:

- i. An Inception Report (IR) no later than 10 days after the first Expert arriving in the place of posting for the first time. This report of a maximum of 10 pages in length will be submitted to the Fisheries Administrations, RFU and CU. Comments, if any, on the IR must be provided by the fisheries administrations, RFU and CU within 5 days from receipt.
- ii. A draft FTR will be submitted within one week of the experts leaving the country on conclusion of the assignment. Comments on the draft FTR, if any, must be provided by the RFU, CU and the Fisheries Administrations within 14 days. The Final Technical Report (FTR), taking into account such changes and comments will be submitted no later than 10 days from receiving comments on the draft FTR. If no comments on the report are given within the time limit of 14 days, the draft FTR shall be considered as the FTR.

The formats of technical reports are available on the ACP FISH II web site at <http://acpfish2-eu.org/index.php?page=templates&hl=en>. All technical reports must follow the requested templates.

## **4.3 Project management**

### **4.3.1 Responsible body**

The Coordination Unit (CU) of the ACP Fish II Programme, based in Brussels, on behalf of the ACP Secretariat is responsible for managing the implementation of this assignment.

### **4.3.2 Management structure**

The ACP Fish II Programme is implemented through the CU in Brussels and six Regional Facilitation Units (RFUs) across the ACP countries. The RFU in Kampala, Uganda, covering ACP Member countries in Eastern Africa, will closely supervise the implementation of this intervention and equally monitor its execution pursuant to these Terms of Reference. For the purposes of this assignment, the ACP Fish II Programme Coordinator will act as the Project Manager.

All contractual communications including requests for contract modifications or changes to the Terms of Reference during the execution period of the contract must be addressed with a formal request to the CU and copied to the RFU. Beneficiaries' support for these changes is required.

#### **4.3.3 Facilities to be provided by the Contracting Authority and/or other parties**

Not applicable.

## **5 Logistics and Timing**

### **5.1 Location**

The normal place of posting will be Juba, Southern Sudan. The principal place of working for the consultant will be the offices of the **Fisheries Administration** in Juba. Missions and field visits will be carried out as agreed with the Fisheries Administration in the work plan.

### **5.2 Commencement date & Period of implementation**

The intended commencement date is **12<sup>th</sup> September 2011** and the period of implementation of field activities will be ten (10) months from the date of signature of the contract. Please refer to Articles 4 and 5 of the *Special Conditions* for the actual commencement date and period of implementation.

## **6 Requirements**

### **6.1 Personnel**

#### **6.1.1 Key Experts**

All experts who have a crucial role in implementing this assignment are referred to as Key Experts. Their profiles are described as follows:

#### **Key Expert 1: Senior Fisheries Policy Specialist and Team Leader**

##### *Qualifications and skills*

- A post-graduate university degree, or equivalent, in fisheries policy, management, biology, economics, marine science or a field directly related to the assignment;
- High level of proficiency in spoken and written English;
- Proven team leading skills.

##### *General professional experience*

- Minimum of 10 years experience in fisheries policy and management with particular expertise in fisheries policy development;
- Proven report-writing, communication and project management skills;

##### *Specific professional experience*

- Specific experience in drafting fisheries policy documents (minimum 3 assignments);
- Relevant experience in inland fisheries management and governance;
- Related experience in the region is required and specific experience in the former Sudan will be considered an advantage;
- Experience in carrying out consultancy assignments for the EU or other equivalent international development partners (minimum of 3 assignments).

The indicative number of missions outside the normal place of posting requiring overnights for this expert is 5.

There will be in-country field visits outside the normal place of posting not requiring overnights for this expert.

### Key expert 2: Fisheries Management Specialist

#### *Qualifications and skills*

- University degree or equivalent in a relevant discipline (for example, marine biology, fisheries management, governance, economics, natural resource management, training, extension);
- The expert should have a high level of proficiency in spoken and written English.

#### *General professional experience*

- Minimum 7 years of experience of fisheries management and/or governance, especially in innovative approaches such as co-management with particular expertise in inland fisheries;
- Project management and facilitation skills.

#### *Specific professional experience*

- Specific experience in inland fisheries management (minimum 2 assignments);
- Related experience in the region is required and specific experience in the former Sudan will be considered an advantage.

The indicative number of missions outside the normal place of posting requiring overnights for this expert is 5.

There will be in-country field visits outside the normal place of posting not requiring overnights for this expert.

### Indicative number of working days by expert and task

No.	Indicative Task	Working Days	
		Key Expert 1	Key Expert 2
1	Briefing with ACP Fish II and Fisheries Administration	2	1
2	Document review and preparatory work	6	6
3	Informal consultations and meetings	8	8
4	Organisation/facilitation of Stakeholders' Consultative Workshop	5	4
5	Preparation of draft Fisheries Policy	11	8
6	Organisation/facilitation National Validation Workshop	5	6
7	Review of draft Fisheries Policy	6	5
8	Report preparation	2	2
	<b>Total</b>	<b>45</b>	<b>40</b>

#### **Additional information**

- Key Experts are expected to spend at least 70 % of the total indicative number of working days in the country;
- Note that civil servants and other staff of the public administration of the beneficiary country cannot be recruited as experts, unless prior written approval has been obtained from the European Commission;

- c) The Consultant must complete a timesheet using the ACP Fish II template provided by the CU at the start of the implementation period. The Consultant is entitled to work a maximum of 6 days per week. Mobilisation and demobilisation days will not be considered as working days. Only in case of travel for mobilisation longer than 24 hours, the additional days spent for mobilisation will be considered as working days.

### **6.1.2 Other experts**

No other experts will be recruited under this assignment.

### **6.1.3 Support staff and backstopping**

Backstopping costs are considered to be included in the fee rates of the experts.

## **6.2 Office accommodation**

The costs of the office accommodation are to be covered by the fee rates of the experts.

## **6.3 Facilities to be provided by the Consultant**

The Consultant shall ensure that experts are adequately supported and equipped. In particular it shall ensure that there is sufficient administrative, secretarial and interpreting provision to enable experts to concentrate on their primary responsibilities. It must also transfer funds as necessary to support its activities under the assignment and to ensure that its employees are paid regularly and in a timely fashion.

If the Consultant is a consortium, the arrangements should allow for the maximum flexibility in project implementation. Arrangements offering each consortium member a fixed percentage of the work to be undertaken under the contract should be avoided.

## **6.4 Equipment**

**No** equipment is to be purchased on behalf of the Contracting Authority or beneficiary country as part of this service contract or transferred to the Contracting Authority or beneficiary country at the end of the contract. Any equipment related to this contract which is to be acquired by the beneficiary country must be purchased by means of a separate supply tender procedure.

## **6.5 Incidental expenditure**

The Provision for incidental expenditure covers the ancillary and exceptional eligible expenditure incurred under this contract. It cannot be used for costs which should be covered by the Consultant as part of its fee rates, as specified above. Its use is governed by the provisions in the *General Conditions* and the notes in Annex V of the contract. It covers:

- a) KEY EXPERTS
- Travel costs and subsistence allowances for missions, outside the normal place of posting and requiring overnights, to be undertaken as part of this contract.
  - Travel costs for field visits for the Key Experts (car or boat rental, fuel and domestic flights or other appropriate means of transport).
- b) WORKSHOP/TRAINING/CONSULTATIONS ORGANISATION
- The cost of organisation of the Stakeholders' Consultative Workshop and National Validation Workshop including cost for venue, communication and media activities, transport (domestic travel or car or boat rental to/from), accommodation, meals for all participants requiring an overnight stay. For all participants not requiring an overnight stay, the cost for daily



transport allowance and lunch will be paid on the basis of actual costs. All costs for accommodation and meals must not exceed the EU per diem rate for the country.

- The cost of venue (if needed) and lunch for consultations of less than one day with locally-based participants.

c) FUNDING OF NATIONAL ADMINISTRATION OFFICERS ACCOMPANYING KEY EXPERTS ON MISSIONS

**Exceptionally**, the cost of flights, accommodation and meals for the representatives of fisheries administrations who may accompany the Key Experts on regional or national missions under the following conditions:

- i) Request of a prior approval to the CU, **attaching to this request the declaration issued by local fisheries administrations stating that the cost of this extra activity for their officers cannot be covered given the internal budget restrictions. The Fisheries Administration should acknowledge, despite this, the need of the attendance of its officer for effective project implementation.**
- ii) The total cost for accommodation and meals based on actual cost (invoices to be provided) cannot exceed the EU per diem rate for the country.
- iii) If private or administration's means of transport are used by the representatives of Fisheries Administration accompanying the Key Experts on national missions, fuel cost will be reimbursed upon receipt of the officer's reimbursement request based on distance travelled and local price for fuel per unit.

d) TRANSLATION

- None.

e) OTHER

- The cost of producing communication items, printing charts, maps and other technical documents outside normal editing formats to be used in Consultations and Workshops.
- The cost of producing up to three extra copies of the Final Technical Report, to be presented to the Beneficiary Fisheries Administration upon formal request from local authorities.

The Provision for incidental expenditure for this contract is **EUR 50,510**. This amount must be included without modification in the Budget breakdown.

## 6.6 Expenditure verification

The Provision for expenditure verification relates to the fees of the auditor who has been charged with the expenditure verification of this contract in order to proceed with the payment of further pre-financing instalments if any and/or interim payments if any.

The Provision for expenditure verification for this contract is **EUR 1,500**. This amount must be included without modification in the Budget breakdown.

## 7 Reports

### 7.1 Reporting requirements

Please refer to Article 26 of the General Conditions. There must be a final report, a final invoice and the financial report accompanied by an expenditure verification report at the end of the period of implementation of the tasks. The approved Final Technical Report (FTR) must be annexed to the Final Report (FR). The Final Report must be submitted to the CU after receiving the approval of the Final Technical Report (FTR). Note that this final report is additional to any required in Section 4.2 of these Terms of Reference.

The Final Report (FR) shall consist of a narrative section and a financial section. The financial section must contain details of the time inputs of the experts, of the incidental expenditure and of the provision for expenditure verification.

To summarise, the Consultant shall provide the following reports (as requested in section 4.2.3 and 7.1):

Name of Report	Content	Time of Submission
Inception Report (IR)	Analysis of existing situation and plan of work for the project.	No later than 10 days after the arrival of KEs in the country.
Draft Final Technical Report (DFTR)	Description of achievements, problems encountered recommendations and technical proposals by the Consultant.	Within one week of the experts leaving the country on conclusion of the assignment.
Final Technical Report (FTR)	Taking into account changes and comments from the Fisheries Administration and RFU/CU.	Within 10 days after receiving comments on the Draft Final Technical report (DFTR).
Final Report (FR)	Short description of achievements, including problems encountered, recommendations and suggestions; together with the FTR and a final invoice and the financial report accompanied by the expenditure verification report.	After receiving the approval of the Final Technical Report (FTR).

## 7.2 Submission and approval of reports

Two copies of the approved Final Technical Report must be submitted to the Project Manager identified in the contract (CU), one copy to the RFU and two copies to the FA. The final technical report must be written in English. The Project Manager is responsible for approving this report. The cost of producing such material will be included in the fees.

# 8 Monitoring and Evaluation

## 8.1 Definition of indicators

The results to be achieved by the Consultant are included in Section 2.3 above. Progress to achieving these results will be measured through the following indicators:

- i. Quality of experts fielded and speed of mobilisation to the beneficiary country will indicate a positive start of the assignment;
- ii. Identification of issues and problems as recorded in the Inception Report (IR);
- iii. Reported involvement of stakeholders in the fisheries policy process;
- iv. Level of participation at the Consultative and National Validation Workshops;
- v. Number and nature of comments received on the Draft Final Technical Report (DFTR);
- vi. Respect of project milestones with regard to timeframe and report delivery.
- vii. Assessment of the improved capacity in the Technical Team through a tool to be detailed by the Consultant.





# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report

The Consultant may suggest additional monitoring tools for the contract duration.

### **8.2 Special requirements**

Not applicable.



# Annex 2: Final Inception Report

## Preparation of a Fisheries Policy for South Sudan

Project ref. N<sup>o</sup>: EA-1.2-B1a

### South Sudan

### December 2011

A project implemented by:



AFRICA



CARIBBEAN



PACIFIC



# Final Inception Report



**Women retailers buying dried fish originating from the Sudd from a wholesaler at Juba port**

This project was implemented by Cardno Emerging Markets (UK) Ltd

Team Composition:

Robert Lindley (Senior Fisheries Policy Specialist)

Paul Namisi (Fisheries Management Specialist)



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# Preparation of a Fisheries Policy for South Sudan

## Inception Report





### 1 Short Background

This report describes the initial activities and findings of a mission to South Sudan by the Senior Fisheries Policy Specialist (KE1) and the Fisheries Management Specialist (KE2). The mission is being carried out under the EU funded Strengthening Fisheries Management in ACP States project (9 ACP RPR 128) programme implemented by ACP Fish II.

The overall objective of the project is to contribute to the sustainable and equitable management of fisheries in the ACP regions and the specific purpose of the assignment is to provide technical assistance (TA) to the Directorate General of Fisheries and Aquaculture Development in Juba, South Sudan, in preparing a Fisheries Policy to guide future development and decision-making in the sector. (The full Terms of Reference (ToR) are not repeated in this report).

In this input the main tasks undertaken by the consultants were meeting and working closely with the ACP Fish II Focal Point for South Sudan and the other two members of the Technical Team, interviewing and meeting other staff in the DOF, identifying, collating and reviewing background documents and meeting other persons in the Government and private sector. One field trip was made outside Juba and two short trips within it.

After home office preparations, the Senior Fisheries Policy Specialist (KE1) arrived in Kampala on 29<sup>th</sup> November 2011 for briefing, together with the Fisheries Management Specialist (KE2) by the Regional Manager for Eastern Africa at the Regional Facilitation Unit on 30<sup>th</sup> November 2011 and 1<sup>st</sup> December 2011. On 4<sup>th</sup> December 2011 KE 1 & KE2 flew to Juba where they were met by the ACP Fish II Focal Point for South Sudan. As at 14<sup>th</sup> December both experts were still in South Sudan and programmed to depart on 16<sup>th</sup> December for Kampala, to return in January 2012.

ACP Fish II. The ACP Fish II Programme in Eastern Africa operates through the Regional Facilitation Unit (RFU) in Kampala and covers Djibouti, Eritrea, Sudan, Somalia, South Sudan, Kenya, Uganda, Ethiopia, Tanzania, Rwanda and Burundi.

The need for the project was clearly identified in a Regional Needs Assessment Workshop in December 2009 and subsequent meetings and discussions.

The current fisheries policy (Wafuba M. (2006) Southern Sudan Fisheries Policy. Ministry of Animal Resources and Fisheries (MARF)) was produced by a consultant in April 2006. Shortcomings, particularly in regard to a lack of emphasis on co-management and the role of the private sector have been identified in this document. Additionally there is a need for far more emphasis on Aquaculture, and Governance of the fisheries of the country. It is also very difficult to read.

Generally the 2006 policy has not been implemented, partly because it has no implementation or monitoring plan, but also due to capability and financial constraints. It has however been useful as a guidance document.

The Policy to be prepared by this project will build on the strengths of the previous (2006) policy and insert appropriate strategies and objectives for other areas not fully covered by that policy, and include an implementation and monitoring plan.

### 2 Comments on the Terms of Reference

Several matters relevant to the Terms of Reference have become apparent from the initial discussions with the Technical Team and members of the Ministry of Animal Resources.

- I. The TORs call for a two day Consultative Workshop for 40 participants. After discussions with the technical team it has been decided that two one day Consultative workshops



- should be held, one in Juba (for Government and Development Partners) and one in Terekeka, 75 km north of Juba (for States, private sector and fishermen). Each of these would have between 25 and 30 participants. The reasoning for this is that by having two workshops in different places for different sorts of people it will be possible to obtain a far greater range of opinion and comment than just having one longer one.
- II. It would be preferable if the participants at workshops or meetings could be paid a daily subsistence allowance. Reimbursing actual costs is regarded as impractical as there is a lack of hotel infrastructure in South Sudan and obtaining hotel receipts is generally not possible. Cardno will present some proposals to the ACP Fish II Coordinating Unit on this subject.
  - III. A request has been made by the DOF to the CU, via the RFU, for permission to pay the travel and DSA allowances for the field visits for staff of the DOF during the second part of the mission in 2012. This is due to severe financial constraints affecting the DOF.
  - IV. For field visits outside Juba in 2012 the KE1 and KE2 will be accompanied each by one member of the Technical Team, with the third member remaining to maintain the momentum on other project activities such as workshops and data collection. These visits will be to Upper Nile (Malakal), Jonglei, Arwil and Yambio. The original terms of reference imply a longer period of visits that can be accommodated during the mission.
  - V. The TORs state that the "*Fisheries Administration should be committed to working with the Consultant to fulfil the purpose of this intervention that is, preparing a Fisheries Policy to guide future development and decision-making in the sector*". During the short period up to the production of the inception report the Fisheries Administration found it difficult, mostly for logistical reasons, and particularly when some staff were away on mission, to provide all the support that would have been useful. Nevertheless there is good sense of collaboration and it is hoped that during the second period in South Sudan, starting in January 2012, a consistently greater level of general support will be given so as to enable the achievement of the main objectives of the project.
  - VI. The project has now been split into two visits, the first of approximately 2 weeks in Nov/Dec 2011, during which the inception report will be produced and background information collected in and around Juba. The second mission is expected to start with the arrival in Juba of the experts on the 15<sup>th</sup> January (Sunday). The timetable for the second period is given below, including workshops and field trips.
  - VII. The format for the policy document has been discussed and agreed with the TT and provided to Planning Department in MARF. It is given in Annex 3

### 3 Approach to the Assignment (methodology)

The TORs are not repeated here but the specific activities and comments on them are given in Annex 5 below.

The Experts have spent much of the inception period reviewing the fisheries sector. This involved the collection of information from the DOF, other government Ministries and Departments, NGOs, the private sector, and donor organisations such as FAO and GIZ, and consultations on the ground with grassroots stakeholders.

The areas being examined are:

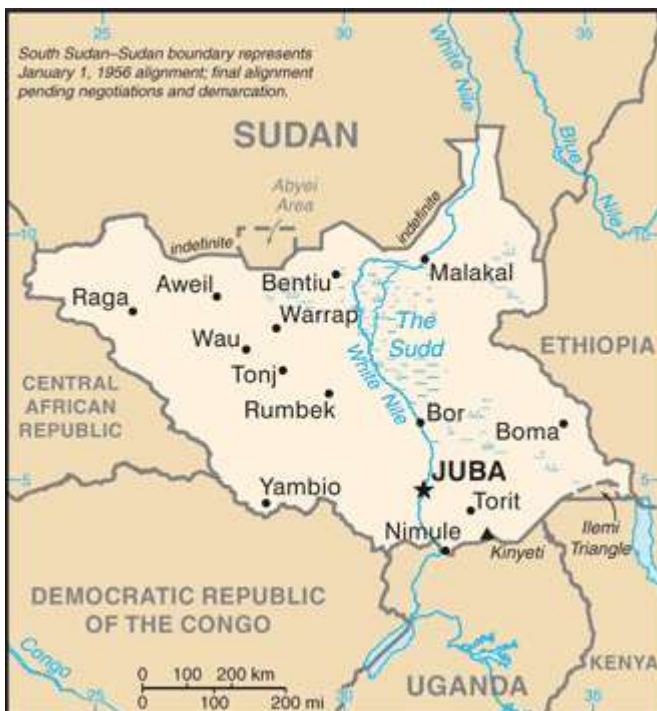
- a) The overall national development policy framework, to ensure the fisheries policy fits in with other national policies,
- b) A literature and statistical sector review of the fisheries of South Sudan, although the statistics are patchy and not considered reliable.
- c) A review of the Legislation (1954); regulations (1972) and the draft Fisheries and Aquaculture Production Bill (2011), scientific and technical support to the sector - Inter-sectoral

- collaboration- cross-sectoral linkages and cross cutting issues with other ministries, development partners and corporations.
- d) Fisheries Information Management Systems.
  - e) Private sector engagement- prospects for development of Aquaculture, Fish farming & Fish feed industries, and SME's promotion and development in the Fisheries Sector.
  - f) Artisanal fisheries with special attention to supporting country's food security priorities and needs.
  - g) Participation in the fisheries sector and prioritization of the development needs for the women with a focus to enhance their livelihood standards.
  - h) Identifying potentialities for development for pro-poor economic growth and possible East African Community (EAC) cooperation for the South Sudan's Fisheries Sector.
  - i) Climate Change impacts on fisheries sector and potential environmental impacts from aquatic and land resources; and mitigation and adaptation measures.
  - j) Ecological and economic services offered by fisheries sector including the value chain assessment.
  - k) Governance and institutional framework.
  - l) Trade and tariff positions, current and future (when South Sudan joins the relevant bodies and institutions).
  - m) International agreements and protocols which the GSS may be obliged to follow in the future and their impact on current and future policy.
  - n) HIV/AIDS and generalised gender issues as they affect fisheries.

A SWOT analysis has already been carried out at a short informal workshop held at MARF HQ, and the results are attached as Annex 4.

Particular attention will be paid to cross-cutting issues between DOF of MARF and the states and different ministries and departments, and to the need for cooperation between them, which is currently less than ideal.

Consultative workshops will be held in 2012 in 2 locations (Juba and at Terekeka) with up to 30 participants in each. The first workshop in Juba on the 24<sup>th</sup> January 2012 will have participants from the DOF, MARF, development partners in Fisheries and other Government ministries and departments. The second workshop on the 27<sup>th</sup> January 2012 at Terekeka will be for Fisheries Officers from the States, fishermen, private sector and some fisheries officers involved with extension and development on the ground. Both workshops will follow a Logical Framework approach with the identification of stakeholders, problem analysis and the development of problem and cause and effect trees. Ultimately this will lead to the workshops developing a series of objectives that will be used to guide the preparation of the Fisheries Policy for South Sudan. Reports on the workshops will form an Annex of the Final Report.



Yambio. Each visit will last 2-3 days depending on transport schedules. A visit to Terekeka north of



# Preparation of a Fisheries Policy for South Sudan

## Inception Report

Juba has already been done and limited visits round Juba town. Further visits round all these centres are envisaged, as well as further local visits in the Juba region and town.

The consultations with various stakeholders in the states and rural areas viz. public, private, local authorities, local communities, NGO's, institutions, external development partners and donor community will guide the fisheries policy development process and the main findings of this undertaking will reflect the underlying issues, causes and impacts as well as potential goals to address these key issues.

Based on the findings and consensus that will be reached, the 2nd phase for validation will look into policy areas to address the issues and goals identified by the participants in the consultative phase. A validation workshop will be held in Juba on the 16<sup>th</sup> February 2012 where the first draft of the fisheries policy will be discussed. At this workshop the various components of the Fisheries Strategy/Policy Areas will be discussed and errors, omissions or necessary changes of emphasis will be identified by the participants. Some prioritisation of objectives will also be undertaken. The results of the workshop will be incorporated into the Draft Fisheries Policy to be included in the draft final report.

The approximate make up of the consultative workshop participants is given in Annex 1.

These activities will provide the information necessary for the preparation of a draft Fisheries Policy, with appropriate objectives and strategies for the next 5 years.

The application of the Logical Framework Approach to the expression of the fisheries policy framework will ensure relevance.

The eventual policy will be Specific, Measurable, Attainable, Relevant and Time bound. (SMART).

There is an informal training component in the programme, so as to improve the capacity of the Technical Team. This is being followed up by working as closely with the TT as possible, providing them with large amounts of materials as background to fisheries policy, including examples from Uganda, Ghana, Kenya, Pakistan, Australia, Cambodia, Georgia and elsewhere. Some of these examples are good examples of policy documents (Australia), and some negative examples (Cambodia - too long), some even very negative (Pakistan - cumbersome and un-implementable). A list of documents consulted and the list of policies provided to the TT is attached as Annex 6 to this report. The list is being updated constantly. Additionally the TT is being kept informed of every step of the consultative process, and its members are involved in meetings and consultations wherever possible. A list of people met makes up Annex 7 of this Inception Report. On the 12<sup>th</sup> December two of the TT went to Ethiopia to attend the 2<sup>nd</sup> ACP Fish II Programme Monitoring and Training Workshop for Eastern Africa and so only one is present for the second week of the current mission.

Publicity is an important component of the project and is a requirement of the TORs. For the consultative workshops and the validation workshop publicity will be through providing all participants with a T-shirt with the event, ACP Fish II logo and date printed on it. T-shirts will also be made available to development partners and senior fisheries officers in MARF.

The project process will be publicised by production of a large number of A3 size calendars for 2012, giving the ACP Fish II logo, the project name and number and the objectives of ACP Fish II, as well as a suitable photographic montage. It is hoped that these will be pinned up all over the country for at least all of 2012.

Milestones are given in Annex 2 with achievements so far.



### **4 Set Up and Members of the Technical Team**

The Technical Team consists of:-

- a. ACP Fish II Focal Point - Francis Sarafino. Deputy Director of Fish Technology. Ministry of Animal Resources and Fisheries (MARF), RSS. Juba
- b. Undo Adriano. Director General of Fisheries and Aquaculture Development. Ministry of Animal Resources and Fisheries (MARF), RSS. Juba
- c. Edward Billy Lau. Deputy Director for Engineering and Nursery Development. Ministry of Animal Resources and Fisheries (MARF), RSS. Juba

Members of the Technical Team will accompany the Experts on internal travel and field trips, assist with workshops and meetings and generally facilitate the implementation of the project.

As part of the informal training component it is important that the TT is in close contact with the Experts at all times, so as to absorb the process of producing the Fisheries Policy.

### **5 Proposed Work Plan (including travel plan of experts)**

The proposed work plan for the remaining time is given in the table below.

It is envisaged that KE1 and KE2 will come to Juba on the weekend of 14th/15th January 2012 and work can recommence on 16<sup>th</sup> January 2012 (Monday).

Fields visits to Malakal, Jonglei, Arweil and Yambio are included in the table.



# Preparation of a Fisheries Policy for South Sudan

## Inception Report

Day	Mon	Tues	Wed	Thur	Fri	W/end
Pre-mission	TT to confirm venues for workshops and validation workshop & final bookings. Advise States of upcoming visits by the TT members. Book tickets as appropriate. Invite attendees to consultative workshops. Invite EU Delegation representative to Validation Workshop. Invite ACP Fish II Regional Manager to attend Validations Workshop. Book Minister or other Dignitaries for Validation Workshop opening ceremony. Make media aware of the working of the project, objectives and activities.					
Week 1 Starting Jan 16th	Administrative requirements. Planning for field visits and Consultation Workshops. Invitations. Materials, venue confirmed & deposit paid etc	Planning for field visits and Consultation Workshops. Invitations. Materials, venue confirmed & deposit paid etc. Confirmation & ordering of publicity materials for workshops and validation workshop.	Team Leader and one of TT visit Malakal. FMS and one of TT visit Jonglei.  Remaining TT member in Juba chases up on all outstanding matters, venue, materials, publicity materials, invitations etc	Malakal and Jonglei  Remaining TT member in Juba chases up on all outstanding matters, venue, materials, publicity materials, invitations etc	Team Leader and one of TT return from Malakal FMS and one of TT return from Jonglei <i>depending on flights</i>  Remaining TT member in Juba chases up on all outstanding matters, venue, materials, publicity materials, invitations etc	[Team Leader and one of TT return from Malakal FMS and one of TT return from Jonglei <i>depending on flights</i> ]
Week 2 Starting 23rJan	Review of visits. Preparations for 1 <sup>st</sup> consultative workshop. First "distant" delegates arrive. Collection of publicity materials.	1 <sup>st</sup> consultative workshop. National Consultative Workshop. Juba. One day workshop. 25 - 30 participants. Venue - Juba Beach Hotel. (to be confirmed)	2 of team travel to Terekeka with materials & publicity materials for next workshop	Preparations in Terekeka for workshop. Rest of team travel to Terekeka. Field visit for participants to Fishermen's camp on Nile	2 <sup>nd</sup> consultative workshop. States consultative Workshop One day workshop. 25 - 30 participants. Venue Terekeka Fisheries station.	Team & participants return to Juba & to HQ
Week 3 Starting 30 <sup>th</sup> Jan	Write up of workshops. Planning for Validation workshop & second set of field visits	Planning for Validation workshop. Write up	Team Leader and one of TT visit Yambio FMS and one of TT visit Arwil	Yambio and Arwil	Team Leader and one of TT return from Yambio FMS and one of TT return from Arwil <i>depending on flights</i>	[Team Leader and one of TT return from Yambio FMS and one of TT return from Arwil <i>depending on flights</i> ]





# Preparation of a Fisheries Policy for South Sudan

## Inception Report

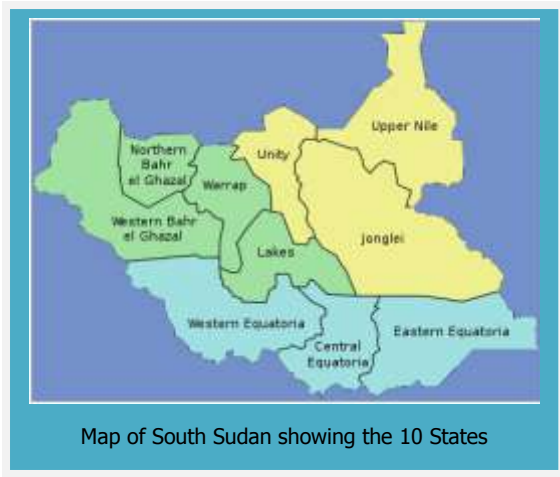
Day	Mon	Tues	Wed	Thur	Fri	W/end
Week 4 Starting 6 <sup>th</sup> Feb	Review of visits Write up of policy based on consultative workshops and visits and other consultation. Preparation for validation workshop. Invitations sent out to those who have not yet been invited. Preparation of Guide to Fisheries Policy (3 pages) Further local visits as necessary.	Write up of policy based on consultative workshops and visits and other consultation. Preparation for validation workshop. Invitations sent out to those who have not yet been invited. Preparation of Guide to Fisheries Policy (3 pages) Further local visits as necessary. Media alerted	Write up of policy based on consultative workshops and visits and other consultation. Preparation for validation workshop. Publicity materials and contacts with press and media. Further local visits as necessary	Write up of policy based on consultative workshops and visits and other consultation. Preparation for validation workshop. Guide to Fisheries Policy Distribution to all participants at Validation Workshop Further local visits as necessary	Write up of policy based on consultative workshops and visits and other consultation. Preparation for validation workshop. Guide to Fisheries Policy Distribution to all participants at Validation Workshop	Weekend free
Week 5 Starting 13 <sup>th</sup> Feb	Final draft of Fisheries Policy produced. Materials, venue confirmed & deposit paid etc. PowerPoint presentations prepared.	Draft Final of Fisheries policy produced. Distribution of draft policy to all participants who can be contacted in time.	Preparations for Validation workshop. Publicity confirmed.	Validation workshop. Juba. 50 participants. 1 day. Venue - Juba Beach Hotel. (to be confirmed)	Recommendations of Validation workshop included in Draft Final Fisheries Policy	Weekend free
Week 6 Starting 20 <sup>th</sup> Feb	Recommendations of Validation workshop included in Draft Final Fisheries Policy	Work on draft final report	Work on draft final report	Final de briefings. Presentation at MARF. Consultants travel to UK/Kampala		
Post - mission	Receipt of comments, editing and final edition of Final Report					





## 6 Results of Initial Document Review, Consultations and TNA

There are very few statistics on the fisheries of the South Sudan, and those that have been produced have to be regarded with great circumspection. The country is only newly established and in previous years the administration tended to neglect fisheries. No statistics were routinely and rigorously collected and collated, much of the data is in Arabic and kept in Khartoum (now in a separate country), and even now, with relative peace and stability in most states, data collection is patchy or non-existent. Data provided to FAO, and now widely reported, apparently has no background statistics to back up its veracity. A more recent Frame Survey done under the auspices of FAO has yet to be published though the indicative results will be available to the Fisheries Department in January 2012.



A list of documents reviewed during the inception period is included as Annex 6.

What is reported is that between 10 and 15,000 fishermen are active and another 40 or 50,000 people may be employed in marketing and

processing of the catch. The catch is variously estimated to be in the order of 30,000 - 80,000 tonnes/year. The on-going GIZ project estimates that production is only 30,000 tonnes, and that a third of this is exported to Sudan to the North. Most of this production is caught by full time fishermen and the rest by part time fishermen.

Estimates of Maximum Sustainable Yield from the large water areas are as much as 300,000 tonnes, though most MSY estimates are in the order of 100 - 160,000 tonnes. On what basis these claims for MSY are made is unknown. They appear mostly to be just optimistic guesses.

The main fishing areas are the river Nile, its tributaries, a series of large lakes and the Sudd region, a huge swamp, stretching over 100,000 km<sup>2</sup>.

Fisheries is said to contribute less than 1% of GDP<sup>1</sup>, and is generally perceived very much as a second class activity, with livestock and agriculture receiving most attention and resources. Indeed Fisheries is much neglected throughout the country.

Subjective observation by the KE1 and KE2 of fish markets in Juba and surrounds would indicate that, based on their experience, the statistics for production may well be underestimated. The amount of fish (mostly dried) entering Juba greatly exceeds that which would be expected if the production in the country is only 30,000 tonnes/year (GIZ estimate 2011), given that a large amount is consumed outside the immediate Juba area as well, and that there are significant exports to the north. This needs to be looked at in view of the increasing demand for fish by the local as well as regional markets and the food security requirements, which to date is not yet documented anywhere.

Aquaculture is almost completely neglected in the country. There is no significant aquaculture activity, though there are large tracts of land suitable for farming fish. Part of the reason for this is that livestock are traditionally the animals farmed, and valued, and also there has been little effort by

<sup>1</sup> Kaniso et al (2010) Joint Baseline Survey Report on the Agriculture and Animal Resources in Southern Sudan. Ministry of Animal Resources and Fisheries, and the Ministry of Agriculture and Forestry, in collaboration with FAO



the administration in the past to emphasise aquaculture. Cattle are used as a store of wealth and in major transactions, such as obtaining a wife. Fish have no such value.

The issue of fish quality control and assurance is dire and calls for research and capacity building to enable the sector to tap and compete favourably the international market.

The legislation currently in use is from 1954 with a set of out of date regulations dating from 1972. Both urgently need revision. A draft Fisheries Bill 2011 is currently under review in MARF. This draft has some shortcomings and needs to be comprehensively reviewed before it is re-presented to Parliament for approval. For instance co-management of resources is not sufficiently covered in the draft, there is little on Aquaculture and post harvest considerations are absent. Regulations will also need to be made and gazetted once the bill becomes law.

The capacity of the DOF of MARF, and of the Fisheries Administrations in the 10 states is very weak. Again the emphasis has been on livestock and other more pressing matters such as security, roads, basic health care and education. Fisheries is generally neglected and starved of resources, though DOF itself has not been ambitious in the past, and this explains some of the lack of emphasis on the sector.

Staff numbers are low and the opportunities for training are limited. There are (Dec 2011) 11 staff in DOF of MARF, the Director General, 2 x Deputy Directors, three inspectors of which one is in Germany on training, and 5 Assistant Inspectors. Several vacant posts exist, including two at Director level (Aquaculture & Capture Fisheries). Numbers in the states have not yet been ascertained.

There is no training centre dedicated only to Fisheries Training and the MARF Training Centre is in danger of being absorbed into the University which will remove most of the influence over training that Fisheries has. As it is Research, Extension and Training in MARF is not controlled by DOF and is a Directorate of its own in the Ministry, covering all other Departments as well. There is no research centre for fisheries or aquaculture and no researchers, though some University students do choose Fisheries as a major. The output of graduates with fisheries studies from the University is roughly two a year; completely inadequate for requirements.

The exact role of DOF is not clearly defined and the relationship with the states similarly. Core activities need to be defined and responsibilities shared. The role of the private sector in development needs to be laid out clearly. This should also follow for other stakeholders and actors including the fisher organizations in view of co-management of the fisheries, where the government will have to share responsibility for sustainable management of the fisheries with the resource users and other relevant organizations.

These are indeed fundamental issues and have serious ramifications for the Fisheries Policy which will have to reflect the lack of capacity of the administrations to implement policies and strategies, its current lack of direction and the states' seeming greater inadequacies.

## **7 Key Issues to be Addressed/Solved**

The largest issue affecting the preparation of the Fisheries Policy is that there is very little information on South Sudan fisheries that can be used to base policy decisions. Even the best estimates of catch, numbers of fishermen and trade vary greatly.

For this reason the Fisheries Policy produced will have to reflect the principles of the Precautionary Approach to Fisheries Management and the Ecosystems approach to Fisheries Management (the latter a requirement to manage fisheries holistically, within the constraints of the environment and other cross cutting concerns). Outlines of these principles (from FAO) have been provided to the TT and are widely available.



# Preparation of a Fisheries Policy for South Sudan

## Inception Report

Similarly with Aquaculture there is little information and little realistic planning. FAO Codes of Practice will again be applied.

The capacity of the DOF and state governments' fisheries administrations is very low, and this will have to be reflected in the Fisheries Policy. There is no dedicated Training centre nor research unit. Even communications between some of the state governments and the MARF in Juba are sometimes almost non-existent, though those with nearby states are better. Strict demarcation of responsibilities between States and DOF will also have to be developed in the future. The private sector will have to be defined as the engine for development, and the DOF and state administrations will have to merely create an enabling environment. This concept is alien to current thinking.

Staff numbers are too low at fisheries Department and in the States to implement a comprehensive policy of rapid development. Assistance can be sought through technical cooperation from International development partners to help drive the policy forward under such circumstances.

Currently the DOF in Juba has serious logistical problems with vehicles and transport for its own staff, and is even barely capable of maintaining sufficient support to the Fisheries Policy team. This shortcoming probably applies to states and will be confirmed during upcoming visits and consultations.

## **8 Financial Statement**

None

## **9 Recommendations**

None at this point



### Annex 1. Approximate make up of people attending workshops

As provided by the Technical Team and agreed with ACP Fish II

	<b>Number of participants</b>	<b>No of days</b>	<b>Location/ date</b>
<b>National Consultative Workshop.</b> Government and development partners	30 Total	1	Juba 24 <sup>th</sup> Jan
Development Partners	5		
Legal & policy makers	5		
University/researchers	5		
RSS MARF/Staff	15		
<b>"States" Consultative Workshop</b>	30 total	1	Terekeka
Development Partners	2		27 Jan
Legal Experts	2		
Universities	2		
States	10		
MARF	5		
Private sector	5		
Extension Officer	1		
Fishermen/grassroots	4		
<b>Validation Workshop</b>	50 total		Juba
Participant make up not yet decided			16 <sup>th</sup> Feb (TBC)



# Preparation of a Fisheries Policy for South Sudan

## Inception Report





# Preparation of a Fisheries Policy for South Sudan

Inception Report

## Annex 2. Milestones

<b>Milestone</b>	<b>Comment</b>
Successful Briefing of Key Experts with ACP Fish II Regional Manager in Kampala, Uganda on Day 1 and Day 2	Completed on time
Successful briefing in Juba with MARF and formation of the Technical Team beginning of Week 1	Completed on time
Submission of Inception Report by day 10 (end of week 2)	Completed on time
Completion of the Consultative Workshop in Juba for 30 participants	Second mission starting Jan 16 <sup>th</sup> 2012
Completion of the Consultative Workshop in Terekeka for 30 participants	
Production of Guide to Fisheries Policy produced 3 days before National Validation Workshop	
Fisheries Policy Draft Validation Workshop in Juba for 50 participants	
Submission of Draft Final Technical Report by Day 39	
Submission of the Final Technical Report 10 days after comments received on Draft FTR	





# Preparation of a Fisheries Policy for South Sudan

## Inception Report



### Annex 3. Format of the Fisheries Policy Document as agreed with the Technical Team

Based on the format provided by the Technical Team and modified after discussion.

1	A message from the Minister of MARF	Half a page. Acknowledgement to the EC for assistance and the importance of the policy to national goals.
2	Preface	Covering the need for a policy, including national objectives, international commitments, previous policy etc Overarching guidelines produced by Government, Vision of Government.
3	Introduction	How the policy was arrived at, the consultative process, how the policy will be implemented. How the policy fits in with crosscutting issues and policies of other departments and ministries (forestry, water etc). Anything else worth mentioning.
4	Overview of fisheries and aquaculture in South Sudan	Outline what the present situation is and potential for the future.
5	Overview of the Directorate of Fisheries, and State Fisheries Departments, staffing, capabilities etc	In this we will emphasise how difficult it will be to implement the policy given the lack of staff and financial resources given to fisheries. Realistic.
6	Mandates, principles, core values, visions and mission of the Dept. of Fisheries.	Preferably taken from some other overarching document. If not then have to be consistent with other Government overarching missions, principles and visions etc.
	Overall objective for Fisheries in South Sudan	A simple statement.
7	Policy Area 1 Capture Fisheries Policy Area 2 Aquaculture Policy Area 3 Post Harvest Policy Area 4 Training and Research Policy Area 5 Governance & administration	Under each Policy Area we have a list of Objectives, and under each Objective we have a list of strategies. So we get Policy Area 1 Goal Objective 1 Strategy 1 Strategy 2 etc Then Objective 2 with its strategies and then The Policy Area 2 with Goal, Objectives & Strategies etc
8	Constraints to implementation of policy ("strategic issues", if we wish !)	We have security, logistics, finance, skill levels, cooperation problems, no research centre etc
9	Implementation plan matrix. This lists what is actually going to be done.	A long table listing the objectives and strategies and giving among other things time scales, means of monitoring and verification, key parties etc. Set out in a logical framework table. Can be two tables if one becomes unwieldy, with monitoring put as the second table.
10	Review process and monitoring	Review process for the strategy.





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## Annex 4. SWOT analysis from Workshop of 7th December

### South Sudan: SWOT ANALYSIS

#### Initial Swot Analysis. 7/12/11. Fisheries Policy ACP Fish II

Areas examined are those agreed with the technical team earlier as forming Policy Areas of the Policy Document. Subjectively assessed important points (by the participants) to note are in bold. *Later additions in Italics*

#### Workshop participants:

Edward Billy Lau	Deputy Director for Engineering and Nursery Development (Technical Team)
Fransis Sarafino	DD Fish (Tech Focal Point)
Juma Frezar Kenyi	Fisheries Assistant Inspector
Paul Namisi	Fisheries Management Specialist (ACP Fish II)
Pio Anthony Sisto	Fisheries Assistant Inspector
Robert Lindley	Senior Fisheries Policy Specialist (ACP Fish II)
Susan Alfred David	Fisheries Assistant Inspector
Suzana Gabriel	Insp Co-ops
Undo Adriano Noti	DG Fish (Technical Team)



POLICY AREA	STRENGTHS	WEAKNESSES
GOVERNANCE	<ul style="list-style-type: none"> <li>• <b>Opportunities for coordination with other Ministries on cross cutting issues</b></li> <li>• New Nation with enthusiasm</li> <li>• Peace</li> <li>• Basic Cadre of staff</li> <li>• Established HQ in Juba and fisheries administrations in the states</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Legislation and regulation require updating</b></li> <li>• <b>Staffing levels too low</b></li> <li>• <b>Staff need training and skills upgrades</b></li> <li>• Doubts over funding for routine activities</li> <li>• Current lack of communication between Government Departments <i>and states</i></li> <li>• Poor information (sharing) systems</li> <li>• Lack of institutions to support</li> <li>• Poorly organised fisheries &amp; other stakeholders</li> <li>• Room for improvement in local government representation for fisherfolk</li> <li>• Weak financial institutions</li> <li>• Weak inspection and control</li> <li>• Weak MCS</li> <li>• <i>No enforced licensing system</i></li> <li>• <i>No 5 year plan</i></li> </ul>
	<p style="text-align: center;"><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• <b>Overseas goodwill and assistance</b></li> <li>• <b>Improved cooperation with regional and international bodies</b></li> <li>• Possibilities to learn lessons from regional bodies and nations</li> <li>• <i>Food security</i></li> <li>• Early opportunity to adopt gender mainstreaming and HIV/AIDS strategies</li> <li>• <i>Regional trade laws and agreements</i></li> </ul>	<p style="text-align: center;"><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• <b>Risk of war</b></li> <li>• <b>Risk of civil unrest</b></li> <li>• <b>Loss of political will (commitment) for fisheries</b></li> <li>• <b>Government over dependent on oil revenues for income</b></li> <li>• Many environmental concerns affect fisheries</li> <li>• Lack of priority to get the Fisheries Act revised</li> <li>• States structure may not be ideal</li> <li>• Conflict between states on resources</li> <li>• Illegal fishing methods</li> <li>• No regulation of IUU</li> <li>• Government fails to provide an enabling environment (financial crisis or similar)</li> </ul>

<b>RESEARCH AND TRAINING</b>	<b>STRENGTHS</b>	<b>WEAKNESSES</b>
	<ul style="list-style-type: none"> <li>• <b>University and training centre at Padak exist</b></li> <li>• <b>Government committed to fisheries research and training</b></li> <li>• More interest in Fisheries Generally</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Staff development Plan in MARF ineffective &amp; not detailed enough</b></li> <li>• <b>No specific plan for research based on needs analysis and community requirements</b></li> <li>• <b>Lack of a research institution</b></li> <li>• Undertrained staff</li> <li>• Insufficient support from donors for research</li> <li>• Insufficient trained fish research people</li> <li>• No prioritisation of scholarships to post graduate level</li> <li>• Training and Research not in same line directorate as Fisheries</li> <li>• Insufficient emphasis on fisheries management training</li> <li>• Budget constraints</li> <li>• Curricula not inclusive enough</li> </ul>
	<b>OPPORTUNITIES</b>	<b>THREATS</b>
	<ul style="list-style-type: none"> <li>• <b>Establishment of Directorate of Fisheries in MARF</b></li> <li>• <b>Availability of land for research centres, training centres etc</b></li> <li>• <b>Joining regional bodies such as ACP Fish II, FAO/IGAD, GIZ etc and their ongoing support</b></li> <li>• Stable security situation (travel especially)</li> <li>• Improved media coverage</li> <li>• Opportunities for overseas training</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Unknown state of Fisheries and Aquaculture in the country</b></li> <li>• <b>Intertribal conflicts affect research etc</b></li> <li>• Funding availability for operations</li> <li>• Slow or lack of innovation and development by private sector</li> <li>• Annexing the Training centre to another institution (refers to proposals for TC to be absorbed by the University)</li> </ul>

<b>CAPTURE FISHERIES</b>	<b>STRENGTHS</b>	<b>WEAKNESSES</b>
	<ul style="list-style-type: none"> <li>• <b>Large water bodies available for fishing</b></li> <li>• <b>Huge potential to increase catches</b></li> <li>• <b>MARF exists with Fisheries Department</b></li> <li>• Large variety of fish species</li> <li>• Markets for fish exist</li> <li>• Development partners willing to support development of capture fisheries</li> <li>• <i>Fishermen Indigenous knowledge about the fisheries</i></li> <li>• <i>Growing economic Value for fish and as a food security safety net</i></li> <li>• <i>The resource is not yet overexploited</i></li> </ul>	<ul style="list-style-type: none"> <li>• No fisheries policy</li> <li>• Laws and regulations somewhat lacking</li> <li>• Inadequately trained fisheries extension staff</li> <li>• Poorly organised fisherman’s organisation</li> <li>• Shortage of fishing gears</li> <li>• Lack of information on fisheries and markets</li> <li>• Poor infrastructure</li> <li>• Low returns from fishing</li> <li>• Monitoring and evaluation of fisheries projects should be coordinated</li> <li>• No MCS or enforcement</li> <li>• <i>Low perception of fisheries as a livelihood by the local community and some Government staff</i></li> <li>• <i>Licensing system unenforced</i></li> <li>• <i>Lack of catch control &amp; management measures</i></li> </ul>
	<b>OPPORTUNITIES</b>	<b>THREATS</b>
	<ul style="list-style-type: none"> <li>• <b>Better management of resources through co-management</b></li> <li>• <b>Abundant resources</b></li> <li>• Stable security after independence</li> <li>• Good inward investment opportunities</li> <li>• Reliable market for fish</li> <li>• Aquarium trade development</li> <li>• Sport fishing development</li> <li>• Tourism in parks</li> <li>• Some co-operatives and Fisherman’s associations already formed and operating</li> <li>• <i>Irrigation schemes</i></li> <li>• <i>Construction of dams</i></li> <li>• <i>Lots of support an effort in fighting HIV/AIDS</i></li> <li>• <i>Many Goodwill International Conventions with shared values, interests and able support for a better world</i></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Illegal fishing gears &amp; methods</b></li> <li>• <b>Climate change</b></li> <li>• <b>Overfishing</b></li> <li>• <b>Resource conflicts</b></li> <li>• <b>HIV/AIDS</b></li> <li>• <b>Pollution - oil &amp; others</b></li> <li>• Unknown stocks and resources</li> <li>• Increased population and pressure on stocks</li> <li>• Lack of gear supply</li> <li>• Deforestation (boatbuilding)</li> <li>• Fishermen lack knowledge</li> <li>• Construction of dams (damage traditional fisheries)</li> <li>• Multi user conflicts</li> </ul>

<b>AQUACULTURE</b>	<b>STRENGTHS</b>	<b>WEAKNESSES</b>
	<ul style="list-style-type: none"> <li>• <b>General political support from RSS</b></li> <li>• <b>Wild brood stock available</b></li> <li>• Farmers willing to learn</li> <li>• Got some trained staff and manpower in MARF</li> <li>• Genetic diversity</li> <li>• Still unexploited with huge potential</li> </ul>	<ul style="list-style-type: none"> <li>• <b>No realistic strategy/policy yet (existing strategy needs modification)</b></li> <li>• <b>Shortage of information on aquaculture/ knowledge transfer etc</b></li> <li>• No codes of practice or legislation</li> <li>• Insufficient funding nor access to credit</li> <li>• Almost no data on aquaculture in SS</li> <li>• No research been done</li> <li>• No research centre</li> <li>• No feed mills etc. Problems with feed supply</li> <li>• No hatchery in SS</li> <li>• Not traditional to many areas</li> <li>• Serious gaps in knowledge of staff - eg: feed formulation etc</li> </ul>
	<b>OPPORTUNITIES</b>	<b>THREATS</b>
	<ul style="list-style-type: none"> <li>• <b>Availability of feed inputs from local agriculture</b></li> <li>• <b>Interest from private sector</b></li> <li>• <b>Donor support at all levels</b></li> <li>• <b>Private sector interested</b></li> <li>• Aquaculture production is ever-growing worldwide as capture fisheries dwindle</li> <li>• There are improved technologies for production</li> <li>• Water &amp; land availability</li> <li>• Good climate for aquaculture</li> <li>• Good time to start (before too much pressure on wild resources)</li> <li>• HIV/AIDS amelioration with NGOs</li> <li>• Irrigation schemes and dams</li> <li>• <i>Cage culture</i></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Drought</b></li> <li>• <b>Climate Change</b></li> <li>• <b>Pollution - oil, industry, run off</b></li> <li>• Possible future use conflicts, land, water</li> <li>• Problems with land tenure</li> <li>• Unsuitable Introductions &amp; transfers</li> <li>• Disease problems</li> </ul>

<b>POST HARVEST</b>	<b>STRENGTHS</b>	<b>WEAKNESSES</b>
	<ul style="list-style-type: none"> <li>• <b>Policy is on management and sustainable resources</b></li> <li>• Large urban market</li> <li>• Established Directorate of Fisheries</li> <li>• Support from Development partners</li> </ul>	<ul style="list-style-type: none"> <li>• <b>No established Dept for QC in Fisheries</b></li> <li>• <b>No laboratory and lack of testing materials</b></li> <li>• Poor quality reduces value</li> <li>• Low value products</li> <li>• Seasonal disruptions</li> <li>• Low quality storage facilities and practices</li> <li>• No modern processing plant</li> <li>• Lack of centralised landing sites</li> <li>• Poor transport links</li> <li>• Processing skills lacking in workforce</li> <li>• Poorly organised supply chain</li> <li>• No private sector marketing organisations (large scale investors)</li> <li>• Inspection still under livestock</li> <li>• No research centre or research being undertaken</li> </ul>
	<b>OPPORTUNITIES</b>	<b>THREATS</b>
	<ul style="list-style-type: none"> <li>• <b>Willingness to invest by private/ foreign sector</b></li> <li>• <b>Lots of fish</b></li> <li>• Readily available market at home and internationally</li> <li>• Infrastructure development top on RSS development agenda</li> <li>• Quality Control Development</li> <li>• Value Chain studies an improvement</li> <li>• Different species of fish</li> <li>• Higher prices from better processing</li> <li>• <i>Possible exports</i></li> </ul>	<ul style="list-style-type: none"> <li>• Possible outbreaks of food poisoning affecting consumers due to poor handling</li> <li>• Drought affecting supply &amp; transport</li> <li>• Low quality affecting prices and acceptability</li> <li>• <i>Inability to meet international Standards</i></li> <li>• <i>Cultural perceptions and resistance to change by actors</i></li> </ul>



### Annex 5. Specific Activities called for under the TORs

Specific Activity	Comment
i. Briefing by the ACP Fish II and the host Fisheries Administration	Briefed on day 1. Under-secretary met.
ii. Work with MARF to establish the project technical Team consisting of three (3) key Technical Officers from the Fisheries Administration	Team established day 1
iii. Preparation of a work plan with the technical team.	Work plan for first visit prepared by TT prior to arrival and confirmed. Work plan for second mission agreed and attached here as Appendix.
iv. Collect, review and analyse relevant documents and other information	Ongoing. Large amounts of documentation provided by the Experts to the TT as part of the training exercise. Other documents obtained from the web and others from visits to relevant bodies and persons in Juba.
v. Collect informal consultations and meetings with key stakeholders in Juba	Ongoing. MARF has been concentrated on so far and logistical problems have slowed down other visits to stakeholders
vi. Visit main landing sites and hold local consultations to obtain regional/provincial level inputs to the policy process	Most visiting will be done in mission 2 in 2012. Landing sites at Terekeka and Fish Port Juba visited and Markets at KonyoKonyo, Terekeka and Custom visited already.
vii. With the Technical Team, organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a 2-day Consultative Workshop with key government and non-government stakeholders (the indicative number of participants is 40);	Two 1 day workshops have been planned for Jan 2012. One in Juba for "Government and development partners" and one in Terekeka for the "States and fishing communities"
viii. Work closely with the Technical Team, and on the basis of Stakeholders' Consultative Workshop, conduct consultations and the analytical document review, and prepare a draft Fisheries Policy;	Cannot be done until consultations and workshops have occurred. Hence to Mission 2 in 2012.
ix. Prepare a 3-page Guide to the Fisheries Policy to be distributed at the National Validation Workshop;	
x. Organise and facilitate (including all related logistics; subcontracting for workshop organisation is allowed) a 1-day National Validation Workshop in Juba (the indicative number of participants is 50), and present the main components of the Fisheries Policy in collaboration with the Technical Team;	Workshop to be held in Juba with 50 participants. End Feb 2012
xi. On the basis of inputs received through the National Validation Workshop, revise the draft Fisheries Policy;	After workshop in Feb 2012
xii. Present the revised draft Fisheries Policy to the Technical Team and the Fisheries Administration;	
xiii. Prepare and submit Final Technical Report	



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### **Annex 6. List of Documents Consulted during Inception Period**

All documents have been provided to the Technical team in electronic format.

- Allisona EH & Horemans B (2006) Putting the principles of the Sustainable Livelihoods Approach into fisheries development policy and practice. *Marine Policy* 30 (2006) 757–766
- Bromley DW. (2009) Abdicating responsibility: the Deceits of Fisheries policy. *Fisheries* • vol 34 No.no 6 June 2009 [www.fisheries.org](http://www.fisheries.org)
- CAADP (2011) CAADP and Fisheries Policy in Africa: are we aiming for the right reform? Policy Brief 040 April 2011 [www.future-agricultures.org](http://www.future-agricultures.org)
- Cambodia Department of Fisheries (2001) Masterplan for Fisheries 2001 - 2011 Agriculture Productivity Improvement Project. IFAD Loan No 423
- Cochrane. K (Ed) (2009) Climate change implications for fisheries and aquaculture. Overview of current scientific knowledge. FAO Fisheries and Aquaculture Technical paper 530. Food and Agriculture Organisation of the United Nations. Rome, 2009
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- European Commission (2009) Final Report. Identification of fishery products food safety issues and determination of a plan of action for inspection and certification of fishery products for export. Ref: CA042MWI. Malawi. Cardno Agrisystems & MacAlister Elliott for Strengthening Fishery Products Health Conditions in ACP/OCT Countries Project.
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- Evans, L. and Andrew, N. (2009). Diagnosis and the Management Constituency of Small-scale Fisheries. The WorldFish Center Working Paper 1941. The WorldFish Center, Penang, Malaysia.
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- Kaniso et al (2010) Joint Baseline Survey Report on the Agriculture and Animal Resources in Southern Sudan. Ministry of Animal Resources and Fisheries, and the Ministry of Agriculture and Forestry, in collaboration with FAO
- MRAG (2009) Illegal, Unreported and Unregulated Fishing. Policy Brief 8. Produced by MRAG for DFID & Defra. MRAG Ltd: 18 Queen Street, London, W1J 5PN United Kingdom [http://www.mrag.net/mrag/Documents/PolicyBrief8\\_IUU.pdf](http://www.mrag.net/mrag/Documents/PolicyBrief8_IUU.pdf)
- NEPAD (2005) The NEPAD Action Plan for the Development of African Fisheries and Aquaculture. NEPAD-Fish for All Summit Abuja, Nigeria 23 August 2005
- NORAD (1999) The Logical Framework Approach. (LFA) Handbook for Objectives Orientated Planning. 4th Edition
- NORAD (Undated). The Logical Framework Approach. Handbook for Objectives Orientated Project Planning. Norwegian Agency for Development Cooperation.



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- Sumaila, UR & J. Jacquet. (2009) When Bad Gets Worse: Corruption and Fisheries. Sea Around Us Project and Fisheries Economics Research Unit, Fisheries Centre, University of British Columbia, Vancouver, BC V6T 1Z4
- World Bank (2004) Saving Fish and Fishers Toward Sustainable and Equitable Governance of the Global Fishing Sector. Report No. 29090-GLB. May 2004
- World Bank (2006) Final project proposal on a proposed MDTF grant to the Government of the Southern Sudan for a Southern Sudan: Livestock and Fisheries Development Project

List of relevant documents specifically related to Policy, including examples of policies from elsewhere in the world

- Abban I, E. K., R. Asmah, L. Awity and J. K. Ofori (2009) Review on National policies and Programmes on Aquaculture in Ghana. EC FP7 Project Contract number: 213143 SARNISSA: Sustainable Aquaculture Research Networks in Sub Saharan Africa
- ACP Fish II (2011) Draft National Policy for Fisheries and Aquaculture in Malawi. 2012 – 2017. In – Revision of National Policy for Fisheries and Aquaculture in Malawi and National Fisheries Policy in Swaziland Draft Final Report. ACP Fish II – Strengthening fisheries management in ACP states. 9 ACP RPR 128 accounting no. RPR/006/07 – EDF IX. Project ref. N° CU/PE1/MZ/10/001
- ACP Fish II (2011) Final Draft. Fresh Water Fisheries and Aquaculture Policy in Swaziland In – Revision of National Policy for Fisheries and Aquaculture in Malawi and National Fisheries Policy in Swaziland Draft Final Report. ACP Fish II – Strengthening fisheries management in ACP states. 9 ACP RPR 128 accounting no. RPR/006/07 – EDF IX. Project ref. N° CU/PE1/MZ/10/001
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- Sutinen, J. G. (2008), "Major Challenges for Fishery Policy. Reform: A Political Economy Perspective", OECD Food, Agriculture and Fisheries Working Papers, No. 8, OECD Publishing.
- Yemen Ministry of Fish Wealth (2011) National fisheries Sector Strategy for Fisheries and Aquaculture Development in Yemen. Formulated under UNDAF/EDSP Support to Pro-Poor Economic Growth of the YGSV -2025

All documents available in electronic format to be provided to TT on departure in Feb 2012.



### Annex 7. List of People met during Inception Period

Name	Title	Organisation
Koane Mindjimba	ACP Fish II Regional Manager for Eastern Africa, Kampala	ACP Fish II, Kampala
Stefano Amato	EEAS	EU Delegation, Juba
George Okech	Head of Office	FAO Juba
William Hakim Adolfo Ushalla	Senior Fisheries Officer, Emergency and Rehabilitation Co-ordination Unit.	FAO Juba
Stephen Rojas Francis	Fisheries Inspector	Fisheries Dept, Central Equatoria
James Millar	Project Manager	GIZ SS Fisheries Production and Marketing Project
Martin Malangki Jueljok	Technical Assistant, Terekeka	GIZ SS Fisheries Production and Marketing Project
Harald Rojahn	Project Coordinator	GIZ SS SPCRP Programme
Chanjowk Armet	Legal Officer	MARF, RSS, Juba
Dr Makvvei Malual Kanny	Under Secretary MARF	MARF, RSS, Juba
Dr Nadia Arop Dudi	Deputy Minister	MARF, RSS, Juba
Dr Nadia Arop Dudi.	Deputy Minister.	MARF, RSS, Juba
Dr. John Kanisio	Planning Officer	MARF, RSS, Juba
Edward Billy Lau	Deputy Director for Engineering and Nursery Development	MARF, RSS, Juba
Hon Dr Martin Elia Lomuro	Minister.	MARF, RSS, Juba
Juma Frezar Kenyi	Fisheries Officer	MARF, RSS, Juba
Pio Anthony Sisto	Fisheries Officer	MARF, RSS, Juba
Susan Alfred David	Fisheries Officer	MARF, RSS, Juba
Suzana Gabriel	Inspector of Co-ops	MARF, RSS, Juba
Undo Adriano	DG Fisheries	MARF, RSS, Juba
Francis Aloma Sarafino	Deputy Director of Fish Technology	MARF, RSS, Juba
Chol Deng Mourter	Director of Administration	Ministry of Water Resources and Irrigation
Eng Thomas Jana Kan	Chief Engineer for water resources management	Ministry of Water Resources and Irrigation
James Riang	DG Administration and Finance	Ministry of Water Resources and Irrigation
Nyasigin Deng	Director for Water Resources Management	Ministry of Water Resources and Irrigation
Major General Philip Chul Majak	DG Wildlife	Ministry of Wildlife conservation and Tourism

The list does not include nameless fishermen, fish traders, and retailers met during field visits

### **Annex 3. List of Documents Consulted and International Agreements Pertinent to Fisheries**

*Where available in electronic format all documents have been provided to the Technical team on a CD or DVD.*

Allisona EH & Horemans B (2006) Putting the principles of the Sustainable Livelihoods Approach into fisheries development policy and practice. *Marine Policy* 30 (2006) 757–766

Atari, Dominic Odwa, Abdelnour, Samer, McKague, Kevin, Wager, Robert. (2009) Technical, Vocational, and Entrepreneurial Capacities in Southern Sudan: Assessment and Opportunities. Centre for Refugee Studies, York University: Toronto.

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European Union (2003) Code of Practice for Fisheries Products (CAC/RCP 52-2003) (updated 2008)

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FAO (2007) Fisheries and Aquaculture Profile for Sudan [WEB document]

FAO (2009) Climate change implications for fisheries and aquaculture. FAO Fisheries and Aquaculture Technical Paper 530

FAO (2010) The State of World Fisheries and Aquaculture 2010

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GOSS (2006) GOSS Aid Strategy 2006 – 11. Ministry of Finance & Economic Planning

GOSS (2006) Fisheries Sector Policy and Strategic Plan 2006-2011. MARF September 2006 (*Note: This is a revision of the April 2006 version*)

GOSS (2007) Human Resources Strategic Plan. Ministry of Labour, Public Service and Human Resource Development

GOSS (2008) Southern Sudan HIV/AIDS Policy

GOSS (2009) Natural Resources Sector. Budget Sector Plan. 2010-2012. August 2009

GOSS (2010) GOSS Priority core governance functions. Costed Action Plan for Rapid Capacity Development Prepared By: Ministry of Finance and Economic Planning, GOSS





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- GOSS (2010) South Sudan Vision 2040: Towards freedom, equality, justice, peace and prosperity for all.
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### Some International Agreements and Protocols pertinent to Fisheries in South Sudan

*(Texts are all available on the Internet, just copy and paste title into any search engine)*

<b>Document/Protocol/Convention/Date came into force</b>	<b>And particularly covering ....</b>
Abuja Declaration on HIV/AIDS, Tuberculosis and Other Related Infectious Diseases (2001)	HIV/AIDS. Pledges 15% of Government Budgets to Health Sector.
Abuja Declaration on Sustainable Fisheries and Aquaculture in Africa. (2005)	End to open access fisheries, among other things.
African Union Protocol on Human and People's Rights on the Rights of Women In Africa (2005)	Discrimination on the basis of sex is prohibited.
Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal (1992)	Management of Chemical Wastes
Beijing Declaration and Platform of Action (1995)	Gender Issues
CITES Convention on International Trade in Endangered Species of Wild Fauna and Flora (1982)	International trade in specimens of wild animals and plants (important for Aquarium Industry)
Comprehensive Africa Agriculture Development Programme (CAADP). (2003)	African governments have agreed to increase public investment in agriculture by a minimum of 10 per cent of their national budgets and to raise agricultural productivity by at least 6 per cent.
Convention on Biological Diversity (1992)	Conservation of biodiversity. Important for Sudan as it covers introduction of exotic species for Aquaculture and the preservation of aquatic biodiversity (in regions such as the Sudd). Several sub agreements & protocols.
Convention on Biological Diversity, Bio-safety Protocol (Cartagena Protocol) 2000	Handling, transport and use of living modified organisms resulting from modern biotechnology
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).	Covers Gender issues and discrimination
Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (1996)	Desertification and mitigation of the effects of drought in those countries experiencing serious drought, particularly in Africa. Sustainable management of land and water resources.
FAO International Plan of Action for the Management of Fishing Capacity (1999)	Overcapacity & overfishing
FAO & WHO Codex Alimentarius (1963) & subsequent updates etc	Food standards, guidelines and codes of practice
FAO Code of Conduct for Responsible Fisheries (2001) & COPs & updates etc	Introduces the precautionary & ecosystems approach & sustainable fisheries
FAO International Plan of Action to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing (2001)	IUU fishing

<b>Document/Protocol/Convention/Date came into force</b>	<b>And particularly covering ....</b>
Helsinki Rules 1966	Governs use of waters of an international drainage basin except as may be provided otherwise by convention, agreement or binding custom among the basin States.
International Guidelines on HIV/AIDS and Human Rights 2006	HIV/AIDS
Nagoya Protocol on Access and Benefit-sharing	A supplementary agreement to the Convention on Biological Diversity covering access to Biological Diversity
Nile Basin Initiative (NBI) 1999	A partnership among the Nile riparian states that "seeks to develop the river in a cooperative manner, share substantial socioeconomic benefits, and promote regional peace and security"
Protocol to the African Charter on Human and People's Rights (2005)	Human Rights/gender issues
Ramsar Convention (The Convention on Wetlands of International Importance) (1997)	Particularly waterbirds in wetlands, but wetlands in general (The Sudd is a "RAMSAR" site)
Rio Declaration on Environment and Development (1992)	Environment
Rotterdam Convention (2004)	Trade in Hazardous Chemicals including pesticides
Stockholm Convention on Persistent Organic Pollutants (2004)	Persistent organic contaminants
Treaty for Establishment of the East African Community 1999	Establishes EAC. Sections on wise use of Natural Resources
UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 1987	Women & Gender
<a href="#">United Nations Convention on the Law of the Sea (UNCLOS)</a> (1994)	Comprehensive legal framework to regulate all ocean space, its uses and resources.
United Nations Framework Convention on Climate Change (UNFCCC) (1992) & Kyoto Protocol (2006)	Climate change
WEHAB (part of the Rio Declaration)	Water, Energy, Health, Agriculture and Biodiversity
WTO (various)	Covers tariffs and non trade barriers to trade. Also covers, under the Doha round, undesirable subsidies for capture fisheries.
WTO Agreement on the Application of Sanitary and Phytosanitary Measures	Amongst other things, the measures to be used for controlling fish quality

## Annex 4. Itinerary, Institutions and Individuals Consulted

### Itinerary

#### FIRST VISIST NOV/DEC 2011

Dates	Place	Notes
Nov 30 - Dec 2	Fly to Kampala Kampala	Briefing at ACP II Regional Office and Obtain SS Visa
Dec 3 & 4	Weekend	Fly to Juba
Dec 5 - 9	Juba	Working with RSS MARF in Juba. SWOT analysis. General introductions and visits
Dec 10 & 11	Weekend	Market Visits
Dec 12 - 16	Juba	Visit government ministries, Minister RSS MARF etc. Obtain return visa. Day trip to Terekeka.

#### SECOND VISIT JAN/FEB 2012

Jan 14 & 15	Weekend	Travel to Juba
Jan 16- 20	Juba	Meetings in RSS MARF. Prepare for Consultative Workshops, invites, materials, venue etc. Design publicity materials
Jan 21& 22	Weekend	Visit KonyoKonyo Market & Juba Fish port
Jan 23-27	Juba/Terekeka	First Consultative Workshop in Nile Beach Hotel. Visit from ACP II Fish Policy Expert. Write workshop report. Preparations for 2 <sup>nd</sup> Workshop. Visit to Terekeka to prepare venue for workshop. Write draft 3 page guide to Fisheries Policy
Jan 28 & 29	Weekend	Visit Jebel Market and Custom Market
Jan 30, 31 and Feb 1-3	Terekeka Juba	2 <sup>nd</sup> Consultative workshop in Terekeka (1 day travel, 1 day W/shop & 1 day return). Write 2 <sup>nd</sup> workshop report. Prepare for field trips. Prepare for Validation Workshop. Write zero draft Fisheries Policy
Feb 4 & 5	Weekend	Write zero draft Fisheries Policy
Feb 6 - 10	Juba and States	Distribute zero draft Fisheries Policy. Visit to Malakal (Upper Nile) and Rumbek (Lakes State) by TT members. Overview zero draft Fisheries Policy.
Feb 11 & 12	Weekend	Prepare First Draft Fisheries Policy
Feb 13 - 17	Juba	Distribute first draft Fisheries Policy with invitations to workshop. Distribute 3 page Introduction to Fisheries Policy. Field visit to Bentiu (Unity State). 17 <sup>th</sup> One day Validation Workshop at Nile Beach Hotel. Visit by ACP Fish II Regional Manager.
Feb 18 & 19	Weekend	Field trip to Godokoro.
Feb 20 - 24	Juba	Write up. Final confirmatory visits. KE2 leaves 22 <sup>nd</sup> KE1 leaves 24 <sup>th</sup> leaving CD with Focal Point with Draft Report & photos etc on it.

### Institutions and individuals consulted & workshop attendees

*Note that many workshop attendees were interviewed separately at the time of the workshop, and in RSS MARF prior to attending the workshops.*

Name	Title	Organisation
John Purvis	Fisheries Policy Expert	ACP Fish II, HQ, Brussels
Koane Mindjimba	ACP Fish II Regional Manager for Eastern Africa, Kampala	ACP Fish II, Kampala
David Kwong	Boat repairer & Fisherman	Bentiu, Unity State
James Tabak	Fisherman and fish trader/processor	Bentiu, Unity State
Jazemine TunWeng	Fish Trader	Bentiu, Unity State
Paul Makwel Dengdit	Fish processor/trader	Bentiu, Unity State
Riak Fimet	Fisherman and boat owner	Bentiu, Unity State
Stephen Rojas Francis	Fisheries Inspector	Central Equatoria
Massimiliano Pedretti	Programme Manager	EU Juba Office
Stefano Amato	EEAS	EU Juba Office
George Okech	Head of Office	FAO Juba
William Hakim Adolfo Ushalla	Senior Fisheries Officer, Emergency and Rehabilitation Co-ordination Unit.	FAO Juba
Daniel Bith Deng	Projects Engineer	GIZ - Unity State
James Millar	Project Manager	GIZ SS Fisheries Production and Marketing Project
Martin Malangki Jueljok	Technical Assistant, Terekeka	GIZ SS Fisheries Production and Marketing Project
Harald Rojas	Project Coordinator	GIZ SS SPCRP Programme
Majier Mosor Alam	Fisheries Inspector	Lakes State, Fisheries Department
Samuel Angui Mayen	Director of Fisheries	Lakes State, Fisheries Department
Bervino Warnyang	Fisherman	Lawi Fishing Camp, Terekeka County
Laku Tiky	Fisherman	Lawi Fishing Camp, Terekeka County
Lino Ladu	Fisherman	Lawi Fishing Camp, Terekeka County
Paul Modi Alyombe	Fisherman	Lawi Fishing Camp, Terekeka County
Chol Deng Mourter	Director of Administration	Ministry of Water Resources and Irrigation
Eng Thomas Jana Kan	Chief Engineer for water resources management	Ministry of Water Resources and Irrigation
James Riang	DG Administration and Finance	Ministry of Water Resources and Irrigation
Nyasigin Deng	Director for Water Resources Management	Ministry of Water Resources and Irrigation
Major General Philip Chul Majak	DG Wildlife	Ministry of Wildlife Conservation and Tourism
Augustino Atillio	Director, Department of Extension,	RSS MARF, Juba
Chanjowk Armet	Legal Officer	RSS MARF, Juba

<b>Name</b>	<b>Title</b>	<b>Organisation</b>
Chris Abongó.	Legal Consultant to Minister of RSS MARF	RSS MARF, Juba
Dr Makvvei Malual Kanny	Under Secretary RSS MARF	RSS MARF, Juba
Dr Nadia Arop Dudi	Deputy Minister	RSS MARF, Juba
Dr. John Kanisio	DG Planning	RSS MARF, Juba
Edward Billy Lau	Deputy Director for Engineering and Nursery Development	RSS MARF, Juba
Francis Aloma Sarafino	Deputy Director of Fish Technology	RSS MARF, Juba
Hon Dr Martin Elia Lomuro	Minister.	RSS MARF, Juba
Juma Frezar Kenyi	Fisheries Officer	RSS MARF, Juba
Pio Anthony Sisto	Fisheries Officer	RSS MARF, Juba
Susan Alfred David	Fisheries Officer	RSS MARF, Juba
Suzana Gabriel	Inspector of Co-ops	RSS MARF, Juba
Undo Adriano	DG Fisheries	RSS MARF, Juba
Clement Chuol Masok,	Deputy Director	Unity State DOF
Kuluai Gatiek Nhial	Deputy Director Aquaculture	Unity State DOF
Peter Gaw	Fisheries Director	Unity State DOF
William Riah Dhol	Deputy Director Capture	Unity State DOF
Deny Samuel	Assistant Inspector (Aq)	Upper Nile State SMARF
Dr Lino Dor	Undersecretary	Upper Nile State SMARF
HE Budhok Ayang Aney Kur	Minister	Upper Nile State SMARF
Paul Bansio	Fisheries Officer	Upper Nile State SMARF
Peter Gony	Director Fisheries	Upper Nile State SMARF
Thomas Oyath	Fisheries Inspector	Upper Nile State SMARF

The list does not include nameless fishermen, fish traders, and retailers met during field visits

**Those attending the Juba Consultative Workshop.**

**24/1/12 at Nile Beach Hotel**

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	Susan Alfred	Assistant Inspector	MARF Fisheries
2	Suzanna Gabriel	Assistant Inspector	RSS MARF Fisheries
3	Thomas N Maiandulu	Deputy Director Fisheries	W Equatoria
4	Peter David	Assistant Researcher	RSS MARF Fisheries
5	Khamis Killei	Assistant Inspector	RSS MARF Fisheries
6	Robert Lindley	Policy Expert	ACP Fish II Key Expert 1 and Team Leader
7	Dominic Fargala	Director	Eastern Equatoria
8	John Purvis	Fisheries Policy Expert	ACP Fish II Brussels
9	Sarafino Aloma Francis	DD Fish Tech (& Focal Point on the TT)	RSS MARF Fisheries
10	John Pangeeh		RSS MARF
11	Benneth Bojo	Director	RSS MARF
12	James Miller	Project Manager	GIZ Project Manager
13	Peter Deng	At/Director	WBGS
14	Edward Billy Lau	Deputy Director for Engineering and Nursery Development	RSS MARF Fisheries
15	Anthony Sisto Pio	Inspector	RSS MARF Fisheries
16	Amal Magga	Inspector	RSS MARF Fisheries
17	Joyce Poni Pitia	Assistant Researcher	RSS MARF Fisheries
18	Neimat Taban	Inspector	RSS MARF Fisheries
19	Eng JoeJoe Wani	Director	MRDI
20	Seopas Duma	US (left early)	Environment
21	Johnson Jiribi	Assistant Professor	University of Juba
22	MaU Waú	Extension Section	RSS MARF
23	Juma Adulwahad	Information Section	RSS MARF
24	David Okot	Planning Officer	Environment
25	Undo Adriano	DG Fish	RSS MARF Fisheries
26	Richard Jaba	Inspector	RSS MARF Fisheries
27	Elia Solomon	Senior Inspector of Fisheries	Fisheries Wau, W Equatoria
28	Dominic Fargala	Director of Fisheries	Eastern Equatoria
29	Gilo Gilo	Deputy Director Fisheries	Bor, Jongelei State
30	Frezar Juma	A/Inspector	RSS MARF Fisheries
31	Paul Namisi	ACP Fish II team	ACP Fish II



**Those attending the Terekeka Consultative Workshop.**

**31/1/12 at Terekeka fisheries Centre**

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	Mark Waui Kuyu	Fisheries Officer	Eastern Equatoria Fisheries Dept
2	Charles Cabinet	Fisheries Officer	Eastern Equatoria Fisheries Dept
3	Peter Garang Kud Kuoi	Fisheries Officer	Jonglei State
4	Oful William Aginito	Fisheries Officer	Eastern Equatoria
5	Justin Siangbatiyo	Fish Trader	Western Equatoria State
6	Angelo Seed	Fisherman	Western Equatoria State
7	Charles Lodu	Tutor	Padak Fisheries Training Centre
8	Abraham Neakon	Fisherman	Terekeka
9	Faul NeKwas	Fisherman	Terekeka
10	Mario Batista	Fisheries Officer	WBGS, Wau. Fisheries dept
11	Dor Madut	Fishermen	WBGS
12	James Makwag	Fisherman	Jour/Terekeka
13	Robert Lindley	Policy Expert	ACP Fish II KE1 and Team Leader
14	Sarafino Aloma	Focal Point TT	RSS MARF
15	Edward Billy	D/D TT	RSS MARF
16	Suzana Gabriel	Fisheries Inspector	RSS MARF
17	Juma Frezar	Fisheries Officer	RSS MARF
18	Rev Hassan Yogoub Said	Loyi Cooperative	Terekeka
19	Rev James Nyaya	Fishermans leader	Jour, Terekeka
20	Alipohs Ladu	Fishermen	Terekeka Area
21	Anthony Sisto Pio	Inspector of fisheries	RSS MARF
22	Khamis Killei	Inspector	RSS MARF
23	Sonia David	Womens Group leader	Terekeka
24	Khomis Hassan	Fisherman	Terekeka
25	Paul Modi	Fisherman	Terekeka
26	Nyombe Laku	Fisherman	Terekeka
27	Adel el-Mur	Fisherman	Terekeka
28	Yafia Moris	Fisherman	Terekeka
29	Lily Kitale	Womens Group	Terekeka
30	Joice Jetmena Laguma	Chairlady, Womens group	Terekeka
31	Clement Mariap	Commissioner	Terekeka County
32	David Rial	Commissioners Security Officer	Terekeka
33	Thomas Onyet	Fishermen	Terekeka
34	Paul Namisi	Fisheries Management Expert	ACP Fish II
35	Stephen Rojas	Fisheries Officer	Central Equatoria State
36	Wani Agustino	Fisherman	Bayac/Terekeka
37	Martin Malanke	Extension Officer	GIZ, Juba
38	Augustino Gerey	Fisherman	Lowi/Terekeka
39	Celwait Sabit	Chairman of Cernum Cooperative	Terekeka



**Those attending the Validation Workshop.**

**17/2/12 at Nile Beach Hotel**

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	GiloGilo Nasir	Deputy Director	Jonglei State
2	Charles Lodu	Tutor	Padak
3	Peter Gaw	Director Fisheries	Unity State
4	Morgan Bakheil Lukak	Deputy Director, Fisheries	Central Equatoria State
5	Samuel Angui	Director of Fisheries	Lakes State
6	Robert Lindley	Senior Policy Expert	ACP Fish II Project
7	Koane Mindjimba	Regional Manager ACP Fish II	ACP Fish II
8	Paul Namisi	Fisheries Management Expert	ACP Fish II Project
9	Dominic Fargalla	Director of fisheries	Eastern Equatoria
10	Chris Abongó	Legal Consultant MARF/FAO	
11	William Ushalla	FAO Senior Fisheries Officer	FAO Juba
12	Mark Kuyu	Fisheries D/D Planning	EES
13	Francis Aloma	Deputy Director Fish Tech & ACP Fish II Focal Point	DOF Juba
14	Michael Wani	Aid Commissioner/ fisheries	CES based at Terekeka
15	Martin Malanki	Technical Assistant	GIZ
16	Stephen Rojas	Fisheries State Coordinator	CES
17	Ambrojo El-Hag	Fisheries State Coordinator	CES, Lyanai County
18	Alfredo Jacla	Fisheries Inspector	SMARF/CES/HQ
19	Max Pedretti	Programme Manager	EU Delegation, Juba
20	Amal Sebit	Inspector for Statistics	DOF
21	Suzana Gabriel	Inspector for Fisheries Co-ops	DOF
22	David Peter	Assistant Inspector	Directorate of Extension, Traing & Research, RSS MARF
23	Khamis Killei	A/inspector	DOF
24	Pio Anthony Sisto	Inspector	DOF
25	Frezar Kenyi	A/Inspector	DOF
26	Johnson Jiribi Balli	A/Professor	University of Juba
27	Victor Lotombe	DG	Directorate of Environment, Min Environment
28	Thomas Jang Kau	D/D, Water Resources Management	MWRI
29	Peter Gony Ngok	Director Fisheries	Upper Nile
30	Joseph Utango Ukal	DD for Admin	WBGS
31	Richard Jaba Raphael	Inspector for Planning	CES
32	Susan Alfred	A/ inspector	DOF
33	Edward Billy Lau	Deputy Director for Engineering and Nursery Development	DOF
34	Adriano Undo	DG DOF	DOF

## Annex 5. Workshop Reports

# Preparation of a Fisheries Policy for South Sudan

Project ref. N<sup>o</sup>: EA-1.2-B1a

## South Sudan



*A participant addresses the Validation Workshop  
held at the Nile Beach Hotel in Juba*

# Report on the Validation Workshop for the First Draft of the Fisheries Policy 2012-2017

**Nile Beach Hotel, Juba 17/02/2012**



# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 5-2**

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The workshop was intended to overview and validate the Draft Fisheries Policy that had been produced by the Technical Team in January & February 2012 after a long consultative process with stakeholders. This process included two Consultative Workshops in February 2012, one in Juba on the 24 January in Juba and one in Terekeka on the 31 January, and attended by more than 70 participants from Government, Development Partners, civil society, NGOs and fishing and processing communities.

### 1. Activities

<b>8.30am -9.45am</b>	Registration of Participants	Frazer Juma
	Prayer	
<b>9.45am</b>	Opening Remarks & Opening of the ACP Fish II Fisheries Policy Validation Workshop	Adriano Undo DG Fisheries and Aquaculture Development (Technical Team Member)
<b>9.55am</b>	Introductory to the EU in South Sudan and the Fisheries Policy	Mr Pedretti representing the EU Delegation
<b>10.04am</b>	Brief comment on fisheries legislation	Chris Abongo, Legal Adviser to MARF
<b>10.07am</b>	Overview. ACP Fish II (PowerPoint presentation)	ACP Fish II Regional Coordinator. Koane Mindjimba
<b>10.10am</b>	Participants introduce themselves to the workshop	
<b>10.20am</b>	Comments on the policy from the point of view of the Directorate of Environment	DG Environment (who was leaving early and wished to make comment, prior to departure)

<b>10.25</b>	Policy Formulation Process, with PowerPoint Presentation	Robert Lindley ACP Fish II Senior Policy Expert
<b>10.35</b>	Coffee	
<b>10:55 -11.05</b>	Overview of the Draft Fisheries Policy with PowerPoint presentation	Sarafino Aloma, D/D Fisheries and ACP Fish II Focal Point (Technical Team member)
<b>Coffee to lunch</b>	After a short briefing by the ACP Fish II Policy Expert participants split into groups and examine different Policy Areas of the Fisheries Policy in the light of the constraints and requirements of the sector.	Groups. Facilitators to float among the groups and encourage discussions, provoke debate and offer suggestions as appropriate
<b>12.30</b>	Lunch	
<b>1.30</b>	Presentations by group spokespersons 4 groups	Discussion on group results and presentations
<b>3.00</b>	Afternoon tea	
<b>3.30</b>	Presentations by group spokespersons 2 Groups Discussion on results and presentations Comments from Participants	
<b>4.45</b>	Vote of Thanks	Senior Participant
	Closing Remarks	DG Fisheries & Aquaculture
	Prayer	

DG Fisheries and Aquaculture opened the meeting. Deputy Minister and Undersecretary RSS MARF were unable to attend so had delegated the responsibility to the DG Fisheries & Aquaculture.

Meeting facilitated by the Focal Point for ACP Fish II, Mr Sarafino Aloma.

## 2. Notes on Speeches and presentations

**Mr Pedretti** on behalf of the EU Delegation outlined 3 observations on building capacity

- 1) Putting down principles
- 2) Implementation which was difficult and Policy was only the start
- 3) implementation would not be perfect.

Human Resources and Information flow are not perfect, and a slow process. The policy thus has to be realistic and the need for external actors, the private sector, NGOs and donors to assist in implementation should not be underestimated.

It was also necessary to lay down in the policy the principles under which NGOs and Donors were to work as they should not be allowed to just go off and do things on their own, and must comply with the wishes of DOF and with the policies laid down. This should be considered in the present policy and the ground rules established sooner rather than later.

**Chris Abongó, the Legal Adviser to MARF** made a brief introduction to the legislation, acknowledging that it was insufficient in its present form for the needs of the RSS and DOF. The law will have to be harmonised with the Fisheries Policy but this was not an easy task and meant completely rewriting the Draft 2012 Fisheries Bill.

**The ACP Fish II Regional Manager, Mr Koane Mindjimba** introduced the ACP Fish II project using a PowerPoint presentation. (See PP Presentations below)

**The Senior Fisheries Policy Expert, Mr Robert Lindley**, then introduced the need for a policy and the process used to get to the Draft Fisheries Policy being considered by the Workshop (See PP Presentations below)

After coffee **The Focal Point for ACP Fish II, Mr Sarafino Aloma**, then introduced the policy and its contents using another PowerPoint presentation (See PP Presentations below)

**DG Environment** then made a speech, emphasising the maintenance of a healthy environment. Very pleased to see EIAs in the strategy, and mention of climate change in the objectives of the Fisheries Policy. Commented that EIAs should include social factors (=ESIAs). Noted that subsequent to a recent meeting RSS had signed to RAMSAR and the SUDD was confirmed as a Ramsar site. Additionally RSS was going to sign and accede to the Vienna and Montreal Conventions. Many other conventions but too early for them just now.

The meeting then, after coffee, split into 6 groups and each group considered one of the 6 Policy Areas in the Draft Fisheries Strategy document.

Groups to present findings after lunch.

### **3. Group Findings and Presentations (After Lunch)**

#### **3.1 Group 1. Governance Observations**

- National Ministry =RSS/MARF Correct throughout please States Ministries = SMARF (DOF) To differentiate between states & national
- Director Generals of Fisheries in the 10 states are also for the Animal resources and this makes fisheries a secondary and lower partner
- Involve of the Ministries of Gender and Social Welfare, and Education on Child Rights particularly for education.

#### **Priorities (Prioritise these which are not prioritised in the Draft)**

- i. Harmonise Taxes with other EAC states
- ii. Grants and soft loans to fishermen
- iii. Formation of joint committee on water use
- iv. Compulsory ESIAs (as mentioned by the DG Environment)
- v. Observation of all International Treaties & Protocols, which will also need External Assistance
- vi. Gender and the rights of the child
- vii. Small boat safety

#### **Other Comments & discussion topics**

- i. External inputs to international treaties needed
- ii. DGs in States really should be for Fisheries only, not all of SMARFs, so that they don't get their priorities wrong

RH Lindley comments that fisheries under represented underfunded etc. Perhaps need a separate Ministry ?

Focal Point -perhaps a Fisheries Commission or Fisheries Authority or something? Fisheries always marginalised. Particularly in the states. Also that creation of DGs in states is not under governance. Maybe Group 3 -human resource development,

Water Resources -Should have a body that sits and looks at this in the States. Like a Fisheries Council. A regulatory body to link everything together and procedures at the level of the National RSS Government. Possible to set up a Directorate. Quite possible to set up something like that.

Peter Gaw, Unity State. This policy should include what we say, as we are the people.

Fisheries Director, Rumbek, Lakes -Animal Resources control everything. Only 8 staff. Since 2006 to now. Need a DG in the Ministry. Not enough coordination, because under MARF. All controlled by the DG Animal Resources.

Regional Manager ACP Fish II -asked how should we proceed?

RH Lindley says yes, put in a strategy to give DGs in the states. NOTED.

DG Fisheries. Not a unified structure from RSS nor the States. Big problem, in some states Fisheries in under Agriculture, so even worse. All states should have the same structures. These things should be unified all over.

### 3.2 Group 2. Human Resources

- i. Reword & move to objectives Strategy No 2 Improve/develop skills in Extension Services providers with appropriate technology in the 10 states, supported by National Government
- ii. Pakak Training Centre. Reword the Strategy -Padak Training Centre should remain as Padak Fisheries research/training centre and funded by national government. University can use as a research and training centre,
- iii. Literacy and other vocational programmes in rural areas. Add "in fishing areas/fishing camps". Lots of kids get no education in fishing communities
- iv. Fisheries not defended -lack of political will (do not put down in the strategy but it's there!)
- v. Need to have unified structure at state level.

### Observations

Administrative Theme, should rearrange Governance, and put human resources No 2, and no 3 research uniformly. (typo in the introduction)

### Comments

Regional ACP Fish II Manager -first asks ".....by the national government", should the international agencies too? Reply = yes, NGOs and development partners.

GIZ Terekeka -cant move developing appropriate extension services to the second objective. Must stay in the first objective.

Paul Namisi -it should remain in objective 1 Maybe alter to capacity rather than staffed. "To ensure that DOF and states fisheries departments are capacitated and well funded" ?

FAO -Padak, I have a problem. Funding at Padak, funded to be funded by Development Partners. Used to be funded but are not funded now. If Padak to be moved it becomes political. Why was it created? Has the objective changed? Means that the objective has changed, certificate changed. Graduates won't be suitable.

RH Lindley suggests two strategies, one to have enough extension officers and one to give them the skills.

### 3.3 Group 3 Research

#### Observations

- i. Correction Para 33 Fisheries Research Unit need to be established in DOF, current words are luke warm. Needs to be much stronger.
- ii. Para 34 Padak FTC is to be transferred to Dr JG Institute of Science and Technology (not the University). Very poor that it is being transferred. Strongly agree must stay with MARF & DOF if possible
- iii. Add a Para 39 Universities do not send students to the States, or to the DOF in the states to do their research and practical.
- iv. Page 20 Prioritise -preserve indigenous knowledge of fisheries

Regional Manager ACP Fish II - soon having a project on assessment of capabilities for research in the region.

DG Fish - Para 33 - Research unit must be in DOF not in DRET. Lots of problems with the present system

Billy Edward Lau (Deputy Director for Engineering and Nursery Development)-policy of 2006, research was in that document, but no implementation. Put this in to the document so that we see the implementation. No mixture with Agriculture of Animal resources, fisheries research is separate everywhere else in the world. Must stress this.

RH Lindley -must put in what we think and when it comes to implementation see if it happens.

Focal Point -agrees.

### 3.4 Group 4. Capture Fisheries. Additional Points

- i. Other potential fish production areas are not identified. Should be added. Where exactly
- ii. Appropriate technology for increased fish production has to be introduced, Modern technology! Local boats for instance. Introduce better boats and technology. No insulated boxes or ice makers.
- iii. Appropriate fish landing sites to be identified and constructed. What are we going to do about that?
- iv. Pg 20 writing Bullet No 9 -Fisheries is still an artisanal industry -OK The next bit should say The fisheries is still an artisanal etc. Those that existed formally exported fish to Sudan and some fish are bought to populations in S Sudan.
- v. Goal-OK
- vi. Objective No 1 Strategy 1 FAO COC for responsible etc ..... In this we think it needs external inputs.
- vii. Also Developing management plans including control on effort etc.....

#### Other Comments & discussion.

Strategy 1 really need to have external inputs

After comment about difficulty of referring to objectives and strategies RH Lindley agreed to number all strategies and objectives in the draft.

Rojas (Terekeka) Goal -should be Sustainable environmentally sound management and development of capture Fisheries contributing to etc.

Various -No, if it's sustainable, it is environmentally sound? Agreed in discussion that no change will be made.



### 3.5 Group 5 Aquaculture

#### Observations

- i. Strategy No 3 Establish registration & licensing etc .....Should include payams, bomas etc should be decentralised.
- ii. Strategy No 4 Alter to Encourage cooperatives producer organisations and marketing bodies for aquaculture
- iii. Strategy No 2 Attract funding for integrated ..... Rather than say in rural areas, say systems
- iv. Prioritise Production of COPs for feeds
- v. Rephrase objective 4 Create/enact legislations to control importation of fingerlings and establish local hatcheries with rigid reporting.
- vi. No 5 -prioritise the dams and irrigation

GIZ -must prioritise licensing, also put on capture fisheries, as no proper licensing of fishing at all. 92% of fishermen not licensed in Terekeka.

### 3.6 Group 6 Post harvest. (Fish processing and preservation)

- i. 3 points in of the first bullet point 1) Huge quantity of fisherfolk so no surplus in some places 2) No storage facilities for fresh fish 3) no quick access to reach nearest market for fresh fish
- ii. Bullet no 2 -no local facilities takeout few
- iii. There are no local facilities for handling fresh fish.
- iv. Bullet no 3 = OK
- v. Bullet no 4 add cool boxes. Also change country to areas such as the Sudd and other areas where there are potential fishing areas.
- vi. Bullet 5 -there are reported to be considerable losses in post harvest..... Sun dried product
- vii. Strategy 3 fishermen = fishers or fisherfolk
- viii. Objective No 2 -Roads & Bridges. Add Ministry of Transport (Air, river and rail)
- ix. Objective No 4 insert Capture before Fisheries.
- x. Strategy in Objective 5. Promote the use of fish by products (such as fish oils, fish meals, isinglass, maws etc)
- xi. Encourage increased efficiency and cost effectiveness
- xii. Please number the objectives and strategies.

#### Comments

- i. Landing sites -necessary for good hygiene. Poor design is a problem. Hygiene must be acknowledged. FAO code of conduct & practice.
- ii. Must print out FAO codes of conduct for the states (FP agreed to do something about it).
- iii. FAO -Strategy no 5. Live fish should be inserted.
- iv. Also need to encourage spiced fish.
- v. For ice machines -must be done under supervision of DOF so that the quality regulations are followed.

### 3.7 Workshop discussion

Last question from FAO -how the implementers will do it. NGOs or States have to do something?

RHL replies that the Implementation and Monitoring Plans will be provided with the Draft Policy. Usually this is not of much interest to the casual reader but very valuable for anyone involved with the implementation and monitoring of the policy.

### 3.8 Final Speeches

Thanks to DG Fish from **Unity State** and **Lakes State** for the opportunity to take part in the consultation. Noted that this was the first time that they had been consulted in such a way. Also thanks to everyone who attended.

**Regional Manager ACP Fish II.** Thanks to all. Active participation. Not only a regional manager but also representing the whole programme. See, listen and report.

Long journey. Started a few years ago. Already discussed and reviewed this first draft, however excellent it must be put into practice. Leaving behind a strong commitment, and desire to own the document. But it seems this will change something so hope all the best for the future, a small step and the big task still ahead.

**Paul Namisi Fisheries Management Expert ACP Fish II team**-thanks to DG Fish, the Minister and the administration of MARF. CU & Regional Coordinator. Thanks to all who came from such a far way away. Also thanks to TT and all the people who were interviewed etc. RSS willing to drive the country forwards, where there is a will there is a way, what we have started must continue and something more has to be done. Thanks for the hospitality from everyone; very welcoming people. Meetings give a great opportunity to learn from others and interact.

**Focal Point** -Thanks for the frank views and comments etc. All captured. Consultants cannot do everything, must have inputs from everyone. Thanks to Regional Manager ACP Fish II. Because RSS is starting fisheries have to grasp every opportunity that is provided. 3 projects under ACP Fish II. Continual interaction with regional office. Also thanks to consultants. Also all states who made the effort to come here. Further workshops coming up and will be more inclusive in future. Also National Fisheries Forum, sponsored by GIZ, also coming up.

**DG** -final closing speech. General thanks and appreciate all the work that has been done

**Closing prayer.**

#### 4. Some photographs of proceedings



DG Fisheries opens the Validation Workshop  
(Photo P Namisi)



Mr Pedretti, programme Manager from the EU  
Delegation addresses the meeting  
(Photo R Lindley)



Koane Mindjimba, the ACP Fish II Regional  
Manager, makes a point. (note ACP Fish II  
banner in Background)  
(Photo P Namisi)



Group session in the garden area of the Nile Beach Hotel

(Photo R Lindley)



Reporting back to the workshop in the afternoon sessions

(Photo R Lindley)



Fisheries Management Expert, Paul Namisi in a workshop T-shirt

(Photo R Lindley)



Group photo with Visibility materials  
(Photo P Namisi)

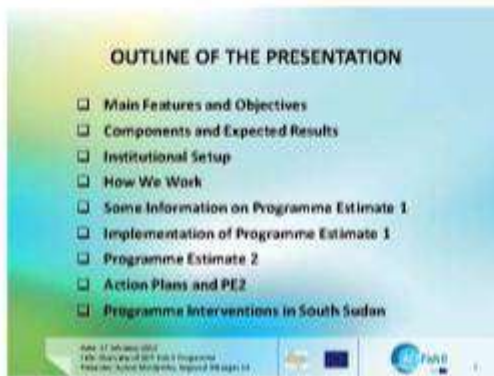
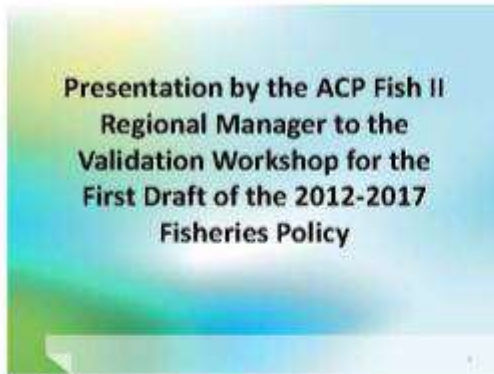
**5. Those attending the workshop in no particular order**

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	GiloGilo Nasir	Deputy Director	Jonglei
2	Charles Lodu	Tutor	Padak
3	Peter Gaw	Director	Unity State
4	Morgan Bakheil Lukak	Deputy Director	CES
5	Samuel Angui	Director of Fisheries	Lakes State
6	Robert Lindley	Senior Policy expert	ACP Fish II Project
7	Koane Mindjimba	Regional Manager ACP Fish II	ACP Fish II
8	Paul Namisi	Fisheries Management Expert	ACP Fish II Project
9	Dominic Fargalla	Director of fisheries	Eastern Equatoria
10	Chris Abongó	Legal Consultant MARF/FAO	
11	William Ushalla	FAO Senior Fisheries Officer	FAO Juba
12	Mark Kuyu	Fisheries D/D Planning	EES
13	Francis Aloma	Deputy Director Fish Tech & ACP Fish II Focal Point	DOF Juba
14	Michael Wani	Aid Commissioner/ fisheries	CES based at Terekeka
15	Martin Malanki	Technical Assistant	GIZ
16	Stephen Rojas	Fisheries State Coordinator	CES
17	Ambrojo El-Hag	Fisheries State Coordinator	CES, Lyanai County
18	Alfredo Jacla	Fisheries Inspector	SMARF/CES/HQ
19	Max Pedretti	Programme Manager	EU Delegation, Juba
20	Amal Sebit	Inspector for Statistics	DOF
21	Suzana Gabriel	Inspector for Fisheries Co-ops	DOF
22	David Peter	Assistant Inspector	Directorate of Extension, Traing & Research, RSS MARF
23	Khamis Killei	A/inspector	DOF
24	Pio Anthony Sisto	Inspector	DOF
25	Frezar Kenyi	A/Inspector	DOF
26	Johnson Jiribi Balli	A/Professor	University of Juba
27	Victor Lotombe	DG	Directorate of Environment, Min Envir
28	Thomas Jang Kau	D/D, Water Resources Management	MWRI
29	Peter Gony Ngok	Director Fisheries	Upper Nile State
30	Joseph Utango Ukal	DD for Admin	WBGS
31	Richard Jaba Raphael	Inspector for Planning	CES
32	Susan Alfred	A/ inspector	DOF
33	Edward Billy Lau	Deputy Director for Engineering and Nursery Development	DOF



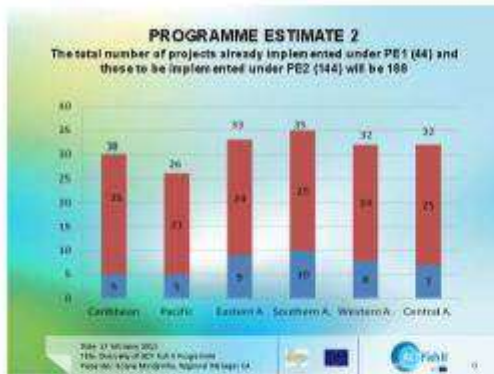
### 6. PowerPoint Presentations made by

**ACP Fish II Regional Manager -Mr Koane Mindjimba; Focal Point -Mr Sarafino Aloma; Senior Fisheries Policy Specialist -Mr Robert Lindley**









- ### ACTION PLANS AND PE2
- ☐ PE2 started in June 2011 and will end by November 2012
  - ☐ According to the RAPs approved during the 2<sup>nd</sup> Steering Committee in November 2010, **134 projects** (national and regional) should be implemented under the PE2
  - ☐ Globally, the RAPs have been amended to reflect new priorities and costs estimates
  - ☐ Some changes have been made to the budgets for PE2 to reflect these new priorities and were examined and accepted last week at the 3<sup>rd</sup> Programme Steering Committee in Botswana in November 2011
- Date: 21 February 2012  
Title: Overview of ACP Fish II Programme  
Presented to: South Sudanese Regional Steering G4

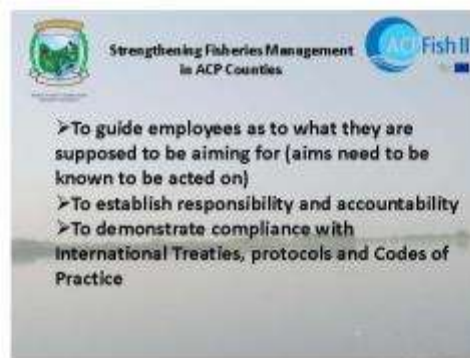
- ### PROGRAMME INTERVENTIONS IN SOUTH SUDAN
- Completed assignments involving officers from South Sudan alongside other countries in the region in PE1:**
- ☐ Training of 2 fisheries officers for regional training on co-management in Jinja, Uganda in May 2011
  - ☐ Action planning for improved regional fish trade for sustainable fisheries management (targeting not only South Sudan, but also Kenya, Rwanda, Tanzania, Uganda and DRC)
- Date: 21 February 2012  
Title: Overview of ACP Fish II Programme  
Presented to: South Sudanese Regional Steering G4

- ### PROGRAMME INTERVENTIONS IN SOUTH SUDAN
- Assignments targeting South Sudan either singly or alongside other countries in the region in PE2:**
- ☐ Preparation of a Fisheries Policy for South Sudan (B1a - ongoing)
  - ☐ Study on the regulatory framework for SME in fisheries in South Sudan (B20 - submitted to DEVCO/EC)
  - ☐ Develop training module in socio-economic analysis, data collection and survey methodology for delivery to fisheries officers in South Sudan (B16 - draft ToR and budget with CU for finalisation and onward submission to DEVCO/EC)
  - ☐ Regional training on commercial aquaculture management and development (B6)
- Date: 21 February 2012  
Title: Overview of ACP Fish II Programme  
Presented to: South Sudanese Regional Steering G4

- ### PROGRAMME INTERVENTIONS IN SOUTH SUDAN (CONTD.)
- ☐ Assessment of research facilities and capacities for inland fisheries management in East Africa (B17)
  - ☐ Elaboration of a Manual on (regional) best practices for evidence gathering, taking into account the existing legal framework in the recipient countries and delivery of training in use of the Manual to MCS practitioners (B10)
  - ☐ Training for fisheries officers/stakeholders in support of co-management in East Africa (B12)
- ☐ **NOTE:** All above projects must have been devised and submitted to DEVCO/EC by March 2012, latest
- Date: 21 February 2012  
Title: Overview of ACP Fish II Programme  
Presented to: South Sudanese Regional Steering G4










Strengthening Fisheries Management  
in ACP Countries

- Informing other Ministries and Departments
- Informing the private sector for investment
- This policy has been, and will be, viewed by numerous people inside and outside MARF and therefore it increases the accountability of the DOF and of its officers.




Strengthening Fisheries Management  
in ACP Countries

## South Sudan already has a Fisheries Policy produced in 2006



Strengthening Fisheries Management  
in ACP Countries


## This policy was not sufficient for the needs of the new nation of South Sudan



Strengthening Fisheries Management  
in ACP Countries

The old policy was written in different times and circumstances, and in the light of what we now know it had some shortcomings.

It is 5 years since the 2006 Fisheries Policy was written and now is a suitable time for a complete revision to be done.



Strengthening Fisheries Management  
in ACP Countries

## The Process of Producing the Policy



Strengthening Fisheries Management  
in ACP Countries

All policy is a list of things that we wish to happen.

A policy begins with the overarching objectives of the country and implementing agencies, and gradually moves "down" towards actual activities, which will appear in the implementation plan.



Strengthening Fisheries Management  
in ACP Countries

The higher up the hierarchy statements of intent are made the further from the actual implementation.

- High officials talk of visions and missions.
- Administrators and planners have policy areas, objectives and strategies, which they have to turn into implementable plans.
- The extension workers & community workers do the work



Strengthening Fisheries Management  
in ACP Countries

We are the administrators and planners designing the objectives and strategies, which will have to be turned into implementable plans.


This workshop is part of the design process.



Strengthening Fisheries Management  
in ACP Countries


The policy was arrived at after a process taking approximately 7 weeks

A Technical Team of 3 in the DOF and 2 external experts provided by ACP Fish II was formed and charged with production of the Fisheries Policy



Strengthening Fisheries Management  
in ACP Countries

During the inception period of 2 weeks in December 2012 a SWOT analysis was undertaken with the DoF Fisheries Staff. This identified the Strengths, Weaknesses, Threats and Opportunities in 5 Policy areas in Fisheries apparent to those undertaking the analysis.



Strengthening Fisheries Management  
in ACP Countries

A literature search was undertaken, using

- Resources available from the internet, including that from FAO
- Data available at the DOF & from the ACP II Fish project staff
- Data provided by other Government Organisations & development partners




Strengthening Fisheries Management  
in ACP Countries

Two consultative workshops were undertaken in January 2012 in Terekaka and Juba


More than 70 participants identified problems facing selected stakeholders and suggested objectives that could be included in the Fisheries Policy

*(some of these objectives were too broad even for a comprehensive Fisheries Policy, such as "abolishing corruption" and "reducing taxes")*



Strengthening Fisheries Management  
in ACP Countries

A large number of stakeholders were interviewed, in offices, by the side of rivers and lakes, in fish markets and in the States. These included fishermen, fish wholesalers and retailers, Government Officers, NGOs, Development Partners, State and Country officials and consumers.



Strengthening Fisheries Management  
in ACP Countries

A "Zero Draft" of the Fisheries Policy was produced and circulated within DOF. Comments were received and included into a "First Draft" Fisheries Policy 2012. This First Draft Fisheries Policy 2012 has been circulated and is the document that is being Validated today



Strengthening Fisheries Management  
in ACP Countries

Comments and suggestions received at this Validation Workshop will be incorporated into the "Draft Fisheries Policy 2012" which will be further refined if needed by the DOF.



Strengthening Fisheries Management  
in ACP Countries

Many thanks



Presentation by the ACP Fish II Focal Point for RSS to the Validation Workshop for the First Draft of the 2012-2017 Fisheries Policy

Strengthening Fisheries Management in ACP Countries 

**Validation workshop for the Draft Fisheries Policy 2012 – 2017 for South Sudan**

*Nile Beach Hotel, Auba  
February 17th 2012*




Strengthening Fisheries Management in ACP Countries 

**Draft Fisheries Policy 2012**

Strengthening Fisheries Management in ACP Countries 

**The policy is split into 4 distinct sections**

- 1) Introductory .
- 2) Description of the sector. Sets the scene. Describes the present situation. Mandate for DoF.
- 3) Policies and Strategies
- 4) Implementation and monitoring

Strengthening Fisheries Management in ACP Countries 


**The Fisheries Policy addresses two Policy Themes,**

- 1. Technical,**
- and**
- 2. Administrative and Supporting.**


Strengthening Fisheries Management in ACP Countries 

Policy Theme	Policy Area
Administrative and Supporting	Governance
	Human Resources
	Research
Technical	Capture Fisheries
	Aquaculture Post Harvest





Strengthening Fisheries Management  
in ACP Countries



The Administrative and Supporting policy areas can be seen to be supportive to the three Technical policy areas.

Each Administrative & Supporting policy area has elements common to each of the Technical policy areas.



Strengthening Fisheries Management  
in ACP Countries



Without successfully achieving some of the priority objectives and strategies given in the Administrative and Supporting policy areas it will be impossible to achieve others in the Technical policy areas.

They are pre-requisites to success.



Strengthening Fisheries Management  
in ACP Countries



Each of the 6 Policy Areas contain a series of objectives to be achieved. Some of these are very broad objectives, which may take many years to achieve, and have a series of long and short term strategies attached to them, whereas others are narrow and the strategies are few and straightforward.



Strengthening Fisheries Management  
in ACP Countries



The Policy Objectives for Governance are

1. To produce a modern and robust legal framework for fisheries and aquaculture in South Sudan
2. To improve the climate for internal and Foreign Direct Investment to fisheries and aquaculture
3. To improve cooperation between Government Departments and institutions on crosscutting issues
4. To improve communications, data flow and coordination between Fisheries Department and the 10 states.
5. To maintain a healthy environment and ecosystems



Strengthening Fisheries Management  
in ACP Countries



The Policy Objectives for Governance  
(continued)

6. To ensure sustained and profitable use of shared resources
7. To raise the profile of fisheries as a sector so as to obtain extra resources for the DoF and for States fisheries departments
8. To combat HIV and AIDS in the workplace and in the industry
9. To respond to Gender Issues and the Rights of the Child
10. To respond appropriately to climate change and natural disaster
11. To improve occupational safety for fisherfolk



Strengthening Fisheries Management  
in ACP Countries



The Policy Objectives for Human Resources are

1. To ensure that DoF and States' Fisheries Departments are fully staffed and funded
2. To develop the skills and qualifications of the staff in DoF, in the 10 States and the private sector



Strengthening Fisheries Management in ACP Countries 

### The Policy Objectives for Research are

1. To improve quality and relevance of research in fisheries and aquaculture
2. To collect, collate and disseminate data on all aspects of fisheries and aquaculture throughout the country
3. To maintain indigenous knowledge, culture and traditions regarding fisheries
4. To monitor environmental changes affecting fisheries including those of climate change
5. To improve information distribution, communication and technology systems



Strengthening Fisheries Management in ACP Countries 

### The Policy Objectives for Capture Fisheries are

1. To manage the fisheries resources of the South Sudan so as to maximise production and avoid overfishing
2. To control overexploitation of fish stocks and eradicate IUU fishing
3. To increase production from under-exploited stocks and areas
4. To develop a sport fishing industry
5. To develop the aquarium trade



Strengthening Fisheries Management in ACP Countries 

### The Policy Objectives for Aquaculture are

1. To attract private investment to Aquaculture by creating an enabling environment
2. To attract funding for development of integrated Agriculture/ Aquaculture in rural areas
3. To regulate the production of feed for aquaculture
4. To control diseases in aquaculture & improve reporting
5. To control species introductions and transfers in Aquaculture
6. To enhance aquaculture in areas where irrigation schemes & dams are created
7. To address environmental concerns regarding Aquaculture



Strengthening Fisheries Management in ACP Countries 

### The Policy Objectives for Post Harvest are


1. To reduce post harvest losses
2. To ensure safety of fisheries products
3. To increase in per capita fish consumption from current low levels
4. To develop appreciation of the role of fisheries and aquaculture in food security
5. To increase the value of fisheries and aquatic products



Strengthening Fisheries Management in ACP Countries 

The 2012 Fisheries Strategy will serve to guide the Directorate of Fisheries and Aquaculture in broad development directions, assist the South Sudan to attract foreign and local investment in the sector and help Development Partners to identify interventions: allowing fisheries and aquaculture in South Sudan to reach their full potential as significant contributors to the wealth of the nation.



Strengthening Fisheries Management in ACP Countries 

Many thanks



# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 5-24**

# Preparation of a Fisheries Policy for South Sudan

Project ref. No: EA-1.2-B1a

## South Sudan



*Participant Groups under the mango trees at  
the Nile Beach Hotel*

## Report on First Consultative workshop

**Juba. Nile Beach Hotel 24/1/12**



# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 5-26**

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<b>4. PREPARATION OF LIST OF OBJECTIVES.....</b>	<b>33</b>
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The workshop was designed to obtain

1. A list of stakeholders
2. A problem tree for selected stakeholders
3. A list of objectives for each of the selected stakeholders
4. The top 5 or 6 priority objectives from this list of objectives

The workshop followed the Logframe Approach. The facilitator notes for running the workshop are attached. The timetable was flexible.

### 1. Timetable

#### 9.15 am. Opening remarks

Prayer

Introduction to ACP

Need for a policy

Identification of Stakeholders

Coffee

Creation of Problem Trees

#### 12.45 Lunch

Presentations of PTs

Discussion

Coffee

Creation of prioritised objectives

Presentation of prioritised objectives

Discussion

Votes of thanks

#### 17.00 Closing remarks

#### Sarafino Aloma. Focal Point

Sarafino Aloma. Focal Point

Robert Lindley - ACP II Fish

Brainstorming session whole meeting

Group sessions

Group spokesmen

Whole meeting

Group sessions

Group Spokesmen & women

Technical Team

#### DG Fish



## 2. Identification of stakeholders.

Everybody. Facilitated by R Lindley & P Namisi & Sarafino Aloma (Focal Point)

Brainstorming session. Stakeholders shouted out, written on cards, whatever !

Stakeholders identified were then loosely grouped into interest groups by the facilitators.

### Results

Interest Group	Stakeholders
Capture Fisheries	<b>Fishermen</b> , Consumers, Transport, Mechanics, Firewood sellers, Boat makers, Fish markets, Fish traders, fish mongers, boat owners, gear sellers, gear makers
Government/ Institutions	Police/inspectors, states, government, <b>local leaders</b> , government regulators, cross-cutting partners, development partners, coops, fisheries training centre, universities, TVET, researchers, NGOs.
Finance	Banks, Microfinance institutions, Investors
QC & Post harvest	Fish processors, QC labs, Ice box sellers, exporters, ice producers, airfreighters, cold storage, importers, retailers & wholesalers, restaurants & hotels, consumers, Fish QC controllers
Aquaculture	<b>Fish farmers</b> , farmers groups, fish hatcheries, fish feed makers, water quality labs
Other	Aquarium fish exporters, sport fishermen.

*[Note several omissions. Neighbouring countries for instance.]*



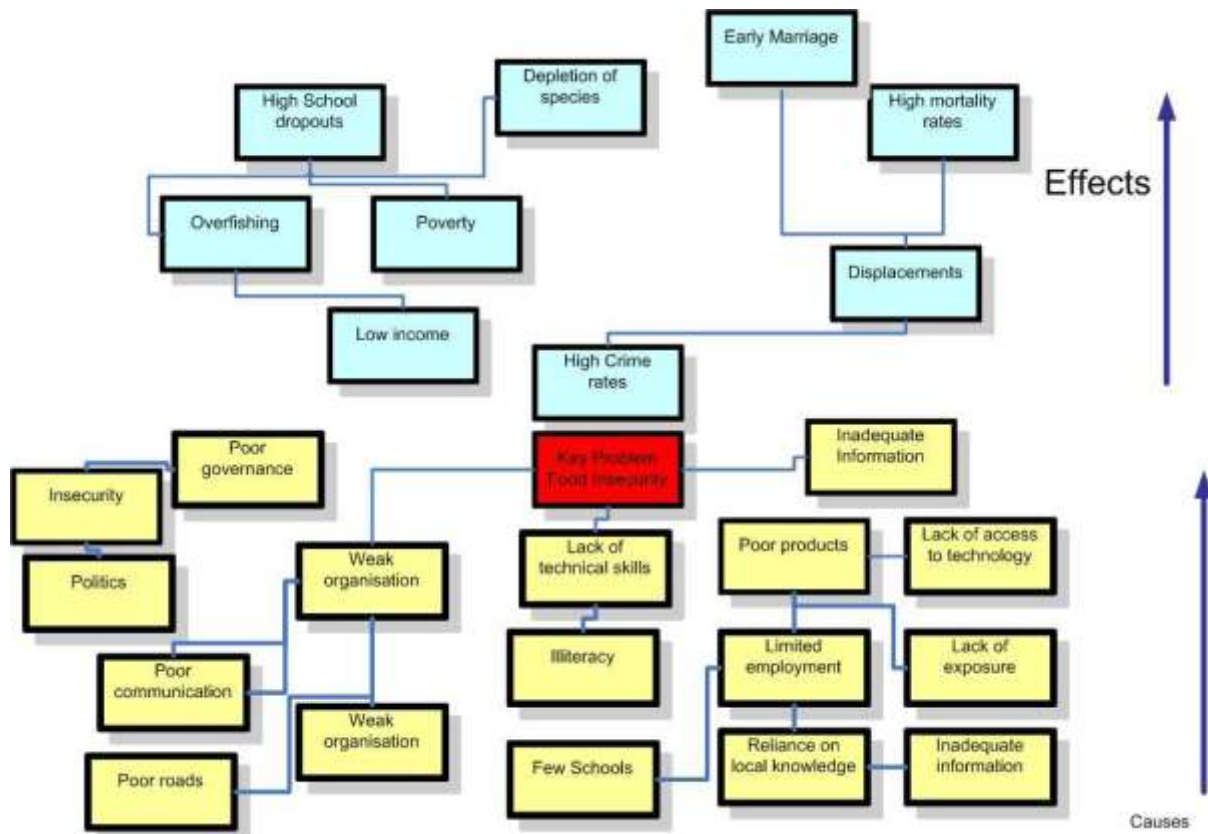
**3. Some photographs of proceedings**

	
<p>Group 2 discussing Aquaculture Photo P Namisi</p>	<p>Group 3 designing a problem tree for Fishermen Photo R Lindley</p>
	
<p>Presenting the Group 3 Problem tree Photo P Namisi</p>	<p>Group 1 deliberations Photo P Namisi</p>

#### 4. Preparation of Problem Trees

Each group then chose a stakeholder (in bold in the table above) from a different interest grouping and prepared a problem tree, having first identified and agreed the key problem.

##### Group 1 Stakeholder - Local Leaders Problem tree.

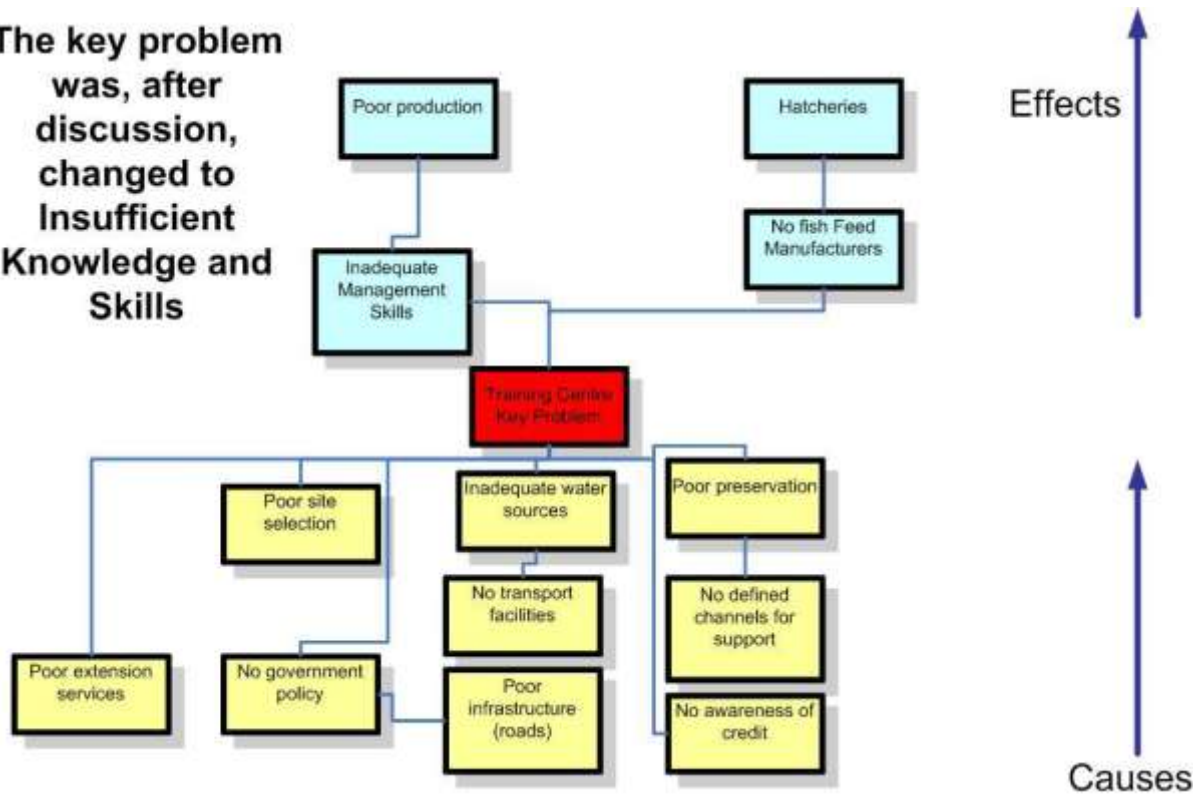


##### From the floor during discussions.

- No emphasis on population growth
- Governance should be emphasised? No rejected! Governance is not the key. Definitely food security Local councils must provide for food security.
- Schools not really important. Not a cause of food insecurity.
- Roles of local leaders need defining closely.

**Group 2 Stakeholder - Fish farmer Problem Tree**

The key problem was, after discussion, changed to **Insufficient Knowledge and Skills**

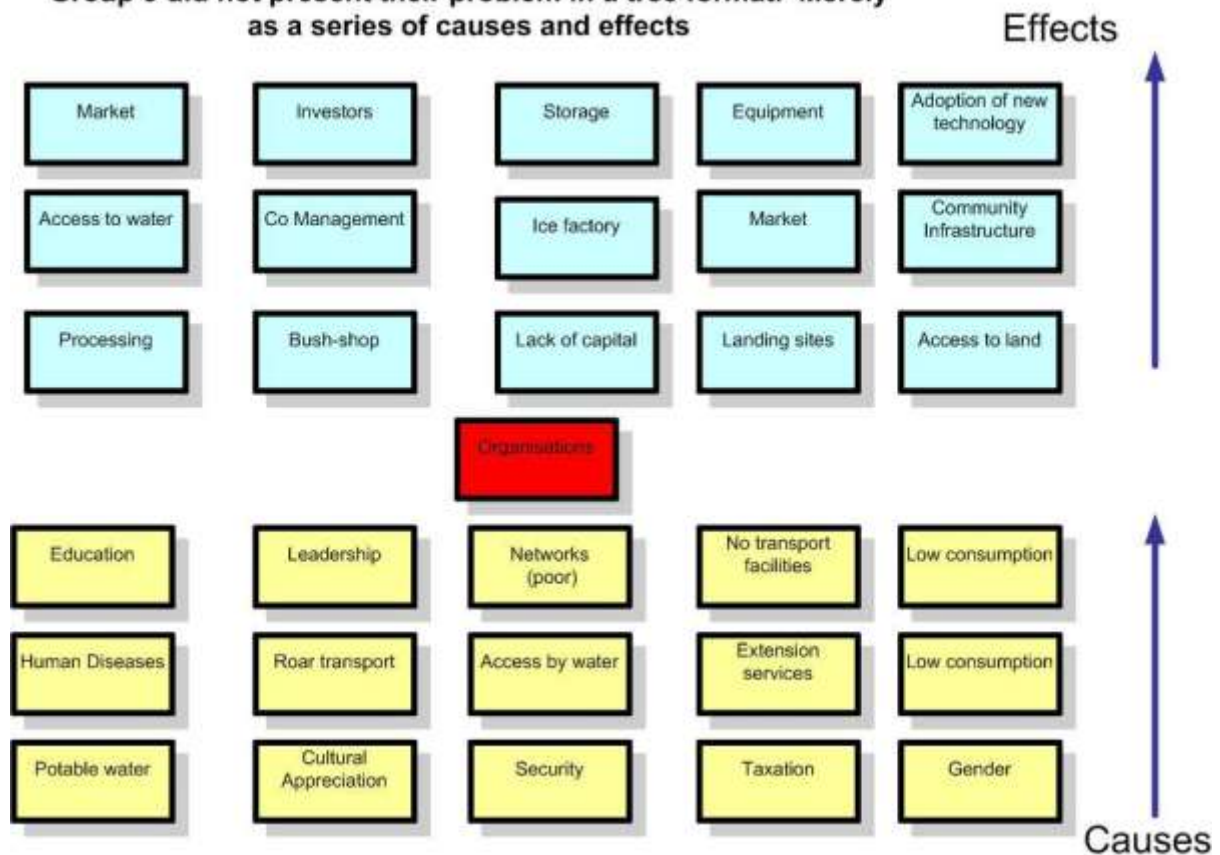


**From the floor during discussions.**

- Change key problem to skills and knowledge
- Extension and Research must be added
- What about marketing? Problems with competition with wild resources and production.
- Need for vocational training
- More coordination needed between vocational and academic training

**Group 3 Stakeholder - Fisherman Problem Tree**

Group 3 did not present their problem in a tree format. Merely as a series of causes and effects



**From the floor during discussions.**

- How does water & disease affect organisations?
- Access by land and water both cause and effect
- Nothing on spoilage and marketing - must be inserted
- Is migration a problem? Should be put in.
- What about MARF & extension. Not really represented in the picture.
- Safety of fishermen and security of nets and gear and boats from attack. Not there!
- Seasonality, a problem for many things. Important. Must add to the causes.

## 5. Preparation of list of objectives

Each group was then asked to go back and prepare a list of objectives for their stakeholder based on the problems that they had identified and placed in the problem trees.

These problems were then to be listed and the 5 or 6 most important problems were to be highlighted or emphasised.

In the table those identified as priority are in BOLD. Others in no particular order.

Group 1	Group 2	Group 3
<b>Local leaders</b>	<b>Fish Farmers</b>	<b>Fishermen</b>
<b>Promote Fisheries production to enhance Food Security</b>	Overall Objective	<b>Encourage fishermen's associations</b>
<b>Improve technical skills of fisherfolk</b>	<b>To establish fish farmers field schools</b>	<b>Provision of microcredit</b>
<b>Improve Physical Infrastructure</b>	Specific Objectives	<b>Form leadership</b>
<b>Improve security in Fisheries areas</b>	<b>To train fish farmers in site selection</b>	<b>Schools &amp; health care</b>
<b>Regulate fishing activities</b>	<b>To improve management skills</b>	<b>Improved Extension</b>
Improve capacity of fisherfolk	<b>To establish hatchery centres</b>	<b>Training of fishermen</b>
Build more schools for fisherfolk children	<b>To establish Fish Feed Factories</b>	<b>Enabled environment for investors</b>
Create more opportunities for employment in Fisheries	<b>To render extension services to fish farmers</b>	Storage facilities
Improve communications (networking)	Access to credit	Processing facilities
Encourage Investors	Clear Government Policy	Bush-shops
Strengthen fisheries organisations	Research centre	Infrastructure (Roads)
Increase income of fisherfolk	Networking	
Encourage communities to eat more fish	Fish productivity	
	Support channels for fish farmers	
	Fish preservation facilities	
	Better transport facilities (roads etc)	

*[Facilitators note: The workshop failed to identify several problems, nor propose objectives to address several issues which would have been expected. These included, inter alia, conflicts with other water users, climate change, anything to do with environment or environmental degradation, conflicts between fishing communities over rights, international agreements and obligations, transboundary issues and land tenure (particularly for fish farming)]*



## 6. Workshop method (advice to the facilitators)

(For information only).

---

### Outline for Consultative Workshops

#### The timetable for each workshop will have to be flexible.

The workshop will be following the Logframe Approach. We are trying to develop objectives; first by developing a problem tree from the perspective of different group of stakeholders.

The objectives for fisheries which are identified during this workshop will be incorporated into the planning for the Fisheries Policy currently under development. Basically we are following Chapter 2 of the NORAD Logical Framework Approach (LFA) handbook (see Document library), up to the point where we define objectives (Steps 1-3)

#### Introductory session.

- *Welcome and Introductions - Sarafino Aloma (Also explain how a Logical framework workshop works)*
- *Prayer*
- *The workshop team introduce themselves then each participant to introduce himself to the workshop.*
- *A summary of the existing policy and reasons for the review of the 2006 document including the main shortcomings. - RH Lindley.*
- *Any other brief presentations that we have been able to arrange.*
- *An upbeat assessment of the future of Fisheries and Aquaculture, including better management through shared management programmes with the states and communities leading to increased production etc - Sarafino Aloma*

*End with an opportunity for questions or comments from the participants.*

#### Identification of Stakeholders. Informal brainstorming session.

*Whole group. Facilitator leads. Writes down the list of stakeholders on a whiteboard/flipchart/bits of card, as the participants suggest them. Facilitator can prompt. Then facilitator groups the stakeholders identified in rough interest groupings primary producers, processors, government, public, aquaculturalists etc*

#### Choice of key stakeholders. Consensus through discussion with the workshop participants.

*The rest of the workshop will look at problems, objectives and strategies to overcome the problems from the point of view of three stakeholders (different stakeholders have different problems). Facilitator asks various participants to suggest key stakeholders and invites discussion around the suggestions provided. We need 3 different key stakeholders for later group sessions.*

**Problem identification. Split the workshop into 3 groups, basically at random. Assign each group a key stakeholder, Brainstorming session. Cards/paper.**

*Each participant writes down the 5 most pressing problems from the perspective of the stakeholder chosen for that group, on 5 pieces of paper/card. Note that an absence of a solution is not a problem, a negative state is a problem. So "No fishing nets are available" is not a problem. "Low catches" is. It's a difficult concept to get across. Duplicates removed and rewording necessary.*

**Choice of Focal Problem. Group discussions.**

*Each group has to decide what the focal problem is from the huge number of problems produced earlier.*

*We may have one or two focal problems in each group we would hope to only have one from each group, but it rarely happens that way).*

*Facilitator initiates discussion among the groups as to which is the real one for that chosen group of stakeholders*

**Creating the problem tree. Groups but assisted by roving facilitators.**

*The idea is to place the Focal Problem in the middle and from it develop the cause and effect tree with the problems identified.*

*Substantial causes just below and substantial effects just above. Other causes and effects lead out from the substantial causes and effects.*

*The most important thing is to get agreement on the main problem and the immediate substantial causes. It is all too possible to be led astray and waste time at this stage with irrelevant discussions.*

**Creating objectives.**

Groups.

*Each group turns the various problems and the focal problem into objectives. This is done by turning the problems into objectives. So "fish rot before they get to market" (A problem) becomes "Quality fish is delivered to the consumer" (An objective). This is done for the focal problem and the main causes and effects. There is no need to retain the "tree" form for the objectives. A list is all that is required. Most pressing /priority objectives (5 or 6) first on the list.*

**Reporting back**

*Each group then reports back to the whole workshop on the shape of their problem tree and the objectives derived from it. Rest of the workshop participants are expected to comment and make suggestions.*

**Discussion on the achievements of the workshop.**

*Has it been useful? Do the participants think they have identified the correct objectives? Anything they wish to add.*

---

**The workshop has at this stage achieved the basic things that we want to achieve.**



**Stakeholders have told us, though their discussions and work, what objectives they wish the Directorate of Fisheries to achieve. This influences the Fisheries Policy.**

Is there time left? Are the workshop participants flagging?

If it's too late and they are keen to leave, then pack up now.

---

If they still look interested then we will ask them, by group, to address issues that are of great importance to the Fisheries Policy. Choose from .....

- 1) Define loosely the relationship between MARF and the States Fisheries Departments. Who is responsible for what?, bearing in mind that the interim Constitution calls for decentralisation of powers down to the smallest administrative units in the states.
- 2) The relationship between MARF, the States and the Private Sector. What support, if any should the MARF & States be giving the private sector? How are they to attract investment to south Sudan in the sector?
- 3) Specific Research and training needs for fisheries and aquaculture
- 4) How to equitably limit entry to a fishery which is an overfished fishery?
- 5) ..... anything else that comes to mind or has been pointed out as a pressing issue to be addressed.

## 7. Those attending the workshop

### In the order they picked up their T-Shirts

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	Susan Alfred	Assistant Inspector	MARF Fisheries
2	Suzanna Gabriel	Assistant Inspector	MARF Fisheries
3	Thomas N Maiandulu	Deputy Director Fisheries	W Equatoria
4	Peter David	Assistant Researcher	MARF Fisheries
5	Khamis Killei	Assistant Inspector	MARF Fisheries
6	Robert Lindley	Policy Expert	ACP Fish II Key Expert 1
7	Dominic Fargala	Director	Eastern Equatoria
8	John Purvis	Policy Expert	ACP Fish II Brussels
9	Sarafino Aloma Francis	DD Fish Tech (& Focal Point on the TT)	MARF Fisheries
10	John Pangeeh		MAF
11	Benneth Bojo	Director	MARF
12	James Miller	Project Manager	GIZ Project Manager
13	Peter Deng	At/Director	W B-A-G state
14	Edward Billy Lau	Deputy Director for Engineering and Nursery Development	MARF Fisheries
15	Anthony Sisto Pio	Inspector	MARF Fisheries
16	Amal Magga	Inspector	MARF fisheries
17	Joyce Poni Pitia	Assistant Researcher	MARF Fisheries
18	Neimat Taban	Inspector	MARF Fisheries
19	Eng JoeJoe Wani	Director	MRDI
20	Seopas Duma	US (left early)	Environment
21	Johnson Jiribi	Assistant Professor	University of Juba
22	MaU Waú	Extension Section	MARF
23	Juma Adulwahad	Information Section	MARF
24	David Okot	Planning Officer	Environment
25	Undo Adriano	DG Fish	MARF Fisheries
26	Richard Jaba	Inspector	MARF Fisheries
27	Elia Solomon	Senior Inspector of Fisheries	Fisheries Wau , W Equatoria
28	Dominic Fargala	Director of Fisheries	Eastern Equatoria
29	Gilo Gilo	Deputy Director Fisheries	Bor, Jongelei State
30	Frezar Juma	A/Inspector	MARF Fisheries



# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 5-38**

# Preparation of a Fisheries Policy for South Sudan

Project ref. No: EA-1.2-B1a

## South Sudan



*Developing the problem tree for Local Leaders during the  
Terekeka Workshop*

## Report on Second Consultative workshop

**Terekeka 31/1/12**



# Preparation of a Fisheries Policy for South Sudan

## Final Technical Report



Project funded by the European Union



A project implemented by Cardno Emerging Markets (UK) Ltd

**Annex 5-40**

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The workshop was designed to obtain

1. A list of stakeholders
2. A problem tree for selected stakeholders
3. A list of objectives for each of the selected stakeholders
4. The top 5 or 6 priority objectives from this list of objectives

The workshop followed the Logframe Approach. The timetable was flexible.

The workshop was conducted in English and Arabic, with simultaneous translation by members of the Directorate of Fisheries, and also in the local dialect when fishermen did not understand any particular topic. Despite the apparent difficulties the system worked sufficiently well to overcome the variety of languages.

### 1. Timetable

<b>8.30am</b>	<b>Registration</b>
Prayer	
<b>9.15 am. Opening remarks</b>	<b>Billy Edward Lau</b>
Introduction to ACP	Sarafino Aloma. Focal Point. In Arabic
Opening speech	Commissioner for Terekeka County
Policy Process	Robert Lindley - ACP Fish II
Identification of Stakeholders	Brainstorming session whole meeting
Coffee	
Creation of Problem Trees	Group sessions
<b>13.45 Lunch</b>	
Presentations of PTs	Group spokesmen
Discussion	Whole meeting
Coffee	
Creation of prioritised objectives	Group sessions
Presentation of prioritised objectives	Group Spokesmen & women
Discussion	
<b>17.30 Closing remarks &amp; thanks</b>	<b>Technical team</b>

Commissioner for Terekeka County made an opening speech, in English and Arabic.

In his speech he emphasised the importance of Terekeka with lots of potential for fisheries. He hoped that fisheries would help build the economy and would remain the base of the local people, along with agriculture and cattle.

It was good that there has now been a bit of emphasis on fisheries in the County though there was a desperate need for training and he thanked MARF for all the development including the fisheries centre itself.

The commissioner was accompanied by his security and media staff, the latter recorded the opening speech.

## 2. Identification of stakeholders.

Everybody. Facilitated by R Lindley & P Namisi, Billy Edward Lau & Sarafino Aloma (Focal Point)

Brainstorming session. Stakeholders shouted out, written on cards, whatever!

Stakeholders identified were then loosely grouped into interest groups by the facilitators.

### Results

Interest Group	Stakeholders
Capture Fisheries	<b>Fishermen</b> , Sport fishermen, service industries, engine sellers, net makers, airlines, boat drivers, aquarium fishers
Government/ Institutions	Community leaders, Government, CBOs, Extension Officers, Local government, foreign experts, fisheries officers, tax collectors, fisheries guards & inspectors, Neighbours (international) Policemen.
Non government interest groups	NGOs, Veterinarians, Environmentalists, tourists, other water users, consumers, Investors, <b>local leaders</b>
QC & Post harvest	<b>Fish traders</b> , processors, firewood sellers, store keepers, inspectors, importers, exporters, fish factories, blacksmiths, fishmongers
Aquaculture	<b>Fish Farmers</b> , Feed producers
Academia	Universities, Tech colleges, Researchers and Padak FTC.



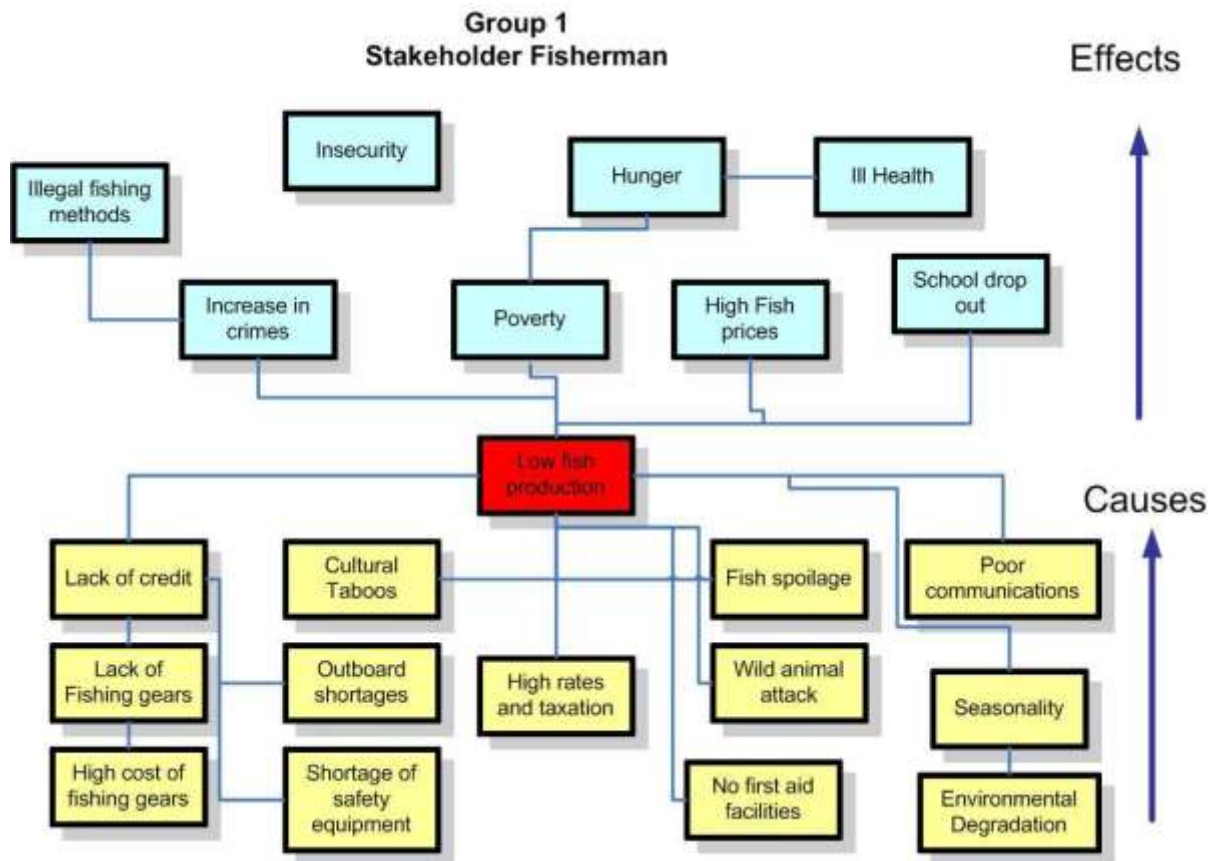
**3. Some photographs of proceedings**

	
<p>Terekeka Commissioner opening the workshop Photo P Namisi</p>	<p>Two of the participants in workshop T-shirts Photo P Namisi</p>
	
<p>Presenting a Problem tree for fish farmers Photo R Lindley</p>	<p>Group discussions outside in the tent Photo R Lindley</p>
	
<p>Workshop participants listening to a presentation Photo P Namisi</p>	<p>A substantial lunch was provided Photo R Lindley</p>

#### 4. Preparation of Problem Trees

Each group then chose a stakeholder (in bold in the table above) from a different interest grouping and prepared a problem tree, having first identified and agreed the key problem.

##### Group 1 Stakeholder - fishermen Problem tree.

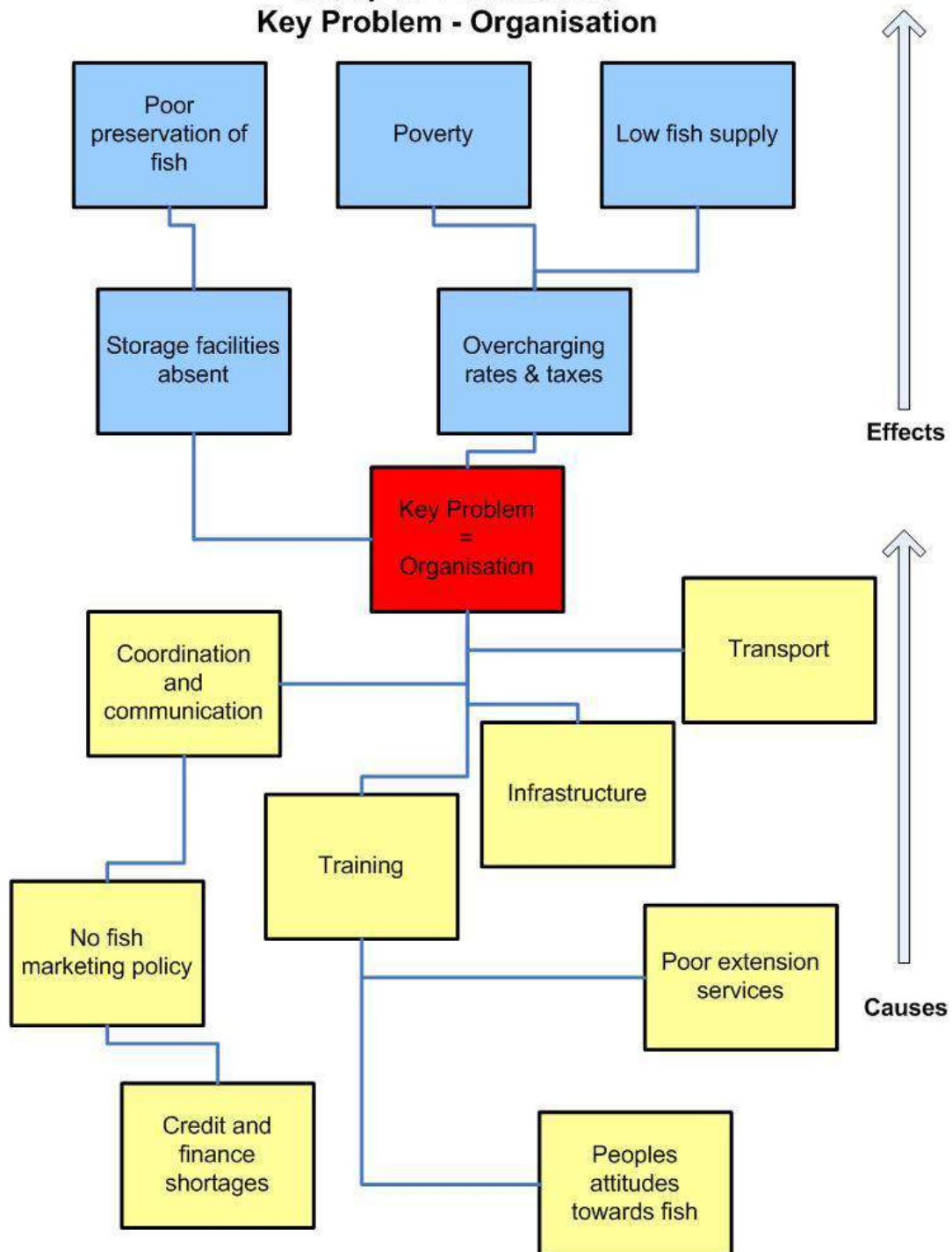


##### From the floor during discussions.

- Government should encourage co-ops
- Difficulties in marketing led to low prices
- Need diving equipment to remove snagged nets & gear
- Nets shortages are part of insecurity?
- Should add illegal fishing methods to effects
- Should add environmental degradation to causes
- Should add seasonality to causes

**Group 2 Stakeholder - Fish Trader Problem Tree**

**Group 2. Fish Traders  
Key Problem - Organisation**

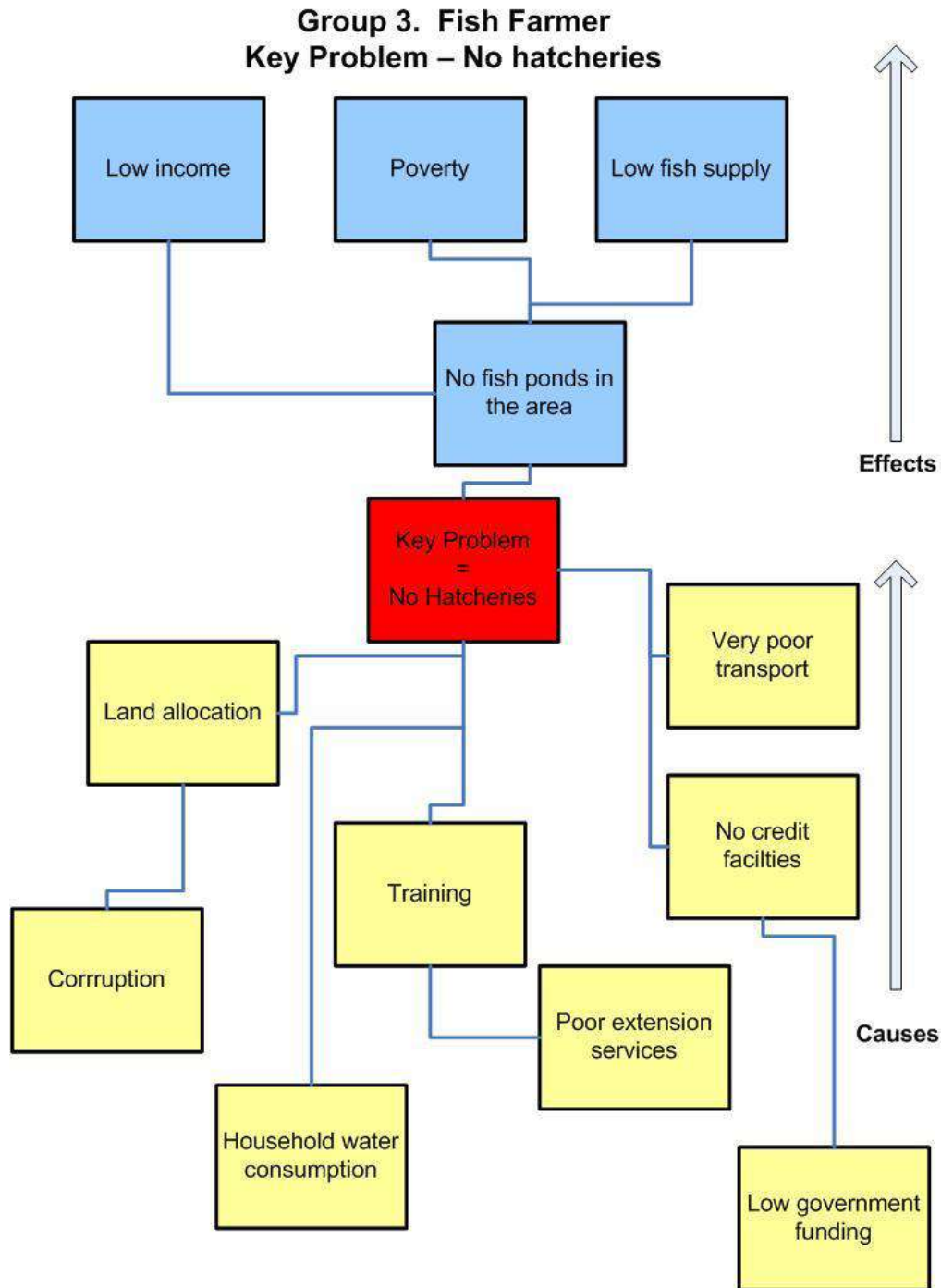


**From the floor during discussions.**

- Transport was a very big problem
- Cool boxes and ice should be included as a cause
- TVET and business skills should be included in Training

**Group 3 Stakeholder - Fish Farmer Problem Tree**

This group started with "Land Allocation" as the Key Problem, but after discussion this was changed to "No Hatchery".

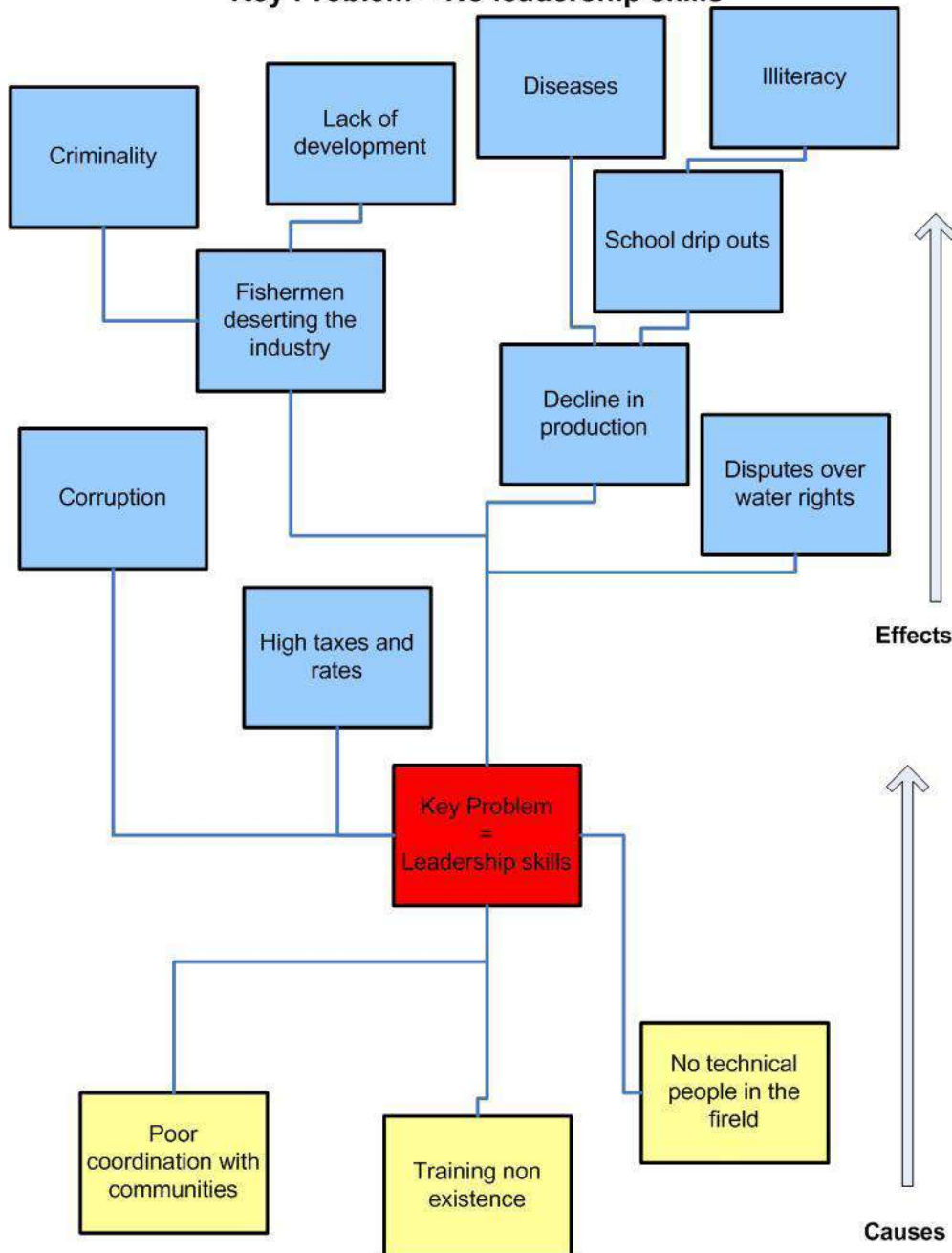


**From the floor during discussions.**

- Key problem should be changed to "No Hatcheries" from "Land allocation"
- Fish farming not a common activity in SS
- Nobody in Group was actually a fish farmer

**Group 4 Stakeholder - Community Leaders**

**Group 4. Community Leaders  
Key Problem – No leadership skills**



**From the floor during discussions.**

- The original Problem tree was changed considerably and most of the Causes, moved to Effects (Corruption, Disputes etc)
- There is complete disorder at the moment at the level of local leadership
- Taxes and Corruption were the dominant themes discussed.
- Need Empowerment but this is subject to political interests
- No roles and responsibilities have been written out for them



## 5. Preparation of list of objectives

Each group was then asked to go back and prepare a list of objectives for their stakeholder based on the problems that they had identified and placed in the problem trees. These problems were then to be listed and the 5 or 6 most important problems were to be highlighted or emphasised.

In the table those identified as priority are in **BOLD**. Others in no particular order.

The problems identified by Group 3 are those prepared by the group (Focal point suggested others which are not recorded here)

Group 1	Group 2	Group 3	Group 4
<b>Fishermen</b>	<b>Fish Traders</b>	<b>Fish Farmer</b>	<b>Local Leaders</b>
Overall objective	<b>Improve transport infrastructure</b>	<b>Fight Corruption</b>	Overall Objective
<b>Increase Fish Production</b>	<b>Construct fish landing facilities</b>	<b>Improve training</b>	<b>Leadership training</b>
Specific Objectives	<b>Loans and credits system to be improved</b>	<b>Establish a Fisheries Research Centre</b>	Specific Objectives
<b>Provision of fishing gear</b>	<b>Training in business skills, management and vocational skills</b>	<b>Establish a Hatchery</b>	<b>Reduce High Rate/Tax Collection</b>
<b>Introduce fish farming</b>	<b>Develop a fish marketing policy</b>	<b>Establish fish ponds</b>	<b>Settlement of water use and management disputes</b>
<b>Provide loan facilities</b>	<b>Initiate and improved coordination &amp; communication between stakeholders</b>	Increase income generation from aquaculture	<b>Improve coordination between local leaders and fishermen</b>
<b>Protect the environment</b>		Improve transport infrastructure	<b>Minimise/eradicate corruption</b>
<b>Improve communications &amp; transport</b>		Encourage investors	<b>Improve security</b>
Establish bush shops		Strong and reliable delivery systems	<b>Identify roles and responsibilities</b>
Provide first aid kits		Develop a policy on aquaculture	
Provide high speed boats		Establishment of feed mills	
Establish the rule of law			
Establish ice plant			



## 6. Those attending the workshop

In no particular order

	<b>Name</b>	<b>Title</b>	<b>Organisation</b>
1	Mark Wauu Kuyu	Fisheries Officer	Eastern Equatoria Fisheries dept
2	Charles Cabinet	Fisheries Officer	Eastern Equatoria Fisheries Dept
3	Peter Garang Kud Kuoi	Fisheries Officer	Jonglei State
4	Oful William Aginito	Fisheries Officer	Eastern Equatoria
5	Justin Siangbatiyo	Fish Trader	West Equatoria State
6	Angelo Seed	Fisherman	West Equatoria State
7	Charles Lodu	Tutor	Padak FTC
8	Abraham Neakon	Fisherman	Terekeka
9	Faul NeKwas	Fisherman	Terekeka
10	Mario Batista	Fisheries Officer	WBGs State, Wau. Fisheries dept
11	Dor Madut	Fishermen	WBGs State
12	James Makwag	Fisherman	Jour/Terekeka
13	Robert Lindley	Policy Expert	ACP Fish II TT
14	Sarafino Aloma	Focal Point TT	MARF
15	Edward Billy	D/D TT	MARF
16	Suzana Gabriel	Fisheries Inspector	MARF
17	Juma Frezar	Fisheries Officer	MARF
18	Rev Hassan Yogoub Said	Loyi Cooperative	Terekeka
19	Rev James Nyaya	Fishermans leader	Jour, Terekeka
20	Alipohs Ladu	Fishermen	Terekeka Area
21	Anthony Sisto Pio	Inspector of fisheries	MARF
22	Khamis Killei	Inspector	MARF
23	Sonia David	Womens Group leader	Terekeka
24	Khomis Hassan	Fisherman	Terekeka
25	Paul Modi	Fisherman	Terekeka
26	Nyombe Laku	Fisherman	Terekeka
27	Adel el-Mur	Fisherman	Terekeka
28	Yafia Moris	Fisherman	Terekeka
29	Lily Kitale	Womens Group	Terekeka
30	Joice Jetmena Laguma	Chairlady, Womens group	Terekeka
31	Clement Mariap	Commissioner	Terekeka County
32	David Rial	Commissioners Security Officer	Terekeka
33	Thomas Onyet	Fishermen	Terekeka
34	Paul Namisi	Fisheries Management Expert	ACP Fish II Project
35	Stephen Rojas	Fisheries Officer	Central Equatoria State
36	Wani Agustino	Fisherman	Bayac/Terekeka
37	Martin Malanke	Extension Officer	GIZ, Juba
38	Augustino Gerey	Fisherman	Lowi/Terekeka
39	Celwait Sabit	Chairman of Cernum Cooperative	Terekeka

# Annex 6: Guide to Fisheries Policy

## Preparation of a Fisheries Policy for South Sudan

Project ref. N<sup>o</sup>: EA-1.2-B1a

# South Sudan

# February 2012

A project implemented by:



AFRICA



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PACIFIC





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# Preparation of a Fisheries Policy for South Sudan

## Guide to Fisheries Policy





## 1 A Guide to Fisheries Policy in South Sudan

The Directorate of Fisheries and Aquaculture Development (DOF) in the Ministry of Animal Resources and Fisheries (MARF) is revising the policy for fisheries in South Sudan with assistance from the ACP Fish II Project funded by the EU. This is necessary for a variety of reasons, not least that the South Sudan is now an independent nation and has its own constitution, institutions, and laws.

There is an existing policy that was written in 2006. The 2006 policy was written in a completely different environment to that prevailing now. The priorities in that policy are not the same as now, and did not reflect the contents of the Transitional Constitution which is now the paramount guiding document for policy in South Sudan. There were also several other issues that were insufficiently addressed.

The 2012 policy contains a series of objectives. There are desirable states which the DOF wishes to achieve. Each objective has strategies attached to it, ways to achieve those objectives, sometimes called "means". Both objectives and strategies can be broad or narrow, short term or long term, and can contain sub-objectives and sub-strategies. For the purpose of the South Sudan Fisheries Policy simplicity has been the key and priority objectives and strategies limited to a 5 year horizon, after which the strategy document will have to be reviewed. Implementation plans for the strategies are much more detailed than a Fisheries Policy is and have to be designed once the policy is decided upon and agreed with stakeholders. There is often overlap between strategies and implementation plans and this can lead to confusion.

## 2 Brief Overview of the Fisheries Sector

South Sudan has a significant capture fishery in its major rivers and wetlands. This fishery is largely undocumented, due to a lack of catch statistics, but by using data from comparable wetlands and rivers in East Africa from where there is data available, it is possible to conclude that the fisheries of the South Sudan are almost certainly underexploited.

Similarly with aquaculture there is great potential, but currently there is little aquaculture of any sort being undertaken in the country. Areas for aquaculture, significant in size, are available, but they have not been accurately mapped out and assessed, and neither have the suitability of native species and varieties of fish or other aquatic products for fish farming been ascertained. Other problems remain, such as feed supplies and manufacture for aquaculture, the protection of biodiversity and the environment for aquaculture and the lack of trained operatives available.

Even in the post harvest sector there is much to be done, not only for bringing the quality of fish available for local sale up to regional standards, and for value adding, but also for export to neighbouring countries.

Because of the great uncertainty and lack of historical data on the capture fisheries and aquaculture of the South Sudan the development of the capture fisheries and aquaculture of South Sudan will have to be undertaken with the greatest caution, so as not to cause overfishing, either locally or nationally nor to create environmental damage. It is the responsibility of the Government through MARF and the DOF and the State Governments to manage the exploitation of renewable natural resources properly, so that future generations will be able to enjoy their benefits.

## 3 Guiding Principles for the Fisheries Sector in the 2012 Fisheries Policy

Perhaps the most overarching constitutional requirement that affects Fisheries Policy is the emphasis on decentralisation. Powers for management of natural resources are to be devolved to the 10







States, the counties, the payams and the bomas. This devolution of powers to the people is completely in line with modern fisheries management principles, where the responsibility for the management of the local fishery is devolved to the users of the resource, but constrained by fundamental principles of sustainable fisheries management and consideration of the environment.

Co-management, as it is known, is one of the main guiding principles for the 2012 Fisheries Policy, and in the future will be reflected in the establishment of Local Management Bodies for each of the geographical areas and fish resources in the country; each of which will operate under a specific fisheries management plan.

This form of devolved management is consistent also with the requirements of international treaties and best management practice in fisheries. The FAO has produced a Code of Conduct for Responsible Fisheries (1995). This Code is voluntary, however, certain parts of it are based on relevant rules of international law, including those reflected in the United Nations Convention on the Law of the Sea of 10 December 1982. The Code provides principles and standards applicable to the conservation, management and development of all fisheries. It also covers the capture, processing and trade of fish and fishery products, fishing operations, aquaculture, fisheries research and the integration of fisheries into coastal area management. The principles enshrined in this code also form principles that guide the fishery policy for South Sudan, particularly those on sustainability, the ecosystems approach to fisheries management, aquaculture and post harvest.

To achieve this form of devolved management of fisheries it is important that the exact roles of the 10 states, counties, payams and bomas are defined, and the inter-relationship of these bodies, particularly that of the state governments and the Directorate of Fisheries in Juba, are clearly defined. The constitution gives guiding principles but it will be necessary for more detailed direction to be provided before co-management can be implemented widely in the sector.

Since 2006 it has also become apparent that private sector involvement in all aspects of the economy is fundamental to development and growth. The Fisheries Policy puts the private sector firmly in the driving seat as the engine of growth, in Aquaculture, Capture Fisheries and in Post Harvest, including all activities such as marketing and processing of the products of fisheries and aquaculture. The Central Government and States will create an enabling environment for the private sector to invest and then merely act as regulators of the private sector’s activities. The Central and State Governments will also make sure that the private sector observes the law and follows codes of practice established to preserve the resources, the environment, and maintain appropriate levels of quality control for the protection of the consumer and for exports.

## 4 The Fisheries Policy

The Fisheries Policy prepared under the ACP Fish II Project addresses two general themes, Technical, and Administrative and Supporting. The Policy Areas are split between them:-

<b>Themes</b>	<b>Policy Areas</b>
Administrative and Supporting	Governance
	Human Resources
	Research
Technical	Capture Fisheries
	Aquaculture
	Post Harvest

Each Administrative & Supporting policy area has elements within it which are common to each of the Technical policy areas.

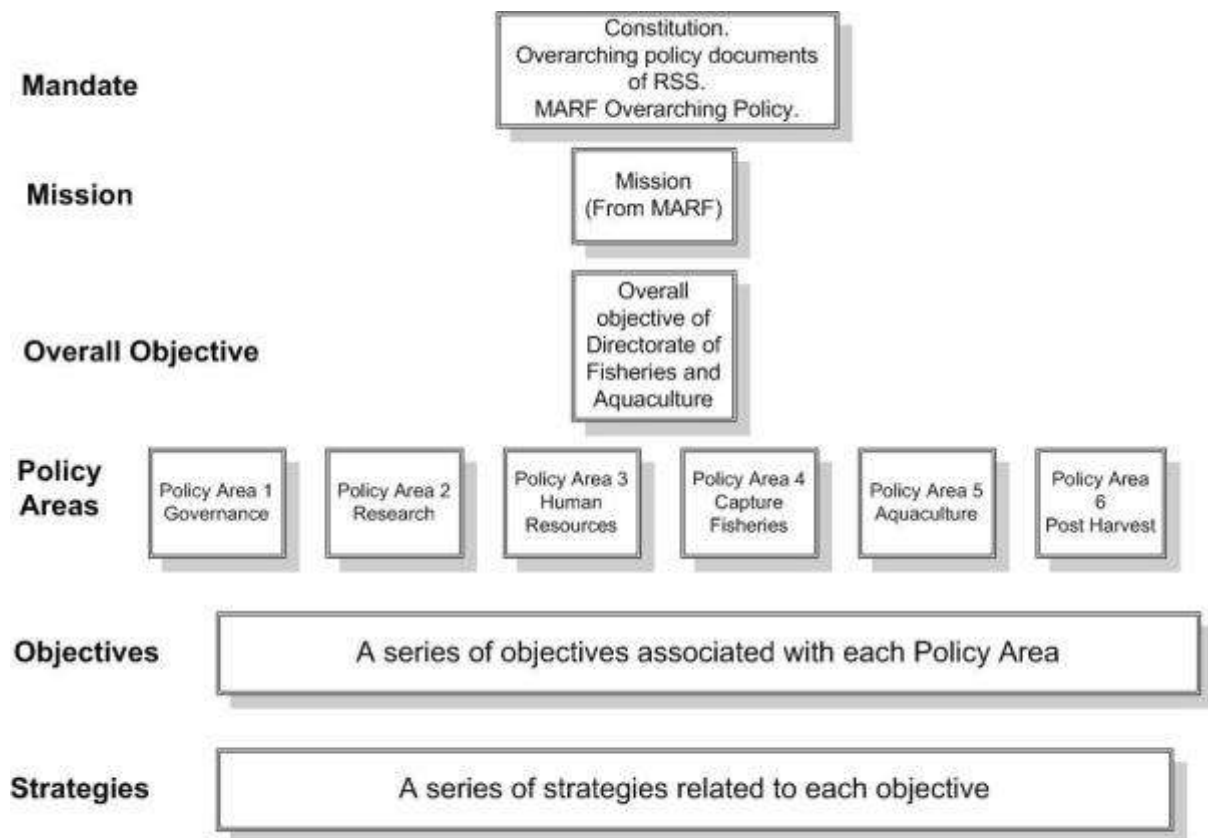




Without successfully achieving some of the priority objectives and strategies given in the Administrative and Supporting policy areas it will be impossible to achieve others in the Technical policy areas. They are pre-requisites to success. An example of this is the need to fill vacant positions in the staff establishment: the current staff level is only just adequate for existing obligations, and any new projects and programmes implemented under the strategies in the Technical policy themes will require extra staff, for whom posts exist, but the posts are not filled.

Each of the 6 Policy Areas contains a series of objectives to be achieved. Some of these are very broad objectives, which may take many years to achieve, and have a series of long and short term strategies attached to them, whereas others are narrow and the strategies are few and straightforward. Those strategies that are prioritised in the draft policy document tend to be short term, categorised as 2 years, or medium term, up to 5 years. This acknowledges the constraints of manpower and funding that characterise this post independence period, and is intended to present a realistic picture of what can be achieved, as opposed to what is desirable but not practical to aim for at this time.

The Fisheries Policy is structured as below



In time each strategy will have a detailed implementation plan drawn up for the activities undertaken under it.

It is hoped that the 2012 Fisheries Strategy will serve to guide the Directorate of Fisheries and Aquaculture Development in broad development directions, assist the South Sudan to attract foreign and local investment in the sector and help Development Partners to identify interventions that are consistent with the wishes and capabilities of the MARF to implement and oversee. This will lead to fisheries and aquaculture in South Sudan ultimately reaching their full potential as significant contributors to the wealth of the nation, reduce poverty and provide for food security in rural and urban areas.





**Republic of South Sudan  
Ministry of Animal Resources and  
Fisheries  
Juba**

**Directorate of Fisheries and  
Aquaculture Development**



*Healthy Livestock - Healthy People  
Sustainable Development*

# **Annex 7**

## **Draft**

# **Fisheries Policy for South Sudan 2012 - 2017**

## **February 2012**



## A message from the Minister

South Sudan is a new country with abundant natural resources, among them fisheries. The fisheries sector is expected to grow in importance over the coming years and make a significant contribution to our future prosperity.

A comprehensive Fisheries Policy is a cornerstone in the development of a strong and vibrant capture fisheries and aquaculture industry, contributing to the economy of the country, food security, and the alleviation of poverty particularly in rural areas.

This Fisheries Policy is the outcome of a long consultative process between a technical team at the Directorate of Fisheries Development and stakeholders in the fishing and aquaculture industries, Government bodies, NGOs and Development Partners. Strenuous efforts have been made to make a policy that is both realistic and inclusive, covering both the technical side of the Fisheries and Aquaculture, and the support functions necessary to administer and manage the sector. We have received assistance from the European Union ACP Fish II project in the preparation of this strategy, for which we are very grateful.



**Dr. Martin Elia Lomurö**  
**Minister of Animal Resources and**  
**Fisheries**

The policy document is also a response to the realisation that fisheries is a generally underutilised resource in South Sudan, in great need of clear and sensible guidance for its growth and management. For many years development efforts have overlooked fisheries, tending to concentrate on other natural resources. Aquaculture has received even less attention, despite the country having vast areas suitable for its development and there has been little emphasis on post-harvest issues or increasing the value of the catch. At the same time the capacity of the Government and the States is acknowledged to be weak, and it is a priority to strengthen their ability to administer and manage the sector.

The policy acknowledges that the existing data on which to base management decisions in fisheries is very weak. Catch statistics for capture fisheries are uncertain, and biological data on many species has never been collected. With this background of uncertainty this policy is formulated to be consistent with the FAO Code of Conduct for Responsible Fisheries which establishes principles and standards applicable to the conservation, management and development of all fisheries and also introduces precautionary, participatory and ecosystem based management systems for fisheries and aquaculture.

The responsibility for managing the fisheries of South Sudan will be a shared task. The principle of co-management of fisheries and aquaculture is enshrined in this policy. The indigenous community, the commercial and subsistence fishing and aquaculture industries, development partners, government and states all have their parts to play to maximise the value of the sector. For sector growth the National and States' Governments will create the enabling environment and the private sector will be the engine for growth.

The Policy has identified partnerships, relationships, knowledge requirements and human resource needs in the sector, and indicates the path forward. We recognise the scale of the challenges ahead. It is now the responsibility of our Ministry and its Directorate of Fisheries and Aquaculture Development to put this Fisheries Policy into practice and work with all stakeholders to make it a success.

Hon. Dr. Martin Elia Lomurö  
(DVM;Mphil;MSc.Industrial Pharm;CbIol/MIbiol;MBARQA)  
Minister of Animal Resources and Fisheries,  
Republic of South Sudan  
February 2012





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## **Preface by the Director General of Fisheries and Aquaculture Development**

South Sudan has a significant capture fishery in its major rivers and wetlands. This fishery is largely undocumented, due to a lack of catch statistics, resultant from a long period of instability before the Comprehensive Peace Agreement in January 2005, and subsequently from then until Independence in 2011. Despite the uncertainty about catch figures, by using data from comparable wetlands and rivers in East Africa where there is data available, it is possible to conclude that the capture fisheries of the South Sudan are almost certainly underexploited. Unfortunately no two wetlands or rivers are the same, and it impossible to accurately predict the Maximum Sustainable Yield that might be possible from these fisheries, merely that the current estimates of catches are significantly under those that would be expected from such a great area of wetland, lakes and rivers. That is not to say that there are not isolated areas of the country where overfishing has not already occurred, such as near urban centres and in some small lakes, and we must be careful to expand fishing activity without negative effects on these and other vulnerable areas.

Similarly with aquaculture there is great potential, but currently there is little aquaculture being undertaken in the country. Areas for aquaculture, significant in size, are available, but they have not been accurately mapped out and assessed, and neither have the suitability of native species and varieties of fish or other aquatic products for fish farming been ascertained. Other problems remain, such as feed supplies and manufacture for aquaculture, the protection of biodiversity and the environment for aquaculture and the lack of trained operatives available.

Even in post harvest there is much to be done, not only for bringing the quality of fish available for local sale up to a satisfactory level and to regional standards, but also for export to neighbouring countries. With increasing production from capture fisheries and aquaculture, post harvest issues will become more important and increasing the value of the catch will contribute greatly to improving livelihoods and income for those involved in the sector, and bring great benefits to the nation.

One of the reasons that there is so little data on the fisheries and aquaculture of South Sudan is that there has never been any significant research done on the sector. There are no dedicated research units or centres for fisheries or aquaculture and collection of statistics has been very random at the best of times. It is therefore a priority for the sector that these shortcomings are resolved, by establishing an Aquaculture Centre and a Fisheries Research Unit which will undertake basic statistics collection and research.

Because of the great uncertainty and lack of historical data on the capture fisheries and aquaculture of the South Sudan the development of the capture fisheries and aquaculture of South Sudan will have to be undertaken with the greatest caution, so as not to cause overfishing, either locally or nationally, nor to create environmental damage. It is the responsibility of the Government to manage the exploitation of renewable natural resources properly, so that future generations will be able to enjoy their benefits as do those now charged with their husbandry. For this reason the Directorate of Fisheries and Aquaculture Development will diligently apply the FAO Code of Conduct for Responsible Fisheries in which is contained the "Precautionary Approach" to the development of the capture fisheries. This principle is enshrined throughout this Policy Document. The Directorate will thus strive to establish effective mechanisms with the states for management of the resources of the country through involving those that use the resources in a participatory manner (co-management) and for monitoring and enforcing regulations and ensure compliance with conservation and management measures agreed with the resource users. At the same time the Directorate will also apply the "Ecosystems Approach" to Fisheries Management, another important principle contained in the Code of Conduct for Responsible Fisheries.

Similarly the development of Aquaculture is also covered by the FAO Code of Conduct for Responsible Fisheries, as are Post Harvest Practices and Trade, and again the Directorate of Fisheries and Aquaculture Development will follow the FAO Codes of Practice for Aquaculture and other guidelines laid down, until its own Codes of Practice and guidelines can be prepared.

The South Sudan is gradually signing up to international treaties and protocols and it is possible that in the future the South Sudan will join the East African Community (EAC). Apart from anything else

the EAC treaty holds each member state responsible for managing their own and shared aquatic resources in a sustainable manner. Other major treaties that are relevant to fisheries in South Sudan are the Abuja Declaration on Responsible Fisheries in Africa, the Convention on Biodiversity, the RAMSAR Convention (Wetlands), the Beijing Declaration (Gender), the United Nations Framework Convention on Climate Change (UNFCCC) & Kyoto Protocol (2006) and various World Trade Organisation protocols and agreements on trade. Notably for fisheries the FAO Code of Conduct for Responsible Fisheries is derived from a series of international agreements and declarations leading to its adoption in 1995 by the FAO Conference. These and other various other treaties confer great responsibilities on the Republic of South Sudan, and through it onto the Directorate of Fisheries and Aquaculture Development, covering, *inter alia*, fisheries, aquaculture, trade, HIV/AIDS, the environment, climate change, wetlands management, gender issues, disposal of hazardous wastes, desertification, bio-safety, transfers and introductions of species.

Locally the Directorate of Fisheries and Aquaculture Development is bound by the constitution to manage the fisheries resources of the country in a participatory and sustainable manner and the RSS MARF itself has declared policies covering the wise use of the fisheries resources of the South Sudan.

This 2012 revision of the 2006 policy was undertaken by a technical team from the Directorate of Fisheries and Aquaculture Development assisted by two experts provided by the ACP Fish II project of the EU. The 2012 policy review took a sector wide approach following the Logical Framework approach, looking at the present situation and the possible future development of fisheries and aquaculture in the light of the probable trends in fisheries development worldwide and regionally. Following a SWOT analysis in 2011 a thorough literature review was undertaken, coupled with wide consultation with ministries and departments in Government in Juba. Field visits away from Juba were made to confer with the administrations and other stakeholders there. Also covered were urban landing sites and markets and a large spectrum of peripheral stakeholders were also interviewed.

Two consultative workshops were arranged in January 2012, one for "Fisheries" and one for "States and fishing communities", so that formal consultations with large numbers of people could be undertaken by the Technical Team. More than 70 people attended the consultative workshops. A Validation workshop in Juba in February 2012 was attended by 40 high level technical people from Government and the States which produced recommendations on the draft fisheries policy document.

One of the major findings of the consultative process was that whilst there is perceived to be a great potential generally in the sector, the capacity, both human and institutional, of the Directorate of Fisheries and Aquaculture Development in RSS MARF and the Fisheries Administrations at all levels in the States continues to be very weak. Development efforts in the short term will have to concentrate on building capacity and strengthening institutions throughout the sector, in National Government, the States and the private sector. Only once the skills necessary have been acquired, the institutions created or strengthened, the staff recruited and the necessary recurrent and development budgets allocated, will it be possible to fully realise the potential of the sector. This may take some considerable time.

Overall this policy has been designed to be realistic, in the light of the constraints apparent, and also implementable, in that nothing that cannot be done is included as a priority. There are many activities that it would be desirable to do, but which realistically cannot be done. They remain in this policy as long term objectives and strategies, but are not prioritised in the implementation plan. Sustainability is also a problem where future funding is an issue; and the inclusion of activities, particularly those provided by our development partners, that cannot be locally funded once implementation is completed are not prioritised. This has resulted in a realistic if short policy, based on what can be done, rather than a wish list of unattainable objectives and unaffordable strategies.

Undo Adriano. Director General.  
Directorate of Fisheries and Aquaculture Development, RSS MARF  
February 2012

## List of acronyms, abbreviations and technical terms

ACP	African, Caribbean and Pacific Group of States
Boma	A village, the smallest unit of local government
CBO	Community Based Organisation
CES	Central Equatoria State
CFO	Community Fisheries Organisation
COP	Code of Practice
County	Large administrative district in a state.
<i>Dermestes sp</i>	A type of beetle that feeds on, among other things, dried fish. The larvae are more destructive than the adults
DG	Director General
DGIST	Dr John Garang Institute of Science and Technology
DOF	Directorate of Fisheries and Aquaculture Development
EAC	East African Community
EES	Eastern Equatoria State
ESIAs	Environmental and Social Impact Assessments
EU	European Union
FAO	Food and Agriculture Organisation (of the United Nations)
FP	Fisheries Policy
FTC	Fisheries Training Centre (at Padak)
GMP	Good Management Practice
GOSS	Government of South Sudan (now superseded by RSS)
HACCP	Hazard Analysis and Critical Control Point
HIV and AIDS <i>inter alia</i>	Human immunodeficiency virus and acquired immune deficiency syndrome among others
IT	Information Technology
IUU	Illegal, Unreported and Unregulated [fishing]
KE1	Key Expert 1
KE2	Key Expert 2
RSS MARF	Republic of South Sudan Ministry of Animal Resources and Fisheries (National)
Maws	Fish Stomachs (usually dried)
MCS	Monitoring, Control & Surveillance
MSY	Maximum Sustainable Yield
NGO	Non Governmental Organisation
Payam	A subdivision of a county of South Sudan
PLHIV	People Living with HIV and AIDS
QC	Quality Control
RAMSAR site	A protected wetland (From Ramsar in Iran, where the original treaty was signed)
RSS	Republic of South Sudan
SMARF	State Ministry of Animal Resources and Fisheries
SMART	Specific, Measurable, Attainable, Relevant and Time bound
SME	Small and Medium Enterprises
States	Refers to the 10 States of South Sudan under a federalised system of Government.
Sudd	The Sudd swamps (between Malakal and Bor) are a wetland area with a maximum water surface area in excess of 30 000 km <sup>2</sup> during the rainy season. A RAMSAR site.
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Technical Assistance
TAC	Total Allowable Catch
ToR	Terms of Reference
TT	Technical Team
TVET	Technical and Vocational Education and Training
UN	United Nations
UNFCC	United Nations Framework Convention on Climate Change

UNS	Upper Nile State
US	Under Secretary
WBGS	Western Bahr-el-Ghazal State
WES	Western Equatoria State

**A note on currency**

In February 2012 1US\$ was worth 3.5 South Sudanese Pounds (SSP)  
in the market in Juba



## 1 Summary Table. South Sudan Fisheries Policy

<b>Mission (RSS MARF)</b>	To promote, regulate and facilitate animal production and fisheries, value- addition and access to credit and Regional and International markets for food security, poverty alleviation and socio-economic development, the operation areas is animal Resources and Fisheries Sector.					
<b>Overall Objective for DOF</b>	The best possible long term economic benefit to the South Sudan though effective management and sustainable exploitation of fisheries resources and aquaculture, whilst ensuring healthy ecosystems and the protection of species diversity and habitat.					
<b>Policy Themes</b>	<b>Governance</b>	<b>Human Resources</b>	<b>Research</b>	<b>Capture Fisheries</b>	<b>Aquaculture</b>	<b>Fish Quality Control and Post Harvest</b>
<b>Goal</b>	Effective and efficient delivery of policy objectives in an accountable and transparent manner for the benefit of all stakeholders in the fisheries sector	A well trained and competent workforce with the appropriate knowledge and skills for development of fisheries and aquaculture.	Research, collection, analysis and dissemination of good quality and up to date knowledge on Fisheries and Aquaculture in South Sudan	Sustainable fisheries production and development contributing to Economic Growth, Poverty Alleviation and Food Security	Sustainable aquaculture development and production contributing to Economic Growth, Poverty Alleviation and Food Security	An effective fish quality control and assurance system that meets international standards and raises the value of the products of fisheries and aquaculture
<b>Specific Objectives</b>	1. To produce a modern and robust legal framework for fisheries and aquaculture in South Sudan	1. To ensure that DOF and States' Fisheries Departments are fully staffed and funded	1. To improve quality and relevance of research in fisheries and aquaculture	1. To manage the fisheries resources of the South Sudan so as to maximise production and avoid overfishing	1. To attract private Investment to Aquaculture by creating an enabling environment	1. To reduce post harvest losses
	2. To improve the climate for internal and Foreign Direct Investment to fisheries and aquaculture	2. To strengthen extension services in the 10 states	2. To collect, collate and disseminate data on all aspects of fisheries and aquaculture throughout the country	2. To control overexploitation of fish stocks and eradicate IUU fishing	2. To attract funding for development of integrated Agriculture/ Aquaculture in rural areas	2. To ensure safety of fisheries products
	3. To improve cooperation between Government Departments and Institutions on crosscutting issues	3. To develop the skills and qualifications of the staff in DOF, in the 10 States and the private sector	3. To preserve indigenous knowledge, on fisheries	3. To increase production from under-exploited stocks and areas	3. To regulate the production of feed for aquaculture	3. To increase in per capita fish consumption from current low levels

<b>Policy Themes</b>	<b>Governance</b>	<b>Human Resources</b>	<b>Research</b>	<b>Capture Fisheries</b>	<b>Aquaculture</b>	<b>Fish Quality Control and Post Harvest</b>
<b>Specific Objectives</b>	4. To enhance communications, data flow and coordination within Directorates of RSS MARF and between DOF and the 10 states		4. To monitor environmental changes affecting fisheries including climate change	4. To increase production from under-exploited stocks and areas	4. To control diseases in aquaculture & improve reporting	4. To develop appreciation of the role of capture fisheries and aquaculture in food security
	5. To maintain a healthy environment and ecosystems		5. To improve information distribution, communication and technology systems	5. To develop a sport fishing industry	5. To control species introductions and transfers in Aquaculture	5. To increase the value of fisheries and aquatic products
	6. To ensure sustained and profitable use of shared resources			6. To develop the aquarium trade	6. To enhance aquaculture in areas where irrigation schemes & dams are created	
	7. To raise the profile of fisheries as a sector so as to obtain extra resources for the DOF and for States fisheries departments				7. To address environmental concerns regarding Aquaculture	
	8. To combat HIV and AIDS in the workplace and in the industry					
	9. To act on Gender Issues and the Rights of the Child					
	10. To respond appropriately to climate change and natural disasters					
	11. To improve occupational safety for fisherfolk					

## 2 Introduction

1. This Draft 2012 - 2017 Fisheries Policy is the result of an initiative of the Directorate of Fisheries and Aquaculture Development assisted by Technical Assistance from the ACP Fish II Programme, whose aim is to improve fisheries management in ACP countries so as to ensure that fisheries resources under the jurisdiction of these countries are exploited in a sustainable and equitable manner.

2. The Republic of South Sudan (RSS) is a new country with a new constitution and all government sectors are undergoing a transition, including the fisheries sector. There is need for a new and very different Fisheries Policy. The new fisheries laws are also in the process of being developed and this should lead to a solid legal foundation for the future.

3. The Directorate of Fisheries and Aquaculture Development (DOF) has a Southern Sudan Fisheries Policy produced in 2006. This policy was never comprehensively implemented for a variety of reasons, including a lack of capacity in DOF, the overtly ambitious nature of the document, and insufficient financial and institutional resources being placed at the disposal of DOF.

4. After 5 years it became apparent that the 2006-2011 policy needed updating, and modifying to take into account political and institutional changes in South Sudan. The major change politically has been independence in 2011, whereby South Sudan became an independent country with its own self funded institutions and constitution. The new constitution emphasises decentralisation of power and decision making to the states and down to the lowest levels of the administration and to the people, and the management of natural resources by the people. The principles of decentralisation of powers is not sufficiently incorporated in the 2006-11 Fisheries Policy and this affects the ways the strategies contained within it would be implemented.

5. The 2006-2011 Fisheries Policy also placed inadequate emphasis on co-management as the key to management of capture fisheries and aquaculture, and failed to place the private sector squarely as the main engine for growth in the sector.

6. A new Fisheries Policy is required with a different emphasis. This new policy:-

- a) is consistent with the aims and ideals of the transitional constitution, including decentralisation of powers and co-management as a guiding theme through the whole sector
- b) embeds the principles contained in the FAO Code of Conduct for Responsible Fisheries in all activities and sub-sectors
- c) places the private sector as the engine for growth in the sector
- d) provides a coherent and participatory roadmap to the sector objectives, which can be seen and understood by all stakeholders from all sectors
- e) provides a sound basis for integration into sector wide and national planning
- f) facilitates the capture of funds to address the priority policy areas
- g) facilitates monitoring of progress towards achieving the stated objectives
- h) is realistic and implementable

7. The policy was developed from a process of data and opinion collection in a series of activities, including a literature review, consultations with stakeholders of all levels, visits to States, two consultative workshops (in Juba and Terekeka) and a validation workshop held in Juba in February 2012, to consider the First Draft of the Fisheries Policy.

8. During the consultative phase of the preparation of this policy it became apparent that the capacity of the DOF, the states and the other institutions involved with the management and the development of fisheries and aquaculture in South Sudan was substantially below that which was required to undertake the tasks required to achieve many of the objectives that are envisaged in this policy document. Furthermore there are some institutional pre-requisites to addressing long term objectives that simply do not exist at the moment, such as research centres for Fisheries and Aquaculture, laboratories for support to Fish Quality Control efforts, suitable training institutions and even adequate communications between states and national government. As time goes on these shortcomings will be overcome but it is optimistic to expect great advances in the short term.

## 3 Overview of fisheries and aquaculture in South Sudan

### 3.1 Capture Fisheries

9. Capture fisheries in South Sudan has been a neglected natural resource sector for many years. There has been no government organised management of the resources, statistics on the makeup of the catch have not been regularly collected and those published are known to be inaccurate. There has been very little research done, partly because there is no research unit or station for fisheries in the country.

10. FAO, an organisation to whom statistics have been supplied in the past by the Sudanese Government, have published data, the latest for 2006, but in this data South Sudan is still included with the Sudan and the basis for the data provided to them is unknown, for no comprehensive statistics were regularly collected at that time of great instability. Recently some ongoing frame surveys in parts of the country have been undertaken under the Sudan Productive Capacity Recovery Programme (2008-2012) and the initial (unpublished) results of this have provided an idea of the concentrations of fishing activity in the areas where they have been done. Unfortunately much of the more productive areas in the country are yet to be surveyed.

11. The DOF does not collect its own fisheries statistics, and the states have no mechanism for data collection and collation, beyond a rudimentary licensing system that is far from comprehensive.

12. The FAO fisheries internet based database ([www.fao.org](http://www.fao.org)) gives fisheries production in the Sudan for 2006 and from that the portion relevant to the South Sudan is

Location	Surface area (km <sup>2</sup> )	Fish potential (t/yr)	Fish landings (t/yr)	Percent Exploitation
Sudd Region & adjacent areas	30 000 (max)	75 000 (min.) 140 000 (max.)	32,000	42%

13. The Sudd swamps (between Malakal and Bor) constitute a unique wetland phenomenon. They lie between 6° and 9°30'N, and from 30° to 32°E, with a maximum water surface area in excess of 30 000 km<sup>2</sup> during the rainy season. This environment has high biodiversity, with floating, submerged and emergent macrophytes, and fisheries resources. Over 100 species of fish have been reported from this area, of which *Distichodus* spp., *Gymnachus* spp., *Heterotis* spp., *Citharinus* spp., *Clarias* spp., *Lates niloticus*, tilapias and other catfishes form the bulk of the catches.

14. Only the Sudd area is covered by the FAO data given above, (and its area seems to be underestimated, since it is probably more than 40,000 km<sup>2</sup> at peak flood), lakes, the river Nile, and other tributaries and floodplains are not included. These additional areas may be as much as another 40,000 km<sup>2</sup> total area. Thus the total area available for capture fisheries is probably nearer 80,000 km<sup>2</sup> for the whole country; however fishing is very seasonal with two thirds of the catch being caught during the rainy season from May to September (which also coincides with the worst time for drying fish).

15. The DOF, in its newsletters (assisted by the GIZ Fisheries Production and Marketing Project) has published other figures for fisheries production. These, whilst acknowledging the paucity of data suggest that the catch for the whole of South Sudan is some 30,000 to 40,000 tonnes<sup>1</sup>, with one third of this, mostly exportable species, going to Khartoum<sup>2</sup>, leaving 20- 30,000 tonnes for the South Sudan. GIZ also estimates that 2,500 tonnes of fish is imported from Uganda every year, with some imports from Kenya. This gives a per capita consumption of somewhere between 3 and 3.5kg/year. Where fishing occurs fish is a much more important part of the diet than in those areas away from water

16. With a production rate of probably at least 40 kg/ha/yr from the Sudd, other wetlands, rivers and lakes, the Maximum Sustainable Yield (MSY) of the fisheries of the South Sudan, should be at

<sup>1</sup> Other estimates of production exist, some optimistic, of up to 300,000 tonnes (Water Department Strategic Plan 2006).

<sup>2</sup> This trade has reduced considerably in 2011/2012 due to border tensions.

least 180,000 tonnes (and have a value approaching 300 million US\$)<sup>3</sup>. Hence even very conservatively the current catch is significantly less than the likely MSY, and there are potentially huge economic benefits to be obtained by sustainably improving fisheries production from capture fisheries, but there remains much uncertainty due to the lack of data.

17. The number of fishers in the country is unknown, and there are, in addition, very large numbers of temporary or seasonal fishers, which makes estimating numbers difficult. Moreover a licensing system implemented in some states, seen by fisherfolk merely as a revenue collection scheme, encourages evasion. Figures available in the DOF Development estimate between 10,000 and 15,000 fishers in the country.

18. Some of the States produce annual reports with catch statistics and other data. Not all of these are made available to DOF. Those States with easier communications to Juba, where the headquarters of DOF is situated tend to provide more data than those further away. What reports are received at DOF are not collated into an annual report by DOF on the nation's fisheries.

19. Given the paucity of data on the entire fisheries sector, the DOF and the States will have to apply the precautionary approach to any developments whereby if there is a threat of environmental damage a lack of scientific certainty should not be used as a reason to postpone measures to prevent environmental degradation, or possible environmental degradation.

20. Management of the fishery in the States is delegated to the States whose capacity is low. Controls on fishing effort cover mesh sizes, sizes of twines, the forbidding of explosives and poisons and there is a licensing system. Enforcement is very patchy.

21. For all intents and purposes the fishery in South Sudan is an open access one, with no controls on numbers of fishers or entry. Open entry is an undesirable management regime, and always leads eventually to overfishing and the collapse of fish stocks.

### **3.2 Aquaculture**

22. Aquaculture has not received the attention that could be expected from a country so well endowed with areas suitable for the industry. Indeed no significant aquaculture initiatives have ever been undertaken anywhere in the country, and again there has been no applied research done in the country. There is in essence no commercial aquaculture industry in South Sudan in 2012 though some subsistence fishponds exist in the Southern States of the country. These are severely hampered by a lack of fingerlings, skills and feed availability.

23. There is no research station dedicated to aquaculture development, no hatcheries and very few trained individuals available to kick start the industry.

24. The only aquaculture research previously undertaken was in what is now in Sudan, to the North. There is one Experimental Fish Farm in the Sudan established in 1953 and totalling 60 ha of freshwater ponds. Research concentrates on Tilapia farming, and fingerling production of various carps. This station is of course now in a separate country.

25. With the large amount of low-lying wetland, the permanent year round water supply in most of the country and a booming population with a low per capita consumption of fish but increasingly better off financially the future for aquaculture is undoubtedly rosy. There is large potential for aquaculture development in Central Equatoria, Eastern Equatoria, Western Equatoria, Northern Bahar el Ghazal, Western Bahar el Ghazal and Warrap States, but the Departments' ability to assist the States and private sector in development is lacking.

26. Technology and skills transfer from neighbouring countries such as Uganda and Kenya is probably the best way to advance the sector in the short term, whilst the Department establishes research facilities under the RSS MARF umbrella and the staff compliment is made up with suitably qualified and trained personnel, both at HQ and in the States.

### **3.3 Fish Processing**

27. The majority of the fish catch is smoke dried or sun dried. Where there is firewood the fish tends to be smoked, and where there is no firewood then the fish is sun dried, particularly in the Sudd,

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<sup>3</sup> Based on an average production rate of 40kg/ha/yr and allowing for reductions of ~50% due to seasonal fluctuations in water cover.

with the addition of salt in the wet season to reduce losses. This dried and smoked fish is transported to markets in Juba and the large towns where it is wholesaled to retailers who sell on in local markets. Fresh fish (~10,000 tonnes)<sup>4</sup> was exported to the North by large scale fish traders using ice, and some considerable amount of fresh fish finds its way to large towns for sale retail and in the case of Juba to hotels and restaurants.

28. There are no accurate figures on the fish trade available. Observation in Juba Fish port would indicate that the trade is very significant and far larger than generally acknowledged.

29. There are no reliable estimates for post production losses in South Sudan. Subjective observation would indicate that most of the dried and smoked fish sold in Juba is relatively newly dried or smoked, and losses to insect pests are not significant, probably due to rapid turnover of stock. In rural areas some dried fish offered for sale is very poor quality and greatly deteriorated due to insect infestation and loss from breakages, with losses of probably 60-75%. Overall losses are probably comparable with countries elsewhere in East Africa.

30. Fresh fish losses are reported to be up to 50% in times of glut due to poor storage, lack of availability of ice and poor transport links.

31. FAO has produced estimates that up to 20% of the total catch may be lost.

### **3.4 Research & Training**

32. With no dedicated research centres or units it is not surprising that no research is being carried out on Fisheries or Aquaculture, nor has been for many years. Until this is rectified the DOF has no capacity at all to undertake this kind of work.

33. Under the current structure of RSS MARF any research units established would be attached to the RSS MARF Directorate of Training, Research and Extension, rather than be part of DOF. This is not ideal, and would lead to division of responsibilities between Directorates, so should be avoided. Any Fisheries Research units either in aquaculture or capture fisheries should be under the direct control and management of DOF. This is what happens elsewhere in the world and there is no reason that South Sudan should be different. It is patently clear that the present structure is unworkable.

34. Dedicated training facilities for fisheries are limited to Padak Fisheries Training Centre (FTC), nominally under the RSS MARF Directorate of Training, Research and Extension. Padak FTC is soon to be transferred to the Dr John Garang Institute of Science and Technology in the Ministry of Education Science and Technology. No direct or indirect control over Padak FTC will then be maintained by RSS MARF.

35. In the past Padak FTC was used for a variety of training purposes in fisheries, but now that it is to be transferred away from RSS MARF its future role is uncertain.

36. There are several universities in South Sudan and various courses in fisheries are offered, up to BSc level. Until recently these universities produced few graduates that went on to enter fisheries in the DOF or the States' administrations, but the situation is likely to improve with time. The courses offered do not include much practical work and are mostly theoretical. The universities do not send their students to work or research with either the RSS MARF or the SMARFs and this is a great opportunity missed to widen the scope of the curricula presently offered.

37. What is also needed is vocational training to provide the skills needed for the private sector in fisheries and aquaculture. Without this basic level of skills being available in the country it will be difficult to attract investment from the private sector and create employment. There are numerous vocational training establishments in the South Sudan and once a training masterplan has been prepared and implemented then it should be possible to develop appropriate skills based courses for the sector. The Ministry of Education heads the academic Technical and Vocational Education and Training while the Ministry of Labour leads the non-academic vocational training programmes and, in RSS MARF, the Directorate of Training, Research and Extension. Better communications between all these bodies and DOF is obviously necessary in the future.

38. There is no staff development plan for DOF or the States, nor any overall human resources masterplan for fisheries and aquaculture.

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<sup>4</sup> This trade has declined in 2011 and 2012 due to border closures and other disputes



### 3.5 Current Legislation

39. The current legislation dates from the 1950s before the creation of the Republic of South Sudan and there is some doubt as to its legitimacy. It is contained in the Freshwater Fisheries Act 1954 which applies to all freshwater rivers and lakes in such parts of Sudan as the Minister of Animal Resources may, from time to time, notify in the Official Gazette (sect. 2). It includes various clauses including that no person shall introduce non-indigenous species without a permit (sect. 4). Other provisions relate to use of gear (sects. 5-7), licences for boats (sect. 8) fishing licences (sect. 9), regulation making powers of the Minister (sect. 10) and offences (sect. 11).

#### **The draft 2012 Fisheries Bill**

*This draft allows for the Director General to implement it and to impose regulations through the Gazette and the Minister on many things including:-*

- Closed seasons
- Prohibited areas and methods
- Limitations on gears
- Size age amount etc of fish caught
- Regulate the landing of fish and management of landing areas
- Control aquatic plants
- Damming, blocking etc of rivers
- To collaborate on irrigation schemes
- To issue and refuse licenses
- Registration of vessels
- Use of explosives and illegal methods and
- The powers of authorised officers.

*The Minister may also make rules and regulations on "management and control of Southern Sudanese fishing ports and waters", though it is not clear if this means or includes co-management of resources.*

*Government can also set up, and operate through a 3rd party, loan schemes for fisheries*

*Licenses are issued for fishing, aquarium fish catching, sports fishing, fish processing (but no QC mentioned), fish trading, fish movement, culturing aquarium fish, export of aquarium fish, disposal of aquarium fish, import and export and sport fishing clubs.*

*There are also provisions for general management measures such as they types of gears that are banned and where, protecting migratory catadromous and anadromous fish, and breeding areas.*

*The draft act also makes the minister responsible for preventing pollution of fisheries water bodies.*

*The Bill allows trawling in some lakes and enclosed water bodies in South Sudan under some conditions.*

*Provision for foreign fishing vessels to be licensed, coupled with a large number of regulations covering their involvement in fisheries in South Sudan take up much of the bill.*

40. There are also a set of regulations which have been promulgated under this act, but these are very out of date, and the fines for infringements are, for example, set a very low levels that prove no deterrent.

41. A draft Fisheries Bill was prepared in 2006 and has now been re-edited as the draft Fisheries Bill 2012. The bill is based on a template from elsewhere, and has been adapted to the South Sudan, including some references to marine organisms of which there are none in South Sudan. It also includes large sections on licensing and control of Foreign Fishing Vessels, which is not relevant to the likely future situation in the South Sudan. Trawling is permitted under the draft legislation in some lakes, under rules about how close to the shore the vessels may operate.

42. Generally the Bill is all encompassing on controlling capture fisheries in a very top down manner, is very short on aquaculture and post harvest and

does not directly mention either co-management, or the precautionary and ecosystems approaches to fisheries management as overarching principles.

43. The draft legislation does not acknowledge the constitutional obligations to decentralisation and devolving use and decision making to the users of the resources. This is necessary for implementation of co-management.

44. It will be necessary to ensure that these shortcomings are fully addressed before the bill is re-presented to Parliament for consideration.

### 3.6 Directorate of Fisheries and Aquaculture Development

45. The Directorate of Fisheries and Aquaculture Development (DOF) is based in the Ministry of Animal Resources and Fisheries (RSS MARF) located on the outskirts of the capital Juba in a suburb called Gudele.

46. The Ministry is one of twenty-nine ministries in the government and the Minister is appointed by the President as are all senior civil servants.

47. In the Fisheries sector the Ministry performs the following functions and duties:

- Formulate legislation, regulations, policies and standards for the development of fisheries resources of South Sudan;
- Provide policy guidance and monitor performance of fisheries activities undertaken in South Sudan;
- Identify and promote investment opportunities in fisheries in South Sudan;
- Human resource training in the field of fisheries;
- Promote the improvement of fishing and fish processing technologies to improve the quality and quantity of fish catches in South Sudan;
- Ensure the sustainability of the fisheries sector through the development and enforcement of policies and regulations governing the exploitations of fish stocks;
- Promote and develop aquaculture fish production;
- Promote effective community-based extension programmes in fisheries production;
- Provide technical assistance and training to state governments and other local governments to build their capacity to assume their responsibilities for fisheries matters as defined in the Constitution and RSS policy.

48. The ministry is composed of the following directorates:

- Directorate of Planning, Investment and Marketing
- Directorate of Veterinary Services
- Directorate of Animal Production and range Management
- Directorate of Training, Research and Extension
- Directorate of Fisheries and Aquaculture Development (DOF)
- Directorate of Administration & Finance
- Directorates of Special Projects

49. Of note is that the DOF does not have its own Training, Research and Extension section, this is being covered by the Directorate for Training, Research and Extension. The Fisheries Training Centre at Padak, established under the Southern Sudan Agriculture Revitalization Project (SSARP) is also part of the Directorate of Training, Research and Extension, and is in any case planned to be moved to the Dr John Garang Institute of Science and Technology in the Ministry of Education Science and Technology. This is not a desirable outcome since this is the only centre providing the necessary types of training for fisheries in the country. Control of the centre should remain with RSS MARF and it should be funded by National Government or Development Partners. The University could use it for attachments for research and training as required.

50. Neither does the DOF have a dedicated Planning Section, planning being part of by the RSS MARF Directorate of Planning, Investment and Marketing. Similarly legal matters are covered by the RSS MARF Legal officer and his team is responsible for all legal matters in the Ministry.

51. There is no doubt that the supporting Directorates in RSS MARF do not interact nor communicate sufficiently with the DOF, even though they share the same physical location in Gudele HQ. That the DOF does not have direct control and management of several important sections which have a fundamental influence on the way that fisheries and aquaculture are to develop is detrimental to activities in the sector. The current system does not work well. There is considerable room for improved cross Directorate cooperation in RSS MARF relating to fisheries.

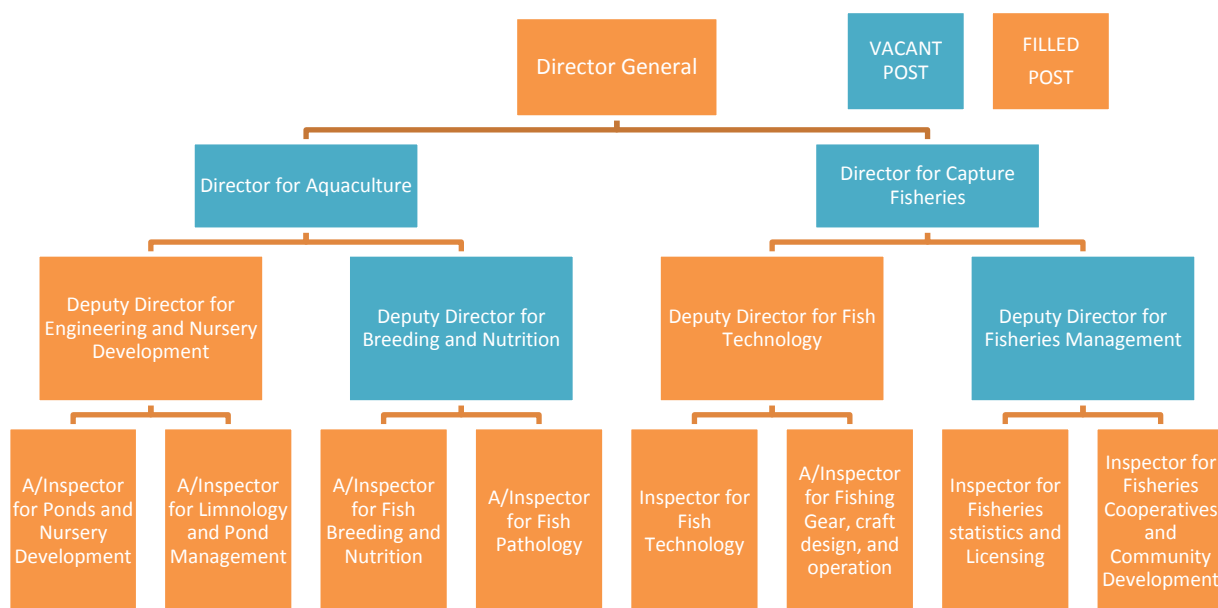
52. Overall policy development and oversight is the primary responsibility of the office of the RSS minister responsible for the fisheries sector through the RSS MARF Directorate of Planning, Investment and Marketing. This function should not be mixed up with fisheries policy implementation which should be discharged from DOF.

53. The structure of the DOF in February 2012 is given below. It is headed by a Director General, with two Directors, one responsible for Capture Fisheries and one for Aquaculture reporting to him. Under these Directors are four Deputy Directors who are supported by Fisheries Inspectors and other technical staff. Of the 15 posts in the Directorate 4 are currently vacant, including the Director of

Aquaculture Development and Director of Capture Fisheries, and two Deputy Directors. One staff member is on long term training

54. The staff organogram is given below.

### Organogram of the Directorate of Fisheries and Aquaculture Development



55. Four of the seven senior posts are vacant, including two directors and two deputy directors.

56. The DG is Grade 2, Directors Grade 3, Deputy Directors Grade 4, and the Inspectors Grade 8. Assistant Inspectors are Grade 9. Of note is that 8 of the staff establishment, more than half, are of significantly lower grades, Grade 8 and 9.

57. Given the responsibilities placed upon the DOF listed above, and particularly under the proposed Fisheries Bill 2012, it can be seen that the staff numbers are patently inadequate for the Directorate to carry out its existing mandate, nor extra development work.

### 3.7 States

58. The Republic of South Sudan operates a federal system with the ten constituent states. The State Governments are semi autonomous with their own Executive, Legislature and Judiciary. The Interim Constitution of South Sudan stipulates that the States' constitutions should be in conformity to that of RSS.

59. According to the human resources survey (April 2006)<sup>5</sup> there were 127 fisheries officers in Southern Sudan. Most however worked in garrison towns and were not directly involved with fisheries on the ground. Staffing data in fisheries in the States is not centrally collected at DOF.

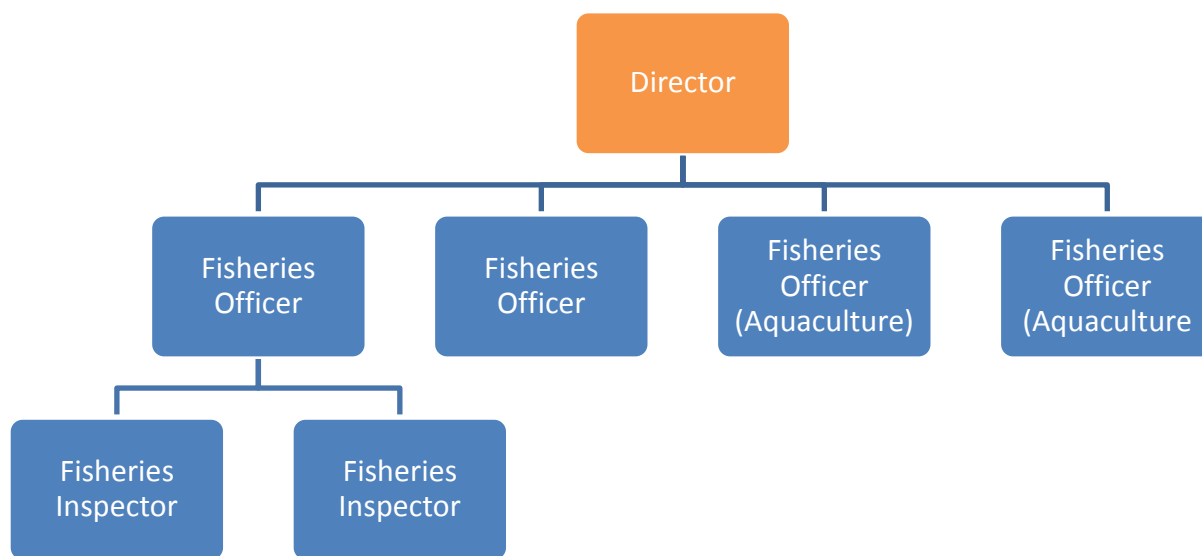
60. Most Directorates of Fisheries in the States are in the State Ministry of Animal Resources and Fisheries (SMARF). Again like in the RSS MARF the Fisheries Directorates in the States are generally neglected and very much a poor relation to the dominant Animal Resources related Directorates in the State Ministries. Director Generals in the SMARFS are without fail from an Animal Resources background. This has led to a lack of emphasis on fisheries and aquaculture in the states and the neglect of the sector is keenly felt by the fisheries staff in the States. The lack of a DG specifically for fisheries in the SMARFs is inimical to efficient implementation of fisheries projects and

<sup>5</sup> The survey was carried out by Computer Feeds Limited and Ecotech consultants for GOSS in April 2006.

programmes. So that the fisheries sector is adequately represented, a DG for Fisheries would be advantageous in most SMARFs.

61. As an example of the staffing structure in States the Upper Nile State Fisheries Department organogram is given below (the Fisheries Department is in the SMARF, and the DG does not have a fisheries background or training in the sector).

### Organogram of the Fisheries Department Upper Nile State



16 x Fisheries Officers in the 13 counties

Appointed by the counties. Director of Fisheries has little control over the activities of these officers. They have received little training, and have few tools of the trade (transport, communications etc). Additional officers may be appointed for political reasons (employment for veterans etc).

62. There is poor cooperation and a lack of harmonisation of activities between RSS National and State governments, and this filters down to the Fisheries Departments in the States. Communications are extremely poor between the DOF and some of the States, and in some cases it is difficult even to contact the relevant officials in the states from Juba. (Note that there is no postal system, nor comprehensive telephone system in South Sudan in 2012, and mobile phones, across several sometimes incompatible service providers are the only reliable means of long distance communication. Internet is often unreliable and in the States many officers do not own personal computers).

63. There is also a common perception that the National Government acts as a “big brother” to the States’ governments. The State governments on the other hand feel they are autonomous and act accordingly. Thus when it comes to the coordination of activities in fisheries, there have developed some misunderstandings on who owns what or who has a right to do what in certain areas. Such misunderstandings exist for fisheries and also apply for nearly all other sectors. In essence responsibilities are not clearly defined nor understood.

64. Presently the weak working relationship between DOF and States is hurting the sector. If this continues unresolved, the fishing communities and other stakeholders will suffer, since they are expecting some relevant support from the SMARF fisheries departments and local leaders. Moreover, due to the poor coordination and communications the moral of DOF and some of the States fisheries departments is getting low and affecting their work and contribution to development.

65. Furthermore, policies developed at RSS MARF level should be adapted by State governments as may suit their specific situations and conditions. Thus there will be need for continuous consultations between RSS MARF and State Governments. The important requirement is that all state policies must be in harmony with framework policies, such as this one, developed by RSS MARF.

66. The ability of many of the States Fisheries departments to carry out their functions is also constrained by a lack of resources, staff and shortage of skills. Although there may be an extension service of some sort existing, without trained staff with some means there is little extension going on.

## **4 Mandate and Policy Directions**

### **4.1 Mandate**

67. The overarching mandate for management of the Fisheries Resources of the Republic of South Sudan comes from the transitional constitution which acknowledges in the preamble:-

*“... the need to sustainably and efficiently manage our natural resources for the benefit of the present and future generations and to eradicate poverty and attain the Millennium Development Goals”.*

68. The transitional constitution goes on to state (37.2.b) that all levels of Government shall

*“... protect and ensure the sustainable management and utilization of natural resources including land, water, petroleum, minerals, fauna and flora for the benefit of the people of South[ern] Sudan”*

69. Other principles contained in this Fisheries Policy can also be seen to be founded firmly on clauses in the transitional constitution, these include the principles of co-management of natural resources with communities (Para 165.6.j)

*“.... involve communities in decisions relating to the exploitation of natural resources in their areas ....”*

and both the ecosystems approach to fisheries management and preservation of biodiversity (Para 45.2)

*“ Every person shall have the right to have the environment protected for the benefit of present and future generations, through reasonable legislative action and other measures that:*

- (a) prevent pollution and ecological degradation;*
- (b) promote conservation; and*
- (c) secure ecologically sustainable development and use of natural resources while promoting rational economic and social development so as to protect the bio-diversity of South[ern] Sudan.”*

70. The involvement of the private sector is also emphasised in the transitional constitution (37.2.c) where all levels of government are bound to

*“.... facilitate the development of the private sector, particularly indigenous entrepreneurs to establish and develop a viable private sector capable of participating effectively in reconstruction and development;”*

71. This new policy is also guided by the National Poverty Reduction Strategy which has as its objectives:

- a. Achieving economic growth (including sustainable management of natural resources);*
- b. Human resource development;*
- c. Improving infrastructure; and*
- d. Ensuring social protection.*

72. The RSS “South Sudan Vision 2040: Towards freedom, equality, justice, peace and prosperity for all”, adopted by the RSS Council of Ministers on January 15, 2010 places fisheries as one of the Priority Programmes for Economic Development under the National Goal 3, Increased Prosperity.

73. At a lower level RSS MARF itself is mandated to perform the following functions and duties specific to fisheries,

1. Formulate legislation, regulations, policies and standards for the development of the animal and fisheries resources of South Sudan;
2. Provide policy guidance and monitor performance of livestock and fisheries activities undertaken in South Sudan;
3. Identify and promote investment opportunities in livestock and fisheries in South Sudan;
4. Human resource training in the field of animal production and fisheries;
5. Promote the improvement of fishing and fish processing technologies to improve the quality and quantity of fish catches in South Sudan;
6. Ensure the sustainability of the fisheries sector through the development and enforcement of policies and regulations governing the exploitations of fish stocks;
7. Promote and develop aquaculture fish production;
8. Promote effective community-based extension programmes in livestock and fisheries production;  
and
9. Provide technical assistance and training to state governments and other local governments to build their capacity to assume their responsibilities for animal resources and fisheries matters as defined in the Constitution and RSS policy.

## 4.2 Mission

74. The mission of the RSS MARF, which covers Fisheries is:-

*To promote, regulate and facilitate animal production and fisheries, value- addition and access to credit and Regional and International markets for food security, poverty alleviation and socio-economic development, the operation areas is animal Resources and Fisheries Sector.<sup>6</sup>*

## 4.3 Overall objective for Fisheries and Aquaculture Development in South Sudan

75. The overall objective<sup>7</sup>for fisheries in South Sudan is:

*The best possible long term economic benefit to the South Sudan through effective management and sustainable exploitation of fisheries resources and aquaculture, whilst ensuring healthy ecosystems and the protection of species and habitat.*

## 4.4 Guiding Principles

76. The guiding principles under which this Fisheries Policy 2012- 2017 has been prepared and will be implemented by DOF are given below.

Theme	Guiding Principles
Values	DOF will strive to safeguard and promote the values and mission of the Government and People of South Sudan as outlined in the constitution.
Integrity	DOF will act with honesty and adhere to the highest standards of moral and ethical values and principles in our personal and professional behaviour. We hold ourselves accountable for our words and our actions.
Poverty	Poverty is abhorrent in the 21 <sup>st</sup> Century and its eradication is a priority.
Inclusiveness	It is important to involve all stakeholders, including the private sector, the community sector and the general public in all fisheries related initiatives in accordance with procedures established by common agreement.

<sup>6</sup> From the RSS website

<sup>7</sup> Developed as part of the Policy Preparation exercise

<b>Theme</b>	<b>Guiding Principles</b>
Linking the local and the global	Economic and social issues in fisheries, local and global, are so interlinked that DOF will act at all levels, from the local to the national and ultimately to the regional and global.
Change and risk	DOF will adapt continuously and remain relevant as conditions change and the country develops.
International obligations	DOF will implement and comply with the terms and obligations in all international agreements, protocols and treaties that are ratified by South Sudan
Relationship between the Department and the States	DOF shall provide assistance and guidance in Fisheries and Aquaculture Developments in the States but the States shall be the leaders in extension, enforcement and development activities in their geographic areas.
Relationship with the private sector	The private sector shall be the engine for growth. A dynamic private sector, operating in a properly functioning competitive market system, creates jobs and income, generates wealth and helps ensure that resources are used efficiently.
	DOF and the States' Administrations shall endeavour to provide an enabling environment for the private sector.
	DOF and the States' Administrations will not engage in commercial activities nor commercial partnerships with the private sector.
Relationship with Development Partners and non-state actors	DOF and the States' Administrations will not involve themselves in direct financing of fisheries investment, nor provide direct subsidies to the private sector.
	DOF seeks genuine partnerships with development partners, including Donors, NGOs, CBOs and others to work together on fishery development related problems facing the RSS, based on mutual respect, acceptance of autonomy, independence, and pluralism of opinions and positions. This will require accountability and transparency by the development partners, regular monitoring and reporting to DOF and the States, and oversight of activities by DOF so that the needs of the sector are addressed appropriately.
Management of Capture Fisheries and Aquaculture	Participatory Management, though a decentralisation of powers to the users of the resources, is the keystone of the management and development of capture fisheries & aquaculture.
	DOF shall adhere to the principles laid down in the FAO Code of Conduct for Responsible Fisheries Management, including <i>inter alia</i> : the Precautionary Principle, the Ecosystems Approach, and Responsible Fish Utilisation, and their associated Codes of Practice.
Gender & Rights of the Child	Management of fisheries resources shall be guided by the best available fisheries statistics.
HIV/AIDS	All programmes and activities undertaken by DOF will be gender sensitive and gender responsive and the rights of women and children as laid down in the constitution upheld.
	AIDS is a chronic, life threatening disease with significant political, social, economic and human rights implications. DOF commits itself to minimising these implications in the sector through compliance with national and international HIV/AIDS policies and strategies.

#### **4.5 Target Beneficiaries**

77. This Fisheries Policy targets a wide variety of beneficiaries including:

- 1) The Government of RSS, the Ministry of Animal Resources and Fisheries (RSS MARF) and the Directorate of Fisheries and Aquaculture Development (DOF).
- 2) The Governments of the 10 States, their Fisheries Departments and their staff.
- 3) County, Payam and Boma institutions, CBOs, urban authorities and local customary leaders.
- 4) Development Partners and NGOs
- 5) Fisherfolk (and their dependents) throughout the Republic of South Sudan, both full time and part time.



- 6) Service providers to the fisherfolk of the Republic of South Sudan, including firewood suppliers, transport providers, blacksmiths, fishing gear suppliers, engine suppliers and repairers, and boat builders.
- 7) Fish farmers (and their dependants), service providers to the fish farming industry, including hatcheries, fish feed manufacturers, and transport services.
- 8) Fish processors and buyers, including fish smokers, dryers, fresh fish traders, their transport providers (land and air) and general service providers to the industry.
- 9) The aquarium fish industry
- 10) Fish consumers and institutional users (hotels etc) of fish and fisheries products, tourism industry (sport fishing) etc
- 11) Regional and international stakeholders in the Nile basin, and in the global environment.

## 5 The 2012-2017 Fisheries Policy. Objectives and Strategies

78. There are six policy areas in this Fisheries Policy, three of which tend towards administrative and supportive functions and provide a solid and stable framework for the implementation of the strategies for the other three, which are technical policy areas. Without the successful completion of objectives and strategies under the administrative and supporting policy areas, there will be little success in implementing the various objectives and strategies contained in the technical policy areas.

79. Administrative and Supporting policy areas are:-

- a) Governance
- b) Human resources
- c) Research

80. Technical policy areas cover:-

- a) Capture Fisheries
- b) Aquaculture
- c) Post Harvest

81. The policies and strategies under each policy area are presented in tabular format to enable better understanding of their context and to make them more readable.

82. Where a policy is a priority now or in the next 5 years this is indicated by a large

83. Where donor or external assistance or support (external to DOF, RSS MARF or the States) is going to be required to carry out the strategy this is indicated by a large

### 5.1 Policy Area 1. Governance

#### Key Issues

- Good governance is the key to the future prosperity of the sector.
- The legislative framework for fisheries is not (in 2012) sufficiently developed to allow for co-management of resources, the implementation of the FAO Code of Conduct for Responsible Fisheries and future international obligations.
- The draft 2012 Fisheries Bill needs much modification before being presented to parliament.
- The institutions involved with fisheries are undeveloped, both at RSS MARF and in the States, and at lower levels of government also.
- The transitional constitution demands the devolvement of management of natural resources to States and the users of these natural resources; but many of these administrative bodies do not have the skills and knowledge to adequately manage their resources. RSS MARF and the States will have to work in a participatory manner with other fisheries stakeholders to build strong institutions and ensure that control systems and information systems are in place functioning effectively and efficiently for a better fisheries and aquaculture sector.
- South Sudan shares its water resources with several other countries, most notably Uganda to the South and Sudan to the North. This will require cooperation in the future on the use of water.
- Locally there are multiple water users and no system of reducing conflict between them is yet established, and the development of better communications between stakeholders is paramount.

- The private sector will be the engine for growth in fisheries in South Sudan but there are few means to attract private sector investment to Fisheries and aquaculture, and the land tenure system is not sufficiently robust to protect commercial investment in aquaculture.
- DOF has to incorporate into its activities (mainstream) policies on HIV and AIDS, Gender and the Rights of Children. There is currently little information on any of these matters in Fisheries in South Sudan.
- The fisheries sector does not get the priority it deserves in allocation of funds and resources, compared to its importance in the economy and potential for growth.

**GOAL**

***Effective and efficient delivery of policy objectives in an accountable and transparent manner for the benefit of all stakeholders in the fisheries sector***

Objectives	Strategies	Priority	External inputs
1. To produce a modern and robust legal framework for fisheries and aquaculture in South Sudan	1. Revise the Fisheries Bill, paying attention to Aquaculture and post harvest issues as well as capture fisheries, and incorporating decentralisation of powers, co-management and the Precautionary Approach to sustainable fisheries	✓	✓
	2. Delineate responsibilities and structures of National Government (RSS MARF), State Fisheries Departments, Counties, Village and Payam councils, Communities and Co-management structures	✓	✓
	3. Prepare appropriate regulations under the Fisheries Bill covering obligations under international protocols and standards for Fisheries, Aquaculture and Post Harvest, including operational regulations	✓	✓
	4. Regularly review regulations particularly levels of fines, penalties and fees; and gear restrictions		
	5. Enshrine in the legislation the principle of a limit to entry to capture fisheries so as to comply with international instruments	✓	
2. To improve the climate for internal and Foreign Direct Investment (FDI) to fisheries and aquaculture	1. Harmonise import taxes and levies with other EAC states		
	2. Prepare an Investment Guide for fisheries and aquaculture in South Sudan	✓	✓
	3. Assist to develop third party involvement in matching grant and soft loans for entrepreneurs through commercial banks and finance institutions	✓	
	4. To negotiate EAC access protocols for SS fisheries products	✓	
	5. Develop with the Land Commission an appropriate land tenure system for private fish farms and hatcheries	✓	✓
3. To improve cooperation between Government Departments and Institutions on crosscutting issues	1. Prepare a development master plan for Fisheries including all states, resources and distinct ecosystems	✓	✓
	2. Regularly timetable consultations with Ministries and Departments on issues that affect Fisheries	✓	
	3. Form a joint committee on water use covering priority uses, protection, sustainable development and increasing productivity	✓	

Objectives	Strategies	Priority	External inputs
4. To enhance communications, data flow and coordination within Directorates of RSS MARF and between DOF and the 10 states	1. Establish a Fisheries Information System / database at RSS MARF and DOFs at States level	✓	
	2. Produce an Annual Work Plan and Fisheries Annual Report for DOF and circulate both, internally in RSS MARF and widely amongst stakeholders	✓	
	3. Develop a system of communication with each of the Fisheries Departments in the 10 states allowing constant flow of data and information	✓	
	4. Improve internal communication and cooperation within RSS MARF between Directorates with responsibilities that influence or affect Fisheries and Aquaculture	✓	
5. To maintain a healthy environment and ecosystems	1. Adopt measures to prevent environmental damage to aquatic systems through pollution and environmental degradation		
	2. Ensure that compulsory ESIA's are undertaken for all developments that affect fisheries, including large scale aquaculture developments	✓	
	3. Observe all International Treaties and Protocols on the Environment and Biodiversity	✓	✓
6. To ensure sustained and profitable use of shared resources	1. Ensure representation by DOF in all Transboundary negotiations and in the preparation of agreements with other jurisdictions	✓	
7. To raise the profile of fisheries as a sector so as to obtain extra resources for the DOF and for States fisheries departments	1. Develop media and other publicity to enhance the profile of fisheries in South Sudan	✓	
	2. Within Government institutions maintain a presence on all committees, donor groups and other groups to present fisheries as an important development sector with high potential for growth and poverty alleviation	✓	
	3. Higher emphasis on fisheries in SMARFs through the establishment of DG posts specifically for fisheries	✓	
	4. Develop, in conjunction with the SMARFs, a consistent structure for DOFs and Fisheries Departments across all states.	✓	
	5. Develop a position paper on the advisability of establishing a RSS National Fisheries Authority, independent of RSS MARF for future consideration		
8. To combat HIV and AIDS in the workplace and in the industry	1. DOF to follow overarching Government guidance on HIV and AIDS and to mainstream HIV and AIDS in all activities, whilst enumerating baseline data	✓	
9. To act on Gender Issues and the Rights of the Child	1. DOF to follow overarching Government guidance on Gender and the Rights of the Child and to mainstream Gender and the Rights of the Child in all activities, in conjunction with the Ministry of Gender and Social Welfare and the Ministry of Education		
10. To respond appropriately to climate change and natural disasters	1. Research into and develop policy advice to contribute to wider government responses to climate change and disaster management		

Objectives	Strategies	Priority	External inputs
11. To improve occupational safety for fisherfolk	1. Develop a Small craft safety programme with the Ministry of Transport	✓	

## 5.2 Policy Area 2. Human Resources

### Key issues

- Development of human resources in fisheries is central to the development of the whole fisheries sector. Without a sufficiently skilled cadre of workers the industry cannot flourish. Currently the DOF is understaffed and has vacancies in its establishment. State fisheries departments are similarly understaffed.
- There is an urgent need for training and skills development at all levels, including Local Management Bodies, in co-management and the devolution of responsibility of fisheries management to the users of the resources, and in the private sector.
- As time moves on the knowledge and skills required in the sector will change and training programmes must adapt to take into consideration these changes. Constant upgrading of skills will be required for all staff involved in the sector.
- Local fisheries training facilities are presently limited to the Padak Fisheries Training Centre and there are some courses in the Universities, though there are numerous vocational training schools and other centres that can be used for training. These are insufficiently prepared for future needs and should be bolstered.
- The Padak FTC is planned to be moved to the Dr John Garang Institute of Science and Technology in the Ministry of Education Science and Technology. This is not a desirable outcome since this is the only centre providing the necessary types of training for fisheries in the country.
- Training for many of the skills required by the DOF staff is not available in South Sudan, and is unlikely to be for some years so will have to be sought overseas.

### GOAL

***A well trained and competent workforce with the appropriate knowledge and skills for development of fisheries and aquaculture.***

Objectives	Strategies	Priority	External inputs
1. To ensure that DOF and States' Fisheries Departments are fully staffed and funded	1. Calculate and source budget requirements	✓	
	2. Recruit suitably qualified staff to fill vacant posts in existing structures	✓	
	3. Prepare a Human Resource Development Plan for Fisheries Directorate and the 10 states based on fisheries requirements ( <i>not geographical boundaries or population</i> )	✓	✓
2. To strengthen extension services in the 10 states	1. Involve National Government, Development Partners and NGOs in assistance to the 10 States in strengthening their Extension services	✓	✓
	2. Recruit suitable staff to fill the posts of Extension workers	✓	

Objectives	Strategies	Priority	External inputs
3. To develop the skills and qualifications of the staff in DOF, in the 10 States and the private sector	1. Develop a staff training plan for DOF and the 10 States, including TORs for all staff	✓	
	2. Form a committee from DOF, States and academia to guide Fisheries Training in South Sudan		
	3. Improve contacts with Universities in South Sudan regarding diploma, graduate and post graduate training	✓	
	4. Work with Technical Institutes and Vocational Training Centres regarding skills development in ancillary industries (fish farming, boatbuilding, refrigeration etc)	✓	✓
	5. Liaison with Development partners to identify and fund appropriate training opportunities overseas where facilities do not exist in South Sudan	✓	✓
	6. The RSS MARF training centre at Padak strengthened so as to be capable of satisfying the basic skills development of DOF and the 10 states. (It is not desirable that this FTC leaves RSS MARF control)	✓	✓
	7. Develop curricula relevant to the needs of the fishing and aquaculture industries for universities, TVET, Padak FTC and in schools	✓	✓
	8. Develop a system of certification of training courses and programmes to ensure that only certified staff are employed in government and industry		
	9. Undertake a gender sensitive training needs assessment for fishers, aquaculturalists and processors (the private sector)	✓	
	10. Develop appropriate courses for fisheries for the private sector in TVET centres throughout the country, particularly in business management and basic technical skills for women	✓	✓
	11. Literacy and other vocational programmes in rural areas, where fisherfolk communities miss out on formal opportunities in education		

### 5.3 Policy Area 3. Research

#### Key Issues

- There are serious gaps in the knowledge of the fisheries resources of South Sudan, including catches, species involved, fish biology and potential for resource utilisation; this lack of data is a serious constraint to proper fisheries management.
- DOF and the States are limited in their ability to collect any data at all, due to capacity problems, funding and skills shortages.
- No funds are allocated for fisheries research at all and there is no fisheries research unit or aquaculture research centre. Even outside of Fisheries, in the universities and colleges, there is little research being undertaken on fisheries or related fields.
- Aquaculture particularly has research and training needs that can only be provided by some form of aquaculture research and demonstration unit.
- The personnel to staff either a Fisheries Research Unit or an Aquaculture Research Centre are not available at the moment in the country. They will need to be recruited and trained.
- Some environmental effects of development in other sectors, and by other water users, such as agriculture, irrigation and urbanisation are not being monitored.

- No information on fisheries is disseminated widely in the country. There is very little awareness of fisheries and aquaculture outside of those immediately involved in the sector.

**GOAL**

***Research, collection, analysis and dissemination of good quality and up to date knowledge on Fisheries and Aquaculture in South Sudan***

<b>Objectives</b>	<b>Strategies</b>	<b>Priority</b>	<b>External inputs</b>
1. To improve quality and relevance of research in fisheries and aquaculture	1. Establish a dedicated Aquaculture Research Unit containing a modern hatchery in RSS MARF, which will cover, inter alia, methods, species, feeding regimes etc for fish farming	✓	✓
	2. Establish a dedicated Fisheries Research Unit in RSS MARF, covering, inter alia, biological aspects of commercial fish, data collection and collation, fishing methods etc in the commercial capture sector	✓	✓
	3. Establish an independent Fisheries Research Council to guide needs based research in RSS MARF research units and in higher level educational institutions in South Sudan		
	4. Update existing university curricula to make research done there more relevant to the needs of the fisheries sector in South Sudan		
	5. Improve linkages with international research institutions for research and collaborative programmes on fisheries and aquaculture	✓	✓
2. To collect, collate and disseminate data on all aspects of fisheries and aquaculture throughout the country	1. Undertake a baseline frame survey on fisheries throughout the country	✓	✓
	2. Develop a comprehensive and harmonised statistics collection system through the 10 states	✓	✓
	3. Improve reliability of statistical data by improving the frequency of collection and better collation of statistics		
	4. Improve dissemination and the regularity of published statistical data on fisheries and aquaculture	✓	
	5. Undertake basic research on fish biology of commercial species in capture species so as to inform management policies and respond to identified risks		
3. To preserve indigenous knowledge, on fisheries	1. Establish a database of traditional knowledge of fisheries through the DOF	✓	
4. To monitor environmental changes affecting fisheries including climate change	1. Improve monitoring of changes in the environment and their effect on Fisheries and Aquaculture		
	2. Establish a Hydrology section in the Fisheries Research Unit, with sufficient equipment and staff to undertake routine environmental monitoring		

Objectives	Strategies	Priority	External inputs
5. To improve information distribution, communication and technology systems	1. Produce a DOF Annual Report of Activities including all data on fisheries, aquaculture and post harvest	✓	
	2. Create a DOF Fisheries Website within the RSS MARF website, as a publically available depository for all information on Fisheries issues in South Sudan		
	3. Distribute all data back to the users of the resources, including local management bodies		

## 5.4 Policy Area 4. Capture Fisheries

### Key Issues

- Statistics on capture fisheries are unreliable or do not exist.
- The capture fisheries of South Sudan are estimated to provide 40,000 tonnes of fish to the country but contributing less than 1% of GDP. There is probably a potential for 180,000 tonnes production, so the fishery is still under-fished. This will provide economic benefits and food security in the future. Country mapping to identify the under-fished areas is required.
- The fishery is open access and this is undesirable, some form of restriction on access will have to be designed in the future to avoid future conflicts over resources.
- The licensing system is haphazard and ineffective though all gears should in principle be licensed.
- There is no control of IUU fishing.
- Decentralised management of resources and co-management is the desired future management regime for all the resources of the country, through the establishment of Local Management Bodies in the states, and is obligated through the constitution. This requires a legislative base, a sound knowledge of the resources, must be transparent in its allocation of rights, and must be inclusive of all stakeholders in the area.
- Current management bodies are extremely weak, almost non-existent. There is little knowledge of specific resources.
- There is a lack of co-ordination between the various bodies involved in fisheries in South Sudan.
- The principles contained in the FAO Code of Conduct for Responsible Fisheries will be upheld by the DOF, including the sustainable use of fisheries resources and the ecosystems approach to fisheries management.
- The fishery is generally still an artisanal industry with few large scale commercial enterprises. Those larger enterprises that did exist exported fish to the Sudan in the North<sup>8</sup>, but now tend to bring fish to the population centres in the South, notably Juba. Ice is sourced in Juba.
- The private sector lacks investment capital and government will not get involved directly in fish production or marketing.
- There are a series of international treaties and other obligations, including those relating to transboundary and shared resource issues in fisheries that need to be complied with by South Sudan.

### GOAL

***Sustainable fisheries production and development contributing to Economic Growth, Poverty Alleviation and Food Security***

<sup>8</sup> This trade has declined in 2011 & 2012 due to border tensions



Objectives	Strategies	Priority	External inputs
1. To manage the fisheries resources of the South Sudan so as to maximise production and avoid overfishing	1. Implement the FAO Code of Conduct for Responsible Fisheries (CCRF) including the Precautionary approach, ecosystems approach and other related guidelines	✓	✓
	2. Promote co-management of all fish stocks and resources	✓	✓
	3. Promote co-operatives, fisheries associations and management committees	✓	
	4. Facilitate capacity building for co-operatives, fisheries associations and management committees		
	5. Develop conflict management mechanisms to find commonly acceptable solutions for opposing interest groups		
	6. Apply a participatory approach to decision making in all fisheries issues		
	7. Allocate fisheries resources fairly between competing users and interest groups so as to reduce conflicts		
	8. Regular review of the effectiveness and relevance of management tools used to control effort and harvesting of wild resources (licensing, closed areas etc)		
	9. Establish a participatory MCS system and control the use of illegal fishing methods and gears through education, training and effective inspection & enforcement to internationally established codes and standards	✓	✓
	10. Develop with the co-managers, revolving 5 year management plans for all important fisheries including closed areas, no fishing zones, and protected areas	✓	✓
2. To control overexploitation of fish stocks and eradicate IUU fishing	1. Design and introduce a system to control open access to fisheries throughout the country		
	2. Improve surveillance and control of fisheries to ensure that regulations (particularly related to fishing methods and licenses) are being enforced	✓	✓
3. To increase production from under-exploited stocks and areas	1. Identify areas where stocks of fish are underexploited	✓	
	2. Introduce fishing methods suitable to exploiting underexploited stocks to those areas where they exist		
4. To develop a sport fishing industry	1. Identify, and with the agreement of stakeholders dedicate water bodies and areas for sport fishing activities		
	2. Enforce licensing and reporting in Sport Fisheries		
	3. Advertise sport fishing potential as an adjunct to tourism		
5. To develop the aquarium trade	1. Permit the issuing of licences for aquarium fisheries under strict controls of methods of collection and export		

## 5.5 Policy Area 5. Aquaculture

### Key Issues

- There is very little aquaculture being undertaken in South Sudan at the moment, though there is a very great potential in many areas.
- Dams and irrigation schemes in the future will also provide significant opportunities.
- Aquaculture can provide food security for rural populations as well as income and employment. Aquaculture can also be utilised for enhancement of protein intake for people living with HIV and AIDS through integrated aquaculture systems.
- There is currently little private sector investment in Aquaculture and the government will not directly invest, limiting itself at most to schemes through third parties.
- The existing legislation regarding Aquaculture is limited and Codes of Practice are not yet formulated. Until they are the DOF will apply the FAO COPs.
- Land tenure remains a problem since this is important for investment.
- Aquaculture development requires regulation and registration of fish farms but the mechanisms and capacity to do this in the states is lacking.
- There are no hatcheries or demonstration fish farms.
- There is no training institution concentrating on Aquaculture and there is a severe shortage of aquaculture skills in the South Sudan. Additionally the support industries, such as laboratories, feed mills and processing units necessary for large scale commercial aquaculture presently do not exist.

### GOAL

#### ***Sustainable Aquaculture development and production contributing to Economic Growth, Poverty Alleviation and Food Security***

Objectives	Strategies	Priority	External inputs
1. To attract private Investment to Aquaculture by creating an enabling environment	1. Develop Master Plan for Aquaculture, concentrating on private sector involvement	✓	✓
	2. With the co-operation of the 10 states identify areas of high potential for aquaculture development, and publicise the results widely	✓	
	3. Establish a decentralised registration and licensing system for aquaculture enterprises of all sorts (including those in payams and bomas)		
	4. Encourage cooperatives producer organisations and marketing bodies for aquaculture		
	5. Produce a Code of Practice for Aquaculture in South Sudan, based on the FAO COP amended for local conditions	✓	
2. To attract funding for development of integrated Agriculture/ Aquaculture systems in rural areas	1. Co-operate with NGOs and donor bodies for particularly for the use of integrated Aquaculture Agriculture systems as a mitigation activity for HIV/AIDS affected rural households and PLHIV, food security, income and employment generation	✓	✓
3. To regulate the production of feed for aquaculture	1. Produce a COP for feed production to be issued under the fisheries regulations, based on best practice	✓	
4. To control diseases in aquaculture & improve reporting	1. Create and enact regulations to control importation of fingerlings and establish local hatcheries with rigid reporting		

Objectives	Strategies	Priority	External inputs
5. To control species introductions and transfers in Aquaculture	1. Enforce laws and guidelines on introductions and transfers so as to protect biodiversity	✓	
	2. Prepare guidelines on mitigation of the effects of introductions and transfers of species through Aquaculture activities		
6. To enhance aquaculture in areas where irrigation schemes & dams are created	1. Cooperate with the relevant ministries on enhancing aquaculture in irrigated areas and on the possibility of cage culture and ranching in dams and other enclosed water bodies	✓	
7. To address environmental concerns regarding Aquaculture	1. Guarantee the preservation of and protection from Aquaculture of protected habitats and areas (e.g. RAMSAR sites)		
	2. Include in the Codes of Practice for aquaculture guidance on the mitigation of the effects of aquaculture on the environment.	✓	

## 5.6 Policy Area 6. Post Harvest

### Key Issues

- Most fish not eaten by the fisherfolk themselves is dried or smoked before being sent to market.
- There are in some areas large numbers of rural fishers and there is not always a surplus to market elsewhere.
- There are no local facilities in most areas for handling fresh fish, nor storage facilities. Where they do exist they do not meet even basic hygiene requirements. Iceboxes are not generally available, particularly in rich fishing grounds such as the Sudd and other areas where there is potential for growth.
- Transport to get fish to market is a serious constraint, due to poor roads and unsuitable vehicles.
- There are no local standards or codes of practice for the quality of fish post harvest, neither for exports. International standards (HACCP, GMP) are not yet adopted nor enforced.
- Fresh fish for local consumption could be significantly improved in quality by application of basic methods of preservation, such as ice. There is generally a shortage of ice making facilities in the country
- There are reported to be considerable post-harvest loses, both in fresh fish, smoked and sun dried products. These are primarily from insect adults and larvae and breakages.
- International and regional norms require that basic hygiene requirements are met, particularly for exports.
- Trade in fish and fisheries products is not controlled at all.
- There are regional Trade Protocols covering fish which have not yet been implemented.
- There is a shortage of inward investment to fisheries post harvest activities and government is only making limited efforts to rectify this problem. National Government and States have not made significant efforts in this area to date. The private sector is expected to make the investments in improving conditions for fish quality.
- Although the establishment of a Competent Authority is a desired objective, it cannot be done in the short term as there are inadequate trained staff and the equipment and set up costs will not justify the expense. In the meantime there is little possibility of exports of fish to sophisticated markets which demand the establishment of such a body, and a level of quality control not yet found in the country.

### GOAL

***An effective fish quality control and assurance system that meets international standards and raises the value of the products of fisheries and aquaculture***

Objectives	Strategies	Priority	External inputs
1. To reduce post harvest losses	1. Write codes of practice (COP) & manuals and enforce them through inspection. These COPs and manuals to be compulsory and to international and regional standards (CODEX Alimentarius, WTO, HACCP, EU Directives, etc)	✓	✓
	2. Develop a skills based certification and training scheme for the fish processing industry		
	3. Train fishers, processors, wholesalers, exporters and retailers in fish processing and post harvest handling		
	4. Identify appropriate sites for the establishment of infrastructure based on technical criteria	✓	
	5. Encourage the establishment of landing sites & other infrastructure, including modern designs of vessels suitable for quality maintenance aboard, ice machines and insulated boxes by the private sector	✓	✓
2. To ensure safety of fisheries products	1. Establish a competent authority with the appropriate body (SS Standards Authority) responsible for fish quality control, certification (particularly of exports) and inspection of landing sites and premises		
	2. Introduce a local system of inspection and control to reduce negative effects of poor quality fish products on the consumer	✓	
	3. Develop a system of controlling imports of fish that have not been produced in accordance with international standards and norms		
	4. Collaborate with Ministry of Roads and Bridges and Ministry of Transport to improve road, air and water communication to fisheries dependent areas of the country so as to improve transport of fresh and processed fish		
3. To increase in per capita fish consumption from current low levels	1. Advertise the health benefits of fish as a protein source		
	2. Develop the fish supply and value chain from production to consumer		
4. To develop appreciation of the role of capture fisheries and aquaculture in food security	1. Sensitise fisheries stakeholders on the nutritional benefits of fish production and its role in food security, particularly of integrated aquaculture systems		
	2. Integrate Fisheries into National Food Security Programmes and ensure active participation in programming for food security with other agencies		
5. To increase the value of fisheries and aquatic products	1. Promote value adding through improvements in small scale processing methods, and use of other valuable fish products such as live fish, maws, swimbladders, leather, spiced fish and other such products		
	2. Encourage exports of fish in cooperation with the Ministry of Commerce, Industry and Investment		
	3. Encourage greater efficiency and use of resources in the fish processing industry		

## **6 Implementation of policy**

### **6.1 Risks and constraints**

84. Constraints that threaten the ability of the RSS MARF to deliver on the Fisheries Policy can be divided into:

- I. Those which are internal, to the extent that they may reduce the capacity of programmes to perform. These include (although not exhaustive), funding, staffing levels, management skills, training and research.
- II. Those that are external, and may prevent the uptake and effective use of programme services and advice. They include political will, capacity of national institutions, regional considerations, civil unrest, reliance on oil revenue, and the like.

85. Implementation of the Policy may also be limited by

- i. Attempting to provide equal services to all programme areas, rather than tailoring activities to their capacity and needs. There is a clear need for rigorous prioritisation of programmes in the light of the internal & external constraints listed above. An attempt to do this has been made in this document.
- ii. A failure to involve the private sector in all activities. The Government and States have little capacity for commercial business on their own, and very little money to invest in the sector.
- iii. A failure to advise and assist the States appropriately, either through logistical failures or insufficient capacity.
- iv. Inadequate funding to implement work programmes, both local recurrent and with donor partners, or a failure to develop proposals. (All these are evident at present)
- v. A collapse in Government financial support to the sector. This may occur due to a general collapse of government revenues (perhaps over-reliance on oil as main revenue source) or corruption leading to misallocation of financial resources.
- vi. Continued perception that the fisheries sector is a junior partner to other natural resource sectors, leading to a loss of political will to address the problems evident in the sector. (This has been mentioned repeatedly in interviews with stakeholders in Juba and the States)
- vii. Insecurity and political turmoil (Insecurity was identified as a recurrent problem at Consultative Workshops).
- viii. Service delivery fails due to high levels of corruption (a serious problem identified at Consultative Workshops) and high costs of basing all programmes and staff around Juba.
- ix. The scientific basis on which many of the decisions that have to be made is not sound or does not exist and even then scientific advice may not be translated into management action.
- x. A continued failure to develop actionable management plans and management measures. DOF operationally only works at Government and States levels. Below that is the responsibility of the states with DOF advice. Whether this system will work sufficiently or not is unknown.
- xi. Danger of communication breakdown among key stakeholders - more effective communication will raise awareness of decision-makers and the public.
- xii. Putting into operation the FAO Code of Conduct for Responsible Fisheries (which includes aquaculture) and the ecosystem approach to resource management may prove difficult in South Sudan's small scale geographically diverse fisheries. DOF cannot provide scientific support for this process as there is no research institute at present to provide scientific advice, though there is the possibility of co-operation with FAO or other development partners.
- xiii. Lack of capacity in government administrations in the States to effectively use extension services, implement advice and put training into action in-country is one of the greatest risks to implementation. The mitigation can include more targeted capacity building and institutional strengthening; working with non-government partners where appropriate.

86. Of all of these those related to the capacity of the RSS MARF and the States Fisheries administrations to deliver due to lack of skills and staff, insufficient funding and weak institutions throughout the country are perhaps most important and most likely to affect the implementation of projects and programmes.

87. Other major constraints in line with the identified policy themes are

### **Governance**

- i. Human population increase can place unbearable pressure on fisheries resources
- ii. Control of access can fail as a result of political and/or social pressure
- iii. Fisheries management strategies may not be adhered to at the level of States and CFOs
- iv. States fail to implement the Fisheries Policy and also fail to make local legislation necessary to support Cooperatives, CBOs and CFOs
- v. Cooperatives, CBOs and CFOs if established may again prove unsustainable and less self sustaining without donor support
- vi. RSS MARF as a lead Agency may fail to restructure and strengthen its capacity to deliver at National and State level, limiting ability to implement change and development
- vii. Cooperation between Directorates within RSS MARF itself may be less than ideal and lead to inefficiencies in implementation and planning
- viii. Relationships between States & National Government deteriorates, with no cooperation
- ix. The new legislation and accompanying regulations on Fisheries prove to be incomplete or inappropriate

### **Human Resources**

- i. DOF and States may fail to provide the necessary capacity building to key stakeholders including Cooperatives, CBOs and CFOs, and empowerment fails
- ii. Continued low level of skills and lack of motivation in the Government and States fisheries cadre
- iii. Insufficient staff in Government and the States to carry out the planned programmes and no responsive Human Resources (HR) development planning
- iv. Lack of funding from donors for training and skills development
- v. Low levels of illiteracy may pose a risk of not getting right people to train
- vi. Health care & awareness building fails to reach fisheries communities, and ailments from HIV/AIDS and waterborne diseases becomes an even greater threat to lives and livelihoods
- vii. Cooperatives, CBOs and CFOs prove incapable of sustained organization due to lack of training and skills

### **Research**

- i. Failure to attract funding for Research Station establishment and equipment provisions
- ii. Lack of qualified staff to kick-start the research programmes
- iii. Failure of stakeholders to contribute data on a sustainable basis
- iv. Poor Fisheries Information Systems and poor Communication
- v. Continued inability of the DOF and States to collect accurate data on fisheries and aquaculture

### **Capture Fisheries**

- i. Failure to reach agreement on Monitoring, Control and Surveillance with the States
- ii. Transboundary issues remain unresolved
- iii. Unknown state of the fish stock
- iv. Failure to recruit professional and dedicated staff in a reasonable amount of time
- v. Increase in conflicts between centrally controlled and locally based fisheries management mechanisms and measures
- vi. MSYs of the major fishing grounds are reached or exceeded due to rapid uncontrolled expansion of effort

### **Aquaculture**

- i. Aquaculture may fail to attract investors at either small or commercial scales
- ii. National environmental conditions for aquaculture turns out to be uncondusive to production or investment
- iii. Mechanisms for husbandry and sharing of enhanced or culture-based stocks fail
- iv. Access to credit for aquaculture and SME development remains a problem

### **Post Harvest**

- i. Failure of the private sector to develop landing site infrastructure
- ii. Lack of funding to the private sector for infrastructure development or the funding not reaching the target groups
- iii. Failure to comply with acceptable international food quality standards (HACCP etc)

- iv. The enabling environment for investors in the fish processing/export and aquaculture development sector is not provided
- v. Investors regard fisheries as high risk

## **6.2 Institutional Arrangements**

88. The body responsible for coordinating the implementation of the Fisheries Policy is the DOF in the Ministry of Animal Resources and Fisheries. The Fisheries Policy will also form the basis for the States' policies which will be expected to generally conform to it and maintain the same principles.

89. Very many other organisations will also be expected to assist in implementation, including those Government Departments and Ministries involved with cross-cutting issues, such as Water, Education, Environment, and Wildlife; NGOs and other development partners. The private sector, as the engine for growth in Fisheries and Aquaculture, will also be expected to play its part, under the regulatory regime imposed by the National Government and States.

## **7 Implementation Plan Matrix**

90. Many of the policies in the 2012 policy can be found in the 2006 Policy Document. Some of those policies were not prioritised sufficiently, given the capacity and funding constraints under which the DOF is operating.

91. Many of these policies and strategies include those that should be routine activities carried out by the Government and States administrations, and without which management of the fisheries of the country will be impossible. These are presumed to be ongoing obligations of the DOF (even if they are not currently being done), and so have no timeframe.

92. The implementation plan is given in the matrix below. Timelines are most uncertain, particularly over the first 5 year period, the period covered by this policy document. Many activities depend on capacity in DOF and the states being improved, funding being made available from whatever source, assistance being provided by development partners. Just filling the establishment posts in itself can take a long time since recruitment is a lengthy business; and building capacity depends also on training and experience.

93. (Note that Ministries names and responsibilities change with time).



## Policy Area 1 Governance

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
1. To produce a modern and robust legal framework for fisheries and aquaculture in South Sudan	1) Revise the Fisheries Bill, paying attention to Aquaculture and post harvest issues as well as capture fisheries, and incorporating decentralisation of powers, co-management and the Precautionary Approach to sustainable fisheries	✓	✓	DOF RSS MARF SMARFs Ministry of Justice Development Partners	Ongoing in 2012. Complete 2015
	2) Delineate responsibilities and structures of National Government, (RSS MARF), States Fisheries Departments, Counties, Village and Payam councils, Communities and Co-management structures	✓	✓	DOF RSS MARF SMARFs Ministry of Justice Development Partners	Ongoing in 2012. Complete 2015
	3) Prepare appropriate regulations under the Fisheries Bill covering obligations under international protocols and standards for Fisheries, Aquaculture and Post Harvest, including operational regulations	✓	✓	DOF RSS MARF SMARFs Ministry of Justice Development Partners	Ongoing in 2012. Complete 2015
	4) Regularly review regulations particularly levels of fines, penalties and fees; and gear restrictions			DOF RSS MARF SMARFs	Review as necessary
	5) Enshrine in the legislation the principle of a limit to entry to capture fisheries so as to comply with international instruments	✓		DOF RSS MARF SMARFs	Ongoing in 2012. Complete 2015
2. To improve the climate for internal and Foreign Direct Investment to fisheries and aquaculture	1) Harmonise import taxes and levies with other EAC states			DOF RSS MARF Ministry of Commerce, Industry and Investment Ministry of Foreign Affairs and International Cooperation	Dependant on RSS joining the EAC
	2) Prepare an Investment Guide for fisheries and aquaculture in South Sudan	✓	✓	DOF RSS MARF Ministry of Commerce, Industry and Investment SMARFs Development Partners	Short guide prepared 2013 if assistance can be sourced. (DOF & RSS MARF cannot do it on their own)

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	3) Promote third party involvement in matching grant and soft loans for entrepreneurs through commercial banks and finance institutions	✓	✓	DOF RSS MARF Development Partners Microfinance Institutions Commercial Banks	Create necessary links by 2014 with MOUs
	4) Negotiate EAC access protocols for SS fisheries products	✓		DOF RSS MARF Ministry of Commerce, Industry and Investment Ministry of Foreign Affairs and International Cooperation	Dependant on RSS joining the EAC
	5) Develop with the Land Commission an appropriate land tenure system for private fish farms and hatcheries	✓	✓	DOF RSS MARF Land Commission Development Partners	DOF to establish working committee 2013. Completion depends on Land Commission.
3. To improve cooperation between Government Departments and Institutions on crosscutting issues	1) Prepare a development master plan for Fisheries including all states, resources and distinct ecosystems	✓	✓	DOF RSS MARF Development Partners SMARFs	Seek assistance 2012. Start 2014 End 2015/16
	2) Ensure regular timetabled consultations with Ministries and Departments on issues that affect Fisheries	✓		DOF RSS MARF Relevant Ministries and Directorates, <i>inter alia</i> , Ministries of Water Resources and Irrigation, Electricity and Dams, Commerce, Industry and Investment Information and Broadcasting, Health, Environment,	Establish 2012/13, then maintain forums <sup>1</sup>

<sup>1</sup> The English plural *forums* is preferred to the Latin plural *fora* in normal English usage.

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
				Agriculture and Forestry, Roads and Bridges, Transport, General Education and Instruction, Higher Education, Science and Technology, Wildlife and Tourism and others	
	3) Form a joint committee on water use covering priority uses, protection, sustainable development and increasing productivity	✓		DOF RSS MARF SMARFs Relevant Ministries and Directorates, <i>inter alia</i> , Ministry of Water Resources and Irrigation Ministry of Electricity and Dams	Establish 2012/13, then maintain forums
4. To enhance communications, data flow and coordination within Directorates of RSS MARF and between DOF and the 10 states.	1) Establish a Fisheries Information System / database at RSS MARF and DOFs at States level.	✓		DOF RSS MARF SMARFs	Immediate implementation, then ongoing as routine activity of DOF. RSS MARF and SMARFs
	2) Produce an Annual Work Plan and Fisheries Annual Report for DOF and circulate both, internally in RSS MARF and widely amongst stakeholders	✓		DOF	Immediate implementation, then ongoing as routine activity of DOF
	3) Develop a system of communication with each of the Fisheries Departments in the 10 states allowing constant flow of data and information	✓		DOF SMARFs	Immediate implementation, then ongoing as routine activity of DOF and SMARFs
	4) Improve internal communication and cooperation within RSS MARF between Directorates with responsibilities that influence or affect Fisheries and Aquaculture	✓		DOF RSS MARF	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
5. To maintain a healthy environment and ecosystems	1) Adopt measures to prevent environmental damage to aquatic systems through pollution and environmental degradation			DOF RSS MARF Ministry of Environment Ministry of Wildlife and Tourism	Ongoing as routine activity of DOF/RSS MARF
	2) Ensure that compulsory ESIA's are undertaken for all developments that affect fisheries, including large scale aquaculture developments	✓		DOF RSS MARF Ministry of Environment Ministry of Wildlife and Tourism	Ongoing as routine activity of DOF/RSS MARF
	3) Observe all International Treaties and Protocols on the Environment and Biodiversity	✓	✓	DOF RSS MARF Ministry of Environment Ministry of Foreign Affairs and International Cooperation Development Partners	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
6. To ensure sustained and profitable use of shared resources	1) Ensure representation by DOF in all Transboundary negotiations and in the preparation of agreements with other jurisdictions	✓		DOF RSS MARF Ministry of Foreign Affairs and International Cooperation	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
7. To raise the profile of fisheries as a sector so as to obtain extra resources for the DOF and for States fisheries departments	1) Develop media and other publicity to enhance the profile of fisheries in South Sudan	✓		DOF RSS MARF	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
	2) Within Government institutions maintain a presence on all committees, donor groups and other groups to present fisheries as an important development sector with high potential for growth and poverty alleviation	✓	✓	DOF RSS MARF Relevant Ministries and Directorates Development Partners	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
	3) Higher emphasis on fisheries in SMARFs through the establishment of DG posts specifically for fisheries	✓		DOF RSS MARF SMARFs	Initiate in 2012

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	4) Develop, in conjunction with the SMARFs, a consistent structure for DOFs and Fisheries Departments across all states	✓		DOF RSS MARF SMARFs	Initiate in 2012
	5) Develop a position paper on the advisability of establishing a RSS National Fisheries Authority, independent of RSS MARF for future consideration		✓	DOF Development Partners	Initiate in 2012
8. To combat HIV and AIDS in the workplace and in the industry	1) DOF to follow overarching Government guidance on HIV and AIDS and to mainstream HIV and AIDS in all activities, whilst enumerating baseline data	✓		DOF RSS MARF Ministry of Health AIDS Commission	Ongoing as routine activity of DOF/RSS MARF
9. To act on Gender Issues and the Rights of the Child	2) DOF to follow overarching Government guidance on Gender and the Rights of the Child and to mainstream Gender and the Rights of the Child in all activities, in conjunction with the Ministry of Gender and Social Welfare and the Ministry of Education			DOF RSS MARF Ministry of Gender, Child and Social Welfare	Ongoing as routine activity of DOF/RSS MARF
10. To respond appropriately to climate change and natural disasters	1) Research into and develop policy advice to contribute to wider government responses to climate change and disaster management			DOF RSS MARF Ministry of Environment	As and when necessary
11. To improve occupational safety for fisherfolk	1) Develop a Small craft safety programme with the Ministry of Transport	✓		DOF SMARFs Ministry of Transport Padak FTC/ DJGIST	Recommendations and COP by 2017
<b>Policy Area 2. Human Resources</b>					
1. To ensure that DOF and States' Fisheries Departments are fully staffed and funded	1) calculate and source budget requirements	✓		DOF RSS MARF	Annual activity
	2) Recruit suitably qualified staff to fill vacant posts in existing structures	✓		DOF RSS MARF Ministry of Labour, Public Service and Human Resource Development	Complete 2014 (depends on recurrent budgets available)

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	3) Prepare a Human Resource Development Plan for Fisheries Directorate and the 10 states based on fisheries requirements ( <i>not geographical boundaries or population</i> )	✓	✓	DOF RSS MARF SMARFs FTC Padak Development Partners	Complete 2015, (dependant on donor assistance)
2. To strengthen extension services in the 10 states	4) Involve National Government, Development Partners and NGOs in assistance to the 10 States in strengthening their Extension services	✓	✓	DOF RSS MARF SMARFs Development Partners & NGOs	Ongoing as routine activity of DOF/RSS MARF
	5) Recruit suitable staff to fill the posts of Extension workers	✓		SMARFs	ASAP (depends on recurrent budgets available)
3. To develop the skills and qualifications of the staff in DOF, in the 10 States and the private sector	1) Develop a staff training plan DOF and the 10 States including TORs for all staff	✓	✓	DOF RSS MARF SMARFs Development Partners & NGOs	ASAP (dependant on donor assistance)
	2) Form a committee from DOF, States and academia to guide Fisheries Training in South Sudan			DOF RSS MARF SMARFs Universities TVET centres	Formed 2015 Meets annually
	3) Improve contacts with Universities in South Sudan regarding diploma, graduate and post graduate training	✓		DOF Universities	Initiated 2013 then ongoing
	4) Work with Technical Institutes and Vocational Training Centres regarding skills development in ancillary industries (fish farming, boatbuilding, refrigeration etc)	✓	✓	DOF RSS MARF SMARFs Development Partners & NGOs	Initiated 2013 then ongoing
	5) Liaison with Development partners to identify and fund appropriate training opportunities overseas where facilities do not exist in South Sudan	✓	✓	DOF Development Partners	Ongoing as routine activity of DOF/RSS MARF

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	6) The RSS MARF training centre at Padak strengthened so as to be capable of satisfying the basic skills development of DOF and the 10 states. (It is not desirable that this FTC leaves RSS MARF control)	✓	✓	DOF RSS MARF	Ongoing as routine activity of DOF/RSS MARF
	7) Develop curricula relevant to the needs of the fishing and aquaculture industries for universities, TVET, Padak FTC and in schools	✓	✓	DOF RSS MARF Ministry of Education, Science and Technology Ministry of Higher Education, Research, Science and Technology Development Partners	Initiated 2013 then ongoing
	8) Develop a system of certification of training courses and programmes to ensure that only certified staff are employed in government and industry			DOF RSS MARF Ministry of Education, Science and Technology Ministry of Higher Education, Research, Science and Technology Development Partners Ministry of Commerce, Industry and Investment	Initiated 2015 then ongoing
	9) Undertake a gender sensitive training needs assessment for fishers, aquaculturalists and processors (the private sector)	✓		DOR SMARFs Ministry of Gender, Child and Social Welfare	Short study in 2014
	10) Develop appropriate courses for fisheries for the private sector in TVET centres throughout the country, particularly in business management and	✓	✓	DOF RSS MARF Ministry of Education,	Initiated 2015 then ongoing



Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	basic technical skills for women			Science and Technology Development Partners	
	11) Promote Literacy and other vocational programmes in rural areas, where fisherfolk communities miss out on formal opportunities in education			DOF RSS MARF SMARFs Ministry of Education, Science and Technology	Initiated 2015 then ongoing
<b>Policy Area 3. Research</b>					
1. To improve quality and relevance of research in fisheries and aquaculture	1) Establish a dedicated Aquaculture Research Unit containing a modern hatchery in RSS MARF, which will cover, inter alia, methods, species, feeding regimes etc for fish farming	✓	✓	DOF RSS MARF	2019
	2) Establish a dedicated Fisheries Research Unit in RSS MARF, covering, inter alia, biological aspects of commercial fish, data collection and collation, fishing methods etc in the commercial capture sector	✓	✓	DOF RSS MARF	2018
	3) Establish an independent Fisheries Research Council to guide needs based research in RSS MARF research units and in higher level educational institutions in South Sudan			DOF RSS MARF Universities	2018
	4) Update existing university curricula to make research done there more relevant to the needs of the fisheries sector in South Sudan			DOF RSS MARF Universities	2016 then ongoing
	5) Improve linkages with international research institutions for research and collaborative programmes on fisheries and aquaculture	✓	✓	DOF RSS MARF Universities Development Partners	Ongoing as routine activity of DOF/RSS MARF
2. To collect, collate and disseminate data on all aspects of fisheries and	1) Undertake a baseline frame survey on fisheries throughout the country	✓	✓	DOF RSS MARF SMARFs Development Partners	Planning in 2012/3 Survey 2015/6

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
aquaculture throughout the country	2) Develop a comprehensive and harmonised statistics collection system through the 10 states	✓	✓	DOF RSS MARF SMARFs Development Partners	2014
	3) Improve reliability of statistical data by improving the frequency of collection and better collation of statistics			DOF SMARFs	Should be ongoing from 2014
	4) Improve dissemination and the regularity of published statistical data on fisheries and aquaculture	✓		DOF	2014 onwards
	5) Undertake basic research on fish biology of commercial species in capture species so as to inform management policies and respond to identified risks			DOF	Dependant on establishment of research centres. Probably at least 2018
3. To preserve indigenous knowledge, on fisheries	1) Establish a database of traditional knowledge of fisheries through the DOF	✓		DOF Universities (though research grants)	Start 2015, then maintain
4. To monitor environmental changes affecting fisheries including climate change	1) Improve monitoring of changes in the environment and their effect on Fisheries and Aquaculture			DOF Ministry of Environment	Ongoing as routine activity of DOF/RSS MARF
	2) Establish a Hydrology section in the Fisheries Research Unit, with sufficient equipment and staff to undertake routine environmental monitoring			DOF RSS MARF	2019
5. To improve information distribution, communication and technology systems	1) Produce a DOF Annual Report of Activities including all data on fisheries, aquaculture and post harvest	✓		DOF	Ongoing as routine activity of DOF/RSS MARF
	2) Create a DOF Fisheries Website within the RSS MARF website, as a publically available depository for all information on Fisheries issues in South Sudan			DOF RSS MARF	2013/4
	3) Distribute all data back to the users of the resources, including local management bodies			DOF SMARFs	Ongoing as routine activity of DOF/RSS MARF

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
<b>Policy Area 4. Capture Fisheries</b>					
1. To manage the fisheries resources of the South Sudan so as to maximise production and avoid overfishing	1) Implement the FAO Code of Conduct for Responsible Fisheries (CCRF) including the Precautionary approach, ecosystems approach and other related guidelines	✓	✓	DOF RSS MARF SMARFs States Governments Development Partners	Ongoing as routine activity of DOF/RSS MARF
	2) Promote co-management of all fish stocks and resources	✓	✓	DOF RSS MARF SMARFs States Governments	Ongoing as routine activity of DOF/RSS MARF
	3) Promote co-operatives, fisheries associations and management committees	✓		DOF RSS MARF SMARFs States Governments Ministry of Labour	Ongoing as routine activity of DOF/RSS MARF
	4) Facilitate capacity building for co-operatives, fisheries associations and management committees			DOF RSS MARF SMARFs States Governments Ministry of Labour	Ongoing as routine activity of DOF/RSS MARF
	5) Develop conflict management mechanisms to find commonly acceptable solutions for opposing interest groups			DOF RSS MARF SMARFs States Governments	Ongoing as routine activity of DOF/RSS MARF
	6) Apply a participatory approach to decision making in all fisheries issues			DOF RSS MARF SMARFs States Governments	Ongoing as routine activity of DOF/RSS MARF
	7) Allocate fisheries resources fairly between competing users and interest groups so as to reduce conflicts			DOF RSS MARF SMARFs States Governments	Ongoing as routine activity of DOF/RSS MARF
	8) Regular review of the effectiveness and relevance of management tools used to control effort and harvesting of wild resources (licensing, closed areas			DOF RSS MARF SMARFs	Ongoing as routine activity of DOF/RSS MARF

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	etc)			States Governments	
	9) Establish a participatory MCS system and control the use of illegal fishing methods and gears through education, training and effective inspection & enforcement to internationally established codes and standards	✓	✓	DOF RSS MAF SMARFs States Governments Development Partners	2012-2016 Planning Begin 2017 Then ongoing as routine activity of DOF/RSS MAF
	10) Develop with the co-managers, revolving 5 year management plans for important fisheries, including controls on effort, no fishing zones and protected areas.	✓	✓	DOF RSS MAF SMARFs States Governments Development Partners	2012-2016 Planning Begin 2017 Then ongoing as routine activity of DOF/RSS MAF
2. To control overexploitation of fish stocks and eradicate IUU fishing	1) Design and introduce a system to control open access to fisheries throughout the country			DOF RSS MAF SMARFs States Governments	Begin 2017 Then ongoing as routine activity of DOF/RSS MAF
	2) Improve surveillance and control of fisheries to ensure that regulations (particularly related to fishing methods and licenses) are being enforced	✓	✓	DOF RSS MAF SMARFs States Governments Development Partners	Begin 2017 Then ongoing as routine activity of DOF/RSS MAF
3. To increase production from under-exploited stocks and areas	1) Identify areas where stocks of fish are underexploited	✓		DOF SMARFs	2012-2016 Planning Begin 2017 Then ongoing as routine activity of DOF/RSS MAF
	2) Introduce fishing methods suitable to exploiting underexploited stocks to those areas where they exist			DOF SMARFs	2012-2016 Planning Begin 2017 Then ongoing as routine activity of DOF/RSS MAF

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
4.To develop a sport fishing industry	1) Identify and with the agreement of stakeholders, dedicate water bodies and areas for sport fishing activities only			DOF SMARFs Ministry of Wildlife and Tourism	Completed 2018
	2) Enforce licensing and reporting in Sport Fisheries			DOF SMARFs Ministry of Wildlife and Tourism	Ongoing as routine activity of DOF/RSS MAF/ Min Tourism
	3) Advertise sport fishing potential as an adjunct to tourism			DOF SMARFs Ministry of Wildlife and Tourism	Ongoing as routine activity of DOF/RSS MAF/ Min Tourism
5.To develop the aquarium trade	1) Permit the issuing of licences for aquarium fisheries under strict controls of methods of collection and export			DOF SMARFs	Immediate implementation
<b>Policy Area 5 Aquaculture</b>					
1. To attract private Investment to Aquaculture by creating an enabling environment	1) Develop Master Plan for Aquaculture, concentrating on private sector involvement	✓	✓	DOF RSS MAF SMARFs Ministry of Commerce, Industry & Investment Development Partners	Planning 2013 Masterplan complete end 2014
	2) With the co-operation of the 10 states identify areas of high potential for aquaculture development, and publicise the results widely	✓		DOF RSS MAF SMARFs	In masterplan
	3) Establish a decentralised registration and licensing system for aquaculture enterprises of all sorts (including those in payams and bomas)			DOF RSS MAF SMARFs	System set up by 2015
	4) Encourage cooperatives producer organisations and marketing bodies for aquaculture			DOF RSS MAF SMARFs Ministry of Labour	Ongoing activity
	5) Produce a Code of Practice (COP) for Aquaculture in South Sudan, based on the FAO COP amended for local conditions	✓		DOF	2015

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
2.To attract funding for development of integrated Agriculture/ Aquaculture systems in rural areas	1) Co-operate with NGOs and donor bodies for particularly for the use of integrated Aquaculture/Agriculture systems as a mitigation activity for HIV/AIDS affected rural households and PLHIV, and food security, income and employment generation.	✓	✓	DOF RSS MARF SMARFs Aids Commission Ministry of Health Ministry of Agriculture & Forestry Development Partners	Immediate implementation Then routine
3. To regulate the production of feed for aquaculture	1) Produce a COP for feed production to be issued under the fisheries regulations, based on best practice and regional norms	✓		DOF RSS MARF Directorate of Standards	2015. Depends on Fisheries Regulations & Legislation
4. To control diseases in aquaculture & improve reporting	1) Create and enact regulations to control importation of fingerlings and establish local hatcheries with rigid reporting			DOF RSS MARF	2015. Depends on Fisheries Regulations & Legislation
5. To control species introductions and transfers in Aquaculture	1) Enforce laws and guidelines on introductions and transfers so as to protect biodiversity	✓		DOF RSS MARF	2015. Depends on Fisheries Regulations & Legislation
	2) Prepare guidelines on mitigation of the effects of introductions and transfers of species through Aquaculture activities			DOF RSS MARF	2016
6. To enhance aquaculture in areas where irrigation schemes & dams are created	1) Cooperate with the relevant ministries on enhancing aquaculture in irrigated areas and on the possibility of cage culture and ranching in dams and other enclosed water bodies	✓		DOF RSS MARF Ministry of Dams & Irrigation Ministry of Agriculture & Forestry	Ongoing as routine activity of DOF/RSS MARF
7. To address environmental concerns regarding Aquaculture	1) Guarantee the preservation of and protection from Aquaculture of protected habitats and areas (e.g. RAMSAR sites)			DOF RSS MARF States Ministry of Wildlife and Tourism Ministry of Environment	Ongoing as routine activity of DOF/RSS MARF
	2) Include in the Codes of Practice for aquaculture guidance on the mitigation of the effects of aquaculture on the environment	✓		DOF	2016

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
<b>Policy Area. 6 Post Harvest</b>					
1. To reduce post harvest losses	1) Write codes of practice & manuals and enforce them through inspection. These CODs and manuals to be compulsory and to international and regional standards (CODEX Alimentarius, WTO, HACCP, EU Directives, etc)	✓	✓	DOF RSS MARF Directorate of Standards Development Partners	2019
	2) Develop a skills based certification and training scheme for the fish processing industry			DOF RSS MARF Ministry of Education, Science and Technology Ministry of Higher Education, Research, Science and Technology Development Partners FTC Padak	
	3) Train fishers, processors, wholesalers, exporters and retailers in fish processing and post harvest			DOF RSS MARF FTC PADak TVET Institutions	
	4) Identify appropriate sites for the establishment of infrastructure based on technical criteria	✓		DOF SMARFs	Ongoing as routine activity of DOF/RSS MARF
	5) Encourage the establishment of landing sites & other infrastructure, including modern designs of vessels suitable for quality maintenance aboard, ice machines and insulated boxes by the private sector.	✓	✓	DOF RSS MARF Development Partners Microfinance Institutions Commercial Banks (Private sector)	Immediate implementation, then an ongoing activity
2. To ensure safety of fisheries products	1) Establish a competent authority with the appropriate body (SS Standards Authority) responsible for fish quality control, certification (particularly of exports) and inspection of landing sites and premises			DOF RSS MARF Directorate of Standards	This is very long term programme, perhaps 15 - 20 years. Start planning in ~ 2016



Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	2) Introduce a local system of inspection and control to reduce negative effects of poor quality fish products on the consumer.	✓		DOF SMARFs Town Councils	2019
	3) Develop a system of controlling imports of fish that have not been produced in accordance with international standards and norms			DOF SMARFs Directorate of Standards	2019
	4) Collaborate with Ministry of Roads and Bridges and Ministry of Transport to improve road, air and water communication to fisheries dependent areas of the country so as to improve transport of fresh and processed fish			DOF RSS MARF SMARFs States Ministry of Roads and Bridges Ministry of Transport	Immediate implementation then ongoing
3. To increase in per capita fish consumption from current low levels	1) Advertise the health benefits of fish as a protein source			DOF RSS MARF SMARFs States Ministry of Health	2014 then ongoing
	2) Develop the fish supply and value chain from production to consumer			DOF (Private Sector)	As and when
4. To develop appreciation of the role of capture fisheries and aquaculture in food security	1) Sensitise fisheries stakeholders on the nutritional benefits of fish production and the role in food security, particularly of integrated aquaculture and agriculture systems			DOF RSS MARF SMARFs States Ministry of Health	Immediate implementation then ongoing
	2) Integrate Fisheries into National Food Security Programmes and ensure active participation in programming for food security with other agencies			DOF RSS MARF SMARFs States Ministry of Health	Immediate implementation then ongoing
5. To increase the value of fisheries and aquatic products	1) Promote value adding through improvements in small scale processing methods, and use of other valuable fish products such as live fish, maws, swimbladders, leather, spiced fish and other such products			DOF SMARFs FTC Padak TVET institutions	Immediate implementation then ongoing

Objectives	Strategies	Priority	External inputs	Responsibility for implementation	Time frame to complete
	2) Encourage exports of fish in cooperation with the Ministry of Commerce, Industry and Investment			DOF SMARFs Ministry of Commerce and Investment	When required
	3) Encourage greater efficiency and use of resources in the fish processing industry			DOF RSS MARF SMARFs	2012 then ongoing activity

## **8 Monitoring and Evaluation**

94. The Monitoring and Evaluation plan for the Fisheries Policy is given in the table below. This gives the baseline current situation, the long term target, key milestones and a time frame.

95. As can be seen from the table, the baseline situation reflects the staff shortages and lack of capacity in the DOF and the States Fisheries Administrations.

### **8.1 Means of monitoring**

96. The most important means of monitoring the effectiveness of the policy will be through the annual report produced by the DOF. This lists the achievements of the different sections of the DOF against the objectives set for it. All the sections' activities will be recorded in this annual document. Data from private sector activities in fish farming and fishing are also included, since the private sector will be obligated, under the license conditions that will be imposed, to provide catch and production figures to the DOF. State fisheries also report to the Fisheries Department HQ and their data is also collated for the Annual Report.

97. Some data will be required from other government bodies. The sources of data are given in the table.

98. In that the data against which progress will be monitored is generally produced annually, monitoring itself will be annual.

## Policy Area 1 Governance

Objective	Indicators	Source of data	Current situation	Milestones	Timeframe to complete
1) To produce a modern and robust legal framework for fisheries and aquaculture in South Sudan	Operational Fisheries Legislation in place Fisheries and Aquaculture Regulations disseminated to relevant authorities. Enforcement of laws and regulations by States authorities	DOF Annual Reports Gazette	Non-existent	Draft Legislation produced Draft Legislation approved by Ministry of Justice Legislation passed by Parliament Regulations drafted Regulations gazetted	2016
2) To improve the climate for internal and Foreign Direct Investment to fisheries and aquaculture	Number of Inward Foreign and Internal Investment in the sector	Department of Commerce statistics DOF annual reports	No significant investment in the sector	Joining EAC Preparation of Guide to Investment Land Commission produces policy on Land Tenure for Aquaculture	No end. An ongoing process
3) To improve cooperation between Government Departments and Institutions on crosscutting issues	Formation of Committees covering Fisheries Interests	DOF Annual Reports Annual Reports of other Ministries and Directorates	Very little communication between Government Ministries and Directorates on cross cutting issues		Some committees established by end 2013
4) To enhance communications, data flow and coordination within Directorates of RSS MARF and between DOF and the 10 states.	Numbers of field trips by DOF officers Number of Fisheries Meetings held Creation of database of Fisheries Contacts (a Fisheries Address book for SS)	SMARFs Annual Reports DOF annual report Meeting and workshop reports RSS MARF annual report	Limited contact between SMARFs and DOF Great difficulties in contacting individuals No Fisheries Meetings etc	First Fisheries Meeting (2012) Production of Address book	Immediate implementation, then ongoing as routine activity of DOF. RSS MARF and SMARFs

<b>Objective</b>	<b>Indicators</b>	<b>Source of data</b>	<b>Current situation</b>	<b>Milestones</b>	<b>Timeframe to complete</b>
5) To maintain a healthy environment and ecosystems	Reported incidents of pollution Biological and chemical indicators	Environment Ministry reports News paper reports DOF Annual Report	No information Anecdotally much local pollution and some environmental damage near population centres	Agreements with oil companies MOUs with Environment Ministry & others Active monitoring systems established	Ongoing as routine activity of DOF/RSS MARF
6) To ensure sustained and profitable use of shared resources	Transboundary meetings. Multi-sectoral engagements	DOF Annual Reports Ministry of Foreign Affairs Reports and press releases Press Reports	DOF not represented in any Transboundary Meetings	Invitation to a Transboundary meeting on water.	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
7) To raise the profile of fisheries as a sector so as to obtain extra resources for the DOF and for States fisheries departments	Press coverage Media Attention Numbers of DOF Press Releases Number of Committees to which DOF are invited DOF budget DOFs ability to attract funding for projects	DOF Annual Report	Press coverage is limited to events, such as workshops DOF very much a junior partner in MARF	DOR becomes a National Fisheries Authority or similar or Deputy Minister appointed for Fisheries or Ministry of Fisheries Established	Immediate implementation, then ongoing as routine activity of DOF/RSS MARF
8) To combat HIV and AIDS in the workplace and in the industry	Numbers of HIV positive in Workforce Budget allocation to HIV & AIDS	AIDS Commission reports DOF reports RSS MARF reports	There is no information at all on HIV & AIDS in Fisheries There is no activity in MARF on HIV & AIDS prevention etc	DOF AIDS strategy produced	Ongoing as routine activity of DOF/RSS MARF
9) To act on Gender Issues and the Rights of the Child	Policy production	DOF Reports RSS MARF Reports Ministry of Gender, Child and Social Welfare reports and press releases	There is no policy, not any proactive action on Gender and Child Rights issues	Unified policy agreed with cross cutting ministries Production of Policy	Ongoing as routine activity of DOF/RSS MARF

<b>Objective</b>	<b>Indicators</b>	<b>Source of data</b>	<b>Current situation</b>	<b>Milestones</b>	<b>Timeframe to complete</b>
10) To respond appropriately to climate change and natural disasters	Policy production	DOF Annual report	DOF not involved in anything to do with climate change	Formation of committee on Climate change	As and when necessary
11) To improve occupational safety for fisherfolk	Reduction in drownings and attacks from wild animals on fisherfolk Small boat safety training undertaken	SMARF reports DOF annual report Press reports	Nothing being done at all	Small boats safety manuals produced Boat safety included in FTC curricula	Recommendations and COP by 2017
<b>Policy Area 2. Human Resources</b>					
1) To ensure that DOF and States' Fisheries Departments are fully staffed and funded	Numbers of staff employed relative to staff establishment lists Budgets agreed & provided	Annual budgets of SMARFs and RSS MARF	Many gaps in establishment lists SMARFs and DOF seriously underfunded Extension services do not work No HR plan	HR plan for SMARFs and DOF	Should form part of annual budgeting activity and staffing review.  HR Plan 2005  Posts filed 2006
2) To strengthen extension services in the 10 states	Numbers of extension workers.  Training courses etc for extension workers	DOF reports SMARFs reports	Extension not happening Untrained extension workers Insufficient extension workers	Development of curricula Training courses initiated Budgets for extension approved	Ongoing as routine activity of DOF/RSS MARF (depends on recurrent budgets available)
3) To develop the skills and qualifications of the staff in DOF, in the 10 States and the private sector	Numbers of courses run Number of overseas attachments/trainings Padak FTC courses Fish production TVET courses University Degrees awarded	DOF Annual Report University Reports TVET reports Fish Production figures from SMARFs	Very little training going on at all. Padak FTC not fully utilised Limited overseas training opportunities	Padak FTC retained in DOF Committees formed on training	Ongoing from 2012

Objective	Indicators	Source of data	Current situation	Milestones	Timeframe to complete
<b>Policy Area 3. Research</b>					
1) To improve quality and relevance of research in fisheries and aquaculture	Numbers of researchers in aquaculture in fisheries Numbers of research papers published	DOF reports DOF annual report Research Centre reports	No research being done in South Sudan on Fisheries	Establishment of Aquaculture Research Centre Establishment of Fisheries Research Centre University research programmes established	2019
2) To collect, collate and disseminate data on all aspects of fisheries and aquaculture throughout the country	Number and quality of Baseline surveys undertaken Statistics produced on fisheries on a regular basis Data is disseminated to the users	DOF Annual Report SMARF reports	Very few statistics being collected in South Sudan on fisheries or aquaculture. What is collected is not collated nor analysed	Elaboration of a unified statistics collection system for south Sudan DOF starts producing an annual report	Dependant on establishment of research centres. Probably at least 2018
3) To preserve indigenous knowledge, on fisheries	Data base set up	DOF Annual Report RSS MARF report	Does not exist	Establishment of the database in RSS MARF or a university	2015 & maintain
4) To monitor environmental changes affecting fisheries including climate change	Changes in climate affecting fisheries indentified Number of Mitigation measures put in place	DOF Reports	Nothing supporting research into climate change effects on fisheries exists in DOF or SMARFs	Establishment of a Hydrology Unit	2019
5) To improve information distribution, communication and technology systems	Actual production of a DOF Annual report DOF Website established	DOF Website! DOF Annual Report	No Annual report produced. There is no DOF website No distribution of data to SMARFs etc	Starting to produce an Annual Report	2012 then routine



Objective	Indicators	Source of data	Current situation	Milestones	Timeframe to complete
<b>Policy Area 4. Capture Fisheries</b>					
1) To manage the fisheries resources of the South Sudan so as to maximise production and avoid overfishing	Positive Fish production trends Numbers of Fish Management Bodies established Production of Management plans for stocks and geographic areas	DOF Reports SMARF reports	No statistics collected or disseminated so not known No management plans for any stock or area Very few management bodies established	Systems established to collect data Formation of Fisheries Management Bodies Management plans produced for SUDD and other significant areas	Start immediately then ongoing (needs donor support)
2) To control overexploitation of fish stocks and eradicate IUU fishing	Systems for MCS established	DOF Reports SMARF reports	No MCS occurs. Licensing is a revenue raising exercise not a fisheries management tool	MCS system designed and implemented	Start immediately then ongoing (needs donor support)
3) To increase production from under-exploited stocks and areas	Reports of increase in Fish production by region	DOF reports SMARF reports	Underexploited resources exist but their scale and location is not known with certainty	New areas exploited with appropriate gears	Ongoing from 2012
4) To develop a sport fishing industry	Numbers of sport fish licenses issued	SMARF reports on licensing Ministry of Tourism data	No sport fishing	Sport fishing acknowledged as a possible future activity Sport fishermen come to SS	2018
5) To develop the aquarium trade	Number of aquarium fish licenses issued	SMARF Licenses issued	No aquarium fish industry	License designed Licenses issued	Immediate

Objective	Indicators	Source of data	Current situation	Milestones	Timeframe to complete
<b>Policy Area 5 Aquaculture</b>					
1) To attract private Investment to Aquaculture by creating an enabling environment	Investment levels in aquaculture Production of Master plan for aquaculture COP for Aquaculture Produced	DOF Reports & Annual Report Ministry of Commerce, Industry & Investment SMARF reports	No commercial aquaculture in south Sudan No interest shown	Establishment of commercial fish farms in SS	2015 then ongoing
2) To attract funding for development of integrated Agriculture/ Aquaculture in rural areas	Numbers of integrated fish ponds established	AIDS Commission DOF reports	None established	Donor support found Hatcheries set up	Immediate then ongoing
3) To regulate the production of feed for aquaculture	Internationally standard feed available in SS	DOF reports	No feed supply at all except locally sourced crude feeds	Establishment of COP Feed available in SS	2015 depending on regulations
4) To control diseases in aquaculture & improve reporting	Production of the regulations Disease outbreak reported & controlled	DOF reports SMARF reports	No disease reporting & no responses planned	COP production	2015 depending on regulations
5) To control species introductions and transfers in Aquaculture	A document on the regulations produced and operational	DOF reports SMARF reports	No reporting & no responses planned	COP & guideline production	2015 depending on regulations & laws
6) To enhance aquaculture in areas where irrigation schemes & dams are created	Numbers of cage culture enterprises Numbers of ranching enterprises etc	DOF reports SMARF reports Ministry of Irrigation & dams reports	None exist	MOU with Irrigation & Dams	As and when
7) To address environmental concerns regarding Aquaculture	COPs for protected areas and for aquaculture and the environment	DOF reports Ministry of Wildlife and Tourism reports	Nothing being done	COPs produced	2012 and ongoing

Objective	Indicators	Source of data	Current situation	Milestones	Timeframe to complete
<b>Policy Area 6 Post Harvest</b>					
1) To reduce post harvest losses	Amount of fish lost Profitability of processing establishments Price of processed fish Numbers of fish processors trained Numbers of ice machines and landing sites established.	DOF reports	There are no COPs nor other controls on fish post harvest. Very little investment in the sector Not enough ice machines in urban areas and none in remote areas	COPs produced Training programmes established	2012 and then ongoing
2) To ensure safety of fisheries products	Presence of the Competent authority Local system of inspection and control established Imported fish regulations made	DOF reports Directorate of Standards Ministry of commerce, Industry and Investment	No competent authority No legislation No COPs Nothing being done in the area	Competent Authority established Legislation made COPs produced	CA by 2025 (long term objective) Legislation by 2015 COPs 2015
3) To increase in per capita fish consumption from current low levels	Fish Consumption reports	DOF figures Ministry of Health	About 3kg/person per year	4kg/year/person ?	Ongoing
4) To develop appreciation of the role of capture fisheries and aquaculture in food security	Fish Consumption reports	DOF Figures Ministry of Health	Little integrated aquaculture Little appreciation of the sector or its activities	Food Security Programmes include Fisheries & Aquaculture Funds obtained on food security basis	Ongoing
5) To increase the value of fisheries and aquatic products	Fish Processing Value of fish products Variety of fish products Fish Exports	DOF figures Ministry of commerce, Industry and Investment	Fish sold dried and fresh with no value adding & great post harvest loses	New products appear in the markets Prices for luxury products increase Exports begin	Ongoing and as required

## **9 Review process**

### **9.1 Review of Policy**

99. The trigger for a policy review is the review cycle, established in the policy and in this case every 5 years from first approval, for the entire policy. However the policy, or parts of it, may be reviewed more often if there are significant changes in the operating environment which require it, such as:-

- changes to the external operating environment (such as a new tariff or trade regime, new international protocols)
- changes to government policy or legislation (overarching policy may change with changes in government, e.g. the Poverty Reduction Strategy, Expenditure Reviews, new Constitution)
- review of the strategic directions of the Fisheries (in time the requirements of the Fisheries section may change)
- new initiatives within management areas that are the responsibility of Fisheries (technology, availability of donor funding, new co-operative ventures with other service providers)
- need for consistency across areas of service delivery, where these have diverged from existing practises. (Perhaps in the collection or collation of data from aquaculture).

#### **Review of Existing Policy, Objectives and Activities**

- The review cycle for the policy (and objectives, since these are a core of the policy) is 5 years, though if there is a seismic shift in Government Policy this may require shortening to fit in with newly overarching objectives established.
- Activities and procedures will be reviewed annually, at budget time, and related to the information contained in the DOF annual report. At this time minor changes to activities, procedures or timelines can be introduced so as to make the policy reactive to changing conditions, such as financing, success or failure of aspects of the policy or unexpected shocks.
- Review dates will be set to allow adequate time for revision and approvals processes, however with the annual review of activities this will align very closely with that required of the budget cycle, since the two are inextricably linked.
- Minor editorial or practical updates that do not affect the substance of the policy do not need to go through any approval process.

#### **Process of review**

- The process for a review of or a new policy and/or activities & procedures will be initiated by DOF or RSS MARF and may include environmental scanning and comparative analysis of relevant internal and external organisations, as well as investigation and analysis of:-
  - relevant government policy and legislation, and national codes
  - existing policies (internal)
  - gaps
  - need to revise or rescind each section
  - consistency with other policies, plans and government objectives (external to RSS MARF itself)
  - possible constraints on implementing the policy
  - previous records of relevant bodies
  - other relevant data, including the results of any new SWOT analyses undertaken on the main pillars of the policy
- **The research process for any review is:-**
  - Whether the policy and/or procedures is still consistent with best practice, strategic directions, and changes in national codes or government policy and legislation. Is it coherent within the current policy framework of government?
  - Is the policy still relevant to the needs of the fisheries sector?

- Whether the policy meets stakeholders' needs. Has the policy been effective in achieving the objectives set?
- Constraints on implementing the policy at lower organisational levels, particularly within the Extension Service in the States and the local management bodies. What lessons have been learned with the implementation of the policy?
- The level of compliance with the existing policy and/or procedures; indicating weaknesses. How effective has the policy been?
- Whether any related sub-policies need to be revised or rescinded

**It will be necessary to:-**

- Consult key stakeholders
- Amend or revise the policy
- A revised draft is prepared and a new round of consultation with the key stakeholders is initiated
- This cycle is repeated until no further amendments/revisions are recommended by the key stakeholders

## **9.2 Checklist for Review of Policy**

**Is there any substantial need to undertake a review of the policy?.**

- I. Have general conditions changed so much as to render the old policy invalid?
- II. Is government demanding a change of direction, significant enough to justify a review of policy?
- III. Have there been any serious problems implementing the existing policy?
- IV. Can the policy be modified or changed without requiring a completely new policy document? (If so then attempt to modify parts of the policy rather than completely re-review the whole document)
- V. Does a need exist to address a gap or meet compliance standards? (It may be possible to amend or add on to the policy rather than do a complete revision, or to introduce regulations outside the policy itself)
- VI. Is it the policy that requires review? (Perhaps issuing new updated regulations or adjusting procedures may solve an identified problem better than changing policy).

**If the policy does appear to be needing revision then an evaluation should be carried out so as to feed the process of the revision**

- I. Undertake a problem analysis, identifying stakeholders, focal problems, develop problem trees. Logical Framework Process Workshops are an effective way of identifying problems.
- II. Define the objectives and develop indicators for each of the objectives. Make sure that the Objectives are Specific, Measurable, Achievable, Realistic and Time Dependent (SMART).
- III. Look at the alternatives mechanisms for achieving the objectives. Are they appropriate? Are the ones chosen really the "best possible"?
- IV. Have the lessons of the past really been understood? Has a study of the effectiveness of the policy been undertaken? Is this being incorporated into the future policy?
- V. Was monitoring and evaluation of the previous policy undertaken, and what are the results of this exercise?
- VI. Has any effort been made to assess cost effectiveness of the various strategies in the policy?

**Then a final series of checks that during the process of review:-**

- I. Have all other stakeholders been consulted; interviews, workshops, consultations by e-mail & web based?
- II. Have the problems been effectively identified?

- III. Has feedback been incorporated into the policy review process?
- IV. Have issues on Gender, HIV AND AIDS, rights of the child, equality, fairness, diversity and other priorities of government policy been incorporated into any changes proposed
- V. Are the new proposals compliant with international agreements?
- VI. Have the alternative delivery mechanisms been examined?
- VII. Does the risk assessment show undue threats to implementation?
- VIII. Are the Objectives "SMART" (Specific, Measurable, Accepted, Realistic and Time Dependent)?

**And ensure that the new policy**

- I. Will satisfy the needs of the stakeholders in the short and long term (depending on the length of validity of the policy = 5 years in South Sudan)
- II. Clearly defines the objectives to be achieved from each strategy
- III. Fits in with current practice where this exists, and with all stated government policies, objectives and existing activities
- IV. Incorporates the lessons learned from previous implementation
- V. Covers all the relevant multi-agency aspects
- VI. Covers issues arising from implementation, most importantly the level of financing which will be required; and the cost effectiveness of the activities proposed
- VII. Contains a monitoring and evaluation process & a timeline.

## Annex 8. Selected Photographs South Sudan



**Part of the Fisheries Centre at Terekeka, where the Terekeka Workshop was held on 31/1/12. Central Equatoria**

**A tent was added to give extra space during the workshop, and chairs and tables etc hired.**

**Photo R Lindley**



**Fish displayed for sale on the banks of the Nile in Malakal, Central Payam**

**Photo R Lindley**



**Fresh and dried fish retailing area in Rumbek, Unity State**

**Photo P Namisi**





**Dries catfish for sale, Terekeka market, Central Equatoria**  
Photo R Lindley



**Dried fish for sale at the Fish port in Juba**  
This fish is from the Sudd area of Jonglei State  
Photo R Lindley



**Juba: block ice being loaded aboard a fresh fish transport vessel from the Sudd, in Jonglei Province, moored at Juba Fish port**  
Photo R Lindley



**Beetle infestation in dried fish**  
**Fish port, Juba (probably**  
***Dermestes sp*)**  
**(Beetle in centre of photo)**  
**Photo R Lindley**



**Very poor dried fish in the**  
**market in Malakal. Severe beetle**  
**larvae damage**  
**Photo R Lindley**



**Fill netting on the Nile near**  
**Terekeka**  
**Photo R Lindley**





**Women crowding round a fish boat where the fresh catch is being removed from the nets  
Malakal – South Payam  
Photo R Lindley**



**Improved fish smoker. Near Terekeka  
Photo R Lindley**



**Juba Consultative Workshop. One of the groups considering the problem tree under a mango tree outside the conference room  
Photo P Namisi**



**Juba consultative workshop  
24/1/12. Group 1 spokesman  
presents the problem tree for  
"local leaders" to the session  
Photo P Namisi**



**Commissioner for Terekeka  
County addresses the Terekeka  
Workshop, 31/1/12  
Photo P Namisi**



**Womens representatives at the  
Terekeka Workshop  
Photo P Namisi**



**Fish pond in Malakal. Tilapia with Clarius. Pilot project**  
Photo R Lindley



**KonyoKonyo Market in Juba. Fresh and dried fish retailing area**  
Photo R Lindley



**Mixed fresh fish at Malakal South Payam**  
Photo R Lindley





**Canoes in Adok, Unity State**  
Photo P Namisi



**Typical fishing boats at Malakal, Upper Nile**  
Photo R Lindley



**A participant from the States addresses the Validation Workshop 17/02/12**  
Photo P Namisi



**VISIBILITY:**  
**Fisheries Management Specialist, Mr Paul Namisi, in a T-shirt specially made for the Validation Workshop**  
**Photo R Lindley**



**VISIBILITY:**  
**Participants with banners at the Validation Workshop**  
**Photo P Namisi**