

MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF FISHERIES AND MARINE RESOURCES

PUBLIC SECTOR REFORM UNIT 2005

TABLE OF CONTENTS

GLOSSARY	3
EXECUTIVE SUMMARY	5
SUMMARY OF RECOMMENDATIONS	10
MAIN REPORT	
1.0 INTRODUCTION	17
2.0 TERMS OF REFERENCE.....	17
3.0 ORGANISATION OF STUDY.....	18
4.0 RESPONSIBILITY	19
5.0 ACKNOWLEDGEMENTS	19
6.0 BACKGROUND	21
7.0 OVERVIEW OF PRESENT ARRANGEMENTS	23
8.0 ANALYSIS AND RECOMMENDATIONS	33
9.0 IMPLEMENTATION PLANNING PRIORITIES.....	63
APPENDICES	
A COPY OF QUESTIONNAIRE	71
B LIST OF PEOPLE CONSULTED	75
C DOCUMENTS AND PUBLICATIONS EXAMINED	81
D EQUIPMENT REQUIREMENTS FROM GRS EEF.....	83
E CURRENT ORGANISATIONAL STRUCTURE OF THE MFMR	84
F PROPOSED ORGANISATIONAL STRUCTURE OF THE MFA....	85
G FUNCTIONAL PROFILE OF PROPOSED MFA.....	86

GLOSSARY OF ABBREVIATIONS AND ACRONYMS

ACC	- Anti-Corruption Commission
AfDB	- African Development Bank
AFDEP	- Artisanal Fisheries Development Project
CECAF	- Fishery Committee for the Eastern Central Atlantic
CIU	- Central Information Unit
CMT	- Change Management Team
DFID	- Department for International Development
ES	- Establishment Secretary
ESO	- Establishment Secretary's Office
FAO	- Food and Agricultural Organisation of the United Nations
FI	- Fisheries Inspector (<i>Recommended post</i>)
FO	- Fisheries Officer
GOSL	- Government of Sierra Leone
GRS	- Governance Reform Secretariat
HIPC	- Heavily Indebted Poor Countries
HR	- Human Resources
HRD	- Human Resource Development
HRMD	- Human Resource Management and Development
HRMO	- Human Resource Management Office
IFMIS	- Integrated Financial Management Information System
IMT	- Inclusive Management Team
IRMT	- International Records Management Trust
IT	- Information Technology
JMA	- Joint Maritime Authority
MEST	- Ministry of Education, Science and Technology
MDAs	- Ministries, Departments, Agencies
MTEF	- Medium Term Expenditure Framework
MOF	- Ministry of Finance
MFMR	- Ministry of Fisheries and Marine Resources
MMR	- Ministry of Mineral Resources
MFR	- Management and Functional Reviews
NaCEF	- National Commission for Environment and Forestry
NRA	- National Revenue Authority
NGO	- Non-governmental Organisation
PAI	- Public Administration International
PRSP	- Poverty Reduction Strategy Paper
RM	- Records Management

SES	- Senior Executive Service
SLMAA	- Sierra Leone Maritime Administration Act
SRFC	- Sub-Regional Fisheries Commission
TA	- Technical Assistance
TAC	- Total Allowable Catch
TAE	- Total Allowable Effort
TDA	- Technical Diploma in Accounting
TOR	- Terms of Reference
WB	- World Bank

EXECUTIVE SUMMARY

1. As part of the Government of Sierra Leone's (GOSL's) programme to promote good governance in the management of public services in order to restore efficiency and improve service delivery to the population, the UK Department for International Development (DFID) are funding reviews across all government ministries over a three-year period 2005 – 2008. These reviews are part of an integrated programme funded by DFID and delivered by Public Administration International (PAI) with its partners Co-En Consulting and supported by the International Records Management Trust (IRMT). The wider programme includes modernising the Establishment Secretary's Office (ESO) to create a Human Resource Management Office (HRMO) and a Records Management component supported by IRMT. This report covers the Management and Functional Review (MFR) of the Ministry of Fisheries and Marine Resources (MFMR).
2. Fisheries, along with agriculture and the minerals sector, have the potential to make significant revenue for the government, contributing to Sierra Leone's (SL) recovery and economic development. A review (unpublished) of the sector carried out in 2000 for the European Union (EU) estimated that at year 2000 levels of industrial fishing activity, the value of the marine fishery was potentially \$70 million. A current estimate by the Food and Agricultural Organisation (FAO) puts that figure at a potential \$90 million for 2006. In addition, the qualitative poverty reduction impact of the artisanal and aquaculture fisheries could be of enormous importance to SL's poor and to the government in its drive to achieve the targets it has set in the Poverty Reduction Strategy Paper (PRSP). The living marine resource is important for food security, and currently provides nearly 70 per cent of the nation's protein intake. Management of the fishery, including marine and inland, is the remit of the Ministry, and their Fisheries Officers have extensive powers of arrest under the Fisheries Management and Development Decree 1994 later superseded by the Fisheries Act 1996 (the Act).
3. However, Sierra Leone has only recently (2002) emerged from its civil war, during which period industrial fishing virtually ceased and artisanal fishing significantly decreased. The ravages of war have resulted in the collapse of state institutions, endemic poverty, and an economy heavily dependant on donor aid. Sierra Leone ranked bottom of the United Nation's (UN) Human Development Index (HDI) in 2005. The Ministry was specifically affected by the destruction of its offices in the east of Freetown by the rebels, the cancellation of Iranian assistance to build a fishing harbour in 1999, and the impossibility of carrying out coastal stock assessments during the conflict.
4. Analysis of the management and functions of the MFMR is more complex than in many other ministries because the statutory framework is international in context, and virtually all Ministry activities involve collaboration with regional and international partners, and with other Sierra Leonean MDAs. The maritime boundary(latitude 9° 03') in the north between Sierra Leone and neighbouring Guinea has been declared by Guinea and it remains for Sierra Leone to quickly ratify the agreement. The Maritime Wing of the Armed Forces (Navy) is under-resourced, and there have been persistent incidences of armed robbery at sea, with alleged incidences of harassment by the Guinean Navy of SL artisanal fishermen. The GOSL does not have the resources to conduct a baseline survey of the coast, and the review recommends technical assistance to do this as a priority.

5. The national statutory framework was found to be a sound basis for regulating the fisheries, although both the Act and the Regulations need additions and amendments, specifically in relation to covering inland and recreational fisheries. The MFR team regarded the Act as giving an appropriate share of powers between the Minister and Director of Fisheries, disagreeing with the conclusion of the Draft EU Fisheries Sector Review (2000) and the FAO survey of MCS in the region (2002). A priority is the development of a Fisheries Investment Code, which does not exist at present, and will be vital to encourage inward investment to the sector.
6. There are some overlaps between the Act and other maritime legislation, most seriously in the case of laws governing offshore oil exploration which has the potential to destroy or seriously damage the marine ecosystem, threatening both the sizeable economic benefits of industrial fishing and food security for the poor. The review recommends that the Petroleum Exploration and Production Act 2001 is brought into line with the Act, and makes further recommendations to make offshore oil exploration a more transparent process including the MFMR and other key stakeholders. In addition the SLMAA 2000 should be amended to rectify these overlaps.
7. A further overlap exists between the Petroleum Unit and the Ministry in terms of mandate, because under the Act the Ministry is responsible for under-sea mineral resources. The review recommends that, contingent on clarification of the Ministry's authority over marine fishing and the marine environment, and on better transparency and accountability for the Petroleum Unit, the Ministry's mandate be redefined to cover only the living marine resource, and as such the title of the Ministry and that of the Minister be changed to refer to 'Fisheries and Aquaculture'.
8. Sierra Leone is rare in having a separate Ministry responsible for the fisheries. In most countries, this mandate is combined with other related sectors such as agriculture or the environment. However, on the basis of past experience of mergers with the Ministry of Agriculture, Forestry and Food Security, and given the problems afflicting the civil service as a whole, the review team's view is that any merger would weaken the management of the fisheries, and the report strongly recommends that this autonomy is maintained for the MFMR.
9. All the functions presently being carried out are 'core' functions of the MFMR. The ministry focuses heavily on functions relating to the marine fishery, with little real activity in aquaculture or the inland fishery. In the light of changes in the sector since 2000, the proposed development of the inland fishery, and the fact that the FSR 2000 although extremely useful was never finalised, a re-review of the sector is necessary. The MFR team observed that the Ministry stands out among the majority of MDAs in initiating and leading policy and strategic planning processes.
10. Realising the value of the marine fishery for the government depends on achieving a shift in revenue generation from licenses to taxing the value and volume of the fishing activity. This requires effective Fisheries Management Planning to balance sustainable and economic yield, effective Monitoring, Control and Surveillance (MCS), infrastructure, and eligibility to export to

European and other overseas markets. These factors are interlinked, and the Ministry faces problems in all of them.

11. The proposed Fisheries Sector re-review will provide the foundation for Fisheries Management Plans which the Ministry has so far not been able to develop. The Ministry faces problems in this area with research constraints and a lack of Fisheries Economics expertise. With limitations to its own research facility, the Ministry benefits from a close collaborative relationship with the Institute of Marine Biology and Oceanography, Fourah Bay (IMBO). International experience indicates that this arrangement is better than an 'in-house' facility. The review recommends formalising this arrangement as a priority, and comments on budget problems for research. There have been no fishery stock assessments since 1991, but proposed EU support to IMBO is targeting this area from 2006. While the Ministry's professional staff have international standards of competence in biology and ecology, there is a dearth of fisheries economists. Designing and implementing fisheries management plans for all three (industrial, artisanal, and inland) fisheries will require strong resource economics input. It is unlikely that the MFMR will be able to address this within the next three years. External technical assistance is needed, and additional administrative units within the Ministry's structure required. Social development expertise is also needed to assist in preparing the artisanal and freshwater fisheries management plans.
12. The Ministry experiences its greatest difficulties in MCS and Enforcement. Under the Act, they are mandated to set up an MCS Unit. Though functional, this unit does not have sufficient resources and collaborates with the Navy in providing surveillance. The Navy lacks the resources to adequately carry out MCS in both inner and deep water coastal zones, even with imminent acquisition of vessels from China and the USA. The proposed Joint Maritime Authority (JMA) is a medium term solution to the MCS problem. In the short term, contracted private sector MCS is necessary. Once the JMA has become effective, the contract should be reviewed and either terminated or continued under the auspices of the JMA. Attempts to provide commercial MCS have been variable, one can be said to have failed, whilst another venture with a different company produced benefits to GoSL (50% of fines collected) for nil investment and displays the potential value of addressing MCS in this way. A critical factor which led to the failure was drawn-out litigation and lack of convictions once poachers and illegal fishermen had been caught and apprehended. Keeping cases out of the courts will be a strong factor helping the success of a private sector arrangement. An independent Appeals Committee with due process is needed to do this.
13. At present, the GOSL realises only \$1.4 million (approx.) from the industrial marine fishery because economic activity takes place 'offshore'. Developing a fishing harbour complex would bring economic activity from the fishing fleets into the country, create employment, and enable high value luxury fish to be cold stored and exported by air to western and Asian markets. Donor assistance is needed for this. A current NEPAD proposal for \$64 million was part of the GOSL's submission to the Consultative Group meeting in November 2005. The private sector is cautious of making very large scale investments in Sierra Leone given the fact that it is only just emerging from a post-conflict condition. The review recommends that two other options are prepared by the Ministry, one being for a more modest harbour with possible phased development to the ideal,

and the other being a ‘bare minimum’ proposal for five pontoons, with shared use for the Navy’s cutters.

14. Access to the EU market is seen by the Ministry as a fundamental prerequisite to development of the fishery sector. The current and planned EU support to the fisheries sector (which utilised the draft FSR 2000) is developing a Competent Authority based in the Ministry of Health and Sanitation (MOHS). The review supports this location of the Competent Authority.
15. The review recommends that a senior executive heads the Ministry, unifying professional and administrative functions in one post of Director General. The professional and administrative directors report directly to the Director General. The current structure of the Ministry does not provide any capacity in key functional areas other than management of the marine fishery and the support functions. The inland fisheries (artisanal and aquaculture) are not sufficiently resourced. Effective management of the inland fisheries requires additional functions and an extension role. In addition, despite the Ministry’s relatively strong performance in policy there is an absence of appropriate structures to carry out the economic aspect of fisheries management. The review recommends that two new departments are created, an Inland Fisheries Department, headed by a Director of Inland Fisheries and a Policy Development Department, headed by a Director of Policy Development, both reporting to the Director General. There should also be an Internal Audit Department reporting to the Director General as Chief Accounting Officer, as this is a revenue-generating Ministry. The review does not make recommendations on regional structures, which should be determined following the set up of the Inland Fisheries Department and the proposed sector re-review.
16. The MFMR is under-staffed. The review recommends that the Ministry together with the Human Resources Management Office (HRMO) prepare a manpower plan for recruitment in the context of the new structure of the Ministry. A number of recommendations are made on collaboration with the HRMO on manpower planning, and training/continuing professional development. Fisheries Observers are required to ‘observe activity on fishing vessels. Currently some ‘voluntary Service Observers (VSOs) undertake observation activity but are employed outside the public service. The positions should be formalised into the Marine Fisheries Department and onto the MFMR payroll, with application of the current schemes of service and recruitment criteria.
17. To effectively manage and regulate the marine and freshwater fisheries the Ministry needs adequate equipment and physical resources. The long term MCSE objective of the Ministry and of the JMA is that the Ministry’s MCSE Unit is fully functional. Technical assistance is recommended to analyse equipment needs, and the government should seek part assistance in meeting the costs of vital equipment. A grant from the GRS/DFID Essential Equipment Fund is recommended to provide for an integrated Communication System for the observers, comprising charts, radio transceivers, power supply, handsets, repair kit, and GIS positioning hand sets
18. The Ministry urgently needs a permanent home. The Ministry has been in temporary accommodation for eight years since the rebels burned down their building in Kissy. This not only affects morale and institutional culture, but

prevents the introduction of management systems and physical facilities such as records management. The Ministry should be given space in Youyi Buildings, with the war-damaged Kissy site rehabilitated for the MCS Unit.

19. The Ministry has a wide range of stakeholders in the public, private, and third¹ sectors. Uniquely among sector ministries, the MFMR also has international stakeholders. The MFR team together with the Democratic Governance Advisor from the GRS observed that relations with international actors, other government agencies, the private sector, and traditional rulers were strong, with good communication and information flows. Discussions with civil society groups revealed that the Ministry needs to do more in its engagement with them. Specifically, the Democratic Governance Advisor identified a need for the Ministry to give policy information to stakeholders, engage them in the policy process, improve information flow to local councils, and build more awareness among local groups. The Ministry needs to “open up” as a public service entity of the state by making information readily available to promote transparency and accountability, and the review makes recommendations for a Public Information Unit to do this. It also recommends broadening the composition of the Scientific and Technical Committee to include civil society representatives.
20. The Ministry has a very clear remit from the Act, the Policy, and international codes and agreements in conserving the marine environment. The GOSL has formed a National Commission on Environment and Forestry (NaCEF) which at present has no defined mandate or statutory framework. NaCEF’s focus is so far on the terrestrial environment, but theoretically will also encompass the marine and freshwater ecosystems. The MFR team caution against subsuming or relocating the Ministry’s powers of enforcement and responsibility for environmental best practice in the fisheries. The Ministry as regulatory body should retain this role. We suggest that NaCEF should be an oversight body, with the role of harmonising legislation in order to avoid clashes such as that between the PEPA 2001 and the Act, promoting environmental sustainability across sectors, raising awareness of environmental issues, and being an ultimate court in cases of environmental destruction.

¹ NGOs, parastatals and other similar organisations

SUMMARY OF RECOMMENDATIONS

Number	Recommendation	Paragraph
<i>Recommendations on statutory, strategic policy/management, and wider context issues</i>		
1	We recommend as an immediate priority that short term technical assistance is sought by the Government of Sierra Leone to carry out a baseline survey of the country's maritime boundaries, and that the ensuing geographic coordinates and charts are lodged with the Secretary General of the United Nations as required by the Law of the Sea Convention.	8.05
2	We strongly recommend that the Ministry maintains its autonomy and independence.	8.10
3	We recommend that the MFMR is included as a key decision-maker in any agencies of government involved in exploring for and exploiting non-living marine resources, and specifically in the Petroleum Unit of the Office of the Vice President.	8.23
4	We further recommend that the Government establish a framework for consultation between ministries, departments, agencies (MDAs) and other stakeholders to deal with environmental issues relating to offshore oil and mineral exploration and exploitation.	8.24
5	We recommend that the MFMR is given a mandate that focuses only on the living marine and inland aquatic resource once the above framework is established and the above recommendation on formally including the MFMR in decisions relating to exploitation of the non-living marine resource and protection of the eco-system.	8.25
6	We recommend that the MFMR is renamed the Ministry of Fisheries and Aquaculture (MFA) in line with the recommended focus above.	8.26
7	We recommend that the title of the Minister be changed to be in line with his/her Ministry's mandate to become the Minister of Fisheries and Aquaculture.	8.27
8	We strongly recommend that the current distribution of powers between Minister and Director is maintained in any future amendment of the Act, or in any subsequent act relating to the fisheries sector.	8.34
9	We recommend that the Act remain the basis for management of the fisheries.	8.39
10	We recommend that the Act is amended to incorporate the changes recommended by the Draft EU Fisheries Sector Review (FSR) 2000 and to legislate the IEZ.	8.39
11	We further recommend that additions to the Act be drafted to make provision for inland fisheries including aquaculture.	8.40
12	We recommend that the SLMAA is brought into line with the Act, and that authority and responsibility for issuing fishing licenses and maintenance of Register of Fishing	8.41

	Vessels is clearly located with the MFMR.	
13	We recommend that the PEPA 2001 is amended to remove the conflicting remit of control over fishing in exploration areas from the Petroleum Unit.	8.43
14	We further recommend that the PEPA 2001 state the authority of the MFMR in this matter, but mandate communication and coordination between the PU and the MFMR.	8.44
15	We recommend that the MFMR articulates a policy on recreational fishing within its Fisheries Policy.	8.45
16	We further recommend that additional provision is made for recreational fishing within the Act.	8.45
17	We recommend that the Act is amended to include definitions of competence and statutory responsibilities for health, safety, and the environment.	8.47
18	We recommend that the Regulations be reviewed and amended to cover the areas of aquaculture, freshwater and recreational fisheries, health, safety, and the environment.	8.49
19	We further recommend that the Ministry seek technical assistance in updating and amending the Act and Regulations.	8.50
20	We recommend that the Ministry seek external technical assistance (TA) to assess fiscal incentives with appropriate controls to attract investors, including overseas investors, into the fisheries sector and to develop a comprehensive Fisheries Investment Code.	8.55
21	We recommend that immediate communication and dialogue is established with the Ministry of Trade and Industry in order to ensure that the requirements of fisheries investors and the objectives of the Policy are built in to the sector-specific guidelines for attracting external investment.	8.58

Recommendations on functions and structures associated with functions

22	We recommend that the Ministry seek external technical assistance for a re-review of the sector.	8.64
23	We further recommend that the Ministry seek external technical assistance in preparing a fisheries sector funding proposal to gain international or bilateral support for the Ministry and its partner MDAs in achieving implementation of the recommendations made in this MFR and those that will arise from the re-review of the sector.	8.65
24	We recommend that the MOU between the Ministry and IMBO be agreed and signed as an immediate priority .	8.82
25	We recommend that the Ministry confirms with IMBO and the EU that all areas are being addressed, including inland fisheries, and give clear guidelines to IMBO for the stock assessments.	8.87
26	We recommend that the Ministry seeks external technical assistance in fisheries economics to assist in preparing fisheries management plans. This assistance should be timed to be in step with the stock assessments that IMBO	8.92

- will carry out next year.
- 27 **We recommend** that the Ministry seeks external technical assistance in social development to assist in preparing the artisanal and freshwater fisheries management plans. This assistance should be timed to be in step with the TA in fisheries economics recommended above so that economic factors can be integrated into livelihoods and social analyses. 8.94
- 28 **We recommend** that the Ministry is given the mandate to enter into contractual arrangements for **short term MCS** with a suitable operator. Once the JMA has become effective, the contract should be reviewed and either terminated or continued under the auspices of the JMA. 8.120
- 29 **We further recommend** that technical assistance is sought by the Ministry in conjunction with the Navy in assessing precise needs and developing Terms of Reference (TORs) for potential contractors in order to build the capacity of the Navy and develop the Ministry's MCSE Unit. 8.121
- 30 **We recommend** that the Ministry seek technical assistance in designing an appeals process and establishing (an) independent Appeals Committee. 8.125
- 31 **We recommend** that the MCS fee paid by vessel owners and skippers is paid into a separate, dedicated bank account that is set up specifically for this purpose. Observers should then be paid out of this common pool. 8.126
- 32 **We recommend** that vessel skippers fill in the logbook and that it is signed off by the observer. 8.128
- 33 **We make procedural recommendations** for logbooks as follows: 8.129
- They should be sequentially numbered
 - Breakdown by species and commercial size for shrimp and demersal trawler catches using one day in five sampling. This information is valuable to the MFMR for determining stocks and their value, and is being done already by skippers for commercial purposes (for example calculating bonuses)
 - Observers should verify logbook entries and keep an independent record including discards
 - New logbooks should be started after each transshipment to facilitate cross-checking. Catches recorded in logbooks should be verified against transshipment records and signed off by skipper and observer.
- 34 **We recommend** that the Ministry seek technical assistance to assess the feasibility and the required specifications of a 'Blue Box' monitoring system. Provision of 'Blue Box' systems is sometimes part of private sector MCS packages, and this could be considered in the TA for commercial MCS appraisal recommended in section 8.129. 8.132
- 35 **We recommend** that (*MCSE issues for inland fisheries are* 8.137

- analysed*) as part of the process of developing a fisheries management plan for the inland fishery.
- 36 **We recommend** that the Ministry with assistance from IMBO where required shift the emphasis of the aquaculture programme to providing an extension service to farmers, fish farmers and interested local entrepreneurs. 8.145
- 37 **We recommend** that the Ministry seek donor support in carrying out an independent review of the aquaculture fishery. This review could be carried out by IMBO, which would further strengthen the institution's capacity. 8.146
- 38 **We recommend** that Makali and Bo be used for the ministry's aquaculture diagnostic centres. 8.147
- 39 **We further recommend** that IMBO are contracted by the Ministry to carry out research and assessment of whether poverty reduction and social development targets as laid out in the Fisheries Policy are being met. This initial research could be included within the aquaculture review recommended above, but evaluations should be carried out periodically. 8.149
- 40 **We recommend** that the Ministry request donor support in providing medium/long term technical assistance in fisheries economics. 8.195

Support functions and records management recommendations

- 41 **We recommend on the advice of the RMT** that the Ministry seek TA to overhaul all aspects of their RM in line with the measures being introduced in the target IRMT ministries once they have moved to permanent accommodation. 8.158
- 42 As an interim measure **we recommend** that in consultation with the RMT the Administration develop procedures and guidelines that can be implemented immediately, including staff training, prior to this move. 8.159
- 43 **We recommend** that the MFMR is sufficiently resourced in terms of computer and peripheral equipment, and that staff are adequately trained, to improve the functioning of the ATFISH and other present and future systems. 8.162
- 44 **We recommend** that the RMT is consulted as to the best way of integrating and harmonising the different automated and paper-based RM systems once the Ministry is housed in permanent accommodation. 8.1163
- 45 **We recommend** that the Administration adopt a contracting-out policy for IT support, and that clear guidelines are developed and complied with to ensure acceptable payment schedules. 8.165
- 46 **We recommend** that the case for a specific budget line for research in the MFMR budget, as recommended by the FSR 2000 and adopted by the MOF, is spelled out to the MOF when presenting the MTEF The Ministry should provide clear justification of the crucial importance of fisheries research within the MTEF context, and link this specifically 8.173

- to the government's Poverty Reduction Strategy through the MTEF Objectives.
- 47 **We recommend** that the Ministry consider and decide on the best descriptive term for this core requirement in the budget presentation. 8.175
- 48 **We recommend** that a senior executive heads the Ministry, unifying professional and administrative functions in one post of Director General. The professional and administrative directors report directly to the Director General. 8.178
- 49 **We recommend** that the Ministry is strengthened by the addition of an Inland Fisheries Department, headed by a Director of Inland Fisheries who reports to the Director General. 8.181
- 50 **We recommend** that a further department is created – the Policy Development Department, headed by a Director of Policy Development who reports to the Director General. 8.183
- 51 **We recommend** that an Internal Audit is created, reporting directly to the Director General as Chief Accounting Officer. 8.184

Staffing and HRM recommendations

- 52 **We recommend** that the Administration work with the HRMO to develop effective HRMD strategies and processes. 8.187
- 53 **We recommend** that the Ministry together with the HRMO prepare a manpower plan for recruitment in the context of the new structure of the ministry as proposed in section 8.194 to 8.203 and Appendix F 8.187
- 54 **We recommend** that the Administration works with the HRMO to redefine its personnel function and set up a Human Resources Management and Development Unit (HRMDU). This should be the locus for the human resource planning outlined in the preceding recommendations. 8.190
- 55 **We recommend** that the HRMO assist the Ministry to develop modernised schemes of service. 8.191
- 56 **We recommend** that the HRMO assist the Ministry to develop updated schedules of duties to cover mid and junior levels as well as the senior tier. 8.192
- 57 To clean its personnel base, the MFMR should apply a general rule to retire all staff over the age of 60. **We so recommend.** 8.193
- 58 **We recommend** that 'VSOs' are institutionalised into the Marine Fisheries Department with application of the current schemes of service and application of appropriate recruitment criteria to appoint suitable candidates to the positions of Fisheries Observers. 8.198
- 59 **We further recommend** that the Ministry ensure that the differing role and status of Observers and Fisheries Inspectors be clearly defined and maintained as provide for 8.198

- in the FMAA 1994.
- 60 **We strongly recommend** that MOF pay the overdue bonus to the Ministry. 8.200
- 61 **We recommend** that the Administration's HRMDU together with the professional wing and the HRMO project assess training needs in the divisions, plan immediate and short term training programmes, and develop medium and longer term programmes of continuous professional development (CPD). 8.202
- 62 **We recommend** that the Ministry seek donor support in planning and carrying out study tours (*of best practice in progressive fisheries administration and management methods, specifically suggesting study tours to Namibia and South Africa (demersal trawling and 'newcomer' investment policies), Mozambique (shrimp fishery management), Tanzania (small-scale fishery participatory processes) and Ghana (sanitary certification and Vessel Monitoring Systems (VMS) in Ghana and South Africa*) 8.203
- 63 **As a medium term measure, we recommend** that once the law and regulations are amended, FOs and FIs are trained abroad, on certified short courses that meet the GOSL's competency requirements as defined in the expanded law and until such time as training can be delivered in country. 8.207

Recommendations on equipment and accommodation

- 64 **We recommend** that the Ministry seek technical assistance in analysing and determining its precise equipment requirements, and that the government seek part assistance in meeting the costs of vital equipment. 8.209
- 65 **We recommend** that the GRS Essential Equipment Fund is used to provide an integrated Communication System for the observers, comprising charts, radio transceivers, power supply, handsets, repair kit, and GIS positioning hand sets. A full list is given in Appendix D. 8.212
- 66 **We recommend** that the ministry is given space centrally, preferably in the Youyi buildings, as a matter of priority. 8.215
- 67 **We further recommend** that the plans in existence for the Kissy site are modified to provide suitable accommodation and a base for the Ministry's MCSE unit, together with a jetty for the MCSE vessel(s). 8.215

Recommendations on communication with stakeholders

- 68 **We recommend** that the Ministry sets up a Public Information Unit (PIU) with functions which are slightly different from the traditional Public Relations. 8.225
- 69 **We recommend** that the Ministry scale up the strengthening of the capacity of its clients especially the Fishing Cooperatives and the Fishermen's Unions. This may require collaboration with other MDAs. For example 8.228

in the case of the Fishermen's Unions it will be necessary to collaborate with the Ministry of Labour.

- | | | |
|----|---|-------|
| 70 | We recommend that at the earliest opportunity the membership of the STC should be restructured to give and more balanced representation of Ministry and external stakeholder interests (both substantive members and co-opted members) to provide for example a civil society organisation and independent expertise in livelihoods/social development matters, environmental and geological issues. | 8.231 |
| 71 | We further recommend that the Ministry incorporate civil society representatives into the membership of the Fisheries Management Board and the proposed Quota and Appeals Committees. | 8.233 |

Recommendations regarding wider issues (not covered in previous sections)

- | | | |
|----|--|-------|
| 72 | We recommend that the GOSL seek bilateral assistance and private sector investment to fund this \$64 million infrastructure development (<i>fishing harbour</i>) as a priority. | 8.241 |
| 73 | We recommend that the ministry and relevant MDAs (<i>also</i>) prepare more modest funding proposals (<i>for fishing harbour development</i>), with phased development planned over time to build up to the full development. | 8.243 |
| 74 | We further recommend that the Ministry seek technical assistance to develop this phased plan. | 8.243 |
| 75 | We recommend that the Ministry and the GOSL seek bilateral assistance in funding four or five pontoons as an immediate priority, three being for fishing vessels and one or two for the Navy's new cutters. | 8.245 |
| 76 | Brussels requires a sole Competent Authority (<i>for export certification</i>). Therefore we strongly recommend that the Competent Authority for Fish Export be the Ministry of Health and Sanitation. | 8.248 |
| 77 | We recommend that the STC be responsible for allocating (<i>TAC and TAE</i>) quotas. | 8.250 |
| 78 | We recommend that the Ministry retains responsibility for the marine and aquatic environment with reference to the PEPA 2001). (<i>with ref to NaCEF</i>) | 8.255 |

MAIN REPORT

1.0 INTRODUCTION

- 1.01 As part of the GOSL's programme to promote good governance in the management of public services in order to restore efficiency and improve service delivery to the population, DFID commissioned a pilot series of management and functional reviews (MFRs) of five key Ministries in 2002. These reviews were endorsed by the Steering Committee on Good Governance, and their recommendations approved by Cabinet in 2002.
- 1.02 Following on from these initial reviews, DFID are funding reviews across all government ministries over a three-year period 2005 – 2008. These new reviews are part of an integrated programme funded by DFID and delivered by Public Administration International (PAI) with its partners Co-En Consulting, and with additional support from the International Records Management Trust (IRMT). The programme entails modernising the Establishment Secretary's Office to create a Human Resource Management Office (HRMO) and a Records Management component.
- 1.03 This report covers the MFR of the Ministry of Fisheries and Marine Resources (MFMR).

2.0 TERMS OF REFERENCE

- 2.01 The following terms of reference were agreed for the study:

1. **Review and redefine the Ministry's mandate.**

Objective: Review and redefine the mandate and role of the Ministry to ensure that it directly relates to and is consistent with the development objectives of Government, including the consequences of decentralisation, the devolution plans of the Ministry, budget reforms and its role in the Poverty Reduction Strategy.

Output: Redefined mandate of Ministry, vision and mission statement, functions of Ministry.

2. **Review of organisational structure.**

Objective: Review organisational structure to determine how the functions and responsibilities of the various units relate to the achievement of the mandate and mission of the Ministry.

Output: Reviewed and redefined organisational structure setting out functions, responsibilities and priority areas of the units within the Ministry.

3. **Review of administrative procedures.**

Objective: Review administrative procedures, processes and facilities to determine efficiency and effectiveness in delivering mandate and mission.

Output: Recommendations on changes required to administrative procedures to enhance decision making and delivery.

4. **Existing staff inventory and staff requirement for Ministry**

Objective: To document existing staff inventory, qualifications and skills, undertake any sample job inspections, additional job analysis and evaluations,

develop selected job descriptions and establish the future staffing requirement with necessary skills to achieve the mandate and perform the functions identified.

Output: Detailed existing staff inventory, job descriptions and detailed staff requirements which can be used for manpower planning.

5. **Staff rationalisation**

Objective: Determine the “fit” between existing and future staff requirements of the Ministry.

Output: Detailed information on the rationalization of staff to be retrained, retired, devolved to local government and retrenched.

6. **Communication**

Objective: To review the pattern of communications between the Ministry and the public to assess whether their interests are being satisfactorily communicated to the Ministry and whether Ministry decisions and policies are being satisfactorily communicated and understood.

Output: Recommendations on improvements in communications.

7. **Equipment estimates**

Objective: To support Ministries in the preparation of estimates of equipment required for supply from the Essential Equipment Fund.

Output: Equipment estimates.

- 2.02 The study was focussed on the functions, structures and administrative arrangements of the Ministry and the staff employed directly in support of these activities at central level and in the field.

3.0 **ORGANISATION OF STUDY**

- 3.01 We met the Minister of Marine Resources and his senior officials in September 2005 prior to the start of the review to discuss the background and parameters of the study. Meetings were subsequently held with the Director of Fisheries and the Permanent Secretary (PS) to discuss arrangements for conducting the review and to confirm the methodology to be used during the fieldwork stage of the exercise. It was agreed that the main source of data collection would be questionnaires and interviews. Forms were completed by senior staff initially, with these officials taking responsibility for getting mid-level staff to complete questionnaires. Follow-up interviews were held with all senior staff in the professional and administrative wings. A small Change Management Team (CMT) was formed consisting of the Director, the Deputy Director, the PS, the Deputy PS, the Head of Statistics, and the Accountant, and met weekly to review progress, gain consensus on the MFR, and make preparations for implementing agreed recommendations. We subsequently interviewed subordinate posts where it was necessary to obtain a clearer picture of activities and working arrangements in the MFMR. Interviews were also held with Ministry staff at district level in the largest Ministry outstations.
- 3.02 The questionnaires were used as the basis for structured interviews. Completed questionnaires and the interviews gave a picture of the functions, structures, and working arrangements of the MFMR. Strategic, management, external relations and resource issues were covered. The names of the people interviewed at the MFMR are listed in Appendix B.

- 3.03 Interviews were also conducted with officials from the Establishment Secretary's Office (ESO), Ministry of Finance (MOF), National Revenue Authority (NRA), the Office of National Security (ONS), Sierra Leone Navy, Ministry of Lands, Country Planning and Environment (MLCPE), the Petroleum Unit, Office of the President, and other central government agencies, as well as representatives from the Food and Agricultural Organisation of the United Nations (FAO), European Union (EU), World Bank (WB), civil society and NGOs, and stakeholders from the private sector. The names of those concerned are also listed in Appendix B.
- 3.04 In addition to interviews and meetings, we collected information on workloads, numbers of staff, and vacancies when this information was available, as well as relevant reports and documents that could assist with the review. Details of these are given in Appendix C.
- 3.05 We discussed issues and findings arising during the review process with the Ministry's Change Management Team on a weekly basis in order to gain their input into the review, consensus on recommendations, and make them aware of any contentious points arising before going to publication.
- 3.06 The fieldwork stage of the review was undertaken between the 23rd and the 26th October 2005.

4.0 RESPONSIBILITY

- 4.01 Although this report has been commissioned by DFID under British aid arrangements, the British Government bears no responsibility and is not in any way committed to the views and recommendations expressed herein.

5.0 ACKNOWLEDGEMENTS

- 5.01 We are very grateful for the support and facilities provided by MFMR staff. We are also grateful for the support, interest shown and advice given by Mr E. B. O. Coker (Public Service Reform Coordinator) and Stephen Catchpole (Project Team Leader PAI), Governance Reform Secretariat (GRS) Staff and Lansana Boima (Administrative Officer PAI). We are particularly grateful to the Hon Minister, Mr Jalloh, for sharing his valuable insight into the workings of MFMR. We would also like to acknowledge the help and input of Mr Andreas Laggis, (Head of Operations, European Union), Mr Gert van Santen (World Bank Fisheries Consultant), Mr Mohammed Farrah (Head of Mission, FAO), Mr Saidu Konton Sesay (Democratic Governance Advisor to the GRS) and Mr Albert Moore (Team Leader, Records Management Team).

Intentionally blank

6.0 BACKGROUND

- 6.01 Sierra Leone (SL) has a coastline of 300 km or 210 miles with a continental shelf area of about 25,600 km². The width of the northern shelf area is about 140 km and that of the southern shelf area is about 32 km. The Sierra Leone River Estuary is the third largest natural harbour in the World and one of the finest harbours in Africa. The country has beautiful beaches all along the coast, which are potentially a major tourist attraction. Sierra Leone has rich coastal and estuarine ecosystems that are both scientifically under-researched and commercially valuable. Species are multiple spawning and include barracuda, snapper, bream, grouper, flatfish, and, in deeper waters, tuna. There are also healthy populations of squid, octopus, lobster and shrimp. *Tilapia* species are an important source of dietary protein inland, and there is potential to develop this species for aquaculture.
- 6.02 Coastal waters are zoned into a protected area, the Inner Exclusion Zone (IEZ), stretching five nautical miles from shore within which no industrial fishing can take place, and an Economic Exclusion Zone (EEZ) stretching from the IEZ limit to international boundary 200 nautical miles from shore. Management of the fishery, including marine and inland, is the remit of the Ministry of Fisheries and Marine Resources (MFMR), whose Fisheries Officers have powers of arrest under the Fisheries Act 1996. The MFMR works with the maritime wing of the Armed Forces (hereafter referred to as the Navy) for monitoring, control and surveillance (MCS) of fishing in the IEZ and EEZ. Guinea declared latitude 9° 30' as the maritime boundary as it has been traditionally used by them for several years. Recent maps Guinea Army Surveillance Commandant-February 2005 and Fisheries Research Institute for Combined Research Cruise-January 2006 maintain the boundary. It is now appropriate for Sierra Leone to quickly ratify the demarcation. The Navy is under-resourced, and there have been persistent incidences of armed robbery at sea, with alleged incidences of harassment by the Guinean Navy of SL artisanal fishermen.
- 6.03 Sierra Leone has recently (2002) emerged from its civil war, during which period industrial fishing virtually ceased and artisanal fishing significantly decreased. The ravages of war have resulted in the collapse of state institutions, endemic poverty, and an economy heavily dependant on donor aid. Sierra Leone ranks bottom of the United Nation's (UN) Human Development Index (HDI). The Ministry was specifically affected by the destruction of its offices in the east of Freetown by the rebels.
- 6.04 Fisheries, along with agriculture and the minerals sector have the potential to make significant revenue for the government, contributing to SL's recovery and economic development. Information (based on 2005 levels of industrial activity) from the Food and Agricultural Organisation of the United Nations (FAO) suggests the value of potential yield to be \$150 Million with revenue to GoSL of 10% and returns into the economy of 70%. In addition, the qualitative poverty reduction impact of the artisanal fishery is of enormous importance to SL's poor and to the government in its drive to achieve the targets it has set in the Poverty Reduction Strategy Paper (PRSP). The living marine resource is very important for food security, and currently provides nearly 70 per cent of the nation's protein intake. About 8000 artisanal fishing boats operate from over 500 coastal locations.

- 6.05 However, the sector has not been given the attention it merits by either the Government of Sierra Leone or potential donors. The FAO and the European Union (EU) are the two main donors to the sector.
- 6.06 The ADB funds an Artisanal Fisheries Development Project (AFDEP) which includes a microcredit scheme for artisanal fishery and allied businesses, and an aquaculture development component for the inland fishery. The FAO has a large regional assistance programme on MCS covering Sierra Leone, Guinea Bissau, Senegal, Mauritania, Cape Verde, the Gambia, and Guinea that aims to establish a sub-regional fisheries commission. The EU's support is to the Institute of Marine Biology and Oceanography (IMBO) to fund a stock assessment (Euro 3 million). Whilst an authority, the SFRC, exists for the regulation and oversight of regional and local fisheries 'health and hygiene' issues, the EU is also supporting a programme for funding the development of a Competent Authority that will enable SL to be listed as an authorised exporter to the EU. This latter is part of a Euro 44.86 million sub-regional programme strengthening fishery products health conditions in SL, Gambia, Ghana, and Liberia. Development of a Competent Authority with attendant eligibility to export to the EU will be a very significant step for SL, and is expected to be achieved by mid-2006. However, basic infrastructure development is needed to realise the full benefit of eligibility.
- 6.07 **European Development Fund Fisheries Sector Review (FSR) 2000:** In early 2000 MegaPesca undertook a comprehensive fisheries sector review for Sierra Leone as part of EU Project No 6 ACP SL49. The review exists in draft report form, as it was not finalised. It provided an in-depth coverage of policy, conservation and sustainability, strategic issues in the industrial and artisanal fisheries, institutional, legal, fisheries control, trade, MCS, and international/regional issues. It has informed the European Commission's current support to the GOSL in developing a Competent Authority for eligibility to export to the EU.

7.0 OVERVIEW OF PRESENT ARRANGEMENTS

STATUTORY FRAMEWORK

- 7.01 The MFMR draws its legal framework from the Fisheries Decree of 1994, which was made into an Act of Parliament in 1996 (the Fisheries Act – hereafter referred to as ‘the Act’). The Act gives exclusive management and control over fish, fisheries, and other aquatic resources within fishery waters to the Government, exercised through the MFMR.
- 7.02 Parts of the Sierra Leone Maritime Administration Act 2000, the Petroleum Exploration and Production Act 2001 (PEPA 2001), and the Environmental Protection Act 1998 also have direct relevance to the mandate and workings of the Ministry. In the cases of the SL Maritime Administration Act and the Petroleum Exploration and Production Act there are contradictions over regulation of shipping, and in the PEPA and Environmental Protection Act over environmental responsibility.
- 7.03 The Investment Promotion Act 2004 also directly affects the industrial fishery, by providing an investment framework for the sector.
- 7.04 The draft Public Health Act, which has yet to become law, will affect the fisheries with respect to enabling SL to achieve eligibility for export of fish to the EU through compliance with EU sanitation requirements.
- 7.05 The Ministry’s Fisheries Regulations 1995 stem from the Act, and are comprehensive in terms of marine fisheries. They cover
- Definition of fisheries management areas (the IEZ and EEZ)
 - Identification, licensing and registration of industrial, semi-industrial, and artisanal vessels
 - Transshipment of catches
 - Navigation
 - Fishing logs, reports, and inspection
 - Regulations pertaining to fishing gear
 - On-shore fish processing and marketing
 - Offences, fines and penalties.

However, the regulations do not include any provisions applying to inland fisheries, aquaculture, recreational fishing or non-living aquatic resources.

- 7.06 **Fisheries Policy:** In 2003 the MFMR formulated the Fisheries Policy of Sierra Leone (the Policy) with the assistance of the FAO.
- 7.07 This Policy has the goal of reducing poverty in Sierra Leone through fostering responsible fishing practices and sustainable development of fisheries for present and future generations. To achieve this goal, the MFMR sets eight objectives, which are:
1. Improve national nutrition and food security through responsible fishing and the reduction of spoilage and wastage

2. Increase employment opportunities, and in the rural sector to diversify incomes
3. Raise the socio-economic status of people in the fisheries sector, with emphasis on women
4. Contribute to poverty reduction in artisanal communities
5. Increase export earnings from the fishing industry
6. Promote rational management of fisheries based on scientific information and increased participation
7. Emphasise marine and inland artisanal fisheries for rural income generation and local protein production
8. Strengthen regional and international collaboration in the sustainable exploitation, management and conservation of shared stocks and shared water bodies.

7.08 The Ministry identifies a number of factors essential to achieving these objectives. These can be categorised into three areas:-

- Conservation and maintenance of ecosystems and biodiversity as the essential foundation of fisheries management
- Developing conducive fiscal and monetary conditions for economic growth and investment in fisheries, including access to financial resources for artisanal fisher-folk and related trades.
- Developing a professional and skilled indigenous work force, including expertise in socio-economic, legal, and cultural matters relating to fisheries.

7.09 The Policy was formed through a combination of consultation with stakeholders, including industrial fishermen, and people working in the artisanal fishery (including fish marketers), together with input from the Food and Agricultural Organisation (FAO) of the United Nations and the Ministry's own considerable technical expertise. The Ministry initiated the process, and was supported by the FAO. It is well-thought out, and based on the FAO's Code of Responsible Fisheries. However, there are some gaps between the provisions of the Fisheries Act 1996 and the Fisheries Policy 2003. These will be analysed in sections 8.45, 8.53, 8.54, and 8.59 of this report (Analysis and Recommendations).

7.10 The 1996 Act and the 2003 Policy define the MFMR's role in terms of management of marine resources and inland fisheries (including aquaculture). The Act focuses on living resources and thus there are no provisions in either the Act or the Policy covering the regulation of the non-living marine resource, although the Act refers to 'aquatic' resources in defining the mandate of the MFMR. The 'non-living' marine resource refers to under-sea minerals which in Sierra Leone's case include diamonds and may include oil.

7.11 There is thus a potential anomaly between the name of the Ministry (which includes marine resources) and its mandated function (fisheries regulation) as well as its inter-relationship with other Ministries who have a stake in the management and oversight of resources, specifically the Ministry of Mineral Resources in the case of offshore oil and other minerals. There is an additional anomaly in the title of the Minister, who is the Minister of Marine Resources but not Fisheries.

- 7.12 As well as a national statutory framework, some international laws, codes and conventions affect the marine fishery. These include
- *The United Convention on the Law of the Sea 1982 (the Convention)*. Sierra Leone is one of 132 signatories to the Convention, which relates to definitions of territorial waters, contiguous zones (areas of the high seas adjacent to territorial waters within which states can enforce laws but that allow vessels high seas freedom of navigation), and provides the legal framework for defining EEZs.
 - *The Convention of the Sub-Regional Fisheries Commission (SRFC)*. The SRFC Convention lays down rules and modalities for MCS cooperation between member states, especially in relation to hot pursuit. The seven members are Senegal, Guinea, Guinea-Bissau, Cape Verde, Mauritania, Senegal and SL.
 - *The Code for Responsible Fisheries Management of the FAO of the United Nations*. This emphasises environmental best practice as the basis for sustainable fisheries exploitation. The MFMR is to be commended for using this code as the guiding principle of the 2003 Policy.

FUNCTIONS

- 7.13 The Ministry's functions are defined by the Act as the management, planning, development, and research of the fish, fisheries, and other aquatic resources of Sierra Leone. Specific mandated functions are
- Management and development of fisheries, including designating fisheries, preparation of fishing plans, conservation, and regional cooperation.
 - Protection and promotion of artisanal and semi-industrial fisheries.
 - Licensing of local and foreign fishing vessels, fishing gear, and aquaculture. Regulating access to national waters of foreign fishing vessels.
 - Monitoring, Control, Surveillance (MCS) and Enforcement.
 - Regulation of the building, importation and manning of motorised fishing vessels.
- 7.14 The implementation of the Ministry's functions is carried out through the professional wing, the Fisheries Division, which is headed by the Director of Fisheries.
- 7.15 Revenue generation for the Ministry comes from fines levied on industrial fishing vessels that are caught breaking the law, and from licenses for industrial fishing. Monies from fines are paid into a dedicated fund managed by the MFMR, the Monitoring and Control Fund (MCF). License fees are paid directly to the GOSL's consolidated fund.
- 7.16 Total revenue collection from licenses for January to September 2005 was Leones 4.247 billion (just over \$1.4 million).
- 7.17 License fees for artisanal boats, gear and for aquaculture are now the remit of the elected local councils, under the Local Government Act 2004. The prime purpose of these fees is not income generation, but regulation of the artisanal sector.

- 7.18 Effective fisheries management depends on effective MCS. Under section 61 of the Act, the Ministry has a mandated Fisheries Monitoring, Control, Surveillance and Enforcement Unit (MCSE Unit), which is responsible for MCS of all fishing operations within fishery waters and enforcement of the Act. Fisheries Officers have extensive powers of entry/boarding, search, arrest, and seizure of vessels, equipment, and catch, and can exercise these powers without a warrant.
- 7.19 However, the Ministry, in common with the entire public service in Sierra Leone, suffers from crippling resource constraints, and is unable to fund a stand-alone MCSE Unit. MCS is therefore carried out in conjunction with the Maritime Wing of the Republic of Sierra Leone Armed Forces (RSLAF), hereafter referred to as the Navy.
- 7.20 Under section 67 of the Act, the Director may appoint inspectors and observers to carry out scientific and monitoring functions. These individuals do not have powers of enforcement, but are used by the MFMR as on-ship monitors of the industrial fishery. Observers work on a semi-voluntary basis, as they are not employed in the public service, and are paid directly by vessel owners, and are designated Voluntary Service Observers (VSOs). VSOs are mostly political appointees while others are redeployed from other sections of the Ministry
- 7.21 Fines and penalties imposed by the Ministry under the Act are paid into a special fund, the MCSE Fund (section 61(5) – hereafter referred to as ‘the Fund’), which is used to finance MCS and some other essential activities of the Ministry. A previous fine sharing arrangement with the Navy is now obsolete and has been superseded by the AFDEP/ADB arrangements in 2003, which provide for continuous funding.
- 7.22 Research is also a cornerstone function for effective fisheries management. The MFMR has no fishery research capability of its own, but collaborates with and contracts the Institute of Marine Biology and Oceanography (IMBO) to carry out research on its behalf. A formal Memorandum of Understanding (MOU) has been agreed but not signed between the two institutions.
- 7.23 The Administration’s functions are to provide support services to the Ministry, namely personnel administration, accounts and financial management, secretarial services, and records keeping. Under the Constitution of Sierra Leone, the Permanent Secretary heads the Ministry, and is the vote controller for the Ministry as a whole.

STRUCTURES

- 7.24 **At central level:** The Scientific and Technical Committee (STC) is an advisory body reporting directly to the Director of Fisheries (the Director) on all aspects of fisheries. Whilst the current composition of the STC includes the Director and Deputy Director of Fisheries (MFMR), the Director and one other representative of IMBO, two retired Directors of Fisheries who now represent private sector interests, an economist, and member representing the industrial fishing companies, there are no independent representatives of the artisanal fisheries, fish marketers, or civil society or to provide technical aspects such as environmental or geological issues.

- 7.25 The present organogram of the MFMR is shown in Appendix E. The Ministry is bifurcated into the professional (Fisheries) and administrative wings.
- 7.26 The Permanent Secretary (PS) is the administrative head, and advises the Minister on policy and administration matters. The PS is also the overall coordinator of the Ministry, with fiscal responsibilities as laid down in the Constitution. Two Deputy Secretaries report to the PS. Below the Deputy Secretaries are Assistant Secretaries and support staff, dealing with accounts, personnel, secretarial and other central support functions. The Ministry currently has one vacancy for an Assistant Secretary.
- 7.27 The Director of Fisheries is the head of the Fisheries Division, with direct access to the Minister. Below the Director is a Deputy Director of Fisheries, and Fisheries Officers (FOs) who are classified by seniority as Principal Fisheries Officer, Senior Fisheries Officer, and Fisheries Officer respectively.
- 7.28 Supervision of Inspectors and Voluntary Service Observers (VSOs) falls under the Director.
- 7.29 The structure of the MFMR is in line with its functions as mandated by the Act. However, structures are absent to deal with inland fisheries and aquaculture functions outlined in the Policy.
- 7.30 **At regional/district level:** The Ministry has a few offices in the provinces with a small number staff in each office. There is no clear-cut definition of the type of structure(s) that exist at the regional level. Over the years both the administrative and physical structures were in place, but the war (which destroyed the infrastructures at Makali and Bo) and a lack of support renders these offices ineffective.
- 7.31 In Makali DFID funded a Le 60 million project to rehabilitate the ponds and the office buildings in 2002. The Makali ponds receive water from a dam which is located about 500 yards from the Inland Fisheries facilities. The rehabilitation was completed but the dam was not part of the rehabilitation, thus rendering the whole exercise useless as the facilities are still not functional.
- 7.32 Information received from officers at HQ indicated that these regional facilities and structures (offices, fishponds etc) were in existence and operational. However, the MFR team did not find the facilities as described during their field research. Offices in this region should serve as a watershed for extension services. This will enhance the development of inland fishing.

WORKING ARRANGEMENTS

- 7.33 The working arrangements in the MFMR are clear. The strong powers given to the Director, the small staff complement at senior and middle levels, and clear definition of functions give the MFMR a degree of cohesiveness despite the crippling resource constraints and external challenges that afflict the Ministry in particular, and the civil service as a whole.

- 7.34 The MFR team observed that internal communication is generally good at the middle and senior levels. Communication was reported to the team to be lacking at junior levels.

Financial controls

- 7.35 Budget Committee. This consists of the senior tier together with the Accountant and Staff Superintendent. The MOF reported that the Ministry was one of the best in terms of budget planning under the MTEF process, developing realistic and well thought-out plans in accordance with the Ministry's PRSP objectives and delivering the budget on time.
- 7.36 Internal Audit. There is no Internal Auditing. This is surprising considering that the Ministry is a revenue source for the GOSL. However the NRA has an officer posted to the office to collect and monitor revenue payments.

Human Resource Management

- 7.37 As is the practice in its sister Ministries, the annual confidential report of the MFMR does not emphasise the process of agreeing work targets as part of the performance appraisal process.
- 7.38 Because they are employed outside the Ministry 'Voluntary Service Observers' (VSOs) are not subjected to the statutory Schemes of Service (SOS) and recruitment criteria as are in-service employees. This leads to the situation that a few of the VSOs are semi-literate, or even illiterate, with corresponding problems in writing reports and checking documentation.
- 7.39 Observers, VSOs and Inspectors are constantly working in hazardous conditions on board vessels. Those employed outside have no insurance and are reliant on their sponsors for compensation.
- 7.40 **Communication with Field Offices and Offshore Units** was described by HQ as good and that these staff are consulted over operational issues. However an opposing view was given by the staff in the field, who felt that communication with inland offices was lacking and also felt abandoned and unsupported by HQ. Communication with offshore units (Observers and Inspectors) was good, with a shore-to-ship radio system and collaboration with the Navy in running a 24 hour operation.

STAFFING

- 7.41 There are 206 staff in the Ministry, with 98 in the administration and 108 in the professional wing.
- 7.42 **Administration:** Three of the five senior staff in the administrative category are in acting positions. The analysis revealed that the senior tier would lose three of its members in five years time. Among the three is the Permanent Secretary who will be due for retirement next year.

- 7.43 There is no middle level management in the administrative level.
- 7.44 In the junior level, of the 93 staff 10 personnel will reach the age of retirement in the next five years. There is one junior staff – a driver, who is over the retirement age (61yrs).
- 7.45 Four of the five senior staff hold a bachelor's degree while the other senior staff has certificates in electronic communication.
- 7.46 Of the 93 junior staff, there are 28 Grade clerks with 24 having at least one certificate or more. Also, of the 24 having certificates 7 have gone through civil service exams. Four of the Grade clerks have no qualification. There are six Temporary Clerical Assistants having basic certificates.
- 7.47 The remaining junior staff are messengers, drivers, store clerks, labourers, watchmen and timekeepers.
- 7.48 In the senior level, promotion has occurred within the last five years.
- 7.49 In the junior level five 2nd Grade clerks have not been promoted for over 20 years, four have not been promoted for over 11 years and 2 for over 6 years.
- 7.50 For the 3rd Grade clerks one has not been promoted for over 30 years (has no qualification indicated up to the time we went through the staff list), one has not been promoted for over 20 years, four have not been promoted for over 11 years and two have not been promoted for over 6 years. In the last five years, only a total of six staff have been promoted.
- 7.51 Of the six TCAs, two have not been promoted for over 20 years; another two have not been promoted for over 16 years and two have not been promoted for over 6 years.
- 7.52 The reason for the lack of promotion among the other junior staff could be that they have no qualification that will enhance their promotion opportunities.
- 7.53 **Professional:** The professional wing has a total of 108 staff on the pay roll. Of the 108 there are 102 at post, two on leave and four deceased. Out of the 104 staff, there are 15 senior staff.
- 7.54 In the senior tier, four personnel will be due for retirement in the next five years.
- 7.55 In the middle level no staff are due to retire in the next five years.
- 7.56 In the junior level three staff are over retirement age, whilst 11 will be due to retire in the next five years.
- 7.57 One of the senior staff has a PhD, nine have Bachelor's degrees and diplomas and five have HNDs and diploma certificates. From the analysis, it is clear that the senior tier is qualified.
- 7.58 The middle level has six personnel. Of the six, one has a Bachelor's degree and the remaining five have diplomas/certificates in fisheries studies.

- 7.59 The junior level has 78 staff. Eight have diplomas, 12 have certificates, 13 have gone through a trade test, six have G.C.E “O” Levels and 39 have no certificates.
- 7.60 In the senior level, 11 have been promoted in the last five years. One staff has not been promoted in the last 10 years and three have not been promoted within the last 15 years.
- 7.61 In the middle level, six staff have not been promoted in the last 15 years. One of these has not been promoted in the last 20 years.
- 7.62 In the junior level 35 staff have not been promoted over the last 20 years and 28 have not been promoted in the last 25 years. The lack of promotion could be attributed to the type of job and the low level of education among these staff. Most of the jobs in this level are local technical ones.
- 7.63 Schemes of Service: There were adequate schemes of service (SOS) for the top tier of the Administration. There were no SOS for the senior professional tier, but this matter was under review by the Grading Committee of the ESO. There were no SOS for junior staff in either wing, and the MFR team was unable to ascertain whether this matter was being addressed.
- 7.64 Schedule of Duties: Analysis revealed that the schedule of duties only existed for senior officers in both the administration and the professional wings. In the administrative wing the schedule of duties for account clerks and typists are inadequate whilst in the professional wing the schedule of duties for the following staff does not exist (Enumerator/ Observer, Boat Builder, Carpenter, Marine Fitter and Apprentice, Mechanics, Fisherman, Lab Hand and Field Technicians) .
- 7.65 Staff Welfare: There is no succession plan; retirement is done in consultation with the ESO.
- 7.66 Bonus: Last years (2004) the MFMR was asked to raise a sum of Le 2.6 billion as part of the revenue collection for government. The Ministry was told that if they exceeded their target a 40% bonus of the exceeded figure would be made available. The MFMR achieved double their target and raised Le 5.2 billion. The MFMR have not received their bonus (amounting to approximately Le 104 million) at the time of this review. This has caused dissatisfaction amongst the junior staff whose salaries are low.
- 7.67 Training: The situation regarding training in the Ministry is slightly better than that pertaining generally in the civil service.
- 7.68 The professional wing has benefited from involvement in regional workshops for example with SRFC and CECAF. There is an annual budget for overseas training. In 2005 this was Le 20 million, projected to rise to Le 21 million in 2006 and Le 22 million in 2007 (\$8300 in 2005 rising to just over \$9000 in 2007).
- 7.69 However, there is no provision in the budget for domestic training for either the professional or administrative wings. Technical training for middle and junior staff of the professional wing is carried out by IMBO. This is paid for from the MCS Fund. In terms of technical expertise, IMBO is well capacitated to deliver

training. However, it suffers from serious resource constraints. This may improve in 2006 when the EU package of support for the sector begins.

- 7.70 While the senior professional tier is highly qualified, there has been little formal continuing professional development since individuals' postgraduate study.
- 7.71 There has been no continuing professional development for the administrative group.
- 7.72 There is no Certification in relation to health, safety, or the environment in the fisheries sector in Sierra Leone. This means that technically there is no definition or benchmark of competence within the industry set by the MFMR.

EQUIPMENT AND MATERIAL RESOURCES

- 7.73 The MFMR as a whole lacks the basic equipment and material resources to manage and regulate Sierra Leone's marine and inland fisheries.
- 7.74 Lack of equipment and resources is especially critical for the ministry's MCS function. At present, the MFMR is relying on outdated radio equipment to service the VSOs/Inspectors.
- 7.75 The Ministry has no boats, and its only vehicles are solely for the Artisanal Fisheries Development Project (AFDEP) funded by the African Development Bank (ADB).

ACCOMMODATION

- 7.76 The MFMR headquarters is temporarily located at Brookfields Hotel, with accommodation for the AFDEP at Kissy in the East end of Freetown.

Intentionally Blank

8.0 ANALYSIS AND RECOMMENDATIONS

- 8.01 Analysis of the management and functions of the MFMR is more complex than in many other Ministries because the statutory framework is international in context, and virtually all Ministry activities involve collaboration with other MDAs. Wider issues will therefore be examined as an integral part of each section.

STATUTORY FRAMEWORK

- 8.02 **International statutory framework:** Sierra Leone has not carried out a baseline survey of its maritime boundary and no charts and geographic coordinates have been lodged with the Secretary General of the United Nations as required under the Law of the Sea Convention 1982.
- 8.03 The lack of definition of the maritime boundary has very real negative effects for Sierra Leonean fishermen and mariners in disputes arising with Guinea over fishing rights and hampering hot pursuit of pirates, smugglers and illegal fishing vessels by the Navy. The Navy are concerned about the worsening of these disputes, which may extend to Liberia with the possible onset of oil exploration.
- 8.04 The government (including the Ministry and the Navy) do not have the resources to undertake a baseline survey.
- 8.05 **We recommend as an immediate priority** that short term technical assistance is sought by the Government of Sierra Leone to carry out a baseline survey of the country's maritime boundaries, and that the ensuing geographic coordinates and charts are lodged with the Secretary General of the United Nations as required by the Law of the Sea Convention.
- 8.06 **Mandate of the MFMR:** In many countries fisheries regulation and management is one part of a wider ministry portfolio. This is often agriculture (for example Senegal, Ghana, and Gambia), but can also be environment (for example South Africa, Malawi, New Zealand), natural resources, or a combination of one or more of these. Ministries dedicated solely to fisheries are rare.
- 8.07 In looking at the mandate and functions of the MFMR, the review team questioned the need for a separate Ministry, or whether it should be included within the remit of the Ministry of Agriculture, Forestry, and Food Security (MAFF).
- 8.08 In the words of the staff of the MFMR, Fisheries has a history of “marriage and divorce” with the MAFF, with its last ‘divorce’ in 2002. The previous experience of the then Department of Fisheries and Marine Resources was that unification with the MAFF created problems in getting fisheries and aquaculture appropriate resources and policy priority.
- 8.09 We observed during the review process that the MFMR is making efforts and achieving a degree of effectiveness despite the external constraints that apply to their Ministry and to the civil service as a whole. The fact that the Ministry is both small and generates revenue makes it efficient, with the potential to improve once the basic factors allowing the marine fishery to be brought ‘onshore’ are achieved.

The potential value of the fisheries resource to the GOSL is large, and is sustainable with good management. It is the view of the MFR team that management of the fisheries will be weakened if the Ministry loses its independence.

- 8.10 **We therefore strongly recommend** that the Ministry maintains its autonomy and independence.
- 8.11 The role of the MFMR defined in the Act is overall responsibility for both the living and non-living aquatic resource. The aquatic resource includes both the marine and inland waters. By the UN Convention of the Sea, ‘marine’ is defined as being everything in the water column, above the sea, and below the sea bed, including diamonds, oil, and other mineral wealth.
- 8.12 There is no clear internationally agreed definition in these terms of the freshwater resource, but arguably the MFMR is responsible for rivers and river beds too, including diamond and gold deposits.
- 8.13 The mandate of the Ministry therefore conflicts with those of the Ministry of Mineral Resources (MMR), which is responsible for all inland mineral exploitation, and the Petroleum Unit (the Unit) under the Office of the Vice President which is responsible for offshore oil exploration and production.
- 8.14 The MFMR has a very high level of expertise but limited resources for its role in managing the fisheries. However, it has no expertise for managing the non-living aquatic resources.
- 8.15 The MFMR currently struggles to carry out its existing mandated functions in the fisheries. Adding regulation and management of the non-living marine (and freshwater) resource will place a huge burden on the Ministry, and require the recruitment of geologists, mineralogists, mineral economists and mining engineers in direct competition with the MMR. As the MFR of the MMR has shown, the universities’ production of these specialists is inadequate for the MMR’s requirements.
- 8.16 The Ministry indicated to the MFR team that they would be prepared to relinquish their mandate for non-living marine resources **provided that they were formally involved in decisions that affect the marine ecosystem, which is the basis for the industrial and artisanal coastal fisheries.** The essence of this is that the MFMR retains responsibility for the ‘control and oversight’ of marine and riverine resources but liaises with other authorities on how to manage and maintain, extract and protect the non-living elements from exploitation and the potential to marine and riverine pollution.
- 8.17 This is particularly crucial with respect to the potential discovery and exploitation of offshore oil. Offshore oil is rumoured to have been found during Siaka Stevens’ regime. Successful drilling in Cote d’Ivoire and Mauritania has boosted hopes of finding offshore deposits in SL. Exploration and exploitation are covered by the Petroleum Exploration and Production Act (PEPA) 2001, under which a Petroleum Unit has been set up. The Director General reports to the VP and HE the President. The staff of the Unit are from the Geological Surveys Dept (GSD) of the MMR, and the Unit is housed at GSD in New England.

- 8.18 There is no environmental expertise represented in this Unit. This is a glaring omission, given the inevitable conflict between the sustainable living marine resource and the offshore extractive industry.
- 8.19 Under the PEPA, the DG Petroleum Unit is solely responsible for ensuring companies are environmentally responsible (Section 65 (2) (p). The PEPA is very thin on the environmental issue. Environmental best practice would engage stakeholders even at the research stage.
- 8.20 At the moment, there is little knowledge and hardly any communication from the Petroleum Unit with other relevant and concerned organisations, including the nation's only marine research institute, IMBO at Fourah Bay College, which has a remit to study both the living and non-living marine resource. There is little or no information dissemination from the Unit to the public or other stakeholders, and widespread mis-perception (even in the public service) that the Unit is a Commission. As there is no freedom of information legislation in SL, and as the PEPA 2001 does not contain any clauses mandating openness and transparency, there is no statutory requirement for the Petroleum Unit to divulge information or communicate policies to stakeholders.
- 8.21 Irresponsible or badly planned exploitation will have a disastrous impact on the marine ecosystem, and could destroy the industrial and artisanal fisheries.
- 8.22 As mentioned in Section 6.04, based on year 2000 levels of activity, the industrial fishery is conservatively estimated to be worth a potential \$70 million per annum (the FAO's estimate for 2005 is \$90 million). The artisanal fishery is also important in poverty reduction terms for food security and achieving HE the President's goal of eliminating food insecurity by 2007.
- 8.23 **We recommend** that the MFMR is included as a key decision-maker in any agencies of government involved in exploring for and exploiting non-living marine resources, and specifically in the Petroleum Unit of the Office of the Vice President.
- 8.24 **We further recommend** that the Government establish a framework for consultation between ministries, departments, agencies (MDAs) and other stakeholders to deal with environmental issues relating to offshore oil and mineral exploration and exploitation.
- 8.25 **We recommend** that the MFMR is given a mandate that focuses only on the living marine and inland aquatic resource once the above framework is established and the above recommendation on including the MFMR in decisions relating to exploitation of the non-living marine resource and protection of the eco-system.
- 8.26 **We recommend** that the MFMR is renamed the Ministry of Fisheries and Aquaculture (MFA) in line with the recommended focus above.
- 8.27 **We recommend** that the title of the Minister be changed to be in line with his/her Ministry's mandate to become the Minister of Fisheries and Aquaculture.

- 8.28 **General legal and regulatory framework:** The Act is generally well drafted and in the opinion of sector experts from both the EU and the WB contains most of the necessary provisions required for the effective management of fisheries and related activities.
- 8.29 The Act makes the Minister responsible for policy, legislative, and prescriptive functions (such as classification of license fees for foreign vessels, standards for vessel design, marine reserves) and for international consultation on issues relating to the fishery, such as MCSE and shared stocks.
- 8.30 The Director is mandated as responsible for management, planning, development, and research of the fisheries.
- 8.31 It is unusual in the Sierra Leonean context because it confers a number of powers to the technical head of the Ministry, rather than concentrating authority in the political head.
- 8.32 The Fisheries Sector Review (FSR) 2000 and the FAO's 2002 review of MCS in the Sub-Regional Fisheries Commission both recommend that more power should be conferred on the Minister even though the latter report also stated that the current arrangement functions effectively.
- 8.33 The MFR team do not agree with this view. The existing division of powers means that the Ministry maintains clear demarcation between political policy oversight and administrative management. The current balance of powers also goes some way to protecting the Minister against responsibility for administrative as opposed to policy failure.
- 8.34 **We strongly recommend that the current distribution of powers and responsibilities between Minister and Director is maintained in any future amendment of the Act, or in any subsequent act relating to the fisheries sector.**
- 8.35 The FSR identified a number of anomalies in the Act. These still exist because there has been no reform of the Act to date.
- 8.36 Besides the contradictions between the Act and the Petroleum Exploration and Production Act (PEPA) 2001 (see section 8.13), there are also contradictions with the Sierra Leone Maritime Administration Act (SLMAA) 2000.
- 8.37 Contradictions between the Act and the SLMAA are:-
- Differences in definitions of vessel types, especially with reference to how artisanal and semi-industrial boats are defined.
 - A grey area with respect to licensing authority. Both laws give power to their respective statutory bodies for granting and issuing of licenses.
- 8.38 The Act covers most of the marine fishery development objectives outlined in the Ministry's Fisheries Policy 2003. However, as the Policy itself states, there is need for a review of existing legislation to make adequate provision for inland fisheries and aquaculture (Strategies section 4.1.2.). The freshwater fishery is not covered at all by the Act.

- 8.39 The MFMR made several suggestions for amendment to the final draft of the EU FSR 2000 which remains in draft. However **we recommend** that the Act remain the basis for management of the fisheries, but **we recommend** that the Act is amended to incorporate many of the accepted changes recommended by the Draft EU Fisheries Sector Review (FSR) 2000 and to legislate the IEZ.
- 8.40 **We further recommend** that additions to the Act be drafted to make provision for inland fisheries including aquaculture.
- 8.41 **We recommend** that the SLMAA is brought into line with the Act, and that authority and responsibility for issuing fishing licenses is clearly located with the MFMR.
- 8.42 The provisions of the PEPA have serious implications for fisheries management, as stated above. The Act gives clear authority to the MFMR Minister and Director for all aspects relating to marine fisheries and sea-going fishing vessels. However, Section 65 (2) (h) of the PEPA gives the Director General of the Petroleum Unit control over fishing vessels in areas of oil exploration and production. Authority for fishing activity should reside solely with the MFMR, with coordination and communication with the Petroleum Unit as and when required.
- 8.43 **We recommend** that the PEPA 2001 is amended to remove the conflicting remit of control over fishing in exploration areas from the Petroleum Unit.
- 8.44 **We further recommend** that the PEPA 2001 state the authority of the MFMR in this matter, but mandate communication and coordination between the PU and the MFMR.
- 8.45 Both the Act and the Policy make no reference to recreational fishing. This matter will be further analysed in sections dealing with 'Functions' below. However, **we recommend** that the MFMR articulates a policy on recreational fishing within its Fisheries Policy, and **we further recommend** that additional provision is made for recreational fishing within the Act.
- 8.46 One failing of the Act is that there is no clear link between the law, statutory responsibility, and competency. The Act does not make any definitions of competence in relation to health and safety, or environmental issues. This means that the law cannot define who is statutorily responsible for these matters (many of which entail danger to life or limb) in private or public sector organisations. For the government, there is an additional implication in terms of the fitness of its officers to implement the law (see Training below). This is also true of the PEPA, which, while it defines responsibility for environmental issues as being the Director General's, does not make any definition or requirement of competence in this area.
- 8.47 **We recommend** that the Act is amended to include definitions of competence and statutory responsibilities for health, safety, and the environment.
- 8.48 In the light of the above recommendations on amendments to the Act, it will also be necessary to amend the Regulations in order to cover freshwater and recreational fisheries, health, safety and the environment.

- 8.49 **We recommend** that the Regulations be reviewed and amended to cover these areas.
- 8.50 **We further recommend** that the Ministry seek technical assistance in updating and amending the Act and Regulations.
- 8.51 **Fiscal regime and attracting investment:** The existing fiscal regime is provided by the Income Tax Act 2000, the Act (which clearly defines fees for licenses), and the Investment Promotion Act 2004. This latter enactment provides a general statutory framework for investment, dealing with procedures, general incentives and guarantees, and covers issues such as foreign exchange, the employment of expatriate staff, and transfer of profits abroad.
- 8.52 A key recommendation of the Draft EU Fisheries Sector Review (MegaPesca 2000) was the development of a Fisheries Investment Code. Section 3 of the Investment Promotion Act makes provision for further acts to cover specific business sectors, including fisheries, with incentives specific to those sectors. However, as yet, there is no investment code for the fisheries sector.
- 8.53 The Policy 2003 deals with investment in rather general terms. It states one of its broad objectives as ‘increasing export earnings in the industrial fishery’ and identifies the need to facilitate and encourage private sector participation in industrial fisheries development. Specific strategies to achieve this are the provision of incentives to local entrepreneurs such as credit guarantees and duty waivers for the purchase of industrial vessels, gear and land-based infrastructure. The Policy is silent on incentives for overseas investors in the sector.
- 8.54 The Policy could be strengthened while simultaneously developing a comprehensive and clear investment code. The Code should detail incentives, fiscal stability provisions, cross-references between the fisheries legislation and the general investment legislation, clear guidelines on making special agreements, and it should have strong transparency clauses.
- 8.55 **We recommend** that the Ministry seek external technical assistance (TA) to assess fiscal incentives with appropriate controls to attract investors, including overseas investors, into the fisheries sector and to develop a comprehensive Fisheries Investment Code.
- 8.56 This TA needs to be tied in to the Ministry’s expertise and the TA developing fisheries management plans. For example, according to the WB fisheries consultant, one way of encouraging local investment is to support the use and development of alternative, small (10m to 13m) multipurpose boats that need less infrastructure and can operate in river estuaries as well as inshore.
- 8.57 The Ministry of Trade and Industry is currently preparing sector-specific ‘Incentive Schemes’ which set out in more detail fiscal incentives for investors. Although the MFR team met the Ministry of Trade and Industry to discuss this issue, we were not informed as to whether such an ‘Incentive Scheme’ was being prepared for the fisheries sector.

- 8.58 **We recommend** that **immediate communication and dialogue** is established with the Ministry of Trade and Industry in order to ensure that the requirements of fisheries investors and the objectives of the Policy are built in to the sector-specific guidelines for attracting external investment.
- 8.59 **The Fisheries Policy 2003 (the Policy)** is grounded in the FAO's Code for Responsible Fisheries. While the Policy covers fisheries issues in Sierra Leone well, there are gaps in dealing with overseas investment into the sector (section 8.53) and recreational fishing (section 8.45). In addition, the policy deals in rather general terms with other issues. Recommendations that we have made concerning TA in re-reviewing the sector and formulating fisheries management plans (section 8.95 and 8.97), in developing an Investment Code (section 8.55), and in amending the statutory framework (sections 8.39, 8.40, 8.45, 8.47, 8.49) will certainly require the Ministry to adapt and add to the recently developed Policy.
- 8.60 **We recommend** that review of the Policy is part of the TOR of the overall recommended fisheries sector re-review in the context of statutory framework and other changes herein recommended.

FUNCTIONS

- 8.61 As stated in section 8.61, according to the Act, the Ministry is responsible for both living and non-living aquatic resources. There are no functions relating to non-living aquatic resources being carried out, and we have recommended that the Ministry's mandate and title are changed to focus solely on the living aquatic resources.
- 8.62 All the functions being carried out at present are core functions of the MFMR.
- 8.63 The Ministry focuses very heavily on functions relating to the marine fishery, with little real activity in aquaculture or the inland fishery.
- 8.64 The draft FSR 2000 also focussed solely on the marine fisheries. In the light of changes in the sector since 2000, the proposed development of the inland fishery, and the fact that the FSR 2000, although extremely useful, was never finalised, **we recommend** that the Ministry seek external technical assistance for a re-review of the sector.
- 8.65 **We further recommend** that the Ministry seek external technical assistance in preparing a fisheries sector funding proposal to gain international or bilateral support for the Ministry and its partner MDAs in achieving implementation of the recommendations made in this MFR and those that will arise from the re-review of the sector.
- 8.66 **Policy and strategic planning functions:** The MFR team observed that the Ministry stands out among the majority of MDAs in initiating and leading policy and strategic planning processes.
- 8.67 This is evidenced by the Ministry's response to the FSR. The FSR identified seven short-term priorities as follows:
1. Establishing a sanitary certification process for export to the EU

2. Laying the Fishing Regulations before Parliament so that it became law
3. Developing a comprehensive policy framework, investment code and outline national fisheries plan
4. Addressing the question of a fishing harbour in the most expedient manner
5. Initiating public service reform and an associated comprehensive training programme
6. Re-establishing the productive capacity of the artisanal fishery, while introducing community resource management measures
7. Establishing the MCS Fund as legislated in the Act.

8.68 Six longer term priorities were identified as:

1. Preparing, deciding on, and implementing long term plans for a Fishing Harbour
2. Developing Management Plans for the three fisheries categorised by the review (Demersal Trawler, Shrimp, and Artisanal)
3. Development of an applied research programme
4. Evaluation of commercial MCS provision
5. Implementing Public Service Reform and staff training
6. Accession to and participation in the SCRF.

Although the report was not finalised, the MFMR has used the review to guide their policies and planning. Of the seven short term recommendations, four have either been or are in the process of being implemented.

8.69 The Ministry has developed the national Fisheries Policy, has had the Regulations ratified, established the MCS Fund, and re-established the productive capacity of the artisanal fishery. They have also introduced community resource management measures for the artisanal fishery. Implementation of these measures has not been smooth, but the Ministry's efforts are impressive both in terms of having analysed, evaluated, and acted on the FSR, and in terms of trying to push implementation despite their lack of resources and capacity constraints.

8.70 In addition to these four implemented recommendations, the MFMR is collaborating with the Ministry of Health in developing a Competent Authority to certify fish for EU export, with heavy technical assistance from the EU. Certification is expected by mid-2006.

8.71 The Ministry has not initiated or undertaken public service reform prior to the MFR process. This is virtually impossible for an individual MDA to do in the context of the Sierra Leone civil service, as it entails a wide range of other public bodies and management systems. However, the MFMR has welcomed and actively supported the MFR process.

8.72 In addition to their efforts on the short term recommendations made by MegaPesca, the Ministry has also begun to address some of the six mid/long-term recommendations made. These are accession to the SCRF (achieved), preparation of proposals for a fishing harbour in conjunction with the FAO and NEPAD (presented to donors at the Consultative Group meeting this month), and evaluation of proposals for commercial MCS.

- 8.73 The MFMR has achieved much despite the resource constraints that apply specifically to the Ministry and generally to the public service as a whole. While many of these activities could not have been achieved without external support or in some cases have been only partially implemented, the Ministry was described by the FAO and the EU as initiating and leading programmes, rather than these being donor-driven.
- 8.74 **Fisheries Management Planning:** The Ministry has not yet been able to prepare Fisheries Management Plans as recommended in the FSR.
- 8.75 The senior staff told the MFR team that their classification of the fisheries differs from that used in the FSR which defined demersal trawl, shrimp, and artisanal fisheries. The Ministry's existing classification includes 'artisanal' but lumps together trawl and shrimp fishing as 'industrial', and includes the freshwater fishery as an added category. This classification is the common one in the sub-region, and will be kept to in preparing Fisheries Management Plans.
- 8.76 The MFMR faces problems in planning for the marine industrial and artisanal fisheries. The two key issues are constraints in carrying out research and a lack of capacity in fisheries economics.
- 8.77 **Research:** Due to resource constraints and disruption caused by the war, there have been no stock assessments of the fisheries since 1991. An accurate knowledge of stock levels is a prerequisite for setting catch and fishing activity levels.
- 8.78 Research is therefore a cornerstone of good fisheries management, and a vital component in realising the revenue potential of the sector.
- 8.79 The Ministry has no research facility of its own, but uses the Institute of Marine Biology and Oceanography (IMBO) at Fourah Bay College, University of Sierra Leone. This arrangement has a number of advantages over an 'in-house' research facility. International experience² indicates that:-
- Locating Research Institutes (RIs) within government departments usually leads to problematic institutional relationships and poor policies on research.
 - Government puts pressure on its RIs to do things they don't receive money for.
 - Being part of the government process means that 'in-house' RIs can't pay people properly or adequately equip and resource the facility. This is borne out by our observation of Geological Survey Department laboratories during the MFR of the MMR.
 - Internally set priorities rather than external demand means that government researchers tend to avoid boring but essential tasks such as stock assessment and favour 'pet' research projects.

² (Fisheries and Aquaculture Research Capabilities and Needs in Africa, World Bank 1991, pers. comm. IMBO and World Bank Sierra Leone 2005).

- Staff job requirements in the civil service generally include combined functions, and administrative duties. Recruitment into the civil service reflects this. RIs can deliver higher quality research because research experience and academic ability are staff recruitment criteria.

Recent research by IMBO for the MFMR has included studies of coastal pollution and the impact of deforestation of mangroves for fish smoking on breeding grounds.

- 8.80 The MFR team found that the research contracting arrangement was operating informally. While it had been agreed by the Ministry and IMBO to have a formal Memorandum of Understanding (MOU), this had yet to be signed by the Ministry.
- 8.81 **We recommend** that the MOU between the Ministry and IMBO be agreed and signed as an **immediate priority**.
- 8.82 One of the subsidiary recommendations in the FSR was that the Ministry should have a dedicated budget line for core research funding. This has been implemented, but the Ministry experiences persistent problems in actually getting the funds. Funding is often withheld, or agreed and then cut. The Ministry reported that they almost always have to renegotiate with the Budget Bureau of the Ministry of Finance for this activity. In 2005 70 million Leones was cut from the research budget line.
- 8.83 The problem is exacerbated by the fact that due to scientific factors (fish migration for example) research needs to be timely and ongoing, and often has a regional dimension. This has resulted in the Ministry using money from the MCS Fund to pay for necessary research, which depletes funds for equally crucial MCS activities.
- 8.84 The MFMR reported that the problem stems from a lack of understanding in the Budget Bureau of the Ministry of Finance (MOF) about the vital nature of research to fisheries management, and to realising increased revenue for the government. This in turn might be due to the low profile in government generally that the MFMR has. We make recommendations in section 8.188 on prioritising research in the budget. Raising the profile of the Ministry is within the remit of the Minister.
- 8.85 The situation is predicted to improve next year. The EU has signed an MOU with IMBO as the basis for Euro 3 million funding over three years 2006 – 2009. This will include some funding for stock assessments.
- 8.86 The stock assessments need to be in line with the Ministry's objectives, which may be modified after this and other review processes. For example, the Ministry needs to decide whether sport fishing, semi-industrial fishing, and oyster farming will be areas to develop in order to justify stock assessments of the relevant species. The evidence from the assessment can then be used as the basis of the Ministry's policies and management plans. According to IMBO, analyses of shrimp stocks are especially important because shrimp is key in the food chain for other species valuable to both industrial and artisanal marine fisheries.

- 8.87 **We recommend** that the Ministry confirms with IMBO and the EU that all areas are being addressed, including inland fisheries, and give clear guidelines to IMBO for the stock assessments.
- 8.88 ***Fisheries Economics:*** While the Ministry's technical expertise in aquatic biology and ecology is variously described as 'very competent', 'first rate', and 'outstanding' (pers. comm. WB, EU, FAO), there is a dearth of Fisheries Economists in the Ministry.
- 8.89 Realising the value of the marine fishery for the government depends on achieving a shift in revenue generation from licenses to taxing the value and volume of the fishing activity. A large part of this is in terms of setting limits to fishing activity (Total Allowable Effort – TAE) and Total Allowable Catches (TAC). The two other crucial aspects are MCSE and infrastructure development (sections 8.100 and 8.266). Effective fisheries management entails balancing Maximum Sustainable Yield (the biological aspect) with Maximum Economic Yield (the revenue aspect).
- 8.90 As there have been no recent stock assessments, the Ministry has been unable to set TAC quotas for the industrial fishery. Higher cost licenses for larger fishing boats provides some control, as smaller boats can hold fewer fish. However, the Ministry told the MFR team that this was a 'make do' strategy, as it does not regulate fishing activity. A small boat can still over-fish if its activity is high and it services a factory ship. Setting TAC quotas for multiple spawning tropical species is more complex than for temperate or cold water fish.
- 8.91 Designing and implementing fisheries management plans for all three (industrial, artisanal, and inland) fisheries will require strong resource economics input. It is unlikely that the MFMR will be able to address this within the next three years.
- 8.92 **We recommend** that the Ministry seeks external technical assistance in fisheries economics to assist in preparing fisheries management plans. This assistance should be timed to be in step with the stock assessments that IMBO will carry out next year.
- 8.93 ***Social development:*** In addition to the two key issues outlined above, there is also a lack of social development expertise in the Ministry. This is important in terms of the artisanal marine and the freshwater fisheries, where emphasis is less on revenue generation for the government and more on livelihoods and social aspects such as food security and improving the lot of women engaged in fishery-related activities.
- 8.94 **We recommend** that the Ministry seeks external technical assistance in social development to assist in preparing the artisanal and freshwater fisheries management plans. This assistance should be timed to be in step with the TA in fisheries economics recommended above so that economic factors can be integrated into livelihoods and social analyses.

Regulatory Functions

- 8.95 **Monitoring Control Surveillance and Enforcement (MCSE).** This is one of the two cornerstones (the other being research) for the effective management of

the marine fisheries, both industrial and artisanal. It is where the Ministry experiences its greatest difficulties.

- 8.96 The Act and the Regulations set out clear parameters for licensing industrial, semi-industrial and artisanal fishing vessels. Under the Local Government Act 2004, artisanal fishing licenses are collected by the new elected Local Councils. Although licenses are a revenue source for the MFMR and the councils, their prime function is in terms of regulation and control of the number, sizes and types of fishing vessel operating in SL's waters.
- 8.97 MCSE has both regional and national dimensions. Sierra Leone belongs to one regional and one sub-regional fisheries organisation:
- Fishery Committee for the Eastern Central Atlantic (CECAF) consisting of 24 countries fishing in the area, including African, European, Asian and American/Caribbean nations.
 - Sub Regional Fisheries Commission (CSRP), including SL, Mauritania, Senegal, Gambia, Guinea, Guinea Bissau and Cape Verde
- 8.98 CECAF is a United Nations (FAO) body that has a purely advisory and coordinating role on policies, fisheries management and research. Its recommendations are not binding on members.
- 8.99 The CSRP is an EU funded entity (Euros 5 million from 2002 to 2010 with more funding likely) that aims to promote political cooperation on access and rights to fisheries, sustainable management for common fisheries, and environmental best practice. The ultimate aim is to create a body recognised by international law that can attract the participation of developed countries and their financial support.
- 8.100 The problem with the CSRP is that it is a back-to-front process. Establishing a regional structure for MCS can only work if there are existing national capacities within member states. Arguably, Senegal has a reasonable naval capability, but most other constituent members do not. In the short or even medium term the CSRP can therefore be of limited help to SL.
- 8.101 Under section 61 of the Act, the MFMR is mandated to set up a dedicated MCSE Unit, but this has not been possible due to lack of resources. The Ministry is therefore reliant on the Republic of Sierra Leone Armed Forces (RSLAF) Maritime Wing (hereafter referred to as the Navy) for its surveillance.
- 8.102 The Navy is under-resourced, with no (working) ocean-going vessel, and one inshore vessel. There is no shore radar system, which would considerably cut down patrol costs. Guinean boats, some purportedly Guinean Navy vessels, regularly harass SL artisanal boats in northern Sierra Leone waters with impunity. The Guinean Navy engages in illegal hot pursuit, and in there have been recent cases (one in September 2005) of non-government boats committing acts of armed robbery at sea.
- 8.103 Despite its resource constraints, the Navy working with the Ministry has achieved a number of successes in 2004 (seven arrests of illegal fishing vessels) and to date in 2005 (two arrests). Since 2002 there have been 67 arrests.

- 8.104 Fines from illegal fishing convictions are paid into the Ministry's dedicated, stand-alone MCS Fund, and the proceeds are divided 40 per cent to the Ministry, and 30 per cent each to the Navy and the Consolidated Fund.
- 8.105 Fisheries Officers (FOs) are attached to Naval bases in Freetown (Barracks, Murray Town and Government Wharf) and Tombo, Bonthe, and Suleima. The Navy has powers of arrest for maritime but not fisheries offences, so FOs are taken on board as arresting officers. There is sometimes a problem if FOs are not available, because the navy will investigate a vessel but if it is fishing illegally the conviction will not stand up in court without an FO to make the arrest.
- 8.106 We are informed that the Navy is expected to receive one ocean going vessel from China in December 2005, and three cutters from the United States (USA) in November 2005. This will greatly increase its capacity. The cutters have been promised for some time but haven't arrived. The reasons for the delay according to the Navy are due to the recent Hurricane Katrina disaster in the USA.
- 8.107 The cutters will have inshore but not deep water capability. In addition there is a problem in that there is no suitable quay to which they can be moored. Anchoring the boats will be potentially risky in terms of them sustaining damage at anchor in rougher conditions (pers comm. DFID, ONS). Deeper water surveillance will require more than the one Chinese vessel arriving in December.
- 8.108 **Joint Maritime Authority:** The establishment of the JMA was proposed in 2003 by the National Security Council (NSC) with the broad objective of "developing a combined unit involving all maritime stakeholders in the Marine sector in order to establish effective control of (Sierra Leone's) waters".
- 8.109 It was proposed as a means of pooling resources and effort in order to address the lack of effective surveillance for Sierra Leone's territorial waters generally and the fisheries in particular.
- 8.110 It is in the process of being set up, and will comprise representatives from 13 agencies, being.
- The Secretary to the President
 - MFMR
 - Ministry of Transport and Communications
 - Ministry of Internal Affairs
 - Ministry of Defence
 - Sierra Leone Ports Authority
 - Sierra Leone Maritime Administration
 - Sierra Leone Airport Authority
 - Sierra Leone Police
 - Immigration Department
 - National Revenue Authority
 - The Office of National Security
- 8.111 The JMA will be governed by the National Security Council (NSC). It has specific objectives to ensure territorial integrity, police marine and inland waters, prevent piracy, smuggling and illegal immigration, support emergency relief, search and rescue, and hydrographic survey, assist vessels/aircraft in distress and

the National Contingency Plan, and enhance fishery protection, management and conservation.

- 8.112 In relation to the fisheries, the JMA proposes in the medium term to collaborate on fisheries MCS, with the long term goal of having a fully operational MCSE Unit under the Ministry. The short term goal (first two years) is to get the JMA established and funded. Funding will be pooled contributions from each stakeholder, and initial operational cost is projected to be 1.07 billion Leones.
- 8.113 Establishing the JMA will not only pool resources for surveillance, but also put in place a structure that should ensure collaboration and lack of overlap between the different agencies involved. The problem is that there is still an initial gap in surveillance capability during the initial one to two year start-up phase of the JMA. Although fish stocks are currently estimated by the EU and WB as being relatively healthy, without surveillance, there is a real and present danger of large scale poaching by international and regional vessels. Sierra Leone can not in the short term attract the money required to develop its own fishing fleet, and is therefore dependent on the foreign fleet for exploitation of the industrial fishery. In the case of the EU fleet, effective MCS is a prerequisite because without it 'free fishermen' fish alongside license paying vessels with impunity.
- 8.114 One solution to the short term surveillance problem is to contract a private sector marine security provider. In the past, the GOSL has tried twice to address the problem of offshore surveillance using commercial marine security providers, with disappointing results.
- 8.115 In 1993 Marine Protection Services Sierra Leone (MPSSL), a subsidiary of MacAllister Elliot and Partners were contracted to undertake maritime surveillance together with research to determine Maximum Sustainable Yields (MSY) and Maximum Economic Yield (MEY). MPSSL was effective at surveillance, less so at research, but the contract turned sour when failure of Sierra Leonean courts to prosecute arrested illegal vessels resulted in legal action by the company against the government.
- 8.116 In 2004 the ministry agreed a contract with Blue Finger Ltd for commercial MCS of the EEZ, but the company changed their terms during later negotiations and the deal fell through.
- 8.117 The MFMR are of the view that commercial surveillance would be a viable way of addressing the gap in security during the start-up phase of the JMA. A private venture could be pre-financed by the owners/operators and a fine sharing arrangement agreed that would yield dividend to the MFMR/GOSL, and defray operational expenses for the operators. This is an attractive proposition for the GOSL because it would not be encumbered with funding obstacles.
- 8.118 While the three cutters being donated by the United States should be adequate for inshore MCSE, the one deep-water vessel that China is giving to the Navy will not be sufficient for offshore MCS even if it is in good condition. After additional consultations with the Navy and the ONS, the MFR team support the proposal for contracting private MCS.

- 8.119 However, there should be a wider emphasis on building the strength and capacity of the Navy and developing the Ministry's MCSE Unit as part of the deal arranged with the contractor.
- 8.120 **We recommend** that the Ministry is given the mandate to enter into contractual arrangements for **short term MCS** with a suitable operator. Once the JMA has become effective, the contract should be reviewed and either terminated or continued under the auspices of the JMA.
- 8.121 **We further recommend** that technical assistance is sought by the Ministry in conjunction with the Navy in assessing precise needs and developing Terms of Reference (TORs) for potential contractors in order to build the capacity of the Navy and develop the Ministry's MCSE Unit.
- 8.122 Previous problems and failures of commercial marine security provision should not deter an objective assessment of its value and potential to meet the GOSL's **current short term MCS** needs.
- 8.123 One of the critical factors that led to the failure of MPSSL was drawn-out litigation and lack of convictions once poachers and illegal fishermen had been caught and apprehended. Keeping cases out of the courts will be a strong factor helping the success of a private sector arrangement, and will benefit everyone, including the apprehended party, through speedy resolution and attendant cost savings.
- 8.124 An independent Appeals Committee with due process is needed to do this. A time limit of, for example, two weeks should be set on giving a judgement, with the apprehended party required to stay in harbour until judgement is reached. This provides the incentive for swift resolution, as the vessel owner is losing money for every day spent in harbour, and the authorities have an asset that can be seized in the event of non-payment of due fines. It is also advantageous for vessel owners because they can be sure of a clear and quick decision.
- 8.125 **We recommend** that the Ministry seek technical assistance in designing an appeals process and establishing the aforesaid independent Appeals Committee.
- 8.126 In order to get round the problem of a lack of an MCSE Unit, the Ministry adapted a system used in Japan on the suggestion of the Ministry's radio operator following a study tour to that country. The system involves placing observers (Voluntary Service Observers – VSOs) on vessels in regular radio contact with the Ministry headquarters. This is a pragmatic effort to overcome resource constraints and address the monitoring and to some degree the surveillance issue. However, the effectiveness of the VSO system is weakened by the fact that vessel skippers pay the VSOs directly.
- 8.127 **We recommend** that the MCS fee paid by vessel owners and skippers is paid into a separate, dedicated bank account that is set up specifically for this purpose. Observers should then be paid out of this common pool.
- 8.128 In addition, VSOs fill in the fishing activity logbook, as opposed to skippers filling it in and observers signing it off. The onus for recording catch and effort data should be the skippers, because the observer's role is that of verification. **We**

recommend that vessel skippers fill in the logbook and that it is signed off by the observer.

8.129 The CSRP MCS Review 2002 makes this and a number of procedural recommendations for logbooks as follows:

- They should be sequentially numbered.
- Breakdown by species and commercial size for shrimp and demersal trawler catches using one day in five sampling. This information is valuable to the MFMR for determining stocks and their value, and is being done already by skippers for commercial purposes (for example calculating bonuses).
- Observers should verify logbook entries and keep an independent record including discards.
- New logbooks should be started after each transshipment to facilitate cross-checking. Catches recorded in logbooks should be verified against transshipment records and signed off by skipper and observer.

We support this recommendation.

8.130 Ultimately, observers are a stop-gap measure. Their effectiveness is also constrained by lack of equipment such as independent dedicated radio sets (most observers rely on ship radio) and Geographic Positioning Systems, or reliance on old partially working radio sets.

8.131 A highly effective ship-board monitoring method is to require each industrial vessel applying for a licence to fish to install a satellite transponder (Blue Box) which automatically relays position data to headquarters 24 hours per day. The cost of the transponder is borne by the vessel owner and incorporated into the licence fee.

8.132 **We recommend** that the Ministry seek technical assistance to assess the feasibility and the required specifications of a 'Blue Box' monitoring system. Provision of 'Blue Box' systems is sometimes part of private sector MCS packages, and this could be considered in the TA for commercial MCS appraisal recommended in section 8.129.

8.133 For the marine fisheries, Monitoring and Control are being undertaken with a fair degree of effectiveness through licensing and the system of observers. Surveillance poses the biggest problem for the Ministry and the Navy.

8.134 MCSE also has a vital role in the marine artisanal fishery. Besides preventing and punishing trawler incursions into the IEZ, with attendant catch and gear losses among artisanal fishermen, the Ministry is very concerned to prevent destructive fishing methods. These include poisoning, use of explosives, and use of fine mesh nets including the very destructive practice of channelling which entails a bank-to-bank fine mesh net used in estuaries.

8.135 As mentioned in section 8.69, the FSR 2000 recommended that the Ministry develop community resource management measures for the artisanal fishery, in order to reduce and prevent destructive fishing methods. This will be analysed in sections 8.247 to 8.261. Stopping destructive artisanal fishing practices is seen by

the Ministry, the private sector, and the Sierra Leone Artisanal Fishermen's Union as urgent and crucial in protecting the industrial fishery as well as local livelihoods in the artisanal sector.

- 8.136 MCSE within the inland fishery relates to freshwater artisanal fishing. The MFR team was not able to collect any information on this, and it seems to be a dormant area for the Ministry. Certainly, over-fishing and use of destructive methods such as poisons, explosives and fine nets will have a negative impact on the riverine ecosystems, and prejudice the sustainability of the fishery.
- 8.137 This aspect of fisheries management needs to be better analysed, and **we recommend** that it is done so as part of the process of developing a fisheries management plan for the inland fishery.

Service delivery functions

- 8.138 For the industrial marine and artisanal marine fisheries, the Ministry has a policy and regulatory role. Service delivery functions apply to the inland fishery in relation to aquaculture.
- 8.139 In the late 1970s and early 1980s, bilateral projects carried out with USAID (United States Agency for International Development) and GTZ (German Technical Assistance) introduced fish farming in Makali and Bo. The war put an end to aquaculture as families fled to Freetown or abroad, and ponds were destroyed. In August 2005 the Ministry commissioned a baseline survey of fish farming in SL to be the basis for African Development Bank (ADB) support through the AFDEP programme.
- 8.140 As part of this Ministry administered programme, 60 million Leones from HIPC funds and a further 20 million from government were to be utilised in building new ponds in 2004. According to the Baseline Survey of Aquaculture, 708 (almost 60 per cent) of the 1190 ponds in the country are active, with most (616) being in the North.
- 8.141 However, the MFR team found that many if not most of the ponds observed in Makali and Bo were constructed without a strategy for their management. Over time they have reverted to being holes in the ground, and not suitable for fish farming.
- 8.142 Digging the ponds has been contracted out to the private sector. In both Bo and Makali new ponds had been dug rather than rehabilitating existing ponds. In Makali, the main dam providing water supply to the ponds had broken, washing the fish into the local river. Water channels had also broken resulting in fish ponds being inactive. It would be better to use the HIPC and government funds to renovate and rehabilitate existing pond structures, and do so with specialist construction companies under the close supervision of technical experts from the Ministry.
- 8.143 It is questionable as to whether the Ministry should even be involved with implementation (through digging new ponds/rehabilitating old ones) in this way at all. A far more effective approach would be for the Ministry to provide a

technical assistance role to farmers and fish farmers who would bear the cost of pond construction, stocking and maintenance themselves.

- 8.144 The Ministry should therefore be providing an extension service to farmers/fish farmers, rather than developing fish ponds themselves. The Ministry together with IMBO has the capacity to design the technical aspects of the extension service, but will probably need assistance in terms of resources to do so.
- 8.145 **We recommend** that the Ministry, with assistance from IMBO where required, shift the emphasis of the aquaculture programme to providing an extension service to farmers, fish farmers and interested local entrepreneurs.
- 8.146 In view of the discrepancy between the ADB AFDEP Baseline Survey 2005 and the observations of the MFR team (which were more limited in terms of geographical coverage) **we recommend** that the Ministry seek donor support in carrying out an independent review of the aquaculture fishery. This review could be carried out by IMBO, which would further strengthen the institution's capacity.
- 8.147 As in the marine fishery, research pertaining to aquaculture should be undertaken on a contract basis by IMBO. However, it will probably be necessary for the field offices to maintain one pond for the purposes of diagnostic analysis. As ponds already exist in Makali and Bo, and could be rehabilitated at less cost than constructing new ponds, **we recommend** that these two locations be used for the Ministry's diagnostic centres.
- 8.148 Aquaculture could have a significant impact on rural people's food security even in the short term, and could contribute to achieving the GOSL's stated commitment to end hunger in the country by 2007. This is a very important aspect of the Ministry's work. Assessing the impact of the aquaculture programme on food security and rural poverty will require an understanding of social development as well as technical biological and fisheries management expertise. Evaluation will be important to the Ministry in determining whether poverty reduction targets and social development objectives detailed in the Fisheries Policy are being met, and which groups in rural areas are benefiting from aquaculture programmes.
- 8.149 **We further recommend** that IMBO are contracted by the Ministry to carry out this research and assessment. This initial research could be included within the aquaculture review recommended above, but evaluations should be carried out periodically.
- 8.150 **Support functions:** These include human resource management (HRM), records and financial management, procurement, and secretarial services. All these functions fall under the remit of the Permanent Secretary.
- 8.151 Human resource management is the subject of the project developing the Establishment Secretary's Office into a Human Resources Management Office (HRMO).
- 8.152 **We recommend** that the Administration work with the HRMO to develop effective HRMD strategies and processes.

- 8.153 Records management is a key area for any Ministry, but especially so for the MFMR due to the regional and international aspects of the Ministry's functions, and the prominent role of research data and ongoing real-time updates of fishing catches and activity in fisheries management.
- 8.154 The MFMR is not one of the target Ministries of the current Records Management project³, but the Records Management team (RMT) visited the Ministry during the review period and did a short assessment for the benefit of the MFR.
- 8.155 The RMT has found RM in a parlous condition throughout all the Ministries they have surveyed. The MFMR is no exception although it is not the worst case. Poor conditions of service, inadequate storage facilities (including lack of fire safety and health controls), lack of staff training, lack of proper records access and control systems, loss of files, files being kept for prolonged periods by action officers, and files passed around without knowledge of records officers are all usual in the MFMR and in the civil service as a whole.
- 8.156 However, the RMT did find that the records management staff in the MFMR were keeping a despatch book, tracking incoming and outgoing correspondence, and using a file movement/transit slip to track file movement (with limited success).
- 8.157 A major problem for the MFMR is the fact that the Ministry is housed in temporary accommodation (see section 7.76), removing the incentive to invest in facilities and systems that will have to be dismantled at an unspecified time in the future. Real progress in addressing RM issues will only be possible when the Ministry has a permanent home.
- 8.158 **We recommend on the advice of the RMT** that the Ministry seek TA to overhaul all aspects of their RM in line with the measures being introduced in the target IRMT Ministries once they have moved to permanent accommodation.
- 8.159 As an interim measure **we recommend** that in consultation with the RMT the Administration develop procedures and guidelines that can be implemented immediately, including staff training, prior to this move.
- 8.160 **Two specific priorities identified by the RMT are** a file census to prevent the random movement of files between action officers, and an update of the keyword classification system to enable future expansion.
- 8.161 It is standard practice to ensure that paper-based systems are clean and functional before automation. However, the MFMR is an exception to this rule, because they are already using a Windows-based IT based system for bio-geographic modelling (ATFISH).
- 8.162 **We therefore recommend** that the MFMR is sufficiently resourced in terms of computer and peripheral equipment, and that staff are adequately trained, to improve the functioning of the ATFISH and other present and future systems.

³ Creation of a Human Resource Management Office and Records Management Improvement Programme CNTR 04 5565

- 8.163 **We recommend** that the RMT is consulted as to the best way of integrating and harmonising the different automated and paper-based RM systems once the Ministry is housed in permanent accommodation.
- 8.164 IT Support – a new function: Increased use of and reliance on automated systems creates a new demand for IT support in the Ministry. There will be a need for IT hardware and software to be maintained, fixed, and upgraded on an ongoing basis. This requirement is not only for ATFISH, but for equipment used for the IFMIS being implemented throughout central and local government. The usual and best approach to dealing with this technical support challenge is to contract in private sector providers through a competitive tender process. The problem for public sector institutions in SL is that they have such a poor record of late or non-payment (source: SL Chamber of Commerce) that companies are unwilling to take on contracts.
- 8.165 **We recommend** that the Administration adopt a contracting-out policy, and that clear guidelines are developed and complied with to ensure acceptable payment schedules.
- 8.166 Financial management was reported to the MFR team by the EU Advisor to the Budget Bureau of the Ministry of Finance (MOF) as being better than in many Ministries.
- 8.167 The Government Budget and Accountability Act (GBAA) 2005 section 20 (2) requires each Ministry to establish a Budget Committee which has responsibility for budget planning. Section 23 (b) of the GBAA requires the adoption of a Medium Term Expenditure Framework (MTEF) process for budget planning, which entails each Ministry developing a strategic plan. Prior to this law, budget planning was the sole remit of the Permanent Secretary, who rubber-stamped the MOF's Budget Circulars.
- 8.168 The MFMR was reported by the MOF Budget Bureau as having produced one of the better strategic plans, and has readily adopted the MTEF process with support from the MOF Budget Bureau.
- 8.169 The problem area for the Ministry is that of research funding, as outlined in sections 8.83 to 8.88. The MFMR's perception is that the MOF does not understand the importance of this fisheries' management pillar, and therefore applies financial pressure to the Ministry in this vital area. The MFR team's discussion with the MOF corroborated this perception.
- 8.170 In addition, research generally is part of the tertiary education budget. The MOF questions the MFMR's case for a research budget line as it expects funding for this research to be directed through the Ministry of Education, Science, and Technology (MEST) budget for tertiary education?
- 8.171 Fisheries research must be demand led, and therefore its focus has to be determined by the Ministry as the statutory body regulating and managing the living aquatic resources. It is inappropriate for the MEST or the MOF to direct research for the fisheries, as they do not have the technical expertise to do so. Similarly, although IMBO has the capacity and expertise to *do* fisheries research,

it is *not* the appropriate body to commission it because statutory responsibility for the fisheries lies with the Ministry.

- 8.172 The reasons for contracting research to IMBO rather than having an in-house RI have been outlined in section 8.79.
- 8.173 The Ministry should show clear justification of the crucial importance of fisheries research within the MTEF context, linking this specifically to the Government's Poverty Reduction Strategy. **We recommend** that a strong case is made to the MOF for a specific 'research' budget line within the MFMR budget, as recommended by the FSR 2000 and adopted by the MOF.
- 8.174 A change of title for this budget line may clarify the rationale and support the MFMR's case to the MOF. Alternatives are; 'Fisheries Management Research', 'Fisheries Management Information Acquisition', 'Management Pillar 2 – Evidence for Policy' (this would have to go with 'Management Pillar 1 - MCS'), 'Management Data Acquisition', 'Data Acquisition for Economic/Sustainable Yield Assessment' for example. Redefinition of this core aspect of fisheries management in the budget presentation removes any academic connotation of 'research' and replaces it with something that is self-evidently essential. A redefinition may not be necessary if the MOF accepts the Ministry's justification in the MTEF submission.
- 8.175 **We recommend** that the Ministry consider and decide on the best descriptive term for this core requirement in the budget presentation.
- 8.176 Secretarial services were observed by the review team to be efficient.

STRUCTURES

- 8.177 In common with all central Ministries in SL, the MMR has both professional and administrative heads. This arrangement has the serious drawback that only the political head – the Minister – of any Ministry can be held responsible for the failure of the administration in delivering government policy. This is one of the reasons behind the politicisation of Ministries and civil service positions in Sierra Leone, a phenomenon that militates against good public administration. The absence of single authority and therefore responsibility at the technical head of the Ministry also weakens efforts to address issues such as corruption and mismanagement.
- 8.178 **We recommend** that a senior executive heads the Ministry, unifying professional and administrative functions in one post of Director General. The professional and administrative directors report directly to the Director General.
- 8.179 The current structure of the Ministry (Appendix E) does not provide any capacity in key functional areas other than management of the marine fishery and the support functions.
- 8.180 The inland fisheries (artisanal and aquaculture) are not sufficiently resourced. Effective management of the inland fisheries requires a variety of functions outlined in Appendix G.

- 8.181 **We recommend** that the Ministry is strengthened by the addition of an Inland Fisheries Department, headed by a Director of Inland Fisheries who reports to the Director General. **We do not recommend** at this stage any defined structure to field offices – this should be done in consultation with the new Inland Fisheries Department.
- 8.182 Despite the Ministry's relatively strong performance in policy there is an absence of appropriate structures to carry out the economic aspect of fisheries management.
- 8.183 **We recommend** that a further department is created – the Policy Development Department, headed by a Director of Policy Development who reports to the Director General.
- 8.184 The MFMR has no Internal Audit. This is surprising considering that the Ministry is a budgetary agency and revenue generating arm of government. **We recommend** that an Internal Audit function is created, reporting directly to the Director General as the Chief Accounting Officer in compliance with GBAA 2005 Section 6(5)⁴.

STAFFING

- 8.185 The MFMR is under staffed. Their own assessment is that they need a further seven qualified FOs to fulfil their existing obligations in the marine fisheries. The MFR team concurs with this assessment.
- 8.186 Taking into account the extra necessary functions identified by the review (outlined in Appendix G) and the recommendation to create two new departments dealing with Inland Fisheries management and Policy Development, this requirement will be greater.
- 8.187 **We recommend** that the Ministry, together with the ESO/HRMO, prepare a manpower plan to determine the requirements for recruitment of the new structure of the Ministry as proposed in sections 8.194 to 8.203 (and Appendix F).
- 8.188 Human Resource Development (HRD) and HR Management will become an important function for the MFMR. The sister HRMO project aims to develop a more modern and efficient approach to personnel/human resource management for the civil service as a whole. The recommendations this project makes will cover wider aspects of HR management than are currently dealt with by the Personnel Office, which is unlikely to have the capacity to encompass its broader role.
- 8.189 There are immediate steps to be taken by the MFMR in addressing issues such as overdue retirement, long overdue promotions, anomalous recruitment procedures, and immediate staff requirements
- 8.190 **We recommend** that following on from the development of a modern HRMO from the ESO, the Ministry works with the HRMO to redefine its personnel function and set up a Human Resources Management and Development Unit

⁴ The Government Budgeting and Accountability Act 2005

(HRMDU). This should be the locus for the human resource planning outlined in the preceding recommendations.

- 8.191 **We recommend** that the ESO/HRMO assist the Ministry to develop modernised schemes of service.
- 8.192 **We recommend** that the ESO/HRMO assist the Ministry to develop updated schedules of duties to cover mid and junior levels as well as the senior tier.
- 8.193 To clean its personnel base, the MFMR should apply a general rule to retire all staff over the age of 60. **We so recommend**
- 8.194 Staff gaps in new functional areas. A particular and immediate area for concern is that of recruiting fisheries economists for the development of fisheries management plans. IMBO has been mainly involved with ecological studies, together with some livelihoods studies of the marine artisanal sector. IMBO could be capacitated to produce fisheries economists in the medium term. Until this is done, there is a short term gap in this crucial area.
- 8.195 **We recommend** that the Ministry request donor support in providing medium/long term technical assistance in fisheries economics.
- 8.196 Fisheries Observers are employed directly by the MFMR. However some (referred to as Voluntary Service Observers) occupy an anomalous position in the Ministry, being largely political appointees outside the public service. Recruitment criteria applied to inservice personel are lacking, and there are no formal guidelines for assessing their performance.
- 8.197 These officers are the backbone of the Ministry's observation, inspectorate and monitoring function They are also working in hazardous conditions at sea without insurance (being reliant on their sponsor for any compensation) often for very extended periods (three or even four months).
- 8.198 **We recommend** that these Fisheries Observers employed outside of the Ministry commonly referred to as VSOs are formalised into the Marine Fisheries Department and onto the MFMR payroll with application of the current schemes of service and recruitment criteria.**We further recommend** that the the role and status of Observers as distinct from Inspectors be defined and adhered to as required by the FMDA 1994.
- 8.199 Bonus Payment. The Ministry performed well in doubling the target set by Government for revenue collection. Non-payment of the promised incentive bonus is unethical, de-motivating, and damaging to morale and effort.
- 8.200 **We strongly recommend** that MOF pay the overdue incentive bonus to the staff of the Ministry.
- 8.201 Training Whilst the training situation in the Ministry is better than in many MDAs, it is still in need of improvement to ensure proper management of fisheries and fully realise the revenue potential of the living marine resource.

- 8.202 **We recommend** that the Administration's HRMDU together with the professional wing and the ESO/HRMO assess training needs in the divisions, plan immediate and short term training programmes, and develop medium and longer term programmes of continuous professional development (CPD).
- 8.203 The FSR 2000 identified a need for senior staff of the Ministry to be exposed to progressive fisheries administration and management methods, specifically suggesting study tours to Namibia and South Africa (demersal trawling and 'newcomer' investment policies), Mozambique (shrimp fishery management), Tanzania (small-scale fishery participatory processes) and Ghana (sanitary certification) as well as Vessel Monitoring Systems (VMS) in Ghana and South Africa. While there has been some exposure to international best practice through FAO and other workshops, these study tours have been beyond the resources of the Ministry. Best-case examples of effective aquaculture and freshwater fisheries management should be added to this list.
- 8.204 **We recommend** that the Ministry seek donor support in planning and carrying out these study tours.
- 8.205 There is a serious problem regarding the training for FOs and for future FIs (VSOs). Training is uncertified and informal, but these officers are dealing with serious matters involving health, safety, and legal compliance. They have powers of arrest under the Act section 63.
- 8.206 Anyone charged by the Government to implement the law (such as FOs and FIs/VSOs) should be aware of the law, qualified by the Government, and properly certified. Without a definition of competence within the law, Government officers cannot be examined, trained properly or certified, and the industry cannot be properly regulated. This situation cannot be addressed within Sierra Leone until the law and regulations are amended, and the institutions that can carry out certified training are developed.
- 8.207 **However, as a medium term measure, we recommend** that once the law and regulations are amended, FOs and FIs are trained abroad, on certified short courses that meet the GOSL's competency requirements as defined in the expanded law and until such time as training can be delivered in country.

EQUIPMENT

- 8.208 To effectively manage and regulate the marine and freshwater fisheries the Ministry not only needs the human resources and capacity to carry out its functions, but also adequate equipment and physical resources. The long term MCSE objective of the Ministry and of the JMA is that the Ministry's MCSE Unit is fully functional. This means that it needs an appropriate vessel and gear. The vessel needs to combine economical operating costs with range and power. The Ministry also needs additional vehicles to those tied to the AFDEP programme for managing the inland fishery. This will include motorbikes for inland and coastal FOs.
- 8.209 Fulfilling this equipment requirement will be expensive, especially with regard to the vessel, but is absolutely necessary for the ministry to effectively carry out its mandated functions. **We recommend** that the Ministry seek technical assistance

in analysing and determining its precise equipment requirements, and that the Government seek part assistance in meeting the costs of vital equipment.

- 8.210 As part of the MFR process, the Ministry has access to a small fund administered by the GRS - the Essential Equipment Fund. After extensive consultation with the professional and administrative wings, it was decided that the work of the shipboard observer unit should be supported.
- 8.211 Radio equipment in the Ministry is old and prone to breakdowns. VSOs (proposed to become integrated into the service as FIs) are also using either old equipment or having to rely on vessel communication – clearly a less than satisfactory arrangement. In addition, onboard observers are reliant on skippers for position coordinates.
- 8.212 **We recommend** that the GRS Essential Equipment Fund is used to provide an integrated Communication System for the observers, comprising Charts, radio transceivers, power supply, handsets, repair kit, and GIS positioning hand sets. A full list is given in Appendix D. Purchase of this equipment will still have value, even after (if) introducing ‘Blue Box’ satellite-tracking technology, through commercial MCS or by the Ministry itself at a later stage.

ACCOMMODATION

- 8.213 The Ministry urgently needs a permanent home. The Ministry has been in temporary accommodation for eight years since the rebels burned down their building in Kissy. This not only affects morale and institutional culture, but prevents the introduction of management systems and physical facilities such as records management.
- 8.214 There is an existing site for the Ministry at Kissy, together with architectural drawings that have been approved by the Government architect. However, it would also be possible to locate the Ministry centrally in Youyi Buildings, given that the Ministry of Mineral Resources will relocate to Brookfields. This would have the advantage of easy access to collaborating MDAs such as those comprising the JMA, the MOF and NRA, Ministry of Trade, IMBO and so on.
- 8.215 **We recommend** that the Ministry is given space centrally, preferably in Youyi buildings, as a matter of priority. **We further recommend** that the plans in existence for the Kissy site are modified to provide suitable accommodation and a base for the Ministry’s MCSE unit, together with a jetty for the MCSE vessel(s).

COMMUNICATION WITH STAKEHOLDERS

- 8.216 The Ministry has a wide range of stakeholders in the public, private, and third sectors who in the main share a common recognition of the need for sustainable exploitation of the living marine resource.
- 8.217 These stakeholders include:-
- International and regional fisheries organisations and the national agencies/ministries that constitute them (CECAF and the SRFC)

- The 12 other ministries and agencies making up the JMA, with special reference to the Navy
 - IMBO
 - The industrial private sector
 - Artisanal fishermen's groups
 - Industrial and small scale fish processors and marketers
 - The Local Councils
 - Farmers, fishfarmers, and business people engaged in the inland fishery
 - The Petroleum Unit of the Office of the President
 - Local and international civil society organisations for example the Civil Society Movement and Friends of the Earth Sierra Leone.
- 8.218 The MFR team together with the Democratic Governance Advisor from the GRS observed that relations with international actors, other government agencies, the private sector, some local fishermen's organisations and traditional rulers were strong, with good communication and information flows.
- 8.219 An exception is the Petroleum Unit which was reported by the Ministry and IMBO as avoiding contact except where they require MFMR assistance in preventing clashes between hydrographic survey and fishing vessels. The Ministry has made a number of attempts at creating better communication, with an interest in having an involvement in decisions of exploration and production of petroleum to safeguard the marine environment.
- 8.220 The FSR 2000 criticised the MFMR (then the Department of Fisheries and Marine Resources) for poor relations with civil society stakeholders, and the Ministry has since made efforts to improve this situation with a view to achieving community management of the artisanal fishery.
- 8.221 This is a key issue because while there are problems of industrial fishermen poaching within the IEZ at night, and unlicensed vessels poaching in the EEZ, destructive artisanal fishing practices affect both local and industrial fishermen through destroying breeding stocks.
- 8.222 The MFR team and the GRS Democratic Governance Advisor observed that the Ministry had made efforts in consulting and including direct artisanal groups such as marketing cooperatives set up under the AFDEP programme and the Sierra Leone Artisanal Fishermen's Union (SLAFU). As a result, SLAFU has supported the Ministry in trying to stamp out destructive fishing practices. Success has been partial as a splinter union, the Sierra Leone Amalgamated Artisanal Fishermen's Union (SLAAFU), will not support cessation of illegal practices unless its members are compensated for giving up fine mesh nets. This is in direct contrast to equally poor fishermen who have remained with SLAFU and who have given up their illegal fine mesh nets.
- 8.223 Discussions with civil society groups revealed that the Ministry needs to do more in its engagement with them. Specifically, the Democratic Governance Advisor identified a need for the Ministry to give policy information to stakeholders, engage them in the policy process, improve information flow to local councils, and build more awareness among local groups.

- 8.224 The Ministry needs to “open up” communications by making information readily available to the public to promote transparency and accountability.
- 8.225 In this regard, **we recommend** that the Ministry sets up a Public Information Unit (PIU) with functions which extend beyond traditional Public Relations.
- 8.226 This unit should have responsibility to generate, maintain and disseminate information on the Ministry’s policies and activities to the public. Specifically, the unit’s functions should include:
- Compiling a dossier of all of the Ministry’s policies
 - Compiling documentation on the Ministry’s activities
 - Maintaining a Resource Centre with copies of policies and documentation on the Ministry’s activities
 - Maintaining a data base of information on the Ministry
 - Disseminating the Ministry’s policies and information on its activities using various media
 - Facilitating access for the public to key decision makers in the Ministry for clarifications on issues of public interest
 - Collating public feedback on the Ministry’s policies and activities and presenting such feedback to key decision makers in the Ministry
 - Facilitating discussion fora on issues between the Ministry and stakeholders to address concerns of those whose livelihoods are affected by the policies of the Ministry, e.g. the Fishermen’s Unions and Fishing Cooperatives.
- 8.227 The Ministry should strengthen its partnership with civil society. This will require the Ministry to inspire the confidence of civil society organizations by addressing its alleged politicisation in dealing with its clients such as the various Fishermen’s Unions.
- 8.228 Additionally, **we recommend** that the Ministry scale up the strengthening of the capacity of its clients especially the Fishing Cooperatives and the Fishermen’s Unions. This may require collaboration with other MDAs. For example in the case of the Fishermen’s Unions it will be necessary to collaborate with the Ministry of Labour.
- 8.229 This has benefits for both the Ministry which stands to benefit from an enlightened clientele and the civil society groups which will become more skilled in engaging with the Ministry on behalf of their membership. In order to both strengthen its relationship with stakeholders, and improve the quality and breadth of independent advice to the Ministry’s leadership, it is advisable in the opinion of the MFR team to broaden and reflect a more balanced composition to the STC.
- 8.230 At present, while there are academic, private sector, and one independent representative on the STC, its composition is heavily weighted to the administration. Four of the eight representatives are from the administration, including two who although representing other interests are retired MFMR employees, There are no representatives from civil society.
- 8.231 **We recommend** that at the earliest opportunity (re-election of the committee) the composition of STC be restructured to ensure that there is a balance between

MFMR and representation of the interests of external stakeholders, whilst ensuring the committee size is limited. This should include representation of a relevant civil society organisation, expertise in livelihoods/social development matters as well as economic and industrial issues. The need for the interests of the environment and as discussed earlier in this report issues in respect of non-living resources geological should also be considered. The make-up and size of the committee may be best addressed through substantive members and have options for co-opted 'advisors' when required.

- 8.232 We recommend that the composition of the STC should reflect two from the administration, two from research/academic backgrounds, one from the private sector, two independent members with economic and livelihoods expertise, and one civil society representative with addition of member for environment and . co-opted members for other technical aspects. This composition will give a broader technical expertise and balance of internal and external interests to the STC.
- 8.233 **We further recommend** that the Ministry incorporate civil society representatives into the membership of the Fisheries Management Board and the proposed Appeals Committee.

WIDER ISSUES

- 8.234 Realising the potentially large revenue of the industrial marine fishery depends on effective MCS, infrastructure, and access to the EU market which entails sanitary certification.
- 8.235 The issue of MCS is a core function of the Ministry dealt with in section 8.100 and following.
- 8.236 Infrastructure and sanitary certification are wider issues outside the direct remit of the Ministry. These two factors will enable the GOSL to bring the fishing industry 'onshore' in the technical sense of capturing the economic activity of the fishery for the government (not actually landing fish in Sierra Leone). This will vastly increase revenues for the government.
- 8.237 At present the Government of Sierra Leone does not realise the full economic benefit of the industrial marine fishery because:-
- Industrial fishing is under agency agreements in which payments to local agents is in low grade fish
 - License fees are in order of two per cent of the estimated market value of catches
 - Fish sales, vessel supplies, expatriate crew salary payments, and vessel repair all take place offshore
- 8.238 Infrastructure: At present there are no facilities for fishing vessels to refuel, take on victuals, be maintained, or land and cold store fish in Sierra Leone. Vessels sail to Dakar or Las Palmas for supplies, fuel, and maintenance. Fish is processed offshore on factory ships or onshore via offloading to support canoes, frozen and exported regionally as 'African Mixed Fish' or illegally into the EU market via Las Palmas (FSR Review 2000, pers. comm.).

- 8.239 Developing a fishing harbour complex would bring economic activity from the fishing fleets into the country, create employment, and enable high value luxury fish to be cold stored and exported by air to Western and Asian markets.
- 8.240 At the recent Consultative Group meeting between the donors and the GOSL in November 2005, a proposal was put for the development of a Fishing Harbour. The total cost of this is \$64 million, with 10 per cent each being funded by the GOSL and the donor, and 80 per cent by the private sector.
- 8.241 **We recommend** that the GOSL seek bilateral assistance and private sector investment to fund this \$64 million infrastructure development as a priority.
- 8.242 However, the private sector is cautious of making very large scale investments in Sierra Leone given the fact that it is only just emerging from a post-conflict condition.
- 8.243 **We therefore recommend** that the Ministry and relevant MDAs prepare more modest funding proposals, with phased development planned over time to build up to the full development. **We further recommend** that the Ministry seek technical assistance to develop this phased plan.
- 8.244 As a short term measure, the WB fisheries consultant advised the MFR team that three floating pontoons each long enough for a carrier vessel or three to four trawlers would enable faster offloading of fish to shore-based processors. Pontoons might also be useful in providing mooring facilities for the three Navy cutters being donated by the United States. In addition, pontoons will be immediately useful given the fact that the development of a fishing harbour will be a medium term project.
- 8.245 **We recommend** that the Ministry and the GOSL seek bilateral assistance in funding four or five pontoons as an immediate priority, three being for fishing vessels and one or two for the Navy's new cutters.
- 8.246 Sanitary certification: Access to the EU market is seen by the Ministry as a fundamental prerequisite to development of the fishery sector. Creation of a Competent Authority that would enable Sierra Leone to achieve sanitary certification for export of fish to the EU was a key recommendation of the FSR 2000 and the subject of a subsidiary report (Annex II) to the review. The FSR recommended using the Sierra Leone Standards Bureau as the certifying authority.
- 8.247 The current and planned EU support to the fisheries sector (which utilised the draft FSR 2000) is developing a Competent Authority based in the Ministry of Health and Sanitation (MOHS). The rationale for this focus is twofold. Firstly, the MOHS has good technical expertise in dealing with meat for export, and this expertise is easily transferable to fish exports. Secondly, clean water supply is important and the MOHS has a small environmental unit that can analyse this around the country. The Standards Bureau on the other hand is concerned with internal standards (for example to do with consumer protection), not for standards for export.

- 8.248 **Brussels requires a sole Competent Authority.** Therefore **we strongly recommend** that the Competent Authority for Fish Export be in the Ministry of Health and Sanitation.
- 8.249 Other wider issues: Setting TAC and TAE for species in the marine fisheries is a medium to longer term objective of the Ministry, as using this tool is dependent on there being effective MCSE and up to date research. However, the opinion of the MFR team is that forward planning for the administration of quotas could be started now, in the context of the proposed EU funding for stock assessments and expected strengthening of MCSE (see earlier sections on research and MCSE). Following the South African example, allocation of quotas should be removed from the political arena.
- 8.250 **We recommend** that the STC be responsible for allocating quotas.
- 8.251 The Ministry has a very clear remit from the Act, the Policy, and international codes and agreements in conserving the marine environment. The issue of the living and non-living marine resource, specifically in terms of oil exploration and its impact of the marine ecosystem, has already been analysed in Section 8.11 to Section 8.25.
- 8.252 However, the Government has recently formed a National Commission for the Environment and Forestry (NaCEF) with TA from a variety of UN agencies to deal with the broad remit of the environment across sectors. This will remove statutory responsibility for the environment from the Ministry of Lands and Housing.
- 8.253 NaCEF's focus is so far on the terrestrial environment, but theoretically will also encompass the marine and freshwater ecosystems. However, the commission is only just formed and at present has no statutory framework, no staff apart from the Commissioner, and no office or equipment being temporarily housed at Fourah Bay College and the FAO office. The exact role of NaCEF is at present unclear in terms of whether it will be an executive, implementing body (like the Anti-Corruption Commission) or an oversight body.
- 8.254 In the case of the Ministry, the MFR team caution against subsuming or relocating the Ministry's powers of enforcement and responsibility for environmental best practice in the fisheries. The Ministry as regulatory body should retain this role. This also applies to other MDAs such as the Ministry of Mineral Resources for environmental issues related to mining, and the Office of National Security relating to natural disaster preparedness and management. In the case of fisheries, the international dimension makes it problematic to relocate this responsibility.
- 8.255 **We therefore recommend** that the Ministry retains responsibility for the marine and aquatic environment (see also section 8.16 and following with reference to the PEPA 2001).
- 8.256 We suggest that NaCEF should be an oversight body, with the role of ensuring the harmonisation of legislation in order to avoid clashes such as that between the PEPA 2001 and the Act, promoting environmental sustainability across sectors,

raising awareness of environmental issues, and being an ultimate court in cases of environmental destruction.

9.0 IMPLEMENTATION PRIORITIES

Recommendations that can be implemented in the short term	Approx. timescale	Responsibility
Ministry is given space centrally, preferably in Youyi buildings, as a matter of priority. Rec. 66	Immediate – 3 months	Cabinet, MFMR
Maintenance of autonomy and independence of MFMR Rec.2	Immediate - ongoing	Cabinet
Inclusion of Ministry as a key decision-maker in any agencies of government involved in exploring for and exploiting non-living marine resources, and specifically in the Petroleum Unit of the Office of the Vice President Rec.3	Immediate	Cabinet, OP/OVP
Establish a framework for consultation between ministries, departments, agencies (MDAs) and other stakeholders to deal with environmental issues relating to offshore oil and mineral exploration and exploitation. Rec.4	Immediate – 3 months	Cabinet, MFMR, Petroleum Unit, NaCEF Donor technical support (WB, DFID, EU, UN agencies)
Redefinition of Ministry's mandate to focus only on the living marine and inland aquatic resource once the above framework is established and the MFMR is formally included in decisions relating to exploitation of the non-living marine resource and protection of the eco-system Rec.5	3 months (contingent on Rec. 3 and Rec. 4 being implemented)	Cabinet, MFMR
MFMR renamed the Ministry of Fisheries and Aquaculture (MFA) in line with the recommended focus on living marine resource. Rec. 6	3 months (contingent on when Rec. 3 and Rec. 4 implemented)	Cabinet, MFMR
Title of the Minister changed to be in line with his/her Ministry's mandate to become the Minister of Fisheries and Aquaculture Rec.7	3 months (contingent on when Rec. 3 and Rec. 4 implemented)	Cabinet, MFMR
Share of powers between Minister and Director is maintained in any future amendment of the Act, or in any subsequent act relating to the fisheries sector. Rec.8	Ongoing	Cabinet
SLMAA is brought into line with the Act, and that authority and responsibility for issuing fishing licenses is clearly located	0 – 3 months	Cabinet, LRC,

with the MFMR Rec.12		
The PEPA 2001 is amended to remove the conflicting remit of control over fishing in exploration areas from the Petroleum Unit. The PEPA 2001 is amended to state the authority of the MFMR in this matter, but mandates communication and coordination between the PU and the MFMR. Recs.13 and 14	0 – 3 months	Cabinet
Immediate communication and dialogue is established with the Ministry of Trade and Industry in order to ensure that the requirements of fisheries investors and the objectives of the Policy are built in to the sector-specific guidelines for attracting external investment Rec.21	Immediate, see also Rec. 20 below	MFMR, MTI
MOU between the Ministry and IMBO be agreed and signed Rec.24	Immediate	MFMR, IMBO
Ministry is given the mandate to enter into contractual arrangements for short term MCS with a suitable operator. Technical assistance is sought by the Ministry in conjunction with the Navy in assessing precise needs and developing Terms of Reference (TORs) for potential contractors in order to build the capacity of the Navy and develop the ministry's MCSE Unit Rec.28, 29 and 34	Immediate – 3 months	Cabinet, MFMR, Navy. (collaboration with JMA) Donor support
MCS fee paid by vessel owners and skippers is paid into a separate, dedicated bank account that is set up specifically for this purpose. Observers should then be paid out of this common pool Rec. 31	Immediate	MFMR
Implementing procedural matters referring to vessel logbooks Recs. 32 and 33	Immediate – 3 months	MFMR
In consultation with the RMT the Administration develop procedures and guidelines that can be implemented immediately, including staff training, prior to moving to new accommodation. Rec. 42	Immediate – 3 months	MFMR, GRS (RMT)
The Ministry consider and decide on the best descriptive term for core research requirement in the budget presentation. The Ministry should provide clear justification of the crucial importance of fisheries research within the MTEF context, and link	Immediate – 3 months	MFMR, MOF (Budget Bureau)

this specifically to the Government's Poverty Reduction Strategy through the MTEF Objectives. Rec. 47		
The membership of the STC should be restructured to give and more balanced representation of Ministry and external stakeholder interests (both substantive members and co-opted members) to provide for example a civil society organisation and independent expertise in livelihoods/social development matters, environmental and geological issues. Rec.70	Immediate at the next opportunity for re-membership	MFMR, STC, Civil Society group (relevant) Support from ENCISS
Ministry incorporate civil society representatives into the membership of the Fisheries Management Board and the proposed Appeals Committee Rec. 71	Immediate for FMB Immediate on formation of Appeals Committee	MFMR, FMB, STC Support from ENCISS
Competent Authority for Fish Export be the Ministry of Health and Sanitation. Rec.76	Immediate	Cabinet, MHS, MFMR EU
We recommend that the Ministry retains responsibility for the marine and aquatic environment (<i>with ref to NaCEF</i>) Rec.78	Immediate and ongoing	Cabinet, MFMR, NaCEF
Recommendations that have a High Priority but require organisation and planning	Approx. timescale	Responsibility
Baseline survey of the country's maritime boundaries, and that the ensuing geographic coordinates and charts are lodged with the Secretary General of the United Nations as required by the Law of the Sea Convention Rec.1	0 – 6 months	Cabinet, JMA, Donor support and funding
Policy is adapted and made more detailed. Recs. 15, 19	3 – 6 months	MFMR /Donor technical support
Act remains the basis for management of the fisheries but is amended to incorporate MFR and Fisheries Sector Review (FSR) 2000 recommendations, and incorporate Policy objectives. Recs. 9, 10, 11, 16,17, 19	3– 6 months	MFMR, Law Reform Commission Donor technical support
Regulations be reviewed and amended to cover these areas (aquaculture, freshwater and recreational fisheries, health, safety, and the environment). Rec.18, 19	3 – 6 months	MFMR Donor technical support

Ministry seek external technical assistance (TA) to assess fiscal incentives with appropriate controls to attract investors, including overseas investors, into the fisheries sector and to develop a comprehensive Fisheries Investment Code Rec. 20	3 – 6 months	MFMR, MTI Donor technical support
Re-review of fisheries sector Rec. 22	3 – 6 months	MFMR, Donors
IMBO are contracted by the Ministry to carry out research and assessment of whether poverty reduction and social development targets as laid out in the Fisheries Policy are being met. Rec. 39	3 – 6 months	MFMR, IMBO
Preparation of a fisheries sector funding proposal to gain international or bilateral support for the Ministry and its partner MDAs in achieving implementation of the recommendations made in this MFR and those that will arise from the re-review of the sector. Rec.23	3 – 6 months (contingent on re-review, and development of Fisheries Investment Code)	MFMR, Donors
Designing an appeals process and establishing (an) independent Appeals Committee. Rec.30	6 months	MFMR, stakeholders Donors
Ministry overhaul all aspects of their RM in line with the measures being introduced in the target IRMT Ministries once they have moved to permanent accommodation Rec.41	3 – 6 months	MFMR, GRS (RMT)
Ministry confirms with IMBO and the EU that all areas are being addressed in stock assessments, including inland fisheries, and give clear guidelines to IMBO. Rec.25	3 – 6 months (timing dependent on EU TA for IMBO)	MFMR, IMBO, EU
Technical assistance in fisheries economics to assist in preparing fisheries management plans. Recs.26 and 40	3 – 6 months	MFMR, Donors (IMBO)
Development of inland fishery and aquaculture Recs. 35,36,37, and 38	6 months	MFMR, IMBO, Donors
Integration and harmonisation of the different automated and paper-based RM systems once the Ministry is housed in permanent accommodation Rec.44	6 months	MFMR, GRS (RMT)
Contracting-out policy for IT support adopted, and clear guidelines are developed and complied with to ensure acceptable	6 months	MFMR

payment schedules. Rec. 45		
Ministry sets up a Public Information Unit (PIU) with functions which are slightly different from the traditional Public Relations. Rec. 68	3 – 6 months	MFMR, ESO
Ministry scale up the strengthening of the capacity of its clients especially the Fishing Cooperatives and the Fishermen's Unions Rec. 69	6 – 12 months	MFMR, MLIR, other MDAs
STC be responsible for allocating (<i>TAC and TAE</i>) quotas. Rec. 77	Contingent on Fisheries Management Plans	MFMR, STC
Recommendations relating to Human Resource Management and development issues	Approx. timescale	Responsibility
Administration work with the HRMO to develop effective HRMD strategies and processes. Rec.52	Immediate	HRMO, GRS
The Ministry together with the HRMO prepare a manpower plan for recruitment in the context of the new structure of the Ministry as proposed in Appendix F. Rec. 53	0 – 3 months	MFMR, HRMO
Administration works with the HRMO to redefine its personnel function and set up a Human Resources Management and Development Unit (HRMDU). Rec.54	0 – 3 months	MFMR, HRMO
HRMO assist the Ministry to develop modernised schemes of service Rec.55	Immediate	MFMR, HRMO
HRMO assist the Ministry to develop updated schedules of duties to cover mid and junior levels as well as the senior tier Rec.56	Immediate	MFMR, HRMO
MFMR should apply a general rule to retire all staff over the age of 60. Rec.57	Immediate	
'VSOs' are institutionalised into the Marine Fisheries Department with application of the current schemes of service and appropriate recruitment criteria to appoint suitable candidates to the positions of Fisheries Observers. Rec 58	3 – 6 months	MFMR, HRMO
The Ministry ensures that the differing role and status of Observers and Fisheries Inspectors be clearly defined and maintained as provide for in the FMAA 1994. Rec. 59	Immediate	MFMR, HRMO

MOF pay the overdue bonus to the Ministry. Rec.60	3 – 6 months	MFMR, MOF
Administration's HRMDU together with the professional wing and the HRMO assess training needs in the divisions, plan immediate and short term training programmes, and develop medium and longer term programmes of continuous professional development (CPD). Rec.61	6 – 12 months	HRMDU, HRMO
Once the law and regulations are amended, FOs and FIs are trained abroad, on certified short courses that meet the GOSL's competency requirements as defined in the expanded law and until such time as training can be delivered in country. Rec. 63	12 months	MFMR
Recommendations relating to material resources and external inputs	Approx. timescale	Responsibility
MFMR is sufficiently resourced in terms of computer and peripheral equipment, and that staff are adequately trained, to improve the functioning of the ATFISH and other present and future systems Rec. 43	3 – 6 months	MFMR, GRS (RMT)
Ministry seek technical assistance in analysing and determining its precise equipment requirements, and that the Government seek part assistance in meeting the costs of vital equipment Rec.64	3 – 6 months	MFMR, Donors
GRS Essential Equipment Fund is used to provide an integrated Communication System for the observers, comprising charts, radio transceivers, power supply, handsets, repair kit, and GIS positioning hand sets. Rec.65	3 – 6 months	MFMR, GRS
Plans in existence for the Kissy site are modified to provide suitable accommodation and a base for the Ministry's MCSE unit, together with a jetty for the MCSE vessel(s). Rec. 67	3 – 6 months	MFMR
GOSL seek bilateral assistance and private sector investment to fund this \$64 million infrastructure development (<i>fishing harbour</i>) as a priority. Rec.72	Immediate	MFMR, MFA, MODEP Donors
Ministry and relevant MDAs (<i>also</i>) prepare more modest funding proposals (<i>for fishing</i>	Immediate	MFMR, MOF, MODEP, (MFA)

<p><i>harbour development</i>), with phased development planned over time to build up to the full development. TA required.</p> <p>Recs. 73 and 74</p>		Donors
<p>Ministry and the GOSL seek bilateral assistance in funding four or five pontoons as an immediate priority three being for fishing vessels and one or two for the Navy's new cutters</p> <p>Rec. 75</p>	6 – 12 months	MFMR, MOF, MODEP, (MFA) Donors
<p>Ministry seek donor support in planning and carrying out study tours (<i>of best practice in progressive fisheries administration and management methods, specifically suggesting study tours to Namibia and South Africa (demersal trawling and 'newcomer' investment policies), Mozambique (shrimp fishery management), Tanzania (small-scale fishery participatory processes) and Ghana (sanitary certification). and Vessel Monitoring Systems (VMS) in Ghana and South Africa</i></p> <p>Rec. 62</p>	12 months	MFMR Donors

Intentionally blank

APPENDIX A

COPY OF QUESTIONNAIRE

FUNCTIONAL AND MANAGEMENT REVIEW OF
MINISTRIES
MANAGEMENT AND STRATEGY QUESTIONNAIRE

The purpose of this questionnaire is to determine the nature of the overall strategy and structure of the ministry / department/ division/ agency/ unit to enable the MFR team to identify key issues and determine the approach to further research and interview. Please complete all 10 questions and table 1 and 2 as far as you can. A member of the team will be pleased to assist with any difficulty.

MINISTRY:

.....

NAME OF POST HOLDER:

.....

DEPT/ DIV/ AGENCY/ UNIT:

.....

JOB TITLE:

.....

LOCATION:

.....

DATE: **TEL (MOB/ LAND):**.....

Please answer the following questions as comprehensively as possible. If there is insufficient space to answer fully any question, please record your name and relevant additional comments on page 4 or on a separate sheet of paper and attach it with you name and contact number.

SECTION A: FUNCTIONS/ STRUCTURE

1. Please list the main functions of the ministry/ department/ division/ agency/ unit for which you are responsible.

2. Are there agreed work plans to implement the functions/ activities of your ministry/ department/ division/ agency/ unit? **If not**, how is work organised, coordinated and monitored?

3. Please state any problem (s) encountered in carrying out these functions. What procedures/processes could be improved?

4. Does your ministry/ department/ division/ agency/ unit collaborate with other ministries/ departments/ divisions/ agencies/ units in the performance of functions? If **any**, please indicate.

SECTION B: ORGANISATION/ OPERATIONAL STRUCTURE

5. Please indicate the number of staff for whom you have managerial/ supervisory responsibility within the ministry/ department/ division/ agency/ unit. Do you have responsibility for staff elsewhere?

6. Are you in charge of any donor-supported programme? (**Yes / No**).
If **yes**, what are the programmes and outline the budget, purpose and your own or / department/ division/ agency/ unit role.

SECTION C: PERFORMANCE MANAGEMENT AND TRAINING

- 7a. Are staff provided with job descriptions? (**Yes / No**)

- b. Is a staff performance appraisal scheme in place and operating? (**Yes/No**)

8. Are training opportunities available for staff? (Yes / No)

If yes, what type and how frequent do they take place?

9. What skills and competencies are lacking in your ministry/ department/ division/ agency/ unit?

SECTION D: COMMUNICATION

10. What are the methods of communication between your ministry/ department/ division/ agency/ unit and the following:

- (i) **Staff:**
- (ii) **Departments:**
- (iii) **Provincial offices:**
- (iv) **Public:**
- (v) **Other MDAs:**

What difficulties arise in these communications?

Please complete Table 1 and 2 with any information you hold

Table 1. Please complete for staff under your command *(by grade)

NO. OF STAFF in min/ depT/ DIV agency/ unit	STATUS			NO. OF VACANCIES
	PERMANENT	TEMPORARY	CASUAL	

Table 2 Please fill in the following information on equipment in the table below:

AVAILABLE EQUIPMENT		STATUS (TICK APPROPRIATE)			Comment (NUMBER REQUIRED)
Type	Number	Good	Requiring service	Obsolete	

If there is any additional information which you would like to draw to the Review Team's attention please make a note here or discuss it with the Review Team directly during the research and interview phase.

ADDITIONAL COMMENTS

Thank you very much for your cooperation

APPENDIX B

List of People Consulted***Ministries, Departments and Agencies*****Ministry of Fisheries and Marine Resources****Administration**

Mr. Chernor Jalloh	Honourable Minister of Fisheries and Marine Resources
Mr. M. B. Alharazim	Ag. Permanent Secretary
Mr John Y. Fofanah	Deputy Secretary
Mrs.Ramatu Kamara	Ag. Deputy Secretary
Mr. M.B Gasama	Ag. Accountant
Mr. Francis B. Seilega	Staff Superintendent
Mr. Victor A. Kaigbanja	Radio Communication Officer
Mr. Michael A. Kamara	Observer (2 nd Grade Clerk)
Mr. Akimidiss K. Allie	2 nd Grade Clerk
Mr. Ansumana M Lukulay	2 nd Grade Clerk
Mrs Patricia A.Coker	2 nd Grade Clerk
Miss Henrietta Conteh	2 nd Grade Clerk
Miss. Annie Dunn	2 nd Grade Clerk
Mr. Michael B. Conteh	2 nd Grade Clerk Kissy Dockyard
Mrs. Olivette Kaikai	2 nd Grade Clerk Kissy Dockyard Office
Mrs. Ngardi Turay	2 nd Grade Clerk Kissy Dockyard Office
Mrs. Isatu Sankoh	3 rd Grade Clerk Kissy Dockyard Office
Mr. Eku Cummings	3 rd Grade Clerk Kissy Dockyard Office
Mr. Eric H.N. Brown	3 rd Grade Clerk Kissy Dockyard Office
Mr. Thomas Lansana	3 rd Grade Clerk (Account Clerk)
Mr. Augustin J Lahai	3 rd Grade Clerk (Account Clerk)
Mr. Augustine J.Lahun	3 rd Grade Clerk
Mr. Martin K. Koroma	1 st Grade Clerk
Mr. Donald P. Cleveland	Temp. Clerical Assistant
Miss.Virginia A. Conteh	Temp. Clerical Assistant
Miss. Emenca M Lewis	Temp. Clerical Assistant
Miss.Christaina Allswell	Clerk Typist
Mr. Amara Jabbie	Driver, Head Office.
Mr. Bundu Kalokoh	Driver, Kissy Dockyard Office
Mrs. Memunatu Conteh	W.S.E Lab – Hand, Kissy Dockyard Office
Mrs. Naomi Conteh	Daily Wage Lab – Hand Kissy Dockyard Office
Mrs.Edna Taylor	W.S.E Lab – Hand, Kissy Dockyard Office
Mr. Denise Harding	Daily Wage Asst Boat Builder, Kissy Dockyard Office
Mr. Michael Ngagba	W.S.E Boat Builder, Kissy Dockyard Office
Mr. Sorie Koroma	W.S.E Painter, Kissy Dockyard Office
Mr. Patrick George	T.C.A Storekeeper, Kissy Dockyard Office
Mr. Nabieu Samura	Daily Wage Enumerator, Kissy Dockyard Office
Mr. Abdul R.Bundu	Daily Wage Store Clerk, Kissy Dockyard Office
Mr. Dullah Sillah	Daily Wage Fisherman, Kissy Dockyard Office
Mr. Edward Matin	Messenger

Mr. Galba Williams
 Mr. Palin Bangura
 Mr. Aruna Sesay
 Mr. Amidu Kamara
 Mr. Francis Aderson
 Mr. Josia Harding
 Foday Conteh
 Mr. Moila S. Sesay

Messenger
 Messenger
 Office Messenger, Kissy Dockyard Office
 Daily Wage Cleaner, Kissy Dockyard Office
 Mechanic Marine, Kissy Dockyard Office
 W.S.E Mechanic, Kissy Dockyard Office
 Daily Wage Mechanic, Kissy Dockyard Office
 Labourer

Professionals

Mr. A.B.C. Jones
 Mr. Fouad M. Sheriff
 Mr. W.B. Gbondo
 Dr. M.B.D Sesay
 Mr. S.I.S Deen
 Mrs. Kadijatu Jalloh
 Alhaji Conteh
 Mr. Alfred L. Sesay
 Mr. Osman S. Kamara
 Mr. Mohamed B. Mansaray
 Mr. Richard A. Kakpindi
 Captain F.O. Charley
 Mr. Josephus Kamara
 Mr. Rhoderick Poter
 Mr. Martin Sesay
 Mr. Bai Bangura
 Mr. Thomas Coker
 Mr. Hassan Bundu
 Mr. Philip M. Kamara
 Mrs. Gladys F. Gbla
 Mr. Alusine Bundu
 Mr. Bassie Kanu
 Mr. Momoh Sesay
 Mr. Saidu Bangura
 Mr. Sorie Bia
 Mr. Abdul Kamara

Director of Fisheries
 Deputy Director of Fisheries
 Assistant Director
 Senior Fisheries Officer
 Senior Fisheries Officer
 Fisheries Officer
 Fisheries Officer/Statistician – Tombo
 Snr. Fisheries Assistant
 Fisheries Assistant
 Fisheries Assistant
 Fisheries Assistant G 1
 Acting Master Fisherman (Snr. Skipper)
 3rd Hand Officer (Mate)
 Fishery Hand
 Fisherman
 Fisherman
 Observer (Fisherman)
 Field Technician, MFMR Bo
 Enumerator, Makali
 Enumerator, Makali
 Enumerator, Makali
 Labourer, Makali
 Labourer, Makali
 Watchman, Makali
 Watchman, Makali
 Labourer, Makali

Voluntary Service Officers

Mr. Eric M. Conteh
 Mr. Peter S. Kanu
 Mr. Edmond J. Jaiah
 Mr. Yayah A. Sesay
 Mr. Abu Conteh
 Mr. Amadu Turay
 Mr. Senesie Kamara
 Mr. Michael G Johnson
 Mr. Khalilu Kamara

Observer
 Observer
 Observer
 Observer
 Observer
 Observer
 Observer
 Observer
 Observer

AFDEP Fishing Project

Mr. A.A. Bangura	Project Manager/Principal Fisheries Officer
Mrs. S.I. Jalloh	Group Formation and Training Specialist
Miss. Elizabeth Tucker	Accountant, AFDEP
Gbogbero Kabia	Group Formation and Training Specialist

Republic of Sierra Leone Armed Forces Maritime Wing

Captain M.B. Miller	Commanding Officer
Lt. Car S. Kanu	Commander Admin/Logistics
S/Lt. M.S. Sannoh	Senior Officer-3, Logistics
Lt(N) H.S. Conteh	Senior Officer-3, Operations

Office of National Security

Mr. J.P.J. Sandy	National Deputy Secretary
------------------	---------------------------

National Revenue Authority

Mr. Khalilu Foday	Collector, MFMR
-------------------	-----------------

Petroleum Unit

Mr. Chernor Wurie	Director, National Petroleum Unit
-------------------	-----------------------------------

National Commission for Environment and Forestry

Mr. Chris Squire	Commissioner
------------------	--------------

Civil Society**ENCISS Programme**

Mrs. Sybil Bailor	Organisational Development Adviser
Mrs. Jannete Eno	Programme Director
Mrs. Sao-Kpato Max-Kyne	PRS & Decentralisation Adviser
Miss. Monica S. Kamara	Executive Secretary

Friends of the Earth

Mr. Arthur Williams	Outreach Officer
Mr. Olantude Johnson	Executive Director
Miss Alice Wray	Member

Fishing Unions**Sierra Leone Artisanal Fishermen's Union**

Pa. Gbessey D. Kamara	President,
Pa. Ibrahim K. Kamara	Vice President
Mr. Abdul M. Kamara	Secretary
Ya-Almany N. Kanu	Women's Leader, Tombo
Pa. Amadu S. Kamara	Master Fisherman, Tombo
Mr. Wudie B. Koroma	Communications Officer, Tombo
Mr. James Koroma	Coordinator, Tombo
Mr. Samuel A. Bangura	Harbour Master, Tombo
Mrs. Amie Fullah	Organiser, Tombo

Mr. Osman Koroma	Boat Builder, Tombo
Pa. Alfred S.Turay	Supervisor, Tombo
Mr. Thomas F. Spencer	National Coordinator
Ya- Iye Koroma	Member, Tombo
Mr. Abu F. Kamara	Boat Builder, Tombo
Mr. Wusu Bangura	Boat Owner, Tombo
Mr. Saidu Kargbo	Boat Owner, Tombo
Mr. Alusine Fofanah	Boat Owner, Tombo
Mr. Papah Kamara	Fish Monger, Tombo
Pa. Almamy Bangura	Boat Owner, Tombo
Mr. Musa Kamara	Boat Builder, Tombo
Mr. Mohamed Kamara	Fisherman, Tombo
Pa. Sorie Sesay	Member, Tombo
Mr. Abdulai S.Kamara	Member, Tombo
Pa. Bando Kamara	Member, Tombo
Pa. Ibrahim Kargbo	Member, Tombo

Sierra Leone Amalgamated Artisanal Fishermen's Union

Mr. Philip K.Kamara	Ag. President
Mrs Caroline Fisher	Ag. Chairlady
Mr. Abu Bakaar Conteh	Acting Organising Secretary

AFDEP Fishing Cooperatives Societies (CS) and Cooperative Unions (CU)

Mr.Alfred Banya	President, Tombo Axis CU
Mr. J.W. Kaynie	Secretary, Tombo Axis CU
Mr. Minkailu H. Koroa	Secretary, Tawopeneh Fishing/ Agric Project
Ya-Alimany T. Kamara	Chairlady, Tombo Axis CU
Mr.Adikalie Rogers	Organising Secretary, Tombo Zone 1
Mr.Tommy King	Chairman, Perseverance CS
Mr. Morlai Sesay	Member, Robaka CS
Mr.Mohamed	Secretary, Tombo Patent Medicine Sellers Association
Mr. Lamin K. Kargbo	Secretary, Tamarenesu CS
Mr. Gibril M Kamara	Secretary, Orborsoh CS
Mr. Mohamed Stero	Secretary, Young Generation CS
Mr. Abass T. Koroma	Secretary, United Brothers CS
Mr. Dennis Hamity	Secretary, Ramkohnie.C.S
Mr. Mohamed S.Conteh	Chairman, Tamareneh C.S
Mr. Tommy S.Conteh	Chairman, Kotipema Women C.S
Mr. Ibrahim Jalloh	Chairman, Sayenoh C.S
Mrs. Alice Kamara	Chairlady, Big-Water Women C.S
Mrs. Mabinty Kargbo	Member, Big-Water Women C.S
Mrs. Alice Kanneh	Member, Big-Water Women C.S
Mrs. Katty Marrah	Chairlady, John Obey Women Cooperatives
Mrs.Tunde Sillah	Chairlady,Cape Swimming Women C.S
Mrs.Tunde Sillah	Chairlady,Tawiapeneh Mosei CS
Mrs Ramatu Bangura	Chairlady,Tawiapeneh Mosei Cooperative Society
Mrs. Amie Turay	Chairlady, Tawiapeneh Mosei Cooperative Society
Mrs. Digba Conteh	Chairlady, Kery Town Women Cooperative Society

Mrs. Victoria Lynch	Chairlady, Fadi Water Cooperative Society
Mrs. Mamy Abie	Chairlady, TtamugusuMosei, Cooperative Society
Mrs Hawa Turay	Thaithamigen, Cooperative Society
Mr. Alusine Koi	Chairman Elluathey, Cooperative Society
Mr. Amadu Wurie Bah	Chairman, Tombo Area Bakers
Mrs Amie Turay	Chairlady, Tawiapeneh Women Cooperative Union
Mrs. Digba Conteh	Chairlady, Kery Town Women Cooperative Union
Mrs Victorial Lynch	Fadi Water Women Cooperative Union
Mr.Abu Kanu	Secretary General, Beach Worker
Mr.Mamusu Kabia	Chairlady, Beach Workers Cooperative Union
Mrs.Kassama Kargbo	Member, Beach Workers Cooperative Union
Miss.Adama Conteh	Member, Beach Workers Cooperative Union
Pa Komrabai Sesay	Chairman, Bottom Mango Cooperative Union
Mr.Mohamed Bangura	Member, Bottom Mango Cooperative Union
Miss.Iye Kanu	Member, Bottom Mango Cooperative Union
Mrs.Memuna Kargbo	Treasurer ,Bottom Mango Cooperative Union
Miss. Kadiatu Kanu	Member, Bottom Mango Cooperative Union
Miss.Mumy Kamara	Organiser, Bottom Mango Cooperative Union
Mr.Mohamed.G. Koroma	Chairman, Tamemsu Fishing CU
Mrs.Aminata Dumbuya	Member, Tamemsu Fishing Cooperative Union
Miss.Anah Kargbo	Organising Secretary, Multi Purpose Cooperative
Mr.Issa Conteh	Financial Controller, Seaside Cooperative Union
Mr.Salieu Kudus	Harbour Master, Seaside Cooperative Union
Mr.Dula Sillah	Vice Chairman, Seaside Cooperative Union
Alhaji G. Fofanah	Secretary General, Seaside Cooperative Union
Mr. Alusine Turay	Secretary General, Quick Action CU
Mr. Lamin F. Mansaray	Chairman, Quick Action Cooperative Union
Mr. Mohamed Sesay	Financial Secretary, Quick Action CU
Mr. Abass Sesay	Member, Quick Action Cooperative Union
Mr.Mohamed Kamara	Asst. Secretary, Quick Action CU
Miss Hannah Sesay	Secretary Gen, Faith Vocational CU
Miss. Aminata Fofanah	Financial Secretary, Faith Vocational CU
Miss Isatu Fofanah	Treasurer, Faith Vocational CU
Mrs.Memunatu Conteh	Chairlady, Marine Staff CU
Mr. Aruna Sesay	Member, Marine Staff CU
Mrs. Marie Welse	Member, Marine Staff, Kapotaraneh CU
Mr. MohamedA Kamara	Asst. Secretary, Kapotaraneh CU
Mr. Ibrahim Koroma	Organising Sec., Kapotaraneh CU
Mr. Ibrahim Sesay	Member, Kapotaraneh CU
Mr.Martin Koroma	Chairman, Marine Suppliers CU
Mr. Jusu J Koroma	Auditor, Marine Suppliers CU
Mrs.Ngadi Turay	Credit Committee Chairlady, Marine Suppliers CU
Mr. Kodo K. Marah	Secretary Gen., Wan-word Multi Purpose CU
Mrs. Isatu Koroma	Member, Sorry For Me Multi Purpose CU
Mrs Yahumu Koroma	Member, Sorry For Me Multi Purpose CU
Mr.Alimamy Bangura	Member,Yamapor Petty Traders Union
Mr. Sorie Kamara	Member,Yamapor Petty Traders Union
Mrs.Marie Bundu	Member, Old Women Multi Purpose CU

Mrs. Fatmata Kamara
Mr. Alusine Conteh

Member, Old Women Multi Purpose CU
Member, Maritime Technician Multi Purpose CU
Chairman, Govt Wharf Fishermen CU
Vice Chairman, Govt Wharf Fishermen CU

Private Sector

Fishing Companies

Mr. Nat John
Mr.S.N. Iscandri

General Manager, Okekey Agency
Secretary, African Star Fishing Company Sierra Leone Ltd

Fish Farmers

Mrs. Millicent Conteh
Pa. Foday Tarawalie

Fish Farmer, Makali
Fish Farmer, Makali

International and Bilateral Organisations

Food and Agricultural Organization

Mr. Mohamed Farah

FAO Representative in Sierra Leone

Department for International Development (UK)

Ms. Charlotte Duncan
Mr Mark White

Governance Advisor
DFID Deputy Programme Manager

European Union

Mr Andreas Laggis

Head of Operations

World Bank

Mr Gert van Santen

Fisheries Consultant

Elected Representatives of Government

Parliamentary Committee for Fisheries and Marine Resources

Hon. Mr. Solomon Tua
Hon. Mr. T.P. Kaine
Hon. Mr. Sidie M. Tunis
Hon. Mr. E. S. Koroma
Mrs Z. F. Bouya-Kamara

MP
MP
MP
MP
Clerk of Committees

Local Government

Mr. S. B. Kanu
Mr.David J.B.Kobby
Mr. B.K. Mannah
Mr.Boima

Councillor, Western Area Rural District Council
Chairman, Bo District Council
Deputy Chairman, Bo District Council
Chairman, Budget Oversight Committee
Bo District Council

APPENDIX C LIST OF DOCUMENTS EXAMINED

1. The Fisheries (Management and Development) Decree, 1994
2. Sierra Leone Maritime Administration Act, 2000
3. The Government Budgeting and Accountability Act, 2005
4. The Petroleum Exploration and Production Act, 2001
5. The Investment Promotion Act, 2005
6. The Fisheries Regulations, 1995
7. Fisheries Policy of Sierra Leone, 2003
8. Code of Conduct for Responsible Fisheries, FAO, 1995
9. A Marine Fisheries Policy for South Africa, White Paper May 1997
10. Fisheries of Sierra Leone – Second Edition 2003, MFMR
11. Report on the Establishment of a Joint Maritime Authority in Sierra Leone: Inter Ministerial Committee, 2003
12. Support to the Development of Fisheries Sector Strategy in Sierra Leone-Draft Final Report, Project No.6 ACP SL 49, Mega Pesca, 2000
13. Sustainable Development of Aquaculture in Sierra Leone; Project Draft MFMR, 2005
14. Report on National Aquaculture Baseline Survey: Sheik I S Deen, MFMR 2005.
15. IMF Country Report No. 04/49
16. Briefing Paper on Joint UN Mission on the Proposed National Commission on Environment and Forestry in Sierra Leone, UNEP, UNHABITAT, 2005
17. Bottom of the Barrel – Africa's Oil Boom and the Poor, Garry, I, and Karl, T. L., Catholic Relief Services 2003
18. Extractive Industries and Sustainable Development: An Evaluation of World Bank Experience, World Bank 2003
19. Does Oil Hinder Democracy? Ross, M., World Politics Vol. 53, 2001
20. Robbers, Reefers and Ramasseurs: A Review of Selected Aspects of Fisheries MCS in Seven West African Countries, Sub-regional Fisheries Commission

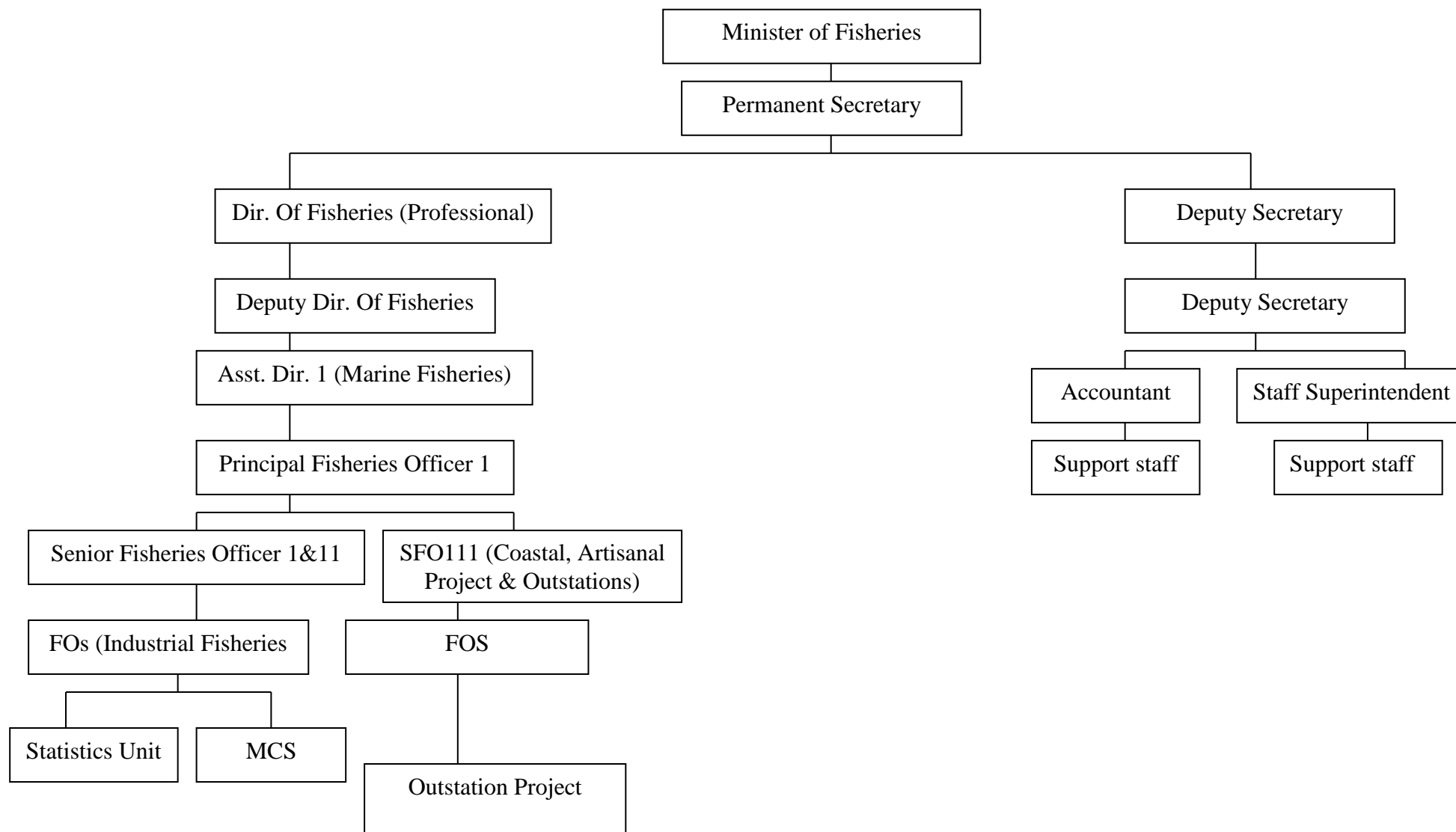
Advisory Service for Fisheries Monitoring, Control and Surveillance in West Africa project FAO/GCP/INT/722/LUX (AFR 013) version 2, FAO, 2002

21. Renforcement de la Cooperation Sous-Regional pour le Souivi, Controle, et Surveillance (SCS) des Peches dans la zone CSRP, European Union 2005 (in French)
22. Proposed Fishing Harbour Complex for Sierra Leone, Ministry of Fisheries and Marine Resources, 1995.
23. Financing Proposal, 8th EDF, Sustainable Rural Development, Environment, AIDCO/467/01- EN, European Commission 2001
24. Strengthening of Fisheries Products Health Conditions in Gambia, Ghana, Sierra Leone and Liberia, Secretariat of the ACP group of States Sierra Leone General Report (1st Quarter), Lamans Management Services S.A., 2005
25. Biodiversity Planning Support Programme, Biodiversity and Fisheries, Harvey B. UNEP/UNDP
26. Fisheries and Aquaculture Research Capabilities and Needs in Africa, World Bank 1991

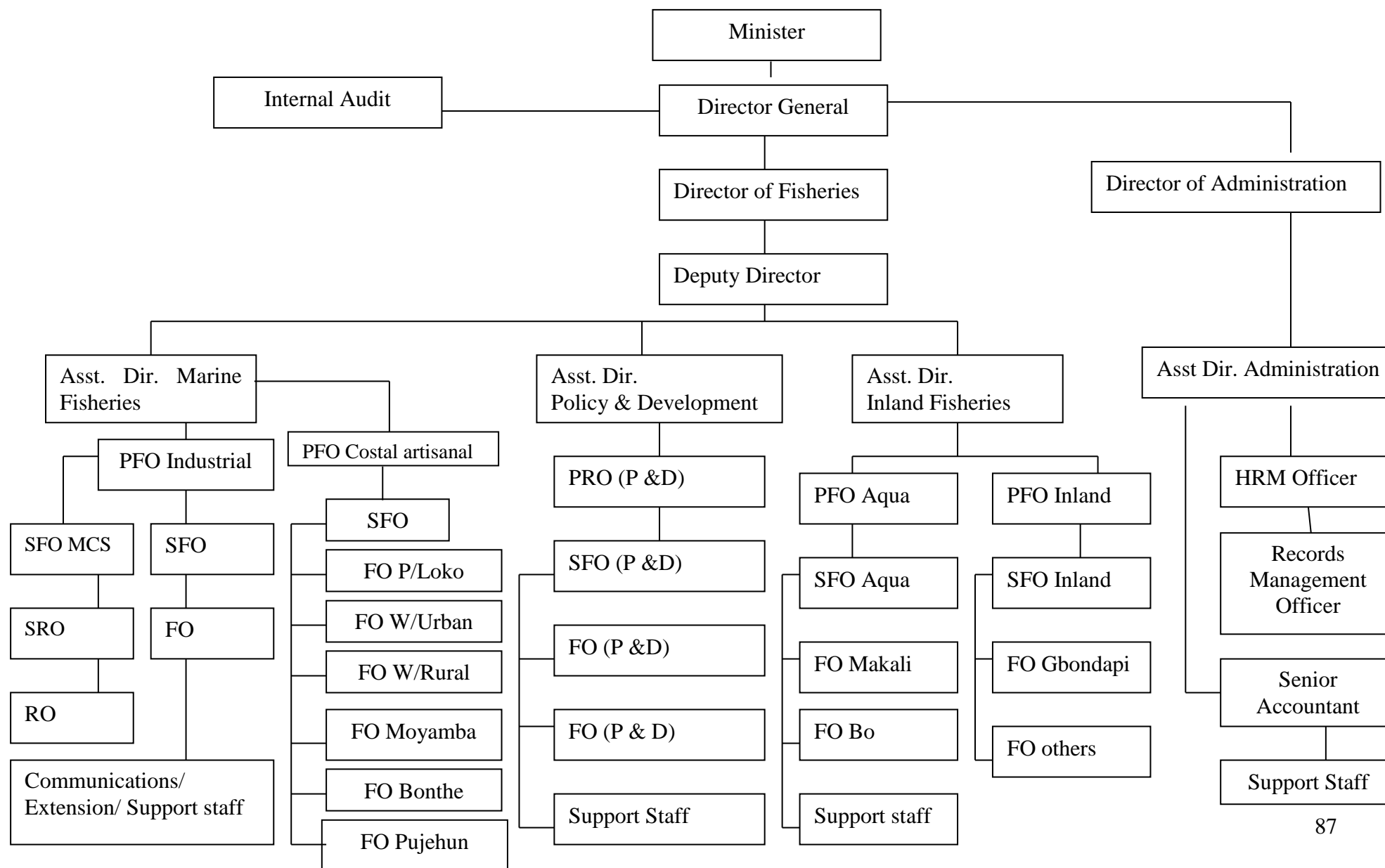
APPENDIX D

EQUIPMENT REQUIREMENTS: GRS ESSENTIAL EQUIPMENT FUND

Equipment Item	Quantity
Chart 603	5
“ 1363	5
“ 1147	5
HF SSB Transceiver (Barett 950)	1
220V a.c-12 dc Power Supply Unit (Barett)	1
Marine VHF Base Transceiver (Icon/Sailor)	1
220 a.c-12 dc Power Supply Unit (Icom)	1
Marine VHF Handheld Transceivers (Icom/IC-M3Euro)	12
Computer and Accessories	1
12 volts (120AHC) Standby Battery	2
Electronic Technicians Tool Box	1
GIS Handsets	12

APPENDIX E CURRENT ORGANOGRAM OF MINISTRY OF FISHERIES AND MARINE RESOURCES OCTOBER 2005

APPENDIX F PROPOSED ORGANOGRAM OF THE MINISTRY OF FISHERIES AND AQUACULTURE



APPENDIX G

FUNCTIONAL PROFILE OF PROPOSED STRUCTURE OF THE MINISTRY OF FISHERIES AND AQUACULTURE