



The National Fisheries Policy

**Ministry of Agriculture, Animal Industry and
Fisheries**

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FOREWORD

A number of natural resource sectors have gone some steps to improve upon their resource management by putting appropriate policies in place.

Concerns have been expressed that the Fisheries Sub-sector has operated without an explicit national policy. It is argued that lack of such a policy has stifled investments in the public sector and led to uncoordinated development in the private sector. I wish to draw attention to the fact that when fish is in the water where it lives, the stocks are a renewable natural resource. Once harvested, fish is food that must be handled in a manner that ensures safety and wholesomeness. There is therefore need for a national fisheries policy that addresses concerns of the fish industry both as a renewable natural resource and food. The policy has to ensure that the industry is regulated and consumers assured of quality and safety of fish and fishery products.

My Ministry is advocating for eradicating rural poverty through the modernisation of agriculture. This noble aspiration can only be achieved if the sectors have clear policies with achievable objectives and strategies to implement it. This is the rationale for the formulation of the National Fisheries Policy for Uganda.

Investments in the industry can only be sustained when the resource is managed responsibly. Our markets now demand effective regulatory and administrative arrangements to assure quality and safety. Appropriate legislation will, therefore, be promulgated to ensure that the policies are implemented and enforced.

I am cognisant of the fact that changes are inevitable in the development process as the fisheries industry evolves. Priorities and strategies will have to change with time as new issues and challenges emerge and new options become available. For this reason, the objectives and strategies in this policy are presented in broad terms. They are to be interpreted and adopted correctly by all implementers. While today it may not be feasible to implement all the strategies provided, they can be attainable with time.

I wish to thank all those who contributed in one way or another to the preparation of this policy. To our countrymen and women, I heartily urge you to implement the recommendations contained in this important policy document for the sustainability of our fisheries resources. It is for our benefit and generations to come.

Hon. Wilberforce Kisamba-Mugerwa
MINISTER OF AGRICULTURE, ANIMAL INDUSTRY AND FISHERIES

Executive Summary

Under the National objectives and directive of the Constitution, the State is obliged to protect important natural resources including water, wetlands, fauna and flora on behalf of the people. Fishes are ichthyofauna that live, reproduce, nurse their young ones and grow in water. They are an important and renewable natural resource that knows no local or international boundaries. If not properly managed, a fishery may collapse together with all the investments that go with it. In line with the broader policy framework of the Poverty Eradication Action Plan (PEAP), the National Environmental Action Plan (NEAP), the National Fisheries Policy provides strategies to ensure sustainable exploitation of the fisheries resources at the highest possible levels, thereby maintaining fish availability for both present and future generations without undermining the environment. The general principal is that government should be provided with a flexible system of managing, utilizing and conserving the fisheries resources of Uganda together with an institutional structure to achieve the same. In summary, the key elements of the policy are:

- i) **Sustainable management and development of fisheries:** Fisheries will be managed and developed to promote the socially and economically sustainable use of fisheries resources and the protection of aquatic ecosystems so as to meet the needs of present generations without compromising the ability of future generations to meet their needs.
- ii) **Decentralisation and community involvement in fisheries management:** Stakeholders will be involved in the management of fisheries by devolving some decision-making responsibilities to local governments and communities.
- iii) **District, sub-county and community partnership in fisheries management:** District, sub-counties and communities will collaborate in the management of shared fisheries and aquatic ecosystems.
- iv) **Institutions and funding mechanisms:** Sustainable institutions and funding mechanisms for improved fisheries management will be identified and established.
- v) **Investment in fisheries:** Public, private sector and community based investment in the fisheries sector that is environmentally, socially and economically sustainable will be promoted.
- vi) **Planning and policy making:** Transparent and participatory planning and policy-making will form the basis of fisheries management.

- vii) **Information:** Effective systems for the collection, compilation, analysis, storage and dissemination of information will be established for planning, management, monitoring and evaluation purposes.
- viii) **The Environment and fisheries:** Adverse environmental impacts on fisheries will be minimised and mechanisms will be established at appropriate levels to achieve this.
- ix) **Aquaculture:** Aquaculture fish production will be promoted to reduce the gap between fish supply and the increasing demand for food fish.
- x) **Post-harvest fish quality and added value:** Measures will be instituted to ensure that the quality, wholesomeness, safety for human consumption and value of harvested fish and fishery products is secured and/or enhanced.
- xi) **Fish marketing and trade:** Measures will be taken to achieve sustainable increases in the value and volume of fish marketed for national consumption and export.
- xii) **Human resource development;** the Government will promote comprehensive training and advisory programmes so as to build human resource capacity and to increase levels of knowledge, skill and expertise in the public and private fisheries sub-sectors.
- xiii) **Research:** Social, economic, environmental and technical investigations of issues pertinent to fisheries, including the development of appropriate technologies, will be promoted in response to fisheries development and management needs.

The policy takes account of the latest paradigm shift in related government policies as well as the international aspects of fisheries management and market demands. It proposes the promulgation of a new principal law for effective fisheries management and utilization. A National Fisheries Agency is proposed to support policy implementation amongst others.

1. PREAMBLE

1.1 The National Vision

Uganda has a national vision for modernising development sectors by the year 2025. Uganda's Vision 2025 embodies strategic actions, which will guide government policies over the next twenty-five years. In this vision, some strategic frameworks have been built and they relate to the development and management of the fisheries sector for sustainable development.

1.2 The Vision for Fisheries in Uganda

The national vision for Uganda's fisheries sector is, "***an ensured sustainable exploitation of the fishery resources at the highest possible levels, thereby maintaining fish availability for both present and future generations without degrading the environment***".

Given the strategic actions of the Vision 2025 and the national development objectives embedded in the current broad policy frameworks namely: the Structural Adjustment Programs (SAPS), the National Environmental Action Plan (NEAP), the Poverty Eradication Action Plan (PEAP) and the Plan for Modernisation of Agriculture (PMA), a realistic long term vision for the Uganda's fisheries embraces the following dimensions:

- (i) a flourishing fisheries and aquaculture sector in which over 300,000 tonnes of fish are harvested annually from stable populations of wild fish stocks living in healthy aquatic ecosystems and modern aquaculture technologies;
- (ii) fully modernised and highly skilled fisher folk communities that have high human development indicators (access to potable water exceeding 80%, infant mortality of less than 40%, universal school enrolment, high standard of hygiene and sanitation, clean and attractive environment) that use appropriate modern and efficient fishing gears and equipment;
- (iii) participatory fisheries management institutions that build on community and stakeholder structures leading to the generation of adequate incomes to alleviate and prevent poverty;
- (iv) a sustainable increase in the consumption of fish by the national population achieved through better resource management, improved fish handling and marketing with a per-capita fish consumption of not less than 10 kilograms;
- (v) a fully developed and productive aquaculture systems for all water bodies in agro-ecological zones and integrated into agro-farming systems;
- (vi) self sufficiency in fish and fish products, increased trade in fish and fish products within the country and a sustainable basket of exports of fish, fish products and other aquatic products with foreign exchange earning exceeding US\$ 300m per annum.

1.3 Future Demand for Fish

- (i) In order to maintain present per caput fish consumption levels of around 10 kilograms per year¹ by the year 2015 when a population of 32 million is forecast, 320,000 tonnes of food fish will be required.
- (ii) Uganda has a recommended maximum export allowable per year at 60,000 tonnes of food fish hence 380,000 tonnes of fish will be required by 2015 to meet both domestic consumption at current levels and export requirements.
- (iii) This implies invariably that an increase of 160,000 tonnes in fish production over and above the 2001-catch level of 220,726 tonnes will be necessary by the year 2015.

Such an increase in the production of food fish is considered feasible if aquaculture or fish farming production is dramatically increased in the next 15 years. This should be coupled concomitantly with improvements in the conservation and management of capture fisheries through stock rebuilding, targeting of under exploited fish stocks, more rational harvesting practices and wider application of fish food technology to reduce post harvest losses.

¹ On the basis of 1999 figures.

2. BACKGROUND TO THE FISHERIES POLICY

2.1. The Importance of Fisheries in Uganda

2.1.1 The fisheries resource base

Water bodies, which are the most important sources of fish, cover about 20% of the country's surface area and comprise five major lakes (Victoria, Albert, Kyoga, Edward, George) and about 160 minor lakes in addition to rivers and wetlands. The ecosystems within and around these water bodies are one of Uganda's richest sources of biodiversity.

The current fisheries resource base is comprised of capture fisheries (artisanal) and aquaculture. Uganda has some beautiful fishes within its water bodies, especially in Lakes Victoria and Kyoga and other minor lakes where various species are caught for sale as ornamental fish.

The major commercial species, include Nile Perch (*Lates niloticus*), Nile Tilapia (*Oreochromis nilotica*), Mukene (*Rastreneobola agenta*), *Clarias mossambicus*, *Bagrus docmac*, and *Protopterus*. There are also the Moon Fishes locally known as "Ngara" and "Ngasa" with scientific names of *Alestes baremose* and *Hydrocynus* respectively and the "Barbels" known as *Barbus spp.*

Uganda is estimated to have the capacity to produce about 300,000 metric tonnes of fish annually on a sustainable basis. The maximum catches ever realised were 245,000 metric tones in 1990 after which catches have declined. The catch level in 2001 was about 220,726 metric tones. Artisanal fishermen, who were estimated at 136,000 in 1997, wholly dominate Uganda's fisheries. Over 700,000 people are involved in related activities, that is to say, artisanal fish processing, fish trading and boat building. People are also involved in industrial fish processing, fish net making, fishing equipment trade, fisheries research, extension service and administration.

The average annual per-capita consumption of fish is estimated at 10 kilograms, which accounts for more than 50% of the animal protein intake of an average Ugandan diet. Fish is, therefore, a source of high quality animal protein. At the same time it is one of the country's major sources of income and an important export commodity. It is estimated that US \$ 87.5 million was earned from fish exports in year 2002, excluding substantial unrecorded cross border trade. The fisheries sector's share of the Gross Domestic Product (GDP) was estimated at 2.2% (1999) and has improved given the increased export performance and investment in aquaculture development.

2.1.2 Fish processing and marketing

It is estimated that out of the total quantity of fish landed, 60% is marketed fresh, while 20% is processed using traditional methods of smoking, salting, frying and sun drying. In recent years, the industrial processing of fish, mainly for export, has become a significant activity. The marketing of fish is

characterised by several channels of distribution serving both the domestic, regional and international export markets. The majority of consumers purchase fish supplied through the distribution chain, although some consumers obtain their fish directly from producers.

Fish prices have been characterised by numerous fluctuations due to a variety of factors especially variability of supply and demand for different water bodies. The processing industry has influenced market prices at various fish landing sites. Fish destined for processing has generally attracted higher prices than fish sent directly to domestic and regional markets.

Nile Perch from Lake Victoria dominates Uganda's exports mainly as filleted and frozen form. Cured, salted and sun dried fish are exported to the neighbouring countries. The European Union is Uganda's main fish export market and demands for high quality traceable fresh fish that is derived from high technology facilities. The fish processing industry is a new investment sector. The general climate of regained political stability and a package of policy incentives for investments, particularly in the non-traditional sector, have contributed to the rapid emergence of this industry. However, high airfreight charges and an over valued currency have had a negative impact on the fish export sector.

2.1.3 Fisheries and rural livelihoods

In Uganda, most of the fisher folk communities live on land that does not belong to them. This builds some degree of insecurity of tenure and therefore negatively impacts on community development. The low rate of literacy (national average of 54%) is one of the major handicaps to the participation of communities in fisheries activities. This calls for the need to invest in public education and community management programs. In general, the direction of change towards the industrialisation and modernisation of the fisheries sector promotes the replacement of individual and family fishing enterprises by larger and more commercial operators where this can be achieved in a sustainable manner.

2.1.4 Fisheries and biodiversity

As already mentioned fish species contribute greatly to aquatic biodiversity in Uganda. However, since the introduction of Nile Perch in Lakes Victoria and Kyoga, there have been concerns over the declining fisheries biodiversity. There is therefore, a need to regulate future introductions of fish and other aquatic species across water bodies.

2.2 The Need for the New Fisheries Policy

It is apparent that the stocks of important commercial fish species are declining. Un controlled access and increased population is exerting tremendous pressure on the resources in the absence of effective government oversight. The aquatic systems have been characterised by increased pollution load and siltation as a result of increased population in the

catchment and urbanisation. The bio-diversity of fish may have been affected by the introduction of non endemic fish species and exotic aquatic species such as the water hyacinth. The demands for quality fish from both foreign and domestic markets are stringent. The administration in the sector has been characterised by lack of community participation and operational central oversight which has lead to inadequate enforcement levels.

Over the past decade the processing and export of fish have dominated private sector investment in the fish industry. Frequent fish bans both in the domestic and foreign markets have affected fish trade. Clearly there is an urgent need for a paradigm shift in the way fisheries should be regulated and managed. Policies such as the Decentralisation Policy, Civil Service Reform, the Poverty Eradication Action Plan, the Plan for Modernisation of Agriculture and the Constitution have also influenced the development agenda that necessitates the revision and/or the introduction of new sectoral policies. Additionally, financial resource allocation to the sector has been very low to the extent that implementation of plans have become difficult. A new policy environment could spur resources for the administration of the sector.

Lastly, the Fish Act (1964), which is still the principal legislation for managing fisheries is not in keeping with modern concepts of holistic fisheries management, utilization and conservation let alone the current policy trends mentioned above. A clear and comprehensive National Fisheries Policy is an essential pre-requisite for the preparation of a new legislation to effectively address sectoral concerns.

2.3 The scope of the National Fisheries Policy

The aim of the policy is to provide an overall national vision for the development of the sector. The National Fisheries Policy seeks to give substance to the national fisheries vision. The policy prescribes the institutional arrangements for the management of the fisheries sector and identifies relevant stakeholder institutions that will support implementation to address current concerns. The overall policy goal is stated and statements are made over each specific policy statement. Clear achievable objectives with their underlying strategies are stated.

3. THE CONSTITUTION AND EXISTING NATIONAL POLICIES

The overall policy framework for the National Fisheries Policy is provided by the National Constitution of 1995. Paragraph (xiii) of the National Objectives and Directive Principles of State Policy places an obligation on the State to protect important natural resources including land, water, wetlands, minerals, oil, fauna and flora on behalf of the people of Uganda. Fishes are ichthyofauna that must therefore be protected.

Specific sectoral and inter-sectoral policies that are relevant to the National Fisheries Policy include:

- (a). *The National Environmental Management Policy (1994)* aims at facilitating a comprehensive and coordinated approach to solving environmental problems in Uganda. The policy emphasises the need to conserve biological resources including fisheries.
- (b). *The Wildlife Policy (1995)*. Recognises Fishes as a form of wild life. The objective of the Wildlife Policy is to ensure the perpetuity, for Ugandans and the global community, the wildlife resources within and outside the protected areas and to enable the people of Uganda derive benefits from wildlife. The policy builds into the fisheries policy in terms of creating strong links that are associated with exploitation of wild fish species.
- (c). *The National Wetlands Policy* was adopted in 1995 and compliments the goals and objectives of the National Environmental Management Policy. The aim of the policy among others, is to maintain an optimum diversity of uses and users and consideration for other stakeholders when using the wetland. Wetlands are habitats as well as breeding and nursery grounds for fish.
- (d). *The Plan for the Modernisation of Agriculture* is built on the overall national objective of poverty reduction through increasing household income. The Plan takes cognisance of full macro-economic policy objectives and aims at transforming the rural household farmer including the fisherfolk to a better standard of living. The plan identifies and prioritises a number of key areas for government interventions in the medium term. The plan provides strong supportive environment for the National Fisheries Policy.
- (e). *The Water Policy(1995)* takes into account economic liberalisation, privatisation and decentralisation reforms. It recognises good quality water for the growth of the water biota including fish.
- (f). *Public Sector Reform* where Government has committed itself to public sector reform in its recent restructuring of government ministries or departments. The Department of Fisheries

Resources has been restructured. The efficiency and effectiveness or lack thereof, of current institutional structures are recognised. The need to strengthen or further transform the current dispensation to encourage good governance, transparency and improved accountability is proposed.

4. UGANDA'S OBLIGATIONS UNDER INTERNATIONAL LAW

Uganda has a number of obligations under international law that are relevant to the fisheries sector and the National Fisheries Policy.

4.1 The Convention on Biological Diversity

Uganda is a party to the Convention on Biological Diversity (CBD) and is required to develop national strategies, plans or programs for the conservation and sustainable use of biological diversity.

4.2 The Treaty for the Establishment of the East African Community

The Community brings together the three partner states of Kenya, Uganda and Tanzania. The treaty was signed on November 30, 1999 by the heads of state of the participating governments. Article 114 provides for the management of natural resources. The partner states agreed to take concerted measures to foster co-operation in the joint and efficient management and the sustainable utilisation of natural resources within the community for the mutual benefit of the Partner States. In particular, the Partner States agreed to adopt common regulations for the protection of shared aquatic and terrestrial resources. The Partner States agreed to co-operate through the adoption of common policies and regulations for the conservation, management and development of fisheries resources amongst others.

4.3 The Ramsar Convention

The Convention on wetlands, signed in Ramsar, Iran in 1971, is an intergovernmental treaty, which provides the framework for the national action and international co-operation for the conservation and wise use of wetlands and their resources. Uganda is a signatory to the convention and the conservation of wetlands with its habitats is indeed important for the fisheries sector where the fisheries biodiversity rests. The Convention acts as back-up support to the National Fisheries Policy for Uganda. The relevant articles in the Convention are important for the successful implementation of the policy.

4.4 The Convention on International Trade in Endangered Species

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) was entered into by states to regulate the international wildlife trade worth billions of dollars annually. Unregulated trade had caused massive declines in the numbers of many species and ecological biodiversity. It entered into force on the on 1 July 1975 and now has a membership of 146 countries. These countries act by banning commercial international trade in an agreed list of endangered species and by regulating and monitoring trade in others that might become endangered. Uganda ratified the convention on the 18th of July 1991 and it entered into force on the 16th of October 1991. The treaty gives support to the National Fisheries Policy as it contains a number of clauses relevant to conservation and trade in endangered fishes.

4.5 Technical Corporation for the Promotion of the Development and Environmental Protection of the Nile Basin (Tecconile) 1992

Tecconile was established by the Ministers of Water Affairs in the Nile basin. They represented ten countries, namely Burundi, Egypt, Ethiopia, Eritrea, Kenya, Rwanda, Sudan, Tanzania, Uganda and Zaire. The purpose of the agreement is to provide for co-operation by the signatory countries integrated and sustainable development and conservation and in joint use of the waters. Not only does Uganda use hydro power for electricity using the Owen Falls but also the fishing industry relies on Lake Victoria, Kyoga and Albert, which are all part of the Nile. It is important that further pollution of these waters does not take place hence the importance of co-operation through Tecconile.

4.6 Convention for the Establishment of the Lake Victoria Fisheries Organization 1994

The Partner States of Kenya, Uganda and Tanzania adopted the convention. It establishes the Lake Victoria Fisheries Organization (LVFO). The objectives of the convention are to foster cooperation among the parties; harmonise national measures for the sustainable utilization of the living resources of Lake Victoria; and, develop and adopt conservation and management measures. Evidently, given the importance of the Lake Victoria fishery, the National Fisheries Policy must take account of Uganda's obligations under this convention.

4.7 The FAO Code of Conduct for Responsible Fisheries 1995

This Code was adopted by consensus at the 28th Session of the FAO Conference in October 1995. It is not a mandatory Code but has a strong persuasive effect on administrators, policy makers and lawmakers of states who are member of FAO. The Code provides principles and standards applicable to the conservation, management and development of fisheries. It also covers the capture and processing of the trade in fish and fish products, fishing operations, aquaculture and fisheries research. Its articles touch on many likely provisions that will be contained in a new fisheries law

5. KEY ISSUES IN THE FISHERIES SECTOR

The key issues that are currently faced by the fisheries sector are:-

- i) resource depletion through over-fishing aggravated by use of destructive fishing gear and methods;
- ii) eutrophication of the lakes and other forms of pollution;
- iii) infestation and rapid spread of water weeds and the environmental impacts of the different control options;
- iv) inadequate information on the fisheries resources and the state of the aquatic environment to guide management decisions;
- v) an inappropriate regulatory framework; and
- vi) inadequate funding for the fisheries sector activities.

The underlying causes for these issues are:-

- (i) inappropriate mechanisms for controlling access to fisheries resources;
- (ii) inadequate monitoring, extension and enforcement mechanisms;
- (iii) inadequate mobilisation and involvement of the communities in development and management of fisheries resources;
- (iv) ill-equipped extension services and inadequate research work both of which critically hinder capture fisheries and aquaculture development;
- (v) inadequate fisheries infrastructure; and an
- (vi) absence of regional mechanisms for co-operation and management of some of the shared lakes especially Albert and Edward.

6. INSTITUTIONS AND ACTORS IN THE FISHERIES SECTOR

6.1 The Lead Agency and Inter-Sectoral Linkages

Before decentralisation, fisheries in Uganda was run on the classic centralised model, with teams of out-posted regional and local officers policing the use of the resource and offering advice and support to fishing communities. The Centre decided policy and drafted laws to support implementation. These tasks were not, in general, executed in a consultative manner, but the system had the advantage of applying a consistency of approach across widely differing administrative and ecological areas. Information gathering was rarely comprehensive, but the data generated reached the centre and were collated to give the best national overview possible.

Decentralisation has tended to weaken the positive side of the former solely command and control system as the price for addressing the negative aspects. Local Governments and the resource users are now more directly responsible for the resources in their administrative areas and consultation is becoming the norm. On the other hand, since resources are often shared between administrative regions, there is no cohesive means of co-ordination and addressing the management needs, and what information is collected remains local property. Under these circumstances it is not possible to evolve appropriate strategies on a water body basis, let alone on a national basis. In addition, implementation of national laws may be subservient to local interests in the absence of an objective observer with clear roles and mandates.

6.2 Current Fisheries Roles and Mandates in Uganda

6.2.1 The Roles of the Centre

The Department of Fisheries Resources (DFR) under the Ministry of Agriculture, Animal Industry and Fisheries is mandated to promote, guide and support the sector, but it also retains responsibility for setting and enforcing the standards and regulations for practices pertaining to fisheries. The Centre is primarily mandated to promote, support and guide (and regulate either by devolution or by direct action according to circumstances). The hands-on work of ensuring controlled access to a sustainable resource base, and for developing the socio-economic potential of the sector lies mainly with the Local Governments (LGs), the communities (Local Governments Act, 1997) and the private sector. However, there will be circumstances where local capacity alone will not be sufficient to safeguard the livelihoods of people depending on fisheries resources and the centre must have the capacity and mandate to intervene directly. This situation will be found on large, international water bodies where control of piracy and handling of multinational issues will be beyond the competence of LGs.

Some key roles of the Centre under decentralisation include:

- (a) **Promotion**
 - i) create awareness of sector value and potential

- ii) create awareness of sector needs and vulnerability
 - iii) encourage investment by private sector & local government
 - iv) promote product development and export with private sector
 - v) promote best practice (CCRF) and a precautionary approach
- (b) **Support**
- i) provide technical back-up for LG staff
 - ii) provide information for all stakeholder groups
 - iii) build capacity at LG level
 - iv) monitor the LGs and the communities
 - v) create funding strategies for sector development
 - vi) ensure sustainable use through good policy and good law
 - vii) new options for production and livelihood improvement
- (c) **Guide**
- i) advise on implementation of policy and law
 - ii) advise on adaptation of law and policy at local level
 - iii) advise on development needs and options
 - iv) advise on private sector investment
 - v) advise on mechanisms for co-management
 - vi) advise on management and policing of shared resources
- (d) **Regulation**
- i) establish an appropriate and equitable legal basis for sustainable management;
 - ii) monitor, control and surveillance of fisheries oversight as part of recurrent operational support to enforce fisheries laws/regulations;
 - iii) ensure implementation of national law and international agreements on shared large water bodies, using direct action when required
 - iv) support and monitor evolution of appropriate and compliant laws at District and community levels
 - v) enforce and monitor national standards of post-harvest quality and practice

6.2.2 The Roles of Local Governments

The District acts as the primary link with the Centre. Policies, laws and finances are (generally) cascaded down to the Sub-County and lower level administrative units. In reality the Sub-County has become the focal point of development assistance aimed at reducing poverty through improved governance. It is at this level that the day to day hands-on business of interaction with fisheries communities and their institutions is focused.

The role of Local Governments in fisheries under the context of decentralization includes:

- (a) Planning for fishery community development and poverty reduction;

- (b) Seeking funding for fishery community led development projects;
- (c) Ensuring compliance with national laws and policies on water bodies;
- (d) Adapting such laws and policies to local needs;
- (e) Establishing fora for effective management of resources shared by more than one District;
- (f) Promoting co-management and responsibility sharing;
- (g) Supporting the regulation of major international water bodies in partnership with central authorities where appropriate;
- (h) Building capacity and provide support and guidance to fisheries communities in livelihoods enhancement strategies;
- (i) Representing the views of communities at national level through the central fisheries body and through the MoLG;
- (j) Collecting the revenues necessary to ensure sustainable Local Government, and to reinvest in fisheries development.
- (k) Enacting appropriate laws for the sub-sector.

Identified constraints faced by Local Governments (LG) in addressing these roles include:

- (a) Limited technical capacity (the graduate Fisheries Officers often have little or no fisheries experience);
- (b) Lack of clarity over responsibilities in relation to the Centre;
- (c) Limited integration of available resources to address overlapping responsibilities (e.g. wetlands, wildlife and fisheries regulations);
- (d) Limited support from central institutions; no clear harmonisation of the respective requirements of the Constitution and the Local Government Act in the context of renewable natural resources management;
- (e) Limited discretionary resources, and little incentive or guidance to invest in improved fisheries livelihoods;
- (f) Poor management of revenue collection from the sector; only a small percentage of due revenues are collected.

Any change in the institutional arrangements of the fisheries sector in Uganda will need to address these constraints, primarily through a well-defined partnership between the Centre and LG; and, between LG and communities. Given the shared nature of the resources and their vulnerability to over-exploitation, such partnerships are the single most critical element in any new structure.

6.2.3 The Roles of Communities

Communities, under decentralisation policy, are expected to take a leading role in husbanding their resources especially in near shore waters. It is recognised that, with reduced central capacity and a supporting (rather than implementing) role, LGs alone will not be able to ensure sustainable use of resources and the improvement of fisheries livelihoods. Central Government

can be expected to take direct responsibility for dealing with major issues (e.g. encroachment by foreign nationals) and emergencies (e.g. fish poisoning outbreaks or disease epidemics in aquaculture). However, communities are expected to support LG in day to day safeguarding of their natural assets and livelihood strategies.

The roles of communities include:

- (a) Support LG in the implementation of national laws and policies;
- (b) Support and collaborate with LG in the adaptation of laws and policies to meet local needs;
- (c) Ensure compliance with local and national regulations;
- (d) Contribute to the husbandry of the resource;
- (e) Support LG in establishing mechanisms for the management of shared resources;
- (f) Contribute to the revenue required by LG to fuel the development and administration processes;
- (g) Identify community priorities and plan for improvement.
- (h) Articulate issues and priorities and advocate for the needs of the sector
- (i) Collect fisheries data on fishing effort and catches
- (j) Formulate and enforce community byelaws at the local level;
- (k) Monitor fishing activities within their localities.

Communities obviously face major constraints in fulfilling these roles. These include:

- (a) Divergence between the views and needs of the poorest in communities (e.g. the “barias”) and those people best placed to interface with LG (e.g. boat owners);
- (b) Ensuring equitable representation on Community Based Organisations;
- (c) Avoiding undue political influence in achieving a voice;
- (d) Conflict of interest between long term sustainable resource use and the immediate needs of the poor and the ambitious;
- (e) Limited literacy and numeracy skills amongst the poorest;
- (f) Limited capacity to plan and limited weight for advocacy;
- (g) A migratory lifestyle often far from core services, and militating against community planning and community empowerment.

Under these circumstances the role of NGOs and CBOs is of major potential significance.

6.2.4 The Role of NGOs and CBOs

A range of CBOs may exist within a given community, but there are relatively few that target collaboration in pursuit of community poverty reduction. However, several claim to address the wise use of fisheries resources. The poorest groups are the “barias”, or labourers, who actually go out and fish on the lake. The baria associations tend to be based on opportunities for internal

revolving credit schemes. These CBOs do not appear to be geared for advocacy or empowerment of the poorest elements of fisheries communities, but they do at least draw together the people who actually fish the lakes and to an extent determine the practices employed. This is obviously a target group for empowerment, community planning and poverty reduction strategies.

The roles of the NGOs/CBOs include:

- a) Mobilising and sensitising local people for active participation in managing fisheries activities;
- b) Supplement the efforts of the public sector in advisory services or extension;
- c) Training and skills development among the fishing communities and their organisations;
- d) Act as intermediaries and/or conduit for financial support e.g. micro-credit, loans to the fishing communities.
- e) Collect and analyse independent data on fisheries socio-economics for advising government; and,
- f) Advocacy to ensure that the concerns of the underprivileged are incorporated in the national development processes.

NGO strength lies in their long-term commitment, their perceived transparency, their access to communities and their independence. Although they often lack capacity and specific skills relating to fisheries as well as financial resources, they are likely to play a major role in the implementation of the fisheries sector policy.

6.2.5 The Roles of the Private Sector

The private sector is the engine for growth in the agricultural sector. Government withdrew from doing business in the fishery industry by divesting government owned fishing and fish processing enterprises. The government sees a major role for the private sector in fisheries especially in the processing and export of fish; management of fish landing sites; procurement and sale of fish raw material to industry; and, commercial intensive fish farming.

6.2.6 Education, Training and Research Institutions

Fisheries research is undertaken by the National Agricultural Research Organisation (NARO) through its affiliate Fisheries Resources Research Institute (FIRRI) and Makerere University. There exists some degree of human resource capacity at FIRRI and the institute has, over time, received some funding from donors. To avoid duplication of efforts and to improve upon efficiency, institutional co-ordination will be essential through information exchange, symposia, seminars and joint development of research priorities between users and researchers.

6.2.7 Development Partners Roles

Bearing in mind that most Fisheries Organisations (FOs) often lack capacity and specific skills relating to fisheries as well as financial resources, the Development Partners will have a major role to play in supporting the development of Socially, Economically and financially viable FOs capable of participating effectively in fisheries management.

The role of the Development Partners may include:

- a) Advise governments and Fisheries Organisations on the design and implementation of long-term strategies for the gradual transformation of externally sponsored and financed fishermen's organisations into self-reliant, member-controlled and member-financed organisations;
- b) Assist government and Fisheries Organisations in building the internal capacity of FOs in fishery management through training programmes.

7. FISHERIES SECTOR GUIDING PRINCIPLES AND PRIORITIES

The following national development priorities and general principles inform and guide the National Fisheries Policy. The National Fisheries Policy is guided by the following National Development priorities

- (a). *National objectives*: the policy is consistent with the implementation of the key objectives in the Constitution of Uganda.
- (b). *Poverty eradication*: the fisheries sector can contribute to poverty alleviation, modernisation and national prosperity. There will be full consideration of poverty eradication in connection with all plans and actions.
- (c). *Divestiture of Government functions*: there will be reduced involvement of government in any activities that can be carried out by the private sector. There will be a move away from the old style of central command and control.
- (d). *Decentralisation*: in line with the national Constitution, fisheries resources will be managed through devolved responsibility to Local Governments, whenever practical or advisable and under careful regulation. Revenue sharing between central and district government will be developed to ensure local benefits and responsibility, consistent with adequate investment in sustainable fisheries management.
- (e). *Gender and equity*: fisheries development will include the active participation of women and the youth. There will be equitable representation in decision making, shared responsibilities and benefit sharing by all groups.
- (f). *Ensure community participation*: the policy supports public participation in the management of the fisheries resources and ensures equitable sharing of benefits. This will ensure respect for traditional cultures and knowledge, access to resources, and due regard to gender and equity.
- (g). *International commitments*: the government recognises and confirms its commitments regarding fisheries under international law as outlined above.
- (h). *National accounting*: true cost and benefit valuations will be used when defining economic policies, to account for full environmental, economic and social values of fish.
- (i). *Political support*: the government recognises that the success of sustainable fisheries management will be directly related to continuing political support at national and district levels.

- (j). NGOs: non-governmental organisations and community based organisations and associations represent a unique vehicle for introducing participatory fisheries management practices.

The key general principles are:

- a) *The principle of sustainable development*: the policy seeks to ensure that the management and development of the fisheries sector takes account of the concepts of both inter-generation equity and intra-generation equity.
- b) *The precautionary principle*: a key element of the FAO Code of Conduct for Responsible Fisheries, the precautionary principle recognises the scientific uncertainty inherent in capture fisheries management and species introductions. Fisheries management measures should be based on the best scientific evidence available. Lack of full scientific certainty should not be used as a reason for postponing or failing to take effective action where there are risks of serious or irreversible harm to fish stocks and/or habitats.
- c) *The user pays principle (user charges)*: the user pays principle provides that those who use or benefit from natural resources should contribute towards the costs of managing those resources, for example through the introduction of new and sustainable funding mechanisms for resource management.

8. FISHERIES POLICY

8.1 Fisheries Sector Goal

The overall fisheries sector goal is to ensure increased and sustainable fish production and utilisation by properly managing capture fisheries, promoting aquaculture and reducing post harvest losses.

8.2 Policy Objectives and Strategies

8.2.1 POLICY AREA No. 1

Sustainable management and development of fisheries

Fisheries will be managed and developed to promote socially, economically and environmentally sustainable use and development of the resources so as to meet the needs of present generations without compromising the ability of future generations to meet their needs.

Explanation

Many of Uganda's fisheries are currently in a poor condition for a variety of reasons including over-exploitation and environmental degradation. Apart from being a major food source, fisheries also provide a livelihood to many otherwise disadvantaged communities as well as being a major source of export earnings for the country. There is need for a paradigm that is focussed on both biological aspects of fisheries and on social and environmental concerns.

POLICY OBJECTIVES

1. To secure the long term future of the fisheries sector to ensure that it contributes in a sustainable manner to the national economy.
2. To protect the biological diversity of fisheries and the life support system that defines major fisheries assets.
3. To improve livelihoods and alleviate poverty in fishing communities taking account of the special needs of women, youth and other disadvantaged groups.
4. To co-operate with neighbouring states on the management of shared water bodies.

POLICY STRATEGIES

The Central Government role would be to:

- (a) enact appropriate legislation to give effect to this policy;
- (b) set aside funds and create an enabling environment for the restoration and conservation of rare fish species; and, to control and prevent the spread of aquatic weeds;
- (c) review existing approaches to the control of access to fisheries (such as licensing) to ensure the equitable use of fisheries resources by those who are most dependent on them, making improvements as appropriate;
- (d) initiate and encourage stocking programmes to improve fisheries diversity and productivity of the water bodies with fish from the same waters;
- (e) establish appropriate mechanisms to regulate and control the introduction of species on a precautionary basis;
- (f) take measures to ensure that fisheries management institutions have sufficient resources to accomplish their tasks;
- (g) support and participate in bilateral and regional processes and institutions for the management of shared water bodies;
- (h) ensure the preparation and periodic review of policies, plans, standards and guidelines for sustainable fisheries management and development at national, inter-district, district, sub-county and community levels; and
- (i) periodically review this National Fisheries Policy and its implementation, making such amendments and modifications as are necessary.

The Local Governments role would be to:

- a) enact/pass appropriate ordinances for identified district fisheries concerns to give effect to the policy;
- b) set aside funds for district fisheries management
- c) undertake licensing of fishing activities devolved from the Center as a tool to control access in line with the fisheries policy framework;
- d) implement stocking programmes in Dams, reservoirs and small water bodies with participation of the communities;
- e) prepare district policies, plans, standards and guidelines for sustainable development and utilisation of the fisheries assets tailored to local situation but in consonance with national policy.
- f) Ensure effective participation and involvement of all stakeholders in the formulation of fisheries polices and legislation.

The Communities or Community Based Institutions role would be to:

- a) enact appropriate bye-laws for local neighbourhood fisheries concerns in consonance with district ordinance or national fisheries legislation;
- b) manage and provide neighbourhood oversight on fisheries and related activities at landing sites;
- c) raise funds from fish landing sites enterprises and set aside a fraction for neighbourhood beach management;
- d) put in place sanitary facilities or amenities and maintain cleanliness at beaches

- e) link with local governments to address extra-community concerns and lobby for neighbourhood landing site development.

The Civil Society role would be to:

- a) mobilise and sensitise communities and Local governments on the need for sustainable management and development of the local fisheries;
- b) identify and characterise the various interests and concerns in the fisheries and mobilise all for sustainable fisheries management;
- c) advocate for responsible fisheries governance at national, district and community level.

The Private Sector role would be to:

- a) invest in areas which promotes sustainable fisheries development and reduce poverty;
- b) introduce profitable technologies that promote sustainable fisheries taking into account social and environmental concerns;
- c) partner with communities or community organisations, local governments and central government in enterprises and concessions that promote sustainable fisheries and reduce poverty.

8.2.2 POLICY AREA No. 2

Decentralisation and community involvement in fisheries management

Stakeholders will be involved in the management of fisheries by devolving some decision-making responsibilities to local governments and communities.

Explanation

Current fisheries management practices are largely based on command and control approach enforced through the criminal law. Experience in Uganda and elsewhere clearly shows that this approach is both costly and ineffective. Not effectively consulting communities and stakeholders means that inappropriate rules may be set. The failure to effectively consult stakeholders and communities means such rules are often perceived to lack legitimacy, thus lessening the chances of compliance. Non-compliance in turn leads to increased confrontation between the state and resource users, higher enforcement costs which governments may be hard pressed to meet and further degradation of the resource. Effectively consulting and empowering communities in the management of fisheries coupled with central oversight to check excesses will lead to more effective management of Uganda's fisheries.

POLICY OBJECTIVES

1. To achieve more effective fisheries management that takes account of paradigm shifts in both the fisheries sector and the wider policy environment and to ensure that fisheries resources contribute to sustainable rural livelihoods and poverty alleviation.
2. To promote and support local government and communities in assuming responsibilities in respect of sustainable fisheries resource management, development and utilisation.
3. To ensure that fisheries resources contribute more to local government and community revenues and household incomes.
4. To advance the involvement of women, youth and less advantaged members of society in fisheries resources management.

POLICY STRATEGIES

The Central Government would be to:

- (a) create the necessary enabling environment in legislation to permit the establishment of fisheries management institutions at local government and community levels to ensure the effective participation of stakeholders in the fisheries sector;

- (b) strengthen and re-orientate the role and structure of the fisheries lead agency in accordance with government policy to support decentralised management involving fisheries communities;
- (c) devolve some decision-making responsibilities to the appropriate levels so as to permit local governments and communities to engage in fisheries management and development activities in accordance with national policies and guidelines;
- (d) provide legal recognition of fisheries community and their rights of management over fisheries resources in the neighbourhood; and
- (e) ensure the provision of appropriate support services to fisheries management institutions at local government and community levels.
- (f) Train government officials in the principles, practices and benefits of co-management.

Local Government role would be to:

- a) enact ordinances to permit the establishment of fisheries management institutions and devolve some decision making powers to communities or community based institutions;
- b) strengthen district fisheries lead agency to efficiently co-ordinate decentralised fisheries services;
- c) provide legal recognition in the district fisheries ordinance to communities and provide for their rights of neighbourhood oversight.

The Communities or Community based institutions role would be to:

- a) enact bye-laws recognising community based institutions and linkage with LGs for fisheries management;
- b) enact bye-laws on best local practices and management of local fishing; sanitary (hygienic concerns) in consonance with district ordinances or national laws;
- c) strengthen beach management institutions for management of landing beaches and neighbourhood fishing.

The Civil Society (NGOs/CBOs) role would be to:

- a) mobilise and advise LGs and communities to enact fisheries ordinances/bye-laws at various level;
- b) sensitise all stakeholders on roles and responsibilities of LGs/Communities in fisheries management at various levels as provided in the policy.

The Private Sector would be to:

- a) consult LGs/communities on fisheries related investments in their areas and define rights and obligations for all parties;
- b) forge partnership with LGs/Communities in win-win ventures

8.2.3 POLICY AREA No. 3

District, sub-county and community co-operation in fisheries management

Districts, sub-counties and communities will co-operate in the management of shared fisheries and aquatic ecosystems.

Explanation

Most water-bodies are shared between two or more districts, sub-counties, villages, parishes and communities. As with any shared resource a harmonised approach to management is necessary, as are mechanisms to resolve conflicts and competition between communities in respect of access to and use of the resource. Although communities and local governments try their best to work co-operatively, experience shows that formal co-operative mechanisms and institutions are necessary to effectively manage shared fisheries resources. It is also important that such co-operative mechanisms receive full recognition in the policy.

POLICY OBJECTIVES

1. To ensure the effective management of shared fisheries and aquatic ecosystems.
2. To support establishment of transparent and accountable inter-district, inter-sub-county and inter-community fisheries management institutions which permit the effective participation of all stakeholders.
3. To support the development of harmonised approaches to the management and development of shared fisheries and aquatic resources.
4. To provide mechanisms for preventing and resolving conflicts regarding shared fisheries resources, including such matters as access and revenue sharing.

POLICY STRATEGIES

The Central Government role would be to:

- (a) ensure that the necessary legal framework is in place to permit the establishment of effective inter-district, inter-sub-county and inter-community fisheries management institutions;
- (b) give powers to inter-district fisheries management institutions to raise and retain a portion of revenue to facilitate their operations;
- (c) provide technical and other support for the establishment and operation of inter-district, inter-sub-county and inter-community fisheries institutions.

Local Governments role would be to:

- a) enact ordinances/bye-laws for districts, sub-counties and communities that share common fisheries resource to co-operate and co-ordinate with neighbours as partners;
- b) establish inter-district fora and institutions with mechanisms for sustainable funding of joint planned activities as accountability.

The Civil Society (NGOs/CBOs) role would be to:

- a) mobilise and sensitise partners (LGs) that share common fisheries resources to harmonise fisheries management measures.

Private Sector role would be to:

- a) provide financial support to LGs that exhibit best practices.

8.2.4 POLICY AREA No. 4

Institutions and funding mechanisms

Sustainable institutions and funding mechanisms for improved fisheries management will be identified and established.

Explanation

A decentralised approach to fisheries management with effective central oversight necessarily entails the establishment of new fisheries management institutions. The central agency must have direct control over and be directly accountable for key regulatory functions. To be effective, such institutions need to have adequate financial and other resources. While such resources can be provided from central funds, institutions may be both more efficient and more flexible if they can generate their own funds from new sources related to their management tasks, such as resource rents and levies. Institutions must also continue to be functionally relevant to the stakeholders and communities whom they represent. Involving stakeholders in the institutional design process is an important factor in achieving this. The new dispensation to fisheries management will of necessity result in an expanded role for the lead agency which as well as developing national standards and policies will play an oversight and supporting role. In order to be able to respond promptly to the needs of decentralised institutions and to international concerns, the lead central agency will in turn need to have the administrative freedom conferred by greater independence. Binding this framework together will be new legislation that clearly sets out the competencies of the various institutions and the mechanisms for monitoring, evaluation and dispute resolution.

POLICY OBJECTIVES

1. To promote the development of fisheries management institutions at national, inter-district, district, sub-county and community level that are sustainable, in terms of their functional relevance to stakeholders and their capacity to generate and/or attract sufficient resources for their operations.
2. To establish a self-sustaining semi-autonomous fisheries lead agency that will effectively regulate the sector against national sectoral policies, plans and standards; support the training and mentoring of fisheries management institutions, and monitor the outputs and performance of such institutions on the basis of jointly developed sector guidelines.
3. To ensure that new and additional income sources and funding mechanisms are made available to fisheries management institutions.
4. To establish mechanisms for conflict and dispute resolution among institutions as well as fisheries resource users.

POLICY STRATEGIES

The Central Government role would be to:

- (a) involve stakeholders in the design of new fisheries management institutions;
- (b) enact appropriate legislation for institutional reform, to establish transparent fisheries management institutions and structures, including the fisheries central agency, that are accountable and which promote equitable benefit sharing;
- (c) build capacity and provide suitable training and resources, including human resources, to enable fisheries management institutions at all levels to fulfil new or revised roles;
- (d) establish sustainable direct and indirect funding mechanisms to support fisheries management institutions;
- (e) identify additional potential direct and indirect sources of income, such as fish levies, for fisheries management institutions; and
- (f) establish monitoring systems and performance indicators to measure the sustainability of new fisheries management institutions.

Local Government role would be to:

- a) recognise traditional and other fisheries management institutions;
- b) identify training needs for fisheries management institutions (e.g. Gabungas);
- c) establish and run funding mechanisms to support fisheries management especially cost recovery from the fisheries itself at local levels;
- d) establish fora for consultations amongst fisheries management institutions.

The Communities or Community based institutions role would be to:

- a) register traditional or other fisheries management institutions with fisheries lead agency and NAADS;
- b) participate in rules setting and definition of roles of traditional or other fisheries institutions;
- c) participate in recurrent decision making consultations in institutional fora established.

The Civil society (NGOs/CBOs) role would be to:

- a) support traditional or other fisheries institutions to facilitate consultations and decision making;
- b) support local registration of grass-root fisheries institutions revolving around management, marketing and other livelihood concerns.

8.2.5 POLICY AREA No. 5

Investment in fisheries

Public, private sector and community based investment in the fisheries sector that is environmentally, socially and economically sustainable will be promoted.

Explanation

Investment is necessary if there is to be growth in Uganda's fisheries sector and should be encouraged. In accordance with government policies, public investment would be limited to infrastructure of a public nature. However, such investments could also be made on a partnership basis by the private sector including foreign investors and community based groups. The development of micro credit schemes will be essential to enable community groups and disadvantaged groups to benefit from investment opportunities. However, care is needed to avoid over-investment that may lead to over-capacity and environmental degradation. New fisheries investments must therefore be economically, socially and environmentally sustainable.

POLICY OBJECTIVES

1. To increase the contribution of the fisheries sector to the national economy, increase the incomes and profits of those involved in the sector and safeguard the livelihoods of poor people and disadvantaged groups.
2. To promote public-private investment partnerships (PPP) that equitably benefit both fishing communities, including the poorest and most vulnerable members of those communities, as well as the private investor.
3. To develop an enabling environment that promotes the establishment and growth of community based private enterprises in the fisheries sector.
4. To identify and promote suitable areas for economically, socially and environmentally sustainable investments by commercial and foreign direct investors.

POLICY STRATEGIES

The Central Government role would be to:

- (a) remove constraints for investment in the fisheries sector;
- (b) identify and implement institutional reforms needed to simplify and streamline decision making processes regarding investment applications;
- (c) promote the development of credit and micro-credit schemes to encourage investment in fisheries and which also enable the poor and vulnerable to obtain access to credit;

- (d) put in place a policy environment that promotes the growth of community based enterprises;
- (e) provide advice to districts and fisheries communities on PPP arrangements/modalities;
- (f) identify and support aspects of proposed local infrastructure development plans that may encourage private investment;
- (g) establish systems for the routine dissemination of advice to fisheries management institutions from inter-district to community level and to individual and community enterprises on sources of public investment funding; and
- (h) promote investments in commercial intensive aquaculture and recreational fisheries that also benefit communities.

The Local Governments role would be to:

- a) offer investors in fisheries and aquaculture incentives for identified ventures that are socially and environmentally sustainable;
- b) offer concessions for management and utilisation of fisheries within jurisdiction that present a “win” for communities, LGs and the investor;
- c) negotiate terms and conditions for fisheries concessions or contracts for management of infrastructures including Built, Own Operate and Transfer (BOOT) investments.
- d) ensure the availability of the socially and environmentally feasible sites for aquaculture development within their districts/sub-counties.

The communities or Community based Institutions role would be to:

- a) participate in negotiating terms, conditions and concessions for fisheries investments to ensure community concerns are addressed;
- b) participate in recurrent monitoring and oversight of investments to ensure it is in consonance with community interests;
- c) provide services and labour force required by local investments and generally take advantage to acquire new skills introduced by investor

8.2.6 POLICY AREA No.6

Planning and policy making

Participatory planning and policy-making will form the basis of fisheries management.

Explanation

Each water body, and therefore each fishery, is different and needs its own management approach. In addition, such are the complex dynamics of inland fisheries that the outcomes of management interventions cannot be accurately predicted, and wide fluctuations in resource levels can be caused by outside impacts such as El Nino events. Fisheries management must therefore be based on a planning and policy making process that is itself dynamic and capable of responding rapidly and appropriately to changing circumstances. The involvement of stakeholders in planning and policy-making processes leads to better decision making and offers the opportunity for more timely management responses to rapid environmental changes. Fisheries management must go beyond narrow biology to look at social, economic, environmental and cultural impacts. Sometimes hard management decisions may have to be made, such as a decision to temporarily close a fishery. Transparent and open processes are more likely to result in such decisions being considered acceptable by those most directly affected.

POLICY OBJECTIVES

1. To ensure more effective decision making processes and effective participation of stakeholders in fisheries management.
2. To support fisheries management systems based on dynamic processes that must take account of technical, biological, social, economic, environmental and cultural aspects.
3. To promote equity and accountability in decision-making.

POLICY STRATEGIES

The Central Government role would be to:

- (a) enact new legislation to ensure that systematic planning and policy making forms the basis for decision making in fisheries management;
- (b) require fisheries management activities to take place on the basis of local, district, inter-district and national fisheries management plans that will be based on the precautionary approach;
- (c) support local governments and communities to prepare local, district and inter-district fisheries management plans which will conform to national minimum standards and guidelines for fisheries management;

- (d) ensure that national, inter-district, district and local fisheries management plans and policies are subject to periodic review;
- (e) guarantee the right of stakeholders to effectively participate in fisheries planning and policy making processes;
- (f) ensure that stakeholders have access to adequate information to enable them to meaningfully participate in planning and policy making processes;
- (g) co-ordinate fisheries management policy and plan making with other sectoral planning and policy activities at all appropriate levels;
- (h) create greater awareness among government officials and the target population of the benefits of adopting participatory approaches to increase the sustainability of fisheries resources; and
- (i) ensure effective representation and participation of the disadvantaged and the poorer sections of the community, particularly the youth, women and disabled persons in the decision making bodies and processes at all levels.

The Local Governments role would be to:

- a) enact ordinances that ensure participation of relevant stakeholders in the policy and planning processes in local fisheries management
- b) encourage the involvement of the fisher community in policy formulation and implementation through their relevant community institutions.

The Community or community organisations role would be to:

- a) develop and implement plans for their landing site and neighbourhood fisheries management.
- b) implement fisheries, wetlands, and other natural resource management policies

8.2.7 POLICY AREA No. 7

Information

Effective systems for the collection, compilation, analysis, storage and dissemination of information will be established for planning, management, monitoring and evaluation purposes.

Explanation

As with any other natural resource, the availability of accurate and relevant information about fisheries resources is an essential pre-requisite for fisheries management. Indeed without such information, 'management' decisions are little more than guesswork. Geographic Information Systems (GIS) is an essential requirement for spatial fisheries planning. Other relevant information includes fisheries data and statistics relating, for example to catch and effort levels, social and economic parameters can be gathered with the active participation of communities. Such information will also be necessary for the introduction of new funding mechanisms such as fish levies. In all cases information systems must be based on clearly defined objectives that are relevant to specific management tasks. Information is equally important in terms of monitoring the performance of fisheries management institutions. Information systems must contain 'feedback loops' so that those who are affected can measure performance and promote accountability. In addition information must be available to all of the stakeholder community at their request.

POLICY OBJECTIVES

1. To ensure the availability of adequate and relevant information for planning and decision-making throughout the entire cycle of fisheries management and utilisation.
2. To guarantee the right of access to information and promote stakeholder participation in fisheries management.
3. To permit effective monitoring and evaluation and to promote transparency and accountability.

POLICY STRATEGIES

The central Government role would be to:

- (a) develop methodologies for the collection and analysis of fisheries information in response to national data requirements;
- (b) provide advice, training, technical assistance and support to local governments and communities concerning appropriate data collection, storage, analysis and interpretation;

- (c) require local governments and communities on whom fisheries management tasks have been conferred to provide specified data to district, inter-district and/or national fisheries management institutions;
- (d) collect, analyse, store and disseminate data of national importance to the fisheries and aquaculture sectors;
- (e) confer rights of access to information on stakeholders to enable them to meaningfully participate in planning and policy making processes and to ensure the transparent operation and proper functioning of fisheries management institutions;
- (f) periodically review information requirements and collection processes to identify gaps; and
- (g) devise reporting requirements and identify performance indicators to continually monitor the performance of fisheries management institutions at the community, district, inter-district and national level.

The Local Governments role would be to:

- a) collect, analyse, store and disseminate district data on fisheries and aquaculture sectors;
- b) train and guide the communities in data collection

The communities role would be to:

- a) collect fisheries data on the number of fishing gears, boats/canoes and crew (fishing effort)
- b) monitor fish catches
- c) the local communities who are expected to possess extensive knowledge of local resources and constraints will share the information with government agencies and other stakeholders.

The NGOs and CBOs role would be to:

- a) collect, analyse and disseminate information on the social, economic, environment and cultural issues in the fisheries.

8.2.8 POLICY AREA No. 8

The environment and fisheries

Adverse environmental impacts on fisheries will be minimised and mechanisms will be established at appropriate levels to achieve this.

Explanation

While the fisheries management process seeks to prevent the over-exploitation of fisheries resources it must be recognised that many of adverse impacts on fisheries, and the aquatic ecosystems in which they are situated, are environmental in nature and result from activities that are outside the fishery itself. These include large-scale development projects on water-bodies such as the construction of dams as well as the construction and operation of factories or mines that cause pollution. In addition the cumulative impacts of numerous smaller scale activities such as farming and the spread of human settlements can have significant adverse impacts on inland fisheries. These include sedimentation caused by erosion run-off caused by poor farming practices and de-forestation, pollution from human and animal wastes, the destruction of wetlands and near shore areas that are valuable fish breeding grounds. The responsibility for controlling and preventing such activities lies with a variety of different government agencies and bodies. Impacts on fisheries can be enormous and are often over looked. Formal mechanisms are needed to promote a holistic approach to ecosystems that contain fisheries and to ensure that concerns of the fisheries sector are taken into account.

POLICY OBJECTIVES

1. To protect fisheries and aquatic ecosystems from adverse environmental impacts.
2. To ensure where possible that national and local government policies, plans and programmes do not cause adverse impacts to fisheries and aquatic ecosystems and that where such impacts cannot be avoided, measures are taken to minimise them.
3. To establish mechanisms at the national, regional and community levels to promote vertical and horizontal co-ordination of policies, plans and programmes so as to protect fisheries and aquatic ecosystems from adverse impacts.

POLICY STRATEGIES

Government role would be to:

- (a) require national agencies to consult with national, district, sub-county and community fisheries management institutions in respect of activities that may affect fisheries;
- (b) subject sector policies and plans, as well as consents for developments, that may have adverse impacts on fisheries to environmental impact assessment (EIA), in accordance with EIA guidelines and regulations, and ensure that potential adverse impacts on fisheries and aquatic ecosystems are specifically considered;
- (c) set binding minimum standards for the protection of the environment from fisheries and aquaculture activities;
- (d) establish and/or maintain systems to monitor the quality of aquatic environments that support active fisheries;
- (e) promote public awareness of the need to protect aquatic ecosystems that support fisheries;
- (f) promote multi-disciplinary research into adverse environmental impacts on aquatic ecosystems that support fisheries;
- (g) issue guidelines, from time to time, for the integration into policies, plans and programmes of best measures and practices to protect fisheries and aquatic ecosystems;
- (h) provide in legislation for the establishment of inter-sectoral management institutions, involving all relevant stakeholders, that are able to take an integrated approach to the management and protection of ecosystems that may impact on fisheries; and
- (i) ensure increased and effective participation of non-state actors in environment protection and conservation of fisheries resources and catchment ecosystems.

8.2.9 POLICY AREA NO. 9**Aquaculture**

Aquaculture fish production will be increased so as to reduce the gap between fish supply and the increasing demand for food fish.

Explanation

The farming of fish and crustaceans contributes to food security, household poverty eradication and for export market. Aquaculture is more akin to agriculture than traditional capture fisheries and is easily integrated into household farming systems with potentially real impact on the protein intake of the rural poor. Fish can also be reared for commercial purposes especially in areas where no major artisanal fishery is pronounced. To be sustainable, aquaculture systems must fit within the social and economic context of the agricultural production systems in which they are found or introduced. In Uganda, there is absence of large-scale intensive or semi-intensive fish farms.

POLICY OBJECTIVES:

- (i) To increase the quality and quantity of aquaculture-based fish production.
- (ii) To ensure and increase the production of a diversified range of fish products including finfish and crustaceans.
- (iii) To promote certain targeted fisheries for live ornamental fish production;
- (iv) To enhance fish production in minor lakes and reservoirs.

POLICY STRATEGIES

The Central Government role would be to:

- (i) Develop the capacity for private fry producers;
- (ii) Expand production of traditional aquaculture species such as *Oreochromis niloticus* (Nile-tilapia), *Clarias* and the *Cyprinus Carpio* (Carp);
- (iii) Encourage production of high value local species such as *Bagrus docmac* (Semutundu) and *Clarias gariepinus* (African catfish);
- (iv) Encourage research into fish breeding for high yielding, disease resistant, temperature and low/high altitude tolerant varieties to suit diverse geographic and climatic conditions in Uganda;
- (v) Encourage, guide and promote small scale semi-intensive polyculture for rural farmers; large scale semi intensive monosex for progressive farmers or middle class; and, intensive fish farming for Foreign Direct Investors in partnership or joint venture with local entrepreneurs;
- (vi) Encourage diversification and the development of new technologies to reduce production costs and exploit new areas or opportunities for aquaculture production;

- (vii) Set standards and guidelines for fisheries management and development at districts;
- (viii) Encourage involvement of communities in restocking and management of stocks water reservoirs and minor lakes; and
- (ix) Ensure effective participation of NGOs and CBOs in the promotion of rural based aquaculture development programmes

The Local Government role would be to:

- a) Be responsible for local level planning for aquaculture development
- b) Support development of private seed production with emphasis of at least one seed producer per sub-county
- c) Ensure that farmers receive the technical guidance and advisory services on aquaculture practices.
- d) Encourage and empower farmers through formation of fish farming groups and associations.
- e) Formulate good aquaculture practices by setting up technology dissemination centres for aquaculture.

The Civil Society role would be to:

- a) Support training of farmers in aquaculture practices
- b) Promote aquaculture among the rural poor by provision of advise, basic inputs and financial support for aquaculture operations.
- c) Support on-farm trials and demonstration centres for aquaculture development;
- d) Organise farmers into fish farmers associations and groups;
- e) Support and promote exposure of farmers to new technologies and practices in aquaculture
- f) Assist poor farmers in establishing appropriate aquaculture production systems, through provision of inputs and credit.

8.2.10 POLICY AREA No. 10**Post-harvest fish quality and added value**

Measures will be promoted to ensure that the quality, wholesomeness, safety for human consumption and value of harvested fish and fishery products is secured and/or enhanced.

Explanation

Fish harvested from both the wild and from aquaculture is a highly perishable product. If not properly handled, it rapidly loses quality and economic value, putting human health, not to mention export markets, at risk. As with other aspects of fisheries management, appropriate information is necessary to assess the extent of the problem and the effectiveness of any measures taken to address it, which can include the setting and implementation of rules and standards to preserve and promote fish quality. Furthermore through improved practices and investment, value can be added through processing, packaging etc.

POLICY OBJECTIVES

1. To improve the utilisation of fish catches and reduce waste and/or post harvest losses.
2. To ensure that the commercial value of harvested fish is preserved and/or enhanced.
3. To safeguard the quality and safety of fish sold to domestic and foreign consumers and to meet their growing expectations regarding the quality of fish and fish products.

POLICY STRATEGIES

The Central Government role would be to:

- (a) ensure that proportionate standards are set for different market requirements and risks to fish quality;
- (b) streamline and strengthen existing institutional systems for the inspection and quality control of fish and fisheries products;
- (c) establish and maintain effective information systems to monitor post-harvest losses taking account relevant social and economic aspects;
- (d) take measures to ensure that the contamination of fish and fishery products is avoided both before and after harvest;
- (e) improve and maintain plant quality control and hygienic conditions in fish processing establishments by enforcing the Code for Good Manufacturing Practices;

- (f) adopt quality and safety assurance systems based on Hazard Analysis of Critical Control Points (HACCP) and Total Quality Management (TQM);
- (g) encourage the development of appropriate fish handling, transportation, distribution and marketing systems in Uganda; and
- (h) promote the development of improved fisheries sector infrastructure and equipment, including fishing boats, fish landing sites, fish stores, fish markets, and systems for the transport of fish that contribute to maintaining the quality of harvested fish.

The Local Governments role would be to:

- a) carry out planning and development of infrastructure facilities for landings, distribution and marketing of fish
- b) ensure that hygienic conditions and sanitary facilities are maintained at all fish landings
- c) facilitate the local fish inspectors

The Communities role would be to:

- a) make sure they keep their landings clean and safe
- b) make sure all persons involved in the fishery are clean and all the equipment used in the industry is kept clean
- c) develop bye-laws which promote and ensure that the quality, wholesomeness and safety of fish and fishery products is secured

The Civil Society role would be to:

- a) mobilise and sensitise fishing communities on fish quality assurance and handling practices.

The Development Partners role would be to:

- a) financing technical assistance, equipment and training for government advisory services and inspection personnel.

8.2.11 POLICY AREA No. 11**Fish marketing and trade**

Measures will be taken to achieve sustainable increases in the value and volume of fish marketed for national consumption and export.

Explanation

Increases in the value and volume of fish traded will generate economic benefits for the fisheries sector. It will also improve consumer choice and increase the availability of a valuable source of protein. Government policies in the agricultural and natural resource sectors seek to orient producers towards commercialisation rather than subsistence thus improving rural living standards. At the other end of the chain, increased exports will generate valuable foreign exchange. Nevertheless increased trade must be sustainable so as to avoid excess off-take.

POLICY OBJECTIVES

1. To increase the value and volume of fish traded internally within Uganda.
2. To orient fisheries activity towards commercial rather than subsistence production so as to increase rural incomes.
3. To increase the market share/value of a variety of fish species for exports without compromising domestic food security.
4. To reduce the quantity of fish imports by offering a range of competitive value added products to urban consumers.
5. To achieve sustainable increases in foreign exchange earnings from the export of fish and fish products.

POLICY STRATEGIES

Central Government role would be to:

- (a) ensure the provision of advice on fish marketing and exports;
- (b) remove domestic price distortions by allowing free trade in fish and fish products in whatever form and in conformity with other government policies;
- (c) encourage diversity in fish products for domestic and international markets;
- (d) encourage the development and use of pre-packed fish products other products that add value to harvested fish;
- (e) create mechanisms for the provision of access to timely and reliable information to private sector and community-based fishing enterprises

- and institutions on national and international fisheries markets and the prices of fish and fish products, making use of the internet and other electronic information systems;
- (f) encourage the development of marketing organisations at the regional and national level; and
 - (g) promote training in business and marketing skills within the fisheries sector, at the national, regional and community level.

The Civil society role would be to:

- a) identify suitable and reliable markets for artisanally processed fish and fish products locally, regionally and internationally;
- b) collect, analyse and provide up to date market information on artisanally processed fish and fishery products.

8.2.12 POLICY AREA No. 12**Human resource development**

The Government will promote comprehensive training and advisory programmes so as to build human resource capacity to increase levels of knowledge, skill and expertise in the public and private fisheries sub-sectors.

Explanation

Continuous human resource development is necessary for the sustainable development of any natural resource sector. Regarding fisheries management, new institutional arrangements will require the development of new skills and expertise at all levels, including communities and the less advantaged. At the same time the development and introduction of sustainable new fishery and aquaculture practices as well as new skills and expertise regarding post harvest activities concerning fish quality and trading, will contribute to the growth of the sector.

POLICY OBJECTIVES

1. To sustainably increase levels of knowledge, skill and expertise throughout the entire fisheries sector so as to lead to better decision making regarding management and development issues.
2. To improve the delivery of human resource development programmes to the poorer sections of the fisheries communities.
3. To ensure that the provision of human resource development programmes is demand driven and that it responds to actual needs.
4. To support new institutional arrangements in the fisheries sector taking into account the changing roles and functions of fisheries management institutions.

POLICY STRATEGIES

Central Government role would be to:

- (a) provide appropriate training, advice, technical and other support to fisheries management institutions at all levels to enable them to effectively discharge their management functions;
- (b) ensure that national agricultural advisory and extension programmes and policies enable individuals, groups of individuals and communities within the fisheries and aquaculture sector to identify areas in which they require advice and technical support and to obtain reliable and affordable advice and support in such areas;

- (c) co-ordinate the provision of training, advice and technical support programmes to the fisheries sector to prevent duplication and improve service delivery;
- (d) strengthen institutions offering fisheries management training through certificate, diploma, undergraduate and postgraduate courses so as to ensure an adequate body of trained expertise capable of provide training and advice to the fisheries sector;
- (e) include fisheries management issues in the curricula or syllabuses of primary, secondary and tertiary schools and colleges; and
- (f) support and facilitate non-state actors in the provision of human resource development services to the local communities and their organisations.

The Civil Society role would be to:

- a) carry out community training needs assessment;
- b) complement the efforts of government institutions in offering both fisheries management and other skills training to the grassroots fisher communities.

8.2.13 POLICY AREA No. 13

Research

Social, economic, environmental and technical investigation of issues pertinent to fisheries, including the development of appropriate technologies, will be promoted in response to fisheries development and management needs.

Explanation

The main research benefits to the fisheries and aquaculture will be derived from practical or applied research that is demand driven. The concerns by the private sector, investors, communities and fisheries management institutions must be addressed through research. Such research will include scientific, biological, social and economic investigations to improve decision-making at all levels for effective fisheries management, development and utilisation. In addition it will be necessary to promote research that is appropriate for the different types of fisheries and aquaculture systems found in Uganda's varied water bodies.

POLICY OBJECTIVES

1. To commission effective and efficient fisheries research that is oriented towards and driven by the needs of the private sector, public sector and fisheries communities.
2. To encourage increased fisheries research by public and private bodies including universities.
3. To ensure the generation and provision of sufficient information to allow effective decision and policy making regarding fisheries management.
4. Ensure new technologies for fishing post harvest and aquaculture are developed and periodically refined to answer new challenges.

POLICY STRATEGIES

Government role would be to:

- (a) fund relevant biological, social, economic, environmental and technical research into fisheries and aquaculture management and development issues of national importance;
- (b) provide guidelines for the commissioning of research by fisheries management institutions at the inter-district, district, sub-county and community level to enable them to better discharge their fisheries management functions;

- (c) ensure that sufficient resources are made available for analysis of research data provided to the national level fisheries management institutions;
- (d) ensure that all raw data from nationally and internationally commissioned research into Uganda's fisheries is made available to the stakeholders;
- (e) require all internationally funded research to be in accordance with, and contributes to, the objectives of this policy;
- (f) set up funding mechanisms and make adequate funds available to promote research into fisheries and aquaculture by public and private sector institutions;
- (g) ensure the involvement of the communities and civil society in the collection of research data; and
- (h) Establish systems to monitor the relevance and effectiveness of all research into fisheries and aquaculture.

The Civil society role would be to:

- a) Carry out both independent and joint research with government research institutions;
- b) Disseminate generate technologies from government research institutions to the end users.

9. SUPPORT FOR IMPLEMENTING THE POLICY

9.1 Institutional Arrangements

Whatever institutional structure is ultimately agreed upon, it will need to accommodate a range of key functions and issues. The Centre is primarily mandated to regulate, promote, support and guide the sector. The hands-on work of developing the socio-economic potential of the sector lies mainly with the Local Governments, the communities and the private sector. The core requirements are:

9.1.1 At the Centre

- (a) Understanding of, and “buy-in” to, the national policy environment in which all sectoral development must take place and the capacity to influence at that level through effective advocacy;
- (b) Routine and productive linkages (and influence) with all macro-level institutions relevant to the management and development of the sector and to the socio-economic development of the people who depend on the sector;
- (c) The capacity to develop policies and to plan for sectoral development and sustainability;
- (d) The information on which to base policies and plans, and the capacity to deliver information to stakeholders at all levels;
- (e) The capacity to develop and review the regulatory framework necessary to ensure equitable and sustainable development;
- (f) The capacity to monitor the implementation of policy, plans and regulations across ecosystems and across administrative and international boundaries;
- (g) The capacity to co-ordinate sectoral development activities, particularly across administrative or international boundaries;
- (h) The capacity, and mechanisms to support and work with Local Governments and communities in their efforts towards sustainable livelihood improvement and poverty reduction;
- (i) The capacity to intervene where local efforts to implement plans, policies and regulations have failed, or where local resources are insufficient to meet the demands of the situation (e.g. policing a large international water body);
- (j) The capacity to identify, develop and promote opportunities and innovations to increase the value of the sector in poverty reduction and national economic growth;
- (k) The capacity to promote the importance of the sector at all levels, to lobby and to secure adequate funding for development and for maintenance of institutional arrangements and processes.

9.1.2 At the Local Government Level:

- (a) The capacity (and the mandate) to implement national policy and to ensure application of national regulations governing sectoral development;

- (b) The capacity to make and pass fisheries ordinances and by-laws based on national law, but tailored to the specific needs of the local situation;
- (c) The capacity to administer local fisheries policies and mechanisms for interaction between Local Government bodies and community stakeholders to enable effective and sustainable use of shared common resources;
- (d) Mechanisms to ensure integrated and effective use of all key players at the LG level (e.g. fisheries, forestry agriculture and environment staff);
- (e) The mechanisms and capacity to facilitate routine interaction with the Centre, and to derive from the Centre all available benefits in terms of support, advice, information and co-ordination;
- (f) The capacity to advise and guide communities on opportunities arising locally or from the Centre;
- (g) The capacity and mechanisms to mobilise communities in support of national policy, regulatory implementation and development opportunities;
- (h) Understanding of, and commitment to, the opportunities offered by the fisheries sector in pursuit of poverty reduction and improved livelihoods;
- (i) Understanding of the constraints and vulnerabilities applying to the fisheries and to the people depending on the common resources;
- (j) Understanding of the wider national development arena and of the funding and other support opportunities that may be available to support improved fisheries benefits;
- (k) Efficient collection of all appropriate revenues from the sector, and re-investment in development opportunities on demand from communities, and with guidance as required, from the Centre.

9.1.3 At the Community Level:

- (a) Understanding of the constraints and opportunities inherent in dependence on fisheries resources as a core livelihood asset;
- (b) Commitment to a sustainable and equitable approach to use of resource, and to collaboration across village or neighbourhood and administrative boundaries where needed;
- (c) The capacity, (the mandate) and the will to support Local Government in application of national policies and regulations, and in the tailoring of these national givens to the needs of the local situation;
- (d) The capacity (and the mandate) to participate directly in the regulation of the fishery related to local enforcement of bye laws; and, to contribute to the planning and policy making process at local and national level;
- (e) The capacity to generate development plans and to lobby for the necessary resources to implement plans;
- (f) The mechanisms to interact with, and to influence, Government at all levels.

9.2 Institutional Requirement

The core elements outlined are far reaching, and must determine certain core elements of any new fisheries institutional framework. At the centre, the institutional basis would ideally incorporate:

9.2.1 External environment

- (a) **a strong forum for interaction with the other natural resources agencies** – with clear mandate, targets and integrated aquatic resources policies and action plan;
- (b) **a forum for regular interaction with key strategic institutions (outside the MAAIF umbrella)** – notably MoFPED, MoLG and the PMA secretariat;
- (c) **strong and clearly defined linkages to districts at strategic and technical levels** – planning and finance as well as fisheries, aquaculture, agriculture, forestry and environment;
- (d) **a strong and sustainable financing basis clearly ring fenced from the general MAAIF allocation** – to permit realistic mid-term planning and decreasing reliance on government subvention;
- (e) **a strong and clearly mandated research service provider** – providing information in line with client demand;
- (f) **a strong and integrated extension service provider** – providing broad skills and options for fisheries livelihoods enhancement;
- (g) **strong customer/client links with (commercial) private sector** – service provision and advice on a cost recovery basis;
- (h) **strong links with national security and law enforcement agencies** – to safeguard the interests of national stakeholders in the context of large international waters where co-management alone may be inadequate.

9.2.2 Internal environment

- (a) **a strong core management team** – with skills in advocacy, policy, economics, business management, strategic planning and institutional development;
- (b) **a strong technical team** – with skills in fisheries management, aquaculture development, aquatic environment, and community development – and **strong links to extension service providers**;
- (c) **a strong monitoring, surveillance and control team** - with broad technical skills, and deep understanding of the regulations and oversight roles with regard to fisheries management and quality control – **with strong links to LG technical and administrative staff**;

9.3 Proposed Central Lead Agency

Options ranging from a strengthened DFR, a Directorate, an Executive Agency and an Authority were examined after a broad consultative process. A Uganda Fisheries Authority (UFA) is proposed to address the concerns and

will offer broad capacities and responsibilities required of a fisheries management institution outlined above. The proposed UFA is to be an autonomous institution under its parent Ministry and has a competitively appointed Chief Executive, with a governing board appointed by the Minister. Key benefits of Authority status (as opposed to government departments) are:

- (a) Delivery of a better service for the same or less cost;
- (b) Reduction of cost to Treasury by increased revenue generation and/or reduced costs;
- (c) Greater freedom to manage and clear accountability;
- (d) A results (client) oriented focus;
- (e) Opportunity to commercialise operations where services are demanded;
- (f) Release from some Civil Service rules and regulations regarding operational flexibility;
- (g) Freedom over staffing levels and structures;
- (h) Flexibility over salaries and conditions;
- (i) Powers to recruit and promote; and to discipline;
- (j) Self accounting status with separate budget heading in parent Ministry;
- (k) The right to accumulate reserves and to retain earned income;
- (l) A legal entity that can sue and be sued and can acquire and dispose of property.

In principle an Authority benefits from the freedom offered by an autonomous institution. It could address many of the requirements and roles identified for the fisheries sector. A fisheries Authority could raise and retain revenue in addition to receiving core funding from Government. The funds received from Government would be ring fenced for the Authority and could not be diverted. The direct control over budgets should permit rapid decision making and accurate business management. A close and consistent relationship with Local Government is afforded. In addition, the Authority would develop a new and clearly defined partnership with other renewable natural resources institutions. The Authority would operate on the basis of a Business Plan and the integration of the plan with a National Fishery Strategic Framework derived from this Fisheries Policy.

9.4 The Law: Fish Act (1964)

The substantive law that provides for the regulation of the Uganda Fisheries is the Fish Act 1964 (Cap 228). The Act must have been advanced at the time that it came into force. It is now considered to be inadequate to cope with the domestic and international changes in fisheries administration and the latest policy thinking. The Act by current standards is neither comprehensive enough nor flexible enough to provide for the proper management and conservation of fisheries. A new national fisheries bill is proposed for implementation of this policy.

10. GENDER AND EQUITY ISSUES IN FISHERIES

The government will ensure that women, the youth and poor people in particular are beneficiaries of the development of the fisheries sector. The policy recognises that there are other sections of society that are often marginalized in development processes, and that these groups are frequently the most dependent on fisheries resources for their livelihoods. The government will address this through its policy and equity and in employment and business opportunities, and by ensuring equity in the access, tenure, participation and sharing of benefits that accrue in fisheries.

The government shall ensure that reformed institutional structures promote the active participation of women, men and vulnerable groups. In 1993, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) formulated gender-oriented policies aimed at addressing gender issues in the sector. Part of the objectives of these policies is to integrate gender concerns in fisheries policy planning, decision making and implementation at all levels to ensure sustainable social and economic development.

11. ADVISORY SUPPORT SERVICES

Government shall adopt extension service delivery system as defined in the recommendation of the Plan for the Modernisation of Agriculture in general and NAADS in particular. Currently, CBOs and some NGOs are carrying out some information dissemination and providing a back-up support for the existing district-based extension systems.

The fisheries extension service shall operate under the proposed National Agricultural Advisory Service (NAADS). This will be a well-defined functional extension support service body, which will provide information and advice, and will also facilitate extension service for all the fisherfolk communities or fish farmers.

12. RESEARCH AND TECHNOLOGY SERVICES

The government will support the research-based and technology based fisheries through effective and demand led research. Government recognised the fact that fisheries in Uganda was founded through sound scientific research, and that this is fundamental to good practice in the sector. It will promote cost-effective research that responds to the needs of the fisherfolk, fish farmers, private investors, and communities, extension agents and central and local government agencies that are in front line of fisheries management. NARO through its affiliate institution, FIRRI and Makerere University are currently undertaking fisheries research. However, all have inadequate resources and capacity and have suffered from poor investment. The government shall strengthen and promote fisheries research as the basis for sustainable development and management of the sector. Traditional research areas will be expanded to include research that supports private sector development in both artisanal fisheries and aquaculture.

13. PUBLIC EDUCATION

Government recognises the importance of having a well-informed public as part of the fisheries sector development. Government will emphasise public education programs to the fisherfolk so as to increase awareness and understanding of fisheries concerns.

14. CAPACITY BUILDING INCLUDING TRAINING SERVICES

Government shall develop capacity at national, district and private sector levels to improve skills in the fisheries sector. Appropriate training shall increase the knowledge of all the people involved in the fisheries sector. A Bachelor of Science in Fisheries degree and postgraduate diploma in fisheries have been initiated or floated at Makerere University and at Fisheries Training Institute respectively.

Currently the Fisheries Training Institute runs certificate and diploma courses. The institute lacks trained fisheries scientists and it is still in the process of updating its curriculum to cover all aspects of fisheries management including aquaculture. Makerere University is currently running an MSc course in fisheries and Aquatic sciences but this lacks basic facilities and support.

There has been lack of properly organised fisherfolk and fish husbandry leadership to implement fisherfolk based programs. Some of the fishermen organisations like the Uganda Fish and Fisheries Conservation Association (UFFCA) and a few co-operatives are beginning to be active in mobilisation of communities in the management of fisheries and to promote fish farming. There is need to strengthen these associations by involving their managers and the fisherfolk and fish farmers in dedicated training programs.

15. INVESTMENT IN FISHERIES

The government shall create an investment climate in support of the existing one and provide adequate incentives and a long term investment program for the sustainable development of the fisheries sector in Uganda. The implementation of the fisheries sector policy will require significant financial resources. The areas of specific interventions and proper investment programs are stipulated in the Uganda Fisheries Master Plan. The Fisheries Master Plan identifies fisheries development potentials, the development constraints, development strategies, programs and projects for investment. The fisheries sector to-date has benefited from a number of support programs provided by several development partners over the medium-term and long-term and this donor support will still be needed.

16. MONITORING AND EVALUATION

The government will ensure that performance in implementing the Fisheries Policy will be monitored and regularly assessed. This will include an audit of investments, and evaluation of the impacts of the new institutions. Impacts will be measured in terms of sustainable use of the resources base, the

growth of the economy through increased fisherfolk participation and the alleviation of poverty amongst the fisherfolk. This will require a well-defined information system with reliable data of defined objectives, verifiable indicators and the means of verifying indicators plus critically agree assumptions. It will require that all fisheries investment programs and activities set out plans for monitoring and select minimum indicators to show progress and impacts. The use of the outputs of the functional analysis in MAAIF will help in defining all the monitoring indicators for the fisheries programs and activities.