

Terms of Reference: Kiribati Fisheries Division Fisheries Management Advisor / Interim Director of Fisheries

FINAL - August 2014

Description of the Services

The Government of Kiribati has requested technical assistance to support the sustainable development and management of coastal fisheries, in line with Kiribati's National Fisheries Policy 2012 – 2025 (KNFP). The assignment is for three years, of which the first 2 years are expected to be residential in Tarawa. **The appointee will also act as the Interim Director of Fisheries for at least the first year of the assignment.** At an agreed time (not yet determined) the appointee will move into the role of Fisheries Management Advisor, and at some point the assignment is expected to become non-residential – ie the advisor may be based elsewhere and not be full time.

Goals and Objectives of the Assignment

The Goal is to increase Kiribati Ministry of Fisheries and Marine Resources Management (MFMRD)'s Fisheries Division management capacity and build a sustainable coastal fishery that benefits the Kiribati people.

The advisor will work alongside and support Fisheries Division staff. The major focus will be on improving coastal fisheries management in order to ensure healthy fish stocks and ensure food security while enabling economic growth. The assignment goals and objectives complement those of the Fisheries Division, which are:

- 1. To promote the sustainable management and development of our marine resources to maximise economic benefits and sustain livelihoods.*
- 2. To support community and private sector-led fisheries development initiatives to provide for better economic returns, improve livelihoods and food security.*

Assignment tasks

1. Provide expert fisheries management advice and assistance to Fisheries Division staff and stakeholders;
2. Build capability within the Fisheries Division to effectively manage and facilitate the sustainable development of coastal fisheries;
3. Coordinate inputs into the Kiribati Sustainable Development of Coastal Fisheries Programme (2015 – 2019).

Specifically, the advisor will:

- Provide policy advice on coastal and aquaculture fisheries management
- Provide advice to the Secretary and Minister on strategic issues, where requested
- Support the Secretary to strengthen MFMRD capabilities to deliver the actions outlined in the KNFP and KDP
- Review the management operations of the Fisheries Division and identify opportunities to increase efficiency within the Department
- Mentor and motivate MFMRD senior staff, including a counterpart Director, to build capacity and strengthen their leadership roles within the Ministry and sector
- Identify and address key barriers to the management and development of coastal fisheries and aquaculture, with a view to increasing benefits to communities from a sustainable resource. Identify and explore potential aquaculture development opportunities that will enhance the livelihoods of Kiribati people.

- Deliver high priority fisheries management and development initiatives in partnership with key fisheries stakeholders, including communities and industry
- Coordinate and integrate input to the fisheries sector from other fisheries development partners and regional fisheries agencies (SPC and Forum Fisheries Agency (FFA))
- Support MFMRD to coordinate six monthly and annual reporting on the Kiribati Sustainable Coastal Fisheries Programme.

While appointed to the role of Interim Director of Fisheries, the appointee will also:

- Provide direction and leadership to MFMRD staff to implement the National Fisheries Policy in relation to the efficient delivery of fisheries management and development services.
- Provide mentoring and supervision to an identified future Director of Fisheries to manage the Fisheries Division

The assignment is a major component of a broader **5 year Kiribati Sustainable Coastal Fisheries Programme**, which has a number of different stakeholders and inputs. The ability to carry out in-depth analysis of precise needs, shape required actions and coordinate stakeholder inputs will be critical. A coastal fisheries inception mission involving key stakeholders will occur shortly after the assignment is commenced.

Draft workplan for the inception phase (until December 2015)

- Work/consult with MFMRD, other government agencies, SPC, development partners and the private sector to draw up a detailed 4 year Sustainable Coastal Fisheries Programme design that will include:
 - Institutional strengthening, including specific arrangements for mentoring a permanent Director of Fisheries
 - Funding and administration arrangements for the expansion of artisanal tuna fishing operations
 - Capacity building of, and improved communication/coordination with Island Councils, FAs and communities
- Work with SPC and the inception mission which will undertake an initial review of the needs of MFMRD and the available resources, including SPC and other donors
- Support SPC to coordinate the construction of up to two training/demonstration coastal long line vessels, which will be utilised for commercial tuna fishing to supply the Kiribati Fishing Limited (KFL) facility
- Coordinate initial technical and other assistance provided under the Kiribati Sustainable Development of Coastal Fisheries Programme.

The Contractor will have the dual role: as a technical Advisor and as a trainer/mentor for MFMRD senior staff, including a counterpart.

Coordination

Mechanisms will be put in place to ensure that the work of the advisor remains in line with the needs of MFMRD and other stakeholders, and is supported by coordinated inputs from other development partners and regional agencies. These will include:

1. A **Project Steering Committee** involving the Secretary for MFMRD and support staff as required; representatives of the Ministry of Internal Affairs and Ministry of Finance and Economic Development; and a representative of the New Zealand High Commission. The Steering Committee would meet at least quarterly to:

- Approve an annual programme work plan and budget for MFMRD's responsibilities under the programme
 - Approve the ToR and budget for any Technical Assistance to be sourced or procured under the programme
 - Approve any fisheries development projects to be assisted under the programme. **Project Funding** may be provided by GoK or GoNZ for agreed supplementary activities.
 - Monitor progress of the programme against the annual work plan and budget
 - Receive and review reporting against the results framework
 - Provide guidance and support to the advisor as appropriate
2. An MFAT **Fisheries Technical Advisor** will visit the Project at least annually to consider progress and issues that have arisen, and provide advice on how to improve effectiveness. Additional fisheries support may be contracted in by New Zealand as required and agreed.
3. Representatives of GoK, NZ MFAT, and key development partners and regional agencies will gather annually for a **Fisheries Coordination Meeting** to present progress on, coordinate and provide indications of future assistance towards, implementing the KNFP.

Terms and conditions

The assignment will initially be for three years from late 2014. The contract covers fees, housing and other allowances if applicable, and return economy-class airfares to and from Kiribati for the contractor and, if required, dependents.

The Contractor is responsible for making all deployment arrangements – travel, medical, accommodation, passport, visas, banking, tax department requirements, shipping, storage and transfer of personal effects, etc.

The Contractor is expected to work five days per week and eight hours per day. The contractor is obliged to keep a record of extra hours worked, leave taken and public holidays. In addition to weekends and public holidays, the Contractor is entitled to days off (dates and numbers of days to be negotiated and agreed).

The Contractor will not have diplomatic status, privileges, or immunity whilst on assignment. The contractor is expected to work in accordance with the MFAT Code of Conduct for technical advisors.

Working as a lone ex-patriate advisor in the MFMRD will be challenging, particularly given the extent and variety of activities foreseen under the Project. To support the advisor, a substantial level of assistance from regional agencies, and specifically SPC, is envisaged (see above). In addition, other short-term technical assistance sourced using the Project Fund and guidance by the Steering Committee (see below) will provide support and peer review.

It may be necessary to undertake the TA, particularly in the second, two year phase, through a series of visits of a few months' duration. This modality of delivery may work better and reduce the dependency on external assistance that can accrue from full-time in-country support. It is important, however that the time spent in-country is sufficient to ensure improvements are made to policies and practice and that the strengthening measures become embedded and adjustments made.

Reporting and Accountability

The advisor will report to the Secretary of the MFMRD on their performance and delivery of their role within MFMRD.

The advisor will report to NZ MFAT on their contractual responsibilities and in relation to contract payments.

Outputs

Milestone/output	Description	Due date
Work plan and budget for the KSCF Programme Inception period	Revised and confirmed work plan and budget from commencement date until December 2015 (the Inception period), including a confirmed Results Measurement Table containing coastal fisheries baseline data. Using the National Fisheries Policy as the guiding framework, this milestone requires consultation with all branches of MFMRD, the private sector – eg Kiribati Fish Limited, Island Councils and men and women from local communities, and other advisors.	31 January 2014
Inception Report	Proposal for delivery of the 4 year KSCF design, including any key recommended changes	28 February 2015
Institutional Capacity Report	Institutional capacity needs assessment of MFMRD and the fisheries sector, including opportunities to increase efficiency within the Department	31 May 2015
Work plan and budget for 2016	Revised and confirmed work plan and budget for year 2	30 November 2015
Work plan and budget for 2017	Revised and confirmed work plan and budget for year 3	30 November 2016
Fisheries Management support and advisory services	<ul style="list-style-type: none"> • Training and mentoring of MFMRD staff, and capacity building for Island Councils • Advise the Secretary and Minister on strategic issues, where requested • Lead preparations and MFMRD's reporting for the annual Fisheries Coordination Meeting 	continuously during assignment
Reporting to MFAT on contractual responsibility	<p>Report as agreed to MFAT on:</p> <ul style="list-style-type: none"> • Progress against work plan tasks and activities; • Expenditure against budget; • Key trends and issues affecting the provision of quality services; • Emerging risks and proposed risk mitigation strategies; • Other donor interactions and efforts to ensure alignment with Kiribati fisheries priorities; • Proposals for improved efficiencies and/or improved quality of provision of services. 	Reporting dates to be determined

Knowledge, Skills and Experience

Qualifications:

- Degree in Marine Science, Marine Resource Management, Fisheries or other relevant discipline
- Post graduate qualification in these fields would be advantageous

Knowledge of:

- Coastal fisheries planning and management in the Pacific, including policy, legislation, fisheries assessment, and compliance
- Fisheries administrations in PICs
- Community based fisheries management (would be advantageous)
- Sustainable development opportunities for coastal fisheries, including lessons learned
- Small scale tuna fisheries (would be advantageous)
- Oceanic fisheries management

Skills:

- Ability to mentor, motivate, transfer skills and work closely with key stakeholders
- Effective communication within an organisation and with external stakeholders
- Ability to establish a rapport with, and work with, people of diverse cultures, backgrounds and education
- Strategic thinking and problem solving
- Ability to identify and oversee viable development opportunities

Experience in:

- Working with government, the private sector and communities to manage and develop coastal fisheries, preferably in the Pacific region
 - Leadership and management within a fisheries administration
 - Institutional strengthening, particularly in fisheries agencies
 - Coastal fisheries management, including community-based fisheries management and related approaches in remote communities
 - Working with fisheries agencies and coordinating inputs into coastal fisheries management and development programmes
 - Developing small scale tuna long line fisheries and aquaculture (would be advantageous)
 - Living in a Pacific Island for a period in excess of 6 months (would be advantageous)
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Background

Kiribati is an archipelagic nation comprising 33 islands with a total land area of only 810 sq. km. but with a surrounding EEZ of about 3.5 million sq. km that includes some of the most productive tuna fishing grounds in the Pacific. Much of the focus of the MFMRD in recent years has been on developing management arrangements, including the necessary national legislation and monitoring, control and surveillance, to comply with international fisheries agreements and derive maximum benefit from fisheries resources. MRMRD now wishes to focus more attention upon the management of coastal fisheries.

The high (and growing) population of South Tarawa due to urban drift continues to place pressure on fisheries resources there, which are essentially open access. Due to fishing pressure, fishermen are switching their operations to fishing grounds progressively further from population centres. This is placing pressure on adjacent stocks and creating friction with communities concerned at 'outsiders' fishing in waters considered to be under the control of local Island Councils. Some key stocks, including giant clams, sea cucumbers and lobsters are overfished, as are some more traditional species such as blood cockles (*Anadara*) on Tarawa. Establishing sound management controls is vital for food security as Kiribati is one of the highest per capita consumers of fish in the world (over 70 kg each per annum).

Apart from management challenges, coastal fisheries resources offer a range of development opportunities. Oceanic resources comprising tuna and other pelagic species provide a substantial opportunity for Tarawa and surrounding waters. For remote coastal communities, where fisheries development has been relatively light, some reef resources provide additional potential for increased (but limited) harvest. A number of coastal fisheries and aquaculture development options have been attempted in Kiribati – eg seaweed growing and harvesting live reef fish for the aquarium trade - with mixed results.

Kiribati Fish Ltd (KFL) began operations in 2012, and is now a substantial employer that is seeking to expand activities to include the processing of tuna and other pelagic species caught by small boats in coastal fisheries.

The above issues, together with a comprehensive programme of short and long term actions to address them, are set out in the Kiribati National Fisheries Policy 2013-2020.

While MFMRD has a significant staffing resource including potentially 22 Fisheries Assistant (FA) positions based on the outer islands (16 in place), it lacks sufficient trained staff and performance management systems to implement the coastal fisheries aspects of the National Fisheries Policy effectively. There has been no permanently-appointed Fisheries Director in post for several years. While there have been clear efforts to maintain the morale and productivity of MFMRD FAs in outer islands, there is a need to improve communication with and between these officers. More than 80% of the Division's budget is devoted to direct staffing costs, leaving insufficient funds for effective operations. There is potential to improve training, and the coordination of the roles of Island Councils, Police Officers and FAs.

Recognising these needs, in November 2013 the Kiribati Ministry of Foreign Affairs and Immigration requested that the Government of New Zealand support the establishment of an advisor within the MFMRD. The TORs suggested for the position were primarily associated with coastal fisheries, but also encompassed assisting with, and advising on, some of the wider responsibilities and activities of the Fisheries Division. Following detailed consultations a design document was drawn up covering both the advisor and additional related assistance under a NZMFAT-funded broader fisheries activity.

Further discussion with senior Fisheries Division staff has indicated that the advisor will primarily have a role to support the development and management of coastal fisheries, with limited broader responsibilities as requested by the Secretary.

Relevant reports/documentation

- *Kiribati National Fisheries Policy 2013-2015*, Government of Kiribati
- *Fisheries Act 2010*, Government of Kiribati
- *New Zealand-Kiribati Partnership Framework on Sustainable Coastal Fisheries*, 2014
- *Activity Design Document – Kiribati Sustainable Coastal Fisheries Programme*, MFAT, 2014.
- *Improving Community-based Fisheries Management in Pacific island countries*, ACIAR Project document FIS/2012/074

Other related activities and/or donor engagements

The July 2014 “*New Zealand-Kiribati Partnership Framework on Sustainable Coastal Fisheries*” states that:

The Partners have decided to proceed with an inception period of 18 months (July 2014 to December 2015) during which they will cooperate on the following actions:

- *Contracting the Secretariat of the Pacific Community (SPC) to support delivery of agreed components of the [Sustainable Coastal Fisheries] Activity. [nb: contract signed 27/6/14]*
- ***Recruitment and mobilisation of a Fisheries Management Advisor/Interim Director of Fisheries.***
- *An inception mission by SPC, following the appointment and mobilisation of the Advisor/Interim Director, to support the establishment of the appointee in the role and responsibilities, and jointly plan ongoing delivery of the programme.*
- *Completion of priority analytical work on coastal fisheries management and development on which to base a strengthened detailed design.*
- *Completion of a capacity analysis of MFMRD and Fisheries Officers against the needs of the Kiribati National Fisheries Policy.*
- *Delivery of early fisheries initiatives including:*
 - *Development of a deep sea snapper management and monitoring plan*
 - *Commissioning of two new pilot coastal fisheries training / trial vessels and provision of ongoing support to I-Kiribati artisanal tuna fisheries*
 - *Development of a model for sustainable financing, ownership and management of more commercial fishing vessels*
 - *Review of the Fisheries Act 2010 in relation to coastal fisheries needs*
 - *Development of the Observer programme de-briefer training and database.*
- *Development of a strengthened and extended detailed design for the period January 2016 to December 2019 to be finalised and agreed by the Partners.*

Further details of these and other related actions are contained in the New Zealand Aid Programme’s *Kiribati Sustainable Coastal Fisheries (KSCF) Programme* activity design document, which is available on request.

The most significant related activities will be via the Secretariat of the Pacific Community (SPC), which provides inshore fisheries and aquaculture management and development services to Pacific Island countries. The key services to be provided by SPC under this project include: coastal tuna fisheries development; fisheries management technical support; and support to strengthen the observer programme. The advisor will be required to work closely with SPC experts.

The WorldFish Centre has funded a four year research project on development pathways that would transform the coastal fisheries of selected PICs, including Kiribati. The project aims to improve local management, primarily through developing more effective links between local and national scale governance. The project will be implemented by the WorldFish Centre and the Australian National Centre for Ocean Resources and Security