

**REPORT**

**MID TERM REVIEW**

**Assistance to the Fisheries Sector of Mozambique  
Co-financed by Norway and Iceland  
(2009 – 2013)**

**FINAL REPORT**

**Revised July 2012**

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## Abbreviations and Acronyms

ACP	Africa Caribbean Pacific
ADNAP	National Fisheries Administration Agency
CCG	Co-management committee
CCP	Community Fisheries Council
CDCF	Center for Development and Cooperation in Fisheries (Bergen)
CF	Common Fund (joint Iceland/ Norway finance for Programme)
DAF	Department of Administration and Finance (in various entities)
DC	Department of Cooperation
DNEPP	National Directorate of Economics Policy and Planning
DNFP	National Directorate of Fisheries Enforcement
DPP	Provincial Directorate of Fisheries, Mozambique
DRH	Department of Human Resources
DRH	Directorate of Human Resources
EC	European Commission
EEZ	Exclusive Economic Zone
EITI	Extractive Industries Transparency Initiative
EP	Fisheries School
EU	European Union
FAO	Food and Agriculture Organization
FFP	Fisheries Development Fund
FMC	fisheries monitoring center S
FMP	Fisheries Master Plan
GEF	Global Environment Facility
ICEIDA	Icelandic International Development Agency
IDPPE	National Institute for the Development of Small Scale Fisheries
IFAD	International Fund for Agricultural Development
IIP	National Institute of Fisheries Research
IMR	Institute of Marine Research, Norway
INAQUA	National Aquaculture Institute

INE	National Institute of Statistics
INIP	National Institute of Fish Inspection
IOTC	Indian Ocean Tuna Commission
M&E	Monitoring and evaluation
MCS	Monitoring, Control and Surveillance (of fisheries)
MP or MF	Ministry of Fisheries
NEPAD	New Partnership for Africa's Development
NORAD	Norwegian Agency for Development Cooperation
OGE	Orcamento Geral do Estado (state budget)
PARPA	Action Plan for the Reduction of Absolute Poverty
PES	Economic and Social Plan
PESPA	Strategic Plan for the Artisanal Fisheries Sub-sector
PPABAS	Sofala Bank Artisanal Fisheries Project
PPACDNN	Cabo Delgado and Northern Nampula Artisanal Fisheries Project
Programme	Assistance to the Fisheries Sector of Mozambique. Programme Cofinanced by Norway and Iceland
PROPECSA	Artisanal Fisheries Promotion Project (IFAD)
SADC	Southern African Development Community
SISTAFE	national expenditure accounting system
SPP	Provincial Fisheries Service
SWIOFC	South West Indian Ocean Fisheries Commission
UN	United Nations
US\$/ \$	United States Dollar
VMS	Vessel Monitoring System
SWIOFP	South West Indian Ocean Fisheries Project

## 1. EXECUTIVE SUMMARY

### 1.1 INTRODUCTION

1. The Mid Term Review (MTR) of the Programme of Assistance to the Fisheries Sector of Mozambique co-financed by Norway and Iceland (the Programme) took place in Mozambique from 27 February to 9 March 2012. Comments were received between April and July 2012 and a revised (final) version presented in late July 2012. The comments received on the draft report indicate that a number of the recommendations are already being implemented and given the delays in consideration of the draft report and the fact that the 2012 work programme has been largely determined, many recommendations made may be more relevant to the preparation of a potential future phase of the Programme rather than the completion of the current phase. Prioritisation and timing the implementation of adopted recommendations is seen as the subject of a dialogue between the parties.

2. The Mid-Term Review Team<sup>1</sup> (the Team) benefited from the guidance of His Excellency Victor Borges, Minister of Fisheries and met with all the institutions directly benefiting from the Programme including the Ministry of Fisheries (MF) and its departments and directorates (DNFPP, DRH, DAF and DC), and dependent institutions (ADNAP, IIP, INAQUA, IDPPE, FFP, INIP, and EP); several provincial delegations and staff; and representatives of several sector donors, including FAO, IFAD and the EU and had informal meetings with other sector stakeholders.

### 1.2 BACKGROUND

3. Based on a policy of closer integration of development assistance into the institutional framework of the Mozambique economy and public administration, the Mozambican authorities, Iceland and Norway established a joint programme on fisheries financed from a Common Fund (CF) open to participation by other donors. The **core objective** of the Programme is to support the implementation of the Plano Director das Pescas, 2010 – 2019, or Fisheries Master Plan (FMP) and associated institutional and human development required to implement the FMP. The Programme is a form of budget support tied to a set of activities agreed with the donor, but with a measure of flexibility within the Ministry and its dependent institution on the details of execution and adjustments to the Programme based on consensus with the donors through semi-annual meetings. While some comments suggest that the objectives of the Programme cannot be achieved through a budget support approach, the MTR team notes that both donor and recipient policies advocate a gradual withdrawal from donor micro-management of development assistance and closer integration of the assistance into the recipient's management systems. Such an evolution uncovers a range of issues which may not have been considered in the Programme design. These include the extent to which the donors retain the power to 'approve' elements of the Programme, for example when costs exceed the budget, or how the contractual relationship with the donor's technical advisors (such as CDCF, or UNU) could be structured. The MTR frames but does not attempt to resolve these issues, but acknowledges that the dialogue between the parties must gradually resolve them in a sensitive and progressive manner.

4. The total budget for the Programme and Common Fund is \$26.5 million jointly funded by Iceland and Norway. Counterpart funding of \$1.2 million (5%) is specified in the Programme Document (September 2009)<sup>2</sup>. Additional support for MCS is being provided by Norway. The Programme funds

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<sup>1</sup> The MTR Team comprised: Thor Asgeirsson (Iceland), Kirsten Bjoru (Norway), Elisa dos Santos (Mozambique) and Kieran Kelleher (Independent Consultant and Team Leader).

<sup>2</sup> Note: the Team worked from the September 2009 version of the Programme Document and only late in the mission were provided with a revised version of the Programme Document.

activities in four main areas with seven institutions over a period of 4 years (2009 – 2013). The total expenditures to date (end 2011) are \$15.3 million, or 58% of the budget with further commitments of \$7 million<sup>3</sup>, for a total expenditure and commitment of \$22.3 million, or 84% of the budget.

5. The principal change in the budget is an addition of up to \$3.1 million (17.7 million NOK) by Norway in support of the MCS (specifically fisheries surveillance related to the operations of the Kuswags and Antillas Reefer vessels) for 2012. The donors have made clear that any additional funding in 2012-2013 would be contingent on greater clarity on the MCS financing and institutional arrangements for MCS (see below).

### **1.3 PROGRAMME DESIGN AND IMPLEMENTATION ARRANGEMENTS**

6. The structure and content of the Programme is based on two pillars: (i) support for execution of Mozambique's Fisheries Master Plan and (ii) building the human and institutional capacity to execute the Master Plan. The Programme was prepared during the period when the Fisheries Master Plan was in preparation, so that while it anticipated core elements of the plan, it was not based on the approved FMP. For this reason, the Programme covered a large range of likely interventions in support of the anticipated FMP and the numerous activities, outcomes and indicators spread across the sector institutions are based on this anticipation of the FMP. As of March 2012, the FMP lacks quantified indicators and milestones making the impact of the Programme and the FMP implementation difficult to assess. Consolidating the existing Norway and Iceland sector support also required some continuity of their separate efforts to be included in the Programme, possibly increasing the number and diversity of activities.

7. The implementation arrangements can be considered under the following headings: (i) management of the Programme; (ii) financing and accounting arrangements; (iii) M&E arrangements; (iv) TA contracts; and (v) major investments.

8. **Management.** The decentralised management/ implementation to the various institutions and departments is fully supported. However, the coordination mechanism lacks streamlining and efficiency in at least three areas: financial reporting, human resources and sourcing of external TA. The potential synergies among the different parts of the Programme also appear to suffer from poor flow of information and weak internal communications. Essentially, the coordination consists of reporting activities and tracking budget requests and expenditures rather than seeking specific synergies, cost savings and efficiencies across institutions. Similarly, monitoring tends to consist largely of lists of activities.

9. **Financial reporting and procurement.** Considerable improvements can be made to the financial reporting as part of the normal internal financial management and reporting of the Ministry. Essentially this requires that all sector institutions use the SISTAFE (national expenditure accounting system), that the Ministry (as coordinator) has access to the SISTAFE reports of the dependent institutions, and that the Ministry (DAF) is enabled to compile the CF expenditures of the different cost centres and subordinate institutions in a seamless electronic manner rather than having to re-enter either line-by-line expenditures or consolidated reports in other formats or programmes. The considerable constraints to timely procurement are largely attributable to lengthy bureaucratic processes common to all public procurement and are largely beyond the scope of the MTR. The institutional cooperation contract between the Ministry and the Center for Development Cooperation in Fisheries (CDCF) helps avoid some of these bureaucratic processes.

10. **Budget control.** The operating budget for some programme activities (for example the offshore enforcement) substantially exceeds the likely future government budget allocations. Consequently the

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<sup>3</sup> These 'commitments' include the museum \$2.5 million, \$4.5 million for Chokwe aquaculture station compared to the initial estimates of \$1.2 for the museum and \$2.8 for Chockwe.

Common Fund support for such activities should be seen as ‘pilots’ to explore the most cost-effective solution. Donor funding can be used for determining the best solutions for future operations even if the short-term cost/benefit of the activities is less than optimal as long as the objective is to secure sustainable and cost-effective longer-term solutions. Projected cost over-run for the proposed Chokwe (aquaculture) installations will require discussion with the donors. Financing for the recurrent costs of the various investments, whether the museum, MCS assets or aquaculture installations remains unclear and requires urgent attention.

**11. Monitoring and evaluation.** The Team considers that the M&E arrangements in the Programme Document need simplification and improvement for several reasons: (i) most indicators are output indicators (referred to as ‘outcomes’); (ii) impact indicators are difficult to identify; (iii) collection and processing of data on some 100 indicators may detract attention from the core activities. However, in order to adjust the M&E arrangements, the Programme logframe needs to be also adjusted and simplified to reflect the budget support nature of the assistance and focus on core FMP targets.

#### **1.4 ACHIEVEMENTS AND ISSUES**

**12. Successes.** The team has chosen to review the components in a more holistic manner rather than trying to assess the effectiveness of the numerous activities one by one, but with an emphasis on the high cost activities and the core objectives of the Programme. There are a number of clear successes, including the core work of IIP on fisheries management advice and interaction with IDPPE on small-scale fisheries, the census and poverty assessment of IDPPE, the progress towards accreditation of INIP, work by INAQUA on biosecurity and the rehabilitation of the fisheries surveillance vessel, the “Antillas Reefer”. The success of the MCS programme is of particular note: Mozambique, the donors and the region can be gratified and proud of their achievements, efforts and investments of political, human, institutional and financial capital. With substantial Programme assistance Mozambique’s successes include: an operational VMS system, operation of regional patrols, detention of vessels for illicit fishing activities, enhanced regional cooperation linked to IOTC membership, selection as SADC regional MCS centre and hosting of an international MCS conference. The census, the poverty assessment and the proposed statistics master plan also constitute an important building block for planning and pro-poor orientation of the Master Plan, while the ambitious plans of INAQUA and INIP demonstrate long-term vision and political commitment to the sector.

**13. Issues.** The prioritisation in the use of the CF does not adequately reflect the core objectives of supporting the FMP implementation and development of human resources for three main reasons: (i) the continued lack of quantitative targets and milestones in the FMP; (ii) the continued weakness of the statistical system (although the preparation of the statistics master plan is a substantial achievement); and the absence of a comprehensive human resource development plan. The second group of issues relate to the financial management and budget control and on-going financing of the recurrent cost of capital investments referred to above. The third set of issues relates to the apparent continued expansion of the field offices of the sector institutions, the decentralization of functions to district level and the heavy reliance of field operations on (external) project financing. Many of these issues are already the subject of constructive action by Mozambique or dialogue between the partners.

#### **1.5 RECOMMENDATIONS**

**14.** The following recommendations are made under several main headings: project design and the Fisheries Master Plan; implementation arrangements; specific investments; and human resources and cross-cutting issues. The recommendations focus on making the FMP a more functional rather than aspirational instrument; building greater financial management and discipline and developing human and institutional resources.

## **Design and the Fisheries Master Plan**

15. **Project design.** Stakeholders consider a revised project logframe prepared as part of the MTR report with selected key output indicators that reflect key deliverable of the Programme. The revised logframe may not cover all Programme elements but focus on concrete verifiable achievements. Recipient and the CF donors should jointly consider the revisions to the logframe and adjust the Programme costs and priorities as a function of any agreed revisions to the logframe.

16. Given that the desired Programme impacts essentially parallel the desired impacts of the Master Plan, the impact dimension of the Programme would focus on development of core baselines and associated statistics and quantifiable measures of Master Plan success rather than the determining the impacts of the Programme *per se*. A core requirement is the improvement of the statistical system, which needs to be given high priority. However, given the fact that the FMP is at an initial stage, the remaining CF resources should focus on building the instruments to deliver the FMP, with a focus on sustainable public institutions and processes and associated human resource development.

17. **Master plan implementation.** The DNEPP in consultation with the other stakeholders should determine which indicators to prioritise and establish the quantitative baseline and target values and milestones for these indicators, where necessary using the Programme resources and use of the long-term fisheries adviser to inform the internal dialogue and analyses required.

18. The MP should consider establishment of cross-cutting task teams to collaborate between sector institutions on priority areas or fisheries. Examples could include joint actions on management and value chain development of the artisanal shrimp fisheries in the Moma area, cost-effective use of bycatch, or strategies to reduce post-harvest losses.

19. The principles and means of the proposed adjustment are described below.

- a) Group the outputs as into major categories such as major capital investments, training, institutional development and small-scale fisheries
- b) Establish baselines, for example the missing quantitative indicators in the FMP
- c) Establish core economic and social tracking (possibly in association with a planned World Bank project and ProPESCA)
- d) Define a limited number of major output indicators linked to the major expenditures, major institutional outcomes and training. Contrary to the suggestion to defer work to establish an agreed set of core indicators it is strongly urged that the Ministry urgently establish a more targeted set of working indicators and the means of tracking quantifiable indicators on a timely basis, without waiting for any future Nordic program.

20. **Coherence of activities.** While the flexibility of the budget support dimension is important, donors also need to see clear linkages between numerous smaller activities, either through a narrower geographical or thematic focus, preferably with demonstrable links to poverty reduction. For example, credit, training in boatbuilding and engine maintenance might be directed to the same area. Where the synergies arise from associated projects this should be noted or demonstrated. These could include ProPESCA/IFAD and the proposed Islamic Bank and World Bank-funded projects.

21. **Sustainable investments.** All capital investments should be accompanied by an economic assessment of the on-going operations and an agreed financing plan for the continued operations. Draft MOUs should be agreed in principle for operation and maintenance of the investments (and use of receipts where relevant). For example, ice machines, market infrastructure, repair workshops or other

investments should have the financial and institutional arrangements for sustainable operation agreed **before** the investments are made. This is even more important for large investments such as the museum, INAQUA installations and the MCS investments. Increased attention needs to be devoted to financing the on-going recurrent costs from the state budget.

22. **Provision of services.** INIP is adjusting service charges to reflect costs which should ideally include the full costs of provision of the services including personnel costs and materials. However personnel costs may not be reflected in the revised charges. Clear policies on cost recovery need to be applied in a timely manner and preferably accommodate inflation and personnel charges, where possible. Similarly the revision of license fees and fines for violations need to be regularly reviewed, although the team appreciates that it is not possible to directly link charges to inflation.

23. The problem of depreciation and replacement of capital assets, in particular essential laboratory equipment (or, for example, parts for vessels) should be addressed with the budget and financial administration directorates of the Ministry of Finance. Practices in other state agencies providing essential services should be explored. It is not possible to wait for lengthy procurement processes when essential spare parts are required so procurement/ service contracts need to be 'prepositioned'.

24. Disparities between the demand on the laboratories for services and the allocation of staff should be addressed. Where staff are under-employed, perhaps seasonally, they might be assigned to assist with development work, for example, advice to processors and vessel operators, or municipal staff responsible for fish markets.

## **Implementation**

25. **Financial management.** Substantial progress has been made in implementing the SISTAFE and the implementation in the remaining institutions (IDPPE and INIP) requires inputs from the Ministry of Finance and the SISTAFE should be fully functional in all units by the end of 2012. The consolidation of SISTAFE reports across the Ministry will also require dialogue with the Ministry of Finance. Financial reporting and tracking should be integrated in DAF (in the MP) with access to expenditures of all units and an automated ability to prepare cross-cutting reports, e.g. summary expenditures on training across all units. Duplicate systems such as FINPRO (used for detailed reporting on the CF expenditures) should be eliminated or be capable of receiving the inputs from the SISTAFE. Regular meetings of DAF chiefs should be held to ensure coherence, common cause and rationalization of reporting requirements of the different donors. This should include PROPESCA which will develop a set of PROPESCA-specific accounting and reporting for its SISTAFE.

26. The management unit in MP should be more proactive towards the institutions' implementation, and intervene with assistance regularly and whenever/wherever relevant, in particular:

- a) Ensure access by DAF (MP) to the SISTAFE reports of all subordinate institutions and allow preparation of Programme global reports. This requires modification of the SISTAFE profiles of some financial management personnel in DAF and dialogue with the Ministry of Finance
- b) Discuss preparation of an accounting structure that meets the reporting needs of the Programme with the SISTAFE unit in the Ministry of Finance and if necessary use CF resources to help prepare the structure
- c) Urgently integrate the remaining dependent institutions into the SISTAFE – this may require pressure on the SISTAFE unit in the Ministry of Finance from higher authority and appropriate actions were already being taken prior to the end of the field mission
- d) On a regular basis, for example, once a month, follow up directly with each of the institutions responsible for implementing CF supported activities, to assess and assist in implementation.

- e) Consider substantially improving the specialized procurement unit in the Ministry (UGEA) to expedite the bureaucratic processes of all procurement (including support for the dependent institutions).

27. Financing recurrent costs. The Ministry (including its subordinate institutions) should begin to prepare an exit strategy from the CF assistance. This can start by ensuring that all recurrent costs are met by the internal budget (Orçamento Geral do Estado). The MTR team notes that substantial recurrent costs, for example, for internal travel and allowances are financed by the CF. While it is acknowledged that these costs are directly related to programme activities, it is important that the Ministry carefully considers the recurrent costs of all investments and makes every effort to include such costs in the internal budget. The MTR team suggests that where recurrent costs are short-term with the task to be concluded during the course of the programme, these costs could be funded by the Programme. However, if the recurrent costs are expected to continue in the long-term or beyond the life of the Programme, then every effort should be made to finance the expenditures from internal resources. The MTR team notes that some efforts in this regard are already under way.

28. The donor partners should take steps to improve communications on major changes to the Programme. For example, short regular meetings could include participation of the Programme coordinator and CDCF where necessary. The Common Fund donor partners could support the Department of International Cooperation in hosting regular sector donor group meetings, in updating the calendar and participation in such meetings. Likewise the Ministry should ensure that both Iceland and Norway are appraised of proposed/ requested changes when such changes are proposed outside the regular meetings.

29. Communications within the Ministry and between the institutions need to be improved. More realistic planning and budgeting and accountability for performance in execution is required. The Programme management unit should be more pro-active in requiring timely performance and acknowledges that communications and coordination can be improved.

30. Communication with technical advisers. The Ministry and its sub-ordinate institutions have an Institutional Cooperation Contract with CDCF, through which Mozambique may draw upon external expertise and in particular from the CDCF institutions. There seems, however, to be a communication gap, and both parties may share responsibility for any misunderstandings. Such a Contract requires the parties to have a much closer communication, and the MTR team would urge the partners to improve this communication through e-mail, Skype, direct telephone contacts on a regular basis and short regular meetings between the Programme Coordinator and CDCF representative(s). The MTR team understands that significant progress has recently been made in this regard.

### **Specific investments**

31. **MCS/ surveillance.** Cost benefit and cost effectiveness studies of the full suite of MCS measures should be urgently prepared, including for the non-fisheries components (e.g. oil pollution, maritime emergencies) and provisions for financing of joint (national) operations prepared by the end of 2012. Draft MOUs on use of the patrol vessel by countries in the region should be prepared and discussed by the end of 2012 but with a clear indication of the plans and calendar by mid-2012.

32. A financing plan for the operation of the Antillas Reefer be urgently prepared, discussed through the appropriate fora and agreed by the end of 2012. The vessel should not be transferred to another agency until the operational financing and the management competency of the agency are assured.

33. The institutional arrangements for the operation, maintenance and tasking of the Antillas Reefer should be proposed and discussed with other stakeholders and a working solution determined by mid-2012. It is important that the Ministry retains a large measure of operational control over the vessel and its work plan, irrespective of the vessel's financing. In other words, the Ministry will have to take a strong position reflecting that vessel should be seen as primarily a fisheries surveillance vessel with secondary functions associated with piracy, national security, or other maritime control challenges. .

34. **Aquaculture.** The differences between budgets and cost estimates for the Chokwe installations should be explained and justified as necessary, and both an operational and a financing plan for the ongoing operations should be prepared. The target groups, proposed production systems and operation of the facility should be further explained. Given the limited budget resources, the MTR suggests that, if necessary the development is phased. The primary focus could be on building the initial core function and capacity required; secondly on development and financing of a longer-term plan for the station, and thirdly on preparation of the plans for recurrent financing of the station plan and inclusion in the budgets of INAQUA.

35. **Small-scale fisheries development and co-management.** Given the difficulty of assessing if the 25% of CF expenditures committed to targeting at small-scale fisheries (including aquaculture) reach the target group, the reporting should more accurately reflect this objective.

#### **Human resources and cross-cutting issues**

36. **Human resources.** Urgently prepare the human resources development plan by the end of 2012. Some consideration should also be given to private sector requirements, possibly with emphasis on the role of the fisheries school and plans for substituting foreign technical assistance on the industrial vessels with nationals.

37. Review the role of the Fisheries School and the demand for its graduates; consider its role within the Ministry, and within the broader educational framework of Mozambique. Consider placing industry representatives on the board of the Fisheries School to direct the activities to respond to industry demand and consider some reorientation of course towards business training to enable graduates to establish small businesses.

38. Prepare a modular program for training in applied fisheries economics and management to diploma, graduate, or masters levels based on Mozambican institutions, such as UEM and other private universities, and guided and mentored by external advisers. The program should be prepared with the involvement of Nordic educational and fisheries institutions. Development and delivery of additional sector specific leadership training workshops and/ or short courses should also be considered. If implementation of such a program is not considered feasible within the current (2009 – 2013) Programme, consideration could be given to its detailed design with a view to implementation within any future Nordic program.

39. The Ministry and ADNAP should jointly assess ADNAPs' requirements for economic analysis capacity for tracking the economic state of the fisheries and provision of economic advice for fisheries management. ADNAP and DNEPP will jointly need to determine the division of labour in the field of economic data collection and analysis. The MTR team considers that the building capacity in fisheries economics, including socio-economics, is fundamental for good governance in fisheries.

40. **HIV/ Aids.** Through arrangements with the Ministry of Health, the Ministry should coordinate planning and budgeting for follow-up actions for treatment, counselling of HIV positive staff in the sector institutions (screening has already been done) and more awareness-building in the sector institutions.

41. Undertake a screening (case study) of selected fishing communities for HIV/Aids with planning for associated follow-up to be done in association with the Ministry of Health. Consistent with national plans on HIV/Aids, use of the pilots to drive an agenda addressing HIV/Aids in the sector through awareness, inclusion in extension work, access to health and other services in close liaison with the Ministry of Health.

42. **Gender.** Greater inclusion of women as extension agents combined with a specific programme to address post-harvest activities, formation of women's groups and savings and credit could enhance the role of women and decrease post-harvest losses. It is, however, expected that IDPPE in its many projects funded from other sources, will address this issue. The review of 'gender in fisheries' taking place in 2012 should also give some guidance from the Ministry and its sub-ordinate institutions to follow up, and support the Strategy being developed by the Gender Unit in the Ministry. The MTR will therefore not address this issue more specifically but notes that the gender inclusion and impact of the Programme are of particular interest to the donors and require clearer commitment and evidence of progress.

43. **Good governance and anti-corruption.** The Ministry should report to the donors on the implementation of the Ministry's Anti-Corruption plan (2008) with specific reference to the range of anti-corruption measures recommended in the MTR of the previous Norwegian supported project (section 5.6.4, p. 46-47). In a natural resources sector such as fisheries, good governance is of utmost importance, and the Ministry should find the best solution to have an open, transparent sector, and share all relevant information on their website. In particular the website should include regularly updated lists of the names of national and foreign licensed vessels and associated ownership, charter, or other corporate arrangements. The Ministry may examine the principles and processes undertaken by EITI (<http://eiti.org/Mozambique>).

44. **Environment.** A number of recommendation made in the previous Mid-Term Review of the cooperation between Mozambique and Norway (2008) and similar reviews undertaken by Iceland remain relevant. These include the proposed studies of the potential sector conflicts (fisheries/ oil/ gas/ tourism); sample resource/ stock assessments of resources targeted by artisanal fishers, for example on sedentary resources such as mudcrab, sea cucumber, or lobster; and simplification of the shallow-water shrimp stock assessment model. This MTR is consistent with the recommendations of the prior reviews and the detailed suggestions in these reviews should also be taken into consideration.

### **Acknowledgements**

45. The Team is grateful for the guidance of His Excellency Victor Borges, Minister of Fisheries, Her Excellency Tove Bruvik Westberg, Ambassador of Norway and Ms. Augusta Gisladdottir, ICEIDA Country Director. The Team extends its thanks to the officials of the Ministry of Fisheries and its dependent institutions for their cooperation and assistance in the course of the MTR, in particular to Joaquim Russo de Sa and Laurentina Cossa of the Ministry of Fisheries for their help advice and support, and to Clarisse Barbosa Fernandez, Adviser, Embassy of Norway for logistics, documentation and other arrangements and support.

## **2. BACKGROUND**

46. The Government of Mozambique's national economic plan (*Programa Quinquenal do Governo*, PG) makes fisheries a key sector and specifies over 30 actions required during the 5-year planning period with core objectives centered on food security, livelihoods and balance of payments. The plan is closely aligned with the national poverty reduction plan, PARPA II, which prioritizes reduction in absolute poverty. The national food security plan and the long term vision for Mozambique (*Visão 2025*) include fisheries as an important source of economic growth and nutrition.

47. Mozambique's continued strong economic growth relies largely on several 'megaprojects' and while overall poverty reduction continues, growth and poverty reduction in rural areas lags behind the urban growth poles. Despite a relatively low (2%) direct contribution to GDP, contribution of fisheries to national well-being is well established. Fish is a key component of the Mozambican food basket and rising imports show that domestic supply is not meeting demand. Rising fuel prices combined with a declining world shrimp market prices and weak management of the important shrimp fisheries means the sector's economic performance has declined markedly. Weak management of the shrimp resource, high reliance on imported factors of production, and a relatively low 'national content' in the fisheries value chains constrain sector contribution to domestic economic growth. In addition, fishing communities are among the most vulnerable, isolated and marginalized. They are often landless and are in the front line of climate change, subject to flooding, erosion, changes in fish resource distribution, extreme weather events and sea-level rise.

### **2.1.1 Sectoral and Institutional Context**

48. The Ministry of Fisheries (*Ministério das Pescas*, MP) has overall responsibility for fisheries and works through a range of subsidiary institutions, including those dedicated to small-scale fisheries, aquaculture, research and fisheries administration. The fisheries sector makes a substantial direct and indirect contribution to poverty alleviation. It contributes to food security, balance of payment, public revenues, employment and gender equity. Fisheries are the foundation of economic growth in many rural and urban areas, and often the resource of last resort for poor, marginalized and isolated communities. In the industrial sector, the concentration of the activities in a small number of industrial companies and one major fishing port has affected the distribution of economic benefits from the industrial fishery.

49. As many as 850,000 households or around 20% of the population get income from fisheries and fishing is the primary source of income for about 330,000 people. The estimated number of artisanal fishers involved in marine fisheries doubled from 2002 to 2007. Women make up almost half the labour force, mostly engaged in post-harvest processing and marketing and gleaning, such as gathering shellfish in the intertidal areas. Most fishing communities are small, isolated, poor and semi-subsistence in nature. Fishing and fish marketing is usually part of a complex livelihood strategy often integrated with subsistence agriculture. Fish is a key protein-component (27%) of the Mozambican food basket, and in many cases the only accessible source of food production for the poor. Rising imports show that domestic supply is not meeting demand.

50. Coastal communities have high levels of poverty. For example, in some areas up to 80 percent of fishers using small log canoes (generally less than three meters in length) do not own these rudimentary assets, but work as labourers for the canoe owners. Coastal communities are among the most vulnerable. They are in the front line of climate change, exposed to typhoons, flooding, eminent sea-level rise and coastal erosion and increasingly erratic availability of fish. They also tend to be 'at the end of the line' as the main coastal highways are far inland in the centre and north of the country and coastal marine transport is informal, erratic or non-existent. The civil war displaced communities to the coasts where many households remain landless and dependent on fisheries.

51. Fisheries are an important contributor to balance of payments (it was almost 50% of export revenues during the war years). However, the sector's economic performance has fallen below its former position as a leading contributor to foreign exchange. Weak terms of trade (rising costs of fuel, vessel repayments, technical assistance and decreased shrimp prices) and economic inefficiencies have undermined this contribution, which has declined in the recent past. Studies suggest that economic rents from the Sofala Bank shrimp fishery could be increased by as much as \$30 million/ year under more effective fisheries management.

### **2.1.2 Policies and plans**

52. The national fisheries master-plan, or *Plano Director das Pescas 2010-2019*, or Fisheries Master Plan (FMP), formally launched in December 2010, articulates the strategic plan of the government for the sector. The FMP is closely aligned to the national poverty reduction strategy (PARPA II). The FMP provides long-term targets for the fisheries sector contribution to the national objectives and is based largely on a series of sub-sectoral strategic plans. The plan builds on a former sector master plan, specifies the public investment required to unlock private investment, increase productivity, build human, social and economic capital and drive responsible and transparent sector governance. Food security is the first priority of the FMP, followed by poverty reduction. Improved balance of payments is a secondary target. Aquaculture and improved human and institutional capacity are seen as important means to these ends.

53. **Fisheries and food security.** There are poor fish producers and poor consumers in Mozambique. Fish consumption (<6 kg/ capita) is lower than consumption in some African inland countries and about two thirds of Africa's average consumption, which is the lowest of all continents. While animal protein provides only a minor contribution to calories, it is of high nutritional importance and comprises a high proportion of household food expenditures. Fish is a significant component of the Consumer Price Index and a doubling of imports in the 2008-2009 period is of concern. The policy and planning framework in the fisheries sector tends to see the fish food security challenge largely in terms of increasing supply rather than in the broader context of increasing purchasing power and efficient production and markets for low cost fish.

54. The ambitious sector plan (FMP) is founded on a recognition of the sector's mission and role in contributing to food security, poverty reduction, economic growth and balance of payments. Substantial reforms have already taken place in the separation of powers over fisheries concessions (fishing licenses) and the monitoring and control of concession holders. Transparency and accountability is also being built through community co-management of artisanal fisheries where significant investments are being made to build commercial artisanal fisheries along the entire coast. Dialogue and community participation are seen as fundamental and this is formalized in the legislation. The new draft fisheries legislation submitted to the parliament provides for improved tenure and property rights, but will require careful implementation to deliver the desired productivity and distributional outcomes.

55. Mozambique has made significant progress in establishing a fisheries institutional framework to achieve the targets set out in the plans and a series of on-going reforms are under way. However, the FMP provides little guidance on the trade-offs, or the steps and process required to achieve the planned outcomes in the sector. Food security is a primary rationale for the increased attention to aquaculture. Fish imports have doubled in recent years. The recorded increase in artisanal landings is acknowledged to be largely a result of increased statistical coverage rather than real increases. Investments in small-scale fisheries have reduced post harvest waste and established market links, but the MP is aware that there are biological and economic limits to production from the wild fisheries. Sustainable aquaculture is seen as an

alternative which can complement a suite of rural and coastal initiatives including adaptation to climate change. Economic growth and improved business climate initiatives include:

- a) Preparation of a new fisheries law currently submitted to the parliament and not reviewed by the MTR team, which addresses fishing rights (*direitos*) at both community and enterprise level. Placing a formal value on access to fish resources through strengthened tenure and specifying the accompanying social and economic responsibilities can frame economic reforms in the sector, facilitate transparency in allocation of fishing rights and distribution of benefits.
- b) The policy role of the MP has been formally separated from the role of administering and controlling fisheries – a ‘micromanagement’ role now held by ADNAP. This is designed not only to avoid conflicts of interest, but also to improve transparency and efficiency and reduce opportunities for corruption. For example, the MP sets the catch limits while ADNAP applies transparent criteria in allocation of fishing licenses.
- c) Recognition that the *Fundo de Fomento Pesqueiro* (FPP) needs radical reform, a probable write off of a significant part of its loan portfolio, in particular loans associated with post-emergency relief, a refocus on support for and on links to specialized credit institutions for delivery of credit, and determination of criteria and means to support strategic and catalytic private sector investment.

### **2.1.3 Development assistance**

56. The sector has a donor group (Fisheries Working Group) led by Norway and the Group could become more active with greater inclusion of the Mozambican partners. The importance of the fisheries sector has long been recognized by the Nordic donors with a range of development assistance efforts over a period of 30 years including on human resource development, resource assessment, including use of the *R/V Dr. Fridtjof Nansen*, applied research, co-financing of PPABAS with IFAD, experimental fishing and development of fish product quality and inland fisheries development. A list of recent development assistance projects is attached (see annex) illustrating the range of partners and emphasising the need for a more active donor group, perhaps with some attention devoted to coordination on small-scale fisheries and on aquaculture where 25% of Programme efforts are budgeted but underperforming.

57. The fisheries cooperation between Mozambique and Norway started shortly after the independence through Nordic support (MONAP) to the agriculture and fisheries sectors, included supporting UDPPE, the forerunner of IDPPE (small-scale fisheries), and through the Nansen Programme, supporting the mapping of fish resources. Through the 80’s and 90’s this cooperation grew and included support to the small-scale sector, fisheries law, resources management, fisheries economics, and capacity building of research and management institutions. From 2002 Norway also supported the small-scale sector through co-financing the PPABAS with IFAD. New, expanded sector cooperation started at the end of 2005. This extended support included the previous areas, and MCS (Monitoring, Control and Surveillance), which became a major additional part of the cooperation (see MTR of 2008). Icelandic assistance on fisheries extended from the mid-1990s focused on semi-industrial experimental fishing and development of the fish quality control capabilities, training, post-emergency assistance, inland fisheries and institutional capacity building.

58. Rural poverty reduction and artisanal fisheries is the focus of most of the current and planned investments. The IFAD-led ProPESCA artisanal fisheries project will cover fishing centres on the entire coast and includes a comprehensive suite of components including gender, microfinance, economic infrastructure and natural resource management elements. However, with the exception of the IFAD-funded coastal fisheries project (USD 43.5 million) and on-going Nordic support, many of the current projects will terminate in the 2011-2012 period. A possible World Bank/ GEF-funded project is at an early stage of preparation and would focus on economic governance, fleet and port rehabilitation, coastal

aquaculture and regional fisheries cooperation. A proposed Islamic Bank-funded inland fisheries and aquaculture project is also in an early stage of preparation and would focus on several provinces in the centre of Mozambique.

### **3. PROGRAMME DESIGN AND IMPLEMENTATION ARRANGEMENTS**

#### **3.1 PROGRAMME OBJECTIVES AND STRATEGY**

59. The agreed objective of the Programme as set out in the Programme Document is essentially to support the implementation of the FMP with the staff of the sector institutions as the immediate target group and the fishing communities and other sector stakeholders as the indirect target group:

*‘The sector’s contribution strengthened in improving food and nutritional security in fisheries produce for the population, improved living conditions for the communities of artisanal fishermen, increased contribution by the industrial fisheries to achieving the national objective of poverty reduction, increased net contribution from the sector to the country’s balance of payments, in a framework of a more effective fisheries administration and of sustainability of the fish resources and of environmental balance.’*

60. The basic rationale is supported by the MTR, namely – build core competence and skills in the sector institutions to enable effective implementation of the FMP. The immediate target group are the civil servants with limited direct targeting of small-scale fishers. However, by agreement, twenty five per cent of the budget is to be directed at the small-scale fishers (including fish farmers).

61. The Programme strategy, essentially involves ‘budget support’ for the FMP. This strategy is in line with the donor development assistance policies of ceding the micromanagement of the development assistance to the recipient while concentrating on the impact of the assistance on the broader development objectives (such as progress towards achievement of FMP targets). The MTR team supports this approach.

62. There are four main components in the Programme: (i) policy and planning in the Ministry; (ii) fisheries management coordinated in ADNAP; (iii) fisheries production (IDPPE) and (iv) institutional capacity development (Ministry). The Ministry (DNEPP) is the Programme coordinator. However, these four components include 52 activities in 8 institutions which make coordination, coherency and synergies difficult, financial control onerous, and assessment of achievements challenging.

#### **3.2 IMPLEMENTATION ARRANGEMENTS**

63. The MTR Team supports the decentralised approach taken giving each of the subordinate institutions responsibility for implementation of its components of the Programme. Although there are a number of large strategic investments in some institutions, there are large numbers of relatively small activities, such that the CF resources appear to be used to ‘fill gaps’ between other programmes or projects. While this may not in fact be the case, the activities nevertheless need to be consolidated into more manageable tasks, or groups of tasks with clear outcomes. Where possible, the activities of the different institutions funded from the CP should seek synergies or more carefully targeted and more strategic interventions, and with more clearly measurable outcomes.

64. A major reason for the apparent lack of focus, or weak strategic targeting, is the incomplete nature of the FMP, in particular the absence of intermediate targets, unclear prioritization of areas and fisheries and lack of an ‘operational process’ to implement the FMP. This is compounded by the growing weakness of the fisheries statistical system. Given the incomplete FMP, the Programme design was understandably weak on achievement of specific milestones. This has had the effect of forcing the donors to develop such milestones and pressure points, for example, preparation of the human resource development plan before financing additional higher scholarships are awarded.

65. This ‘budget support’ nature of the Programme has advantages and disadvantages. The advantages are that it provides considerable flexibility to the MP in filling funding gaps in FMP activities, addresses emerging issues, and builds human and institutional capacity. This capacity building is a core objective of the Programme. The disadvantages of the ‘budget support’ approach are that a wide variety and dispersion of activities are supported with varied outputs which may have weak synergies with each other. The activities may also be part of a co-funding arrangement with other projects, so that the outputs are not attributable solely to the Programme (or to the inputs from the co-funding agency).

### **3.3 MONITORING, EVALUATION AND REPORTING ARRANGEMENTS**

66. The four main components in the Programme include 52 activities in 8 institutions, monitored by over 100 indicators. This considerably complicates any evaluation of the Programme. The large number of different activities in the Programme means that it was not designed to deliver verifiable impacts within a conventional programme logical framework. Rather it supports higher level objectives which cannot be achieved solely by the Programme. Accordingly the Ministry of Fisheries and the donors need to collectively determine if the Programme meets their joint aspirations, which can be summarised as: (i) sustainable fisheries resources, (ii) increased economic and social benefits and (iii) effective distribution of benefits to reduce poverty.

67. Consequently, the Team has taken the following approach to the MTR:

- a) assessment of selected outputs and the progress of the various institutions in the execution of their activities under the Master Plan
- b) a critical appraisal of selected strategies, policies, plans and activities with the intention of providing the basis for an internal adjustment of the Programme to meet changing needs and emerging issues
- c) a focus on cross cutting themes and management issues central both to the CF and the Master Plan, including financial management, human resources development, institutional coordination of activities and prioritisation of these activities
- d) special consideration of the high cost items in the Programme, including the MCS, construction and provision of technical assistance.
- e) recommendations for adjustments to the Programme which may be considered by joint meetings of the parties (Ministry, Iceland, Norway).

## 4. PROGRAMME ACHIEVEMENTS

### 4.1 MEASURING ACHIEVEMENTS

68. The MTR Team fully supports the Programme objectives focused on support for implementation of the FMP and building institutional and human capacity for its execution. The following table presents the components and activities of the original Programme design in summary form (it is not an exhaustive list).

*Table 1. Summary matrix of original Programme activities*

	Institutional Capacity (Ministry)		Fisheries Management (ADNAP)	Fisheries Development (IDPPE)
	Policy and planning	Cross-cutting		
MP/ DAF/ DRH	HR planning, advanced training	Financial manage., HIV/Aids, gender policy, transparency		
DNEPP	Master Plan, Statistics, inter-sector conflicts (oil/gas) Specific studies (tuna)	Prog. management	Statistical systems	
DNFP	<i>Note: DNFP (responsible for enforcement) was separated from ADNAP after the start of the Programme.</i>	Creation of a corp of 'investigators'	MCS support incl. patrol vessel Regional VMS TA (w/ ADNAP)	
ADNAP		Training of inspectors/ others Annual seminars	General fisheries administration Statistics IOTC Regional initiatives	
IIP		Publications, dissemination	Stock assessments Bioeconomics Catch statistics SSF statistics (w/ IDPPE)	
INAQUA			Regulations Statistics Biosafety	Chokwe station Field units/ extension
FFP		Museum		
IDPPE		Training (various)	Small-scale fisheries statistics (with IIP) and computer systems	Bycatch use Experimental fishing Vessel, gear and post harvest improvements
INIP	Strategic plan Financial management incl. service valuation/ charges, asset replacement system	Training (various)	Database and stats. Certification	
EP	Future role assessment			Training courses
%	11%	1%	49%	34%

69. Because of the large number (52) of components, for the purposes of discussion, the team has regrouped the numerous components under five headings where much of the activities have taken place: (i) institutional development (ii) training and associated capacity building; (iii) capital investments; (iv) small-scale fisheries; and (v) technical assistance. The following matrix groups the main Programme activities under these headings but is not an exhaustive listing.

**Table 2. Summary matrix of current main activities of the Programme**

	<b>Institutional development</b>	<b>Training</b>	<b>Capital investments</b>	<b>Small-scale fisheries</b>	<b>Technical assistance</b>
DNFP	Cost benefit/ Financing/ Inst. dev.	In TA	Antillas Reefer	(Vessel/ gear registration)	Bluewater/ CDCF
DNEPP	Master Plan Statistics	(Coordination & economics)	(Computer equip. & software)		CDCF, Econ. training
ADNAP		Econ./ other		Co-management	CDCF, other
INAQUA	Biosecurity with INIP	Various courses	Chokwe	Extension	Biosecurity
FFP	(Staffing review)		Museum	Credit	na
IDPPE	Census, Poverty	Various courses	Computer systems	Extension/ training Statistics, census	Various contractors
INIP	Accreditation	Various courses			Portugal
IIP		Courses/ TA	na	Coop. w/ IDPPE	IMR, Australia, other
EP	Role review			Courses	
%	~5%	~5%	~ 32%	<25%	~ 35%

## 4.2 FISHERIES MASTER PLAN

70. The Fisheries Master Plan (FMP) is a cornerstone of the Programme. It provides a vision of the future for the sector and sets out quantified aspirational targets. However, it is not an actionable blueprint and does not describe the steps or roadmap of how to achieve these targets in any detail. Progress in implementation of the FMP would be a useful proxy for assessment of the Programme impacts. However, given that the final version of the FMP was presented in late 2010 and given the lack of quantifiable indicators, assessing progress with implementation of the FMP is challenging.

71. As indicated, although the FMP sets out long-term quantitative goals, it lacks specificity on how these will be achieved. While the FMP sets out the vision for the sector, it needs to be underpinned by processes which set out the means, financing, intermediate steps, and institution responsible, for achieving this vision, e.g. ‘action plans’ are required for key tasks. Ideally, each initiative under the FMP requires a clear economic or social justification and ideally, such ‘action plans’ would need to specify the roles and resources required of each of the sector institutions, the modalities for collaboration and the sequencing or timetable of steps.

72. The Programme can address these constraints by supporting the following actions, some of which are already included in the Programme but delayed or not implemented:

- a) preparation of key FMP indicators and milestones (indicators of intermediate achievement or progress)
- b) preparing ‘action plans’, or setting out a ‘roadmap’ towards intermediate goals and a schedule of key steps required for critical areas of the FMP, including budgets, financing, timetable and responsibilities of the various institutions including how these efforts are coordinated across institutions and at provincial level
- c) urgently address the weakness in the information/ statistical system to track the indicators and FMP progress (i.e. an improved statistical system and knowledge base)
- d) prepare the economic and/ or social rationale for core activities and investments including the investments in major capital items financed by the CP and prepare the financing plans for the on-going operation and maintenance of the capital assets involved.

73. Most of these tasks would be undertaken within the Ministry which would require substantial technical assistance and staff training (see below). In particular, the economic analyses underpinning policy instruments and defining their application will need to be reinforced. This will require development of analytical capacity to link policies to economic outcomes through the private sector as the chosen engine of growth. A core aspect of this process will be to build capacity for economic governance

of the sector and to develop a consensus with the private sector on priorities, including short-term actions and longer-term investments. The Ministry and institutions will require improved capacity to ensure inclusion of the fisheries sector in national discussions on a wide range of relevant matters. These include: access to credit; poverty alleviation; measures to improve private sector performance; infrastructure priorities; on decentralization of public services; on climate change adaptation; and inclusion of the sector in relevant non-fisheries projects (for example Lower Zambezi development, good governance or rural credit initiatives).

74. In practice, support for implementation of the FMP takes several forms:

- a) A structured dialogue with the private sector can help establish realistic intermediate targets and action plans. In line with national strategies, a dynamic private sector is seen as the motor of economic growth in fisheries and aquaculture, linked to development poles and corridors. The high potential for fisheries led economic growth is constrained not only by weakness in the public sector (the immediate target group for the Programme) but also a stressed private sector characterized by a fragile investment climate and lack of credit.
- b) Training and technical assistance in the Ministry with a focus on economic analysis and assessment and building a robust statistical system – both addressed in more detail below.
- c) Building the statistical system.
- d) Continued improvement in public accountability and transparency, particularly with respect to the granting of licenses and concessions and enforcement.
- e) Improved financial management as discussed below.

75. The primary training/ human resources gaps are in the area of economic analysis and planning and information technology (IT). The former is addressed in the recommendations on preparing a modular course in economics (see section on Human Resources) backed by some shorter-term technical assistance to help prepare key analyses and action plans. The area of information technology is likely to require a combination of long-term technical assistance, public servants and contracted service providers. The TA would undertake much of the design and coordination and train public service staff. However, employment opportunities in IT outside the public service are likely to attract trained staff so that a substantial turnover of staff can be anticipated. For this reason, contracted service providers can provide long-term support and maintenance, particularly in provincial areas as the statistical system will need to have provincial coverage.

76. The statistical system master plan appears to be a strong starting point and should be completed with core modules prioritized for development and testing. The modular design with different institutions taking responsibility for their own modules is attractive. However, some technical aspects (such as the possible need for multiple reference numbers for companies or vessels) lacks simplicity and requires attention during detailed design. The detailed design of the statistical system can benefit from close examination of the design of similar systems in other countries. The MTR team understands that recent progress has included a seminar on the statistics master plan and more timely financial reporting.

77. It is suggested that in addition to the regular fisheries management and administrative functions of the statistical system it will serve to track performance of the FMP through an emphasis on timely monitoring of key indicators and sector trends to enable public policy to respond in a pro-active manner. There is currently little statistical information provided on the Ministry's website. These indicators, linked directly to core FMP and Programme indicators might include:

- a) profitability and productivity of value chains (requiring access to operating accounts of fleets and processors and which might be considered as a condition of licensing)
- b) sector balance of payments and terms of trade, at least for the industrial fisheries

- c) sector investment and business climate including credit availability and performance tracked and monitored regularly
- d) impacts of investments and activities on poverty and food security (which requires both baseline and ex-post analyses), at least for the major investment projects such as PROPESCA
- e) measures of public and private transparency and accountability on licenses, concessions and violations, through a process similar to EITI

### 4.3 HUMAN RESOURCES, INCLUDING GENDER AND HIV/AIDS

#### 4.3.1 Human resources

78. A core objective of the Programme is to build the human resource capacity in the public sector. Ideally, the MTR would have assessed the number, performance and utility of the human resources developed under the Programme. However, the lack of a comprehensive human resource development plan, lack of consolidated information on the training provided and weakness in the area of human resource management, planning and development, preclude effective assessment. Nevertheless many of the institutions have greatly benefited from the training courses and opportunities developed or financed by the Programme. In particular the Programme and prior Nordic support has been crucial in building the technical skills of IIP and INIP.

79. There are approximately 1200 workers in the Ministry and its associated institutions. Approximately 30% (348 women) are women, 30% have university qualification (352 persons) and 33% have a medium level education (finished 12th grade in secondary school) and may have some additional diploma/ skill). The Common Fund is an invaluable resource for human capacity building. Under Common Fund financing, there were 35 persons on training scholarships of which 5 were external as of 2011. IIP receives over 40% of the scholarships and (other than staff completing secondary schooling) the overwhelming proportion of higher-level training is focused on the biological and environmental sciences. Lower numbers are trained in economics, social sciences, statistics and IT (see table below). Scholarships cost \$800/ year in stipends plus payment of university fees which can vary from \$500/ year (UEM) to \$2500 (private).

**Table 3. Distribution of public servants by location and educational level**

Location	N° public servants	Gender		Educational level				
		Male	Female	7 <sup>th</sup> class	12 <sup>th</sup> class	Bachelor	Master	PhD
Ministry	93	53	40	27	20	37	9	0
Institutions	555	374	181	170	132	148	54	4
Provinces	579	452	127	231	248	78	20	2
Total	1,227	879	348	428	400	263	83	6
		72%	28%	35%	33%	21%	7%	<1%

Source: DRH

**Table 4. Distribution of higher level training courses by discipline**

Training courses	number	%
Biological sciences	56	51%
Public administration	23	21%
Social sciences	18	17%
Engineering/ physical sciences	8	7%
Information technology	4	4%

Source: DHR

80. **HR planning.** The human resources development plan for the Ministry and its dependent institutions has not been prepared for various reasons. This is an essential basis for allocating funding for

training (22% of the original budget), is long overdue, urgently required and ideally should be completed by the end of 2012 at latest. It is suggested that with the exception of the development of the economics and IT training associated with the FMP and the statistical system, new higher-level scholarships be deferred until at least a draft HR development plan is presented. The HR development plan (which is initially confined to the public service requirements) should be based on a realistic assessment of the future size the (fisheries) public service, the desired educational levels and anticipated salary scales. It should have due regard to the policy decisions to devolve greater authority to the district level and to consolidate staffing at provincial level including consideration of the future staffing levels of FFP. The HR development plan should include recommendations on the future of the Fisheries School.

81. **Economics skills.** The MTR Team is particularly concerned about the weakness in the area of economic analysis, especially in the Ministry and ADNAP. It means that key decisions are often made without effective economic or socio-economic appraisal. The Ministry is aware of this human resource gap which will take years to fill. The MTR suggests that the Programme supports preparation of a modular program for training in applied fisheries economics and management to diploma, graduate, or masters levels based out of Mozambican institutions, such as UEM or the private universities, and guided and mentored by external advisers. There are a number of existing programs which could be adapted starting with training of trainers, preparation of materials in Portuguese, development of case study materials based on local context and problems. The Nordic institutions such as the CDCF and UN University could draw on other north/ south institutions to prepare specific elements of the course. Some additional (non-Programme) funding could be considered to coordinate preparation of such a course as its utility and application stretches far beyond Mozambique. Both Norway and Iceland have considerable experience in delivering educational products to developing country partners and their experiences, including those in structuring fisheries management courses in Namibia and Vietnam, as well as from the UNU in Iceland and the Norwegian College of Fisheries Science, can be instructive and some of the course materials will already be available.

82. In addition, provision of external scholarships for promising candidates to take additional specialized courses in economics outside of Mozambique could be envisaged in the program. Good education at this level is fundamental for fisheries management in the long run.

83. **Leadership skills.** Secondly a set of leadership training modules should also be considered focused on directors, senior staff, CEOs of fishing / processing companies and other key stakeholders. These materials, focused on problem solving and team building would be delivered through intense 2-3 day workshops involving a full range of stakeholders (public and private sector). The purpose would be to build teamwork across institutions, foster prioritization and trade-offs between alternatives. It would mean that course materials would have to be carefully designed and workshops carefully prepared and conducted to deliver the required results. Tried and tested course materials could then be adapted to leadership workshops at the provincial level. The objective would be similar – to foster closer collaboration, teamwork and synergies among the sector institutions and with related institutions and the private sector. Thematic workshops could be envisaged on topics such as ‘fish food security’, tourism and fisheries, district-level fisheries management or other challenging topics which require development of broad consensus. The focus on leadership is supported by a wealth of studies showing that the quality of leadership is a key factor in successful fisheries management, in particular at the community level. The intention would be to initiate fisheries leadership training processes in Mozambique to enable country-specific modules and courses to be gradually developed.

84. **The Fisheries School** (Escola de Pesca). The Team considers that the historical role of the Fisheries School as it is presently set up and located, is no longer relevant and the function, relevance and role of the School need to be substantially changed. This is partly because the industrial fleet may further reduce in size and employment opportunities will be limited unless fisheries labour is redeployed from the

fishing fleet to the offshore oil and gas. The Team recognizes that the School has attempted to provide services to small-scale fisheries, but questions whether this is the most effective means to deliver such services. Consideration could also be given to decentralizing the activities of the School to serve the small-scale fisheries, again possibly through association with Provincial technical schools. The Team is not in a position to make specific recommendations on the school but its relationship with the Ministry of Education's national technical education framework requires attention and closer integration with the Ministry of Education may better serve both students and staff. In this regard, the HR development plan will also need to consider the needs of the private sector, though the immediate priority should be the public sector.

#### **4.3.2 Technical assistance**

85. The shortage of skilled staff means that substantial technical assistance is required beyond the term of the Programme. For example, while the separation of ADNAP from the Ministry and the more recent separation of DNFP (fisheries enforcement) from ADNAP, promotes separation of powers and transparency in management of the fisheries, the creation of more new offices or institutions requires additional qualified staff which are in scarce supply. In order to build human capacity, it is suggested that training and knowledge transfer should be a core (if not the main) task of all TA and that one, or more junior counterpart staff be assigned to closely accompany the work of contracted TA, for example sitting in the same office and jointly preparing studies or other outputs. Further, the TA requirement is also linked to the HR development plan, through which short, medium and longer-term gaps in human resources can be filled and decisions made on whether certain services should be undertaken 'in house' (i.e., by public servants) or outsourced through contracts.

86. **CDCF technical advice.** The CDCF provides an important link with the Norwegian public sector fisheries institutions, as well as with other external service providers, through which Norway has provided invaluable advice and support to Mozambique's fisheries over an extended period. The MTR Team suggests that this important link be maintained, but the contractual relationship requires attention. Several issues need to be addressed. The first relates to the payment of the 'import tax' (*taxa libertoria*) on the services provided (see below). The MTR Team does not have a solution to the bureaucratic logjam involved but considers that payment of the taxa from the CF should be avoided if at all possible. The Team appreciates that this may generate problems of budget allocation for the Ministry (availability of OGE and/ or *Fundos Consignados* – license revenues). The team is also conscious that CDCF must either 'inflate' the invoice or receive 20% underpayment. Neither practice is consistent with proper accounting practices and creates administrative/ financial/ auditing difficulties. The second issue relates to the delivery of some TA products. Where the product is well specified, timebound and focused on a clearly identified task, CDCF work has been very well received. Where the tasks are less well defined, perhaps lacking clear deliverables, a defined timescale and well-articulated means of integration into the internal processes, Mozambique has expressed some concerns. Improved communications and mutual understanding of the concerns of both institutions should resolve such issues. Thirdly, in order to circumvent the considerable delays in securing external TA (consultants, or long-term TA), Mozambique has used CDCF as a 'recruitment agency' while suggesting or 'pre-selecting' the consultant. CDCF understandably remains uncomfortable in acting purely as a 'recruiting agency' for consultants with which it is unfamiliar. While CDCF may recruit from a global (i.e. non-Nordic) pool of consultant expertise, Mozambique must also appreciate that CDCF must be able to evaluate and approve the work of the consultants and that in some cases CDCF has not always been in a position to do this. These are issues which require a full and frank discussion between the contracting parties – the Ministry and CDCF, and it is understood that this discussion is under way.

87. The role of the MTR Team is to flag these issues and urge that mutually satisfactory solutions be reached. It is suggested that the following tasks can be undertaken with the assistance of CDCF: (i)

develop a realistic and limited set of core indicators for the FMP (already in the terms of reference for the long-term adviser); (ii) (re)build the statistical system, partly to backstop development of quantitative FMP indicators; and (iii) develop capacity in fisheries economics and planning in DNEPP and ADNAP, which have both sought assistance in this area. The Ministry and the donors in consultation with CDCF can jointly consider the options available to develop the modular course in fisheries economics and management as already referred to. It is the view of the MTR Team that while short-term TA focused on a narrow task can generally perform effectively in English, the performance of longer-term TA designed to be embedded in the internal policy processes could be improved if the TA could be more effective in Portuguese. CDCF could help provide its TA personnel with such training.

88. Because of the costs involved, Mozambique needs to use the services of CDCF judiciously. The CDCF contract is an institutional cooperation contract between public institutions and as such was tendered. The MTR Team suggests that in the case of larger or longer-term contracts, the parties consider the relative costs of direct hire of experts by CDCF and sub-contracting through a private consulting firm, such as the arrangement made for the long-term MCS expert.

89. Procurement of external technical assistance. External consultants, such as the CDCF are now required to pay a tax of 20% (*taxa libertoria*) on import of services. The high cost of these imported services means that the 20% tax represents a high proportion of the state budget (OGE). These additional budgetary resources may not be available. For example, the CDCF contract over the Programme period may be in the order of \$8-10 million. This requires a contribution in the order of \$1.5-2 million from the Ministry's budget. The issue is not soluble within the fisheries sector or the Programme. However the donors may consider raising the practical issues posed by the tax with the Ministry of Finance. In the interests of transparency, tenders and contracts with external consultant firms or individuals will need to clearly indicate the requirement to pay the *taxa libertoria*.

90. The cost of the Blue Water Marine Services MCS contract is high (see MCS below). The MTR Team notes that in the case of surveillance vessel operations, the number of qualified contractors is limited, so that choice is limited and charges can be elevated. However, Mozambique took the precaution of independently verifying the cost structure involved and confirmed that though high the costs were not unreasonable. It is suggested that if funding permits, the Blue Water contract is maintained for the Antillas Reefer until a suitable and sustainable alternative is available, but with a major focus on training, not only on the technical operations of the vessel, but also on vessel management and costs accounting. Counterpart staffing for vessel management, including cost accounting should be determined by DNFP. The combined contracts from Blue Water (though not only TA) and CDCF may account for up to 35% of the budget; both make significant contributions to training and institutional development.

### **4.3.3 Gender and HIV/ AIDS**

91. Gender: The Team notes that the 2007 census shows that women form 26% of fish traders nationwide and as one goes North in the country, the level of women's participation in this traditional female activity reduces, for example to 9% in Nampula. The Team also notes significant gender balance differences between sector institutions from 50% women in INAQUA to 0% in Escola de Pesca. A fisheries sector gender strategy is being drafted and a review of gender in fisheries is scheduled for 2012. CF resources could be devoted to finalizing and implementing the strategy which was scheduled for dissemination in 2012. The MTR team again stresses that evidence of active application of an effective gender strategy is of considerable interest to the donors.

92. Some community-level HIV/ AIDS awareness work was done in Zambezia province and both awareness raising and HIV screening opportunities for fisheries sector public servants were arranged. A series of HIV screening and follow-up activities are continuing in the sector institutions. The generic

results of the screening could be made public as part of awareness building, particularly if there are sector-specific anomalies. Constraints to counselling and treatment needs to be addressed through the Ministry of Health to ensure continuity. The HIV/ Aids coordinator is no longer in IDPPE and the institutions should consider how best to promote awareness in the fishing communities. As there does not appear to be a good baseline study of HIV/Aids in fishing communities, in collaboration with the Ministry of Health, the Programme may be able to analyse existing district-level HIV/AIDS data to help determine incidence in coastal areas and subsequent targeting of awareness campaigns.

#### **4.4 CAPITAL INVESTMENTS**

93. Three capital investments (Museum, Chokwe aquaculture station and Antillas Reefer) account for about \$8.5 million (32% of the budget). In general, the capital investments appear to be taking place without sufficient attention to the financial implications:

- a) the investments do not appear to have been submitted to a cost benefit, economic viability analysis or financing plan for the on-going operations;
- b) funding arrangements for the on-going operations of these investments remains unclear;
- c) the institutional arrangements for management of the investments remain uncertain, and there also appears to be a lack of operational plans. The latter should also be seen in relation to a financing plan.

94. These issues are of considerable concern to the Team as the investments should not rely on future external project financing for their operations, and the institutional arrangements for their management and financing should generally be resolved before the investments take place. The Team is concerned that some of these investments will be an unsustainable financial and institutional drain on the MP and its institutions. The MTR team acknowledges that these investments were included in the programme without a full economic evaluation and suggests that any future such investments be the subject of an economic assessment, with particular reference to financing the recurrent costs.

95. **Museum.** Although behind schedule, the construction contract for the museum has been signed and in principle the building should be completed in 2013. The project has been approved at high level in the absence of a clear financing plan for the operation of the museum, which the team sees as a major issue. While the planned historical archives and similar activities are certainly of interest, priority should be given to development of a realistic financing plan including building on the lessons of other Maputo museums and consideration of the most cost efficient institutional arrangements. There is a tendency to create new institutions for each and every initiative and while the Ministry understandably wishes to retain control over the Museum, management by other existing Maputo museums could be examined in terms of cost-effectiveness, existing management capability and integration into the cultural heritage community. It is understood the in addition to the committee charged with the commissioning and construction of the museum, a second committee will be established charged with recommending upon the institutional and financial structure of the museum. Ideally, the preliminary work of this second committee should have been part of the dossier submitted for high-level approval.

96. **Chokwe aquaculture training and research center.** The indicative estimated costs (\$4.5 million, which at the time of the mission had not been approved by the donors) are considerably in excess of the original estimates (\$2.8 million) and are understood to be the subject of discussion between INAQUA, the Ministry and the Programme Coordination Unit. However, the budget for 2012 is \$0.9 million with an indicator of 'center completed'. It is understood that this difference may be as a result of inclusion of housing in the project and landfill to elevate housing from the floodplain. While the Chilumane area and Chokwe site where the proposed INAQUA training and research facilities project is

to be located appears ideal from a technical standpoint, it is understood that the some of this area may be subject to occasional flooding, as in 2000, and some provision may need to be included in the design to safeguard key assets in the event of severe flooding. The differences between cost estimates and budget require further clarification, particularly if additional budgetary resources are to be accessed and the various options for cost reduction or additional budgetary resources assessed. The financing plan for the on-going operation of the centre should be made available prior to construction. Given the short duration of the mission and the substantial projected costs, sharing of the following information with the donors would be desirable:

- a) specification of the target groups of the training and demonstration activities (for example SMEs, small-scale producers, rural associations, extension agents)
- b) financing plan for the on-going operations of the Chokwe installations – INAQUA should verify if there are charges for use of water from the irrigation company, HICEP
- c) thematic targets for applied research and the application of the outputs to the private producers, i.e. an applied research plan responding to private sector needs with provisions for extension and use of the knowledge
- d) preparation of proposed technical/economic models of the production systems envisaged and how they will be integrated into the rural economy and livelihoods
- e) linkages with the agricultural production systems with respect to feeds and waste products and water management.

#### **4.4.1 Monitoring, Control and Surveillance (MCS – fisheries enforcement)**

97. Mozambique's MCS efforts, backed by Programme assistance have been a particularly successful aspect of the Programme:

- a) A fully functional VMS is operational.
- b) Several vessels have been detained and fined for illicit fishing activities and assistance extended to other countries in the region, also resulting in conclusion of a case in Tanzania.
- c) Mozambique has joint IOTC, been designated the SADC regional MCS centre and hosted a global technical conference on MCS.
- d) The investment in the Antillas Reefer - refurbishment and conversion \$1.6 million - and the operation of the vessel and the chartered PV Kuswag can be considered as investments leading to a sustainable surveillance regime. The investments planned in the Programme document have been adjusted to include the capital cost of the Antillas Reefer refurbishment. The conversion of the Antillas Reefer has been completed and the vessel is ready to start patrols.
- e) The PV Kuswag patrols can be considered to be a success, having established some of the parameters of the MCS requirement and the costs involved. However, there are several issues related to the vessels and the support to MCS in general which require resolution: (i) rationale for and benefits from the at sea surveillance program, in particular the 'blue water' surveillance; (ii) the cost-benefit/effectiveness of a sea surveillance programme; (iii) regional cooperation on MCS; and (iv) the financing of the offshore surveillance and institutional arrangements for overall maritime security in Mozambique..

98. **Rationale and cost-effectiveness.** The vast majority of Mozambique's fisheries resources are inshore and the vast majority of fishing activities are inshore and costal, essentially the industrial and semi-industrial shrimp and line fisheries and the artisanal fisheries. The offshore fisheries for tuna and billfish are of relatively minor importance to the Mozambican economy, largely seasonal and with the geographical centre of the fishery north of the Mozambique Channel. Effective control of the tuna fisheries is well recognized to be a task requiring regional cooperation now supported by the welcome accession of Mozambique to the IOTC.

99. Fisheries enforcement must demonstrate a measure of cost-effectiveness. This requires two sets of information: (i) the costs of enforcement of which sea and air patrols may be as much as 90% and (ii) the benefits of enforcement – principally calculated the loss of fish capital and the loss of net economic returns to the fishers. The costs of the inshore patrols (Kuswags) are in the order of \$2.4 million per year (for 150 patrol days) and focused on the shrimp, linefish and artisanal fisheries, or 3% of the value of these fisheries (in the order of \$80 million). If the Antillas Reefer is used as the sole patrol vessels the annual cost will be 4.6% of the estimated value of the industrial and semi-industrial sub-sector production in 2009. The review accepts that an offshore patrol capability is partly a political issue involving national sovereignty and security and that cost benefit assessment of MCS operations is technically challenging. Nevertheless, it will be important to provide economic justification for the offshore capability to ensure adequate government financing beyond the term of the Programme. The MTR team acknowledges that the preparation of cost-effectiveness and/or cost-benefit estimates would require number of assumptions for which base data may be deficient. However, this exercise would identify the information gaps and requirements, suggest sources of financing (including from possible charges to companies using coastal and offshore mineral resources) and would help lay a foundation for a robust financial architecture for sustainable MCS.

100. **Offshore fisheries and maritime security**. The net benefit from the offshore fisheries (tuna and HMS) can be approximated as the value of the EU agreement and the sales of licenses to the Asian longliners plus a provision for the local tuna fisheries. The total net benefit may be in the order of \$5 million per year. If losses from illicit activities are considered to be at most 50% of the net benefit (a very high estimate), the current costs of the offshore patrol (Antillas Reefer) at \$6 million per year substantially outweigh the potential benefits. The team however considers that the Antillas Reefer is an ideal vessel for regional (SWIO) patrols (i.e. with a potential range to Seychelles and beyond) and that the SWIO countries currently lack such a patrol capability. Further, the rise of piracy in the region requires increased attention to maritime security. The growing interest in offshore oil and gas and the large expected increase in maritime traffic from the northern ports associated with mineral extraction also warrant an expanded maritime presence from a security and maritime safety perspective and as a result of likely threats to the marine environment.

101. **Regional MCS cooperation**. A series of initiatives have established an increasingly robust political consensus and institutional basis for fisheries, maritime and related environmental and security collaboration, for example on piracy. These initiatives include those by SADC, such as the SADC Protocol on Fisheries and the designation of Mozambique as the host for a SADC fisheries monitoring center (FMC), the South West Indian Ocean Fisheries Project (SWIOFP)<sup>4</sup>; activities of the South West Indian Ocean Fisheries Commission (SWIOFC), adherence of Mozambique in the Indian Ocean Tuna Commission (IOTC), commitment by the African Union (AU) with respect to integration of the fisheries sector in the NEPAD's CAADP process and improved dialogue on regional and international trade within the ACP group. Mozambique will benefit from increased regional collaboration and capacity in several key areas, including applied fisheries research and stock assessment, on foreign fishing licensing and control, on marine environmental management and on trade and investment. However, substantial additional support will be required to reinforce Mozambique's fisheries and marine management capacity, its international obligations and its ability to secure sustainable benefits from internationally shared fisheries resources.

102. **Financing and institutional arrangements**. The Ministry and DNFP in particular will need to accelerate the national dialogue on the institutional and financing arrangements for the Antillas Reefer preferably within an overall national framework for maritime security needs including anti-piracy measures, pollution control and security of offshore oil and gas installations. As longer-term solutions

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<sup>4</sup> Part of a suite of three GEF-funded regional initiatives on the region's large marine ecosystems.

may require lengthy inter-ministerial discussions, interim institutional and financing arrangements should be urgently agreed (possibly at cabinet level). To enable continued donor support the following is desirable:

- a) an accurate and realistic cost benefit or cost effectiveness assessment is urgently required to justify financing the on-going operations
- b) the cost-effectiveness of the inshore patrol vessel(s) need to be clearly established within the overall MCS framework of VMS, coastal radar, AIS, RIBs and reporting by the licensed fleet. Violations which can only be detected and controlled by at-sea inspections and the losses from such violations (for example relative to possible losses from misreporting of landings) needs to be established.
- c) the institutional and financial arrangements for the offshore vessel need to be established through inter-ministerial decisions based on a high-level brief setting out the options and the advantages and disadvantage of each and include a clear and realistic exit strategy from donor finance
- d) the decision of the MP and any inter-ministerial committee should be made available to the Programme donors by mid-2012 to enable consideration of any further financing of the at-sea MCS activities. The donors indicate that funding would be limited to the operation of one vessel only and the MTR Team agrees that the long-term financing arrangements for operation of a single vessel must be ensured as a priority.

#### **4.5 FISHERIES DEVELOPMENT AND SMALL-SCALE FISHERIES**

103. In order to fulfil the commitment to direct 25% of the budget to small-scale fisheries activities some adjustment may be required to the proposed expenditures. It is difficult to see how this target is being reached, as the large capital investments should not be attributed to the small-scale fisheries share of the Programme. This implies some loss to the poverty reduction focus of the Programme's donors. Direct assistance on small-scale fisheries through IDPPE was about 8% of expenditures in 2010, although a range of other activities were directly linked – census, household survey, gender, HIV/AIDS, aquaculture and a range of training activities which may double this percentage. The MTR Team notes that the work on the census and household poverty assessment and incomes by IDPPE will be of considerable value in focusing the work of the Ministry and implementing aspects of the FMP and the Team supports the use of the CF for these activities. However, the alignment of activities such as training and demonstration in boat building, processing, or marketing assistance with PROPESCA and other projects remains unclear, partly because as some of these activities are already supported by PROPESCA. IDPPE and the Programme management should develop a clear rationale and prioritization for these diverse expenditures, possibly with a view to extending some PROPESCA activities along the coasts between the development poles. Where CF is used to support activities linked to PROPESCA, consideration might be given to transferring such funds to be directly administered by PROPESCA (the Team acknowledges that this may cause accounting and reporting difficulties). The needs of the inland fisheries, which make an important contribution to food security, the poverty assessments and census activities, should continue to be addressed by IDPPE with funding from the CF.

104. The MTR Team notes that the co-management arrangements tend to be organized along administrative lines and greater consideration needs to be given to the ecosystem dimension of small-scale fisheries management. For example, the co-management structures (CCPs) in the Maputo Bay are established by administrative unit (Bairro de Triunfo, Catembe, Costa do Sol) and while there is a provincial-level forum for co-management, there does not appear to be a robust forum for dialogue at the level of Maputo Bay (the natural management/ ecosystem unit). Consequently the problem of overcapacity in the Bay is not being addressed jointly by the combined CCPs. IDPPE in association with ADNAP and IIP will need to establish management units which can address the core capacity and sustainable resource use questions. For example, some CCPs, or subsidiary groups might be organized in

terms of gears used (gillnets, handlines) so that zoning, capacity or other agreed management measures might be developed by the stakeholders within a defined management area or fishery and conflicts between gears or communities managed. This approach may be of growing importance as the decentralisation to district level may further shift the co-management towards an administrative organizational base, rather than towards manageable fishery units.

105. A range of discrete activities give the impression of using Programme funds to fill gaps between or within projects and initiatives. These include: studies and support on boat building; purchase of ice machines; small boat design; fishermen training on GPS; training in engine maintenance; credits (thorough FFP) for vessels (10) to collect shrimp bycatch; and credit for fish transport, iceboxes and motors. It is recognized, that while the budget support nature of the Programme allows for such a dispersion of activities, a more focused use of the funds would facilitate donor perception of potential impacts. The MTR Team suggest greater coherence in these investments, for example if training in boatbuilding and engine maintenance is provided in an area, then the credit or other activities might be directed to the same geographical area. The team understands that the investments may be complementary to investments financed by other projects, but this is difficult to establish. It also complicates the attribution of impacts to the respective projects. The possibility of closer linkage to PROPESCA is indicted in a previous paragraph.

106. The support from the Common Fund is among the few provided to inland fisheries through IDPPE. The inland fisheries production is substantial, should be continued alongside support to small scale aquaculture at least until possible new projects (such as the proposed Islamic Development Bank project) come on stream.

107. In addition to the preparatory studies on the Chokwe station, work on aquaculture has included development of legislation on aquatic animal health and biosecurity in the wake of the outbreak of shrimp white-spot disease; on aquaculture statistics; on investor guidelines; and a range of training and educational activities. In a manner similar to IDPPE, numerous relatively small investments and support activities took place directly assisting small-scale producers in several provinces. From the limited field visits of the MTR Team the results of these activities are mixed.

108. Within the FMP, aquaculture is seen as a major potential contributor to balance of payments and food security objectives. Despite a wealth of suitable aquaculture sites, several constraints limit aquaculture opportunities – several of these are outside the control of the Ministry. The Programme can assist in improving the weak human and limited public support. However, the weak technical and financial capacity of national entrepreneurs; access to capital and credit and a generally weak investment climate are real risks for both national and foreign investors. As suggested above, preparation of technical/economic models of the production systems envisaged including specification of how they will be integrated into the rural economy and livelihoods and actual field testing with farmers can underpin investments.

109. Experience from other countries in Africa, such as Nigeria and Uganda, points to the fact that developing aquaculture might be easier if development first took place among/by small and medium enterprises in the private sector, rather than targeting subsistence aquaculture. Access to feeds and seeds could be easier for the small-scale commercial fish farmers, if larger private enterprises foster the development of supply chains for seeds and feeds and the markets for farmed fish. As the MTR team learned from visiting Chimoio, the support given to artisanal aquaculture development by FAO/GTZ in the 90s was not sustainable. Although a number of ponds still exist, the share of these ponds in production is low, productivity is very low, and inbreeding, lack of good management and other problems make output and contribution to household livelihood low.

#### **4.6 FISHERIES MANAGEMENT, RESEARCH AND FISH INSPECTION**

110. In addition to patrol vessel activities referred to above, the VMS system is now understood to be functioning effectively, a number of MCS specialists have been trained, work on the SADC Regional MCS Center has been initiated, several legal instruments have been prepared, including the instrument of adherence to IOTC. A number of difficult decisions were taken on the reduction of the industrial shrimp fishing effort which meant that some vessels operated by fully Mozambican companies ceased to operate while other more financially robust joint venture companies continued to operate, at times with a reduced number of vessels. Mozambique can continue to experience price competition from farmed shrimp for smaller sized shrimps while increasing fuel prices are likely to furtheracerbate the terms of trade. A reduced and more economically efficient fleet (higher CPUE) and restored stocks with larger calibres of (higher value) shrimp may be the only viable strategy for the industrial fleet.

111. A wide range of resource evaluation studies were supported by the Programme, including on the shallow and deep-water shrimp, small pelagics in Maputo Bay, kapenta and bioeconomics of the shrimp fishery. A range of work also took place on improvement of the artisanal fisheries data bases, including on improvements to the sampling system; on the shrimp bycatch fishery; and on environmental factors of relevance to the Sofala bank fisheries. IIP continued to produce an informative range of publications. Assessment of the shallow-water shrimp fishery relies heavily on the analysis of logbook data. However, as the lag time in computerization of the logbook data is over six months, the assessments suffer in terms of their timeliness and ability to accurately reflect any recent changes in catches, stocks or fishing patterns. Programme resources might be used to undertake a ‘one-off’ contract with an IT firm to make computerization of the logbook data current (consideration could also be given to outsourcing the entire data entry process). A previous MTR of Norwegian assistance also suggested a simplification of the modelling process.

112. The work of IIP on the option for an effort management approach to the shrimp fishery (as used in Madagascar) is of considerable value and should be followed up through dialogue with the industry. The apparent overcapacity in the shrimp fishery, combined with rising costs and weakening markets require an intensive dialogue with the industry on the future of the fishery. Both the industrial and semi-industrial fleets are aging and the combined efforts of the industry, the Ministry, ADNAP, IIP and financial institutions may be required to resolve the fragile economy of the fishery. Here, ADNAP and the Ministry could make use of informed technical assistance in their assessments and deliberations.

113. The programme supported the installation of INIP’s financial management system; a database system for recording INIP activities; acquisition and calibration of laboratory equipment; the accreditation of the laboratories and training of staff in both inspection technologies and financial management. The development of a more sustainable financing regime (service fee adjustments) is welcome, though the policies and financial arrangements for replacement of major capital assets still remain unresolved.

## **5. CONSTRAINTS, ISSUES AND RISKS**

### **5.1 EFFECTIVENESS OF ORGANISATION, MANAGEMENT AND SUPERVISION ARRANGEMENTS**

114. The basic organization model with central coordination and implementation by the various operational units remains the recommended approach. The special account with conversion to national currency as required and drawdown in response to moderated monthly budget requests by the operational units allows considerable control while giving flexibility to the units.

115. As pointed out, the budget support model has the advantage of placing the responsibility for Programme management on the Ministry, while allowing the Ministry a substantial measure of autonomy in use of the funds. However, the shift to the budget support model also means that the donors need to have a more hands-off approach with regard to the micro-management of the Programme and focus on major policy outcomes and sector achievements supporting national goals such as those specified in the FMP. It means that the Programme goals need to be aligned with milestones or verifiable steps towards the FMP goals. The MTR has been faced with a Programme which has multiple activities, all of which address different aspects of the FMP. However their separate or combined impacts are difficult to assess while the FMP implementation is progressing on many fronts, much is through creation, or building of institutions with less attention to the delivery of the institutions on FMP targets.

116. The proposed solution is to prioritize certain activities in relation to key steps in implementing the FMP. The draft logframe (see next section) is prepared in the context of this proposed solution. It selectively extracts parts of the FMP logframe and the Programme logframe and combines both. However, this is an exercise that ideally needs to be undertaken by the Ministry in consultation with the donors and the draft logframe should be regarded as an attempt to initiate the internal dialogue required. Any budget reallocation would then flow from the priorities defined in a revised logframe.

### **5.2 IMPLEMENTATION OF THE MASTER PLAN**

117. As noted above, the FMP provides guidance on the future directions of the sector and indicates the broad development strategies. However, it says little about how the various elements can be aligned and articulated and how the limited human and financial resources can be prioritised. The Programme partly addresses this by its focus on human and institutional capacity building. However the efforts have tended to be dispersed and lacking a strategic focus. For example, three core challenges could be targeted: (i) restoring the profitability of the shrimp fishery by rebuilding stocks and reducing effort; (ii) building a limited number of sustainable artisanal fisheries to serve as models for other coastal fishing communities; (iii) achieving a 'critical mass' of commercial fish farmers with profitable production systems in one or more well defined areas. In particular the challenges posed by (ii) and (iii) above must be addressed if the lessons and models are to be scaled up successfully. In the case of ProPESCA the instrument for scaling up is available, but the co-management regimes remain fragile and there is little evidence of resource sustainability or increasing net benefits. These types of challenges require a greater measure of prioritization and geographical focus, rather than a dispersion of efforts to serve all corners of the country.

118. Establishing quantitative sector milestones (intermediate targets) and linking these targets to new or on-going projects will be a useful step. For example, it would be a substantial achievement if each province were to have 1-2 artisanal fisheries operating profitably and reducing poverty in their communities, while at the same time IIP is able to verify that their resource base is being exploited sustainably. This requires close collaboration at provincial (and district) levels between the communities, IDPPE, IIP, ADNAP, microcredit organizations and local authorities. Similar milestones can be established for aquaculture, possibly targeting peri-urban clusters where market access is relatively secure, where waste products from rice milling, breweries, abattoirs, or other processes are available and

advisory and extension services on hand. The point of these examples is that realistic quantitative and targets in specific geographies need to be set by the Ministry for production, for poverty reduction, or other FMP goals and sector organizations jointly charged with achieving the targets with specific responsibilities assigned to the institutions. This will enable the focus to move from ‘building the institutions’ (which remains necessary) to delivering measurable outcomes and impacts and adapting to community and local needs.

119. A revised logframe is provided in the Appendix. This outline logframe is intended as a focus for discussion rather than as a definitive recommendation. The outcomes or deliverables are intermediate products – instruments to implement the FMP, rather than direct FMP achievements. The proposed CF-funded activities in the logframe are seen as a bridge between the 90 plus activities proposed for 2012 and the FPM in an effort to prioritize and streamline the activities around the defined FMP intermediate goals.

120. A high priority is given to the statistical system as part of the core catch monitoring/ cross-checking and export monitoring appears to be degraded. The modular statistical system is supported with each institution maintaining its own data. However, these separate data sets must be capable of integration at summary level. As such particular care will need to be taken in the design of registers of common data fields such as vessels, species, locations (ports, districts), or companies which may be shared by several institutions.

121. A range of economic governance activities will require medium-term investment in human and institutional capacity. The focus of some of these efforts would include tracking of economic performance of the sector, including balance of payments, contribution to GDP, enterprise profits, contribution to employment and, public revenue, credit delivery and repayment, and investments in value chain enhancement. Both macro and micro-level tracking may include not only the fisheries sector institutions, but also the Bank of Mozambique, the MPD and MF. The impact of proposed new legislation will need careful monitoring and pathways to assure sustainability of strategic public infrastructure (such as ports) will need to be established.

122. In summary, the fisheries sector already makes a significant contribution to the economy and its performance can be substantially improved. The political willingness for reforms exists. Many of the core instruments are in place although they lack refinement and effective implementation. Execution of plans and policies has proved challenging largely as a result of weak private and public sector capacity, a continuing legacy of central planning and a prescriptive as opposed to supportive public role. The result is often silos of development driven by sector institutions securing donor support and difficulties in generating synergies between institutional, legal, and financial instruments, with the donor-financed projects and with a rapidly evolving privates sector. Policy and planning interventions can make a fundamental difference but are may need to be based on a ‘new generation’ of public and private capacity. Investment in this human and institutional capacity is a basis for continued development in a vibrant and dynamic sector with vast untapped potential.

### **5.3 FINANCIAL MANAGEMENT**

123. The financial management including the expenditure tracking system, budgeting and procurement is an area where significant progress can be made. Currently there is considerable duplication of effort in consolidating financial reporting which can be overcome through pressure on the Ministry of Finance / SISTAFE unit to harmonize and streamline the reporting from the different cost centers (IIP, INIP, and others) and enable the Ministry’s DAF to access the summary reports and preferable to download summary reports in data rather than ‘locked’ format (the reports are in a ‘locked’ pdf format) to enable further consolidation and use in reports to donors. This will also facilitate management of the cash flow and overall budgeting not only by the Programme coordinating unit but for the entire Ministry as the same

process should be applied to all accounts. As already discussed and initiated with the DAF, specifically, the Ministry and the Programme management will need to:

- a) Urgently integrate the remaining dependent institutions into the SISTAFE – this may require higher level pressure on the SISTAFE unit to make the SITAFE operational in these institutions
- b) Ensure access by DAF (MP) to the SISTAFE reports of all subordinate institutions and allow preparation of Programme global reports. This requires modification of the SISTAFE profiles of some financial management personnel in DAF
- c) Discuss preparation of an accounting structure that meets the reporting needs of the Programme with the SISTAFE unit in the Ministry of Finance and if necessary use CF resources to help prepare the structure

124. The Programme coordinating unit in MP can be more proactive towards the institutions' implementation, and intervene with assistance regularly and whenever/wherever relevant. In association with a strengthened DAF, this could include checking on estimated costs of major investments, verifying tender or procurement documents for major procurements.

125. Although there are delays in procurement, the issues are generic to the bureaucracy and not readily soluble within the scope of the Programme. However, the Ministry might consider a creating a specialized procurement unit, to help 'walk' procurement dossiers through the bureaucratic process, that is, having one or more a specialized persons in the Ministry DAF whose sole job is to move the procurement processes through the bureaucratic processes as rapidly as possible.

126. The Programme coordinating unit will also need to direct attention to the recurrent costs of investments and require the operational units to prepare financing plans for the on-going recurrent costs of the investments. This is partly because the various sector institutions are incurring increasingly high recurrent costs associated with the capital investments (e.g. museum, MCS, laboratories) without sufficient attention to the financing of the recurrent costs. As a result the continued financing of the institutions tends to be dependent on further external project finance.

127. **Transition to sustainable financing and exit strategy.** While the total amount of the Programme expenditure on basic functioning of the institutions (e.g. travel expenses, workshops) is relatively minor, in the design of projects and use of the CF, the Ministry should consider restricting the use of the CF to investments in capital items, core institution building and human resource development rather than using the CF for recurrent expenditures associated with the core functions of the Ministry and its institutions. This can be a first step in an exit strategy from external development finance. It means that the recurrent budget of the Ministry will need to be expanded to provide the recurrent expenditure associated with increased investments. If this does not take place then either the operation of the investments will be unsustainable, or their operations will be increasingly dependent on erratic project financing.

#### **5.4 HUMAN AND INSTITUTIONAL CAPACITY**

128. The outcome of a sector human resources study is awaited. While the study would be restricted to the public services requirements, consideration could also be given to a broader study on the private sector's requirements as it is clear that improving the human resource capacity at all levels in both the public and private sectors is crucial. For example, only 30% of the private sector (non-agricultural) workforce has completed primary education (only 3% in agriculture). Despite substantial investment in education, with this level of education private sector innovation and initiative will be lagging. In the medium term, filling key gaps to raise the economic performance of the sector could focus on fishing business management, finance and credit, fisheries economics and policy, organization of producers

(including women's groups and microcredit facilitators) and monitoring of investments and sector economic performance.

129. The decision to further decentralise authorities to the district level brings new challenges for the organization of the Ministry and its institutions at provincial (and now district) level. Separate delegations and provincial offices for many of the institutions may be ineffective use of scarce resources and the organisation at provincial and district level will require increased attention and decisions.

130. The staff recruitment process appears unwieldy requiring interviews with all candidates. Every effort should be made to rationalise this process, for example requiring candidates to respond to key profile questions which can be scored to eliminate all unqualified candidates from the interview process which takes considerable time of senior staff.

131. Access to credit is a major constraint on sector development. The sector will need to be involved in any dialogues on rural and agricultural credit that takes place with planning and finance ministries, the commercial banks and emerging development finance institutions. It is also noted that the board of directors of the *Fundo de Fomento Pesqueiro* (FFP) apparently does not include a representative from the banking sector. Consideration could be given to balancing the board's advisory inputs from the fisheries sector with a measure of commercial realism and banking expertise from the banking or financial services sector as the FFP goes through a likely downsizing exercise.

132. The FFP has (commercial) reimbursement rates in the order of 85% and as low as 55% for credits issued in association with disaster relief. The FFP has grown its personnel far beyond its financial capacity to support itself. The Ministry recognizes that the role of the FFP will need to be more clearly determined, its portfolio managed more effectively (possibly with some write offs), and its personnel and field offices rationalized. Greater collaboration may be required between FFP and other sector institutions (e.g., IDPPE, INAQUA, IIP and ADNAP) in provincial areas to ensure delivery and supervision of credit to the private sector for viable and sustainable investments.

133. **Transparency and good governance.** In a natural resources sector such as fisheries, good governance is of utmost importance, and the Ministry should find the best solution to have an open, transparent sector, and information. Since 2006, Mozambique has a comprehensive Anti-Corruption Strategy and the Ministry has an Anti-Corruption plan (2008). It will be of advantage for the Ministry to provide regular public reports on the implementation of the plan. In particular the donors have requested (including in the 2008 MTR of the Norwegian assistance) that: (i) arrangements for 'whistle-blowing' be put in place, for example with publicly available hotline or other arrangement; and the following made public (for example on the Ministry website): (ii) the lists of industrial and semi-industrial fishing licenses and large aquaculture concessions be made public, including the payments made and any arrears in payments; (iii) summary information on violations and status of any legal/ administrative processes and payments of fines. Consideration could also be given to publication of: major tender awards and their values on the website; and any failures to deliver on major tendered contracts. The CF resources can be used to prepare the whistle-blower, disclosure and tracking of concessions, infractions and major tenders.

134. The political willingness and the efforts to separate powers have been noted. In practice ADNAP and DNFP (and to a lesser extent DNEPP) must work closely together on a daily basis; decision-making is often a joint exercise and as the political level makes all senior appointments, in reality the envisaged separation of powers remains partial.

## **6. RECOMMENDATIONS FOR FUTURE IMPLEMENTATION**

135. This section recapitulates on the analyses made above and presents the recommendations already made in the Aide Memoire. The recommendations are organized by the following themes:

- a) Master plan
- b) Human and institutional resource capacity
- c) Financial management and implementation (including major capital investments)
- d) Cross-cutting issues

### **Project design and Fisheries Master Plan**

136. Project design. The revised project logframe is provided in the Appendix with selected key indicators that reflect key deliverable of the Programme. The revised logframe may not cover all Programme elements but focus on concrete verifiable achievements of the FMP.

137. Given that the desired Programme impacts essentially parallel the desired impacts of the Master Plan, the impact dimension of the Programme would focus on development of core baselines and associated statistics and quantifiable measures of Master Plan success rather than the determining the impacts of the Programme per se.

138. Master plan implementation. The DNEPP in consultation with the other institutions should determine on which indicators to prioritise and establish the quantitative baseline and target values and milestones for these indicators, where necessary using the Programme resources to inform the internal dialogue and analyses required.

139. The MP should consider establishment of cross-cutting task teams to collaborate between sector institutions on priority areas or fisheries. Examples could include joint actions on management and value chain development of the artisanal shrimp fisheries in the Moma area, cost-effective use of bycatch, or strategies to reduce post-harvest losses.

### **Implementation and financial management**

140. Implementation. The SISTAFE should be fully functional in all units by the end of 2012. Financial reporting and tracking should be integrated in DAF (in the MP) with access to expenditures of all units and an automated ability to prepare cross-cutting reports, e.g. summary expenditures on training across all units. Duplicate systems such as FINPRO (used for detailed reporting on the CF expenditures) should be eliminated or be capable of receiving the inputs from the SISTAFE. Regular meetings of DAF chiefs should be held to ensure coherence, common cause and rationalization of reporting requirements of the different donors. This should include PROPESCA which will develop a set of PROPESCA-specific accounting and reporting for its SISTAFE.

141. The donor partners should take steps to improve communications on major changes to the Programme. For example, short regular meetings could include participation of the Programme coordinator and CDCF where necessary. The Common Fund donor partners could support the Department of International Cooperation in hosting regular sector donor group meetings, in updating the calendar and participation in such meetings. Likewise the Ministry should ensure that both Iceland and Norway are appraised of proposed/ requested changes when such changes are proposed outside the regular meetings.

142. Communications within the Ministry and between the institutions need to be improved. More realistic planning and budgeting and accountability for performance in execution are required. The Programme management unit should be more pro-active in requiring timely performance.

143. Communication with technical advisers. The Ministry and its sub-ordinate institutions have an Institutional Cooperation Contract with CDCF, through which Mozambique may draw upon external expertise, and in particular from the CDCF institutions. There seems, however, to be a communication gap, and both parties are possibly to blame for that. Such a Contract expects the parties to have a much closer communication, and the MTR team would urge the partners to improve communication through e-mail, conference calls and exchange visits.

144. Coherence of activities. While the flexibility of the budget support dimension is important, donors also need to see clear linkages between numerous smaller activities, either through a narrower geographical or thematic focus, preferably with demonstrable links to poverty reduction. For example, credit, training in boatbuilding and engine maintenance might be directed to the same area. Where the synergies arise from associated projects this should be noted or demonstrated.

145. Sustainable investments. All capital investments should be accompanied by an economic assessment of the on-going operations and an agreed financing plan for the continued operations. Draft MOUs should be agreed in principle for operation and maintenance of the investments (and use of receipts where relevant). For example, ice machines, market infrastructure, repair workshops or other investments should have the financial and institutional arrangements for sustainable operation agreed before the investments are made. This is even more important for large investments such as the museum, INAQUA installations and the MCS investments.

146. Provision of services. INIP is adjusting service charges to reflect costs which should ideally include the full costs of provision of the services including personnel costs and materials. However personnel costs may not be reflected in the revised charges. Clear policies on cost recovery need to be applied in a timely manner that accommodates inflation and personnel charges, where possible.

147. The problem of depreciation and replacement of capital assets, (for example, essential laboratory equipment or parts for vessels) should be addressed with the budget and financial administration directorates of the Ministry of Finance. Practices in other state agencies providing essential services should be explored.

148. Disparities between the demand on the laboratories for services and the allocation of staff should be addressed. Where staff is under-employed, perhaps seasonally, they might be assigned to assist with development work, for example, advice to processors and vessel operators, or municipal staff responsible for fish markets.

149. MCS/ surveillance. Cost benefit and cost effectiveness studies of the full suite of MCS measures should be urgently prepared, including for the non-fisheries components (e.g. oil pollution, maritime emergencies) and provisions for financing of joint (national) operations prepared by the end of 2012. Draft MOUs on use of the patrol vessel by regional countries should be prepared and discussed by the end of 2012 but with a clear indication of the plans and calendar by mid-2012.

150. A financing plan for the operation of the Antillas Reefer be urgently prepared, discussed through the appropriate fora and agreed by the end of 2012. The vessel should not be transferred to another agency until the operational financing and the management competency of the agency are assured.

151. The institutional arrangements for the operation, maintenance and tasking of the Antillas Reefer should be proposed and discussed with other stakeholders and a working solution determined by mid-2012.

152. Aquaculture. The differences between budgets and cost estimates for the Chokwe installations should be explained and justified as necessary and both an operational and financing plan for the on-going operations prepared. The target groups, proposed production systems and operation of the facility should be further explained. Given the limited budget resources, the Mission suggests that the development is phased, focusing on the initial core function and capacity required, development of a longer-term plan for the station and in particular, preparation of the operational and financing plan and appropriate inclusion in the budgets of INAQUA. .

### **Human resources**

153. Human resources. Urgently prepare the human resources development plan by the end of 2012. Some consideration should also be given to private sector requirements, possibly with emphasis on the role of the fisheries school and plans for substituting foreign technical assistance on the industrial vessels with nationals.

154. Review the role of the Fisheries School and the demand for its graduates; consider its role within the Ministry, and within the broader educational framework of Mozambique. Consider placing industry representatives on the board of the Fisheries School to direct the activities to respond to industry demand and consider some reorientation of course towards business training to enable graduates to establish small businesses.

155. Prepare a modular program for training in applied fisheries economics and management to diploma, graduate, or masters levels based on Mozambican institutions, such as UEM and other private universities, and guided and mentored by external advisers. The program should be prepared with the involvement of Nordic educational and fisheries institutions. Development and delivery of additional sector specific leadership training workshops and/ or short courses should also be considered.

156. The MP and ADNAP should together assess ADNAP's need for economic capacity in relation to resources and fisheries management analysis, and possibly reallocate positions to ADNAP for this purpose as such capacity is a fundamental prerequisite for good governance in fisheries. While DNEPP's planning capacity should still be retained within DNEPP.

157. Small-scale fisheries development and co-management. Given the difficulty of assessing if the 25% of CF expenditures targeted at SSF reach the target group, the reporting should more accurately reflect this objective.

### **Cross-cutting**

158. HIV/ Aids. Through arrangements with the Ministry of Health plan and budget for follow-up actions for treatment, counselling of HIV positive staff in the (screening has already been done) and more awareness-building in the sector institutions.

159. Undertake a screening (case study) of selected fishing communities for HIV/Aids with planning for associated follow-up to be done in association with the Ministry of Health. Consistent with national plans on HIV/Aids, use of the pilots to drive an agenda addressing HIV/Aids in the sector through awareness, inclusion in extension work, access to health and other services in close liaison with the Ministry of Health.

160. Gender. Greater inclusion of women as extension agents combined with a specific programme to address post-harvest activities, formation of women's groups and savings and credit could enhance the role of women and decrease post-harvest losses. It is, however, expected that IDPPE in its many projects funded from other sources, will address this issue. The review of 'gender in fisheries' taking place in 2012 should also give some guidance from the Ministry and its sub-ordinate institutions to follow up, and support the Strategy being developed by the Gender Unit in the Ministry. The MTR will therefore not address this issue more specifically, but propose that the parties follow up on this issue during the semi-annual meeting as and when the internal assessments of MP and institutions has been done, after the review and strategy has be developed..

161. Good governance and anti-corruption. The Ministry should report to the donors on the implementation of the Ministry's Anti-Corruption plan (2008) with specific reference to the range of anti-corruption measures recommended in the MTR of the previous Norwegian supported project (section 5.6.4, p. 46-47). In a natural resources sector such as fisheries good governance is of utmost importance, and the Ministry should find the best solution to have an open, transparent sector, and information.

162. Revisions. Recipient and the CF donors should jointly consider the revisions to the logframe to be proposed as part of the MTR report and adjust the Programme costs and priorities as a function of any agreed revisions to the logframe.

## 7. APPENDICES

### Appendix 1. REVISED PROJECT LOGICAL FRAMEWORK

The following logframes should be seen as a basis for internal discussion by the Ministry with respect to the FMP and the Programme. They are not intended to be definitive, but to link the FMP, the statistical system and indicators to specific measurable actions under the Programme.

*Table 5. Suggested revised and simplified logframe*

Objective	Master Plan	Original Programme	Revised Programme	Notes
<b>Objective</b>	Overall: poverty reduction (PES/ PARPA/ FMP)	Fish food security; well-being of communities/ poverty reduction; net economic contribution	Implementation of the FMP	Indicators to reflect progress with the FMP rather than immediate objective of original program
<b>Immediate objectives</b>	Food security and nutrition	Improved capacity of the fisheries administration	1.Fish food production	Domestic production may not target domestic food fish – it is a private sector business decision
	Well-being of fishing communities	<u>Components:</u> Ministry improved	2.Poverty reduction/ social	Income and employment are imperfect but measurable
	Economic growth and social development	Fisheries management Fisheries production	3.Economic growth	Performance of Sofala Bank shrimp fishery is a priority
	Economic growth and balance of payments	Cross-cutting	4.Environmental sustainability	Assessments of selected artisanal fisheries a priority
<b>Indicators</b>	Domestic fish supply	For immediate objective:	1.Fish balance of trade	measurable
	Value of production	Small scale food fish production	2.Employment	IDPPE census plus
	Income of SSF	Information system	3.Fishing HH incomes	IDPPE surveys
	Living standards of fishing communities	Net balance of payments HR development programme	3 (b)Exports, public revenues, enterprise profits	Some data available, profits need to be collected
	Public revenue		4.Trend of key fish stocks	Shrimp, linefish, kapenta, artisanal
	Exports			<b>Most indicators require a functional statistical system</b>
	Fish product trade balance			
	Sector balance of payments			<b>X-cutting not included</b>

**Table 6. Suggested approach to conversion of logframe into Programme-funded actions**

Revised Programme	Indicators	Specific tasks	Notes and suggested actions
Implementation of the FMP	Limited number, readily measurable, and actionable (linked to specific tasks/ activities)	DNEPP to coordinate setting intermediate targets for the indicators. Working targets should be established and adjusted if necessary and the statistical and reporting system improved to track the selected targets accurately	Targets and indicators must be linked to specific actions / programs of the sector institutions and private sector efforts. Responsibilities at provincial/ district level to be clarified. Administrative and financial arrangements for collaboration between sector institutions at provincial and district level to be clearly established. Guidelines on establishment of delegations/ provincial offices and recurrent financing to be prepared.
1.Fish food production	Fish balance of trade	Requires tracking of production (capture and culture), quantity and value of imports and exports. Accurate catch statistics are essential and need to be a core feature of the upgraded statistical system. Cross-checking of industrial catch statistics to be a feature of the system.	Improve the statistical system by urgently implementing the statistics master plan including training in economics and statistics (modular courses). Review capital and operating costs of Chokwe and specify its strategic targeting.
2.Poverty reduction/ social	Employment Fishing HH incomes	Set employment baseline and income baselines for selected artisanal fishing communities and refine FMP employment and income targets in relation to the projects (e.g. PROPECCA, aquaculture). Refine and verify IDPPE analyses (census, incomes). Complete HR development plan and initiate consolidated sector employment figures. Ensure engagement in national discussions on (rural) credit	Income and employment are imperfect but measurable. Work by IDPPE needs to be strengthened. Track incomes/ net revenues of selected artisanal fisheries (e.g. sample vessels/ gears in Maputo bay). Include cross-cutting outputs as required: gender and HIV/AIDs plans and their implementation. Report on long-term options for Fisheries School
3.Economic growth	Exports, public revenues, enterprise profits	Major effort on export statistics; transparency on all public revenues, tighten accounting, audits. Track provincial and district revenues – link to anti-corruption efforts; require basic operating accounts of production and marketing companies as a condition of licenses and maintain global or sample sector profit and loss accounts. Monitor net cost of fisheries management (including MCS) Enable consolidated SISTAFE reporting across MP institutions	Performance of Sofala Bank shrimp fishery is a priority. Open dialogue on long-term industrial fleet profitability and steps to achieve MEY. Ideally, a rent maximization study on the shrimp fishery should validate the proposed effort control study. Conclude financing plan for A. Reefer. Conclude financing plan for museum Review all service charges and develop charging policies (INIP, ports, license fees, other)
4.Environmental sustainability	Trend of key fish stocks	Express state of shrimp fishery in terms of biomass and attempt to place a capital value on the biomass (green accounting approach). Track the state of selected artisanal fisheries (e.g. sedentary stocks) and propose management regulations linked to co-management regimes.	In addition to the industrial fisheries, assessments of selected artisanal fisheries a priority. Progress on managing artisanal fisheries must be demonstrated.

Table 7. Notes on values for some indicators

<b>Poverty</b>	
Employment in fisheries	About 335,000 fisheries sector workers are primarily dependent on fisheries. Tracking total employment is useful, but needs to be complemented with information on incomes and well-being as when the fishery economy modernizes, capture fisheries employment will tend to decline at the harvest level and rely on processing and service industries to generate additional employment. Substantial reductions in poverty attributable to market access (roads) and credit resulting in higher incomes from fishing.
Food security	Fish consumption is about 66% of the Africa average. Imports of low value fish have doubled and prices increased by about 8% in late 2010.
Wealth and assets - fishing fleet Artisanal Industrial Semi-industrial	About 3% of the 40,000 artisanal vessels are motorized and about 80% of the artisanal vessels are rudimentary dugout canoes. A high proportion of fishers are laborers and do not own either vessels, or fishing gear. The industrial sub-sector is dominated by a concentration of shrimp licenses in 2 companies with majority foreign equity. The national industrial / semi- industrial sub-sector is undercapitalized and in decline as a result of fuel and shrimp price shocks and recent fleet overcapacity resulting in a decline in the shrimp stocks. Exports of catches by artisanal and semi-industrial fisheries have declined in recent past.
<b>Growth and balance of payments</b>	
Fisheries resource potential	Substantial unrealized biological potential constrained by weak infrastructure, business risks, access to credit and unfavorable terms of trade. However, the estimates of biological potential (MSY) should not be confused with the economic potential, i.e., it may not be economically viable to harvest the MSY, particularly for lower value, or deepwater species..
State of industrial fisheries	High value resources are heavily exploited and a contraction in fishing intensity (effort) will substantially increase rents and economic value added, and contribution to growth and balance of payment, if the terms of trade are improved. Substantial dormant and undercapitalized fleet exists. About 120 vessels employ some 4,500 workers.
State of artisanal fisheries	Inshore fisheries are heavily exploited in areas with access to markets. Beach seines are destructive when targeting bottom fish and when using 'mosquito net'. Widespread (community) co-management efforts but generally weak results. Successes are urgently required to scale up approaches and models.
Contribution to economic growth	The harvest sector contributes about 2% to GDP. However, given that only about 30% of the fishing population is captured in the formal / statistical system, the harvest sector contribution may be twice as large. Upstream and downstream contribution of seafood value chains to GDP still have to be estimated. However, given that post-harvest employment is generally at least as much as in the harvest sub-sector, the economic contribution may be in the order of US\$2 billion/year.
Contribution to balance of payments	Fish has recently been Mozambique's third largest source of foreign exchange (after aluminum and electricity). However, export revenues have declined caused partly by weak management of shrimp fishery resulting in lower production level combined with rising fuel prices and weaker shrimp prices. Terms of trade (fuel and factor imports) are onerous for production of fish for local market, but favorable for high-value exports.
<b>Private sector</b>	
Foreign investment	The main export operations are foreign owned: 2 large fishing companies, 1 shrimp farm. About 10 large-scale aquaculture projects are under discussion.
Current	Over 60 exporters.
Credit	Weak performance of the <i>Fundo de Fomento Pesqueiro</i> (55-85% reimbursement rates), good performance by savings groups and microcredit.
Fishing organizations	About 1,100 including fisher associations, savings and credit and resource co-management organizations. Several industrial / semi-industrial / fish farmer associations

Value added	Industrial shrimp is exported almost entirely as whole raw with relatively modest value added. Semi-industrial/ artisanal shrimp generates moderate value added but prices and production efficiency is lower. Despite the lower prices and lower efficiency, semi-industrial and artisanal shrimp may generate more local value-added and consequently have a greater potential for contribution to the economic growth and balance of payment. Careful economic assessments of the value chains (and the shrimp value chain in particular) are needed to design and implement policies to add economic value. The utility of the newly-constructed processing plant in Beira will be a test.
Governance and fishery management	Substantive and far-reaching changes provide a foundation for increased transparency, efficiency and equitable allocation. However, the institutional capacity to effectively manage complex reforms is weak. There is high potential for improved fishery management. For example, in the shrimp fishery, the biomass (fish stock) has declined to less than 33% of that in the late 1970s. Fishing effort (e.g., number of fishing days) has increased threefold resulting in a 25% decrease in catches and high economic inefficiency (more inputs for less outputs).
Aquaculture	High physical potential, but with the exception of a few industrial farms, private sector capacity is low. Recent outbreaks of white spot disease has been a major setback – 2 shrimp farms operational but at lower stocking density.

**Appendix 2. PROJECT COSTS FOR THE REMAINING IMPLEMENTATION PERIOD**

**Table 8. Expenditures and budget changes during the project (US\$)**

Activities	2009-13 budget	2009-11 expenditure	Original budget	Budget changes
A. Capacity building in the Ministry	5,706,663	1,675,232	2,950,000	2,756,663
B. Fisheries Management	16,358,325	10,024,905	13,530,000	2,828,325
B1. Applied research	1,484,355	675,172		
B2. Fisheries administration	13,958,948	8,899,323		
B3. Fish inspection	915,022	450,410		
C. Fisheries development	8,148,473	2,360,924	9,320,000	-1,171,527
C1. Artisanal fisheries	2,892,100	474,479	3,450,000	-557,900
C2. Aquaculture	4,831,715	1,790,389		
C3. Training by the Fisheries School	424,658	96,056		
D. Cross-cutting issues	560,579	192,328	400,000	160,579
Programme management	1,282,460	311,731	300,000	982,460
of which payments to CDCF	na	797,741		
Total donor	32,056,500	15,362,861	26,500,000	5,556,500

Notes:

1. The large increase in B. Fisheries Management is largely due to the increased MCS expenditures. B2. Fisheries Administration now represents 44% of the 2009-13 budget.
2. There is a considerable reduction in C1. Artisanal fisheries activities from 13% of the original budget to 9% of the 2009-13 budget.
3. The original budget has been reinforced by additional contributions from Norway for MCS and by Iceland for applied research.

**Table 9. Proposed budget for 2012 (US\$)**

Activities	2012 budget
A. Capacity building in the Ministry	2,080,197
B. Fisheries Management	3,030,000
B1. Applied research	425,000
B2. Fisheries administration	2,505,000
B3. Fish inspection	100,000
C. Fisheries development	2,167,411
C1. Artisanal fisheries	700,000
C2. Aquaculture	1,292,976
C3. Training by the Fisheries School	174,435
D. Cross-cutting issues	173,523
Programme management	817,000
of which payments to CDCF	797,741
Total donor	8,268,131

The following tables present a breakdown of the proposed expenditures in 2012 based on the proposals received by the Programme Coordinator from the various institutions. Table 9 and the following tables are not necessarily mutually consistent (the latter were proposals).

**Table 10. (a) Proposed budget for 2012 by type of expenditure (%)**

Type of proposed expenditure	%
Institutional Support	77%
Food Security	13%
Consultancy	5%
Technical Assistance	4%
Equipment	2%

**Table 10 (b & c) Proposed budget for 2012 by type of expenditure (%)**

MP-DNFP	44%	Development of commercial fisheries	52%
FFP-museum	19%	Preservation of Cultural Heritage	19%
INAQUA	9%	Institutional development	15%
DNEPP-Coordinating unit	6%	Food security	11%
IDPPE	5%	Community development	1%
ADNAP	3%	Improve balance of payments	1%
ADNAP/DNFP	3%		
DNEPP	3%		
IIP	3%		
ADNAP, INIP, IIP	1%		
DRH	1%		
DRH – Gender unit	1%		
Fisheries school	1%		
INIP	1%		
DAF	<1%		

**Table 10 (d). Sample of proposed 2012 expenditures (items greater than \$50k)**

Operation of patrol boat Antillas Reefer	3,190
Martime, aerial and coastal patrols	2,750
Building construction (museum)	2,500
Rehabilitation of centres	900
Tax exemption - Technical Assistants	600
Contract long-term TA for MCS	383
Training	166
Credit extension	150
Install Meta Software system for Themis Software system	150
Extension work	145
Technical Assistants	140
Coordination unit for implementation of National Fisheries Plan	130
Evaluation of the state of exploitation of resources	124
Installation of ice plants	119
Procure computers/software	97
Installation of Fishery Extension Centres	96
Construction of fish market	86
Participation in Regional/National meeting re:fishery management and inspection	85
Centro Regional de Coordenacao de MCS (Maputo)	80
Architectural design (museum)	76
Seminars (IIP)	76
Monitoring of fisheries	69
National Meeting (fiscalizacao)	65
Programme Coordination	65
Training (of fishers etc in fish processing/preservation)	64
Consultancy for design of sector strategy	64
Organisation of museum	63
Prepare course work	62
Social work (organization and training of fishers)	62
Improvement of artisanal fishery statistics	53
Fish price and input cost database design	52
National Planning Meetings	50

Note: Tables 10 (a) to (d) from proposals as submitted to Programme Coordinator

**Appendix 3. DEVELOPMENT ASSISTANCE**

**Table 11. Summary of projects in operation**

<b>Projects and key components</b>	<b>Finance</b>	<b>Partners</b>	<b>US\$</b>	<b>Duration</b>
ProPESCA. Artisanal fisheries along entire coast focused on 26 centers	Credit	IFAD, Spain, OPEP, GdM, others	43.5	7 years
Assistance to Fisheries Sector (multiple components)	Grant	Norway, Iceland, GdM	27.7	2009-2013
Artisanal fisheries Nampula and C. Delgado (credit, infrastructure, inst. development)	Credit	BAD, GdM, communities	23.3	8 years to June 2012
Artisanal fisheries in Gaza and Inhambane (production, post harvest, community development)	Grant	Itália, GdM	4.4	3 years to early 2012
Community resource management and sustainable livelihoods (Inhambane)	Grant	Japan/ WB/ GdM	1.9	4 years to 2013
Assistance in implementation the food production action plan (capture and culture - Zambezia, Manica, Tete)	Grant	EU/ IFAD	1.9	2 yrs to 2011
Gender equity promotion in Niassa artisanal fisheries	Grant	Ireland/ Skillshare	0.3	2011-2014
Assistance to the Fish (quality) inspection system	Grant	UNIDO	2.0	Phase 2: 2008-11
Assistance to the fisheries sector (fish quality, applied research, training)	Grant	Spain		
Assistance to the fisheries sector (TA, certification, bycatch)	Grant	WWF	na	
South West Indian Ocean regional Project (knowledge, applied research, regional coordination)	Grant	GEF/ WB	0.3	2008-10

In addition to the operational projects Mozambique has a series of MoUs on fisheries cooperation. These include arrangements with Chile, Brazil, Spain, Vietnam, Mauritius, Cuba (inactive), Angola, Namibia, and South Africa. Mozambique also adheres to IOTC, SADC (Protocol on Fisheries), SIOFA, and SWIOFC.

The following tables summarise the projects under preparation and completed projects.

**Table 12. Projects in preparation / under negotiation**

Project	Partner/ potential partner	Estimated value	Duration	Situation
Protocol on Fisheries Partnership Agreement with EU	EU (in Euros) Licence fees 1.56 million Sector assistance 1.38 million	2.94 million Euros licences 0.52m E/yr sector assistance 0.46m E/yr	2012-2014	Effective 01.01.2012
Development of Inland Aquaculture and Fisheries in the provinces of Tete, Zambézia e Manica:	Islamic Bank (loan) (targeting entire value chain)	\$15m (indicative)	2013 -	Projected approval in 2012, effective 2013
Fisheries Governance and Shared Growth. Components: Economic governance and inst. capacity, private sector, infrastructure, regional cooperation	World Bank IDA loan \$35m GEF grant 10m	\$45m (indicative)	2013-2017	Preparation 2012-13 Effective 2014
Eradication of extreme poverty (ODM 1)	EU (Funds administered by IFAD, FAO, WFP)	\$67m of which fisheries \$17m (grant)		Awaiting confirmation of exact financial envelope
Maputo Fish Market	JICA grant	\$6m (increased to \$12m)	2012-	Construction in 2012
Aquaculture strategy for districts of Gorongosa and Caia	EU (FED)	Euro 80,000	2012	Part of ACP FISH 2
TA for Clarias spp. culture	TCP-FAO Facility	\$46,952 (possible increase to 0.5m)		Project in preparation
Building (internal fish market information system)	TCP-FAO Facility	\$0.4m		TA, equipment, training. Awaiting approval
Conservation and development of L. Niassa (Regional: Moç-Malawi-Tanz): fisheries, aquaculture, tourism, water, environment, other)	World Bank: \$35m loan GEF grant: \$5m (all 3 countries)			Project preparation halted
Moçambique-Namibia-China aquaculture training	UNDP \$40.000 Mozambique \$10.000 Namibia \$10.000	60.000 USD 30 farmers & technicians		2010
Feasibility study of rehabilitation of the Angoche fishing port	BADEA – grant Arab Bank for Economic Development in Africa	\$0.4m		Agreed 2011. Tendering process
Estimate for rehabilitation of Maputo fishing port (quays and cold stores)	Not financed	\$14m		Requests to Japan and African Bank
Estimate for rehabilitation of the Beira fishing port (quays and cold stores)	Not financed	\$78m		Requests to China and African Bank

**Table 13. Completed projects**

Nome do Projecto	Million (USD)	Financiador	Duração	Área de Intervenção
Pesca Artesanal do Banco de Sofala (PPABAS)	18.0	IFAD, NORAD, BSF e GdM	2002-2011	Desenvolvimento comunitário; da pesca; de mercados e vias de acesso; reforço dos serviços financeiros e apoio institucional; formulação de políticas e legislação
Pesca Artesanal de Cabo Delgado e Norte de Nampula (PPCDNN)	23.3	BAD e GdM	2003-2009	Provisão de crédito; desenvolvimento de infraestruturas comunitárias; apoio institucional
Desenvolvimento da Pesca Costeira nas Províncias de Inhambane e Gaza (PPAIG)	4.4	Itália e GdM	2008-2010	Melhoramento de infraestruturas e de acesso aos serviços de apoio; processamento e comercialização; e fortalecimento das organizações comunitárias
Redução da Pobreza através das Pescarias em Mocimboa da Praia	0.6	Canadá e GdM	2005-2010	Fortalecimento da capacidade local; apoio institucional; introdução de práticas de pesca sustentáveis; processamento; protecção do ambiente e equidade do género
Apoio e Capacitação Institucional do IDPPE	0.6	Irlanda e GdM	2007-2010	Apoio e Capacitação Institucional
Apoio Institucional para o Desenvolvimento de Aquacultura Sustentável	0.2	co-financiado pela Islândia (ICEIDA) e GdM	2008-2009	Formação; desenvolvimento de uma base de dados e apoio ao estabelecimento do INAQUA
Desenvolvimento de Recursos Humanos na Área de Ciências Marinhas	0.1	Canadá (CIDA) e GdM	2007-2012	Formação em MSc, capacitação institucional e das comunidades
Desenvolvimento de um Modelo Sustentável de Aquacultura de Pequena Escala em Tanques e Gaiolas na Província do Niassa	0.2	Espanha e GdM	2008-2009	Capacitação comunitária e institucional e formulação de planos de gestão
Apoio ao Sistema de Inspecção de Pescado em Moçambique	2.0	Reino Unido (DFID) e GdM	2007-2010	Melhoria dos laboratórios; construção de residências para inspectores nas províncias e formação
Capacitação Institucional e Aquisição de Equipamento Laboratorial	0.1	PNUD, USAID, CE e GdM	2008-2009	Fornecimento de equipamentos laboratoriais e para a monitorização de metais pesados
Reforço das Capacidades para a Melhoria do Controlo de Qualidade de Produtos da Pesca (rastreadibilidade de produtos da pesca pequena escala)	0.2	Espanha, CE e GdM	2008-2009	Assistência técnica para diagnóstico e validação dos procedimentos de controlo; formação de inspectores, técnicos e extensionistas e formação de operadores semi-industriais e artesanais
Reabilitação do Porto de Pesca da Beira	19.7	BADEA, BID e GdM	2004-2009	Reabilitação do cais número 1 e da sala de processamento; reparação câmaras frigoríficas; construção de infraestruturas de apoio; dragagem e fornecimento de equipamentos.
Reabilitação das Oficinas do Porto de Pesca de Maputo	0.2	Japão (OFCF) e GdM	2008-2009	Manutenção e de fornecimento de peças sobressalentes e assistência técnica
Investigação, Monitorização e Desenvolvimento das Pescarias de Cahora Bassa	0.5	Islândia (ICEIDA) e GdM	2007-2010	Construção da delegação do IIP, formação (MSc e PhD), investigação e monitorização pescarias semi-industriais e artesanais e desenvolvimento de estratégias e planos de
Pescas do Sudoeste do Oceano Indico (Moçambique)	12.0 for region	GEF e GdM	2008-2012	Levantamento de informação, conservação de dados e tecnologia de informação, avaliação e utilização sustentável dos crustáceos, avaliação e utilização sustentável de peixes demersais, avaliação e utilização sustentável de peixes pelágicos, integração da biodiversidade na gestão pesqueira nacional e regional e fortalecimento da gestão pesqueira nacional e regional

(from Plano Director das Pescas, 2010)

**Appendix 4. TERMS OF REFERENCE**

**TERMS OF REFERENCE FOR THE MID TERM REVIEW  
ASSISTANCE TO THE FISHERIES SECTOR 2009-2013  
MOZ 2462-07/19**

**1. BACKGROUND**

- On 23 of October 2009 the Governments of Mozambique and Norway and on the 13<sup>th</sup> of November the Governments of Mozambique and Iceland signed an Agreement on the development cooperation for the Programme named “Assistance to the Fishery Sector in Mozambique” for the period 2009-2013. Under the Agreements, Norway will disburse an amount of NOK 150,000,000 (One hundred and fifty million Norwegian crowns), and Iceland will disburse an amount of 4.320.000 USD (four million three hundred and twenty thousand USD), for the referred period.
- To support the implementation of the Programme, connected to the Agreement there is a Memorandum of Understanding (MoU) between the Mozambican Ministry of Fisheries, the Mozambican Ministry of Finance and the Norwegian Ministry of Foreign Affairs and the Icelandic International Development Agency, dated October 2009.
- The general Objective of the Programme is: “to strengthen the Fisheries administration in capacity and competence in the area of promoting the development and management of the fisheries and aquaculture, in order to achieve sustainable and viable use of aquatic resources on the part of private operators and communities of fishermen and of fish farmers directly dependent on fishing and aquaculture.”
- The Programme, which effectively started in October 2009 after the approval of the first plan of activities in the semi-annual meeting of December 2009, has the following components, namely:

<b>Component/Sub-component</b>	<b>Executing Agency</b>
A Ministry of Fisheries - Fisheries statistical system, formulation and implementation of fisheries policies - Fisheries Museum	Ministry of Fisheries  Fisheries Development Fund
B Fisheries Management - Fisheries research - Fisheries administration - Fish Inspection	Institute of Fisheries Research Directorate of Fisheries Administration Institute of Fish Inspection and Quality Control
C Promotion of Development - Artisanal fisheries - Aquaculture - Training by Fisheries School	Institute of Small Scale Fisheries Development Institute of Aquaculture Development Fisheries School
D Crosscutting questions - HIV/AIDS - Gender policy - Good governance - Environment	Ministry of Fisheries Ministry of Fisheries Ministry of Fisheries Directorate of Fisheries Administration

The MoF entered into a contract with the Centre for Development Co-operation in Fisheries in Bergen, dated 26 February 2010, to assist the MoF in implementation of the Programme.

As established in the article 12 in the MoU to the Agreement, a revision of the Programme, by a team of independent consultants, must take place in the beginning of 2012. This Mid Term Review will create a basis for possible immediate changes of the on-going Programme as well as the drafting of a possible programme extension.

## **2. OBJECTIVE**

- The present review aims at evaluating the progress of development and implementation of the Programme and, consequently if necessary, recommending changes or new steps to be taken. It shall also look into proposed areas of intervention within the context of a possible programme extension. Reference is made to article 12 of the MoU to the Agreement.

## **3. SCOPE OF WORK**

The review team is requested to carry out a review of the relevance, efficiency, effectiveness, sustainability and possibly impact of the sector cooperation between Mozambique, Iceland and Norway, and shall :

- a) Assess the design and relevance of the programme in terms of the achievability of its objectives.
- b) Assess the results and progress of the Programme to date.
- c) Assess the efficacy of local systems for; programme management (i.e. results based management), financial transactions (CUT, SISTAFE), and procurement of goods and services (local and international).
- d) Assess the efforts to ensure benefits to small producers of the artisanal fishing and small scale aquaculture sub-sectors as stipulated in the PD.
- e) Particular assessment shall be made of the progress and development of the MCS system in terms of outputs and indicators.
- f) Assess the technical assistance given by national or international providers (CDCF; Blue Water Marine Services Lda; international and local consultants, etc) to the institutions with regard to its quality and its relevance.
- g) Assess the support given to the programme from Mozambique at policy level, and assess the impact of the programme with regard to the development of the fisheries sector in Mozambique.
- h) Assess future options and give recommendations for a possible programme extension including implementation strategy per programme component, organization and management, issues, challenges and risks, and an indicative budget.
- i) Assess to what extent cross-cutting issues like gender, HIV/AIDS, governance and environment are reflected in the implementation of the Programme.

For all aspects and issues the team shall present their analysis, comments and recommendations.

#### **4. ACTIVITIES TO BE CARRIED OUT:**

The team should analyse the appropriate available documents related to the programme and sector and interview relevant stakeholders. A wrap-up meeting shall be organized in Maputo, where the broad conclusions are to be summarized in an aide memoire and discussed.

#### **5. TIMING**

The consultancy will take place in February to April of 2012 and will last for 5 weeks, with a field work period of two weeks, 27 February to 9 March. [From programme: Departure to JHB SA 143 (11:45 – 12:55) or SA 145 (15:55 – 17:05) – I assume we will have a full day Fri. 9th and depart on Sat. 10th – departure is indicated for the 9th on the program] A summary preliminary report will be presented at a debriefing meeting for the parties at the end of the field work. A draft final report shall be presented to the parties not later than 23 March. The parties shall present their comments to the draft report within 2 weeks, not later than 6 April. The final report shall be sent to the parties not later than Monday 16 April 2012.

The reports shall be written in English and presented in electronic version to the parties and in two originals. The Partners will take the responsibility of translating the reports into Portuguese.

#### **6. STRUCTURE OF THE REPORT**

In general, the main sections of the report should follow the regular structure of the Attachment 1, herewith attached to the present ToR.

#### **7. CONSULTANTS PROFILE**

The work must be carried out by a team of advisers with relevant academic background and proved working experience in the areas of interest. It will be made up by 4 persons; 1 of which will be indicated by the MF, and three by the Partners (2 Norway; 1 Iceland).

**The Team Leader** of the mission must have international experience in development programmes in the fishery sector, wide experience in programme management with respect to the fisheries sector, be fluent in English and preferably with a working knowledge of Portuguese. The team leader shall be appointed by the cooperating partners.

The other specialists should have developing country working experience in one or several of the following areas: Fisheries policy and planning, fisheries economics, fisheries research, fisheries monitoring and control, small scale fisheries/aquaculture development.

**19/01/2012**

**Attachment** Draft Outline of the Mid Term Review Report

A - Main report

1 - Executive Summary

2 - Background

3 - Review of Programme Design

Programme objectives and strategy

Components

Implementation arrangements

Monitoring, evaluation and reporting arrangements

4 - Review of Programme Achievements

Implementation strategy

Achievements by component (an annex reviews each component)

Effectiveness of organisation, management and supervision arrangements

5 - Main constraints to Implementation

6 - Proposed Future Implementation

Implementation strategy

Implementation by component

Organisation and management

Costs and Financing (revised cost tables and disbursement)

7 - Issues and risks

8 - Appendices

- ToRs

-Itinerary

-Project Outputs

-Revised Project Logical Framework

-Project Costs for the remaining implementation period

Appendix 5. ITINERARY AND CONTACTS

Table 14. List of persons met

Name			Institution	Cell	email
Victor Manuel Borges	Maputo	MP	Minister of Fisheries	21/357106	<a href="mailto:ymborges@mozpesca.gov.mz">ymborges@mozpesca.gov.mz</a>
H.E. Gabriel Serafim Muthisse	Maputo	MP	Vice-Ministro das Pescas		
Herminio Tembe	Maputo	MP	Inspector General, Min. Fisheries		<a href="mailto:htembe@mozpesca.gov.mz">htembe@mozpesca.gov.mz</a>
Joaquim Russo de Sa	Maputo	DNEPP	DEPP, Nordic Programme Coordinator	82 302 5540	
Laurentina Cossa,	Maputo	DNEPP	DNEPP, and Nordic Program Manager		
H. E. Ms. Tove Bruvik Westberg	Maputo	NOR	Ambassador, Embassy of Norway		<a href="mailto:joy@mfa.no">joy@mfa.no</a>
Agusta Gisladottir,	Maputo	ICEIDA	Charges d’Affairs, ICEIDA		
Jon-Åge Øyslebø	Maputo	NOR	Minister Councillor, Embassy of Norway	82 307 1550	
Marit Strand (Ms)	Maputo	NOR	SISTAF adviser, Embassy of Norway		<a href="mailto:mms@mfa.no">mms@mfa.no</a>
Clarisse Barbosa Fernandes	Maputo	NOR	Programme Officer, Norweigan Embassy		
Angelica Dengo	Maputo	DCI	Head of Depart., International Cooperation, Ministry of Fisheries	82/3160070	<a href="mailto:adengo@mozpesca.gov.mz">adengo@mozpesca.gov.mz</a>
J. Ariscado	Maputo	DCI	DCI		
Ivonne Lichucha	Maputo	DNEPP			
Runar Hartvigsen	Maputo	DNEPP	Adviser, (CDCF)		
Celso Lopes	Maputo	DRH	D. Recursos Humanos	82 56 49779	
Olga Namalue	Maputo	DAF	D. Admin. Financas	82 7777480	
Luis Lopes	Maputo	DAF	D. Admin. Financas	820884520	
Manuel Castiano	Maputo	DNFP	Director, National Directorate of Fisheries Surveillance (DNFP)		<a href="mailto:mcastiano@mozpesca.gov.mz">mcastiano@mozpesca.gov.mz</a>
Joao Noa	Maputo	DNFP		820576390	
Alexandre Schalke	Maputo	DNFP	Director Blue Marine (contractor)	823191610	
Ana Paula Baloi	Maputo	INIP	Director, INIP		
Carlos Riquixo	Maputo	INIP	Deputy Director, INIP Maputo		
Maria Isabel Omar	Maputo	INAQUA	Director, National Institute for Aquaculture Development	82/3061996	<a href="mailto:lomar@inaqua.gov.mz">lomar@inaqua.gov.mz</a>
Jose Halafo	Maputo	INAQUA	Deputy Director, National Institute for Aquaculture Dev. (INAQUA)	21/358000	<a href="mailto:inaquamo@gmail.com">inaquamo@gmail.com</a>
Simeao Lopes	Maputo	ADNAP	Director General, National Fisheries Administration (ADNAP)	21/358000	<a href="mailto:slopes@adnap.gov.mz">slopes@adnap.gov.mz</a>
Estele Chichava J. Mousse	Maputo	ADNAP	Director Fisheries Monitoring, ADNAP	823061996	<a href="mailto:emausse@adnap.gov.mz">emausse@adnap.gov.mz</a>
Jose Manuel	Maputo	ADNAP	ADNAP		
Peter Flewwelling	Maputo	ADNAP	ADNAP/ DNFP		
Paula Santana Alfonso	Maputo	IIP	Director, Fisheries Research Institute (IIP)	21/499963	<a href="mailto:psafonso@hotmail.com">psafonso@hotmail.com</a>

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Name			Institution	Cell	email
Isabel Chauca	Maputo	IIP	Head small scale fisheries dept., IIP		<a href="mailto:ichauca@yahoo.com.br">ichauca@yahoo.com.br</a>
Jose Murama	Maputo	IIP	Head of Aquaculture Dept, IIP		<a href="mailto:candarau@yahoo.com.br">candarau@yahoo.com.br</a>
Lizette Palha de Sousa	Maputo	IIP	Head, Industrial Fisheries		
Alberto Fambane	Maputo	IIP	Head Planning & Admin. Finance		
Manuel Tafue	Maputo	IIP	Dept. of Aquatic Environment		
Henriques Bustani	Maputo	IIP	Aquaculture Officer, IIP	84/6290709	<a href="mailto:henbustani@gmail.com">henbustani@gmail.com</a>
Manuel Gonçalves	Maputo	FFP	FFP		<a href="mailto:mluisgoncalves@yahoo.com.br">mluisgoncalves@yahoo.com.br</a>
Daniel Inoque	Maputo	FFP	Project Manager, Museum, FFP	82/6365757	<a href="mailto:daniel_inoque@hotmail.com">daniel_inoque@hotmail.com</a>
Larsen Vales	Maputo	FFP	Member Project team, Museum, FFP	82/8373100	<a href="mailto:larsenvales@yahoo.co.uk">larsenvales@yahoo.co.uk</a>
Cassimo Marajo	Maputo	FFP	Member Project team ,FFP	825029260	<a href="mailto:cassimarojo@gmail.com">cassimarojo@gmail.com</a>
Albino Magona	Maputo	FFP	Director, FFP	828092310	<a href="mailto:amagonaffp@yahoo.com.br">amagonaffp@yahoo.com.br</a>
Tome Capece	Maputo	IDPPE	Director, IDPPE		
Amos Chamussa	Maputo	IDPPE	Head of Planning and Coop Dept, Small scale Fisheries Development Institute (IDPPE)	82/4137535	<a href="mailto:achamussa@yahoo.co.uk">achamussa@yahoo.co.uk</a>
Dulce Panguana	Maputo	IDPPE	Technician, Focal point for the program, IDPPE		
Elvira Menger	Maputo	IDPPE	Financila Manager for the program, IDPPE		
Matthew Brooke	Maputo	EC	Europeana Commission	82326 9100	<a href="mailto:matthew.brooke@eeas.europa.eu">matthew.brooke@eeas.europa.eu</a>
Maria Imelda Fernandes	Maputo	EC	Europeana Commission		<a href="mailto:imelda.sousa@ec.europa.eu">imelda.sousa@ec.europa.eu</a>
Francisco Bomba	Maputo	EP	Director, Escola de Pesca		
Venâncio Merique Nhavoto	Maputo	EP	Teacher, Escola de Pesca		
Custodio Mucavele	Maputo	IFAD	Country Programme Officer, IFAD, Maputo		
James Wilson	Maputo	FAO	Technical Adviser, Small scale fisheries development project Gaza and Inhambane (& acting FAO Rep.)	82/3050928	<a href="mailto:James.wilson@fao.org">James.wilson@fao.org</a>
Margarida da Silva	Maputo	FAO	Programme Officer, FAO, Maputo		
Sr. Fernando	Gaza	DDP			
Sr/a Nelio Aquazo, Marina	Gaza	students	Students and Aquaculturists		
Sra. Deolinda	Gaza	private	Aquaculturist		
	Inhambane	DDP	DDP, Inhambane		
Sr. Vasco Lebre	Inhambane	INIP	Technician, INIP Laboratory		
	Inhambane	FFP	Delegado, FFP, Vilanculos		
Sr. Chris Schnell	Inhambane	Private	Hatchery owner, Vilanculos		
Tim Kluckow	Inhambane	Private	Techn. Extensionist, Schnell's hatchery		
Saoirse Fitzpatrick	Inhambane	other	Community worker		
Sr. Tembe	Inhambane	IDPPE	Delegado, IDPPE, Inhassoro		
Associacao "Taramba Wassara"	Manica	ATW	The President of ATW		
Anito Vilanculos	Manica	INAQUA	Technician, INAQUA		
Francisco Manguuele	Manica	INAQUA	Delegate, INAQUA		

Name			Institution	Cell	email
Carlos Sendela	Manica	DDP	DDP, Manhica		
Rosario Herminho	Beira	INIP	Delegate		
Claque Maonde	Beira	IIP	Deputy Delegate		
Tanja Diegas	Beira	IIP	Adm. Officer		
Frazao Omar	Beira	IIP	Tecnichian Artisanal Fishing		
Fernando Pinto	Beira	IDPPE	Head of Fisheries Tech. Dept.		
Julia Mosiwa	Beira	IDPPE	Human Resources Officer		
Edmondo Nivel	Beira	IDPPE	Head Socioecon. Dept.		
Ana Estere Candido Samo	Beira	IDPPE	Head Adm. Dept.		
Jo Naxalha	Beira	IDPPE	Extensionist		
David Pinalonga,	Beira	DAP	Surveillance Inspector, DAP		
Casamo Jr.	Beira	DAP	Head of DAP.		
Pierre Malan	Beira	DAP	Surveillance Adviser, DAP		
Adolfo dos Santos	Beira	CCP	CCP, Praia Nova		
Estarad Joao Membro	Beira	CCP	CCP, Praia Nova		
Rafeal Junior	Chokwe	INAQUA	Chilumbene/ Chokwe		
Olivia Machel	Chokwe	private	Fond. S. Machel		
Orhila Machel	Chokwe	private	Fond. S. Machel		
Jose Tamele	Chokwe	IDPPE	Delegado		
Celdia Parruque	Chokwe	INAQUA	Technician		
Claudio Bonga	Chokwe	INAQUA	Technician		
Gabriele Simbinde	Chokwe	Private	Fond. S. Machel		
Fernando Momade	Chokwe	DPP	Director		
Rafael Pacule	C. do Sol	CCP	Presidente		
Alfredo Mundunde	C. do Sol	CCP	Secretario		

**Table 15. Programme and Itinerary**

DATE	ACTIVITY/MEETINGS
25-26/02	Arrival Consultants, K. Kelleher, K. Bjoru, T. Asgeirsson, Team meeting
27/02, AM	Project Coordination Unit/DNEPP/DC. (J. Russo; I. Lichucha; A. Dengo; L. Cossa; J. Ariscado); DAF/Inspeção Geral, DRH, INIP
PM	ADNAP
28/02, AM	Norwegian Embassy, ICEIDA
PM	INAQUA
PM	Dinner hosted by Ambassador of Kingdom of Norway
29/02, AM	Fishing Port, Fish Inspection Laboratory, Antillas Reefer
01/03, AM	ESCOLA DE PESCA, FFP
PM	IIP, IDPPE
02/03	<b>Team Group 1:</b> Asgeirsson, Bjoru, Cossa. Xai-Xai (lunch), Maxixe (sleep over)
03/03	Departure to Vilanculos (lunch) artisanal fishery; WWF; other Vilanculos (sleep over)
04/03	Departure to Chimoio (lunch), Chimoio (sleep over)
05/03	Manica, DPP Manica, Aquaculture, other. Chimoio (sleep over)
06/03	Departure to Beira. Beira: DPP Sofala, INIP, IIP, Artisanal Fishery/ CPP
07/03	Continued visit Beira, MCS, Porto de Pesca, departure Maputo & JHB (sleep over)
04/03	<b>Team Group 2</b> (dos Santos, Kelleher). Departure for Bilene (overnight)
05/03	Chilembene: aquaculture, Fondation Samora Machel; Chokwé, site for INAQUA aquaculture station, DPP ponds, mission/ village ponds; meeting with DPP (Manhica)
06/03, AM/PM	Meetings with INIP, IDPPE, Visit to Costa do Sol CCP
07/03 AM/PM	Meetings DNFP (MCS), DRH, DAF, DNEPP
08/03, PM	Team meetings, preparation of Aide Memoire
09/03	Team meetings, preparation of draft Aide Memoire, team members depart
12/03, PM	Debriefing Vice-minister of Fisheries and senior staff
13/03, AM	Debriefing Norway/ ICEIDA (Norwegian Embassy)