

Mid-Term Review, Support to the Fisheries Sector of Mozambique, 2013-2017

Final Report



Project: Mid-Term Review, Support to the Fisheries Sector of Mozambique, 2013-2017

Client: Norway's Ministry of Foreign Affairs and Iceland's Ministry for Foreign Affairs – originally ICEIDA, Iceland's International Development Agency

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Acronyms and Abbreviations

| | |
|----------|--|
| ADNAP | National Directorate of Fisheries Administration (<i>Administração Nacional das Pescas</i>) |
| CCP | Community Fishing Council (<i>Conselho Comunitário de Pesca</i>) |
| CDCF | Centre for Development Cooperation in Fisheries (Norway) |
| CEPAQ | Aquaculture Research Centre (<i>Centro de Pesquisa de Aquacultura em Moçambique</i>) |
| CF | Common Fund (joint Iceland/Norway finance for the Programme) |
| PCU | Programme Coordination Unit |
| DRH | Department of Human Resources (<i>Departamento de Recursos Humanos</i>) |
| DNEPP | National Directorate of Fisheries Economics and Policies (<i>Direcção Nacional de Economia e Políticas Pesqueiras</i>) |
| DNFP | Directorate of Fisheries Law Enforcement (<i>Direcção Nacional de Fiscalização Pesqueira</i>) |
| EEZ | Exclusive Economic Zone (<i>Zona Económica Exclusiva</i>) |
| FAO | Food and Agriculture Organisation of the UN |
| FFP | Fisheries Development Fund (<i>Fundo de Fomento Pesqueiro</i>) |
| HIV/AIDS | Human immunodeficiency virus infection / acquired immune deficiency syndrome |
| ICEIDA | Icelandic International Development Agency (now part of IMFA) |
| IDPPE | Institute for Development of Small Scale Fisheries (<i>Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala</i>) |
| IFAD | International Fund for Agricultural Development |
| IIP | Fisheries Research Institute (<i>Instituto Nacional de Investigação Pesqueira</i>) |
| IMFA | Iceland's Ministry for Foreign Affairs |
| IMR | Institute of Marine Research, Norway |
| INAQUA | National Institute of Aquaculture (<i>Instituto Nacional de Desenvolvimento da Aquacultura</i>) |
| INE | National Institute for Statistics (<i>Instituto Nacional de Estatística</i>) |
| INIP | National Institute of Fish Inspection (<i>Instituto Nacional de Inspeção do Pescado</i>) |
| MCS | Monitoring, Control and Surveillance |
| MDG | Millennium Development Goals |
| MIMAIP | Ministry of Sea, Inland Waters and Fisheries (<i>Ministério do Mar, Águas Interiores e Pescas</i>) |
| MTR | Mid-Term Review |
| NGO | Non-Governmental Organisation |
| NMFA | Norway's Ministry of Foreign Affairs |

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| OGE | State Budget (<i>Orçamento Geral do Estado</i>) |
| PARP | Action Plan for the Reduction of Poverty (<i>Plano de Acção para Redução da Pobreza</i>) |
| PD | Programme Document |
| PDP | Fisheries Master Plan (<i>Plano Director das Pescas</i>) |
| PES | Annual Economic and Social Plans (<i>Plano Economico e Social</i>) |
| PQG | Five Year Government Plan (<i>Plano Quinquenal do Governo</i>) |
| PROPESCA | Artisanal Fisheries Promotion Project (IFAD) |
| SADC | Southern African Development Community |
| SWIOP | South West Indian Ocean Fisheries Project |
| ToR | Terms of Reference |
| UGB | Budget management entity (<i>Unidade de Gestão Beneficiária</i>) |
| UiT | University of Tromsø, Norway |
| USD | United States Dollar |

1 Executive Summary

Since 2008, Iceland and Norway have provided support to Mozambique's fisheries sector through the Common Fund (CF), which is largely managed by the Mozambican authorities in agreement with the CF funders.

The 2013-2017 CF programme was based on Mozambique's Fisheries Master Plan 2010-2019. The budget consisted of donor funding of USD 29 million and Government's USD 1.2 million. The programme document was a comprehensive analysis of the sector, the country's strategy, and the proposed programme divided into six components with 31 Outputs. In 2014 Norway had to reduce its funding considerably, and the following devaluation of the NOK meant that total donor funding was reduced to about USD 21.9 million (see table 3.2).

Programme Results

The results are presented according to the six original components of the programme, using a ratings scale of **Very Good, Good, Acceptable, Poor** and **Very Poor**.

A Sustainable Production for Domestic Consumption and Export

Small-scale fishery development

The Output that the Beira and Maputo laboratories are fully functioning and technicians and extension workers trained, has only to a limited extent been achieved. Some activities were not implemented due to lack of funds, and for those that have taken place no systematic recording is provided as against the agreed results framework.

The laboratories are being upgraded, but this may be a loss-maker to the state as there is not a strategy on how to ensure that net benefits to society exceed the costs to the public purse of running the laboratories and the quality assurance tests.

The INIP database that is to ensure a verifiable document trail only became operational early April 2016 despite seven years of support.

The support to fisheries development at district level was reduced to a simple provision of inputs to particular actors. The co-mingling of credit and grants components here makes the CF contribution unclear.

Overall performance must be seen as **Poor**, and the strategy for these components in the time to come is at best unclear.

Small-scale aquaculture development

The CEPAQ centre is nearing completion and will constitute the linchpin in the aquaculture sector. The *sustainability* of CEPAQ, however, will depend on the long-run development of the sector, for which the upcoming sector strategy will be critical. Without clarity on the way forward and a credible plan for realising this, the quite costly CEPAQ centre may end up becoming a serious drain on MIMAIP's budget.

CEPAQ is to function both as a research centre and hatchery, providing critical public and private goods, and thus requires management and staff that can address this dual agenda. The Ministry needs to identify innovative solutions to ensure that CEPAQ delivers on its potential.

A key issue is if Mozambique intends to continue supporting small-scale pond production, centred on household food security, or will concentrate on market-oriented production that can attract private investors. Given the limited financial and management resources available, it is not likely that the country can successfully pursue both trajectories. A careful review of the various aquaculture experiences (IFAD, World Bank, private sector, AFD, CF) would be useful for informed decisions.

Overall performance is seen as **Good** though (i) the new aquaculture strategy will be crucial to the longer-term performance, and (ii) a management policy, structure and manning solution for CEPAQ is central to the success of this key part of the sector.

B Management of Fisheries Resources for Small-Scale Fishing

Fisheries Research

The core shrimp surveys have largely been carried out, but the research results from this are unclear with only a limited number of publications and which are not on-line.

The Cahora Bassa project will conclude in June 2016 and evidently with good results, though an independent evaluation to be done shortly will document actual results.

Upgrading the PescArt database is crucial to providing more distributed access to the data to a broader range of users across the country, and for more advanced analyses of the data. Data collection is extremely costly, and the scale should be reviewed

The bio-economics field was largely de-funded, while the tilapia genetic improvement program has not started up as CEPAQ is not operational. IIP's early management of tilapia broodstock has been highly problematic, however.

Overall performance should be seen as **Acceptable**.

Fisheries Management

The budget cut-back severely hampered achievement of planned Outputs: only 2 of 9 were funded, and only one of these can be seen to have produced reasonable results.

The support to decentralisation only funded the purchase of four vehicles at provincial level, but with no reporting on what this has led to of results for the fishing communities.

The performance on this sub-component is of course disappointing due to the funding cut-back. For the management plans, this Output is **Good** while the support to decentralisation has yielded results that are **Very Poor**.

C Planning and Monitoring of the Fisheries Sector

An integrated database for the sector has been abandoned, instead focusing on the databases in IIP and INIP. A main challenge is to ensure the INIP database is up and running properly.

The human resources development plan does not contain priorities nor a competency path for careers. Since MIMAIP does not have own funds for training it would seem critical that the few resources available are carefully allocated. Once the aquaculture strategy is in place, this will be one of the core areas for attention.

Capacity development for own policy formulation and development planning was dropped in favour of implementing the 2012 census. The donors are still awaiting the report addressing the complaints about claimed misuse of some of these funds.

The performance depends on the findings regarding the census is. If the census is seen to have been professionally carried out and the results are of the quality and utility expected, performance would be **Acceptable** - otherwise it will have to be rated **Poor**.

D Enhanced Surveillance of Mozambique's EEZ

A more integrated system based on radio and satellite-based monitoring combined with on-site vessel inspections provided a more comprehensive approach to Monitoring, Control and Surveillance (MCS), but with the termination of CF funding in July 2015, the vessel-based inspections have basically ended. The new patrol vessels in the Ministry of Defence may take up part of this mission, though the extent to which this will happen remains to be seen. Mozambique is an active party to a number of international agreements and has been recognised for its constructive role in a number of these bodies.

Staff training has continued, though the intelligence-led component is still missing. But overall Mozambique has the potential for putting in place a comprehensive system for improved management of its fish resources also on the high seas.

The on-shore inspections have taken place, with a large number of small-mesh fishing gear confiscated and destroyed. Training of fishermen trained in safety at sea is not reported.

Overall, performance of this component is seen as **Good** though with questions regarding longer-term vessel-based inspections.

E Cross-Cutting Issues

Regarding *Gender*, important policy steps have been taken, though the major cut-backs in funding has limited implementation. But an important foundation has been laid in the form of a gender strategy, some first training, and more gender-disaggregated information foreseen through the new monitoring system, so performance is **Good**.

Good Governance and *Environment* are important issues but did not get any funding. While no activities were carried out regarding Good governance – though the authorities could have done several with own resources – some steps were taken regarding environment, but far from the potential that a collaboration between Iceland, Mozambique and Norway should be able to deliver.

Prevention of HIV/Aids ended up receiving no funding. *Culture* as a sector to support is difficult to justify given both the PDP and the Programme Objectives.

F Programme Coordination

Programme management has been substantially improved, internal coordination and communication much better, though incomplete and late reporting remains an issue as not all actors in the sector provide their contributions on time.

The new M&E management system has been drafted, though with nearly one year's delay due to contracting issues. The main value-added will be more gender-disaggregated data, though the training and dialogue around the consultancy work has also been beneficial.

The performance overall would seem to be **Good**.

Programme Performance

Relevance

The Relevance of the CF programme to the stated Development Objectives for the programme is seen to be **Poor** though the Relevance to the Master Plan and its analysis is largely **Good**.

The Relevance of the cross-cutting issues of *Gender, Environment* and *Good Governance* is **Good** while the Relevance of *Culture* and *HIV/Aids* is considered to be **Poor**.

Efficiency

The programme management structure is fairly complex, but probably needs to be, given the large number of MIMAIP bodies involved across a wide range of policy areas.

The communications between partners have generally been good, though the dialogue up to decision makers within each body has varied. Information on results has therefore been uneven, at times incomplete and late, requiring a lot more follow-up and requests from the donors than expected.

Two issues – cost over-runs at CEPAQ and claims of misuse of 2012 census funds and data – have created serious strains in the programme, so the Partnership Committee has not yet met to agree the 2016 work plan and budget.

Output efficiency, as documented above, is highly variable, and the *efficiency-sustainability* trade-off is largely a phenomenon in the aquaculture field, where lack of appropriate skills by local staff mean many tasks have been carried out by external experts.

The *structure* of the programme is **Good** given the wide-ranging nature of the programme. *Performance* has been **Acceptable** regarding routine reporting and communications due to incompleteness and tardiness, but **Poor** when it came to controversial issues. *Output Efficiency* has varied, while an *efficiency-sustainability* trade-off is only an issue in CEPAQ, where there has been over-dependence on external expertise

Effectiveness

The CF has not succeeded in attracting other funding partners, in part due to lack of documentable results production, in part due to the other donors' agency-specific objectives and approaches, so External Effectiveness has been **Poor**.

The changes to the CF programme during the implementation period mean that resources and management time used on activities that were later dropped have been wasted. Furthermore, the assumed delivery chain from Outputs to Outcomes is questionable, so many Outputs are of questionable value, so Internal Effectiveness is also seen as **Poor**.

Capacity Development

Organisational development at central level has been limited but has progressed and should be considered **Good**. Organisational development at provincial and district level that was

foreseen has not happened. Because this is so important if one takes the Development and Immediate Objectives seriously, performance must be seen as **Very Poor**.

Human skills development through the fellowship program ended up largely funding public administration studies, due to late availability of funding, so performance is seen only as **Acceptable**.

Programme and Risk Management

The major risk to the programme is structural: it is based on a partner-led approach and a Master Plan that assumes strong public-sector development for sector progress. This led to a programme that was too spread, unrealistic in its theory of change, and dependent on national systems and capacities being sufficient for the management and reporting desired.

The sudden dislocations to programme funding required substantial changes to the programme profile, which were discussed, agreed and implemented, showing that the programme had the basic structures and procedures in place to allow for this.

The application of the Government's E-Sistafe system was appropriate and has proven to be a robust financial management system. But it means that programme funding is subject to the Ministry of Finance's priorities as far as cash management is concerned. This has led to serious and systematic delays in funds availability at the beginning of fiscal years. Financial reporting and auditing has been greatly facilitated, however, and among other things allows for verification that there is no double-accounting and missing funds.

Programme and risk management, both financial and implementation, has therefore been **Acceptable**, as much of the risk in the programme is structural, given how it has been designed around Mozambican systems and capacities.

Sustainability

There has been little development of technical capacities, but those that have taken place appear to be sustainable, so technical sustainability appears **Good**.

The financial sustainability is questionable, with CF funding spread across operating areas that may not have other sources of funding. Financial sustainability therefore appears **Poor**.

Looking Ahead – Recommendations

The key Recommendations to the CF donors for the remainder of the programme period are:

- Priority should continue to be given to CEPAQ, but should be made conditional on (i) the strategy for the development of a commercial aquaculture sector is finalised, (ii) there is a realistic management policy and plan in place that ensures CEPAQ's long-term viability and relevance, (iii) the long-term staffing needs of CEPAQ are addressed.
- Support for porting PescArt to a modern IT platform should be provided.
- If further support to INIP's certification database is required, this should be forthcoming provided INIP shows strong commitment to results and application.

- Technical support to the laboratories should be conditional on a sustainability strategy for the laboratories being put in place.

The Results Framework required to track this limited list of interventions ought to be developed so that more rigorous monitoring can be done over the remaining period.

2 Introduction and Background

Since 2008, Norway's Ministry of Foreign Affairs (NMFA) and Iceland's International Development Agency (ICEIDA) have supported the development of the fisheries sector in Mozambique through a Common Fund (CF). As part of the monitoring activities, a Mid-Term Review (MTR) of the programme period 2013-2017 was contracted through the University of Tromsø (UiT), with a team of three international and one national experts.

This Report presents the team's findings and conclusions regarding the current situation of the Programme, with recommendations regarding the future development of the programme.

2.1 Background

The fisheries sector development programme funded over the CF is based on a long history of collaboration between the three countries.

The cooperation between Mozambique and Norway began in the 1970s, growing from 2003 on. One review conducted in 2008 called for a continuation of the programme from 2010 through 2013, while a review of this second programme suggested the introduction of adjustments for the following period, with a focus on monitoring and reporting on actual results delivered and attention to the programme's impact on priority objectives.

The cooperation between Mozambique and Iceland in the fisheries sector grew from the 1990s, initially focusing on the creation of the national system of fish inspection. From 2000, the area of cooperation was extended to inland fishing and the development of aquaculture, and from 2006 support to the implementation of fisheries management plans has been a growing priority for good governance and sustainable fisheries management.

In 2008, Norway and Iceland agreed to establish a Common Fund for the fisheries sector. While the ambition was that this would constitute the core of a multi-donor fund that could finance a broader sector programme, this has in fact not happened: no other actors engaged in the sector have channelled their support through the CF.

Total budget for the period 2013-2017 was originally USD 30.2 million, of which USD 29 million was external assistance. In 2014, Norway had to reduce its funding, and with the dramatic fall in oil prices as of end 2014 and the rapid devaluation of the Norwegian *kroner* against most other currencies, the funds available to the programme have been considerably lower than originally planned, leading to some activities being reduced or eliminated.

2.2 Scope of the Mid-Term Review

The *purpose* of the MTR is to analyse the strengths and weaknesses of the 2013-2017 Programme in relation to its overall objective and to aid the quality and delivery of the remaining phase of it.

The MTR is to address issues of *effectiveness, efficiency, relevance, and sustainability* as compared to the Programme *development objective, immediate objective, outputs and resource inputs* – that is, to track the delivery chain.

The MTR should also cover Programme management including risk management.

The MTR is to produce evidence-based information that is *credible, reliable and useful*. It must be easily understood by the Programme recipient and Partners and be applicable to the remaining period of Programme duration.

The detailed Scope of Work is presented in the Terms of Reference, Annex A.

2.3 Deliverables

The team is to produce the following *deliverables*:

- **An Inception Report.** It clarified objectives, methods and the work plan of the MTR. The report was prepared after a first document review was carried out and a first set of interviews done in Norway and Iceland, so the results from these were included and informed the approach proposed for the MTR.
- **This Draft Report.** A complete Draft Report was produced after the finalisation of the field work that took place 22 February – 4 March.
- **The Final Report** will be delivered at the latest one week after receiving all comments to this Draft Report.

2.4 Structure of the Report

This Report has four substantive chapters:

- Chapter 3 presents the fisheries sector programme, its planned-for results, and the changes that have taken place over the programme period;
- Chapter 4 presents the results so far attained by the various components of the programme;
- Chapter 5 discusses the performance dimensions of the programme: Efficiency, Effectiveness, Relevance, Sustainability, and Risk and Programme Management, and the cross-cutting concern of Capacity Development;
- Chapter 6 looks ahead, with a particular focus on aquaculture since it has been agreed by the parties that the Common Fund should concentrate on this, but also considers other areas for support during the remaining programme period.

The report contains five annexes and a separate attachment:

- Annex A: The Terms of Reference (ToR);
- Annex B: List of persons interviewed;
- Annex C: The Original Results Framework;
- Annex D: Structure and timeline of the mid-term review.
- As an attachment to this report is a separate study on capture fisheries in Mozambique that was elaborated in connection with this MTR. While not part of the ToR, it provides additional information and views regarding what is still the most important part of the fisheries sector.

3 The Fisheries Sector Programme

It is estimated that the fisheries sector contributes about 3% to GDP. In 2012, national fish production was 208,000 tons, of which 89% originated from artisanal fishing, 10% from industrial and semi-industrial fishing and only 0.3 % from aquaculture. The 2012 census indicates there were about 343,000 persons involved in the sector, of which 18% women.

Until the 1990s, aquaculture activities were confined to inland waters and associated with agricultural activities. This sector has slowly developed in the past 20 years. Commercial enterprises dedicated to cultivation of marine shrimp, algae and some species of fish have been established in Cabo Delgado, Nampula, Zambezia and Sofala. Nevertheless, total aquaculture production in 2012 was only 565 tons, of which 407 originated from small-scale freshwater aquaculture.

The administration of the fisheries sector focuses on three components: *policy* by the Ministry of the Sea, Inland Waters and Fisheries (MIMAIP); *fisheries management* through the National Fisheries Administration (ADNAP), the Directorate of Fisheries Law Enforcement (DNFP), the National Institute of Fish Inspection (INIP) and the Fisheries Research Institute (IIP); and *promotion and development of fisheries* through the Institute for Development of Small Scale Fisheries (IDPPE), the National Institute of Aquaculture (INAQUA), the Fisheries Development Fund (FFP) and the Fisheries School (EP). The fisheries sector is present at provincial and district levels.

The key document underlying the Icelandic-Norwegian support is the Government's *Fisheries Master Plan 2010-19* (PDP II - *Plano Director das Pescas*), which was a follow-on to the first Master Plan 1995-2005 (PDP I).

3.1 Background to the Current Sector Programme

According to PDP II, the fisheries sector is not delivering on its full potential because (i) the supply of fish to the population is low and uneven across the country; (ii) artisanal fisheries and small-scale aquaculture do not contribute as expected to the economic and social development of their communities; (iii) commercial fisheries and aquaculture do not provide income to better combat poverty; (iv) the contribution of the sector to the Balance of Payments does not yet reach the possible potential levels. At the same time, the public administration of fisheries still lacks capacity to eliminate these problems and is not able to face certain cross-cutting issues both internal to the sector (aquatic conservation areas, governance) and external to it (HIV/Aids and environmental) (PDP II p. 12).

Artisanal fishing communities and small-scale fish farmers remain in poverty because: (a) the artisanal fishing communities have a poor ability to solve the problems faced in health, drinking water supply, education and literacy; (b) low income provided by the activities of fishing and fish farming; (c) market failures through the chain of fish production and inputs supply; (d) lack of formal credit, which hinders the evolution of subsistence fishing and aquaculture to commercial levels, (e) difficulties in obtaining strategic inputs for aquaculture (quality fingerlings, fish meal), (f) capacity to promote the development of artisanal fisheries and small scale aquaculture are still insufficient in the responsible institutions IDPPE, INAQUA and FFP.

At the same time, it is stated that public administration institutions have insufficient capacity to address the sector's problems, caused by (a) *weak ability* to evaluate the state of exploitation of fisheries resources and present management recommendations; (b) *weak capacity* to deliver management measures and define the conditions of access to resources; (c) *insufficient capacity* to enforce laws and regulations, not only with regard to fishing, but also aquaculture and processing; (d) *insufficient adequacy* of inspection to the fish sector needs; (e) *inadequate ability* of entities with responsibilities in the promotion of artisanal and small-scale aquaculture; (f) *insufficient technical capacity* on the part of the staff of the sector in general; (g) *a weak statistical capacity* and sector specific studies and planning; (h) *irrelevant intervention* on the part of the sector in the field of credit to the fishing sector in general; (i) *weak intervention* on the management of state shareholdings in the sector, and (j) *insufficient capacity* to promote small scale aquaculture combined with weak research capacity in this area (PDP II p. 13).

Reviews of the CF conducted in 2008 and 2012 pointed to important lessons for the current programme: (i) since the two previous programmes faced difficulties in implementation, it was necessary to give programme management/coordination more attention, reinforcing its monitoring role, (ii) insufficient statistical data limits the economic analysis, planning and monitoring and should be given higher priority, (iii) there is a tendency that the implementing entities use the programme as a budgetary support as opposed to development, making it difficult to assess the concrete results, and (iv) it is necessary to strengthen analysis prior to decision-making.

The implementation of fisheries sector development plans is to a large extent funded through 16 international assistance projects with total budgets of about USD 105 million.

3.2 The 2013-2017 Fisheries Programme

The 2013-2017 CF programme was based on PDP II, so government ownership was strong. The objectives were increased food security, improved living conditions for artisanal fishing communities and contributions to the balance of payments. But it also built on the earlier Icelandic and Norwegian support so it included a number of activities that the parties agreed should be finalised in a structured manner and thus included in the programme.

This was to be achieved through strengthening the public sector bodies responsible for the fisheries sector. This was structured across six programme Components with a total of 31 Outputs, summarised in table 3.1 below. The complete results framework was attached as Annex II to the Programme Document, and is reproduced as Annex D (see PD pp. 39-54). This constitutes the starting point for assessing the degree to which the programme has so far delivered what has been expected during the first programme period (see chapter 4).

Table 3.1: Results Structure of the Common Fund Programme 2013-2017

Immediate Objectives: Fisheries authorities strengthened in their abilities to promote the development and management of small-scale fishing and aquaculture activities that have high potential to improve food security and nutrition in fish to the local population, and to ensure sustainable and viable use of aquatic resources.

Target groups: (i) The Mozambican population, including those who depend on production, processing and marketing of fishery products as their main livelihood, (ii) Technical and management staff of the Fisheries Administration.

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| Component A: Increase sustainable production of fish for domestic consumption and export. |
| A.1 <i>Support to Small Scale Fisheries</i> : Maputo and Beira labs fully functioning; decentralisation through support to capacity development at district level |
| A.2 <i>Support to Small scale Aquaculture</i> : Aquaculture centre CEPAQ established; regulation of sector revised; training and education in fish disease carried out |
| Component B: Sustainable management of fisheries resources accessible to small-scale fishing |
| B.1 <i>Fisheries Research</i> : Knowledge on the state of exploitation of fisheries created; improved management of Cahora Bassa fisheries; plan for genetic enhancement of tilapia fry production |
| B.2 <i>Fisheries Management</i> : Decentralisation of ADNAP to 4 provinces, strengthening of district administrations; management plans updated for key fisheries; regulatory frameworks revised; etc. |
| Component C: Strengthened capacity for planning and monitoring of sector |
| Statistical and monitoring system & policy formulation capacity in place; human resources development plan in place |
| Component D Enhanced surveillance of Mozambique's EEZ |
| Surveillance in EEZ implemented; capacity to monitor in districts in place |
| Component E: Improved sector response in relation to cross-cutting issues |
| Disseminate risk of HIV/AIDS in vulnerable districts; gender strategy in place and coordinated; transparent and well-managed fisheries sector; fisheries museum in operation; MIMAIP involved in dialogue/ decision in environmental activities where the sector is impacted |
| Component F: Programme Coordination |
| CF programme is efficiently and effectively managed; CF monitoring framework in place and used |

3.3 Changes to the Programme

There have been important changes to the programme during this period. The main reason was the sudden reduction in resources available to Norway's programme as of 2014. This was aggravated by the sharp drop in the exchange rate of the NOK during 2014 and 2015, meaning that the budget in USD terms has fallen considerably, as can be seen in table 3.2 below. This budget reduction led to a number of components either being simplified /reduced or totally closed down.

- In component C, the planning and monitoring of the fisheries sector, all activities except technical assistance and scholarships were taken out.
- Component D, enhanced surveillance of Mozambique's EEZ, was funded until June 2015. After that there has been no further funding by the Nordic partners.
- In component E, cross-cutting issues, the sub-component on Culture has been finalized but all others have been cut, some completely.
- As a general principle funding of short training courses, meetings and studies has been taken out of the Programme.

Despite these changes to the programme, the team will look at achievements according to the original results framework, but analyse the results in light of these financial changes to see to what extent they may have influenced final results.

Table 3.2: Disbursements 2014-2015, proposed budgets 2016-2017 (USD '000)

| Component | 2013 | 2014 | | 2015 | | 2016 | | 2017 | Original budgets | Revised budgets |
|-------------------------------|--------------|---------------|---------------|--------------|--------------|--------------|--------------|--------------|------------------|-----------------|
| | Budget | Budget | Actual | Budget | Actual | Budget | Revised | Budget | | |
| A1: Small scale fisheries | 0 | 233 | 408 | 253 | 342 | 178 | 40 | 60 | 724 | 790 |
| A2: Small-scale aquaculture | 315 | 4 767 | 3 445 | 1 228 | 2 869 | 320 | 2 773 | 250 | 6 880 | 9 087 |
| B1: Fisheries research | 0 | 532 | 282 | 564 | 528 | 280 | 168 | 250 | 1 626 | 978 |
| B2: Fisheries management | 0 | 566 | 50 | 529 | 401 | 360 | 0 | 231 | 1 686 | 451 |
| C: Planning and monitoring | 0 | 620 | 133 | 810 | 434 | 562 | 275 | 310 | 2 302 | 842 |
| D: Enhanced surveillance | 1 730 | 5 278 | 3 954 | 2 185 | 2 303 | 1 400 | 31 | 20 | 10 613 | 6 288 |
| E. X-cutting issues: HIV/Aids | 0 | 50 | 0 | 50 | 0 | 50 | 0 | 50 | 200 | 0 |
| ... Gender | 151 | 220 | 61 | 365 | 0 | 340 | 0 | 151 | 1 227 | 61 |
| ...Good governance | 0 | 27 | 0 | 40 | 0 | 40 | 0 | 25 | 132 | 0 |
| ...Culture | 704 | 881 | 1 501 | 0 | 84 | 0 | 0 | 0 | 1 585 | 1 585 |
| ...Environment | 0 | 40 | 0 | 30 | 0 | 30 | 0 | 15 | 115 | 0 |
| F: Programme management | 400 | 630 | 874 | 350 | 809 | 300 | 103 | 230 | 1 910 | 1 786 |
| Total | 3 300 | 13 844 | 10 708 | 6 404 | 7 770 | 3 860 | 3 390 | 1 592 | 29 000 | 21 868 |

Notes: The table essentially shows two sets of figures:

- (i) The planned budgets when the programme was designed, with the figures shown across the five budget years 2013-2017, and the total **Original budgets** being the total values foreseen.
- (ii) The revised figures that show actual expenditures. In 2013 this was zero, in 2014 and 2015 actual disbursements are shown ("actual"), while for 2016 the proposed revised figures are shown ("revised"). The **Revised budgets** show the figures for 2014-2016 but do *not* include the 2017 figure even though this may end up being included.

It should be noted that the work plan and budget for 2016 has not yet been approved since the Annual Meeting that is to approve these have not yet (as of March 2016) been held yet. The figures for 2017 are also for the time being not clear.

4 Programme Results

Based on the document review and the field visit to the various public bodies involved in programme implementation, the team recorded the results so far attained by programme component structured according to the original programme document.

This was supplemented by the reporting received during the field visit and the interviews with key stakeholders. Where expected results were changed or deleted during the programme period, this is noted.

4.1 Sustainable Production for Domestic Consumption and Export

This programme component was focused on two areas: direct support to small-scale fisheries (sub-component A-1), and to small-scale aquaculture (sub-component A-2). As can be seen from table 3.2, this turned out to be the component that received the largest share of funding, due to the construction of the CEPAQ aquaculture centre in Gaza.

4.1.1 Small Scale Fisheries

The small-scale fisheries sector was to be strengthened in two ways: through the improvement to the quality assurance and certification of artisanal production for export, and by improved management of small-scale fisheries at district level.

The second output was substantially revised during 2014 as funding cut-backs necessitated programme restructuring. Instead of decentralisation of fisheries administration to district level, funding was provided for construction of two fish markets and inputs to semi-artisanal fishing and control activities.

| Planned Results | Documented Results |
|---|---|
| <p>Output A.1.1: The Beira and Maputo Laboratories fully functioning as well as technicians and extension workers trained on sanitary quality assurance:</p> <ul style="list-style-type: none"> ▪ Schemes of traceability of artisanal production in place, monitored and providing the export of raw material sourced from artisanal fisheries ▪ Number of quality controls performed ▪ Number of licences for export ▪ Number of extension-workers and technicians trained by province, district, sex and age - targets according to plan ▪ Beira Laboratory accredited by 2015 | <ul style="list-style-type: none"> ▪ Traceability schemes were not implemented due to lack of funds. ▪ Number and kind of quality controls not reported. ▪ Number of licences, certificates issued not reported. ▪ The INIP database for issuing, registering licenses, certificates not operational despite support since 2006 – see separate comments. ▪ Laboratories in Maputo and Beira upgraded, quality controls carried out, though number, types of tests not known. ▪ Maputo lab now analyses bivalves and molluscs, accredited for sulphates – other accreditations not finalised though several processes underway ▪ Staff training largely did not take place except three lab technicians trained in Portugal |
| <p>Output A.1.2: Decentralization of the efforts for promoting development at the district level:</p> <ul style="list-style-type: none"> ▪ Districts in provinces that already have been supported (Niassa, Tete, Manica, and Gaza) with its function of promoting fishing development is structured in 2015, a total of 15 in 2017 of which 2 are continental. | <ul style="list-style-type: none"> ▪ This output has got new activities in relation to the PD. It is about A.1.2.3 (new) – construction of two fish markets and A.1.2.4 (new) – purchase of outboard engines (credit), fishing gear (credit) and two dinghies with outboards for beach patrol. |

A number of activities have been undertaken related to the first output, but there is little formal reporting on these. The main issue concerns the fish quality laboratories. These are to be certified for issuing quality assurance certificates of fishery products to export markets, in particular the EU. The certifications are to cover a number of dimensions, from licensing of boats and other production facilities to the quality of the export products themselves, such as shrimp and fish. The Maputo lab handles heavy metals, advanced micro-biological tests, water analyses for chemicals, Beira can address histamine tests with specialised equipment while Quelimane does water analyses for chemicals. All three handle standard food quality analyses like for E.coli, humidity, sulphates, pH-levels, with Maputo and Quelimane certified for 4 micro-biological parameters. What is unclear is what the benefit-cost ratios of these quality assurance processes are to the public, which is an issue that the team believes merits some attention (see box 4.1 below).

Box 4.1: The Fish Laboratories: Management of Public Assets

The team visited the laboratory in Quelimane, and the staff appeared committed and proud to show the work that is done there. But the lab itself was not in use at that time because this was during the closed season when no fishing is permitted and thus there was no work to be done. This raises a question about the efficiency of the use of public assets, but also what the public sector should finance and what should be borne by the private sector. This question is important to the donors since they have over the years funded construction, infrastructure upgrading, equipment, staff development and some of the running costs of the three laboratories in Maputo, Beira and Quelimane.

One thing is that because the laboratories are entities under the MIMAIP, they are mandated to only carry out tasks that come under the remit of this Ministry. In Iceland and Norway, quality assurance laboratories do not belong to a sector ministry. They are given functional tasks in society, and thus can carry out tasks like food quality assurance across any range of food stuffs for which they are technically qualified, whether this is from the fisheries, agriculture or livestock sectors. They are thus full-service providers year-round and not dependent on any one particular production cycle for activity.

But there should also be a clear distinction between what is a public good task and what is private. When certification is for ensuring the public health, such as checking for salmonella in food-stuffs, this is a public good. If instead the laboratories provide quality assurance certificates for exporters of their produce, this is a private good (with a limited public good – the reputation that Mozambican fishery products are seen to be of high quality) and thus should be paid for by the private exporter who is able to export to more demanding and thus better-paying markets. The labs charge for their services, but the fundamental price list is only now being changed, but it is not clear from the information available if the price revision is based on a full-cost estimate of the value of the services provided.

A number of tests are currently sent abroad since Mozambique cannot itself do a number of more complex tests. The criteria for deciding which tests Mozambique intend to do in-country and which ones will remain to be sent abroad? There is presumably a cut-off point where the unit costs of the next step in the quality assurance chain due to the additional equipment, skills and operational inputs and the limited number of such tests that are carried out in the course of a year makes it more sensible to continue having those tests done abroad. Having clarity on where this cut-off point is and thus which certification levels the country deems cost-effective would seem to be important (the cut-off point will of course change over time as unit costs change, number of tests change etc, so this is not a static concept).

Addressing the issue of how best to apply the assets already in place should also be looked into. It is clear that the laboratories have the equipment and staff skills to provide a number of services across a range of fields. For Mozambique as a society these valuable assets may therefore be put to improved use through innovative applications for both private and public benefit, but this would presumably require both a revision of the legal status of the laboratories – to allow other actors access to the services – and a pricing policy that is realistic and clearly distinguishes the nature of the services being provided, and charges full cost recovery prices to private users if the benefits of the services – such as quality assurance certificates – accrue to the private actors.

What is also problematic is that the database in INIP that is to record, store and analyse the licenses and certificates issued, only became operational at the beginning of April 2016, despite about seven years of support in this field. During this period, the feed-back provided to the external expert by the Mozambican partners was very poor, slow, and incomplete. Despite on-line real-time training in June 2015, it was not clear whether the offices around the country were able to access the server in Maputo on a regular basis, and whether the appropriate printer drivers have been installed so that certificates etc. can be issued (some of these answers are still pending). It is difficult to understand why progress was so slow since the FileMaker software package that is running the system is standard and being used by several dozen other clients serviced by the same expert¹.

The decentralisation Output was potentially an important one when looking at the actual Immediate Objectives for the CF (see table 3.1), since this was supposed to be strengthening those public bodies that could service the artisanal fisheries communities directly (though it is unclear what specifically these services would be and what the net benefits to local communities therefore are expected to be). Instead certain small-scale infrastructure investments have been made, such as the two local fish markets. The net benefits of this are unclear as many of the fish mongers still prefer the traditional on-beach marketing.

The other inputs such as the outboard motors should normally be financed through the Fisheries Development Fund FFP, and since these are credits and not grants it is not clear why these inputs are listed in the CF programme.

Summing Up

Performance is rated using a scale of **Very Good, Good, Acceptable, Poor** and **Very Poor**.

- The Output that the Beira and Maputo laboratories are fully functioning and technicians and extension workers trained, has only to a limited extent been achieved. Some activities were not implemented since the foreseen CF funds had to be cut, and for those that have taken place no systematic recording is provided as against the agreed results framework.
- The laboratories are being upgraded, but this may be a loss-maker to the state as there is not a strategy on how to ensure that net benefits to society exceed the costs to the public purse of running the laboratories and the quality assurance tests (see box 4.1).
- The INIP database that is to ensure a verifiable document trail only became operational early April 2016 despite seven years of support.
- The support to fisheries development at district level was reduced to a simple provision of inputs to particular actors. The co-mingling of credit and grants components here makes the CF contribution unclear.
- Overall performance must be seen as **Poor**, and the strategy for these components in the time to come is at best unclear.

¹ Most of the other clients are in fact private companies that run the quality assurance tests themselves but have to provide a documentable trail to their buyers regarding dates and which tests were done and the specific results

4.1.2 Small Scale Aquaculture

The single largest expenditure component in the CF programme ended up being the construction of the aquaculture centre at Mapapa in Gaza, CEPAQ. Conceived in part as a research and development centre to improve the genetic qualities of tilapia fingerlings, and as a hatchery to provide the fingerlings to producers, the centre is seen by all parties as central to the development of a modern aquaculture sector, in line with PDP II.

In line with this, INAQUA was to update the regulations for this sector and provide basic services to aquaculture producers.

| Planned Results | Documented Results |
|---|---|
| <p>Output A.2.1: The Aquaculture centre CEPAQ for production of 6 million fingerlings in 2015 and 30 million in 2017 created in Mapapa:</p> <ul style="list-style-type: none"> ▪ The delegation of INAQUA in Gaza in operation. ▪ The Aquaculture Centre CEPAQ “Centro de Pesquisa em Aquacultura” is constructed and operational by the end of 2015 ▪ Number of fingerlings produced per year at CEPAQ | <ul style="list-style-type: none"> ▪ Construction of CEPAQ is almost complete but not yet operational, contractor is still on-site. ▪ CF payments were suspended mid-2015 due to over-expenditure. An investigation was done and report prepared Oct 2015, handed to CF donors Feb 2016, but Annual Meeting that can approve plan and budgets has not taken place so CF funds cannot yet be released. ▪ Since contractor is still on-site no fingerlings have been produced yet. ▪ Broodstock GIFT Nile tilapia are being held at the ISPG, Instituto Superior Politecnico de Gaza. ▪ Attempts to collect Mozambique tilapia broodstock have been unsuccessful so far. |
| <p>Output A.2.2: General regulation of aquaculture revised:</p> <ul style="list-style-type: none"> ▪ The General Regulations for Aquaculture revised and in effect from 2015 | <ul style="list-style-type: none"> ▪ A new aquaculture development strategy is currently being developed by MIMAIP. Revision of the General Regulations for Aquaculture will therefore only be done once the new strategy has been approved. |
| <p>Output A.2.3: Small scale aquaculture promoted and disease control carried out through focus on training and education in fish diseases:</p> <ul style="list-style-type: none"> ▪ Number of new ponds established and in production - target 500 per year ▪ Number of extension-workers and technicians trained by province, district, sex and age - target 25% of the extension-workers per year ▪ Number of disease controls carried out and registry of disease occurrences | <ul style="list-style-type: none"> ▪ There is no reporting on new ponds being built or existing ponds rehabilitated and whether they are in production. ▪ A national workshop for extension workers was organised with participation of nearly half the relevant extension workers, where work plans were presented, discussed and revised. Most funds for training have been diverted to complete CEPAQ, however. ▪ There is no reporting on any actions taken to prevent or control fish disease. |

The costs of CEPAQ have become greater than originally foreseen, but there have also been some irregularities regarding the acceptance of some changes to the works. This led the donors to request an inquiry and to a temporary suspension of CF payments as of mid-2015 till the issue had been clarified. The report on this matter was finally provided to the donors in February 2016.

The core challenge regarding CEPAQ is that there is no real strategy for how the centre is to be used. There is no proper market analysis that documents the demand for tilapia – though all informed opinions provided to the team agree that this market most likely exists and is

substantial and likely to grow, so that the uptake of tilapia should not be a problem. The question is of course at what price tilapia can be sold, and linked to this the cost development path for aquaculture produced tilapia: how will unit costs of producing tilapia change over time. There are different developmental paths that can be foreseen, but perhaps the most likely or typical one is presented in chapter 6. Essentially it assumes an organic growth that starts out with fairly basic production systems and that in the early stages will depend on public sector support to overcome some cost barriers. But with greater demand for tilapia at prices that yield an acceptable profit, this will attract more investments and thus collateral demand for more modern and cost-effective inputs, ending up in a “virtuous cycle” of growth, expansion and increased sustainability.

This, however, is something that will take many years (in chapter 6, an optimistic 10-year scenario is outlined). In the meantime, Mozambique has built what is perhaps the best aquaculture centre in sub-Saharan Africa, and is now saddled with the running costs of the Mercedes Benz of centres when it could have made do with a low-cost Toyota.

There is also the question of the dual nature of CEPAQ. The research and development work is public goods while the production of fingerlings is a private sector activity. Having these two tasks being headed by the same management is typically a challenge, and would normally benefit from some level of independence to allow management to run the tasks rationally. A request to operate separately from MIMAIP was rejected by the Ministry of Finance on the grounds that MIMAIP is already a complicated structure. But this is an issue that MIMAIP will need to address in some manner to improve the long-term sustainability of the centre.

The Ministry decided that responsibility for CEPAQ was moved from INAQUA to the Gaza delegation of IIP, so the distance between the Centre and its responsible authority is reduced. The role of INAQUA – which will now become the aquaculture branch of the merged aquaculture and fisheries extension agency – will be to follow up on the fish stocked into farmers’ ponds from CEPAQ.

Due to the freeze on hiring in the public sector, MIMAIP has tried to address the staffing at CEPAQ by transferring 13 technical staff from various other posts to CEPAQ. Their skills do not correspond with the staffing plan, however, and they are over-qualified for the kinds of day-to-day technical tasks that CEPAQ will need to focus on to make the centre work. There is every reason to believe that these staff will want to leave CEPAQ when this becomes possible, meaning that the longer-term staffing issue has not been solved.

Also of considerable concern is that MIMAIP evidently has no operating budget for CEPAQ for 2016. This is a reflection of the generally tight budget situation the country is facing, where operational costs have been cut to a minimum, but still poses a serious problem for the operations and development of CEPAQ.

The Ministry is currently working on a new strategy for the aquaculture sector, and the expectation is that the draft strategy will be distributed for comments sometime during the summer of 2016. One of the things that one might look for is if there is a clearer vision regarding how the authorities want the sector to develop and thus how they intend to allocate their time and resources. One question is whether the authorities intend to continue supporting decentralised small-pond activities (Output A.2.3) or will concentrate their attention on the aqua-park and commercial concepts.

Summing Up

- The CEPAQ centre is nearing completion and will constitute the linchpin in the aquaculture sector. The *sustainability* of CEPAQ, however, will depend on the long-run development of the sector, for which the upcoming sector strategy will be critical. Without clarity on the way forward and a credible plan for realising this, the quite costly CEPAQ centre may end up becoming a serious drain on MIMAIP's budget.
- CEPAQ is to function both as a research centre and hatchery, providing critical public and private goods, and thus requires management and staff that can address this dual agenda. The Ministry needs to identify innovative solutions to ensure that CEPAQ delivers on its potential.
- A key issue is if Mozambique intends to continue supporting small-scale pond production, centred on household food security, or will concentrate on market-oriented production that can attract private investors. Given the limited financial and management resources available, it is not likely that the country can successfully pursue both trajectories. A careful review of the various aquaculture experiences (IFAD, World Bank, private sector, AFD, CF) would be useful for informed decisions.
- Overall performance is seen as **Good** though the new aquaculture strategy will be crucial to the longer-term performance, and a management policy, structure and manning solution for CEPAQ is central to the success of this key part of the sector.

4.2 Management of Fisheries Resources for Small-Scale Fishing

This component covers two areas: fisheries research, and fisheries management.

4.2.1 Fisheries Research

Four Outputs were foreseen: research on fish resources, improved management of Cahora Bassa fisheries, upgrading in bio-economics, and research for fry production in CEPAQ.

| Planned Results | Documented Results |
|---|---|
| <p>Output B.1.1: Knowledge about the state of exploitation of the most important resources:</p> <ul style="list-style-type: none"> ▪ Evaluation conducted on the state of exploitation of: (i) shrimp from Sofala Bank annually between 2014 and 2017; (ii) deep water shrimp and other crustaceans in 2013 and 2016; (iii) demersal fisheries on the line in 2015; (iv) kapenta in 2015 ▪ Cruises for monitoring fish stocks performed: (i) shrimp from Sofala Bank annually 2014-2017; (ii) shrimp from the Bay of Maputo and mouth of Limpopo river in 2014 and 2017 ▪ 8 stock assessment publications | <ul style="list-style-type: none"> ▪ Evaluation and cruise for shallow-water shrimp resources for Sofala Bank performed in 2014 and 2015; biological research only, not sectoral view. ▪ Maputo shrimp survey carried out 2015 and survey of demersal fisheries. ▪ Kapenta, assessment performed with mapping of fishing areas in Cahora Bassa 2014 ▪ Work on updating the PescArt database (porting it to a more modern operating system) has begun ▪ Survey reports for 2009, 2012 and 2014 have been produced, only the latter from this period, but not available on-line. |
| <p>Output B.1.2: Improved fisheries management of Cahora Bassa fisheries:</p> <ul style="list-style-type: none"> ▪ A management plan for the Cahora Bassa fisheries prepared, approved and running within the present institutions by 2014 ▪ Conflicts in the Cahora Bassa recorded regularly from 2014 | <ul style="list-style-type: none"> ▪ Output partially achieved, execution delayed by late release of annual funds from Ministry ▪ A study of the kapenta fishery has been done, a research cruise of the kapenta in Cahora Bassa apparently performed. ▪ Reporting points to reduction in the number of conflicts though situation is unclear as reporting is |

| | |
|--|--|
| <ul style="list-style-type: none"> ▪ Co-management entities established for Cahora Bassa at various levels, operating from 2015 | <p>not very specific on quality and quantity aspects.</p> <ul style="list-style-type: none"> ▪ Some meetings with stakeholders organized in 2014. Sampling performed also in 2014. Information campaigns in school performed. ▪ Apparently, some of these funds were also used to fund credit schemes for fishing gear in Magoe. No detail, no explanation for this change of target. ▪ There exist (an unknown number) of CCPs in the dam. Although there is dialogue, indications are that they have a limited informative role. They do not seem to be sufficiently empowered to participate in genuine co-management. ▪ The team did not have access to the management plan so not clear what its contents are and thus likely consequences/ impact. |
| <p>Output B.1.3: Capacity built on bio-economics:</p> <ul style="list-style-type: none"> ▪ Management recommendations resulting from the assessment of the state of exploitation of stocks, issued regularly throughout duration of the programme ▪ Bio-economists trained, one from IIP and one from DNEPP ▪ Bio-economic analysis conducted for two areas, kapenta and Sofala bank shrimps | <ul style="list-style-type: none"> ▪ A bio-economic analysis of the kapenta fisheries was carried out in 2009 – that is, prior to this cycle of the program. ▪ Remaining activities and outputs cut as funds re-allocated to other activities |
| <p>Output B.1.4: Plan for genetic enhancement of species of tilapia for fry production in CEPAQ in place by 2014:</p> <ul style="list-style-type: none"> ▪ The results of genetic selection of species incorporated in tilapia fingerling production in CEPAQ from 2015 ▪ Number of generations produced - target 1 new generation per year ▪ The plan is implemented | <ul style="list-style-type: none"> ▪ The plan for genetic improvement will depend on the successful operation of CEPAQ which has not yet been commissioned. ▪ GIFT Nile tilapia broodstock have been imported from Thailand and are held at a fish farm close to CEPAQ. This is a fast growing strain that will be disseminated through hatcheries to farmers. ▪ Other strains of Nile tilapia (i.e. Abbassa improved strain from Egypt) may be imported to build a diverse gene pool of the species in Mozambique. ▪ Collection of broodstock of Mozambique tilapia has yet to occur. |

The shrimp surveys have been given priority and have largely been implemented as planned. The IIP uses foreign researchers for peer reviewing of the scientific work, in line with international practice, though the use of foreign advisors appears exaggerated. More of the publications should be made available on-line, so wider dissemination and sharing of data could be addressed. There is little reporting on regional cooperation, which could be improved. One challenge for IIP will be how to ensure sufficient operating budget for these core activities once the CF programme closes and in particular the production of the PescArt database that involves about 140 enumerators in the field – an impressive but very costly exercise: the 2015 Ministry report shows that only 13% of IIP’s 2015-budget was for operations – see http://www.mozpesca.gov.mz/balanco_2015.pdf p 20.

The Cahora Bassa project appears to have achieved most of its objectives, despite serious delays in accessing CF funds. The question is to what extent the co-management initiatives that are part of the project will prove sustainable and produce the hoped-for effects for the

local communities. An independent evaluation is foreseen this spring that should provide more insight.

The development of genetic enhancement of tilapia has not begun as CEPAQ is still not operational. But IIP has lost two lots of broodstock due to inadequate care at its facility in Maputo, which raises questions about the capacity to run the practical aspects of a fisheries development programme.

Summing Up

- The core shrimp surveys have largely been carried out, but the research results from this is unclear with only a limited number of publications and which are not on-line.
- The Cahora Bassa project will conclude June 2016, and an independent evaluation to be done shortly will thus document actual results.
- Upgrading the PescArt database is crucial to providing more distributed access to the data to a broader range of users across the country, and for more advanced analyses of the data. Data collection is extremely costly, and the scale should be reviewed.
- The bio-economics field was largely de-funded, while the tilapia genetic improvement program has not started up as CEPAQ is not operational. IIP's early management of tilapia broodstock has been highly problematic, however.
- Overall performance should be seen as **Acceptable**.

4.2.2 Fisheries Management

This was by far the most ambitious part of the CF-funded programme that was to address a range of complex management challenges facing the sector. Due to the budget cut-backs, however, a number of the sub-components foreseen were deleted.

| Planned Results | Documented Results |
|--|---|
| <p>Output B.2.1: Decentralization of ADNAP, capacity building in 4 provinces: Nampula, Zambezia, Sofala and Inhambane:</p> <ul style="list-style-type: none"> ▪ Delegations of ADNAP in Nampula, Zambezia, Sofala and Inhambane in operation from 2014 ▪ Number of personnel trained, by sex, age, province and district - target 100 ▪ % of personnel in 2017 | <ul style="list-style-type: none"> ▪ Status of decentralization (LOLE) and related activities foreseen in these Provinces not known ▪ Funds have been used to purchase four 4x4 vehicle and 3 motorcycles. ▪ It is not clear if any staff have been trained, and if so how many, by gender, in what ▪ The ProPesca manual for training of district officers has supposedly been elaborated and distributed (the team has not seen the manual) |
| <p>Output B.2.2: Performance capacity created in 15 district administrations to promote the management of artisanal fisheries:</p> <ul style="list-style-type: none"> ▪ Five districts with fisheries administrative capacity in 2015; 15 (2 continental) by 2017 | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, this Output was deleted |
| <p>Output B.2.3: Capacity for regular monitoring in 4 provinces in regard to the main artisanal fisheries is created:</p> <ul style="list-style-type: none"> ▪ Five districts with capacity for fisheries management by 2015 and 15 by 2017, of which 2 continental ▪ Regular monitoring of fisheries with defined development/ management plans | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, this Output was deleted |

| | |
|--|--|
| <p>Output B.2.4: Management plans are designed and/or updated for the most important commercial fisheries:</p> <ul style="list-style-type: none"> ▪ Number of management plans designed/updated ▪ Management measures defined, adopted and implemented | <ul style="list-style-type: none"> ▪ Management plan for Sofala Bank shrimp updated and approved (2014). ▪ Management plans for Cahora Bassa and line fisheries approved, plans for implementation of monitoring being put in place ▪ Management plan for deep-water shrimp under preparation ▪ Training of staff in zoning foreseen fall 2015 – not clear if this happened? ▪ Study visit to Norway by senior management foreseen for fall 2015 – not clear if this happened |
| <p>Output B.2.5: Regulatory framework for the management of aquatic conservation areas in place:</p> <ul style="list-style-type: none"> ▪ A regulatory framework for managing aquatic conservation areas established and approved by 2015 | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, this Output was deleted |
| <p>Output B.2.6: The regulations of Marine Fishing, Inland Fishing and Recreational and Sport Fishing has been reviewed:</p> <ul style="list-style-type: none"> ▪ The revised regulations of Maritime Fishing, Inland Fishing and Recreational and Sports Fishing in effect from 2015 | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, no CF funds were allocated to this task ▪ Using own resources, a working group prepared a revised regulation to MIMAIP for approval ▪ Final approval had to await the final restructuring of MIMAIP, which only was in place early 2016 |
| <p>Output B.2.7: Information on alternative technical solution for monitoring kapenta fleet in place by 2014:</p> <ul style="list-style-type: none"> ▪ A study on kapenta fleet carried out ▪ Implementation of recommended measures | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, no CF funds were allocated to this task ▪ Using own resources, Mozambique was to learn from Zimbabwe where appropriate monitoring of kapenta fisheries takes place. Unclear what has happened |
| <p>Output B.2.8: Participatory approach implemented in national fisheries admin:</p> <ul style="list-style-type: none"> ▪ Active participation of staff in seminars on the state of knowledge of resources and management of fisheries in Mozambique, by institution, position, age and sex ▪ Number of seminars arranged ▪ Number and type of meetings attended | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, this Output was deleted |
| <p>Output B.2.9: International coordination of fisheries administration:</p> <ul style="list-style-type: none"> ▪ Participation activity in seminars on the state of knowledge of resources and management of fisheries ▪ Number of meetings arranged in Mozambique ▪ Number and type of meetings attended | <ul style="list-style-type: none"> ▪ Due to the budget cut-back, this Output was deleted |

This sub-component underwent severe curtailment compared with the original plan, as can be seen from the table above: only 2 of the 9 foreseen Outputs received CF funding, and two of the others were partially implemented due to Mozambique allocating own funds to them.

As far as the management plans are concerned, the work seems to have progressed reasonably well, though the restructuring of the Ministry during 2015 probably caused some uncertainties and delays in implementation.

The support to decentralisation of ADNAP must be seen to be a failure. The team never got a clear explanation regarding what ADNAP intends to provide in terms of additional services to the fishery communities. While it is clear that little can be done without transport in such a vast and spread-out country like Mozambique, it is also clear that simply having more cars does not necessarily constitute meaningful support to the coastal communities.

There may be some improvements in the future. MIMAIP will merge IDPPE and INAQUA into one national directorate while at province level there will now be one provincial directorate. INIP and IIP will maintain own offices due to their specific roles.

There will evidently also be a merging of all economic sector activities at district level, both simplifying MIMAIP's structure outside Maputo, but also providing more focus on operational support to fishing communities.

Summing Up

- The budget cut-back severely hampered achievement of planned Outputs: only 2 of 9 were funded, and only one of these can be seen to have produced reasonable results.
- The support to decentralisation has really not provided any real support but simply financed the purchase of four vehicles at provincial level, but without any reporting on what this has led to of results for the fishing communities.
- The performance on this sub-component is of course disappointing due to the funding cut-back. For the management plans, this Output is **Good** while the support to decentralisation has yielded results that are **Very Poor**.

4.3 Planning and Monitoring of the Fisheries Sector

This was a fairly ambitious component that was to deliver three major Outputs: an integrated statistical system for the sector; improved own capacity for policy formulation and development planning instruments; and a human resources development programme.

| Planned Results | Documented Results |
|--|--|
| <p>Output C.1.1: A statistical system and monitoring system for the sector has been created and implemented by the end of 2015:</p> <ul style="list-style-type: none"> ▪ The structure and organization and coordination including technical support of the project in place in 2014 ▪ All data bases established and functioning in 2015 ▪ Sub-sector statistics with harmonized interfaces beginning in 2015 (ADNAP, INIP, IIP), fully implemented in 2017 ▪ Annual statistics of human resources integrated in the sector statistical system available and disseminated from 2015 ▪ The annual publication of available sector statistics launched from 2013 ▪ Capacity to analyse data from artisanal fishing established | <ul style="list-style-type: none"> ▪ A first contract for setting up an overall system was entered into with a South African firm and then discontinued due to the Ministry's lack of satisfaction with progress. ▪ The CDCF advice has been not to pursue such an ambitious project because it is likely not to be able to function due to complexity and lack of progress on the existing databases. ▪ Focus is suggested to be on (i) making the IIP database PescArt more operational by porting it to a more modern platform, (ii) ensure that the INIP licensing and certification database works. These tasks are supposedly underway. ▪ The fisheries sector census was carried out in 2012, in part with CF funding, but there are controversies regarding the finalisation of the data, which is the second area where CF partners have asked for clarifications before further funding is disbursed (see C.1.2). ▪ |

| | |
|---|---|
| | <ul style="list-style-type: none"> ▪ Capacity to analyse data from artisanal fishing, which are spatially complex and dynamic, appear still to be at early stage. Some initial publications (dated 2011?; revistas do IIP) are available regarding catch and effort dynamics in several coastal provinces. These findings may be biased by the present inadequacies of PescArt but represent an important effort. This output links to both fisheries research and de-centralization of fishery management. |
| <p>Output C.1.2: Capacity built for policy formulation and development planning instruments established:</p> <ul style="list-style-type: none"> ▪ Number of regular reports on the monitoring of the Fisheries Master Plan and key cooperation projects for development of the sector available from 2016 ▪ Number of seminars/and studies that the Department for policy of DNEPP is coordinating | <ul style="list-style-type: none"> ▪ There is no reporting on any capacity building efforts or results under this Output. ▪ Number of seminars/and studies that the Department for policy of DNEPP is coordinating is unknown/ has not been reported. ▪ A new output – <i>C.1.4 Support to the analysis of the 2012 census</i> – was inserted here. A first report is available online, though is questioned by some Ministry staff, who also raise issues of misuse of funds for the census. The results from this census form the basis (the statistical universe) for the extrapolation and calculation of the artisanal production. ▪ The statistical bulletin 2006-2013 and 2007-2014 has not been published due to lack of funds ▪ The PES also not published due to lack of funds |
| <p>Output C.1.3: A training and education programme based on the Human Resource Development Plan (PDRH) in place and implemented by mid-2014:</p> <ul style="list-style-type: none"> ▪ A training and education programme developed and in place by 2014 ▪ Number of Master's degree students and lower degree students in each graduated during the programme period in the fields of economic, fisheries management, fish health, food security and statistics – targets in accordance with the HDRP ▪ Number of personnel receiving post-graduate scholarships by sex and age – targets in accordance with the HDRP ▪ Short courses in fisheries and public administration carried out, number of staff trained by institution, sex and age | <ul style="list-style-type: none"> ▪ The PDRH for the sector was developed and is used for planning HR activities. ▪ During this period, a total of 29 staff have received CF funding, of which 11 are studying for a <i>Licenciatura</i> at national universities, 10 are going for a Master's, 4 PhDs and 8 for short training. ▪ Most staff come from Maputo and most are taking studies in public management/ administrative fields. This was largely due to funds being made available late in the year not allowing for public competition for a more diversified set of scholarships |

This component also suffered the consequences of the budget cut-back, as it only received about one-third of the originally foreseen NOK 2.3 million.

The idea of the integrated statistical system was probably ill-conceived from the beginning. Mozambique has not been able to get its existing systems up and running properly, and an integrated system would compound these problems. Abandoning the idea of such a large system was therefore in all likelihood a good decision. Focus has been agreed to get the IIP and INIP databases fully functional and with broader access and greater functionality, so that they can be used by more actors and the IIP database be more easily available to all those who can benefit from using the figures available.

The improvement in own policy development and planning is clearly an important need, but the funding was used to ensure the completion of the 2012 sector census. While this re-direction of funding is understandable, the need for MIMAIP to develop strong in-house capacities instead of relying on external consultants for its critical decisions and instruments remains a concern.

The PDRH of the Ministry is a detailed inventory of the 1,200 or so staff across the various institutions in the sector, though it is difficult to construct a real baseline since the data are so scattered (it should also be noted that the analysis was done for the fisheries sector. With the new Government and Ministry as of 2015, a more complete study covering the new areas of responsibilities will have to be done). The training needs seem unrealistically ambitious for a country with Mozambique's public finances and level of fisheries. There are not clear priorities among the needs – for example how the Ministry intends to address its aquaculture priority – and there does not seem to be a leadership and management plan or principles for staff career paths.

For the overall period 2003 till today, the CF and Norway have been the only sources for higher education – the Ministry does not have own resources for training. This would indicate that a much tougher prioritisation needs to be made so that strategic objectives for the sector can be attained. As of June 2015 a list of 20 names, most from the central administration, are registered in the higher education list, of which 13 are *licenciaturas* in public administration and 3 in law, so there is a heavy focus on formal administrative topics.

Summing Up

- An integrated database for the sector has been abandoned, instead focusing on the databases in IIP and INIP. A main challenge is to ensure the INIP database is up and running properly.
- The human resources development plan does not contain priorities nor a competency path for careers. Since MIMAIP does not have own funds for training it would seem critical that the few resources available are carefully allocated. Once the aquaculture strategy is in place, this will be one of the core areas for attention.
- Capacity development for own policy formulation and development planning was dropped in favour of implementing the 2012 census. The donors are still awaiting the report addressing the complaints about claimed misuse of some of these funds.
- The performance depends on the findings regarding the census is. If the census is seen to have been professionally carried out and the results are of the quality and utility expected, performance would be **Acceptable**, otherwise it will have to be rated **Poor**.

4.4 Enhanced Surveillance of Mozambique's EEZ

Mozambique's ability to control its waters became a concern to some donors as piracy off the Somali coast increased. Norway and Mozambique agreed to increase their attention to this, including the operational costs of contracting surveillance services from the "Antillas Reefer", a previous fishing vessel transformed to a patrol vessel.

| Planned Results | Documented Results |
|---|---|
| <p>Output D.1.1: Surveillance in EEZ implemented:</p> <ul style="list-style-type: none"> ▪ An external evaluation carried out by first quarter 2014 ▪ Number of patrol days per year, target of 150 patrol days performed with N/P “Antillas Reefer” ▪ “Golfinho” in operation by end of 2014 | <ul style="list-style-type: none"> ▪ The surveillance system was strengthened and planning, risk analyses were improved, in part due to active TA. TA finished contract in 2015 and presented final report describing achievements and constraints. ▪ The ship-based surveillance did not achieve target in 2013 due to technical problems with “Antillas Reefer”, but in 2014 and first half of 2015, the targets were approached. ▪ After the CF-funded contract ended, the ship has been idle and unlikely to operate in the near future due to lack of funds. ▪ “Golfinho” not in operation and not likely to be in the near future for MCS operations and training ▪ External evaluation of surveillance operations performed in 2014 as foreseen ▪ MCS staff trained and appear committed. Navy not trained and unprepared to participate in MCS actions. |
| <p>Output D.1.2: Capacity to support the monitoring in the districts and to advise and train local fishermen in "Safety at sea":</p> <ul style="list-style-type: none"> ▪ 10 district agents trained by 2014 and 15 by 2015 ▪ Number of days performed with the mobile district brigades - target 150 days of monitoring in 2015 and 200 days in 2016 and 2017 ▪ Number of fishermen trained in "Safety at sea" by sex, age and location - target 300 fishermen | <ul style="list-style-type: none"> ▪ 5 technical staff of DNFP trained on patrol missions, compliance reports, and 7 technicians trained in the planning of MCS actions ▪ Equipment (30 sets of coldwear) for inspectors purchased ▪ 3 technicians trained in navigation techniques ▪ About 760 centres of artisanal fisheries visited, nearly 150 vessels inspected, over 3,600 small mesh gear reviewed with nearly half of these destroyed and over 180 fines issued. ▪ No reporting on how many fishermen have been trained in “Safety at sea”. |

The ship-based surveillance was by far the most costly part of this component. 166 days patrolling with “Antillas Reefer” cost nearly USD 4 million, though the total number of days of surveillance ended up to be over 240. According to the mid-term review, these missions became expensive because of the salaries and commissions paid to all staff once they are on board, and points to a challenge of sustainability for future Monitoring, Control and Surveillance (MCS). Another problem for the government is insurance costs, which are high for ship and crew.

The Government has on the other hand signed several international commitments regarding MCS, regarding Port State Control, COFI, SADC-MCS, IOTC-MCS, and links with Interpol. It is host to SWIOFP (South West Indian Ocean Fisheries, and has been an active participant in a number of these, gaining recognition for its efforts in this area. The potential for stronger regional collaboration has thus been created.

In June 2014 the Minister informed that Mozambique will implement an integrated MCS system that will include the new patrol vessels that were procured using parts of the EMATUM credit. The future need for “Antillas Reefer” is thus unclear, though there have been questions regarding the appropriateness of the new vessels for the kind of surveillance required for monitoring fish resources.

In addition, the system will rely on the VMS system, which is mandatory on all Mozambican fishing vessels, and the international recognition system that all international fishing vessels are to have on-board. Because these can be turned off, more active radar scanning and intelligence-based surveillance is still something the Ministry would like to develop. Parts of the system, such as the new patrol vessels, will be under the Ministry of Defence, but MIMAIP will be a partner in the working group that will jointly manage the territorial waters. The work begun under the project thus seems to be progressing well on a number of fronts, so further assistance is probably not required, except perhaps for very specific technical matters.

Regarding the on-shore inspections, this has been by far the most active MCS component. This has at the same time has raised questions regarding the extent to which the authorities are taking the potentially more serious infractions on the high seas seriously: there have been no successful prosecutions of any violations within the territorial waters, except for one vessel at anchor in Maputo that was recently taken into arrest for breach of regulations.

Summing Up

- A more integrated system based on radio and satellite-based monitoring combined with on-site vessel inspections provided a more comprehensive approach to MCS, but with the termination of CF funding in July 2015, the vessel-based inspections have basically ended. The new patrol vessels in the Ministry of Defence may take up part of this mission, though the extent to which this will happen remains to be seen. Mozambique is an active party to a number of international agreements and has been recognised for its constructive role in a number of these bodies.
- Staff training has continued, though the intelligence-led component is still missing. But overall Mozambique has the potential for putting in place a comprehensive system for improved management of its fish resources also on the high seas.
- The on-shore inspections have taken place, with a large number of small-mesh fishing gear confiscated and destroyed. Training of fishermen trained in safety at sea is not reported.
- Overall, performance of this component is seen as **Good** though with questions regarding longer-term vessel-based inspections.

4.5 Cross-Cutting Issues

The programme had defined five cross-cutting issues that were to be addressed. The budget cut-backs affected this component seriously, with three of the five areas not being provided any resources at all. While some funds were provided for the gender dimension, over 96% of total funding went for the fisheries museum under the culture sub-component.

| Planned Results | Documented Results |
|---|--|
| Prevention of HIV/ Aids | |
| Output E.1: Disseminate risk of HIV/AIDS in vulnerable districts within the fisheries sector: <ul style="list-style-type: none"> ▪ The action plan for dissemination of risks of HIV/AIDS in vulnerable districts within the fisheries sector | <ul style="list-style-type: none"> ▪ No funds were allocated to this area |

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| <ul style="list-style-type: none"> ▪ Number of vulnerable coastal and interior districts added on to the contract between IDPPE and ADPP - target in accordance with plan. | |
| Gender | |
| <p>Output E.2.1: The Fisheries sector is fully implementing the gender strategy coordinated by the Gender Unit by 2017:</p> <ul style="list-style-type: none"> ▪ All policy documents and development plans of the sector containing references to strategies and objectives and all institutions are implementing ▪ A short course on gender and fisheries developed ▪ At least 250 technicians and extension workers in the Fisheries sector is trained in gender issues by 2017, by sex and age ▪ The number of women represented on boards of participatory management of fisheries and community-based organizations increased by 15% by 2017 ▪ A regular monitoring system in terms of gender established and functioning ▪ The gender strategy is in place by mid-2014 | <ul style="list-style-type: none"> ▪ Gender strategy finalised and approved in 2014 ▪ There have been trainings for all the gender focal points across the sector regarding gender issues and gender-sensitive indicators and reporting ▪ Technical staff in the sector have been trained in gender issues, Mozambique's family law (which addresses women's rights), and gender-based violence, but the overall training of 250 staff not done due to lack of funds ▪ The reporting by some institutions – INAQUA, IDPPE – provides data by gender, but the gender perspective is still missing at the point of planning and general monitoring and reporting. ▪ The more general monitoring system that will provide for gender-disaggregated reporting is being developed ▪ The number of women in decision making positions is still very low and no funds were available for this area but some progress can be noted, such as increased share of women in Gaza in the joint management groups |
| <p>Output E.2.2: Enhanced socio-economic involvement of women in communities in one pilot province dependent on small scale fishing and aquaculture through value chain related activities:</p> <ul style="list-style-type: none"> ▪ Number of small businesses started and income raised in 2016 by 30 % of the women involved in training in value chain related activities and 50 % of women at the end of the programme | <ul style="list-style-type: none"> ▪ No funds allocated for this sub-component |
| Good Governance | |
| <p>Output E.3: Transparent and well-managed fisheries sector:</p> <ul style="list-style-type: none"> ▪ All relevant information made public regarding the licenses in the sub- sectors. ▪ Compliance with the normative measure of the government on conflict of interests of person in the public and political bodies. ▪ Number of cases of inappropriate behaviours and illegal practices in public administration and in industry in general yielding processes of investigation and forwarded to the competent offices for consideration and decision ▪ A website on fisheries reflecting transparently sector activities and disseminating data on the progress regularly updated | <ul style="list-style-type: none"> ▪ No funds allocated so no results attributable to the programme |

| Culture | |
|--|--|
| <p>Output E.4: Fisheries museum in operation by 2014:</p> <ul style="list-style-type: none"> ▪ Museum building completed by mid-2014 ▪ Establishment of plans and a system for management of the museum, role, its material, collection, exhibitions etc. by 2015 ▪ Number of personnel trained, by sex and age - target 50 % of personnel trained. ▪ Exhibition in place by end of 2014 | <ul style="list-style-type: none"> ▪ The fisheries museum was finalised in 2015 ▪ Management plan and technical staff are in place ▪ Exhibition is in place and the museum is engaged in active dissemination and pro-active information activities, including through the media and with plans for mobile exhibits to other parts of the country. ▪ Focus is on reaching the younger generations through a variety of activities, and with an ambitious agenda of making the maritime sector better understood, appreciated and utilised |
| Environment | |
| <p>Output E.5: The Ministry of Fisheries is involved in dialogue and decision in environmental activities where the fisheries sector is impacted:</p> <ul style="list-style-type: none"> ▪ Environmental issues consistent in all policy documents and strategies implemented in the fisheries sector ▪ Level of involvement in all relevant governance committees and decision making processes where fisheries and aquaculture has an interest/is a stakeholder | <ul style="list-style-type: none"> ▪ No funding was provided for this field but some activities/results have been produced ▪ Full environmental impact assessments are required for large-scale fish farms. The environmental authorities are willing to consider a streamlined procedure for farms within aquaculture parks. ▪ The biodiversity implications of using Nile tilapia in areas where it has not been introduced (Northern Mozambique and Lake Niassa catchment). This may require zoning of aquaculture areas for particular species. |

The lack of funding for HIV/Aids raises an issue regarding the appropriateness of this to begin with. It is understood that the approach was for the programme to link up with an NGO that has experience with working with coastal communities on this issue. But to have such a programme area under the management of MIMAIP raises questions about how Mozambique is expected to develop sustainable programmes. HIV/Aids is a complicated and multi-sector and multi-disciplinary field, but the country has a national HIV/Aids strategy, and if the donors to the fisheries sector believe this sector is neglected, support and funding should be channelled through the appropriate national bodies, and not turn MIMAIP into a multi-purpose body – an issue returned to in the last section of this chapter.

The gender field made some progress despite the fairly drastic cut-back in funding, from a planned USD 1.2 million to only USD 61,000 (see table 3.2). Clearly a number of the achievements listed above are due as much to own efforts as to the programme, so there is an issue of attribution. But the CF programme and the donors have undoubtedly been important facilitators and supporters of these improvements, and thus should take some of the credit along with the Mozambican staff who have actively developed this area.

The Good governance area saw all its funds removed, but despite that one could have expected some results in this field simply for compliance and commitment reasons. Putting more information on the web-site – which has been substantially upgraded on the side of the Ministry – would make a lot of sense. The MIMAIP should be expected to provide a lot more data and analysis, including from its other institutions like the IIP, to ensure improved knowledge and accountability concerning what is happening in the sector.

The culture sub-component is well-known, and is less a result of CF decision making as it is a purely Norwegian choice made some time back that had to be completed. While the museum and its staff are now in place, it must be said that the decision to contribute to a museum in the harbour of Maputo makes little if any sense from a development perspective, and reflects poorly on Norway's ability to adhere to its own policy mandate. The staff and in particular the director appear dedicated and sincere in their tasks, but in a country where the poverty problems in the fisheries sector are rampant, this is a priority and allocation that is difficult to understand, much less defend.

On the environment side, again funding was moved to CEPAQ so little could be done. This is a shame, because here the CF parties could have made important contributions: the inter-linkages between environment and fisheries is an important theme for all three countries, and there ought to be a lot the parties could develop together in this field. Some progress has been made, such as MIMAIP developing an approach of area-wide environmental impact assessments (EIAs) for aqua-parks, which will reduce an important transaction cost in terms of time and money considerably. The concerns regarding the biodiversity implications of Nile tilapia is another important area, but here it is foreseen that IIP will carry this research forward in any case.

Summing Up

- Regarding **Gender**, important policy steps have been taken, though the major cut-backs in funding has limited implementation. But an important foundation has been laid in the form of a gender strategy, some first training, and more gender-disaggregated information foreseen through the new monitoring system, so performance is **Good**.
- **Good Governance** and **Environment** are important issues but did not get any funding. While no activities were carried out regarding Good governance – though the authorities could have done several with own resources – some steps were taken regarding environment, but far from the potential that a collaboration between Iceland, Mozambique and Norway should be able to deliver.
- **Prevention of HIV/Aids** ended up receiving no funding. **Culture** as a sector to support is difficult to justify given both the PDP and the Programme Objectives.

4.6 Programme Coordination

One of the recommendations from the previous review was that more attention needed to be paid to programme management, because the previous phase had problems ensuring coherence across the various institutions involved, with resultant problems on the results attainment and reporting. This was addressed by setting up a programme management component, which was foreseen to take about 6.5% of the funds, but with the overall budget cut ended up expending about 8% of available funds. This is in line with the management fees that for example the UN system would charge for managing a fund of this size.

| Planned Results | Documented Results |
|--|--|
| <p>Output F.1: The programme is efficiently and effectively managed:</p> <ul style="list-style-type: none"> ▪ Project Manager for the programme hired through open national recruitment procedures and in agreement with the partners ▪ Mid-term review conducted in 2016 in accordance with time specified in the MoU between the partners ▪ Recommendations from MTR implemented ▪ Compliance of MoU management and administrative procedures and deadlines | <ul style="list-style-type: none"> ▪ The position as Programme Manager was announced at the end of 2014 and the PM began her work as of January 2015 ▪ The mid-term review is implemented as scheduled (this report being the main result) ▪ The recommendations from the appraisal mission have to some extent been implemented: there is more attention to results management, programme management is strengthened, the overall programme was somewhat slimmed down compared with the original plans. ▪ Compliance with the MoU is formally adhered to though there is frustration with incomplete reporting and slow response to some requests for clarification, implementation |
| <p>Output F.2: Monitoring framework for the programme is in place and used:</p> <ul style="list-style-type: none"> ▪ Monitoring framework implemented in early 2014 | <ul style="list-style-type: none"> ▪ The consultancy for designing an improved monitoring and evaluation system was finally contracted after the first competition had to be cancelled. ▪ The draft proposal has been presented to the Ministry, workshops on RBM have been organised, and reporting that is compatible with <i>Plano Economico e Social</i> – the annual plan against which all government offices must report – has been designed though not yet approved. |

The programme has clearly paid more attention to the management and internal coordination issues. The programme manager has, according to all spoken with, assisted in making the programme more focused and improved the internal coordination and reporting. The use of focal points in each institution has been very useful, and the dialogue and collaboration among these staff seem to be very good. The challenges of incomplete and late reporting remain, however, largely because while the focal points are fully involved, managers have often not paid much attention to the CF, especially after the budget cut-backs.

But one of the challenges has been that the programme as it was defined was extremely broad, some of the expected Outputs were not well defined and easily monitored, and with the cut-back in resources the importance of the programme to several of the MIMAIP bodies decreased, thus meriting less attention by the respective managements. The restructuring of the Ministry during 2015 with the new Government coming into power also contributed to a difficult period of implementation: many managers were aware of the fact that they might be moved, and this in fact did happen, but the announcement of new positions and roles was only made public during the first days of January 2016.

The value added of the new monitoring and evaluation (M&E) framework that has been commissioned is a little unclear. The results framework is largely the same as can be found in the Programme Document for the CF programme 2013-2017, something the consultant says is deliberate: they wanted to stay as close to the original concepts as possible. While this makes some sense, there have been revisions of the programme and there is potential for

better operationalisation of some of the Outputs. What does seem to have been of value is the training and awareness raising that the discussions around the draft have led to.

Somewhat more surprising is the statement that the reporting template is largely the one that the public sector is supposed to use when reporting to Government on the attainment of the annual economic and social plan, PES. This template, which is reproduced in the consultancy report, is extremely detailed. When asked about whether the Ministry in fact does report on the PES using this template, the team was told that this is the case. When the team asked for examples or copies of some of this reporting, that was never forthcoming. The point is that the PES template is much more complex than anything the CF Programme document foresees, so if the various institutions in MIMAIP in fact prepare such comprehensive reports on the PES, the reporting to the CF programme should be easy, by only extracting those dimensions that are relevant. For this, there would seem to be no need for a consultancy at all. This entire component thus remains unclear to the team.

Summing up

- Programme management has been substantially improved, internal coordination and communication much better, though incomplete and late reporting remains an issue as not all actors in the sector provide their contributions on time.
- The new M&E management system has been drafted, though with nearly one year's delay due to contracting issues. The main value-added will be the more gender-disaggregated data, though the training and dialogue around the consultancy work has also been beneficial.
- The performance overall would seem to be **Good**.

5 Programme Performance

The ToR asked the team to address five major dimensions of the programme (see section 2.2). The draft Inception Report made some proposals regarding how to structure the analysis, leading to an agreement to look into the following issues:

- **Relevance:** (i) Look at CF programme in light of the sector Master Plan, (ii) Look at CF programme with regards to its cross-cutting issues.
- **Efficiency:** (i) Assess programme management efficiency – structure, roles, divisions of labour and resultant efficiency for the various partners in the programme; (ii) assess the short-term efficiency solutions as against long-term sustainability considerations; (iii) look at Output efficiency: do deliverables correspond to plans/expectations.
- **Effectiveness:** Identify external and internal effectiveness through synergies and cooperation, and the potential for further increasing such effectiveness.
- **Sustainability:** (i) Review financial and ownership sustainability of CEPAQ and other programme components; (ii) Assess institutional sustainability of framework and governance for CEPAQ; (iii) Assess sustainability of capacity development activities.
- **Programme and Risk Management:** (i) Carry out a risk assessment of the original programme and its deliverables; (ii) Carry out a risk assessment of the management – structure and procedures – for the programme, (iii) Assess the changes imposed on the programme and how they were handled; (iv) Assess the administrative risk and management, with particular focus on financial management, audit and reporting.
- **Recommendations:** For all issues looked into, the team should review whether there are areas where performance can be improved, with focus on practical issues that can be addressed during the remainder of the programme period and within the current resource limit. This dimension will be addressed in chapter 6.

5.1 Relevance

The team is asked to review relevance in light of the sector Master Plan. But there are aspects of the Master Plan itself that merit some attention. What is striking about the PDP analysis of the sector and the artisanal fishing communities and small-scale fish farmers in particular is the conclusion that the public sector lacks capacity to eliminate the problems of these communities, and this is due to a range of capacity problems (see section 3.1). That is, the analysis points to the need for building a much stronger public administration in order to address virtually all of the challenges in the sector, including the poverty in these communities. This is, to put it mildly, a somewhat partial analysis, but a number of the issues that the CF programme faces would seem to derive from this focus on the public sector.

Here it is worth noting that the two donors have had somewhat different approaches. Iceland has historically paid more attention to the fishing communities directly, for example with their Cahora Bassa project and the fish laboratories as a means to promote marine exports. Norway has worked a lot more with central administration, building capacity from

the centre in institutions like IIP, IDPPE and what was originally the State Secretariat for Fisheries but now is the MIMAIP, and has done so for over 30 years.

With the partner-led approach that the CF has supported, the view of the centrality of the public sector that permeates the Master Plan has therefore also largely defined the CF programme. While the former projects funded by the donors bilaterally were focused on building capacities through various forms of technical collaboration, the CF programme has instead tried to support the development of broader policy areas by ensuring that the priority activities could be carried out.

One aspect of public finances in Mozambique (and many other countries) is that it is easier to get an increase in staffing levels than it is to increase operational budgets. It is also difficult to move savings from the salary budget due for example to staff attrition, over to operations and maintenance, even though that could increase overall efficiency and effectiveness. There is therefore little incentive to reduce staff, and every reason to ask donors to support the operational budget. This has undoubtedly made it difficult to nail down what exactly the results from the CF funding was to be, as much of the activities have been more general operations rather than specific Outputs oriented.

It is difficult to see how the donors could accept the Master Plan analysis when at the same time the Development Objectives for the CF programme were (i) *Strengthened contribution of the sector in improving food security and nutrition in fish to the population;* (ii) *Improved living conditions of artisanal fishing communities and small-scale fish farmers;* (iii) *Increased contribution of the industrial and small-scale fisheries and aquaculture for the achievement of national economic and social development goals, and* (iv) *Increased net contribution of the sector to the balance of payments.* The steps in the delivery chain from the planned Outputs to these overarching objectives point to some glaring gaps that should have been discussed, since as this could have clarified the thinking behind some activities pursued and changes made.

The relevance of the cross-cutting issues has been addressed in section 4.5 above.

Summing up

- The Relevance of the CF programme to the stated Development Objectives for the programme is seen to be **Poor** though the Relevance to the Master Plan and its analysis is largely **Good**.
- The Relevance of the cross-cutting issues of *Gender, Environment* and *Good Governance* is **Good** while the Relevance of *Culture* and *HIV/Aids* is considered to be **Poor**.

5.2 Efficiency

Programme management efficiency concerns both the *structure* and actual *performance*.

The *organisation* consists of a *Programme Coordinator*, who is a senior official in MIMAIP who is overall responsible for the programme working according to agreements. The *Programme Manager*, however, who is a full-time staff paid by the programme till early 2016, handles the day-to-day operations, communications with the other MIÆMAI offices and institutions and the donors, and all financial and other reporting to the CF partners.

The formal *structure* is made up three bodies:

- **The Partnership Committee** consists of high-level officials from MIMAIP and the two embassies. It is defined to be the main forum for dialogue and coordination between the parties regarding funding and implementation of the Programme. It is in principle to meet twice a year;
- **The Technical Committee** includes representative from the same three parties but at a technical level, and is to be used as a preparation for the Partnership Committee. This committee was to meet at least three times a year;
- **The Steering Committee** is an internal Mozambican body that includes all the various offices and institutions of MIMAIP involved in the programme, each one appointing a focal point who is a member of the Committee. It is to coordinate the activities, and in particular look at proposed work plans and budgets for coming periods and review progress in the current period. It should in principle meet four times a year.

The dialogue between the parties has been more continuous and the frequency of actual interaction more intense than foreseen. While the Partnership Committee has largely met as planned with formal agendas prepared and minutes from the meetings afterward, the Technical Committee members in particular have had a lot more direct interactions but with few formal notes taken.

The Steering Committee on the Mozambican side has ensured easy communications, a simple overview of all actors that needed to be involved, and clear responsibility regarding who to contact and follow-up. The challenges have been the intra-office relations, where the focal point has not been a decision maker but rather a mid-level official. They have had access to own management, but if the issue was problematic or not top priority for management, there was little the focal point could do to move the process along. Because the CF programme was more important to some offices than to others, this would also influence how much time and attention management would pay to issues that came up.

While the structure is clear and the communications have generally worked, the embassies spend much more time than on other projects in following up, because reporting often has been late and/or incomplete. There have also been issues regarding the use of the technical assistance where donors felt that sound technical advice was ignored, such as with the INIP database, recommendations regarding vessel surveillance, and the role of CDCF. There have therefore been frustrations regarding the smooth management of the programme. This is in part due to the complex and somewhat unclear structure of the programme itself, deriving from the fact that the programme is largely budget support rather than a well-defined capacity building programme, as many of the predecessor projects had been.

But two issues arose during 2015 that have created challenges for the collaboration. The first concerned the 2012 census. Staff in the technical department claimed that the final results were not fully in accordance with the data collected, and also that some CF funds had been misused. An internal investigation was initiated, but at the time of this mission no report had been received. The second concerned cost overruns on CEPAQ construction. Because there had been previous issues regarding CEPAQ, the donors wanted an inquiry into what had happened. MIMAIP requested the Ministry of Public Works, Housing and Water Resources to do the study, and while their 5-page report was ready early October 2015, it was only transmitted to the donors mid-February 2016, in part due to missing formalities. While proper procedures should be followed and respected, the late presentation of the

report and the missing study on the 2012 census meant that the Partnership Committee meeting that was to have approved the 2016 work plan and budget could not be held.

Output Efficiency: As highlighted in chapter 4, the Output results are highly variable, with some areas delivering Satisfactory results and a couple returning Unsatisfactory results.

Regarding *short-term efficiency versus long-term sustainability*, sustainability is looked at in section 5.6 below. A *trade-off* between efficiency and sustainability typically occurs when there is a heavy reliance on external technical assistance that solves problems but does not lead to increased local capacities. The most notable example of this concerns CEPAQ, where the external expert has had to carry out practical repairs and tasks because the IIP and CEPAQ staff do not have the appropriate skills, experience and perhaps commitment. The challenge here is not so much a trade-off as that Mozambique has not been able to put in place the right staff to be trained, in part due to the hiring freeze in the public sector.

Summing up

- The programme management structure is fairly complex, but probably needs to be, given the large number of MIMAIP bodies involved across a wide range of policy areas.
- The communications between partners have generally been good, though the dialogue up to decision makers within each body has varied. Information on results has therefore been uneven, at times incomplete and late, requiring a lot more follow-up and requests from the donors than expected.
- Two issues – cost over-runs at CEPAQ and claims of misuse of 2012 census funds and data – have created serious strains in the programme, so the Partnership Committee has not yet met to agree the 2016 work plan and budget.
- Output efficiency, as documented in chapter 4, is highly variable, and the efficiency-sustainability trade-off is largely a phenomenon in the aquaculture field, where lack of appropriate skills by local staff mean many tasks have been carried out by external experts.
- The *structure* of the programme is **Good** given the wide-ranging nature of the programme. *Performance* has been **Acceptable** regarding routine reporting and communications due to incompleteness and tardiness, but **Poor** when it came to controversial issues. *Output Efficiency* has varied, while an *efficiency-sustainability* trade-off is only an issue in CEPAQ, where there has been over-dependence on external expertise.

5.3 Effectiveness

The *external effectiveness* that was hoped for by setting up the CF as open also to other donors and actors has not happened. This is in part because some of the potential partners do not fully agree with the partner-led model and find that the CF lacks clarity on focus and results, but also due to the usual agency-specific agendas by other donors that make joint funding difficult. What all parties agree is that there is considerable scope for improved coordination, and that actors would like MIMAIP to take lead on this.

What is surprising is that there are such different models for support to the strategic aquaculture sub-sector. Six other external actors appear involved in one way or another: the EU, the World Bank, the Nordic Development Fund, IFAD, FAO, the French development agency AFD. There would seem to be major gains to be had from more systematic research into what has been achieved through the different interventions.

Regarding *internal effectiveness*, the classic understanding of effectiveness is the extent to which Outputs have delivered the desired Outcome. The Outcomes are defined to be “*Fisheries authorities strengthened in their abilities to promote the development and management of small-scale fishing and aquaculture activities that have high potential to improve food security and nutrition in fish to the local population, and to ensure sustainable and viable use of aquatic resources*”. Just as with the Relevance discussion, it is difficult to see the linkages between the Outputs to be produced and this vision of what the Outcome result should be. This again is an important design short-coming.

A further Effectiveness problem has been the spread of resources across many fields. This has meant that management time has been spent chasing up a myriad of small activities of unequal importance. Because much of the CF programme was budget support, many of the activities and results cannot really be attributed to the CF programme alone and thus trying to squeeze these into the CF results reporting has posed challenges.

Finally, all the changes to the programme, primarily due to the budget cut-backs, meant that many deliverables were dropped or exchanged for new ones, which again has meant that resources spent on the original activities did not lead to any useful results.

Summing up

- The CF has not succeeded in attracting other funding partners, in part due to lack of documentable results production, in part due to the other donors’ agency-specific objectives and approaches, so External Effectiveness has been **Poor**.
- The changes to the CF programme during the implementation period mean that resources and management time used on activities that were later dropped have been wasted. Furthermore, the assumed delivery chain from Outputs to Outcomes is questionable, so many Outputs are of questionable value, so Internal Effectiveness is also seen as **Poor**.

5.4 Capacity Development

Capacity development usually refers to both organisational and human resources building.

Regarding organisational development, the support to building MCS capacity appears reasonably successful, with a number of international relations established, a more coherent and comprehensive system in place, and human resources trained.

The improvement in the fish laboratories continue, with certification for the Maputo laboratory and work to achieve this also for Beira.

The intentions of strengthening the fisheries administration in some provinces and districts has not led to any real changes, however. Likewise, while CEPAQ as a physical body is nearing completion, the staffing is still far from appropriate and complete.

Regarding the human resources development, the few external experts that have been employed by the programme have provided formal, informal and hands-on training. As far as the advisory services are concerned, the extent to which these seem to have been taken up has varied considerably, generating some frustrations on the side of the experts since there has been little feed-back on what kinds of inputs are considered useful. The partnership with CDCF has in this respect been lacking, since CDCF has not been very involved on the technical issues during this last period, and there is thus a question to what extent it is worthwhile maintaining this TA agreement. The formal training, as noted in section 4.3, has focused a lot on public administration skills, and this is a capacity that presumably is relatively sustainable. Those who have finished have evidently passed and received their certificates of achievement.

Summing up

- Organisational development at central level has been limited but has progressed and should be considered **Good**.
- Organisational development at provincial and district level that was foreseen has not happened. Because this is so important if one takes the Development and Immediate Objectives seriously, performance must be seen as **Very Poor**.
- Human skills development through the fellowship program ended up largely funding public administration studies, due to late availability of funding, so performance is seen only as **Acceptable**.

5.5 Programme and Risk Management

The original programme, as noted several times, was much too wide in scope and too vague in its results specification to allow for tight management. The major programme risk was thus the fragmentation of focus and resources combined with a lack of consistency between what the programme was to produce and its longer-term objectives.

At the same time, for the larger components – the vessel-based surveillance and CEPAQ – the programme had external expertise that both provided important technical advice but also independent information to the CF programme regarding progress and slippages. The donors, through the formal reporting from MIMAIP and informal feed-back from the experts, therefore had a good picture of the situation and the dynamics. The Partnership Committee meetings served as decision making points, so the donors had the forum and information required to take informed decisions on many matters, though the sometimes late and incomplete reporting continued to be an issue and often led the meetings to address more detailed management issues rather than strategic concerns.

Since the CF programme was designed as a partner-led model, which implied among other things less external technical cooperation than in earlier phases, the expectation had been that MIMAIP could rely a lot on its own systems and routines for managing the programme. When the ability or willingness to track particular parts of the programme faltered – normally because the particular institution responsible did not comply in time – the donors had to expend a disproportionate amount of time chasing up the missing information. The issue was in part structural, where the donors – Norway in particular – supported the

partner-led responsibilities in principle, but at the same time expected the same level of insight and reporting that classic project management provides.

The use of the Government's financial management system, E-Sistafe, has overall been a success according to the Mozambican partners. This is an integrated financial management system for planning, budgeting and disbursement/accounting, managed by the Ministry of Finance, and provides for much better documenting of all decisions, disbursements and thus a document trail for all expenditures. The two audits looked at – from 2013 and 2014, done by two different audit companies – do not report on major problems auditing the accounts, among other things because the chart of accounts allow for identification also of the source of funding. It is therefore possible to trace financing from source to expenditure, to the extent that resources have been ear-marked for particular activities, such as the CEPAQ construction. The system itself is considered robust as there are clear procedures for payment authorisation, sanctioning and disbursement, allowing an audit to identify who gave the go-ahead on each payment and who actually carried it out. Because it is a fully electronic system, where all payments have to go into identified bank accounts, the possibilities for mis-payments have largely been eliminated. It also means, however, that the system is quite rigid: if the recipient does not have an approved account, it becomes very difficult to effectuate the payments. Since these tend to be minor payments, the transaction costs of such “nuisance payments” are very high.

The CF programme has suffered major delays in disbursements, typically at the beginning of each fiscal year. This seems to be more because of cash management problems that the Ministry of Finance faces rather than systems problems: most of the revenues are mobilised towards the end of the fiscal year, putting a strain on discretionary payments at the beginning of the following year when little revenue comes in. While project funds may have been provided to Treasury, the Ministry may still prioritize other payments rather than project operating expenditures, so implementation suffers. This problem became particularly acute in 2015, since the provisional budget approved by the Mozambican Parliament at the end of 2014 only covered core expenditures. The full budget for 2015 was only approved in March-April after the new Government had presented its own revised budget. Again the problem is to a large extent that the donors want Mozambique to apply its own systems and procedures for financial management – which was done – but expect at the same time the flexibility and direct management that ring-fenced project budgets allow for.

Another challenge was that this programme, perhaps more than others, faced large-scale dislocations caused by three inter-linking factors: Norway had to decrease its financial contributions substantially as its budget to Mozambique was reduced as of 2014; the value of the donor funds in terms of USD fell as in particular the NOK lost as much as 30% in value as of mid-2014; and the Museum and CEPAQ constructions turned out to be more expensive than foreseen so that it required a larger share of the remaining resources than expected. These factors together depleted funding available for most of the other components, leading of course to serious disappointments and dislocations in areas affected. By their nature these were unplanned and largely sudden changes, so the programme had to spend a considerable amount of time both explaining and adjusting to the new constraints.

The core partners have had frank discussions on the issues, and the donors have in particular had to ensure that financial limits were respected when approving work plans and budgets. But the priority given to CEPAQ was agreed to by all.

In the end, the cut-backs in other areas must be seen as rational – the funding for the museum was by then already spent, for example – but all parties agree that it was a trying exercise with some less than happy moments involved.

Summing up

- The major risk to the programme is structural: it is based on a partner-led approach and a Master Plan that assumes strong public-sector development for sector progress. This led to a programme that was too spread, unrealistic in its theory of change, and dependent on national systems and capacities being sufficient for the management and reporting desired.
- The sudden dislocations to programme funding required substantial changes to the programme profile, which were discussed, agreed and implemented, showing that the programme had the basic structures and procedures in place to allow for this.
- The application of the Government's E-Sistafe system was appropriate and has proven to be a robust financial management system. But it means that programme funding is subject to the Ministry of Finance's priorities as far as cash management is concerned. This has led to serious and systematic delays in funds availability at the beginning of fiscal years. Financial reporting and auditing has been greatly facilitated, however, and among other things allows for verification that there is no double-accounting and missing funds.
- Programme and risk management, both financial and implementation, has therefore been **Acceptable**, as much of the risk in the programme is structural, given how it has been designed around Mozambican systems and capacities.

5.6 Sustainability

Sustainability normally is looked at along two dimensions – technical and financial.

Regarding *technical sustainability* – that skills developed during this programme period have been brought to the level where they are able to continuously deliver the intended services – there are in fact very few additional skills that have been produced. The key area may be MCS, where Mozambique seems to have developed a more comprehensive surveillance capacity that holds promise for the future, and the training in public management.

The *financial sustainability* is something else. The big drama is undoubtedly the Ministry's longer-term budgetary situation, which does not look promising. The fact that CF funds have been used to run core activities in IIP, INIP, provided vehicles to provinces and inputs to small-scale fishing communities and built unnecessary infrastructure – a museum – that will require continued operational funding, do not bode well for these activities' sustainability. The probably inefficient running of the fish laboratories and the unsolved question of how to run CEPAQ well further cloud the horizon.

It is to be hoped that management will focus on how to identify solutions to these issues, and where the new strategy for the aquaculture sector will reveal to what extent one may expect sustainability in the area the CF programme has identified as its priority.

Summing up

- There has been little development of technical capacities, but those that have taken place appear to be sustainable, so technical sustainability appears **Good**.
- The financial sustainability is questionable, with CF funding spread across operating areas that may not have other sources of funding. Financial sustainability therefore appears **Poor**.

6 Looking Ahead

The structure of the Common Fund programme a little beyond the mid-point in time is dramatically different from where it started, given the decrease in funding and increased focus on CEPAQ.

The *Fisheries Master Plan 2010-2019* noted that “Food security and nutrition are new priorities alongside improving the living standards of artisanal fishing and small scale aquaculture communities” (p. 5). While aquaculture was thus highlighted as a priority, it was done in the context of the food security and small scale aquaculture production. This approach is now being modified, with practical consequences for the remaining period of the Common Fund.

6.1 Aquaculture in the Common Fund Programme

While aquaculture was included in Component A of the CF programme, it had as its specific deliverables “Support to Small Scale Aquaculture: Aquaculture centre CEPAQ established; regulation of sector revised; training and education in fish disease carried out.” Component B also included the Output “Plan for genetic enhancement of species of tilapia for fry production in CEPAQ.” Focus was thus on the CEPAQ centre but based on the original concern of support to small-scale pond-based aquaculture.

This approach has not been able to provide a sustainable production model either for household consumption and much less for any marketable surplus. In light of this experience, MIMAIP is therefore developing a revised strategy for the aquaculture sub-sector. The focus is on establishing a commercially viable sector based on medium- and larger-scale producers, largely based on production co-locations in so-called aqua-parks, with small-scale producers linking in to these production growth poles.

This thinking is in line with the advice that has been provided by the CF funded consultants. There is thus agreement among the parties that the focus of the remaining period of the CF should be on the aquaculture sub-sector, and in particular ensure the completion and sustainable management of CEPAQ. However, this shift in thinking represents a significant change to CF objectives and thus should be reflected in a revised results framework.

6.2 Challenges for Aquaculture in Mozambique

Mozambique, in common with many other countries in sub-Saharan Africa, has significant potential for aquaculture. It has suitable land, perennial water supplies, productive species and a great demand for fish and marine products throughout the population.

However, growth of aquaculture has been frustratingly slow. Small-scale pond-based aquaculture of tilapia has expanded, but produces very limited quantities. While no rigorous study of the market for different forms of fish currently exists, the studies that do exist and the views of those who have worked in the sector believe that there is a significant market opportunity for increased tilapia production because traditional capture fisheries have largely reached the upper limits of sustainable catches, the population is increasing, and the country’s ability to import fish is limited.

Commercial-scale tilapia farms have been set up in Cahora Bassa but are having problems turning a profit due to long distances from major markets. The new strategy is thus to focus on larger clusters of medium- and large-scale producers that are better situated as far as market access is concerned – both for the finished product but also for the required inputs normally associated with successful large-scale aquaculture production of tilapia based on improved genetic stocks, high quality feeds and aquaculture parks.

This strategy is dependent on private producers investing in the sector. In order to attract this kind of investment, however, entrepreneurs have to be convinced that this is worth their time and money, since there are always other sectors that are also competing for their attention and funds. Looking at countries where the aquaculture industry has grown or is growing rapidly – Egypt, Nigeria, Zambia – the key factor to sector growth was profitability. But this has come about through a directed and long-term strategy where the public sector has played a key role in putting in place conducive framework conditions and subsequently ensured stable and predictable conditions for continued operations and growth. In Egypt, the government allocated large areas of land for aquaculture development in the 1980s and provided support to early producers but over time has left the sector to develop on its own. Today tilapia production is a USD 1.5-2 billion sector that provides most of the country's fish supplies and employs around 140,000 people. The real driver of growth has been the continued profitability of the sector.

Currently, Mozambique does not have a profitable aquaculture value chain model that would attract private-sector investment. Equally important, there no credible strategy for developing aquaculture production at scale. While the CF has focused on CEPAQ, this is only one of the building blocks that is needed to develop an industry. While CEPAQ can provide tilapia with good growth potential, cost-effective feed strategies need to be developed. Space and water need to be allocated for aquaculture development. Incentives may have to be provided to kick-start local and foreign private-sector investment. Market strategies need to be devised that take into account the need to provide protein at prices that Mozambicans can afford while generating sufficient profits for the actors along the entire chain for this to be sustainable: feed mills, hatcheries, fish farmers, wholesalers, retailers.

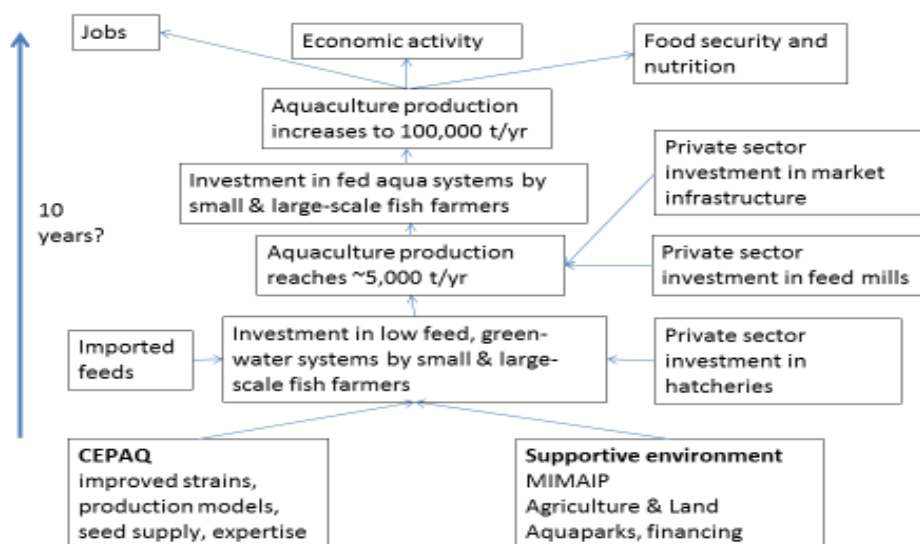
6.3 A Future Aquaculture Approach

A generic model for such a development process is shown in Figure 6.1. But for Mozambique to reach the large-scale commercial production that it would like to see happen, this will require an aggressive implementation of the various steps in this “evolutionary ladder”. This includes a willingness by the public sector to focus on the appropriate regulatory, facilitative and supportive roles at the various phases, and willingness to step back when private entrepreneurs are taking over new responsibilities in the total value chain.

Over the remaining period of the CF programme, CEPAQ must be established and managed in a sustainable manner. It was designed to act as a research and development centre for genetic improvement of tilapia, not as a profit-making business, and will require on-going financial support. Its main source of revenue in the future will be the sale of fish seed and broodstock but there is little or no demand at present. Even when demand for seed increases CEPAQ's production should not compete directly with or slow down the development of

private-sector hatcheries. Its primary role is to act as a service centre to facilitate private-sector investment in aquaculture through developing faster-growing strains of tilapia, producing high quality tilapia seed for fish farms and broodstock for other fish hatcheries, and providing expertise and training for the private-sector.

Figure 6.1: Aquaculture Sector Development Dynamic – Typical Progression



There are perhaps three management options. The first is to operate CEPAQ as a normal MIMAIP facility. The current intention is that it is managed by Gaza IIP so that it has some managerial, if not financial, autonomy. Already this has resulted in significant challenges in terms of budget allocations and staffing. MIMAIP cannot recruit new staff, the 13 staff already transferred to the centre do not fit the staffing plan and have little commitment towards its development, and there is no 2016 operating budget for CEPAQ. This option is unlikely to attract further support from the CF donors who have repeatedly stated that 'business as usual' is not possible so it would require on-going funding from the Mozambican government.

The second option is to lease the facility to a private-sector operator. However, it is not an attractive commercial proposition so the private-sector operator would have to be paid (by the government and/or donors) to operate the facility against pre-set targets such as the amount and quality of seed made available, progress in the genetic improvement programme and number of people trained. With the right operator, this could result in an efficiently managed centre, but it is not clear that there are operators who would be interested.

The third option is for CEPAQ to operate as a not-for-profit, private-public sector research centre or foundation with the ability to raise and manage funding from a range of sources including government, donors and the private sector. It would be owned by MIMAIP but day-to-day management would be by a separate entity, for example as a not-for-profit foundation able to recruit staff and manage its budgets autonomously from MIMAIP. The CEPAQ management team would include MIMAIP and directly recruited staff and would

report to a Board including representatives from MIMAIP, key donors and the private-sector. This could provide the flexibility that CEPAQ will need to be able to respond to changing demands for services by the private-sector. CEPAQ could also look outside the CF donors to other funding sources such as competitive grants for specific projects. One proposal on the table is for an international NGO to get a management contract, based on their experience with a similar role in Madagascar, an option MIMAIP is considering.

While the MTR team believes the last option is the best, there are undoubtedly a number of practical and policy issues that need to be addressed before MIMAIP in consultation with the CF donors can make a final decision.

In the meantime, management of CEPAQ is being supported by technical assistance from CDCF in Norway. Two international staff are based in Chokwe and assisting with the completion of the centre and providing training to re-deployed MIMAIP staff. Contractors have not been paid for several months though with the presentation of the investigation of the cost overruns it is assumed that some solution will be found that will permit the release of the CF funds.

In the meantime, the Ministry expects to send its draft aquaculture strategy for comments during the summer of 2016. Along with the strategy there is a need for an operational plan to implement it, where indications are that one focus will be the 10,000 hectares of saline soils around CEPAQ. One proposal is to designate the area as an aquaculture park or aquaculture development zone with a blanket Environmental Impact Assessment clearance from the Gaza office of the Ministry of the Environment. There is also a proposal for a new aquaculture development project involving the Norwegian NGO *Norges Vel* that would help by carrying out work on the financial feasibility of aquaculture in preparation for the development of small to medium-scale fish farms around CEPAQ. This work is essential to determine which types of aquaculture systems are likely to be profitable. In the early stages of sector development, fertilised systems might be preferred since feeds have to be imported, while feed-based systems will develop when the industry has reached sufficient scale for a local feed mill to invest in dedicated facilities for aquaculture needs.

The plan needs to take into consideration the other barriers to private-sector investment in aquaculture. How can the institutional and legal framework for aquaculture be streamlined so that it encourages development? What are the financing requirements for small, medium and large-scale aquaculture operations and aquaculture-related businesses? Is research needed on low-cost, pond construction methods? Is there potential for local production of feed raw materials, such as soya (feed makes up 70-80% of operating costs)? Are there opportunities for integrated livestock-aquaculture or crop-aquaculture systems? What markets have most potential for large-scale Mozambican aquaculture production?

The development of a plan could be achieved through a facilitated multi-stakeholder planning process involving MIMAIP, IIP, CDCF consultants, donors and potential private-sector investors. The initial focus of the group should be to map out a short-term plan to cover the remaining period for the CF programme. This could be done by developing a revised log-frame and theory of change for the CF for 2016 and 2017. This would set out the detailed activities that are needed, beyond completion and commissioning of CEPAQ, to support development of the aquaculture sector as well as realistic targets (the original targets set in the 2013-2017 programme are irrelevant or unachievable).

The CF donors have been discussing the introduction of performance-related payment schedule – that is, disbursements are reimbursements of agreed-upon costs for defined deliverables. The 2016-2017 plan could define the milestones for these payments.

The group also needs to look beyond 2016 & 2017 to the medium and longer-term development of the sector. This would take into account the wider issues as discussed above and could be used to stimulate donor interest (CF and other donors) in support for aquaculture development.

6.4 Looking Ahead

There is a clear need to focus the programme during the period remaining, basically for the reasons discussed previously.

- Financial resources are dramatically lower.
- The finalisation of CEPAQ as well as the running of the centre will require support.
- The programme should focus on fields that remain strategic for the development of the sector through capacity enhancements rather than funding operating costs.

Without knowing how much funding is actually available nor how much CEPAQ will require over the coming period, there are other areas that might benefit from continued CF support:

The PescArt database should be put onto a modern IT platform so that data are easily available to legitimate users, provincial actors can upload and download data, and reporting can become more real-time. On the other hand, IIP should also document what the real value added of the PescArt database is to improved management of the country's fishery resources. While Mozambique is justifiably proud of having one if not *the* best small-scale fisheries database in Africa, it remains unclear what the actual value is to decision making and management of the sector, or if a more limited effort would be sufficient to generate the data needed for the kinds of decisions that the sector needs to take.

The INIP database has recently become operational, though it remains to be seen if all the foreseen functionality is in place. Having a centralised database that is accessible by local officials for both inputting data and producing validated certificates is important, but the INIP database management needs to show a lot more commitment and operational results for the CF donors to continue providing the technical support.

Support to the **INIP Laboratories** should be conditional on a thorough cost-benefit review of the current strategy and pricing policy, to ensure that support is being provided to a sustainable part of MIMAIP, and not to a major loss-maker.

The development of the country's **monitoring, control and surveillance** system might also merit technical advisory support, provided the core pillars of the programme are in place.

6.4.1 Recommendations:

Given the above considerations, the recommendations of the mid-term review team to the CF donors for the remainder of the programme period are:

- Give priority to CEPAQ, but make it conditional on (i) a strategy for the development of a commercial aquaculture sector is finalised, (ii) there is a realistic management policy and plan in place that ensures CEPAQ's long-term viability and relevance, (iii) the long-term staffing needs of CEPAQ are addressed.
- Support for porting PescArt to a modern IT platform should be provided.
- If further support to INIP's certification database is required, this should be forthcoming provided INIP shows strong commitment to results and application.
- Technical support to the laboratories should be conditional on a sustainability strategy for the laboratories being put in place.
- Limited technical advice to MCS development also appears reasonable.

Annex A: Terms of Reference

Mid-term Review, Support to the Fisheries Sector of Mozambique, 2013-2017

A Mid-Term Review (MTR) is a standard operational procedure in Official Development Assistance (ODA) projects/programmes. The main purpose of the MTR is to provide an external, independent and objective review, resulting in information and an assessment of the on-going project/programme, for decision making on the further implementation as well as lessons learned for future planning.

The Ministry of the Sea, Inland Waters and Fisheries (MMAIP) and its institutions, the Norwegian Ministry of Foreign Affairs (NMFA) and the Icelandic International Development Agency (ICEIDA) are now seeking a qualified team of consultants (the Consultant) to conduct a comprehensive MTR of *Support to the Fisheries Sector of Mozambique 2013-2017* (the Programme), which shall provide useful information for all the stakeholders to enhance their work in the Programme implementation.

1. Background

1.1 Overview of the Programme

Recipient: Government of Mozambique (GoM)

Programme Title: Support to the Fisheries Sector of Mozambique 2013-2017

Estimated Programme Period: 2013 – 2017

Partners: NMFA and ICEIDA

Implementing Institution: Ministry of the Sea, Inland Waters and Fisheries and its institutions (MMAIP)

Original Total Estimated Cost: USD 30.2 million

Original NMFA contribution: USD 25 million

Original ICEIDA contribution: USD 4 million

Original GoM Contribution: USD 1.2 million

1.2 Links with the Partners' (NMFA and ICEIDA) strategies and plans.

The cooperation between Mozambique and Norway in the fisheries sector reaches back to the 1970s. Being relatively small in scale for the first 25 years, the cooperation grew from 2003 on after several review exercises. The review of this programme, conducted in 2008, called for its continuation between mid-2010 and 2013. The review of this second programme suggested the introduction of adjustments for the following period, more objectively and more likely to provide an easier estimate of its impact on priority objectives.

Fisheries have from the outset been a key component of Iceland's development cooperation. The sustainable use of natural resources, including fisheries, is one of three priority areas in the Icelandic government's strategy for ODA. The cooperation between Mozambique and Iceland in the fisheries sector grew from the 1990s, being primarily oriented to the creation of the national system of fish inspection. From 2000, the area of cooperation was extended to inland fishing and the development of aquaculture, and from 2006 support to the implementation of fisheries management plans has been a growing priority for good governance and sustainable fisheries management.

Since 2008 Norway and Iceland have participated in a Common Fund, wherein funds are contributed to a multi donor fund, which pays for various fisheries programmes.

2. The Programme, History and Current Status

The original development objective of this Programme is established in the Fisheries Master Plan 2010-19. The immediate objective of the Programme is formulated in Programme Document Common Fund as follows:

“Fisheries authorities strengthened in their abilities: to promote the development and management of small-scale fisheries and aquaculture activities which have more potential to provide improvements in food security and nutrition in fish to the population, for a sustainable and viable use of aquatic resources.”

Target group: is the Mozambican population. The people of the artisanal fishing and small scale aquaculture communities, who depend directly or indirectly on the capture, collection or aquaculture and processing and marketing of fishery products as their main source of livelihood.

Other target: Technical staff and the management personnel of Fisheries are also beneficiaries of the programme.

The Programme is organized in the Programme Document Common Fund, into components that contribute to the realization of its unique purpose, namely:

- A. The component that gathers the assistance to the two institutions directly responsible for promoting economic and social development of communities dependent on artisanal fishing and small-scale aquaculture – IDPPE and INAQUA. Its purpose is thus formulated: Supported efforts to increase sustainable small scale production of fish for domestic consumption and export;
- B. The component that covers the assistance to the two institutions most directly responsible for ensuring the sustainable exploitation of fisheries resources and aquaculture– IIP and ADNAP. Its objective: Support to the sustainable management of fisheries resources accessible to small-scale fishing;
- C. The components that provides support for planning and monitoring the level of the fisheries sector. This is focused on DNEPP of the Ministry of Fisheries. Its objective: Strengthened capacity for planning and monitoring of the sector;
- D. The component that contains the phasing out support to patrol the EEZ frequented by commercial fleets (N/P "Antillas Reefer"). Under this component the actions leading to the creation of a capacity to support decentralized monitoring of artisanal fisheries in the districts is also found. Its objective: Enhanced surveillance of Mozambique's EEZ;
- E. The component that supports the sector in cross-cutting issues– prevention of HIV/AIDS, gender, governance, culture and environment– which are important in the

pursuit of the sector purpose. Its objective: Improved sector response in relation to cross-cutting issues, and

F. The component dedicated to the coordination of programme implementation.

Original outputs according to the components and sub-components in the Programme Document Common Fund are:

- A. The Beira and Maputo Laboratories fully functioning as well as technicians and extension workers trained on sanitary quality assurance; Decentralization of the efforts for promoting development at the district level; Aquaculture centre (CEPAQ) for production of 6 million fingerlings in 2015 and 30 million in 2017 created in Mapapa - Chókwè; General regulation of aquaculture revised; Small scale aquaculture promoted and disease control carried out through focus on training and education in fish disease;
- B. Knowledge about the state of exploitation of the most important fishery resources; Improved fisheries management of Cahora Bassa; Capacity built on bio-economics; Plan for genetic enhancement of species of tilapia for fry production in CEPAQ in place by 2014; Decentralization of ADNAP and capacity building in 4 priority provinces; Performance capacity created in 15 district administrations to promote the management of artisanal fisheries; Capacity for regular monitoring in 4 provinces in regard to the main artisanal fisheries is created; Management plans are designed and/or updated for the most important commercial fisheries; Regulatory framework for the management of aquatic conservation areas in place; The regulations of Marine Fishing, Inland Fishing and Recreational and Sport Fishing have been reviewed; Information on alternative technical solution for monitoring kapenta fleet in place by 2014; Participatory approach implemented in national fisheries administration, and International coordination of fisheries administration;
- C. A statistical and monitoring system for the fisheries sector has been created and implemented (main coordination project) by end of 2015; Capacity built for policy formulation and development planning instruments established; A training and education programme based on the Human Resource Development Plan (HRDP) in place and implemented by mid-2014;
- D. Interventions defined may be subjected to change upon completion of MCS external evaluation. Surveillance in EEZ implemented; Capacity to support the monitoring in the districts and to advise and train local fishermen in "Safety at sea";
- E. Disseminate the risk of HIV/AIDS in vulnerable districts within the fisheries sector; The Fisheries sector is fully implementing the gender strategy coordinated by the Gender Unit by 2017; Enhanced socio-economic involvement of women in the fisheries sector in one pilot province dependent on small scale fishing and aquaculture through value chain related activities; Transparent and well-managed fisheries sector; Fisheries Museum in operation by 2014; The Fisheries sector is involved in dialogue and decision in environmental activities where the fisheries sector is impacted;
- F. The programme is efficiently and effectively managed and monitoring framework for the Programme in place and in use.

2.1 History and current status

The programme management is based on the principles of Results Based Management (RBM) where annual work plans and budget are based on performance and needs of the different components of the Programme.

In 2014 there was need to prioritise activities due to reduced funding. In addition, the 2015 annual work plan was revised in June with the purpose to focus on the aquaculture component (establishment of the CEPAQ).

The following outputs were taken out or phased out in the two years:

- Component C: all activities except technical assistance and scholarships were taken out.
- Component D: funded until June 2015, after that there is no funding to the component.
- Component E: Cross-cutting issues: the subcomponents of Prevention of HIV/AIDS; Gender; Good governance and Environment.

As a general principle funding of short training courses, meetings and studies has been taken out of the Programme.

3. Evaluation Purpose

The purpose of the MTR is to analyse the strengths and weaknesses of the Programme in relation to its overall objective and to aid the quality and delivery of the remaining phase of it. The MTR will be used to inform MIMAIP, NMFA and ICEIDA about performance of the Programme, the challenges and risks factors by the Programme, and about critical issues that need to be addressed by the Programme. The MTR findings and recommendations will be used as an information base for decision making regarding implementation of the remaining part of the Programme and the future support to the fisheries sector.

4. Scope and Focus of the Mid-Term Review

The MTR should cover effectiveness, efficiency, relevance, and sustainability as compared to the Programme development objective, immediate objective, outputs and resource inputs. The MTR should clearly outline the performance of the Programme, the challenges and risks faced by the Programme, and other critical issues that need to be addressed by Programme. The MTR should also cover Programme management including risk management.

4.1. Effectiveness

- Assess to what extend the Programme is using its financial and human resources effectively. Recommend steps to be taken to improve effectiveness for the remaining duration of the Programme.
- Assess to what extent the Programme has encompassed the Partners' policies regarding the cross-cutting issues of HIV/AIDS prevention, gender, governance, culture and environment.
- Assess whether the Programme has caused any unintended results (positive or negative).
- Review the extent of synergies and cooperation created, and potential for creating additional synergies with similar activities.
- Recommend steps to be taken to enhance effectiveness of the Programme.

4.2. Efficiency

- Assess whether the Programme is managed efficiently, and recommend steps to be taken to improve efficiency for the remaining duration of the Programme while focusing on ensuring long-term impact.

- Assess whether the expenditure to date is justifiable when compared to the plans, progress and outputs of the Programme, or whether it could have been implemented with fewer resources without reducing the quality or quantity of the results (e.g. areas of non-priority, wasteful or unnecessary expenditure, or alternative ways to achieve same results). Assess to what extent financial disbursements have been linked with deliverables.

4.3. Relevance

- Assess the extent to which the content and the implementation approach of the Programme are consistent with Mozambique's Fisheries Master Plan 2010-19 as well as Mozambique's needs and priorities. In doing so, assess consistency with the Government of Mozambique development priorities and strategies as well as the Partners' policies and priorities.
- Assess the relevance of the Common Fund structure for the remaining timeframe of the Programme and make recommendations if applicable.
- Assess the relevance of cooperation with CDCF/IMR and the modus operandi in place for the remaining timeframe of the programme.

4.4. Sustainability

- Assess the sustainability of the Programme, primarily focusing on the CEPAQ component in terms of the following:
 1. Financial sustainability.
 2. Socio-political risks and stakeholder ownership.
 3. National institutional framework and governance.
- Assess the sustainability of the capacity development component of the Programme.

4.5. Programme and risk management

- Undertake critical analyses of changes that have been made to the Programme during its implementation. This should include, but not be limited to, a detailed assessment of how decisions have been made and why, how subsequent work has been planned, organized, and implemented.
- Assess how the Programme has been addressing the risks as outlined in the Programme Document Common Fund.
- Assess whether any new or unforeseen constraints and risks have arisen (e.g. conflicts, political will or motivation) to influence key output areas of the Programme and how the Programme has managed these.
- Assess if any of the deliverables have been hampered by capacity constraints, or if there is a foreseeable risk that they will be during the remaining duration of the Programme.
- Assess the capacity of financial management and audit systems, including timeliness and efficiency in formal administrative requirements (e.g. work planning, budgeting, financial and administrative reporting).
- Make recommendations to improve programme and risk management.

5. Methodology

The MTR must provide evidence-based information that is credible, reliable and useful. It must be easily understood by the Programme recipient and Partners and be applicable to the remaining period of Programme duration.

Prior to the fieldwork, the Consultant is expected to review all technical documentation related to the Programme (such as Programme Document for the Common Fund, Agreements, MoU, Progress Reports, Work plans, Formal Meeting Minutes, Audit reports and technical outputs), as well as other relevant literature from related projects/programmes and financial documentation as required.

The Consultant will adopt a participatory and consultative approach that will include field visits to some places where activities funded by the Programme are being implemented. The Consultant will also meet with the UCP-Programme Coordination Unit members, implementing Programme institutions and cooperation partners in Mozambique, Norway and Iceland as needed. The consultancy will start with a meeting with MMAIP and the Partners and be concluded with a debriefing meeting with MMAIP and the Partners. Debriefing shall also be held with MMAIP and the Partners at the end of the fieldwork.

The MTR shall be conducted in accordance with the prevailing OECD/DAC Quality Standards for Development Evaluation.

6. Expected Outputs and Deliverables

The Consultant shall prepare and submit the following to the Programme Partners.

- **Inception Report:** Within two weeks of commencing the assignment, and no less than two weeks prior to commencing the first field mission, the Consultant shall submit an inception report clarifying objectives, methods and (refined) work plan (i.e. what kind of questions need to be clarified by interviews, who will be interviewed, outline of the questions to be asked in the interviews etc.) of the MTR. Main results from the desk study shall also be included in the inception report.
- **Draft Final Report:** Full report with annexes within 3 weeks of ending the MTR mission. The Programme Partners will submit comments on the draft final report to the Consultant within 2 weeks of receiving it.
- **Final report:** The final report shall be sent within 1 week of receiving all comments on the draft final report.

The final report shall be formatted according to standardized reporting template approved by MMAIP and the Partners. All presentations and reports are to be submitted in electronic format in English.

The Programme Partners retain the rights with respect to all distribution, dissemination and publication of the deliverables.

7. Time Schedule

The consultancy will take place in February 2016 and will last for 5 weeks and carried out within a period of 7 weeks. The first two weeks will comprise a field visit to Mozambique to visit Programme sites and meet implementing institutions of the Programme.

8. Management and Logistics

The Consultant will report to the Programme Partners.

- The Consultant is responsible for its own transportation, lodging, food, cars, laptops, tape recorders. This must be included in financial proposal.
- The Programme Partners are not responsible for health or insurance related issues of the Consultant and is in no way liable for risks or hazards during the mission.

9. List of Key documents

The consultation and review process should take into account:

- Programme Document Common Fund
- Partnership MOU
- Progress Reports
- Budgets and Annual Workplans
- Minutes Annual Meetings, and Steering Committee meetings
- Monitoring Reports
- Audit Reports
- Various technical reports/minutes
- Other relevant documents, including those from other cooperating partners to Mozambique in this sector All such documents will be made available to the Consultant by ICEIDA.

10. Key Contacts

MMAIP;

- Carla Manjate, Programme Manager

NMFA;

- Kirsten Bjoru, NORAD - Oslo
- Clarisse Barbosa Fernandes, Advisor, Royal Norwegian Embassy - Maputo

ICEIDA;

- Gisli Palsson, Head of M&E - Reykjavik
- Lilja Dora Kolbeinsdottir, Project Manager - Maputo

11. Consultant's Qualifications

The assignment must be carried out by a team of consultants (the Consultant) with relevant academic background and proved working experience in the areas of interest. It will be made up of 4 persons: 1 of which will be appointed by the MMAIP, and three by the Partners (2 by NMFA and 1 by ICEIDA).

The Team Leader must have international experience in evaluation/review of development programmes in fisheries, aquaculture and marine 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 Partners.

Other experts should be aware of the Mozambican context and the Marine and Fisheries Sector, work experience in developing countries, particularly in the areas of planning and fisheries policies, fisheries economy, research, fisheries and aquaculture development.

Annex B: Persons Interviewed

Mozambique – Ministry Officials

Ministry of Sea, Inland Waters and Fisheries (MIMAIP)

Mr. Narci Nuro de Premegi, Permanent Secretary

Ms. Angelica Dengo, Advisor to the Minister

Direcção Nacional de Estudos, Planificação e Infra-estruturas – DNEPI (former DNEPP)

Mr. Eugénio de Amaranta Antonio, National Director, and manager, CF

Ms. Carla Manjate, Deputy Director, and coordinator, CF

Direcção Nacional de Operações - DNOP

Mr. Leonid Santana Chimarizene, National Director

Departamento de Recursos Humanos - DRH

Mr. Alexandre Duce, Director

Mr. Amade Mahamudo, Training officer

Departamento de Administração e Finanças - DAF

Ms. Olga Namalué, Head, Department of Administration and Finances

Ms. Maria Luisa, Common Fund manager

Mozambique – Officials of other Ministry Agencies

Administração Nacional das Pescas - ADNAP

Ms. Estela Mause, Deputy Director General

Mr. Erudito Malate, Legal department, Legal officer

Mr. Jose Manuel Junior, Head, Planning Department & Common Fund focal point

Mr. Jussa Jussubo Mendes, Planning Department, Planning officer

Ms. Fatima Mangaze, Head, Department for Administration and Finance

Instituto Nacional de Inspeção do Pescado - INIP

Ms. Lucia Sumbana Santos, National Director

Mr. Abel Gabriel Mabunda, Planning Section, Planning officer

Ms. Dionilda Fernando Mondlane, Planning Section, Planning officer

Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala - IDPPE

Ms. Rosita Gomes, Deputy Director

Ms. Dulce Panguana, Technical officer

Instituto Nacional de Investigação Pesqueira – IIP

Mr. Jorge Mafuca, Director

Ms. Lizette Sousa, Director – Research

Mr. Lobato Simuvila Sentina, Planning Department, CF focal point

Mr. Osvaldo Chacate, Researcher – line fishing

Mr. Pedro Pires, Researcher

Instituto Nacional de Desenvolvimento de Aquacultur - INAQUA

Mr. Fernando Momade, Director

Ms. Veronica Quina Namachilua, Deputy Director

Ms. Coleta Bazima, Head, Financial department

Ms. Nelia Paul, Officer, Technology and Extension Department

Ms. Aurora Viriato, Planning Officer

Museu das Pescas

Mr. Larsen Valens, Director

Mr. José Jofrisse, Head, Planning and Cooperation Department

Ms. Naomia Pereira, Head, Administration and Human Resources Department

Ms. Aída Cossa, Planning Officer

Mozambique – Donor and Agency Representatives

Embassy of Iceland

Ms. Thórdís Sigurdardóttir, Chargé d'Affaires

Mr. Lilja Dóra Kolbeinsdottir, Programme Director

Embassy of Norway

Mr. Øyvind Udland Johansen, Minister Counsellor

Ms. Clarisse Fernandes, Programme Officer

Agence Française de Développement

Ms. Mueva Guidin, Programme Officer

European Commission

Ms. Maria Imelda Fernandes, Programme officer

FAO

Mr. Aubrey Harris, Senior Fisheries Officer, South West Indian Ocean program

Ms. Luisa Patrocinio, Programme Officer

Mr. Vasco Schmidt, aquaculture officer for Southern Africa, Harare

IFAD

Ms. Maria Fernanda Arrães, Programme officer

Nordic Development Fund, NDF

Ms. Ileana A. Holt, Consultant

Mozambique – Others

AMAQUA

Mr. François Grosse, Director General, AQUAPESCA

NHP Consultoria

Mr. Jose Mate, Director

Private company

Mr. Fred Miranda, Owner

University of Eduardo Mondlane, Maputo

Ms. Teresa Cruz, Professor

WWF

Ms. Anabela Rodrigues, Country Director

Mr. Manuel Castiano, Regional Policy Officer

Ms. Maria Rodrigues, Fisheries and Aquaculture Officer

Ms. Maria John, Marine Officer

Mozambique – Gaza

MITADER (Environment), Gaza

Mrs. Felizarda Manguela, Director – Environment

Mrs Natércia Cuna, Head of Dept of Environmental Impact Assessment

CEPAQ, Chokwe

Mr Alberto Halare, IIP Representative

Papa Pesca, Chokwe

Mr Pieter DeKlerk, Director

DPMAIP, Gaza

Mr. Adolfo Albino, Director

CDCF CEPAQ trainers/consultants

Mr. Oliver Arribas (Spain)

Mr. Tulio Vallejo (Brazil)

Mozambique – Zambezia

ADNAP

Mr. Abel Mabunda, Director

Ms. Mariza Armando, Fisheries officer

INAQUA

Ms. Marlene da Nobrega, Delegate

INIP

Mr. Horacio G., Head

University of Eduardo Mondlane, Quelimane

Mr. Antonio Hogueane, Director

AQUAPESCA - Quelimane

Mr. Vicente Ernesto, Manager

CRUSTAMOZ

Mr. Pedro Cortes, Director

CCP - Zalala

President and board members

Iceland

Ministry for Foreign Affairs

Ms. María Erla Marelsdóttir, Ambassador / Director General, Directorate for International Development Cooperation (DIDC)

Mr. Gísli Pálsson, Director, Monitoring and Evaluation Division, DIDC

Ms. Ágústa Gísladóttir, Director, Bilateral Development Cooperation Division, DIDC

Other Persons

Mr. Engilbert Gudmundsson, former Director General ICEIDA (2011-2015)

Mr. Reynir Thrastarson, consultant on the INIP database

Norway

Norad

Ms. Kirsten Bjøru, Senior Adviser

CDCF

Mr. Åsmund Bjørdal, Director,

Mr. Njård Håkon Gulbrandsen, Project Coordinator

Mr. Jon Helge Vølstad, Statistics Researcher

Mr. Morten Frost Høyum, Consultant, CEPAQ

Mr. Runar Hartvigsen, Fishery Manager, ex-technical assistant, CDCF/MIMAIP

Mr. Peter Flewwelling, MCS specialist, ex-technical assistant, CDCF/MIMAIP

International

Mr. Jim Penn, Director emeritus, Western Australian Fisheries and Marine Research Laboratories

Mr. Pedro Barros, Fisheries officer, FAO, Rome

Annex C: Original Results Framework

Below is the results framework with indicators included as Annex II in the draft Programme Document, and which is the basis for the monitoring system that the Ministry has contracted,

Development Objectives (Expected Impact)

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| <ul style="list-style-type: none"> ▪ Strengthened contribution of the sector in improving food security and nutrition in fish to the population; ▪ Improved living conditions of artisanal fishing communities and small-scale fish farmers; ▪ Increased contribution of the industrial and small-scale fisheries and aquaculture for the achievement of national economic and social development goals, and ▪ Increased net contribution of the sector to the balance of payments; <p>This in a context of a public sector administration better able to pursue these ends and sustainability of fishery resources and aquatic ecosystems</p> | <ul style="list-style-type: none"> ▪ Fish production for the domestic market increase of 73.5% over the period, i.e., moves from 170 thousand tons in 2009 to 200,000 in 2012 to 295,000 in 2019 ▪ Value of fish production in the period to increased from 258 million USD in 2009 to 370 million in 2014 and 582 million dollars in 2019. ▪ The average annual income of artisanal fishermen increased from 42600 meticaïs (maritime sector) and 52584 meticaïs (interior) in 2008 (Relatório do primeiro inquérito aos agregados familiares de pescadores, IDPPE) to 48000 and 59000 meticaïs in 2014 and 55000 and 65000 meticaïs in 2019. ▪ Increased average annual income of small-scale fish farmers from 2009 with 10 % in 2014 and 20 % 2019. ▪ Livelihoods of artisanal fishing communities and small-scale fish farmers improved: 2015 - 5 of the indicators improved, 2019 - 8 of the indicators improved. ▪ Total export value of the sector grows from USD 140 mill in 2009 to USD 261 mill/ 2014 and USD 352 mill/ 2019 ▪ Total value of imports increases from USD 40 mill/ 2009 to USD 44 mill/ 2014 and USD 48 mill/ 2019 |
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Immediate Objectives (Expected Outcomes)

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| <p>Fisheries authorities strengthened in their abilities; to promote the development and management of small-scale fishing and aquaculture activities that have high potential to improve food security and nutrition in fish to the local population, and to ensure sustainable and viable use of aquatic resources.</p> <p><u>Target group:</u> The Mozambican population, including people who depend on the production, processing and marketing of fishery products as their main livelihood.</p> <p><u>Other beneficiaries:</u> The technical and management staff of the Fisheries Administration</p> | <ul style="list-style-type: none"> ▪ A system of information and monitoring available in the fisheries sector in 2015 serving as the basis for the definition of plans, programmes and development projects ▪ An human resource development plan approved and running, covering the fisheries administration and the various areas of the productive sector ▪ The decentralization of the district fisheries administration underway and completed in 15 districts, covering the licensing, supervision and management. ▪ Promotion of development of artisanal fisheries and small-scale aquaculture implemented until 2017 ▪ Commercial fisheries of shrimp trawling in the Sofala Bank and demersal lining in equilibrium at the end of the programme |
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Component A: Support efforts to increase sustainable production of fish for domestic consumption and export.

A.1 Small Scale Fisheries

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| <p>Output A.1.1: The Beira and Maputo Laboratories fully functioning as well as technicians and extension workers trained on sanitary quality assurance</p> | <ul style="list-style-type: none"> ▪ Schemes of traceability of artisanal production in place, monitored and providing the export of raw material sourced from artisanal fisheries ▪ Number of quality controls performed ▪ Number of licences for export ▪ Number of extension-workers and technicians trained by province, district, sex and age - targets according to plan ▪ Beira Laboratory accredited by 2015 |
| <p>Output A.1.2: Decentralization of the efforts for promoting development at the district level</p> | <ul style="list-style-type: none"> ▪ Districts in provinces that already have been supported (Niassa, Tete, Manica, and Gaza) with its function of promoting fishing development is structured in 2015 and a total of 15 in 2017, of which 2 are continental |

A.2 Small Scale Aquaculture

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| <p>Output A.2.1: Beira Aquaculture centre (CEPAQ) for production of 6 million fingerlings in 2015 and 30 million in 2017 created in Mapapa</p> | <ul style="list-style-type: none"> ▪ The delegation of INAQUA in Gaza in operation. ▪ The Aquaculture Centre CEPAQ “Centro de Pesquisa em Aquacultura” is constructed and operational by the end of 2015 ▪ Number of fingerlings produced per year at CEPAQ |
| <p>Output A.2.2. General regulation of aquaculture revised</p> | <ul style="list-style-type: none"> ▪ The General Regulations for Aquaculture revised and in effect from 2015 |
| <p>Output A.2.3. Small scale aquaculture promoted and disease control carried out through focus on training and education in fish diseases</p> | <ul style="list-style-type: none"> ▪ Number of new ponds established and in production - target 500 per year ▪ Number of extension-workers and technicians trained by province, district, sex and age - target 25% of the extension- workers per year ▪ Number of disease controls carried out and registry of disease occurrences |

Component B: Support to the sustainable management of fisheries resources accessible to small-scale fishing

B.1: Fisheries Research

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| <p>Output B.1.1: Knowledge about the state of exploitation of the most important fishery resources</p> | <ul style="list-style-type: none"> ▪ Evaluation conducted on the state of exploitation of the following stocks: (i) shrimp from Sofala Bank annually between 2014 and 2017; (ii) deep water shrimp and other crustaceans in 2013 and 2016; (iii) demersal fisheries on the line in 2015; (iv) kapenta in 2015 ▪ Cruises for monitoring fish stocks performed: (i) shrimp from Sofala Bank annually between 2014 and 2017; and (ii) shrimp from the Bay of Maputo and mouth of Limpopo river in 2014 and 2017 ▪ Number of stock assessment publications - target 8 publications |
| <p>Output B.1.2. Improved fisheries management of Cahora Bassa fisheries</p> | <ul style="list-style-type: none"> ▪ A management plan for the fisheries from Cahora Bassa prepared, approved and running within the present institutions by 2014 |

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| | <ul style="list-style-type: none"> ▪ Conflicts in Cahora Bassa recorded regularly from 2014 ▪ Co-management entities established for Cahora Basse at various levels, operating from 2015 |
| Output B.1.3. Capacity built on bio-economics | <ul style="list-style-type: none"> ▪ Management recommendations resulting from the assessment of the state of exploitation of stocks (where appropriate, showing the gradual incorporation of knowledge about environmental factors and the evaluation of the bio-economic fisheries), issued regularly throughout the duration of the programme ▪ Bio-economists trained, one from IIP and one from DNEPP ▪ Bio-economic analysis conducted for two areas, for Kapenta and for shrimps fisheries from Sofala bank |
| Output B.1.4. Plan for genetic enhancement of species of tilapia for fry production in CEPAQ in place by 2014 | <ul style="list-style-type: none"> ▪ The results of genetic selection of species incorporated in tilapia fingerling production in CEPAQ from 2015 ▪ Number of generations produced - target 1 new generation per year ▪ The plan is implemented |

B.2: Fisheries Management

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| Output B.2.1: Decentralization of ADNAP and capacity building in 4 priority provinces (Nampula, Zambezia, Sofala and Inhambane) | <ul style="list-style-type: none"> ▪ Delegations of ADNAP in Nampula, Zambezia, Sofala and Inhambane in operation from 2014 ▪ Number of personnel trained, by sex, age, province and district - target 100 ▪ % of personnel in 2017 |
| Output B.2.2. Performance capacity created in 15 district administrations to promote the management of artisanal fisheries | <ul style="list-style-type: none"> ▪ Five districts with fisheries administrative capacity in 2015; 15 (2 continental) by 2017 |
| Output B.2.3. Capacity for regular monitoring in 4 provinces in regard to the main artisanal fisheries is created | <ul style="list-style-type: none"> ▪ Five districts with capacity for fisheries management by 2015 and 15 by 2017 (2 continental) ▪ Regular monitoring of fisheries with defined development/ management plans |
| Output B.2.4. Management plans are designed and/or updated for the most important commercial fisheries | <ul style="list-style-type: none"> ▪ Number of management plans designed/updated ▪ Management measures defined, adopted and implemented |
| Output B.2.5. Regulatory framework for the management of aquatic conservation areas in place | <ul style="list-style-type: none"> ▪ A regulatory framework for managing aquatic conservation areas established and approved by 2015 |
| Output B.2.6. The regulations of Marine Fishing, Inland Fishing and Recreational and Sport Fishing has been reviewed | <ul style="list-style-type: none"> ▪ The revised regulations of Maritime Fishing, Inland Fishing and Recreational and Sports Fishing in effect from 2015 |
| Output B.2.7. Information on alternative technical solution for monitoring kapenta fleet in place by 2014 | <ul style="list-style-type: none"> ▪ A study on kapenta fleet has been carried out, ▪ Implementation of recommended measures |
| Output B.2.8. Participatory approach implemented in national fisheries administration | <ul style="list-style-type: none"> ▪ Active participation of staff in seminars on the state of knowledge of resources and management of fisheries in Mozambique, by institution, position, age and sex ▪ Number of seminars arranged ▪ Number and type of meetings attended. |
| Output B.2.9. International coordination of fisheries administration | <ul style="list-style-type: none"> ▪ Participation activity in seminars on the state of knowledge of resources and management of fisheries |

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| | <ul style="list-style-type: none"> ▪ Number of meetings arranged in Mozambique ▪ Number and type of meetings attended |
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Component C: Strengthened capacity for planning and monitoring of the sector

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| <p>Output C.1.1. A statistical system and monitoring system for the fisheries sector has been created and implemented by the end of 2015</p> | <ul style="list-style-type: none"> ▪ The structure, organization and coordination including technical support of the project in place in 2014 ▪ All data bases established and functioning in 2015 ▪ Sub-sector statistics with harmonized interfaces in implementation in 2015 (ADNAP, INIP, IIP), and fully implemented in 2017 ▪ Annual statistics of human resources integrated in sector statistical system available and disseminated from 2015 ▪ The annual publication of available sector statistics launched from 2013 ▪ Capacity to analyse artisanal fishing data established |
| <p>Output C.1.2. Capacity built for policy formulation and development planning instruments established</p> | <ul style="list-style-type: none"> ▪ Number of regular reports on the monitoring of the Fisheries Master Plan and key cooperation projects for development of the sector available from 2016 ▪ Number of seminars/and studies that the Department for policy of DNEPP is coordinating |
| <p>Output C.1.3. A training and education programme based on the Human Resource Development Plan (PDRH) in place and implemented by mid-2014</p> | <ul style="list-style-type: none"> ▪ A training and education programme in place by 2014 ▪ Number of Master's degree students and lower degree students in each graduated during the programme period in the fields of economic, fisheries management, fish health, food security and statistics – targets in accordance with the HDRP ▪ Number of personnel receiving post-graduate scholarships by sex and age – targets in accordance with the HDRP ▪ Short courses in fisheries, public admin carried out, number of personnel trained by institution, sex and age |

Component D: Enhanced surveillance of Mozambique's EEZ

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| <p>Output D.1. Surveillance in EEZ implemented</p> | <ul style="list-style-type: none"> ▪ An external evaluation carried out by first quarter 2014 ▪ Number of patrol days per year, target of 150 patrol days performed with N/P "Antillas Reefer" ▪ "Golfinho" in operation by end of 2014 |
| <p>Output D.2. Capacity to support the monitoring in the districts and to advise and train local fishermen in "Safety at sea"</p> | <ul style="list-style-type: none"> ▪ 10 district agents trained by 2014 and 15 by 2015 ▪ Number of days performed with the mobile district brigades - target 150 days of monitoring in 2015 and 200 days in 2016 and 2017 ▪ Number of fishermen trained in "Safety at sea" by sex, age and location - target 300 fishermen |

Component E: Improved sector response in relation to cross-cutting issues

E.1: Prevention of HIV/Aids

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| <p>Output E.1. Disseminate the risk of HIV/AIDS in vulnerable districts within the fisheries sector</p> | <ul style="list-style-type: none"> ▪ The action plan for dissemination of risks of HIV/AIDS in vulnerable districts within the fisheries sector ▪ Number of vulnerable costal and interior districts added on to the contract between IDPPE and ADPP - target in accordance with plan |
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E.2: Gender.

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| <p>Output E.2.1. The Fisheries sector is fully implementing the gender strategy coordinated by the Gender Unit by 2017</p> | <ul style="list-style-type: none"> ▪ All policy documents and development plans of the sector containing references to strategies and objectives and all institutions are implementing ▪ A short course on gender and fisheries developed ▪ At least 250 technicians, extension workers in the sector trained in gender issues by 2017, by sex and age ▪ The number of women represented on boards of participatory management of fisheries and community-based organizations increased by 15% by 2017 ▪ A regular monitoring system in terms of gender established and functioning ▪ The gender strategy is in place by mid-2014 |
| <p>Output E.2.2. Enhanced socio-economic involvement of women in communities in one province dependent on small scale fishing and aquaculture through value chain related activities</p> | <ul style="list-style-type: none"> ▪ Number of small businesses started and income raised in 2016 by 30 % of the women involved in training in value chain related activities and 50 % of women at the end of the programme |

E.3: Good governance.

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|---|--|
| <p>Output E.3. Transparent and well-managed fisheries sector</p> | <ul style="list-style-type: none"> ▪ All relevant information made public regarding the licenses in the sub-sectors. ▪ Compliance with the normative measure of the government on conflict of interests of person in the public and political bodies. ▪ Number of cases of inappropriate behaviour and illegal practices in public administration and in industry yielding processes of investigation and forwarded to the competent offices for consideration and decision ▪ A website of Fisheries reflecting transparently sector activities and disseminating data on the progress regularly updated |
|---|--|

E.4: Culture.

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|---|--|
| <p>Output E.4. Fisheries museum in operation by 2014</p> | <ul style="list-style-type: none"> ▪ Fisheries Museum building completed by mid-2014 ▪ Establishment of plans and a system for management of the museum, role, its material, collection, exhibitions etc. by 2015 ▪ Number of personnel trained, by sex and age - target 50 % of personnel trained. ▪ Exhibition in place by end of 2014 |
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E.5: Environment

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|---|---|
| <p>Output E.5. The Ministry of Fisheries is involved in dialogue and decision in environmental activities where the fisheries sector is impacted</p> | <ul style="list-style-type: none"> ▪ Environmental issues consistent in all policy documents and strategies implemented in the fisheries sector ▪ Level of involvement in all relevant governance committees and decision making processes where fisheries and aquaculture has an interest/is a stakeholder |
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Component F: Programme Coordination

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|--|---|
| Output F.1. The programme is efficiently and effectively managed | <ul style="list-style-type: none">▪ Project Manager for the programme hired through open national recruitment procedures and in agreement with the partners▪ Mid-term review conducted in 2016 in accordance with time specified in the MoU between the partners▪ Recommendations from mid-term review implemented▪ Compliance of MoU management and administrative procedures and deadlines |
| Output F.2. Monitoring framework for the programme is in place and used | <ul style="list-style-type: none">▪ Monitoring framework implemented in early 2014 |

Annex D: Structure and Timeline of the Mid-Term Review

This Mid-Term Review (MTR) was based on a document review, interviews with key stakeholders in Iceland and Norway, and a two week field visit to Mozambique (see Annex B for persons spoken with).

The general timetable for the MTR is shown in table D.1 below:

Table D.1: Mid-Term Review Timetable

| Task | Involved/ responsible | Date |
|------------------------------|---------------------------------------|---------------------|
| Contracting of team | All | Early January |
| Compilation of documents | Norad, embassies | Mid-end January |
| Document review | External consultants | January-February |
| Inception Report | External consultants | 12 February |
| Field work | Full team (includes local consultant) | 22 February-4 March |
| Deliver draft report | Full team | |
| Commenting on draft report | Local stakeholders | |
| Finalisation of draft report | External consultants | |

Focus of the Review

The ToR asked the team to address five major dimensions of the programme, largely applying the standard DAC evaluation criteria: the Effectiveness, Efficiency, Relevance, Sustainability and Programme and Risk Management.

Based on the discussion around the draft Inception Report, where suggestions were made regarding how to structure the programme analysis, the following are the issues that it was agreed should be looked into:

- **Effectiveness:** Identify external and internal effectiveness through synergies and cooperation, and the potential for further increasing such effectiveness.
- **Efficiency:** (i) Assess programme management efficiency – structure, roles, divisions of labour and resultant efficiency for the various partners in the programme; (ii) assess the short-term efficiency solutions as against long-term sustainability considerations; (iii) look at Output efficiency: do deliverables correspond to plans/expectations.
- **Relevance:** (i) Look at CF programme in light of the sector Master Plan, (ii) Look at CF programme with regards to its cross-cutting issues.
- **Sustainability:** (i) Review financial and ownership sustainability of CEPAQ and other major programme components; (ii) Assess institutional sustainability of framework and governance for CEPAQ; (iii) Assess sustainability of capacity development activities.
- **Programme and Risk Management:** (i) Carry out a risk assessment of the original programme and its deliverables; (ii) Carry out a risk assessment of the management – structure and procedures – for the programme, (iii) Assess the changes imposed on the programme and how they were handled; (iv) Assess the administrative risk and management, with particular focus on financial management, audit and reporting.

- **Recommendations:** For all issues looked into, the team should review whether there are areas where performance can be improved, with focus on practical issues that can be addressed during the remainder of the programme period and within the current resource limit.

Document Review

The document review was based on the comprehensive list of documents provided by the Norwegian Embassy and supplemented by various other reports made available to the team by other stakeholders.

The document universe includes the basic program documents for the project: (i) historical overviews, formal program documents and agreements, appraisal and component studies; (ii) studies produced by or for the programme, such as on fisheries inspection, the political economy of the sector, (iii) results reporting provided over the life-time of the project, minutes of annual meetings, progress reports and (iv) other studies such as earlier review and evaluation reports.

The review team read the documents with a view to identifying the information that addressed the questions outlined in the ToR. This was done so that the team would have a comprehensive picture of the programme before going to the field. Particular attention was paid to identify what had been documented in terms of achievements as against planned results (see chapter 4).

Stakeholder Interviews

The team designed the fieldwork in part based on the results from the document review. While the documents were important to understanding the planning and expectations of the programme, the results issues to be addressed required that the team understood the views and experiences of relevant stakeholders well.

In order to ensure that the information is collected and recorded in a structured way, the team had prepared a **Conversation Guide** that covered the issues raised in the ToR. This Guide was used by the team when interviewing the various stakeholders though modified (shortened, tailored) to each specific informant group, to focus on the most relevant issues to each.

The team had a first set of interviews with stakeholders in Norway, including with the partner institutions in Bergen, and through a visit to Iceland.

The main set of interviews, however, were the conversations that took place with stakeholders in Mozambique.

Finally, once the fieldwork had been finalised, some follow-up conversations took place with some of the core stakeholders in Norway and Iceland.

A complete list of persons interviewed is attached as Annex B.

The Field Visit

The field work took place during the two weeks of 22 February – 4 March. Whereas the preparatory work had been done by the three international consultants, in Mozambique the

team was joined by the national consultant, nominated by the Ministry of Sea, Inland Waters and Fisheries (MIMAIP), so as to complement the work of the team.

The field visit programme is provided in table D.2 below. For most of the meetings the first couple of days, the full team participated, but from then on the consultants largely split up according to their particular areas of responsibility and had separate parallel meetings.

The field visits outside Maputo were split into two components. One of the international consultants along with the national consultant visited the aquaculture activities in Chokwe. They were joined by the Norwegian advisor to CEPAQ during this visit. The second international consultant visited Zambezia province, both provincial and some district authorities but also some of the private sector actors there.

Table D.2: Field Work Programme

| Date | Task and Consultant |
|-------------------------------|--|
| Sun 21.01 | Three international team members arrive, full team meet for first planning meeting |
| Mon 22.01 | Overview meeting with Permanent Secretary |
| | Programme Coordination Unit, PCU |
| | Meeting, Common Fund partners |
| | Meeting, ADNAP |
| | Meeting, INAQUA |
| Tue 23.01 | Meeting, IIP |
| | Meeting, IDPPE |
| | Meeting, INIP |
| Wed 24-Fri 25 | Follow up visits to IIP, INIP, ADNAP, IDPPE - PCU |
| | Visits to DNEPP, DNFP |
| | Visits to France, IFAD, World Bank, FAO, EU |
| Sun 28.01 | Team members depart for field: Malcolm to Gaza, Arne to Tete, Jorge to Sofala and Zambezia |
| Mon 29 Feb – Tues 01 March | Gaza: Visit by road to CEPAQ |
| | Zambezia: Visit to provincial and district authorities, small-scale fisheries projects, private sector actors |
| | Maputo: Visits to donors: FAO, IFAD, AFD/France, |
| Wed 02 - Thurs 03 March | Return visits to key stakeholders |
| | Follow-up visits to public agencies, actors in civil society; stakeholders for cross-cutting issues; preparation debriefings |
| Friday 4 March | Debriefing, Norwegian-Icelandic embassies |
| | Debriefing, national authorities |
| | Final internal meeting for agreeing drafting of report |