



**REPÚBLICA DE MOÇAMBIQUE**

**MINISTÉRIO DAS PESCAS**

**South West Indian Ocean Fisheries Governance and  
Shared Growth in Mozambique**

**SWIOFish Mozambique  
(PROJECT -- P132123)**

**PROCESS FRAMEWORK (PF)**

**Draft**

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## **LIST OF ACRONYMS**

ADNAP	National Administration for Fisheries
AFD	French Development Agency
CA	Conservation Areas
CAADP	Comprehensive Africa Agriculture Development Program
CBNRM	Community-Based Natural Resource Management
CDAP	Community Development Action Plans
CPS	Country Partnership Strategy FY12-15
DA	District Administration
DCC	District Consultative Council
DNA	National Directorate for Water
DNE	National Directorate for Energy
DNPO	National Directorate for Planning
DNAPOT	National Directorate for Land Planning
DNPA	National Directorate for Environmental Promotion and Education
DPA	Provincial Directorate of Agriculture
DPCA	Provincial Directorate for the Coordination of Environmental Affairs
DPPF	Provincial Directorate of Planning and Finances
DPP	Provincial Directorate of Fisheries
DPOPH	Provincial Directorate of Public Works and Housing
EA	Environmental Assessment
EDM	Electricity Company/Electricidade de Moçambique
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
EP	Fisheries School
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
FAO	Food and Agriculture Organization
FFP	Fund for Fisheries Development
FIPAG	Urban Water Supply Asset Fund
FMP	Fisheries Master Plan/Plano Director das Pescas 2010-2019
GDP	Gross Domestic Product
GOM	Government of Mozambique
IDA	International Development Association
IDPPE	National Institute for the Development of Small-Scale Fisheries
IIP	National Institute for Fisheries Research

INAQUA	National Institute for Aquaculture Development
INIP	National Institute for Fish Inspection
IOC	Indian Ocean Commission
MAE	Ministry of State Administration
MF	Ministry of Finance
MICOA	Ministry for the Coordination of Environmental Affairs
MINAG	Ministry of Agriculture
MISAU	Ministry of Health
MOPH	Ministry of Public Works and Housing
MP	Ministry of Fisheries
MPA	Marine Protected Areas
MSME	Micro Small and Medium Enterprises
NAPA	National Adaptation Program of Action
NCSD	National Commission for Sustainable Development
NEMP	National Environmental Management Program
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
PARPA	Action Plan for the Reduction of Absolute Poverty
CMT	Project Coordination Unit
PAP	Project Affected People
PDD	District Development Plans (Plano Distrital de Desenvolvimento)
PDUT	District Land Use Plan
PEPA	Environmental Quality Standards of Mozambique Projects
PF	Process Framework
PLPP	Provincial level project personnel (with monitoring responsibilities)
PPU	Provincial Project Unit
PQG	Government Five Year Plan
PRS	Poverty Reduction Strategy
PF	Process Framework
SDAE	District Services of Economic Activities
SDMAS	District Services of Women, Social Affairs and Health
SDPI	District Services of Planning and Infrastructure
SWIOFC	South West Indian Ocean Fisheries Commission ()
SWIOFP	South West Indian Ocean Fisheries Program
ToR	Terms of Reference
UCA	Coordination and Support Unit
UNDP	United Nations Development Program
VMS	Vessel Monitoring System

WB World Bank  
WHO World Health Organization

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## **EXECUTIVE SUMMARY**

### **Introduction**

This document forms the Process Framework (PF) for the **South West Indian Ocean Fisheries Governance and Shared Growth in Mozambique (SWIOFish Mozambique)**. It sets out the main principles and requirements to be followed by the Government of Mozambique in the implementation of the World Bank and AFD supported **SWIOFish Mozambique** Program.

The focus of the support will be on the two main pillars of the Government's Plano de Acção de Redução da Pobreza/Poverty Reduction Strategy (PARP, 2011-14) (i) increasing fisheries (and agricultural) production/productivity; and (ii) employment through targeted interventions to strengthen the dynamism of the small producers and the private sector to drive economic growth and accelerate job creation through fisheries and associated value chain.

The program will be implemented over a period of 6 years. Most of the physical interventions of the Program will target the following geographical areas (i) Cabo Delgado Province in the districts of Palma, M. Praia, Macomia, Quissanga, Pemba; (ii) Nampula Province in the districts and localities of Memba, Nacala, I.Moçambique, Mogincual (Namige), Angoche, Larde, Moma; (iii) Zambezia Province in the districts and localities of Cuassiane(Pebane), Pebane, Zalala(Nicoadala), Quelimane, Chinde; (iv) Sofala Province I the districts and localities of Maciamboza(Cheringoma), Sambazóo(Muanza), Njalane(Cidade da Beira), Praia Nova(Cidade da Beira), Nova Sofala(Buzi), Chiloane(Machanga): and (v) Maputo Province, Marracuene District (Macaneta) including Maputo Port itself, in the country's capital.





One of the project components will deal with investments in infrastructures comprising investments in rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups.

Working closely the GOM and its supporting partners, i.e. the World Bank, AFD and others will ensure that the strategic interest of inclusion, diversification, creation of employment and income generating opportunities are created around the planned interventions in the program area. Priority infrastructure will be identified, planned and built and training, capacity building and demonstration activities will be carried out. This will be complemented by the strengthening of the enabling environment as well as the adoption of adequate measures for intervention monitoring and evaluation.

## Project Components

The project will have four main components:

1. **Component 1: Cost-effective regional collaboration.** This component will target activities that add value through regional collaboration through the support to the function and activities of regional collaborative institutional and mechanisms.
2. **Component 2: Improved governance of fisheries.** Focusing on actions to be taken by the public sector, this component will deal with the sustainable use of the resources with the aim of improving economic outcomes.
3. **Component 3: Increased fisheries contribution to country economies.** This component will primarily target the private sector as well as public investments that are critical to a profitable private sector. The ultimate objective is to increase economic benefits generated by the private sector in harmonious collaboration with the public sector.
4. **Component 4: Program management and coordination.** This component will deal with cross-cutting human and institutional capacity building embedded in each program component.

The project's physical interventions will be in the form of rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups. There will also be construction/rehabilitation of office/conference buildings/facilities to host permanent headquarters for the SWIOFC.

The Ministry of Fisheries (MF) will be responsible for Program implementation and will coordinate Program activities to be executed by its directorates/departments as well as MF subordinate institutions, namely:

- International Cooperation – DCI;
- Fisheries Economy and Policy – DNEPP;
- Fisheries Surveillance – DNFP;
- Fisheries Technology and Equipment – DTEP;
- National Directorate of Fisheries Administration (ADNAP);
- National Institute for Fisheries Research (IIP);
- National Institute for Development of Small-Scale Fisheries (IDPPE);
- National Institute for Aquaculture (INAQUA);
- National Institute for Fisheries Inspection (INIP);
- Fisheries Development Fund (FFP); and
- The fishing port management bodies where the four ports are currently structured as four state-owned companies under the Ministry, and should soon be integrated under one unique Fishing Port Agency).

A National Program Steering Committee (NSC) involving representatives of the Ministry of Fisheries, the Ministry of Planning and Development, and the private sector will be responsible for overseeing the program and providing guidance in association with Bank supervision. On an ad hoc basis observers will be invited to participate in relation to specific issues. A National Management Unit (NMU) to work as the secretariat for the NSC, will be established.

## Development Context

SWIOFISH happens at a time when Mozambique is experiencing high economic growth rates situated above 7% and continues to be one of the fastest growing economies in Africa and the world. In recent times vast reserves of coal, gas and other minerals have been discovered and are beginning to be exploited. The ongoing developments have the potential to radically change the structure of Mozambique's economy and society at the same time that pose serious challenges to

the country's capacity to embark on an inclusive economic growth in line with the on-going poverty reduction strategy, i.e. PARP III (2011-2014).

However, despite the remarkable ongoing growth progress, the country continues to be among the world's poorest. The country ranks 185th of 187 countries on the 2013 United Nations' human development index (HDI)

The country's economy is characterized by a very small number of mega projects on the one hand, and the family and informal sector, on the other, which encourages imbalances in development and affects diversification of production and access to the benefits of the development by a significant proportion of the population.

One of the biggest challenges is the promotion of equity in development. Among other aspects the poverty reduction strategy is aimed at addressing imbalances in development, particularly with respect to the diversification of production and access to the development benefits by a significant proportion of the population. Significant investments in infrastructure such as roads, water supply and sanitation as well investment in the adding of value to the primary sectors of the economy where the majority of the country's population is active (i.e. agriculture and fisheries) should continue to play a vital role in the stabilization and gradual elimination of imbalances. In this context strengthening micro, small and medium size enterprises (MSMEs) is seen as key to changing the prevalent situation.

More than 70% of the population relies upon subsistence agriculture and fisheries for their livelihood with women being the majority. Agriculture and fisheries are the key sectors in the country's development strategy. The poverty reduction strategy focuses on (i) increased agrarian and fisheries production; (ii) promotion of employment; (iii) human and social development; (iv) governance; and (v) macroeconomic and fiscal management. The five provinces and specific areas that define the project area are rich and diverse in terms of the receiving physical, biological and socioeconomic environment. Interventions need to be adequately planned, implemented, monitored and evaluated to ensure that such environment is not adversely affected.

### **World Bank Safeguards Policies and GOM Regulations**

The objective of the PF Framework (PF) will be to ensure that OP/BP 4.12 principles are embedded in program design and implementation.

Under WB and GOM environmental classification criteria, the project falls under Category B. There is enough evidence to the effect that it will not have resettlement implications. However, due to the fact that the project will be implemented in the coastal areas, which are subject to special management measures, and in a number of conservation areas it will be translated into restrictions of access to natural resources by local people who rely on them to make their living.

The Process Framework (PF) is meant to describe the process by which potentially affected communities will participate in identifying the impacts of their restrictions on access and in planning mitigation of these effects, with the overall objective of sustainably managing the natural resources in the conservation areas and other protected areas.

The PF will be a guide to the overall management of the Program to ensure that restrictions and other interventions do not negatively affect people and their legitimate right to access to natural resources in the program areas. It covers the entire program and subproject cycle and provides the principles and prerogatives the Borrower should follow in program and subproject management to ensure compliance with the WB policies. The PF outlines a number of principles, which include:

- A full understanding of the program components, particularly those that translate into restrictions to access to natural resources by local people;

- Public consultation and participation;
- Determination of land use and access to resources rights;
- Screening of the program sites and activities;
- Effective redress of complaints and grievances;
- Monitoring and evaluation of program effects on living standards of the program affected people and communities; and
- A budget to ensure that the Program has adequate resources to support the smooth and sustainable implementation of the participation process.

The Project will also be implemented in light of the GOM reform in the environmental sector in terms of: (a) adherence to and adoption of a series of international and regional environmental protection and conservation conventions and protocols; (b) approval of a significant set of legislations with direct and indirect implications to environmental and social protection; (c) creation of specific public institutions and/or strengthening of existing institutions dedicated to both environmental and social management in the country.

Both WB safeguards policies and GOM regulations will be applied to ensure that potential negative environmental and social impacts on resources such as land, soils, water, biodiversity (including fish), vegetation, local communities and the society at large are adequately managed and positive impacts are enhanced.

### **Subproject Formulation and Selection**

The PF will be implemented alongside the Environmental and Social Management Framework (ESMF), which has also been prepared as part of the program environmental and social safeguards. As part of the ESMF a social and environmental screening process will help (i) determine which construction or rehabilitation activities are likely to have potential negative environmental and/or social impacts; (ii) determine the level of environmental and social work required, including whether an ESIA/ESMP or a freestanding ESMP will be required or not; (iii) determine appropriate mitigation measures for addressing adverse impacts; (iv) incorporate mitigation measures into the subprojects financed by SWIOFish Mozambique; (v) facilitate the review and approval of the construction and rehabilitation proposals; and (vi) provide guidance for monitoring environmental and social parameters during the implementation and operation of subproject activities.

Given the multi-sector character and complexity of the project, and to ensure appropriate implementation and monitoring of social and environmental issues, the ESMF recommends the recruitment of (i) Social and Environmental Safeguard Specialists as part of the National Management Unit (NMU) that will work as the secretariat for the NSC and (ii) a Communication Officer with a good knowledge of environmental and social safeguards to timely liaise with the provincial safeguards specialists. These will work closely with MICOA at both central and provincial levels and be responsible for the proper handling of Environmental, Social and Communication dimensions of the project throughout its life cycle. These staff will be trained by WB Safeguards Specialists, and in close collaboration with MICOA.

### **Process Framework (PF)**

This Process Framework (PF) is prepared to be used along with the ESMF. The ESMF and PF will also be reviewed and cleared by ASPEN and then publicly disclosed both in-country and at the InfoShop prior to project appraisal.

### **Training and Capacity Building**

Extensive training and capacity building will be carried out in order to prepare relevant institutions at the various levels to plan, implement, monitor and evaluate the different aspects involved in sound environmental and social management as elaborated in this ESMF in particular, and in the PF.

Based on needs identification a specific institutional and human capacity building program for environmental and social management, as well as human health and safety will be developed as part of the **SWIOFish Mozambique** Program. In addition to the Ministry of Fisheries beneficiary institutions will be the Ministry for the Coordination of Environmental Affairs (MICOA), especially at its provincial and district levels, relevant line ministries at provincial and district levels (e.g. agriculture, public works, energy, health, education, MMAS and MPD, etc.), including local authorities (e.g. municipalities and others such as CSOs). The details of the capacity-building program and the institutions to be supported at provincial and/or local level, still have to be developed.

Practical ways of reaching out to all target groups will need to be devised for training and capacity needs assessments as well as for delivery of the training. The “*Learning by Doing*” approach will be given utmost priority.

### **Monitoring**

Monitoring will also be fundamental to ensure that the objectives set forth in the ESMF/PF and the ESIA/ESMPs are being achieved satisfactorily and where there are nonconformities, timely corrective action can be taken. **SWIOFish Mozambique** Program Management Team will have the overall responsibility for coordinating and monitoring implementation of the PF.

### **Estimated Budget for the Implementation of the PF for SWIOFish Mozambique Program**

The total cost of preparing and implementing PF under this document stands at **US\$ 625,000** (six hundred twenty five thousand American Dollars).

## **SUMÁRIO EXECUTIVO**

### **Introdução**

O presente documento constitui-se no Quadro Processual (QP) para o programa de Gestão de Pescas e Crescimento Partilhado da Zona Sudoeste do Oceano Índico em Moçambique (SWIOFish Moçambique). O mesmo visa estabelecer os principais princípios e requisitos a ser seguidos pelo Governo de Moçambique na implementação do Programa SWIOFish Moçambique que é apoiado pelo Banco Mundial e pela AFD.

O enfoque principal do apoio assentará sobre os dois principais pilares do Plano de Acção de Redução da Pobreza/Estratégia de Redução da Pobreza (PARP, 2011-14) abraçado pelo Governo que são os de (i) aumento da produção/productividade pesqueira (e agrária); e (ii) criação de emprego por intermédio de intervenções orientadas para fortalecer o dinamismo dos pequenos produtores e do sector privado para impulsionar o crescimento económico e acelerar a criação de empregos através das pescas e da cadeia de valor a elas associado.

O programa será implementado ao longo de um período de 6 anos. A maioria das intervenções físicas do Programa terão como alvo as seguintes zonas geográficas (i) Província de Cabo Delgado, nos distritos de Palma, M. Praia, Macomia, Quissanga, Pemba; (ii) Província de Nampula nos distritos e localidades de Memba, Nacala, I.Moçambique, Mogincual (Namige), Angoche, Larde, Moma; (iii) Província da Zambézia nos distritos e localidades de Cuassiane (Pebane), Pebane, Zalala (Nicoadala), Quelimane, Chinde; (iv) Província de Sofala nos distritos e localidades de Maciamboza (Cheringoma), Sambazóo (Muanza), Njalane (Cidade da Beira), Praia Nova (Cidade da Beira), Nova Sofala (Buzi), Chiloane (Machanga); e (v) Província de Maputo, Distrito de Marracuene (Macaneta) incluindo o próprio Porto de Maputo, na capital do país.



Uma das componentes do projecto vai lidar com os investimentos em infra-estruturas que compreendem investimentos em reabilitação ou modernização de portos de pesca, locais de desembarque, mercados de peixe, laboratórios e equipamentos de investigação aplicada, centros de formação e equipamentos sociais para as associações de pescadores e grupos de mulheres.

Trabalhando de forma estreita com os seus parceiros de apoio, ou seja, o Banco Mundial, AFD e outros o GDM irá garantir que o interesse estratégico de inclusão, diversificação, criação de oportunidades de emprego e geração de renda sejam criados em torno das intervenções previstas na área do programa. Serão identificadas, planificadas e construídas infra-estruturas prioritárias e serão levadas a cabo actividades de formação, capacitação e demonstração. Isto será complementado pelo fortalecimento de um ambiente favorável, bem como pela adopção de medidas adequadas para a monitoria e avaliação das intervenções.

### Componentes do Projecto

O projecto terá quatro componentes principais:

1. **Componente 1: Colaboração regional efectiva.** Esta componente terá como alvo as actividades que agregam valor através da colaboração regional, através do apoio ao funcionamento e às actividades dos mecanismos institucionais e de colaboração regional.
2. **Componente 2: Melhoria da governação do sector pesqueiro.** Esta incidirá sobre acções a ser tomadas pelo sector público e vai lidar com o uso sustentável dos recursos com o objectivo de melhorar os resultados económicos.
3. **Componente 3: contribuição das pescas para o crescimento da economia do país.** Esta componente vai se concentrar principalmente sobre o sector privado, bem como sobre os investimentos públicos que são fundamentais para estabelecer um sector privado lucrativo. O objectivo final é o de aumentar os benefícios económicos gerados pelo sector privado em colaboração harmoniosa com o sector público
4. **Componente 4: Gestão do Programa e coordenação.** Esta componente vai lidar com os aspectos transversais do capital humano e capacitação institucional integrada em cada componente do programa.

As intervenções físicas do programa serão sob a forma de:

- Desembarcadouros/portos;
  - Melhorias substanciais aos portos ou desenvolvimento de novos desembarcadouros de pesca;
  - Reabilitação ou modernização dos portos de pesca, locais de desembarque, os mercados de peixe, laboratórios e equipamentos de pesquisa aplicada, centros de formação e instalações sociais para associações de pescadores e grupos de mulheres;
- Infra-estruturas de maior porte e activos, tais como:
  - Instalações portuárias de pesca/desembarque estratégicas (Maputo, Beira, Quelimane e Nacala Angoche);
  - Instalações de refrigeração de peixe em aeroportos, e
  - Possíveis investimentos em capacidades melhoradas para garantir o cumprimento das leis e regulamentos.
- Também haverá construção/reabilitação de edifícios de escritório/conferência/instalações para sedes permanentes para o SWIOFC.

O Ministério das Pescas (MP) será responsável pela implementação do Programa e irá coordenar as actividades do Programa a ser executadas por intermédio das suas direcções/departamentos, bem como pelas instituições subordinadas ao MP, nomeadamente:

- Cooperação Internacional - DCI;
- Economia e Política das Pescas - DNEPP;
- Fiscalização Pesqueira - DNFP;
- Tecnologia e Equipamentos de Pesca - DTEP;
- Direcção Nacional de Administração Pesqueira (ADNAP);
- Instituto Nacional de Investigação Pesqueira (IIP);
- Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala (IDPPE);
- Instituto Nacional de Aquicultura (INAQUA);
- Instituto Nacional de Inspeção Pesqueira (INIP);
- Fundo de Fomento Pesqueiro (FFP); e
- Os órgãos de gestão dos portos de pesca, em que os quatro portos estão estruturados como quatro empresas estatais no âmbito do Ministério, e deverão em breve ser integrados sob uma única Agência de Portos de Pesca.

A Comissão Nacional de Coordenação do Programa (CNC), envolvendo representantes do Ministério das Pescas, o Ministério da Planificação e Desenvolvimento, e do sector privado será responsável por supervisionar o programa e fornecer orientações em colaboração com a supervisão do Banco. Numa base *ad hoc* uma série de observadores serão convidados a participar para tratar de



questões específicas. Vai ser estabelecida a Unidade Nacional de Gestão (UNG) para trabalhar como o secretariado do CNC.

### **Contexto de Desenvolvimento**

O SWIOFISH acontece numa altura em que Moçambique está registar elevadas taxas de crescimento económico situados acima dos 7% e continua a ser uma das economias de mais rápido crescimento na África e no mundo. Nos últimos tempos, vastas reservas de carvão, gás e outros minerais foram descobertas e estão a começar a ser exploradas. Os desenvolvimentos em curso têm o potencial de mudar radicalmente a estrutura da economia e da sociedade moçambicanas, ao mesmo tempo que colocam sérios desafios à capacidade do país para embarcar num crescimento económico inclusivo, em consonância com a estratégia de redução da pobreza em curso, ou seja, o PARPA III (2011-2014).

No entanto, apesar do seu notável crescimento contínuo, o país continua a estar entre os mais pobres do mundo. O mesmo ocupa a posição 185 de entre 187 países no que respeita ao Índice de Desenvolvimento Humano, de 2013, das Nações Unidas (IDH).

A economia do país é caracterizada por um número muito pequeno de mega projectos, por um lado, e pelo sector informal familiar por outro, o que incentiva desequilíbrios no desenvolvimento e afecta a diversificação da produção e acesso aos benefícios do desenvolvimento por parte de uma significativa proporção da população.

Um dos maiores desafios é a promoção da equidade no desenvolvimento. Entre outros aspectos a estratégia de redução da pobreza visa corrigir os desequilíbrios no desenvolvimento, especialmente no que diz respeito à diversificação da produção e acesso aos benefícios do desenvolvimento por parte de uma proporção significativa da população. Investimentos significativos em infra-estruturas, tais como estradas, abastecimento de água e saneamento, bem como investimentos na agregação de valor para os sectores primários da economia, onde a maioria da população do país está activa (ou seja, agricultura e pescas) deverão continuar a desempenhar um papel vital na estabilização e eliminação gradual dos desequilíbrios. Neste contexto fortalecer as micro, pequenas e médias empresas (MPMEs) é visto como sendo a chave para mudar a situação prevalecente.

Mais de 70% da população depende da agricultura e das pescas de subsistência para viver com as mulheres a ser a maioria. A agricultura e as pescas são os sectores-chave na estratégia de desenvolvimento do país. A estratégia de redução da pobreza concentra-se sobre (i) aumento da produção agrária e das pescas; (ii) promoção do emprego; (iii) desenvolvimento humano e social; (iv) governação; e (v) gestão macroeconómica e fiscal. As cinco províncias e áreas específicas que definem a área do projecto são ricas e diversificadas em termos de ambiente físico, biológico e socioeconómico receptor. As intervenções devem ser adequadamente planificadas, implementadas, monitorizadas e avaliadas para garantir que tal ambiente não seja prejudicado.

### **Políticas de Salvaguardas do Banco Mundial e Regulamentos do GDM**

O objectivo do QP é o de garantir que os princípios contidos no OP/BP 4.12 do BM sejam incorporados na concepção e implementação do programa.

Sob critérios de classificação ambiental do BM e do GOM, o projecto se enquadra na categoria B. Há evidência suficiente no sentido de que ele não vai ter implicações significativas no reassentamento. Onde estas forem inevitáveis planos de acção de reassentamento simplificados serão suficientes para lidar com essas implicações. No entanto, devido ao facto de que o projecto será implementado nas zonas costeiras, que estão sujeitas a medidas especiais de gestão, e em um número de áreas de conservação isso vai traduzir-se em restrições de acesso aos recursos naturais pelas populações locais que dependem deles para viver.

A estrutura do quadro processual (QP) pretende descrever o processo pelo qual as comunidades potencialmente afectadas irão participar na identificação dos impactos das restrições de acesso e na planificação da mitigação desses efeitos, com o objectivo geral de gestão sustentável dos recursos naturais nas áreas de conservação e outras áreas protegidas.

O QP vai constituir-se num guia para a gestão global do Programa para garantir que as restrições e outras intervenções não afectem negativamente as pessoas e o seu direito legítimo de acesso a

recursos naturais nas áreas do programa. O QP abrange todo o ciclo do programa e dos subprojectos e fornece os princípios e atribuições de gestão que o Mutuário deve seguir no programa e nos subprojectos para garantir a conformidade com as políticas do BM. O QP descreve uma série de princípios, que incluem:

- Uma compreensão abrangente das componentes do programa, particularmente aquelas que se traduzem em restrições ao acesso a recursos naturais pelas populações locais;
- Consulta e participação públicas;
- Determinação do uso da terra e acesso aos direitos de recursos;
- Investigação inicial dos locais e actividades do programa;
- Tratamento eficaz de queixas e reclamações;
- Acompanhamento e avaliação dos efeitos do programa sobre os padrões de vida das pessoas e comunidades afectadas pelo programa; e
- Um orçamento para garantir que o Programa tenha recursos adequados para apoiar a aplicação harmoniosa e sustentável do processo de participação.

O projecto também será implementado à luz da reforma do GDM no sector do ambiente em termos de: (a) adesão e adopção de uma série de convenções e protocolos internacionais e regionais de protecção ambiental e de conservação; (b) a aprovação de um conjunto significativo de legislação com implicações directas e indirectas para a protecção ambiental e social; (c) criação de instituições públicas específicas e/ou fortalecimento de instituições existentes dedicados à gestão ambiental e social no país.

Quer as políticas de salvaguardas do BM quer os regulamentos do GDM serão aplicados para garantir que os impactos ambientais e sociais negativos sobre a recursos como terra, solos, água, biodiversidade (incluindo a pesqueira), vegetação, comunidades locais e a sociedade em geral sejam adequadamente geridos e para que os impactos positivos sejam reforçados.

### **Formulação e Selecção de Subprojectos**

O QP será implementado juntamente com o Quadro de Gestão Ambiental e Social (QGAS), que também foi preparado como parte das salvaguardas ambientais e sociais do programa. Como parte do QGAS haverá um processo de revisão social e ambiental das intervenções que vai ajudar a (i) determinar que actividades de construção ou reabilitação são susceptíveis de ter potenciais impactos ambientais e/ou sociais negativos; (ii) determinar o nível de acção ambiental e social necessário, incluindo se uma AIAS/PGAS ou um PGAS autónomo será necessário ou não; (iii) determinar medidas de mitigação apropriadas para lidar com os impactos adversos; (iv) incorporar medidas de mitigação para os subprojectos financiados pelo SWIOFish Moçambique; (v) indicar a necessidade da elaboração de um Plano de Acção de Reassentamento (RAP), que seria elaborado em conformidade com a regulamentação pertinente; (vi) facilitar a análise e aprovação das propostas de construção e de reabilitação; e (vii) fornecer orientações para a monitorização de parâmetros ambientais e sociais durante a implementação e operação das actividades de subprojectos.

Dado o carácter multisectorial e a complexidade do projecto, e para assegurar a implementação e acompanhamento das questões sociais e ambientais adequados, o QGAS recomenda a contratação de (i) especialistas em salvaguardas sociais e ambientais como parte da Unidade Nacional de Gestão (UNG) que vai funcionar como secretariado do CNC e (ii) um Director de Comunicação com um bons conhecimentos de salvaguardas ambientais e sociais para entrar em contacto atempado com os especialistas provinciais de salvaguardas. Estes irão trabalhar em estreita colaboração com o MICOA, tanto a nível central e provincial e serão responsáveis pelo tratamento adequado das dimensões de comunicação ambiental e social do projecto durante todo o seu ciclo de vida. Esses funcionários serão formados pelos especialistas de salvaguardas do BM em estreita colaboração com o MICOA.

### **Quadro Processual (QP)**

Este Quadro Processual (QP) foi preparado para ser usado juntamente com o QGAS. O QGAS e QP também serão revistos e aprovados pelo ASPEN e depois divulgados publicamente, tanto dentro do país como no InfoShop antes da avaliação do projecto.

## **Formação e Capacitação**

Vai haver extensiva formação e capacitação com o objectivo de preparar as instituições relevantes aos vários níveis para planificar, implementar, monitorizar e avaliar os diferentes aspectos envolvidos numa boa gestão ambiental e social, como se explica no QGAS em particular, e no QP.

Com base na identificação das necessidades será desenvolvido um programa de capacitação institucional e humano específico para a gestão ambiental e social, bem como para a saúde e a segurança humanas como parte do Programa SWIOFish Moçambique. Para além do Ministério das Pescas as instituições beneficiárias desse programa incluirão o Ministério para a Coordenação da Acção Ambiental (MICOA), especialmente aos seus níveis provincial e distrital, os ministérios sectoriais relevantes a nível provincial e distrital (por exemplo, agricultura, obras públicas, energia, saúde, educação, MMAS e MPD, etc.), incluindo as autoridades locais (por exemplo, municípios e outros, tais como organizações da sociedade civil). Os detalhes do programa de capacitação e as instituições a serem apoiadas a nível provincial e/ou local, ainda têm que ser desenvolvido.

Será necessário conceber maneiras práticas de se chegar a todos os grupos-alvo para a formação e avaliações de necessidades de capacitação, bem como para a prestação dessa formação. Será dada prioridade máxima à abordagem que consiste em “aprender a fazer fazendo”.

## **Monitorização**

A monitorização também será fundamental para garantir que os objectivos estabelecidos no QGAS/QP e nas AIASs/PGASs/PARs estejam a ser alcançados de forma satisfatória e onde existirem discrepâncias para que sejam introduzidas acções correctivas oportunas. A Equipa de Gestão do Programa SWIOFish Moçambique terá a responsabilidade geral pela coordenação e acompanhamento da execução do QP.

## **Estimativa de Orçamento para a Implementação da QP para o Programa SWIOFish Moçambique**

O custo total da preparação e implementação de QP ao abrigo deste documento é de **EUAS\$ 625.000,00** (seiscentos vinte cinco mil dólares norte-americanos).

# 1 INTRODUCTION

The purpose of this document is to provide a Process Framework (PF) for the proposed **South West Indian Ocean Fisheries Governance and Shared Growth in Mozambique (SWIOFish Mozambique)**, a program through which the World Bank (WB) and the AFD will support the Government of Mozambique (GOM) to sustainably increase the competitiveness of country's fisheries sector as a way of ensuring that the sector realizes its recognized potential of creator of employment and wealth and as a crucial contributor to the diversification of the economy.

As the name of the program indicates it has a regional dimension that will basically target enforcement, biodiversity and ocean health activities in the South West Indian Ocean around which there has already been regional consensus developed under SWIOFP. However, this PF and related Environmental and Social Management Framework (ESMF) will be mainly confined to Mozambique and try to ensure that activities to be developed under the program in this country are conducted in a manner that is environmentally and socially sound and adhere to the best practices recommended by both, the donors and the Mozambican authorities.

The planned support is expected to address the three fundamental pillars of Mozambique's Strategy to Reduce Poverty (PARP, 2011-2014) that consist of (i) increasing agricultural (and fisheries) production/productivity; (ii) increasing employment through targeted interventions to strengthen the dynamism of the private sector to drive economic growth and accelerate job creation; and (iii) good governance. Emphasis will be given to the engagement of the private sector and to the investment necessary to increase productivity and employment. Since it is acknowledged that institutional strengthening is a key area the intended support will focus on improving public sector capacity, improvement of the country's investment climate, tracking and timely adaptation to economic trends in the sector, as well as efforts to align public investments and activities with private initiatives at all levels of the country's political and administrative organization, namely at national, provincial and district levels.

The program will be implemented over a period of 6 years, with the first year being dedicated to preparation, and it is expected to contribute significantly to meeting important development objectives embraced by the GOM in terms of diversifying the economy and making it more inclusive. This will be fundamental in a context in which it is increasingly acknowledged that the country's economy is becoming polarized by having a small number of big enterprises on one hand and a wide number of informal SMEs, mostly micro enterprises, on the other hand. This fuels imbalances in development and hampers access to the benefits of the development by a significant proportion of the population<sup>1</sup>. Significant investments in critical areas that contribute to adding value to primary goods in agriculture and fisheries should continue to play a role in this process of stabilization and gradual elimination of imbalances as should the creation of a business environment in which SMEs can become competitive, grow and diversify.

From north to south the geographical areas with potential for implementing most of the physical interventions of the Program include (i) Cabo Delgado Province in the districts of Palma, M. Praia, Macomia, Quissanga, Pemba; (ii) Nampula Province in the districts and localities of Memba, Nacala, I.

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<sup>1</sup> Carlos Nuno Castel-Branco (2008) "The Mega Projects in Mozambique: What Contribution to National Economy?" Civil Society Forum on Extractive Industries, Natural History Museum (Maputo), 27 and 28 November 2008.

Moçambique, Mogincual (Namige), Angoche, Larde, Moma; (iii) Zambezia Province in the districts and localities of Cuassiane (Pebane), Pebane, Zalala (Nicoadala), Quelimane, Chinde; (iv) Sofala Province in the districts and localities of Maciamboza (Cheringoma), Sambazóo (Muanza), Njalane (Cidade da Beira), Praia Nova (Cidade da Beira), Nova Sofala (Buzi), Chiloane (Machanga); and (v) Maputo Province, Marracuene District (Macaneta) including Maputo Port itself, in the capital of the country. These areas have been identified as important fisheries growth poles in Mozambique and have been benefiting from a series of other interventions. In many cases the program will try to strengthen such interventions and contribute to realize the potential of these areas to carry out innovative fisheries activities.

In addition to laying mostly in the coastal zone the program area touches on one National Park, i.e. Quirimbas National Park (*Parque Nacional das Quirimbas*, Cabo Delgado (7,500 km<sup>2</sup>).

In light of the prevailing socioeconomic development imbalances it is generally accepted in Mozambique that if concrete measures are not adopted and put in place there is the risk that social tensions with the potential to degenerate into unrests will be continuously increased.

Among other interventions one of the program components will deal with investments in infrastructures. This will be divided into two phases in which the first will focus on small/medium scale infrastructure and undertake the planning for a potential phase two of investments which would see larger infrastructure and fleet adjustments being made. In general infrastructure development will go for (i) investments in rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups, and during the second phase for (ii) larger infrastructure and assets, including investments in strategic fishing port/landing facilities, fish chilling facilities at airports, including investments in improved enforcement capabilities.

Infrastructure development (e.g. rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups, as well as larger infrastructure and assets, including investments in strategic fishing port/landing facilities, fish chilling facilities at airports, etc.) in particular but also other interventions will have positive and negative implications on the receiving natural and socioeconomic environment. Although the risk of land taking and significantly affecting people and/or their assets is limited the program has the potential of causing restrictions in access to natural resources in legally designated parks (e.g. the Quirimbas National Park) and protected areas as well to other types of project-related restrictions of access to fisheries or other natural resources.

Under the above-mentioned circumstances the World Bank OP/BP 4.12 on Involuntary Resettlement requires that a Process Framework (PF) be prepared and implemented. The purpose of the PF is to describe the process by which potentially affected communities will participate in identifying the impacts of their restrictions on access and in planning mitigation of these effects, with the overall objective of sustainably managing the natural resources in the conservation areas and other protected areas.

In line with the GOM and WB principles and guidelines related with environmental and social management interventions should be designed, implemented and operated in such a way as to avoid causing harm to both the natural and social environment.

The Process Framework (PF) is meant to be a guide to the overall management of the proposed Program interventions to ensure that they do not negatively affect people and their legitimate right to access to natural resources in the program areas. The PF covers the entire program and subproject

cycle. It provides the principles and prerogatives the Borrower should follow in program and subproject management to ensure compliance with the WB policies. The PF is particularly relevant in a situation where the selected project/program interventions have not yet undergone the respective feasibility studies and design, as is the case with the Program at this stage. The PF outlines a number of principles, which include:

- A full understanding of the program components, particularly those that translate into restrictions to access to natural resources by local people;
- Public consultation and participation;
- Determination of land use and access to resources rights;
- Screening of the program sites and activities;
- Effective redress of complaints and grievances;
- Monitoring and evaluation of program effects on living standards of the program affected people and communities; and
- A budget to ensure that the Program has adequate resources to support the smooth and sustainable implementation of the participation process.

The PF principles will be applied throughout the entire project life cycle.

## 2 PROJECT DESCRIPTION

### 2.1 Project Components

The Program Development Objective (PDO) is to improve the management effectiveness of selected priority fisheries at regional, national and community level. Overall, the program intends to build the capacity and leadership required and address core economic governance issues to establish a well-founded basis for shared economic growth based on fisheries and aquaculture. It will do so by supporting the improvement of the management of the most economically important fisheries, improving co-management of the small-scale fisheries, and facilitating public and private investments to increase the contribution of fisheries to national economies. In short the program comprises the following components:

- 1) **Component 1:** Cost-effective regional collaboration. This component will target activities that add value through regional collaboration through the support to the function and activities of regional collaborative institutional and mechanisms.
- 2) **Component 2:** Improved governance of fisheries. Focusing on actions to be taken by the public sector, this component will deal with the sustainable use of the resources with the aim of improving economic outcomes.
- 3) **Component 3:** Increased fisheries contribution to country economies. This component will primarily target the private sector as well as public investments that are critical to a profitable private sector. The ultimate objective is to increase economic benefits generated by the private sector in harmonious collaboration with the public sector
- 4) **Component 4:** Program management and coordination. This component will deal with cross-cutting human and institutional capacity building embedded in each program component.

The highlights of each component and respective subcomponents can be summarized in the following manner:

**Component 1: Cost-effective regional collaboration.** The regional component will support activities which provide regional value added or where country collaboration is essential to achieve mutual goals or reduce management costs. This Component will mobilize resources from on country financing and grant financing from the GEF, the DGF and other sources, including WWF parallel financing. It will promote regional cooperation on fisheries, including reduction in illicit fisheries activities and improved management; establish technical capacity to monitor threats to the marine environment, and facilitate regional fisheries knowledge exchange and human resource development. Main subcomponents include:

- Sub-component 1.1: Trans boundary marine resources and challenges to support collaboration on trans boundary living marine resources including formal arrangements on joint actions for selected fisheries, vulnerable species, habitats and ecosystems of regional importance; and address shared challenges, such as piracy, illicit fisheries activities, and securing coastal state benefits from marine resources. In the specific case of Mozambique, specific attention will be directed to: (i) engagement with other coastal countries in the development of minimum terms and conditions of access to the tuna fisheries and related efforts to increase coastal state benefits Collaboration on MCS, including co-financing of offshore patrols in the waters of other regional countries subject to agreements and operating protocols, as may be agreed and financed; (ii) support to EAF management plans, in particular those developed under the South West Indian Ocean Fisheries Project (SWIOFP), including actions to conserve

vulnerable species such as turtles, sharks, seabirds and iconic species, notably coelacanth and to protect critical habitats such as coral reefs, mangroves and coastal wetlands; effective management of by-catch, including reduction in unwanted by catch; (iii) management of other trans boundary stocks and fisheries including fisheries for coastal pelagics, lobster, shrimp and shared demersal stocks; (iv) collaboration on biosecurity issues.

- Sub-component 1.2: Sustainable regional institutional arrangements. Under this subcomponent further development and consolidation of sustainable institutional arrangements for regional fisheries collaboration through development of the SWIOFC and associated regional institutions, including the programming and financing of an agreed regional work program, continuation of priority activities emerging from SWIOFP and formulation of common approaches in global and regional for a, will be provided. It will include: (i) support for establishment of a permanent headquarters for the SWIOFC, which is hosted by Mozambique. This will consist of construction of offices and conference facilities, office equipment, transport and communications facilities and housing; (ii) support to regional processes, such as the SWIOFC Secretariat, Regional Program Steering Committee (RPSC), SWIOFC Working Groups, and regional meetings; and their integration into SWIOFC agenda to avoid fragmentation and duplication; (iii) Assistance with legal, financial and other covenants as required to establish a functional SWIOFC Secretariat in Mozambique; (iv) support for regional MCS centers, including the SADC Regional MCS Center in Maputo.
- Sub-component 1.3: Knowledge generation, exchange and capacity development, which will focus on scientific, socio-economic, trade and governance priorities with a particular emphasis on co-management, tuna fisheries, marine tourism and building competitive businesses. Synergies with other regional initiatives including those supported by Southern Africa Development Community (SADC), NPCA (formerly NEPAD) and the Partnership for African Fisheries (PAF), EAF Nansen Program, SWIOFC and the International MCS Network, will be built.

**Component 2: Improved governance of fisheries.** The support to the implementation of core policy instruments through development of comprehensible fisheries policies informed by sound economic rationale and development trajectory, sustained by human and institutional capacity building will be materialized through the following subcomponents and actions:

- **Sub-component 2.1: Management of priority fisheries** (including aquaculture), by prioritizing the most economically and socially important fisheries and the design and/or implementation of small-scale fisheries co-management and accompanying legal and institutional arrangements within the framework of the FMP. This will include: (i) implementation of the FMP by clearly articulating the process, costs, financing, inputs and trade-offs required to achieve the desired results. This entails building the capacity to map, finance and implement the main ways to reach strategic FMP outcomes; (ii) preparation and implementation of strategic development and management plans for targeted fisheries, aquaculture and associated marine livelihoods, including review and updating of the approaches to marine spatial management. Target fisheries include (but are not be limited to) shrimp fisheries, reef and high value demersal (snapper, grouper) fisheries, lobster and sea cucumber fisheries and fisheries using specific gears, the interaction between small and large-scale shrimp fisheries, between commercial and recreational fisheries; and value chain models for aquaculture; (iii) preparation and/or updating legislation and administrative modalities for the industrial, small scale and recreational fisheries, and for the associated port, trade and fiscal and tourism aspects of fisheries and for regional collaboration on tuna; (iv) Evaluation and adaptive management of the co-management framework for the sector covering structure, status, functioning, efficiency, financing, community mandate and relationships with local and fisheries authorities and other stakeholders (e.g. ANC – National Agency for Conservation). The ultimate objective is to promote the optimal sharing of marine resources between



economic and social development sector (i.e. tourism, fishing, aquaculture, etc.); (v) review and improvement of the registries of fishing vessels, gears or fishers for codification of fishing rights and responsibilities; (vi) promotion of good practices to reduce destructive fishing in the project area, and particularly around Marine Protected Areas (MPA); (vii) Capacity development and leadership training at all levels with particular attention to analyses of the fishery and marine economy and responsible fishing industry leaders.

Under this subcomponent attention will also be given to the development of sustainable fisheries through co-management and establishment codification of tenure and rights fostering enhanced community co-management through an iterative and participatory monitoring and evaluation process designed to disseminate best practices and including support to the institutional and legal arrangements and community-level registries of fishing vessels and rights.

- **Sub-component 2.2: Improving the performance of public institutions and assets**, to bring them to the required level to provide effective basic fisheries services and infrastructure, and improved information for policies and decisions. It will deal with the performance of quays, landing sites, public fish markets, informal markets, laboratories and sanitary certification institutions, and the MCS systems and assets. Work will be geared towards the improvement of services, maintenance, financing and management. Under this subcomponent capacity development and leadership training for both public and private actors will be provided including ensuring linkages to other major initiatives such as on tourism, piracy, competitiveness and direct foreign investment. There will be short, medium and long-term training, leadership training, technical assistance, workshops and preparation of policy and economic studies and advisory services to SMEs. The activities will include: (i) development of effective sector management including capacity for planning, budget control, accounting, procurement, decentralized functions, improved transparency and anti-corruption measures and establishment of targets and programs for effectiveness of fisheries institutions and public services in the sector; (ii) improved business plans and operational practices for public institutions, including the fishing ports, sanitary control authorities, public fish markets, small-scale quays and landing sites and the co-management institutions; (iii) establishment of a cost-effective MCS capability for offshore and coastal fisheries, including VMS (Vessel Monitoring System) and AIS (Automatic Identification System), community compliance, country inputs to regional MCS collaboration, capacity to apply Port State measures, improved capacity of the justice system, and specific technical training for staff of the agencies involved; (iv) capacity development and leadership training at all levels, including for parliamentary and community fisheries dialogues and decision making; (v) investments in MCS equipment, including hardware, software, security and legislation to meet regional requirements for VMS and regional collaboration on MCS.
- **Sub-component 2.3: Establishment of a dashboard of environmental, social and economic indicators** to track the progress of the sector towards achieving country policy and planning goals, and to provide a basis for adaptive management and adjustment of policies and programs. Under this subcomponent a strong economic dimension in management and monitoring of fisheries using a results-based approach directed at specific measurable governance, economic and environmental outcomes, including food security, will be established. Sector performance trends would be reflected through economic indicators such as balance of payments, contribution to GDP and distribution of the value added, enterprise profits and economic rents in key fisheries, contribution to employment and, public revenue, credit delivery and repayment, and investments in value chain enhancement and trend in the value of the natural capital. This will be linked to a 'Doing Business in Fisheries' profile and scoring of the investment climate backed by a program of actions to improve the investment climate. The statistical system to be developed includes: (i) Establishment of and/or improvement of fisheries information systems (i.e. catch statistics, resource appraisal (state of

the main fish stocks), vessel registers and fisher registers, GIS of fishing communities and fishing grounds, market price information, surveys of employment and incomes in fisheries and of fish consumption (aligned with other national surveys where relevant); (ii) Establishment of models<sup>2</sup> to assess the economic contribution and local value added from extractive fisheries, aquaculture and marine tourism; (iii) establishment of a publicly available web-based and newsletter and Dashboard of key indicators of the state of the fisheries sector based on the information system and with particular attention to stakeholder incomes, profitability and public revenues from the key fisheries; (iv) capacity building, coordination and process management. The institutional investments would include making effective use of new legal instruments for long-term fisheries and aquaculture concessions and implementation of the sector's governance and anti-corruption plan.

**Component 3: Increased fisheries and aquaculture contribution to country economies.** This component would be aimed at addressing the constraints that affect the performance of the private sector such as a weak investment and business climate, infrastructure, business advisory services and credit. There will be public investments to facilitate and support private investments in sustainable fisheries and aquaculture. The funding will be in two phases: the first to improve the sector investment climate and finance, or facilitate viable investments already at an advanced planning stage; and prepare the analyses and organize the financing for proposed investments with a longer time horizon for financing under Phase Two. Phase Two will finance the additional investments planned under the First Phase. Most of the tasks under this component, i.e. analyses, preparation of financing packages and credit facilitation, and measures to improve the sector investment climate will be undertaken through a technical assistance contract with a competent financial institution working under the technical supervision of the PMU and the overall guidance of the Ministry. This component will comprise the following sub-components:

- **Sub-component 3.1:** Improved business and investment climate. To undertake the analyses required to identify and address the critical constraints to business and trade and develop an action program to improve the fisheries business opportunities and investment climate in the form of (i) preparation of a “Doing business in fisheries’ assessment of the business and investment climate with a program of actions to improve business opportunities in fisheries and aquaculture; (ii) capacity development and leadership training at all levels, including for businesses and business associations with an emphasis on practical solutions to the constraints to business development.
- **Sub-component 3.2:** Support for socially, economically and environmentally sustainable community and enterprise development and investments to address the constraints to business and create a favorable investment climate through facilitating access to credit, one-stop-shop investment and advisory services, preparation of models and feasibility studies for bankable and sustainable projects and by identifying co-financing opportunities. The activities under this subcomponent include: (i) implementation of the actions to improve business opportunities and competitiveness and reduce business vulnerability identified under the previous subcomponent; (ii) private investments facilitated through assistance in preparation of the feasibility studies, access to credit, co-financing and credit or other guarantees consistent with national and World Bank guidelines, and assistance with licensing, land, water or other concessions and arrangements with communities and potential out growers; (iii) development of sustainable artisanal value chains where enhanced community co-management has been achieved. Among other support will be given for the replacement of environmentally damaging

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<sup>2</sup> With linkages to the WAVES Partnership: [www.wavespartnership.org/](http://www.wavespartnership.org/)

gears or practices with more sustainable harvesting gears and practices; (iv) support for development of new fisheries e.g. use of anchored FADs with accompanying tenure and maintenance arrangements; substitution of destructive gears, or gears with unwanted by catch; for fishing industry associations and for reduction in post-harvest physical and financial losses through training in fish handling and processing, improved logistics and dissemination of price information via SMS and/or radio and initiatives to match supply with demand; and establishing arrangements for possible retention and offloading of by catch from industrial fleets and use of wastes for aquaculture or other value added production; (v) development of materials for primary and secondary school syllabus on sustainable use of marine and coastal resources and related business practices and training of teachers and community leaders, youth leaders and leaders of women's groups; (vi) marking of protected areas and navigation hazards, provision of facilities for marine communications and safety at sea, for emergency response and weather forecasting and maritime security for the fishing industry

- **Sub-component 3.3:** Investment in strategic infrastructure will cater for investments in small/medium scale infrastructure and undertake the planning for potential Phase Two investments in larger infrastructure and fleet adjustments. Under Phase Two there will be funding for viable larger infrastructure, such as development of quays, major improvements to fishing harbors or development of new marinas, including: (i) investments in rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups; (ii) planning for development and use of larger infrastructure and assets, including investments in strategic fishing port/landing facilities, fish chilling facilities at airports, and possible investments in improved enforcement capabilities. Strategic fishing ports are Maputo, Beira, Quelimane, Nacala and Angoche. Existing technical studies for the rehabilitation of the fishing ports will be updated where needed. Investments under this subcomponent will be dependent on clear economic justification based on profitable industrial and semi-industrial fleet operations and on implementing effective management policies.

**Component 4: Program management and coordination.** Under this component country implementation of the Program and coordination of the regional component through the National Program Steering Committee (NPSC) and the Program Management Units (NMU), will be supported. NPSC will have a supervisory role over the funds provided to Mozambique while the NMU will be responsible for the day-to-day management of the country-implemented investments of the Program. Technical assistance and operating costs for the NMU to be embedded in the Ministry of Fisheries and support the operation of the NPSC will be provided. The NPSC will be formed by representatives of the Ministries of fisheries, finance and/or planning and the fishing industry. In each country the Program will support the following: (a) establishment of the NMU, in terms of furniture, security of the premises, computers, printers, communications equipment and vehicles as may be required; (b) operating costs for the NMU, including salaries of Program Coordinator, Finance Officer, Procurement officer, M&E specialist, Environmental and Social Specialist and support staff, as needed; (c) local and international long and short-term consultant staff; (d) operating costs of the NPSC and any technical committees required; (e) auditing activities; and (f) mid-term review and final evaluation.

### 2.3 Anticipated sub-Project types under the Project

Physical interventions will be in the form of rehabilitation or upgrading of fishing ports, landing sites, fish markets, laboratories and applied research assets, training facilities and social facilities for fisher associations and women's groups. There will also be construction/rehabilitation of office/conference buildings/facilities to host permanent headquarters for the SWIOFC.

Although a significant number of the above-mentioned interventions are already at an advanced stage of planning a consultative and participatory process will be adopted in their finalization to ensure that the various classes of stakeholders are informed about them and get the opportunity to express their views and concerns. These views and concerns will be taken into consideration in the final siting, design, implementation and operation of the facilities. Hosting provinces and districts will review their strategic development plans and ensure that relevant plans and projects become part of the Program.

The project will also deal with the soft aspects aimed at contributing to ensure that the receiving natural and social environment is used in a sustainable manner. At the regional level these will focus on (i) collaboration on transboundary living marine resources; (ii) joint actions for selected fisheries, vulnerable species, habitats and ecosystems of regional importance; and (iii) addressing shared challenges, such as piracy, illicit fisheries activities, and securing coastal state benefits from marine resources. In Mozambique focus will be on: (i) engagement with other coastal countries in the development of minimum terms and conditions of access to the tuna fisheries and related efforts to increase coastal state benefits, including co-financing of offshore patrols in the waters of other regional countries; (ii) support to EAF management plans including actions to conserve vulnerable species such as turtles, sharks, seabirds and iconic species, and to protect critical habitats such as coral reefs, mangroves and coastal wetlands; effective management of by-catch, including reduction in unwanted by catch; (iii) management of other transboundary stocks and fisheries including fisheries for coastal pelagics, lobster, shrimp and shared demersal stocks; (iv) collaboration on biosecurity issues.

## **3 PROJECT IMPLEMENTATION ARRANGEMENTS**

### **3.1 Institutional Arrangements**

The Ministry of Fisheries (MP) will be responsible for Program implementation and will coordinate Program activities to be executed by its directorates/departments as well as MF subordinate institutions, namely:

- International Cooperation – DCI;
- Fisheries Economy and Policy – DNEPP;
- Fisheries Surveillance – DNFP;
- Fisheries Technology and Equipment – DTEP;
- National Directorate of Fisheries Administration (ADNAP);
- National Institute for Fisheries Research (IIP);
- National Institute for Development of Small-Scale Fisheries (IDPPE);
- National Institute for Aquaculture (INAQUA);
- National Institute for Fisheries Inspection (INIP);
- Fisheries Development Fund (FFP); and
- The fishing port management bodies where the four ports are currently structured as four state-owned companies under the Ministry, and should soon be integrated under one unique Fishing Port Agency).

A National Program Steering Committee (NSC) involving representatives of the Ministry of Fisheries, the Ministry of Planning and Development, and the private sector will be responsible for overseeing the program and providing guidance in association with Bank supervision. On an ad hoc basis observers will be invited to participate in relation to specific issues.

There will be a National Management Unit (NMU) to work as the secretariat for the NSC. The NMU will have a Core Management Team and a Technical Team. The Core Management Team will consist of the following professionals:

- National Program Coordinator (consultant);
- Procurement Specialist (UGEA);
- Financial Management Specialist (DAF);
- Monitoring & Evaluation Expert (in-house from DNEPP);
- Environmental and Social Safeguards Specialist (in-house); and
- Program Economist.

The NMU will be supported by an Administrative Assistant (consultant) and it will be integrated within a Directorate of the Ministry.

A development finance institution contracted to address the economic analyses, feasibility studies, co-financing, credit and institutional and economic performance monitoring components over the course of the Program will also be hired to assist the NMU and to undertake capacity building.

The Technical Team will be determined by the prioritized requirements for Program implementation and will be structured to address the changing circumstances in the course of Program implementation. It would be recruited either directly or as part of a technical assistance contract with a development finance institution.

Additional coordination mechanisms which might be required to address issues arising from the involvement of a number of agencies in the execution of the Program activities will be specified in the financing agreement. The following will be taken into consideration:

- The NSC would require a formal link with the Ministry of Fisheries Consultative Council (Conselho Consultivo), which would receive regular reports on the Program and ensure iterative linkages with the Fisheries Master Plan (FMP);
- The Directorate of the Ministry of Fisheries to host the program will oversee the day-to-day NMU activity;
- Each of the institutions dependent on the Ministry would appoint a Focal Point for the Program and the Focal Points would jointly form a technical advisory group for the NMU. The minutes of the technical advisory group, duly annotated by the NMU, will be provided to the NSC and the Consultative Council;
- The Program activities of the dependent institutions will have an agreed geographical focus to benefit from synergies and clustering of skills and support and to avoid dispersion of efforts.
- Efforts will be made to avoid duplication of administrative, financial and logistic processes at the provincial level either by different institutions or projects operating in the province or area.

### **3.2 Financial Management, Disbursements and Procurement**

Program accounting, reporting, and auditing functions will be centralized at the NMU. Program financial reports will be consolidated by the NMU and submitted to the National Program Steering Committee, and subsequently to the Regional Program Steering Committee that will submit them to the Bank as part of Program progress reports.

Program funds will be deposited by IDA in a Designated Account (DA) at the Bank of Mozambique. Based on the cash needs and approved budgets of the project, funds will be transferred into the government's single treasury account, CUT. Subject to the overall control of the NMU and satisfactory fiduciary arrangements, some funds will be used directly by the implementing agencies (e.g. IIP, or IDPPE). The dependent institutions and implementing agencies will liaise with the NMU to ensure efficient procurement and avoid duplication of effort in terms of administration and logistics. At the provincial level the activities will be part of a common integrated approach by the dependent implementing agencies.

The program will use transaction based disbursements (Statements of Expenditure – SOEs) through the use of the Advance disbursement method. It may also make use of other disbursement methods/procedures such as (i) Reimbursement disbursement method, whereby the Bank reimburses the GoM for eligible expenditures pre-financed using its own resources; (ii) Direct Payment method, by which at the borrower's request, the Bank makes direct payments to suppliers and contractors from the Credit account; (iii) the Special Commitment method, whereby the Bank will issue special commitment to commercial banks for payment of eligible expenditures

The Ministry of Fisheries and accredited subordinate institutions will use the SISTAFE and CUT and a consolidated SISTAFE account will be prepared at Ministry level. IFAD and Nordic projects will have

made the SISTAFE fully operational in the Ministry by Program initiation and current delays in procurement resolved.

The NMU will enhance the current Program management capability within the Ministry of Fisheries through a full matching set of Program coordination, planning, tendering, procurement, financial management and technical staff training. The Program will be supported by nominated focal points in each implementing agency working as a technical advisory group and by provincial coordinators as the may be. A dedicated procurement officer will be part of the PMU and a detailed Program Implementation Manual will be prepared to specify the modalities for both domestic and foreign procurement and payment procedures. The procurement processes will be in line with the governance and anti-corruption plan of the Ministry and there will be training and monitoring of procurement officers in the subordinate institutions.

### **3.3 Monitoring & Evaluation**

The Program will use the *Dashboard* and *Doing Business* activities to monitor impacts in addition to the regular monitoring of disbursements and outputs. These will require substantial investment in information systems.

M&E function will be embedded in the Program and will serve not only to track the Program but as the knowledge backbone (drawing lessons learned) of the sector used for policy and planning purposes at country level. The information system will have a regional and community base and feedback would be generated not only at Program and country level, but also at community and fishery scale, making the system a knowledge tool rather than simply a Program monitoring requirement. The specific Program impact indicators will be tracked in the Dashboard and the existing baselines will be further verified during the Program inception period.

A first step in the M&E process will be to implement, under Component 2, the fisheries statistics master plan and develop the core economic tracking modules to deliver an economic dashboard for the sector. The second and concomitant step will be to link the dashboard to the milestones of the Fisheries Master Plan and to the performance indicators and deliverables of the dependent institutions and major projects.

Specific results of the Program will be tracked through the enhanced fisheries statistical system and dashboard. In addition to conventional recording and analysis of capture fishery and aquaculture production, catch per unit of effort, imports, exports, and fish prices, this would include close tracking of the economic performance of a representative sample of private sector operators and tracking of credit performance both by lenders and borrowers. As part of the economic dashboard, initial 'green accounts' would be established to reflect the changing value of the natural capital - the fish stocks. Selected '*Doing Business*' indicators and actionable governance indicators (taken from the WBI Governance Indicators) complemented by key sector indicators will be used to inform the dashboard, the Ministry, the private sector and the Program oversight. Specific linkages will be made to the FMP through attention to fish food supply, sector balance of payments, private sector performance and employment. Rather than duplicating effort in monitoring the artisanal fisheries, the Program will use the core ProPESCA indicators, where necessary supplemented with tracking of resource and co-management performance.

Monitoring and evaluation of outcomes and results during implementation will be in line with standard World Bank procedures. The NMU will collect and present data and reports for quarterly review by the TTL and bi-annual review by the National and Regional Project Steering Committees together with the World Bank supervision missions. Discussions during supervision missions related to institutional capacity building, financial viability, technical reviews and site visits will also be effective means of

monitoring progress. The progress reports will be published and will be accessible to managers and decision makers. The AFD will adopt the World Bank procedures.



## **4 DEVELOPMENT CONTEXT IN MOZAMBIQUE AND THE PROGRAM AREAS**

To better understand some of the issues that will determine the (final) design, environmental licensing, implementation and management of the program planned interventions, it is important to briefly make notes of the development context in the country in general, and the program areas and fisheries sector in particular.

### **4.1 General Country Development Context and Project Relevance**

SWIOFISH happens at a time when Mozambique is experiencing economic growth rates of an annual average situated above 7%<sup>3</sup> in real terms and continues to be one of the fastest growing economies in Africa and the world, with reduced inflation, which, due to sound macro-economic policy management.

In the last few years, extensive reserves of coal, gas and other minerals have been discovered and are beginning to be exploited. The current and future developments associated with mineral resource exploitation have the potential to radically change the structure of Mozambique's economy and society at the same time that pose serious challenges to the country's capacity to embark on an inclusive economic growth as espoused by the approved and on-going poverty reduction strategy or PARP III (2011-2014). These developments also further compound the existing challenges of promoting sustainable development as they will exacerbate the needs for human and institutional capacity for management of traditional and new sectors of the economy such as water, agriculture and forests, mining, fisheries, tourism, energy, transport (roads/bridges, airports and ports), tourism, etc. and their inter relationships including the recent challenges related with climate change adaptation and mitigation. Some of these sectors are directly related with fisheries development and also translate into additional challenges to this sector.

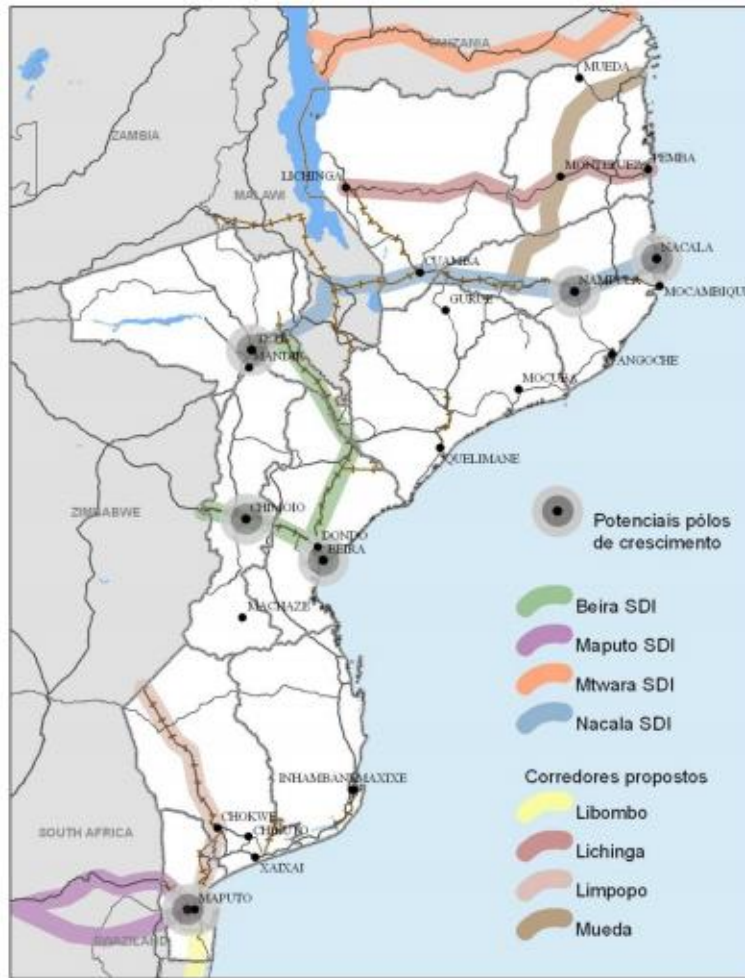
Mozambique has a total area of approximately 800,000 km<sup>2</sup> and a population of 20.4 million inhabitants (INE, 2007) of which over 64% continue to live in rural areas, with more than 60% living in coastal regions. Its GDP per capita is now estimated at USD 590<sup>4</sup>, significantly below the average for developing countries in sub-Saharan Africa (USD1,424) and very close to the average for low-income countries worldwide (USD 581). The country is bordered to the east by the Indian Ocean, with which it forms a border of more than 2,700 km that is a major port of entry and exit of goods to the country itself and the hinterland countries bordering Mozambique, namely South Africa, Swaziland, Zimbabwe, Malawi and Zambia. To the north, the country is bordered by Tanzania, which also has direct access to the Indian Ocean. This geographic positioning of the country's ports has resulted, from the colonial period, in the development of three important corridors in the east-west direction and vice versa, meant precisely to serve neighboring countries. These are the corridors of Maputo, Beira and Nacala, which have railway lines as one of their main components. Other components of the corridors are highways, power transmission lines and communications (see Figure 1).

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<sup>3</sup> The World Bank estimates that Mozambique's economic growth averaged 8.1% over the period 1995–2010 (WB, 2013)

<sup>4</sup> It was estimated at USD 318 in 2012 (Ernest & Young, 2013).

Figure 1: The main development corridors in Mozambique



Source: World Bank (2010)

After about a decade of centralized economy and just over 16 years of armed conflict from the mid-1990s, the accelerated growth rates that the Mozambican economy has been recording are supported by high levels of assistance from Development Partners. They result from the efforts in the field of macroeconomic policy management and strengthening the enabling environment for promotion of domestic and foreign private investment. Notwithstanding the effects of external shocks with negative impacts on the economy and society, the country tends to register high rates of economic growth, which is accompanied by a climate of political and macroeconomic stability with average inflation rates in the order of a single digit. Economic growth has been driven by (i) foreign direct investment in mega projects<sup>5</sup> and operating large-scale high-value agricultural products such as cotton, sugar and tobacco, (ii) the favorable agricultural growth at the family sector level, and (iii) infrastructure rehabilitation projects, including roads.

<sup>5</sup> e.g. Aluminium Smelter (Mozal), gas exploration (SASOL), Moma heavy minerals and coal in Tete province for a number of actors.

However, despite the remarkable ongoing growth progress, the country continues to be among the world's poorest and heavily dependent on foreign aid. On the 2013 United Nations' human development index (HDI), Mozambique ranks as the 185th of 187 countries. A number of institutional constraints and other constraints continue to obstruct the delivery of basic services (e.g. water supply, sanitation, education and health services) and there are many challenges that remain. In 2010, MPD data indicated that between 2002-3 and 2008-9 there was a slight increase in the incidence of poverty (consumption), which rose from 54.1% to 54.7%. Rural poverty has been the worst although in recent years urban poverty is increasingly becoming a serious concern.

The Government is in the process of implementing a second set of structural reforms that will take advantage of the prevailing macroeconomic climate. The main targets of these reforms are: (i) the public sector, (ii) fiscal policy, (iii) governance and, (iv) the business environment, including the creation of an enabling environment for the establishment and development of small and medium-sized enterprises (SMEs).

More recent analyses have highlighted the fact that the Mozambican economy is characterized by a very small number of mega projects on the one hand, and the family and informal sector, on the other. This encourages imbalances in development and particularly with respect to the diversification of production and access to the benefits of the development by a significant proportion of the population<sup>6</sup>. Among other things, investments in infrastructure such as roads, ports, water supply and sanitation, energy, telecommunications, etc. should continue to play a role in this process of stabilization and gradual elimination of imbalances.

Strengthening small and medium size enterprises (SMEs) is seen as key to changing the prevalent situation.

SMEs (both formal and informal) represent about 98.6% of all enterprises, employing 43% of the workers and accounting for 76% of the total sales. Trade and service sectors form the bulk of business units, with commerce and retail businesses accounting for close to 60%, restaurants and accommodation 20% and manufacturing less than 10%. Most of these SMEs typically grow informally and as a reaction to immediate market deficiencies.

Studies show that despite the SMEs' importance in national economic development and poverty alleviation they lack growth perspectives, due in part to the entrepreneurs' and workers' poor education and training skills, cumbersome regulations, high cost of credit and poorly developed basic socioeconomic infrastructure.<sup>7</sup> As a result, local entrepreneurs tend to diversify into a large number of relatively small and uncompetitive businesses rather than grow promising small businesses into large ones that could reach out to more people and offer more income generation opportunities (job creation, gender mainstreaming, etc.).

In 2007, the government approved the "Strategy for the Development of Small and Medium Size Enterprises in Mozambique." The strategy underscores the central role SMEs are expected to play as drivers of employment, competitiveness, diversification and innovation, including SMEs' role in mobilizing social resources. The strategy relies upon three major pillars:

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<sup>6</sup> Carlos Nuno Castel-Branco (2008) "The Mega Projects in Mozambique: What Contribution to National Economy?" Civil Society Forum on Extractive Industries, Natural History Museum (Maputo), 27 and 28 November 2008.

<sup>7</sup> M. Krause and F. Kaufman, "Industrial Policy in Mozambique", 2011.

- Improve the business environment for SMEs
- Strengthen SMEs' technological and management capacities (capacity building)
- Give strategic support (e.g. to exporters and high-tech firms, etc.)

The reduction of transaction costs for SMEs is also given high priority. Among other provisions, the strategy introduces the notion of a 'negative licensing system', which means that any SME that applies for a license is automatically licensed unless the competent authority explicitly objects the application for justified reasons. It also advocates simplification of the arbitrary inspection and tax systems. The subsequent "Strategy for Improving the Business Climate", approved in 2008, deals with these issues in more detail.

Another aspect that needs to be addressed in the Mozambican economy has to do with the fact that due to historical factors a significant number of development sectors (roads, railways, energy, telecommunications, etc.) have focused mainly on serving the region in detriment of domestic needs. The largely functional corridors of Maputo, Beira and Nacala, which link Mozambique to South Africa, Swaziland, Botswana, Zimbabwe, Malawi and Zambia, respectively, are a good illustration of this phenomenon.

In addition to being continuously under improvement, these three corridors already have efficient railways and road facilities including telecommunications and energy that are in dire contrast with the only and deficient road linking the south to the north (N1) of the country. More internal roads and corridors could play a crucial role in revitalizing the domestic economy, and ultimately with tangible impacts on the regional economy as well. Agriculture and fisheries which form the basis of the national economy would benefit significantly from such domestic developments.

It is worth mentioning that there is also a growing fear from various sectors inside and outside the country that the availability of foreign investment in mega-projects in areas such as mining, power generation, petrochemicals, smelting and transport infrastructure has created easy growth options that diminish the incentive for the government to undertake the more challenging reforms that would remove structural obstacles to broad-based growth. This could also influence negatively the attention to be given to agriculture and fisheries.

Under such a context, the project is highly relevant. Focusing on the fisheries sector and through its four major components and subcomponents, and particularly those dealing with infrastructure development, linkages and general improvement of the business environment it will support government's efforts in the establishment of the necessary infrastructure network, pilot and demonstrate viable socioeconomic interventions, assist in capacity building and provide adequate monitoring and evaluation mechanisms that will benefit the project areas in particular, and country as a whole. It will also link national development efforts with those of the West Indian Ocean region in realizing the potential of the fisheries sector to boost national economy and general socioeconomic development.

## **4.2 Country's Reliance on Agriculture and Fisheries and Poverty Reduction**

In Mozambique more than 70% of the population relies upon subsistence agriculture and fisheries for their livelihood with women being the majority. Thus, agriculture and fisheries are the key sector in the country's development strategy, which focus on poverty alleviation and is translated into 5-year government plans (PQG). The ongoing poverty reduction strategy (PARP III, 2011-14) focuses on (i) increased agrarian and fisheries production; (ii) promotion of employment; (iii) human and social development; (iv) governance; and (v) macroeconomic and fiscal management. One of the biggest challenges is the promotion of equity in development. Among other the strategy is aimed at addressing

imbalances in development, particularly with respect to the diversification of production and access to the development benefits by a significant proportion of the population. Significant investments in infrastructure such as roads, water supply and sanitation as well investment in the adding of value to the primary sectors of the economy where the majority of the country's population is active (i.e. agriculture and fisheries) should continue to play a vital role in the stabilization and gradual elimination of imbalances.

At the macroeconomic level, PARP III<sup>8</sup> defines the main policy guidelines leading to the integration of the economic, social and environmental issues into the poverty alleviation strategy. One of the biggest challenges is the promotion of equity in development. Agriculture and fisheries are seen as the base of the economy that should be used and at the same time be assisted to (i) provide opportunities for productive employment for a large part of its population including direct access by such people to the income arising from such occupation; (ii) ensuring food security; (iii) the diversification of food production and a series of productive sectors and sub-sectors (e.g. industry, trade, tourism, etc...); (iv) improve the balance of payments through a reduction in imports and increase in exports, etc.

Mozambique has a wealth of natural resources to rely upon to promote the development of the above-mentioned primary sectors of its economy. Current estimations, and according to an AFD study (AFD, 2009), are that 49% of the country's total wealth is natural capital, as opposed to 24% in the other sub-Saharan African countries. Existing resources, which include fisheries, can serve as a platform for economic growth and poverty alleviation. Due to its current level of socioeconomic and technological development the country relies heavily on its natural resource base.

The subsistence and well-being of the majority of people depend largely on access to land, water resources, forestry products, fisheries, mineral resources and other natural resources. At present more than half of the Mozambican population, respectively, lies below the national poverty line. About 64% of Mozambicans live in rural areas. Mozambican ecosystems are also highly vulnerable.

Fisheries, forests and mining sectors offer a series of concrete examples of opportunities that do not match their potential profitability through national revenues. The economic implications of the potential gaps and failures of the sector policies and regulatory approaches are very significant<sup>9</sup>. The government is certainly abdicating significant revenues with unclear benefits, while not inducing an efficient use of resources. This also applies to fisheries resources including to those situated in the program areas.

#### **4.2.1 The Fisheries Sector**

More specifically the fisheries sector contributes significantly directly and indirectly to poverty alleviation and socioeconomic development in general. At 2%, the direct contribution of the sector to the GDP might be moderate, but it has a considerable weight in food security and particularly access to animal protein (i.e. 50% of animal protein consumed in the country) by a significant proportion of the country's population in rural and urban areas, balance of payment, public revenues, employment and gender equity. Around 850,000 households, or about 20% of the population, rely on fisheries for part of their income and a larger proportion relies on fishing for subsistence and food security.

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<sup>8</sup> Poverty Reduction Action Plan 2011-2014

<sup>9</sup> Mozambique: Economic Analysis of Natural Resources Sustainability. The World Bank, 2005.

The country's coastline of about 2,700 km, is divided into three zones, each with differing ecological conditions, two large bodies of inland water (Lake Niassa and the Cahora Bassa dam lake) and small lakes and rivers scattered throughout the country. The distribution of fishery resources is dependent on these differing conditions: in the estuaries and bays small pelagic fish, soft bottom demersal fish, abundant crustaceans, bottom demersal species and some large pelagic fish in the vicinity of the near-shore islands, tilapia, catfish (Niassa) and tiger-fish, tchenga are found in the in the large inland water bodies as well as catfish and tilapia in Cahora Bassa.

Of the 130,000 tons of annual marina catches 91% are in the hands of artisanal fishing, 2% semi-industrial for local consumption, and 7% industrial fishing. The industrial catch, consisting mostly of crustaceans for export, represents about 52% of the total value, while artisanal fishing is situated around 42%, and the remaining 6% comes from semi-industrial fishing.

There are indications<sup>10</sup> to the effect that, if effective measures are taken, economic rents from the shrimp fishery could be increased by about \$30 million per year. Linking sustainable community fisheries to urban markets, industrial growth poles and export markets can strengthen rural employment and growth.

Notwithstanding the potential of the activity fishing communities are among the most vulnerable, isolated and marginalized. Some of them are landless and situated in the front line of climate change, subject to flooding, erosion, changes in fish resource distribution, extreme weather events and sea-level rise.

The sector as a whole faces a number of threats such as weak management of the significant shrimp fisheries combined with rising fuel prices and reduced demand for high value shrimp which translate into the decline of the sector's economic performance in recent years. The concentration of the shrimp fishing into two majority foreign-owned industrial companies has impacted on the distribution of benefits from the fishery, eliminating smaller and economically less robust Mozambican operators. The number of artisanal fishers involved in marine fisheries doubled<sup>11</sup> from 2002 to 2007 leading to overexploitation of artisanal fisheries. Declining terms of trade, low, or negligible domestic value added to fish products and recent outbreaks of farmed shrimp diseases that contribute to weak sector growth. The prevailing unattractive business climate including poor access to investment capital and credit translate into low private sector investment, and with real interest rates in the order of 18-30 percent and a weak network of rural and micro-credit organizations, financing sustainable fisheries and aquaculture remains a challenge.

Threats extend to piracy by Somali vessels and possible pollution by mineral and petroleum explorations and extraction. The megaproject growth poles (e.g. located in Tete/Moatize, Nampula/Nacala e Cabo Delgado/Palma) attract commercial investments with expected high short-term returns, while the finance for the longer-term investments required in fisheries and agriculture remains elusive – partly attributable to “Dutch disease”.

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<sup>10</sup> IIP, ADNAP, Ministry of Fisheries. 2011. Report on the possible conversion of the Sofala bank shrimp fishery to a TAE/ ITE management system. November 2011; Agence Française de Développement 2009. Enhancing National Economic Welfare from Mozambican Fisheries - Policy and Management Implications. Discussion Paper.

<sup>11</sup> Some of the increase may be attributable to an expansion of the statistical cover.

In line with what happens in other sectors of the economy there is increasing interest from SMEs in 'semi-industrial' fisheries for snapper, tuna, swordfish and other high-value species. About 80 percent<sup>12</sup> of the rural fisheries labor is fishing (harvesting); less than 10 percent is processing and marketing, while over 80 percent of artisanal fish production is taken to market on foot. This offers significant opportunities for women to add value to the harvests. Moreover, a rapidly expanding tourism industry offers opportunities for diversification of the coastal economy along Mozambique's 2,700 kilometers of coastline and related coastal lakes, lagoons and wetlands which harbor a rich diversity of wildlife.

The government has developed a Fisheries Master Plan (2010-2019) to deal with most of the constraints that interfere negatively with the realization of the sector's potential and to boost such a potential.

The FMP grouped the major issues affecting the sector in the following manner:

- i. The supply of fish products to the population is low and uneven throughout the country;
- ii. Industrial fisheries, aquaculture and small-scale fishing are not contributing all they could to the country's economic and social development, i.e. the fight against poverty;
- iii. The sector's contribution to the Balance of Payments has not reached its potential and communities of small-scale artisanal fishermen and aquaculture farmers are still poor;
- iv. Simultaneously, the public administration of fisheries does not have the necessary capacity to eliminate these problems and address other crosscutting issues both within the sector (Environment, Lake and Marine Conservation Areas) and outside it (Governance, HIV/AIDS and Gender).

The FMP is aimed at addressing six main issues:

- i. Restructuring the industrial and semi-industrial shrimp fishing fleets;
- ii. Diversification and growth of industrial and semi-industrial fisheries production;
- iii. The growing role of private initiative as the engine driving national development and the corresponding reduction in State intervention in the productive sphere;
- iv. Construction of a Fisheries Public Administration focusing on policies and strategies, development plans, fisheries legislation, creation of an economic environment favorable to investment and conflict arbitration;
- v. Improved standard of living for artisanal fishermen
- vi. Human resource development

The vision for the development of the sector acknowledges that in the years to come artisanal fisheries, which is the most significant in terms of volume and contribution to the economy will continue to be undertaken by forms of artisanal subsistence. However, the same has to be increasingly linked to the country's markets, and integrated into communities where social services have made substantial progress.

It is also anticipated that there will be relative progress in the types of commercial artisanal fishing in defined fishing centers, closely linked to domestic markets and increasingly to regional markets with more services that complement fishing (maintenance, marketing, financial services, ice supply, conservation, etc.), consequently providing greater quality and variety of fishing products, encouraging

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<sup>12</sup> IDPPE, 2011. Resultados do inquerito sobre as condições de vida nas comunidades pesqueiras. Resultados preliminares.

a greater concentration of artisanal fishing and therefore higher incomes for all stakeholders. This should take place within a framework of greater environmental stability where the role of local initiative for development and the administration of artisanal fisheries will be progressively strengthened. This vision about development is not unique of the fisheries sector. It also applies to agriculture and other primary sectors of the economy.

The FMP is informed, among other aspects, by the following strategies and medium to long term planning instruments in the sector and related sectors:

- Aquaculture Development Strategy in Mozambique aimed at ensuring that aquaculture potential is used to the full and sustainably, respecting the environment and promoting economic and social development by creating a sustainable, competitive and diversified aquaculture. It should be said that the country has a strong aquaculture potential which is presently underutilized. SWIOFISH will also contribute to promoting this subsector;
- Development plan for Small-Scale Aquaculture
- Fisheries Research Development Strategy
- Management Plan for the Sofala Bank Shrimp Fisheries (not yet approved)
- National Plan of Action to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing, which is aimed at obtaining knowledge about the extent and impact of its occurrence in the most important or most vulnerable national fisheries

The main objectives of the FMP are to achieve:

- A stronger sector contribution to improving food security and nutrition in fish for the population;
- Improved living conditions for artisanal fishing and small-scale aquaculture communities;
- Increased contribution by industrial and small-scale fisheries and aquaculture to achieving the country's economic and social development objectives, and
- An increased net sector contribution to greater equilibrium in the country's balance of payments;

The development of fisheries infrastructures and other infrastructures aimed at adding value to the industry is given particular importance. Among other these infrastructures include:

- ports, fishing quays and wharves;
- public markets for selling fish products that are part of marketing circuits, whether the first point of sale or sale to the consumer;
- experimental and training/extension centers dedicated to aquaculture

In addition to offices and conference rooms these are the infrastructures to be rehabilitated and/or constructed under the program, which justify the preparation of the ESMF.



## **5 - PROGRAM TARGETED AREAS**

### **5.1 Location**

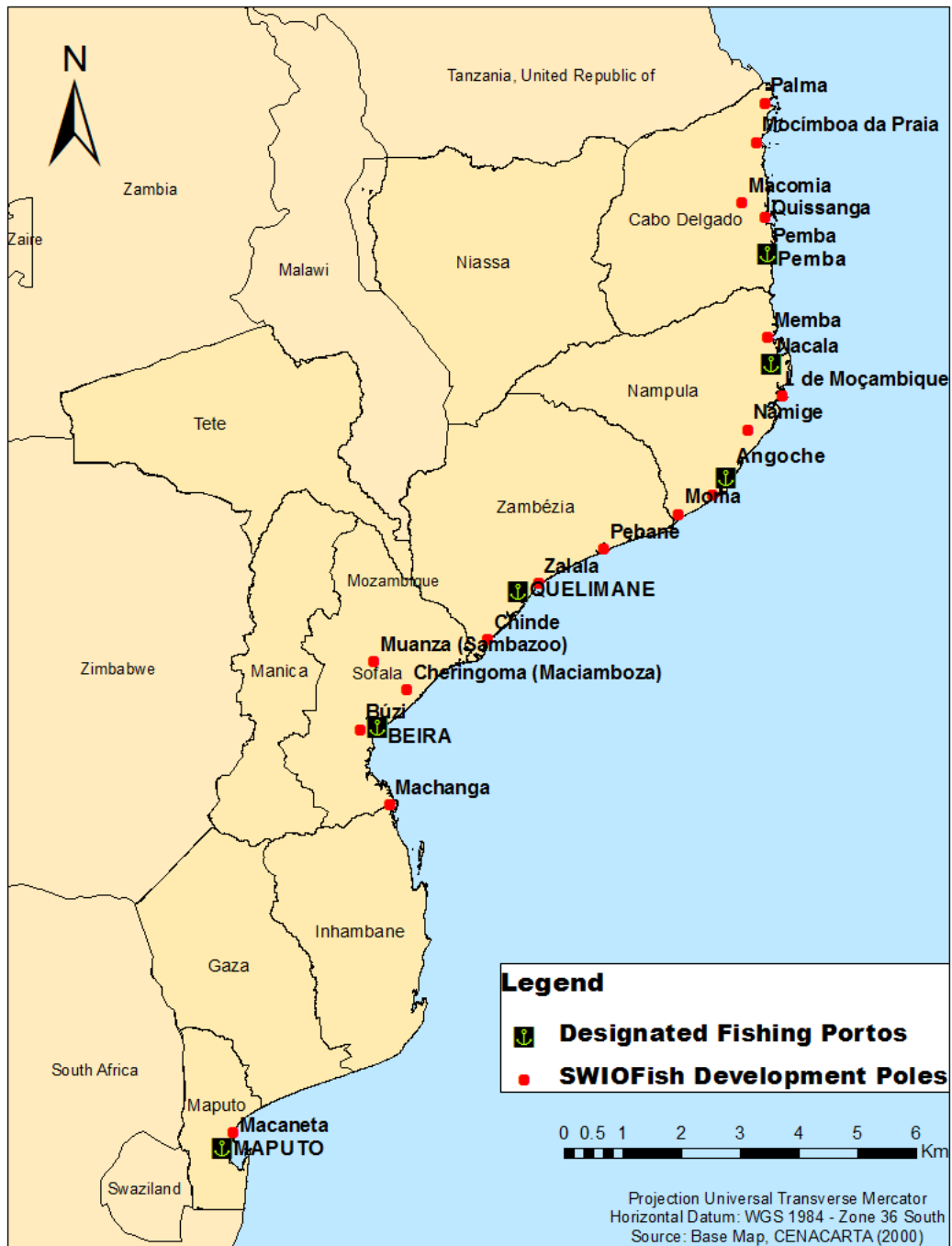
In broad terms the program area comprises five Mozambican provinces and three major fisheries clusters in the three northern, central and southern regions, namely: (i) Cabo Delgado and parts of Nampula provinces (i.e. Nacala and Ilha de Moçambique) that form the northern cluster; (ii) parts of Nampula (Angoche), Zambezia and Sofala Provinces that form the Sofala Bank cluster; and (iii) Maputo Province forming the southern cluster. More specifically areas where SWIOFISH program activities are likely to happen comprise:

**Table 1: Program areas**

<b>Provinces</b>	<b>Districts/Localities Likely to be SWIOFISH Development Poles</b>
Cabo Delgado	Palma, Mocimboa da Praia, Macomia, Quissanga, Pemba
Nampula	Memba, Nacala (including its port), Ilha de Moçambique, Mogincual (Namige), Angoche (including its port), Larde, Moma
Zambézia	Pebane (Cuassiane), Zalala (Nicoadala), Quelimane (including its port), Chinde
Sofala	Cheringoma (Maciamboza), Muanza (Sambazóo), Cidade da Beira (Njalane and Praia Nova), Buzi (Nova Sofala) Machanga (Chiloane)
Maputo	Maputo Port and Macaneta

The map below is a graphic representation of the geographical distribution of potential areas for SWIOFish Program.

Figure 2: SWIOFish Map in Mozambique



As already indicated the port of Maputo, Beira, Quelimane, Nacala and Angoche have a strategic position in the fisheries sector and program.

The Maps below are an attempt of illustrating the three main clusters covered by the program.

Figure 3: The northern cluster

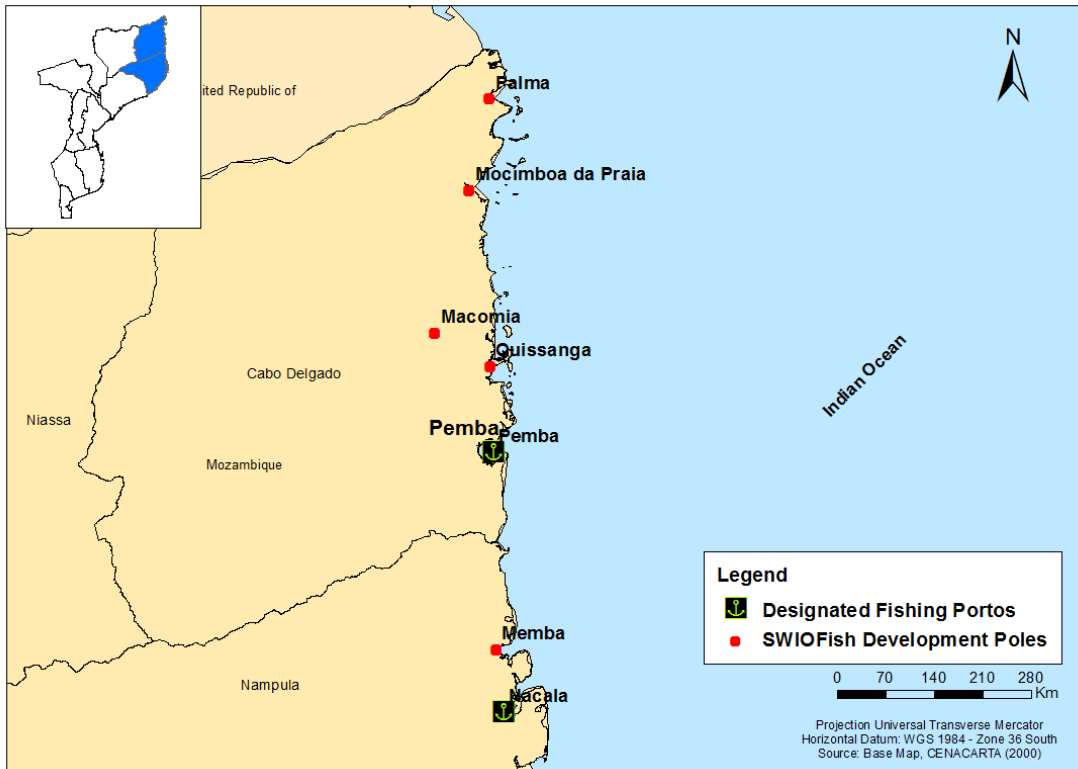


Figure 4: The Sofala Bank cluster

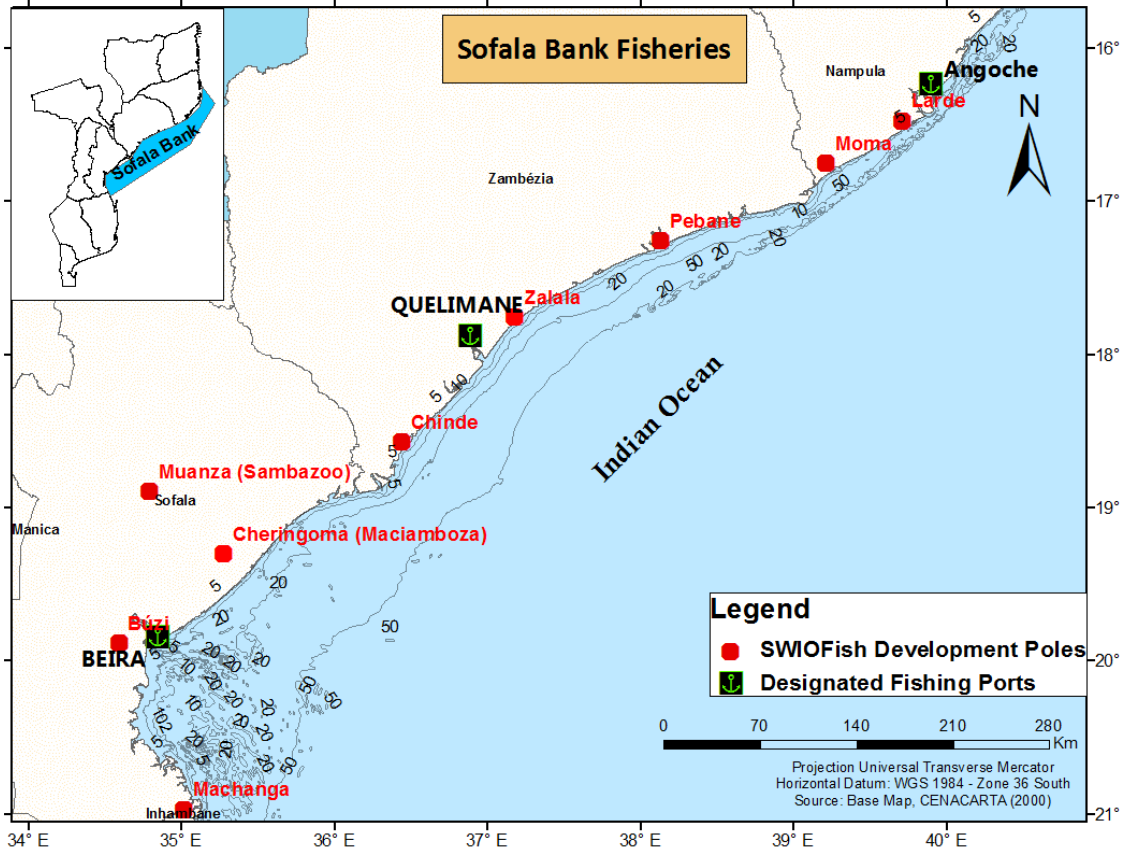
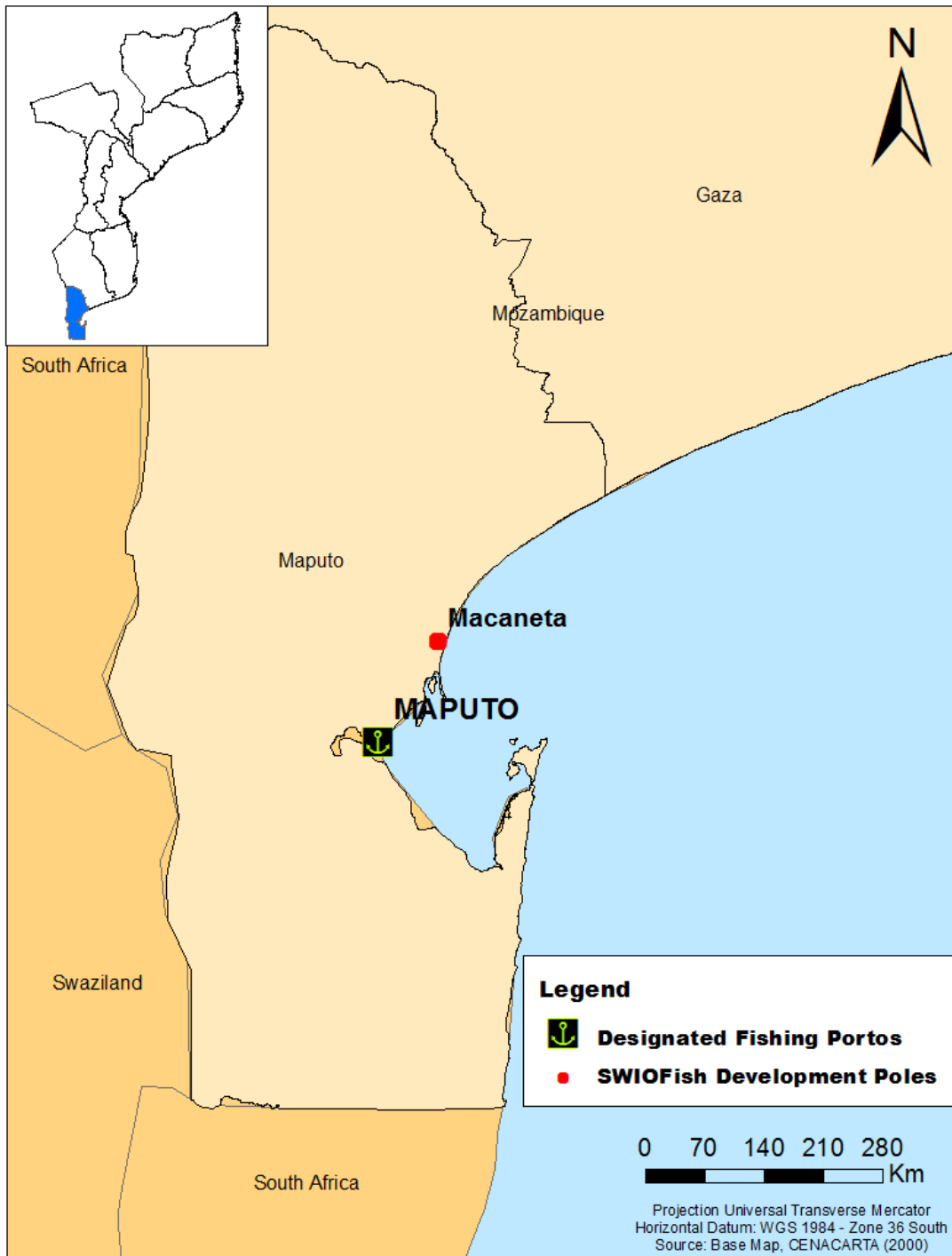


Figure 5: The southern cluster



These initial definitions of the program boundaries, which were drawn on the basis of areas known as having potential to develop the kind of fisheries envisaged by the program, may be refined as more specifications about main areas of intervention become known.

## 5.2 Coastal and Marine Environment and Resources

Mozambique is situated in the Southern and Eastern Africa and the Western Indian Ocean. This is an area with considerable diversity, i.e. culturally, politically and ecologically. The region consists of the mainland states of Somalia, Kenya, Tanzania, Mozambique and South Africa and the island states of Madagascar, the Comoros, Mauritius, La Reunion and the Seychelles. More than 50 million people live in the coastal areas of the region, and the shoreline extends to a distance of around 13,000 km. Considerable pockets of poverty, coupled with rapid population growth and poorly planned development, have resulted in environmental degradation and resource depletion in extensive areas along this valuable coastal area. In Mozambique and other countries in the region coastal communities rely on a wide variety of plant and animal resources for their livelihood. Tree resources are used for house building, boat construction, fencing, fruits, wine-brewing, foodstuffs and medicinal plants while animal products are used to supplement diet and mainly provide animal protein and to generate cash through various forms of commercial exploitation of these products.

The more than 2,700 km of Mozambique's coastline comprise fragile eco-systems (beaches, humid zones, estuaries, lagoons, coral reefs, rocky coasts, mangroves and other areas with high bio-diversity). They are also characterized by numerous and sometimes conflicting interests (principal coastal cities and towns, traditional and semi-industrial fishing, industry, tourist developments, historic sites, marine parks etc.).

In what started mainly in the 1990s, after the Rio Conference on Sustainable Development (1992), through a series of meetings, agreements and resolutions the countries in the region have, over the years, embraced what is usually referred to as Integrated Coastal Zone Management (ICZM). This comprises internal and regional interventions aimed at ensuring that the countries derive maximum and long term benefits from their valuable marine and coastal assets.

When the diversity of habitats along the length of the Mozambican coastline and the economic importance of the littoral waters is taken into consideration, there are those who believe that there are considerably few coastal areas that are protected. The largest proclaimed area is the Qurimbas National Park (7,500 km<sup>2</sup>) followed by Marromeu Reserve (1,500 km<sup>2</sup>) located in the Zambezi River delta system, comprising mangrove swamps, freshwater swamps and flood plains. The large populations of buffalo that once inhabited the flood plain system in this reserve have largely been annihilated. The Maputo Elephant Reserve (700 km<sup>2</sup>) was proclaimed a reserve in 1960 in order to protect the elephant populations. These were also decimated during the civil unrest<sup>13</sup> that ended in 1992. The other coastal areas which have conservation status are the Bazaruto National Park (1,600 km<sup>2</sup>), the Pomene Reserve (200 km<sup>2</sup>) and the Inhaca and Portuguese Islands Reserve.

Of particular interest for the project are Qurimbas National Park (7,500 km<sup>2</sup>), Marromeu Reserve (1,500 km<sup>2</sup>) and to some extent Maputo Elephant Reserve (700 km<sup>2</sup>) and Inhaca and Portuguese Islands Reserve.

However, given the importance of the coastal and marine areas and resources the country's entire coastal line is under a series of measures to protect and conserve the marine and coastal environment, particularly in terms of preventing and combating pollution and the protection of the regions' flora and fauna against the growing threats caused by many human activities including fisheries, navigation, tourism, urban and industrial development, etc. Efforts have been underway to harmonize the

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<sup>13</sup> Although it is estimated that around 200 elephants still exist in the area.

legitimate interests of a series of stakeholders including local communities with the ultimate goals of protection and preservation of recognized special areas and living species. Particular importance is being given to the Community Based Natural Resources Management (CBNRM) in partnership with the public and private sector. Among other the ratification, by the GOM, of the Convention on the Protection, Management and Development of Marine and Coastal Environment in East Africa (Resolution n.º 17/96, of 26 of November) embodies this commitment.

In the fisheries sector important resources management in the coastal areas comprise, among other aspects:

- Closure periods for industrial and semi-industrial shrimp fishing. e.g. at the Sofala Bank this period is between November to February and it has been changing from zone to zone. For artisanal fishing the closure period is restricted to only 1 month, usually in January. The other fishing gear such as gillnets and line, are not subject to this measure.
- Minimum mesh size permitted is 38 mm. However, for conservation fisheries resources and fisheries management reasons, the mesh size can be changed (extended) for each fishing area.
- Preservation of endangered species. Catches are not allowed to mammals and sea turtles, rare or endangered species and other internationally protected species and of interest to investigation. These species once captured should be according to the law, released back to the sea.

In addition to these general rules specific local rules are established at the provincial level, which include e.g. limiting the number of gear, or gear type, allowed in a particular area or period. The general regulations for small scale fishing also include interventions in the management process by users of fishery resources (local fishing communities), provided they are integrated into community-based organizations named Fisheries Councils (CCP). However, the efficiency and dynamism of these organizations varies from region to region. As regards the surface gillnet, it is also recommended to reduce fishing pressure by improving the selectivity of net and/or the identification of periods/areas suitable for the major species caught off-season.

This means that the program will be implemented in an area that is mostly protected, i.e. where there are restrictions to full access to the resources used by local communities to make their living. Unlike what is practiced in some other countries in Mozambique communities live inside and around designated conservation areas and under certain conditions (depending on the zoning and types of resources) they are allowed to use local natural resources for their livelihoods.

Notwithstanding all the interests and commitments to protect special areas including the coastal areas in general the country faces a series of challenges to translate these into tangible results. Among other aspects the following seem to take central stage:

- **Extreme poverty:** which explains that most of the people living in coastal areas and CA depend largely on subsistence/traditional economy and rely excessively on natural resources (land, water, fuel wood, fauna, etc.) to make their living at the same time that apply poor management systems and practices to these resources;
- **Land use planning:** land use planning is recent in Mozambique and most of the existing plans are not yet being systematically implemented. Interventions continue to be seen on case by case basis. Strategic Environmental Assessment (SEA) has been seldom applied and the main example, a study of the Coastal Zone of Mozambique, has not been made available to the public. Among other aspects this results in disputes/pressure on land and water and other resources;

- **Institutional weaknesses:** result in poor communication among the various stakeholders and translate into inadequate staffing and poor law enforcement and open door for crime, theft, poaching and vandalism in certain communities. Encroachment, disregard for what is stipulated by law and regulations in the use and management of coastal and marine resources including protected areas and species tend to become normal (e.g. compliance with general rules on closure and mesh, capture of protected species (e.g. turtles) in fisheries is usually low or variable, largely due to lack of effective inspection and adequate communication and engagement with local people).
- **Discrepancies between modern and traditional management and communication systems:** managers have to continuously find ways of accommodating and assimilating traditional uses and indigenous knowledge systems into modern principles. Clearly there are two worlds that need to find ways of harmoniously working together

These aspects translate into a threat to the conservation of biodiversity in conservation and protected areas and need to be continuously managed through constructive engagement with local people in aspects such as capacity building, institutional strengthening, identification and improvement of opportunities, demonstration of sustainable and alternative ways of using local resources. Empowerment of all classes of stakeholders remains a serious concern. Often this is made ineffectual by excessive focus on training and capacity building aimed at preparing stakeholders to carry out specific activities and to acquire some technical skills with less emphasis on empowering the committees in terms of democratic and participatory governance and leadership. Even while acknowledging that this is difficult to achieve, there is a need to accept that the institutionalization of participation has still got a long way to go. Among others, it also needs to move away from the “top down” approach often adopted. This is the main objective of the process framework.

### 5.3 Socio-economic Situation

As shown in Table 2 (below) the entire targeted program area represents roughly 4,266,450 inhabitants, i.e. approximately 21% of the overall country’s population, in 2007. People living in the country’s coastal areas represent close to 60% of the population. A significant number of these people have in one way or the other strong relations with salt water fisheries.

**Table 2: Total potential population in the program area**

Province	City/District	Inhabitants
<b>Cabo Delgado</b>	Pemba	141.316
	Palma	48.318
	Mocimboa da Praia	90.421
	Macomia	79.825
	Quissanga	37.771
<b>Subtotal Cabo Delgado</b>		<b>397.651</b>
<b>Nampula</b>	Nacala	206.449
	Angoche	276.471



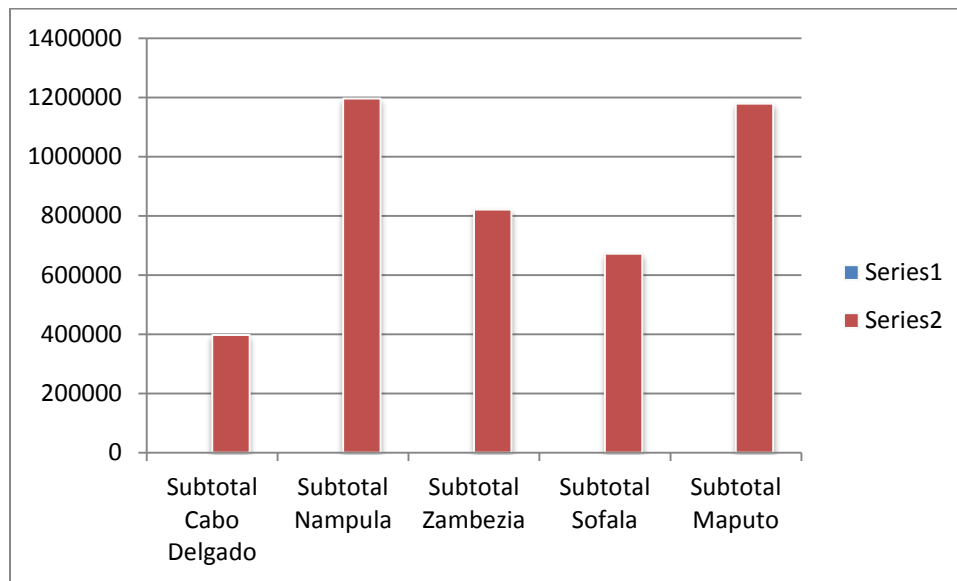
Province	City/District	Inhabitants
	Memba	229.821
	Ilha de Mocambique	42.407
	Mongicual	129.969
	Moma	310.690
<b>Subtotal Nampula</b>		<b>1.195.807</b>
<b>Zambezia</b>	Quelimane	193.343
	Inhassunge	91.196
	Pebane	185.333
	Nicoadala	231.850
	Chinde	119.898
<b>Subtotal Zambezia</b>		<b>821.620</b>
<b>Sofala</b>	Beira	431.583
	Cheringoma	20.795
	Mwanza	15.306
	Buzi	159.614
	Macanga	44.784
<b>Subtotal Sofala</b>		<b>672.082</b>
<b>Maputo</b>	Maputo City	1.094.315
	Marracuene/Macaneta	84.975
<b>Subtotal Maputo</b>		<b>1.179.290</b>
<b>TOTAL</b>		<b>4.266.450</b>

The graphic below shows that in terms of population within the program area Nampula comes in the dominant position, followed by Maputo (combining the province and the city of Maputo) and Zambezia.

IDPPE provided an estimate of the artisanal fishing people in three of the provinces, namely Nampula, Zambezia and Sofalabetween 120,000 and 150,000 people one way or another practise artisanal fishing

in the project area. However not all artisanal fishers will be deciding on co-management plans: it is expected that, under SWIOFish, around 15,000 fishers will decide on co-management plans. Some of these co-management plans will include access control measures. However, they will be prepared in such a way that all participating community members should experience net overall benefits from a more robust and sustainable fishery resource. Nonetheless, current similar experiences in Mozambique suggest that a small proportion of fishers could have their livelihoods adversely affected—for example, those who are not co-management plan participants, but surreptitiously fish in the same area most of the time (perhaps 5% of the fishing community members). The project has taken this possibility into account and a preliminary estimate would suggest that roughly about 750 persons could thus be considered “project-affected persons” who might be eligible for special livelihood-related assistance under the project, following the process described in this report.

Graph 1: Distribution of people in the program area by province



Most of the people in the concerned districts live in the coastal areas and those to be directly targeted by the program are mostly concentrated in urban areas (cities and towns) with a small number living in typical rural areas.

A few common traits of the people living in urban and rural areas respectively highlight the following:

### Urban areas

Mozambique's urban areas grew considerable in the last three decades as a combination of the natural rural emigration to the urban areas but also due to the war that lasted for approximately sixteen years (1976-1992). In 2011 it was estimated that close to 35% of the country's population lived in urban areas. For various reasons the growth (unprecedented) has not been accompanied by adequate implementation of key public services with a view to achieving an adequate quality of life. The daily life of most cities and towns has been marked by rapid occupation of the territory, with a predominance of the informal sector and other business activities, which have created serious structural problems relating to deficiencies in basic infrastructure.

Among other things urban development has not been accompanied by the necessary land use planning which has resulted in an almost chaotic occupation of spaces including the spaces surrounding the roads, ports and other facilities where the legal protection of reserved areas is not followed. It is normal to see these areas being encroached by walls, pavements, including structures and temporary buildings that are used to trade in a range of household products, building materials and motor vehicle parts, structures used as workshops for the manufacture/maintenance of a variety of goods. Due to the weak development of the agriculture and industry sectors and the consequent limitation of job opportunities, reliance on informal trade has become, for some years, an increasingly important subsistence activity for many families in Mozambique particularly in urban centers. This forms one of the faces of urban poverty.

Due to inadequate and/or total lack of drainage systems; coastal protection and sanitation the coastal cities and towns are even worse and subject to serious problems such as physical erosion, regular

floods, widespread diseases and other socioeconomic problems. This is further compounded by extreme weather events associated with global climate change.

### **Rural areas**

It is in the rural areas that poverty is more prevalent in Mozambique, with women and vulnerable groups (households headed by women, the elderly, children and people with disabilities) being the hardest hit by this phenomenon. In those areas and in many parts of Mozambique a vicious cycle made of natural conditions, lack of capital and adequate financial services, production technologies and services responsible for development and dissemination of such technologies, poor marketing systems and other factors that define the environment in which local economic activities are carried out, explain the prevalence of the subsistence economy. The economy is based on direct and integrated exploitation of natural resources, with very little transformation. Plant and animal production, forests and fisheries are integrated in a single economic system of multiple relationships. These are combined to guarantee the survival of the individuals, the families and the communities. Notwithstanding the weight of other sectors in the family economy agriculture tends to be the dominant economic activity, followed by fisheries.

Some of the aspects that define the practice of agriculture in the area, which are typical of the so-called “family sector” are:

- Cultivation of very limited areas: 0.5 to 1 ha is the common size of most of the farms in the project area<sup>14</sup>.
- Use of farming technologies that are rudimentary: cultivation is primarily undertaken using hoes and virtually no external inputs, such as improved seed, fertilizers and chemicals are used<sup>15</sup>.
- Over the years the family sector farmers have developed livelihood strategies oriented towards minimising risk through crop diversification, which takes place in a variety ways including:
  - Growing several crops and the dominance of intercropping;
  - Preferring to grow two or more consecutive crops rather than just one of a longer cycle, even if the potential total yield is higher for the latter, to obtain advantage of moisture availability during the short rainy season; and
  - Growing crops in as many diverse environments (topography/relief/soil) as possible, e.g., in sandy flat areas, in medium textured alluvial deposits of slopes (transition zones), in the fine textured dark colored soils of the river beds (dambos) and in open valleys and alluvial soils.

This results in a combination of plots on different soil types and in different crop preferences, each with different fallow and cropping patterns.

Diversification is also extended to embracing a multitude of activities across sectors, including fisheries, in detriment of specialization that would lead to elevated production and productivity.

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<sup>14</sup> The informal character of agriculture and animal production, which are dominant economic activities in the project-related areas, explains the present land use and land tenure patterns. Ancestral laws establish the distribution and use of land by existing families. Lineage plays a crucial role in the process. Each family and groups of families do their best to secure enough land and to have direct access to areas for housing, fauna, forests, pastures, fertile grounds and water.

<sup>15</sup> Due to the monopolistic structure of the market for these products, they are rather very expensive in Mozambique.

As said small-scale and artisanal fisheries play a significant role in the country's economy. It represents close to 80% of the total marine catches. Artisanal fisheries consist of individuals or small groups of fishermen with very weak economic power. They make use of non-motoric fishing vessels/boats of around 3-8 m in length. They also use beach seine, gillnet and long line to catch fish. Fish collectors and divers are yet other important ways of practicing this activity. It is estimated that the number of fishing boats and canoes reach approximately 15,000, of which 3% are equipped with engines, using beach seine and gillnet fishing gears. Most of the marine artisanal activities take place along the entire coastline.

A few more details about the socioeconomic situation in the program area are presented below.

### **5.3.1 Cabo Delgado Province**

Cabo Delgado Province is approximately 82,625 km<sup>2</sup> in size, including 4,758 km<sup>2</sup> of waters. The province is located in northeast of the country, between latitudes 10° 29' and 14° 01' South and longitude 35° 58' and 40° 35' east. The province has the following geographic boundaries: to the north, the Rovuma river forms a natural border with the United Republic of Tanzania, in the south, the Lúrio River, separates it from the province of Nampula; west (successively from north to south) Lugenda rivers, Luambeze, Street-ca and Mewo, separated with Niassa Province, the eastern side with Indian Ocean.

Cabo Delgado is inhabited by three main ethnic groups, namely Makonde, Macuas and Mwani. The biggest urban center is Pemba, which in the last few years has become an important tourist center and a historical city situated on the bay with the same name. Pemba bay, with 50km<sup>2</sup> of magnificent inlets and beaches that start at Sagal Beach, Pecado, Maia Via, Wimbe and Marringanha Beach, after which there are many kilometers of beaches from Chiuba to Mecufi, is the third largest in the world and the biggest in Africa.

To the North of Cabo Delgado, along the 200 Km of coastline, extends the Archipelago of Quirimbas. It has 32 islands, including "Ibo Island, with interest history, natural beauty and magnificent beaches", which was in the past an important commercial center. The Archipelago of Quirimbas has been defined as conservation area.

In more recent times, Cabo Delgado in addition to having been emerging as an important tourism destination it has become the center of oil and gas exploration area. There is now enough evidence to the effect that along the coast of Cabo Delgado province the Indian Ocean holds one of the largest gas reserves in the world, which has the potential of drastically changing the face of the province and the country in general.

The districts and administrative posts and other localities in this province that have the potential of hosting program interventions can be briefly described as follows:

- Pemba City: Pemba City is situated on the eastern side of Pemba Bay and is part of the 53 municipalities existing nationwide and capital of the Cabo Delgado Province. According to the 2007 census the town has a population of 141,316 habitants.
- Palma District: The 2007 Census showed a population of 48,318. Covering an area of 3,493 km<sup>2</sup>, population density reaches 13.83 inhabitants per km<sup>2</sup>.
- Mocimboa da Praia District: In 1998 the town of Mocimboa da Praia was elevated to the category of a municipality. The 2007 Census showed a population of 90,421. Covering an area of 3548 km<sup>2</sup>, population density reached to 25.49 inhabitants per km<sup>2</sup>.
- Macomia District: The 2007 Census showed a population of 79,825. Covering an area of 4,049 km<sup>2</sup>, population density reached 17.3 inhabitants per km<sup>2</sup>.

- Quissanga District: The 2007 census indicated a population of 37,771. Covering an area of 2,061 km<sup>2</sup>, population density reached 18.33 inhabitants per km<sup>2</sup>. Associated or near to the Quissanga District, there is the Ibo Island (within the District of same name). The island of Ibo District located in the east is the most favorable fishing commercial site in the area. The district includes two major islands of the Quirimbas: Mefunvo (or M'funvo) and Quisiva. Ibo Island is a small coral island located near the coast of Cabo Delgado Province in northern Mozambique.

Fishing activities in Pemba area and northern districts

After agriculture fishing industry is the second largest economic activity in the entire province of Cabo Delgado.

Artisanal fishing is practiced along the coast of Cabo Delgado province and according to the last census conducted by the National Institute of Development of Small Scale Fisheries (IDPPE), this region has 61 inland fishing centers and 136 in marine waters, involving about 14,261 fishermen. The main fish gears used are trawling along the beach, gill nets, long line fishing, hand line and cages, besides fishing with spear/harpoon gun (IDPPE, 2009).

Fisheries are one of the contributors to the provincial economy. This is attributed to Cabo Delgado being a coastal province with numerous islands located along the coast, which have proved to be a base for the establishment of fishing centers and the development of fishing activity. The Province has the potential to develop tourism activities, due to its marine, coastal and inland game resources diversity. Industrial tuna fishing occurs in the Exclusive Economic Zone (EEZ) close to the territorial waters of Palma District. Industrial and semi-industrial fisheries by Mozambican operators occur far south of Cabo Delgado Province.

A small-scale fishery is the only subsector of fisheries industry activities contributing to the economy of the province. Other fisheries subsectors are active south of the province and, in terms of commercial activities, industrial tuna fishing takes place beyond 12 nautical miles with no direct contributions to the provincial economy.

Small-scale fishery and fishing industry-related activities are an important part of the provincial population's livelihood activities, especially for those living on the coastal areas – even though its contribution to the provincial economy is low at 6.4 percent. The majority of small-scale fisheries participants are artisanal subsistence fishermen who fish for household consumption (thereby playing an important role in food security for those involved) and sell the surplus locally. Only a small number of artisanal fishermen are more market-oriented, using more appropriate boats, technology and labor.

### **Fisheries Production, Market and Conservation**

Most of the small-scale fishing is undertaken for household consumption, and surplus is usually sold to neighbors and at local markets. According to the Fisheries Research Institute, catches in Cabo Delgado have grown from 11,558t in 2009 to 18,059t in 2011, partially because two additional fishing gears (4) were monitored in 2011. Thus, catch levels by artisanal fishers that use fishing gear in the province seem to be relatively stable during this period, despite more steady growth in the use of beach seine nets (from 5,909t in 2009 to 7,033t in 2011) and surface gill nets (from 2,582t in 2009 to 3,586t in 2011). Statistically, hand line fishing remains the fishing gear with a higher fish effort and lower catch rate (13kg/day).

Some of the major challenges facing artisanal fishers seeking to be more market-oriented are the poor road network for fish marketing, and lack of refrigeration to transportation of fresh fish. Accordingly, most fish is dried or smoked as a means of preservation.

In Palma District, some 21 percent of women are artisanal subsistence fishers, indicating that they already play an important role in ensuring food security for families, as well as generating income. Artisanal fishing is practiced by the communities along the coast and along inland waterways, where catches are used for consumption as well as for sell.

Cabo Delgado Province has no nationally registered industrial and semi-industrial fishing activities. Nationally, industrial and semi-industrial fishers focus on shallow-water shrimp, deep water shrimp and line fishing.

According to a report from the fisheries sector (Fenesty *et al.*, 2011), in 2010 there were two industrial and 27 semi-industrial line fishing vessels targeting demersal fish (bottom fish) along the Mozambican coast. All these were national vessels, which reported a total catch of 626t in 2010. The catch was comprised of slinger (*Chrysoblephus puniceus*), the sea breams (*Polysteganus coeruleopunctatus*, *Cheimarius nufar*), king mackerel (*Scomberomorus commerson*), groupers (*Epinephelus sp.* and others) and grunters (*Pomadasy kaakan*), among other demersal and pelagic fish species. The industrial and semi-industrial sector supplies both the domestic and southern African (mainly South African) markets. These fishers are based mainly in southern Mozambique, a considerable distance from Cabo Delgado Province and Palma District.

Figure 6: A typical fish market in Pemba<sup>16</sup>



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<sup>16</sup> In certain cases fish is sold door to door in baskets.

Industrial tuna fishing is allowed along the east coast of Cabo Delgado, under the framework of the fisheries partnership agreement between the European Union (EU) and the Republic of Mozambique. This commercial activity has little impact on the Cabo Delgado economy, as the licenses are issued by the Ministry of Fisheries at central government level and the catches remain offshore. The countries covered under the terms of the protocol include Spain, Portugal, France, Italy and Greece, and the main species caught by the EU vessels is tuna. The agreement sets a quota for catches by EU boats of 10,000t of fish per annum.

### 5.3.2 Nampula Province

With an area of 81.606 km<sup>2</sup> Nampula province had 3,985,285 inhabitants in 2007 (INE) of which 51% were women. This is the most populous province of Mozambique. The province has an annual population growth of 2.5% and a population density of 50 inhabitants per km<sup>2</sup>, the second highest in the country, after the city of Maputo. About 41% of the population is concentrated in the districts of Moma, Monapo, Angoche, Mogovolas, Eráti, Memba, Nampula Rapale, Nacala and Nampula City. The latter concentrates 12% of the total population of Nampula.

The City of Nampula is the third largest city after Maputo and Matola. Due to its unifying role of business activities in the north of the country it is also known as the “the Northern Capital”. Nampula province represented, in 2007, nearly 8% of the country's GDP and is projected that by 2020 this proportion will remain constant. The province of Nampula has some of the major business centers in the country and the northern region.

The districts and administrative posts and other localities in this province that have the potential of hosting program interventions can be briefly described as follows:

- Nacala District: Nacala Porto, is one of the 23 cities existing in Mozambique. It is one of 53 municipalities of Mozambique. According to the 2007 Census, Nacala has a population of 206,449 inhabitants. Nacala Porto and Nacala-a-Velha, at the north have been growing in importance in the last few years because they are the terminal and starting point of the important development Corridor of Nacala. “Nacala Development Corridor” was launched jointly by the Governments of Mozambique, Malawi and Zambia in 2000 to improve and extend the economic growth of the area of influence of the railway line and the road linking the coast in Mozambique, Nacala with Malawi and Zambia. Traditionally the Corridor includes beyond - Mandimba Nacala Road (N13) also the port of Nacala, the railway line between Nacala and Entre-Lagos (between Cuamba and Lichinga) and Lake Niassa, all located in Mozambique, as well as the railway line which covers the southern and some central districts in Malawi for example: Ntcheu, Dedza, Alima, Dowa, Lilongwe and Mchinji as well as some land adjacent to Lake Malawi. Recently, with the discovery and exploration of huge deposits of coal in Tete/Moatize there are concrete plans to extend the Nacala Corridor to also integrate the province of Tete and comprise at least one railway line with of more than 900 km. Is expected to start functioning from 2014-15. This and other development initiatives have fuelled intense investments in Nacala area which has also been declared Special Economic Zone. The area is experiencing unprecedented growth with a strong potential to assist in the materialization of the various intentions related with the reactivation of the fisheries sector.
- Angoche District: The 2007 census indicated a population of 276,471 residents.
- Memba District: Memba district has as its capital the town of Memba. The 2007 census indicated a population of 229,824 residents. With an area of 4,555 km<sup>2</sup>, the population density was about 50.46 people per km<sup>2</sup>.
- Mozambique Island (Ilha de Moçambique) District: The District of Ilha de Moçambique is an island city located in Nampula province, in northern Mozambique, which gave its name to the



country and was the first capital of the country. It is considered by UNESCO as World Heritage as from 1991. Currently, the city is a municipality and according to the 1997 census, the municipality has 42,407 habitants, and 14,889 of those living on the island. It has been growing has an important tourism center.

- Mogincual District: The 2007 census indicated a population of 129,969 residents. With an area of 4274 km<sup>2</sup>, the population density was about 30.41 people per km<sup>2</sup>.
- Moma District: The 2007 census indicated a population of 310,690 residents. With an area of 5677 km<sup>2</sup>, the population density was about 54.73 people per km<sup>2</sup>.

### **Fisheries activities in the province in general**

Nampula province has 18 districts, of which 8 are located in the coast. Artisanal fishing is practiced in all marine coastal districts as well as in many rivers and fresh water bodies that occur in the province. The intensity of fishing activity and gear used is related to the ecological conditions of each district.

Fisheries activities in this region are common, with involvement of local community (as artisanal), licensed companies up to illegal international fishers.

The Institute for Development of Small-Scale Fishing is implementing various activities in this area. These include the financing of small projects, sale of fishing and supply of materials, rehabilitation of fish saline processing and storage. Sports fishing activities have also been reported in this area.

In Memba, Mozambique Island and Mogingual (Namige) areas there are artisanal fisherman. The implementation of this project can be seen as crucial for the newly developing region of Nacala Corridor. The southern region of Nampula Province is recording a rapid development because of mining operations in Angoche and Moma including those occurring in Tete that see the excellent sea natural conditions in Nacala as the preferable option to export their production. Thus, it is to be expected that the area will become a good consumer center for a diversity of primary goods, including fish.

There are 180 fishing centers in Nampula province (IDPPE, 2004). And according to the latest census IDPPE (IDPPE, 2007), about 140,000 people, representing 40% of the total nationwide, are involved in the fishery sub-sector in the province. Of these, 57,780 are fishermen without boats and conventional gear.

The districts further south (Angoche and Moma), because they belong to the Sofala Bank basically have a sandy substrate with large continental plate. The bottom characteristic is estuarine (sedimentary) due to the influence of Mutomoti, Meluli and Ligonha rivers that flow into. This sub-region has several species of mangroves (Baloi, *et al.*, 2004), while districts further north (Mogincual, Mossuril, Mozambique Island, Nacala-Porto, Nacala-a-Velha or Memba) have coral reefs, rock, mangroves and estuaries are mostly surrounded by rocks (Fischer at al. 1990).

The coastal currents system along the Mozambique Channel is extremely dynamic, and there is a number of persistent vortices that induce strong currents from north to south, and countercurrent systems in the opposite direction (Segtnan, 2006; Lutjeharms, 2007).

### **Angoche, Larde and Moma area**

Economic activity includes agriculture and commercial and artisanal fishing. A Chinese-owned company operating in Angoche, in Nampula Province, is expected to invest 20 million dollars in strengthening the fleet of fishing vessels from 8 to 20. The investment will include the construction of

new facilities and acquisition of a new fish conservation system. The old company, Pesca Norte, which was recently reactivated, after about a decade of stalemate due to financial difficulties, houses a conservation capacity of 70 tons of fish. This is one of the major operating companies in the area. There are artisanal fisherman in the Angoche area. Since 2002, the Artisanal Fisheries Project in Sofala Bank has supported important work to improve basic living conditions and incomes of poor fishing communities. In addition to strengthening specific activities of the sector in itself, the project built health centers, schools, wells and roads linking the fishing communities and consumer centers (from <http://www.ruralpovertyportal.org/documents> 27/04/2014).

Fishing is practiced in artisanal, semi-industrial and industrial scheme. Fishing in these areas (Angoche, Larde and Moma) is more geared for the shrimp to the detriment of other species and valuable resources constituted by lobster, squid, octopus and crab.

There are two fishing companies in the district of Angoche namely Pesca Norte (operating with 8 vessels trawling shrimp) and Mawipi Fisheries (still in formation).

### **Fisheries Production, Market and Conservation**

The density of resources is higher in the southern districts of the province (Mogincual, Angoche and Moma), relative to districts farther north (Mossuril, Island of Mozambique, Nacala-Porto, Nacala-a-Velha and Memba). The pattern of dominance of households in catches changes between different periods in gillnet catches in the district of Moma and surface gillnets in Nacala-a-Velha, Nacala-Porto, Mossuril and Moma. However, it is difficult to say that it was only due to fishing.

Figure 7: Fish marketing in Nacala – Naherengue.



Identification of fish of different fisheries ground in locations away from the coast can reduce the current pressure exerted by the trawl fishery to the beach in the coastal region, a zone of reproduction and growth. This action requires adaptation to water trawl aboard the trawling and improving existing fishing units (motorization of vessels) to ensure autonomy at the sea.

Effective compliance with current periods of closed season for artisanal fishing can promote the replacement of springs. Supporting existing community-based organizations (CCP s), until the structural and functional sustainability, may eventually aid in fisheries management, at least locally.

### 5.3.3 Zambezia Province

Zambezia is the second most-populous province of Mozambique and it is located in the central coastal region south-west of Nampula province and north-east of Sofala. It has a population of 3,85 million (INE, 2007). The provincial capital is Quelimane in and around which a significant part of SWIOFish activities are likely to be concentrated.

The province has a total area of 103,478 km<sup>2</sup>, much of it drained by the Zambezi River.

Agricultural products include rice, maize, cassava, cashews, sugarcane, coconuts, citrus, cotton and tea (the latter is concentrated in Gurue, which used to be the tea capital in Mozambique). Fisheries in the province have shrimp has the main species and the province has a strong potential for aquaculture.

In spite of its strong potential the province has been relatively neglected in the last few years in terms of being recipient to development initiatives. In fact the MPD report of 2010 of increased incidence of poverty showed that Zambezia has been one of the hardest hit by this phenomenon.

The districts and administrative posts and other localities in this province that have the potential of hosting program interventions can be briefly described as follows:

- Quelimane City: Quelimane is the capital and largest city of Zambzzia. The 2007 Census recorded 193,343 residents.
- Inhassunge District: Inhassunge is a district of the Zambzzia Province, established at the Mucupia town and situated 20 kilometers south of Quelimane. The 2007 Census showed a population of 91,196 residents.
- Pebane District: The 2007 census indicated a population of 185,333 residents. With an area of 10,182 km<sup>2</sup>, the population density was about 18.20 people per km<sup>2</sup>.
- Nicoadala District: Nicoadala district has as its capital the small town of Nicoadala, to the west of Quelimane, at a distance of around 30 km. The 2007 census indicated a population of 231,850 residents. With an area of 3,392 km<sup>2</sup>, the population density was about 68.35 people per km<sup>2</sup>.
- Chinde District: Chinde has its capital in the once important port town of Chinde, situated in one of the islands formed at the termination of Zambeze River. The 2007 census indicated a population of 119,898 residents. With an area of 4,403 km<sup>2</sup>, the population density was about 27.23 people per km<sup>2</sup>.

## **Fisheries activities**

### **Quelimane, Zalala, Inhassunge and Chinde area**

The most known company in the area has been Aquapesca. A French company farming shrimp located in Quelimane, which has been in operation since 1994. The production of shrimp covers the complete cycle in the company from playback until harvesting and packaging for export. There are approximately 300 workers on the farm. The company is in the process of returning its assets for public management and INAQUA is currently planning to restructure the whole area in a modality that is likely to combine different categories of operators ranging from the family sector to commercial operators.

Fishing communities in Inhangome, Inhassunge and Zalala where the men are the most prominent fishers have been showing considerable resilience in the development of their activities. Among other they are faced decline of fishery resources. In the area small-scale aquaculture could be an option for ecologically and socially adequate livelihood and local people seem to know how to manage the various aspects that affect their main source of income.

The introduction of motorized means in artisanal fisheries in the area so that small traders can reach more distant places with more abundant resources is one of objectives of government.

Illegal artisanal fishing occurs in the region of Quelimane, practiced by local populations for the purpose of satisfaction of daily needs and food diversification.

In Quelimane there is an important fishing port, which, for various reasons, is mostly being utilized below its potential capacity.

In the Chinde area, only artisanal operations are reported. The fishing activity can be done in the Zambezi River and Indian Ocean. The implementation of the fishing program in the area can be associated with the supply to the emerging market in Tete region, formed around coal mining operations nowadays, as Chinde is the nearest point to and from the ocean.

### **Fisheries Production, Market and Conservation**

The income generated by demersal resources is relatively larger than pelagic. The tendency of demersal income over time shows some oscillation, which highlights the years 2000, 2003 and 2007 as being the

ones that have a peak performance for many families considered. Overall the Ariidae family of which the most important species is *Arnis dussumieri*; *Leiognathidae* with the species *Gaza minuta*, *Secutor insidiator* and *Leiognathus equulus*; *Haemulidae*, species *Pomadasys kaakan*, are those registered has the most important in relation to catch per unit effort (CPUE) meaning the number of individual .

**Figure 8: Dry fish in Zalala**



The trawl gear to the beach over the 10 years (1998-2008), was one that was less selective; contributes most to the total annual catch, which was decreased although not significantly; contributed more in terms of fishing effort, which has grown significantly over time; and its income has fallen so also not significant.

**Figure 9: Docking station in Quelimane<sup>17</sup>**

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<sup>17</sup> Non-operational due to the damaged gate.



It is recommended to reduce trawl nets, improve its selectivity, prohibit their use in estuaries and eradicate mosquito nets; promote the sustainable use of fishing gears such as hand line, long line and gillnets following the technical specifications published by the fisheries sector responsible for fisheries technology. Special attention should be taken in terms of short-term action strategy to districts that are already having serious problems of juvenile capture.

#### **5.3.4 Sofala Province**

With an area of 67,753 km<sup>2</sup> and a population of 1,642,920 (INE, 2007 census) Sofala is one of the central provinces of Mozambique, which has the City of Beira as its capital. Its population density stands at 24.3. The province is named after the ruined port of Sofala.

Sofala province is where the Port of Beira is located. Before the decline of the Zimbabwean economy this was the second most important port in the country in terms of cargo volume handled annually.

Beira, the heart of the central region, is the second city of Mozambique and an economic centre of regional importance. Its port plays an integral role linking central Mozambique to Zimbabwe. The commercial importance of Beira has been emphasized in regional planning by the establishment of the Beira Spatial Development Initiative. The city is easily and closely linked to Dondo (about 30 km through EN6). However, Beira City is not linked to the National Highway North-South (EN1). The later road (EN1) passes through Inchope approximately halfway between Chimoio and Beira. The road from Beira to Mutare and through to Harare is in relatively good condition and is being upgraded to highway standard as part of the Beira SDI program.

The districts and administrative posts and other localities in this province that have the potential of hosting program interventions can be briefly described as follows:

- Beira City: Beira is a city capital of Sofala Province and is one of 53 municipalities in Mozambique located in the northern margin of Pungue River. Beira used to be the second largest city in Mozambique, after the country's capital, Maputo, with a population of 431 583 habitants, according to the 2007 Census. But recent statistics point out to the fact that such position is now occupied by Nampula.
- Chiringoma District: Cheringoma district has as its capital the town of Inhaminga. According to the 1997 census, the district has 20,795 habitants and an area of 8,739 km<sup>2</sup>, hence resulting in a population density of 2.4 m / km<sup>2</sup>.
- Mwanza District: Mwanza is a district of Sofala province in Mozambique, based in the town of Mwanza. According to the 1997 census, the district has 15,306 inhabitants and an area of 5731 km<sup>2</sup>, hence resulting in a population density of 2.7 m / km<sup>2</sup>.
- Buzi District: Buzi district has as its capital in the town of Buzi. It has an area of 7409 km<sup>2</sup> and a population of 159,614 habitants, according to the results of the Census of 2007, resulting in a population density of 21.5 inhabitants/km<sup>2</sup>. The population census in 2007 represents an increase of 11.5% compared to 143 152 inhabitants recorded in the 1997 Census.
- Machanga District: Machanga district has as its capital the town Machanga. According to the 2007 census, the district has 44,784 habitants and an area of 4,657 km<sup>2</sup>, resulting in a population density of 9.6 m/km<sup>2</sup>.

## **Fisheries activities**

### **Beira, Buzi and Machanga area**

According to the Ministry of Fisheries (<http://www.mozpesca.gov.mz>) Sofala bank extends from Angoche (16 ° 30 south) to the Save River (21 ° 00 S) in a track away from the coast of about 40 km and an area of approximately 50,000 km<sup>2</sup>. The main feature of this area is shrimp production. Despite the obsolete state of facilities, the City of Beira has a fishing harbor. The Mozambican government has recently raised 120 million dollars for the reconstruction of the fishing port of Beira.

The presence of the vessel inspection in the area inhibits somehow illegal activities. The concentration of industrial and semi-industrial vessels in the port facilitates the control, which is not applicable for small-scale fishing that is scattered along the coast.

In the area of Buzi and Machanga, only artisanal fishing operations are reported. The implementation of the program and other similar initiatives are likely to lend new dynamics to this subsector of the industry. New gas prospects have been discovered in the area. The area has very important resources of limestone, which can bring a cement plant<sup>18</sup> and other industries into the area and create a potential market for marine products. Regionally, the area has daily connections by air, road and railway with big cities in Mozambique and the southern African region.

### **Fisheries Production, Market and Conservation**

Fishing is mostly commercial in nature as assessed by the importance of complementary activities such as fish processing and marketing involving nearly 3,000 participants (IDPPE, 2009). However, as livelihood activity recollection is highlighted (perhaps except in areas where there is a market, as in the case of Beira) and the capture of fine shrimp.

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<sup>18</sup> There is already one such a factory in Dondo (30 km from Beira).

In Sofala, trawling to the beach support a considerable level of fishing where a decreasing income was registered (CPUE) over time in Buzi (with initial values of about 125 kg / net.day and 50 kg / net.day and Beira, where a decreasing trend in catch was observed in the period 2001-2003 (between 450 and 550 kg) compared to lower values (between 100 to 300 kg) in the period 2004-2009 while yields (CPUE). Machanga stands out in the year 2004 with average catches of around 65 kg and 2008 with catches of 74 kg and average yields of 54 kg / net.day.

It is recommended to reduce fishing pressure by improving the selectivity of net and/or the identification of periods closed season; improvement of the selectivity of the nets can be made taking into account the different characteristics of the (most captured) target resources over a lifetime.

Highlighting the aforementioned gears in Beira and Buzi, actions to avoid increasing the number of trawls and chicocota or until replacement by other fishing gears (which may perhaps focus the effort to other areas, for example furthest from the coast / bay) should be considered. The chicocota can be experienced and expanded to remote areas of estuarine regions; Introduction of more longline units in Mwanza is discouraged.

### **5.3.5 Maputo City and Province**

Besides being the capital Maputo City is the largest city in Mozambique. It is located in the south on the western shore of Maputo Bay. Except for the Indian Ocean on the east the capital is entirely bordered by districts of Maputo province including Marracuene district, on the north, which is of interest for the program because of Macaneta. To the northwest and west, Maputo City is bordered by the city of Matola, to the west, by the District of Boane; to south, by the District of Matutuíne. In the independent Mozambique the city was elevated to the status of a municipality with autonomous elected government from 1988 after having been given the status of a province in 1980, which still stands.

In accordance with the 2007 Census the City of Maputo has an area of 347.69 km and a population of 1,094,315 inhabitants, which equates to a density of 3.147, which is by far the highest in the country. The city is divided into seven municipal districts which in turn are subdivided into neighborhoods.

Because of its national importance due to the fact of being the political and administrative capital and even the country's economic hub as well as its geographic location close to the regional countries like South Africa, Swaziland, Zimbabwe and Botswana, Maputo city is an important point of confluence of people, businesses and interests.

Marracuene is a district in the northern side of Maputo city situated at about 30 km from the capital. In the last few years due to rapid urban growth the capital of Marracuene district, which has the same name as the district, is becoming increasingly integrated with the capital of the country and forming part of the Greater Maputo Area, which, according to a series of sources (e.g. FIPAG) today represents close to 2.0 million people and will represent more than 4.0 million by 2035 (FIPAG, 2011). The small village and beach area of Macaneta is situated in Marracuene District to the east of the capital town. The area has been growing as an important tourism destination, most sought out by inhabitants of Maputo in search of cleaner beaches and more pristine environment. A biggest limitation for the widespread of use of the area is the absence of adequate facilities to cross Incomati river. At present this is done using an old ferry boat with very low carrying capacity. Long queues are formed, especially during weekends, by people going to and coming back from the beach.

#### **Fisheries activities**

There is a fishing port in Maputo city with official name of Porto de Pesca de Maputo. Commercial, *sport and artisanal fishing are also developed in the same city.*



*The Bay of Maputo has been the scene, in recent years, of intense fishing activity, particularly small-scale fishing which show little development, because, among other several reasons, of deficient markets (Ngale, A. J., 2012).*

The fishing activity in Macaneta is dominated by artisanal fishermen. The products can be observed in Marracuene Village as well as in Macaneta local markets. The industrialization of this activity in the area will certainly promote development of the business and increase and reach other markets in Maputo and other locations.

### **Fisheries Production, Market and Conservation**

Analysis of the fishery indicators lead to the conclusion that there is over-exploitation of resources in trawl fisheries (beach and on board), hand lines and surface gillnet are yet sustainable exploitation in gillnets background. The main species caught are mostly small in size and before their sexual maturity.

Increased supervision in relation to mesh sizes of gillnets and bags of trawls is necessary to set the default number of mesh sizes for nets to regulate the size of the nets\ for gear and for line fishing.

The highest yield of fishing for trawling to the beach was recorded in 2001 (42 kg / net day) with a decreasing trend. Catches and gillnet income of surface gillnet, trawl to the board and hand line decreased over the years and this gives an indication of pressure in the exploitation of these resources.

At the bottom gillnet, fishing effort, catch and incomes showed a non-significant increasing trend where higher catches were observed in 2008 (592 t), coinciding with high yields (14 kg/net day).

## 6 POTENTIAL IMPACTS OF THE PROJECT

As stated in Chapter 2 of this document the project will have four main components with the following preliminary allocation of funds:

- a) **Component 1:** Cost-effective regional collaboration US\$ 30,465 mil to target activities that will add value through regional collaboration and support the function and activities of regional collaborative institutional and mechanisms.
- b) **Component 2:** Improved governance of fisheries to target actions by the public sector.
- c) **Component 3:** Increased fisheries contribution to country economies. Increased economic benefits to be generated by the private sector and the component will target the private sector, including public investments critical to a profitable private sector.
- d) **Component 4:** Program management and coordination US\$ 1,568 mil cross-cutting human and institutional capacity building is embedded in each component.

Activities under these four components will affect the different environmental and social components in different ways. The PF for this program focuses mainly on all the interventions that will translate into restrictions of access to natural resources by local people and communities.

**Figure 10: Primary vendors market in Zalala (Zambezia)<sup>19</sup>**



Basically these consist of general fisheries management as such including closure periods, minimum mesh, fishing quotas, preservation of endangered species, and adequate regional exploitation of fisheries resources.

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<sup>19</sup> It is non-operational although cooling systems have been installed. It is expected to be operational soon.

The implementation of activities under Component 3 – Increased fisheries contribution to country economies, notably the infrastructures likely to be rehabilitated and/or constructed under this component such as: (i) Construction of primary vendors’ markets and associated infrastructures including freezers systems, water supply and washing areas; (ii) Construction of fisheries demonstration centers in the major fishing poles; (iii) Construction of dedicated shops for supply of fisheries inputs; (iv) Construction of workshop areas for fishing boats building, repairers and maintenance; and (v) Construction of specific aquaculture facilities (tanks and laboratories) in selected suitable sites; (vi) Construction/rehabilitation of docks, landing sites and other infrastructures used to facilitate fishing production operations, may also exacerbate restrictions of access to natural resources by local people and communities and these need to be adequately considered in the PF.

The generalized identification of issues to be addressed was done through literature review of projects implemented in the same areas, similar projects and through consultations with key stakeholders, particularly MF, IDPPE, INAQUA representatives, local leaders, fishing people and communities in general and key informants and professional judgment:

## **7 PRINCIPLES AND OBJECTIVES FOR THE PREPARATION AND IMPLEMENTATION OF A PROCESS FRAMEWORK**

OP/BP 4.12 on Involuntary Resettlement requires that interventions in conservation or protected areas that restrict access to resources in those areas without entirely acquiring the land prepare a process framework. The purpose of the framework is to describe the process by which potentially affected communities will participate in identifying the impacts of their restrictions on access and in planning mitigation of these effects, with the general objective of sustainably managing the natural resources in the areas where conservation and/or stringent exploitation of natural resources will be applied.

As described in Chapter 5 conservation and protected areas of particular interest for the program include the Quirimbas National Park (7,500 km<sup>2</sup>), Marromeu Reserve (1,500 km<sup>2</sup>) and to some marginal extent Maputo Elephant Reserve (700 km<sup>2</sup>) and Inhaca and Portuguese Islands Reserve. However, in line with the special environmental status given to the coastal and marine areas and resources the entire program area, which falls within the coast makes the process framework relevant. As a matter of fact the entire coastal area in Mozambique is under special measures to protect and conserve the recognized fragile and delicate marine and coastal environment.

The recent approval of Conservation Areas Law (April 9, 2014) has contributed to better clarify the legal status of people living in conservation areas as well as the role of the management plan implementation, zoning and boundary changes in these areas as a way of avoiding/minimizing the need for resettlement. In line with the restrictions stipulated for conservation and protected areas and foreseen in the fisheries legislation in general the program will reinforce access restrictions to natural resources in specific areas and periods of the year by local communities and implement improved strategies to regulate their use in general.

As indicated above the implementation of environmental management plans for new infrastructure such as primary vendors' markets and associated infrastructures, water supply and washing areas; fisheries demonstration; dedicated shops for supply of fisheries inputs; workshop areas for fishing boats building, repairers and maintenance; specific aquaculture facilities (tanks and laboratories) in selected suitable sites; as well as docks, landing sites and other infrastructures used to facilitate fishing production operations may also restrict access to and use of local resources. These restrictions and the incompatibility of local communities' livelihoods activities with the objectives of the sound management of the program area have triggered WB's OP/BP 4.12 on Involuntary Resettlement.

The PF is aimed at improving the management of the environmental and social aspects in the program area through improved community participation and integration in the decision-making process by involving local people and their organizations in co-management arrangements throughout the life cycle of the program and its various interventions. This will result in more sustainable socioeconomic impacts of the fisheries program as well as better relations between fisheries and other socioeconomic activities such as housing, tourism, agriculture, marketing and other activities developed in the coastal zones.

Conservation and protected areas have management plans, which include a clear zoning that defines how and where different the types of activities can be carried out. Most of the CAs management plans include the following main zoning:

- Totally protected zones
- Local use zones
- Multiple use zones
- Buffer zones

The zoning of protected areas and particularly of coastal and marine areas is aimed at:

- Protecting critical habitats rich in species including intertidal areas, coral reefs, sea grass areas, inland wetlands, mangroves, forests, breeding sites, migratory routes;
- Protecting important visiting areas from a tourist point of view;
- Recognizing the traditional use of resources by local communities and providing a form for continuous use but in a well-managed way;
- Providing a geographical basis against which to evaluate the use of the resources as well a way of monitoring and reviewing the effectiveness of the management plan;
- Providing a geographical framework for the surveillance and patrol activities with special attention to areas of higher level protection.

As already mentioned for both, management of protected areas and of the coastal areas in general, the good intentions are frequently misunderstood and certain practices undermine the achievement of the ultimate objective of ensuring sustainability that will benefit all.

Lack of experience by managers of conservation areas and marine resources makes it difficult for them to adequately communicate with the communities inside and around these areas for the practical adoption of Community Based Natural Resources Management (CBNRM) in partnership with other actors on the ground.

At times communities have no real incentives to participate in conservation initiatives. This offsets their willingness to actively get involved. When coupled with poorly demarcated boundaries of the protected areas (very common in Mozambique) and low levels of patrolling and law enforcement this contributes to increasing encroachment into areas that should be free from occupation and use and leads to poaching and other malpractices.

The involvement of local NGOs and other community based organizations is generally low and their capacity to work as brokers in the processes is also weak.

Transforming local communities into partners in conservation and sustainable use of fisheries resources has been a long term challenge. The program will face some of these challenges and this PF is precisely aimed at providing a basis for a successful process of getting all stakeholders and particularly the poorest actively involved.

This Process Framework is being developed as part of Program preparation since the project will involve a number of restrictions of access to natural resources by the communities in certain areas and time periods

The objective of the Process Framework is to ensure that communities become partners and take responsibility in biodiversity conservation by a process that translates into sufficient benefits from participating and by compensating for the costs that may arise.

It is a known fact that if affected people and communities do not participate in the identification of their resources, designing and agreeing on restrictions to them, and in recommending the mitigation measures, it is unlikely that they will take the responsibility of complying with the sound management principles of fisheries resources and other conservation elements.

This Process Framework describes the process by which potentially affected communities will willingly and actively participate in:

- identifying impacts and mitigation strategies for People Affected by Project (PAP) components (through natural resources strategic use planning and management in and conservation areas and coastal zone in general; and,
- measures to assist PAPs in their efforts to improve their livelihoods, or at least to restore them to what they used to before the program implementation
- formulation of Community Development Action Plans (CDAP) and demand-driven sub-projects to be financed by the Project.

CDAP will be used as tools that will give communities the power to voice their genuine interests vis-à-vis the final design and implementation of the program and its subprojects. The formulation of these plans will provide an opportunity for involvement of local NGOs/CBOs and the private sector in empowering local communities and building capacity to sustain interventions over time. Once developed, a CDAP, should become part of the SWIOFish Management Plan, and be approved by the World Bank.

This document describes the participatory consultation and integration process by which:

- impacts and measures to assist affected groups in their efforts to restore and improve their livelihoods will be determined;
- the criteria for eligibility of affected groups or displaced persons to benefit from project assistance will be determined;
- natural resources conservation and sub-projects will be implemented with local communities;
- a complaints and grievance redress mechanism is developed for resolving disputes that may arise relating to resource use restrictions, dissatisfaction with eligibility criteria, community planning measures or actual implementation;
- Monitoring and Evaluation will be carried out, and,
- An estimated budget to support the peaceful and sustainable implementation of the participation process.

In addition to contacts with central level institutions in Maputo city, the provinces of Cabo Delgado (Pemba), Nampula (Nacala and Ilha de Moçambique), Sofala (Beira), Zambezia (Nicoadala and Inhassunge) and Maputo (Marracuene/Macaneta and Maputo City (Porto)) were visited both for reconnaissance and preliminary assessment of the field conditions and initial public consultations with local stakeholders and later on for extensive data collection and in-depth discussions with local stakeholders. More specifically the following public consultation meetings took place:

- Cabo Delgado province – Pemba: June 3rd, 2014;
- Nampula Province – Nacala: June 4th, 2014
- Nampula Province – Ilha de Moçambique: June 4th, 2014;
- Sofala Province – Beira/Praia Nova: June 5th, 2014;
- Zambezia Province – Quelimane June 6th, 2014)
- Zambezia Province –Zalala: June 8th, 2014

The meetings were publicly announced in the newspaper of major circulation in Mozambique (Notícias) on the 30<sup>th</sup> of May 2014. The details about the public consultation process carried out have been captured in this version of the PF Report. This includes a standalone report on the public participation process that is included as an annex of this document.

Extensive literature review was also carried out with the purpose of identifying key environmental and socioeconomic concerns in the project areas. This consultative approach should continue in the subsequent stages of program development and implementation, monitoring and evaluation.

## **8 POLICY, LEGAL AND ADMINISTRATIVE FRAMEWORK**

The areas of intersection between SWIOFish and Conservation Areas as such will be rather limited. As said the program touches only on some areas of the Quirimbas National Park, Marrromeu Reserve and to some extent Maputo Elephant Reserve and Inhaca and Portuguese Islands Reserve. The importance of the process framework in this program is strongly influenced by the fact that the development of fisheries and particularly in the coastal areas as is the case of this program goes hand in hand with a number of restrictions that are part of the general integrated coastal zone management embraced by Mozambique. Thus, a combination of management instruments will be used to guide the PF such as (i) the management plans of conservation areas and their zoning; (ii) district and municipal land use plans (PDUT<sup>20</sup>, PE<sup>21</sup> and PP<sup>22</sup>), (iii) sector policies, laws and regulations notably from fisheries, tourism, agriculture and public works. These should be used throughout the program life cycle to inform decisions.

### **8.1 Policy**

#### **Consultation and participation**

Local people and communities as well as their representatives need to be continuously involved in the decision-making related with the diversity of Project interventions. The various pieces of Mozambican legislation on land and environmental management place public consultation and participation at the top of the agenda. The same applies to the management of conservation areas, which has stated in their zoning have areas defined for “local” and “multiple” uses as a way of “recognizing the traditional use of resources by local communities and providing a form for continuous use in a well-managed way”. The preparation of the ESMF and this PF has started this process of public consultation and involvement. During the subsequent phases of the project implementation efforts will be made to ensure that the provisions in those regulatory documents are strictly followed. Local people/communities and their representatives are properly placed to streamline the needs of local stakeholders and to promote the local resource management capacity.

The environment sector’s policy framework including the integrated coastal zone management principles provide for the participation of local communities, among others, in development of policy and laws for natural resource, management of conservation and protected areas, and policing to ensure compliance with environmental norms and regulations. The agricultural sector contains a series of legal provisions that make communities entitled to retain their land and resource use rights in conservation areas. They can use these rights to negotiate returns on income generated. The involvement of affected people in planning, information sharing and consultation, consensus and coordination of actions and strategies between sectors and hierarchical levels is consistently endorsed as a way of ensuring that equitable and sustainable use of the land and natural resources to contribute to socio-economic development.

The Tourism Policy endorses finding innovative and pragmatic ways of addressing how people live inside the national parks and reserves. The Conservation Policy promotes accountability for

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<sup>20</sup> Planos Distritais de Uso da Terra

<sup>21</sup> Planos de Estrutura

<sup>22</sup> Planos de Pormenor



environmental services through the involvement of all stakeholders, particularly communities using natural resources as a means of basic livelihood. It aims to ensure the sustainable use of natural resources while at the same time providing the necessary benefits and services for sustainable development and to local communities. The policy emphasizes the need for participative management of conservation areas.

It is fundamental that by all means the Program does not contribute in any way to create unreasonable restriction to access to resources by local people and/or any land conflicts. It is a known fact that if not adequately planned projects such as this have the potential to bring employment, infrastructure and modern technologies but they can also contribute to local food insecurity, environmental damages, rural-urban migration etc., which are not desirable outcomes.

## 8.2 Legal

The Parliament has recently approved the Conservation Areas Law (April 9, 2014) which will fill a void that prevailed for many years in the subsector. The new law provides for the legal establishment of Conservation Area Management Boards (CGAC), advisory bodies covering one or more CA composed of representatives of local communities, the private sector, associations and local state bodies for the protection, conservation and promotion of sustainable development and use of biological diversity. The new law also:

- legalizes public-private partnerships for CA management and for concession contracts.
- presents new categories for the classification of protected areas into a) total conservation areas and b) sustainable use conservation areas.
- management plans for CA must cohere with spatial planning instruments at all levels and special land use plans will be required for the ecological zoning of single or clusters of CAs and their buffer zones, ecological corridors and other areas critical to the preservation of the ecological balance and spatial continuity elements.
- interests and involvement of communities legally inside CAs and their buffer zones, in income generating activities that promote biodiversity conservation will be considered in new CA Strategic Development Plans.
- community conservation areas with land use rights will provide communities with area management options of partnerships and concessions to third parties.
- buffer zones will be guided by CA Management Plans - instruments with the same level of juridical obligation as Land Use Plans and Environmental (and Social) Management Plans. However, coastal/marine CAs will be jointly administered by the CA and the Fisheries sector, and terrestrial CAs by the CA and the Agriculture sector.
- opens the possibility for the State to resettle people to outside of a CA if their presence is incompatible with the legal status of the conservation area or impedes its good management.

Other relevant legislation defining community roles and obligations in relation to natural resources use and management includes:

- **The Constitution:** Mozambique's 2004 Constitution includes two fundamental environmental pylons, namely: "the right of every citizen to live in a clean environment and the responsibility to protect this right" as well as recognition of environmental protection as a public interest. In relation to Land aspects, stipulates: (i) the maintenance of land as State property; (ii) land may not be transferred (i.e. sold) and the country does not have a "land market" *per se*. Holders of land rights are able to transfer improvements, such as buildings, from one party to another. Furthermore, other than stating that compensation should be paid when land is expropriated in the public interest, both the Constitution and the Land Law (see below) do not expand on

issues related to compensation, in terms of the principles, forms, eligibility, valuation, adequacy, procedures, timing and responsibilities; (iii) the safety of access and use of the land by the population and the investors (...), recognizing the rights of customary access and administration of the land by rural resident populations, promoting the social and economic justice; (iv) the safeguard of the rights of women to access and use of the land; and (v) the sustainable use of natural resources, to guarantee quality of life for the actual and the future generations, ensuring that the areas of total and partial protection maintain their environmental quality and the specific intentions they were established for.

- **The Law on Local State Administration n° 8/2003 and Decree n° 15/2000 on Local Authorities:** these legal instruments expand the level of control and responsibility to local authorities for local development and decentralization. The decree describes the articulation of local state authorities and community leadership gives them powers under Article 24 of the Land Law to participate in conflict resolution, represent community opinions on applications for land, and identify and delimit community land
- **The Land Law (Law N° 17/1997 of 1 October):** specifies that land belongs to the State, and use rights can be awarded by the State. It defines Total Protection Zones that include areas designated for nature conservation activities. The Land Law provides the details of rights based on customary claims and the procedures for acquisition of title for use and benefits by communities and individuals.
- **Forestry and Wildlife Law n° 10/1999:** identifies the principles of local community participation in sustainable natural resources management in and outside of protected areas. It proposes 20% of concession fees should go to local communities resident in a concession area. Local Participatory Management Councils (COGEPs) constituted as associations with representation of all stakeholders with interests in the use of natural resources in a given area may be created as a mechanism for articulating and defending participants' interests. The mechanisms for channelling and utilizing the 20% of taxes to benefit local communities was created in 2005 through Ministerial Diploma n.º 93/2005 of May 4<sup>th</sup>. Beneficiaries can only receive money if their community is organised in a legalized association with a bank account.
- **Environmental Law n° 20/1997:** stipulates that local communities and to a certain extent NGOs and the private sector shall have 'considerable and indispensable participation in the management' Environmental Protection Areas.
- **The Environmental Impacts Assessment (EIA) Regulation, approved by Decree n.º 45/2004, of 29 of September:** requires project developers to carry out consultation with PAPs whose use of natural resources is restricted by a project or physical displacement is implied through the project preparation process. The main objectives of the consultative process are to: (i) keeping Interested and Affected Parties (PI&As) informed about key issues and findings of each stage of the ESIA; (ii) gathering concerns and interests expressed by various project stakeholders; (iii) Obtaining contributions/opinions from stakeholders in terms of avoiding/minimizing possible negative impacts and maximize positive impacts of the project; and (iv) supporting the social dialogue and identifying from the onset, stakeholders' perceptions and expectations. This can contribute to the action planning and effective communication in order to minimize the impacts of the project. The process also allows for rethinking the project's technical aspects

Specific public participation aspects are regulated by Diplomas 129/2006 and 130/2006 and other related regulatory instruments.

Certain interventions might require people to be resettled. The Regulation of the Environmental and Social Impacts Assessment Process, which governs the EIA process in Mozambique, says very little about resettlement, except in its Annex I, point 1. Infrastructures,

line a), where it states “under environmental licensing, all interventions requiring people to be resettled will be considered as Category A Activities”.

- **The Territorial Planning Law ( No. 19/2007):** has the purpose of ensuring the organization of national land and sustainable use of its natural resources; observing *legal*, administrative, cultural conditions; and providing favorable conditions for the socioeconomic development of the country; the promotion of quality of life of the population; and environmental protection and conservation. This law is applicable at all levels, from national to district level, and requires the preparation of territorial (national, provincial, district, municipal/town) master plans in line with actual conditions at each level. Among other, this law confirms that expropriation for the public interest shall give rise to the payment of fairly calculated compensation in order to compensate for the loss of tangible and intangible goods and productive assets as well as for the disruption of social cohesion<sup>23</sup>. Ministerial Diploma 181/2010, approved in November 2010, is also meant to govern this process of compensation.
- **The Decree No. 23/2008 Territorial Planning Law Regulations:** Article 68 (No. 2a) further specifies that expropriation for the purpose of territorial planning is considered to be carried out in the public interest when the final objective is safeguarding the common interest of a community through the installation of economic or social infrastructure with large positive social impacts. Article 70 (Nos. 1-3) also establishes that fair compensation must be paid before the transfer or expropriation of property and assets, and should not only cover the real value of expropriated assets, but also damage and loss of profit. As mentioned above specific aspects related with compensation are also governed by Ministerial Diploma 181/2010. This diploma also reiterates the provision in Chapter 10 of Decree N.º 23/2008 in that land taking for the fulfillment of public interests should be made public by the Cabinet under the proposal of the developer. However, public announcement by Cabinet has not been and it is not yet current practice. There are no clear mechanisms to follow it and it can take a lot of time. Alternative ways of overcoming this gap become necessary and may need to be applied in this project.
- **The Fisheries Law (nº 3/90):** endorses the involvement of communities in management of artisanal fisheries and a participatory approach to conservation and appropriate use of aquatic biologic resources and ecosystems.
- **The Marine Fisheries Regulation (Decree, N.º 43/2003):** stipulates that the Ministry of Fisheries adopts participatory management of fisheries resources. Community Fisheries Councils (CCPs) are legal entities that contribute to the participative management of fisheries and to developing activities to promote resource sustainability and improvement of living conditions, incorporating the interests of the community in development action plans.
- **The Tourism Law nº 4/2004:** defines the tourism sector as being strategically positioned to contribute to economic growth, employment creation and alleviation of poverty. The specific improvement of the standard of living of local communities is expected as a result of their active participation in tourism (and where relevant conservation) activities.

### 8.3 Institutional and Administrative Framework

The GOM established the Ministry for the Coordination of Environmental Affairs (MICOA), in 1994. MICOA has been refining its approach to tackle environmental management by adopting medium to long-term strategies and policies. In more recent times, focus has been on (i) integration of land use planning into decentralized planning, (ii) reduction of the people living in environmentally risky and

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<sup>23</sup> A specific document regulating the process was approved in 2010 (Ministerial Decree 181/2010 of November 3).

sensitive areas; (iii) environmental education and promotion; and (iv) regulation and supervision of natural resources management activities. These aspects are enshrined in the Environmental Strategy for Sustainable Development 2007-2017 (EADS). MICOA is a coordinating entity in recognition of the fact that environmental management is the result of a combination of interventions by a series of development sectors and stakeholders at various levels. Main areas of intervention include policy formulation, general promotion, planning, research/technologies, investment in infrastructures and other relevant areas, regulation, surveillance, extension/education/awareness creation, etc. The understanding of environment as a crosscutting subject coordinated by MICOA has led to the definition of environmental line ministries to integrate the other ministries/sectors that deal directly with the main environmental components, i.e. soil and subsoil, water, air and the biotic components (plant and animal). In general, these can also be subdivided into two major categories:

(i) Those depending directly on natural resources as their main source of raw materials (inputs) comprise:

1. Agriculture (land and forests)
2. Fisheries (fishery resources)
3. Mines (mineral resources)
4. Public works and housing (water and land)

(ii) Those whose outputs depend largely on the supply of environmental services comprise:

5. Energy (water, mineral resources, biotic elements for bio fuels, etc.)
6. Tourism (landscape and wildlife)
7. Health (water and infrastructures)

At present, the list of environmental line ministries includes, but it is not limited to:

- **Energy:** Energy production and distribution (electricity, fuels and renewable energy);
- **Agriculture:** Plant and animal production, forests and wildlife, land and cadaster, agricultural irrigation and agricultural research and extension ;
- **Health:** health including environmental health as part of public health;
- **Mining/Mineral Resources:** Geology, mines and fossil fuels;
- **Public Works and Housing:** Water, buildings, roads and bridges, housing and urbanization;
- **Tourism:** Tourism and respective hotel industry as well as conservation areas related with tourism;
- **Fisheries:** Fisheries' management and inspection, fisheries research and technologies.

### **The fisheries sector management**

The services of the Fisheries Administration at central and provincial level have a key role in the fisheries management process, for example in the licensing, supervision and management of resources. The management of artisanal fisheries, and especially the beach seine, is based on a small number of measures required by national general rules:

- Period of closure for industrial and semi-industrial shrimp fishing at the Sofala Bank is between November to February. This period has been changed from zone to zone. Note that this closure is valid only for industrial and semi-industrial fisheries. For artisanal fishing the closure period is restricted to only 1 month, usually in January. The other fishing gear such as gillnets and line, are not subject to this measure.
- Minimum mesh size permitted is 38 mm. However, for conservation fisheries resources and fisheries management reasons, the mesh size can be changed (extended) for each fishing area.

- Preservation of endangered species. Catches are not allowed to mammals and sea turtles, rare or endangered species and other internationally protected species and of interest to the investigation. These species once captured should be according to the law, released back to the sea.

In addition to these general rules specific local rules may be established at the provincial level, which may include e.g. limiting the number of gear, or gear type, allowed in a particular area or period. These verifications are, however, rarely exercised. Similarly, compliance with general rules on closure and mesh is usually low or variable, largely due to lack of effective inspection.

The fisheries research is done by the National Institute of Fisheries Research (IIP), which is also represented at provincial level. IIP recommends management measures to the Fisheries Administration. However, to date, the level of formalized advice on tactical planning of artisanal resources has been quite modest compared to industrial fisheries. The latter are under a strict control production targets (quotas) regime. This contrast is due, in part, to the short history of routine monitoring of artisanal resources, and the dispersed nature of these fisheries.

The general regulations for small scale fishing also include intervention in the management process by users of fishery resources (local fishing community), provided they are integrated into community-based organizations named Fisheries Councils (CCP). However, the efficiency and dynamism of these organizations varies from region to region. As regards the surface gillnet, it is also recommended to reduce fishing pressure by improving the selectivity of net and/or the identification of periods/areas suitable for the major species caught off-season. Actions should include review of mesh and frame coefficients of the net in order to adjust them.

SWIOFISH planning, implementation, monitoring and evaluation can substantially benefit from this institutional arrangement for sustainable management of environmental and social factors. As indicated, to begin with, the National Program Steering Committee will be chaired by the MF and will consist of representatives from relevant ministries such as MPD, MoF, MICOA MICOA,, MTC, MOPH, MINAG and the private sector. This institutional arrangement is also meant to ensure that all relevant sectors and institutions have a voice in all important stages of SWIOFISH development, including in environmental and social implications of the project.

#### **8.4 National legislation in relation to World Bank Policy**

World Bank policy on involuntary resettlement covers the direct economic and social impacts of the expropriation of land or the restriction of access to natural resources. OP/BP 4.12 covers Bank-assisted investment projects that cause the restriction of access to legally designated parks and protected areas resulting in adverse impacts on the livelihoods of the affected groups especially ownership, occupancy, or use rights.

The application of OP/BP 4.12 to develop a Process Framework promotes a participatory and integrated approach to peacefully managing fisheries activities in legally designated parks and other conservation areas due to the presence of people in almost all of these.

The Ministries of Fisheries, Tourism and Agriculture and their policies and development strategies endorse the need to allow people living in conservation areas and exploiting fisheries resources to have access to those resources provided that they use them in a sustainable manner and are adequately involved in the processes related with their use. The Process Framework will describe the processes for community strategic participation and involvement in management and in sharing benefits from the

improved management of fisheries resources including those found in CAs and respective areas in which consumptive use is allowed.

Overall, the Mozambican legal framework and the World Bank endorse community participation in the design and enforcement of conservation activities in order to help identify acceptable alternatives to unsustainable patterns of resource use and promote community support for such alternatives.

It should be mentioned that although there has been increased harmonization between the GOM Regulations and the WB Safeguards Policies, differences in a number of areas and aspects remain. **Under the Program whenever there is a conflict between national legislation and World Bank safeguards policies, the latter prevails.**

## **9 PARTICIPATION AND INCLUSION OF PROJECT AFFECTED PEOPLE**

The management of artisanal fisheries, and especially the beach seine, is based on a small number of measures required by national general rules:

- Period of closure for industrial and semi-industrial shrimp fishing at the Sofala Bank is between November to February. This period has been changed from zone to zone. Note that this closure is valid only for industrial and semi-industrial fisheries. For artisanal fishing the closure period is restricted to only 1 month, usually in January. The other fishing gear such as gillnets and line, are not subject to this measure.
- Minimum mesh size permitted is 38 mm. However, for conservation fisheries resources and fisheries management reasons, the mesh size can be changed (extended) for each fishing area.
- Preservation of endangered species. Catches are not allowed to mammals and sea turtles, rare or endangered species and other internationally protected species and of interest to the investigation. These species once captured should be according to the law, released back to the sea.

Other specific local rules may be established at the provincial level, e.g. limiting the number of gear, or gear type, allowed in a particular area or period.

Fisheries activities developed in and around conservation areas have to comply with more stringent rules usually defined in the CA management plans and respective zoning.

The Process Framework requires the participation and inclusion of potentially affected communities in deciding the scope of the restrictions and the mitigation measures proposed as follows:

### **9.1 Strengthening Commercial Utilization of the Coastal and Conservation Areas**

It has already been said that the majority of small-scale fisheries participants are artisanal subsistence fishermen who fish for household consumption (thereby playing an important role in food security for those involved) and sell the (occasional) surplus locally. Only a small number of artisanal fishermen are more market-oriented, using more appropriate boats, technology and labor. The program will promote stronger links between all categories of fishing activities and link fisheries with tourism and other economic activities in order to reduce losses, increase incomes and reduce pressure on protected areas and resources. Existing financing systems and other support systems should be used and supported to sustain the interventions that will be made.

Local communities should be involved in the definition, negotiation and agreements for developing their fishing and fisheries value adding activities in different areas and periods of the year. The reasons and ultimate benefits behind any forms of restriction and the expected outcomes need to be consistently and continuously communicated and agreed upon with local communities and particularly the Community Fisheries Councils (CCP), where these exist. Efforts should also be made to create CCP where these do not exist at the same time that dedicated work should be done to strengthen these organizations. Other local entities including NGO/CBO also need to be actively involved. They are well positioned to replicate the capacity building processes even after the phasing out of the program.

There is a need to adopt a long term view to the consultative and capacity building processes to promote buy-in to sustainable use of resources and resource conservation and ideally concession

agreements should also include community representation in decision-making bodies that are concerned with management of the natural resource.

Interventions should focus on strengthening the capacity of existing communities and CCP, other associations and community based natural resource management committees to sustainably manage the utilization of marine-coastal natural resources, promoting economic development of fishing communities, supporting and strengthening coastal communities resource rights in order to protect their livelihoods and improve food security. Existing community organizational opportunities such as rotating savings and credit schemes should be supported. These should also complement programmes such as the Territorial User Rights for Fishers programmes, which are aimed at increasing the capacity of coastal-marine communities to secure 'rights' over fisheries and improve their management.

Community participation and inclusion in the identification of areas and activities to be developed and planning process should:

- a) identify and use customary institutions in the zoning and community mapping process;
- b) planning frameworks must consider values and issues across all sub-groups of communities particularly the most vulnerable (families headed by women, children, chronically ill and the elderly). Women and girls in Mozambique are most affected by poverty and environmental degradation, not the least due to traditional gender-based division of work. As women bear the direct responsibility for providing food, water and fuel wood to their households, their situation is further aggravated by climate change, when availability of natural resources and time and efforts necessary to have access and supply change;
- c) diversification of communication modes and channels to make them suitable to the different audiences;
- d) demonstration activities to ensure that people learn by doing and can replicate the lessons in their daily activities.

Capacity development of communities and of their organizations will be fundamental, not only to assist in the creation of legally recognized entities that may be eligible to participate in subproject identification, design, proposal preparation, but also for the development of rights based initiatives. Training in business management, community development and strategic planning must accompany the training processes and linkages between fisheries and other development opportunities. In the integrated and sustainable use of natural resources in the program areas the following should be considered:

- Enhancing the capacities of relevant service agencies in the program areas at all levels;
- Deepening the levels of decentralisation and gender balance of stakeholder organisations within the program areas, making representation and participation more effective and democratic;
- Improving and expanding livelihood opportunities through increasing access to reliable natural resources, to relevant information and training, and to investment facilities;
- Increasing protection of the homes, livelihoods and health of vulnerable communities through effective warning and mitigation measures; and
- Ensuring that appropriate environmental and social impact assessments are undertaken as part of all feasibility studies prior to any significant investments in the project areas.

## **9.2 Mechanisms for Community Participation and Inclusion**

Fishing communities need to be exposed to real opportunities to change their strategic use and management of local natural resources in a way that improves their livelihoods.



A screening process will be used to identify any potential changes in land-use, resource access and infrastructure development, identifying how interventions should be designed and carried out in a socially sustainable manner. This will require the provision of adequate resources to meet the needs of the program affected people (PAP) whether they are physically or economically affected by program activities. It also requires adequate, meaningful and participatory consultation with the program affected people to ensure that they fully understand their entitlements. Such participatory public consultation should include and pay particular attention to women, the poor and most vulnerable groups of the affected communities.

Sub-project planning, implementation, monitoring and evaluation will be carried out in a participatory way in order to minimize negative impacts and where necessary, encourage voluntary resettlement and ensure that sub-project benefits accrue to the affected people, particularly women, the poor and most vulnerable.

The screening process will also be used to determine the need for environmental and social impact assessments<sup>24</sup> when site specific physical development activities are planned. This participatory process will identify communities and/or individuals directly or indirectly affected by planned SWIOFish and sub-project activities. Impact assessments will detail the impacts and the exact numbers and categories of affected groups and individuals, and include or recommend mitigating actions designed through Action Plans: Community Development Action Plans (CDAP).

Existing District Development Plans including District Land Use Plans and CA Management Plans (where activities will be developed in CA) as well as other sector plans (tourism, agriculture, housing, etc.) will provide the bases for formulating CDAPs. Sustainable community fisheries activities and value adding activities to fisheries will be identified with government and private sector stakeholders together with communities.

To ensure local and full ownership CDAPs will be embedded in local communities, district authorities, non-government agents and provincial governments' structures. CDAP participatory process will assist in the identification of local priorities and adequate ways of addressing them, through local stakeholder consultation meetings and other working processes. These plans will include activities that mitigate or off-set the negative impacts of new or more stringent restrictions on the use of natural resources related with the program. These will include:

- the establishment and management of areas for multiple and consumptive use of fisheries resources;
- development of sustainable livelihoods alternatives and fisheries value adding activities that alleviate unsustainable, destructive use of natural resources and instead raise awareness and promote their conservation by local communities
- best ways of dealing with closure and opening fisheries periods including alternative ways of offsetting the negative implications of those in people's livelihoods
- how to derive maximum benefits from authorized fishing gear
- post harvesting activities and value adding local opportunities (e.g. freezing, packaging, improved drying, smoking, transporting including cooking).

These activities should contribute to transforming passive community beneficiaries into active participants together with implementing agencies through co-management, benefit sharing projects and

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<sup>24</sup> See the Project's Environmental and Social Management Framework for details.

as active participants in mechanisms that reward conservation achievements. Community participation in a) the decision-making processes concerning their future use and access to local natural resources and b) activities to mitigate the impacts of loss of access, is expected to encourage their buy-in and commitment. Together with longer term capacity development and strengthening market linkages, active participation of community members in viable economic development activities should ensure longer term benefits

Affected communities are expected to participate in the identification and implementation of priority sub-projects identified in the CDAPs. Once they have had their awareness raised through the planning process and potential or existing service providers have been identified, the facilitation of sub-project proposal development will be on a demand basis and financing awarded for a limited number of projects or limited volume of investment per area. The CDAP would identify priority areas where activities or clusters of activities would have more significant impact, or potentially be more sustainable and where communities would be mobilized to prepare proposals.

The following aspects should be taken into consideration in conducting community participation:

- Individual consultation with local influential leaders and recognized religious and/or traditional authorities. Participatory methods such as participatory rural appraisal (PRA) to identify local resources, mobility and existing resource use management, ranking importance and management preferences, locating and mapping land-use boundaries, and verifying customary procedures for decision-making, conflict resolution and identifying areas with resource use conflicts etc., should be encouraged.
- A communication strategy that is responsive to the specific communication needs of the local people to disseminate program objectives, planning systems and procedures, opportunities and eligibility to participate in different livelihood development activities, and grievance communication mechanisms.
- Consultation with groups of project affected people to raise awareness about the participatory planning process and objectives of the project, explain policy and procedures for sub-project applications and build trust in the participatory process.
- Encourage and promote the creation of legal community associations, small, medium and micro community enterprises and other institutions to represent and lead communities in negotiating access to resources, including partnerships with the private sector in developing sustainable fisheries and conservation in which communities would benefit.
- Building capacity of communities and private companies to enable them to better interact with each other in and in a constructive and mutually beneficial ways.
- Participatory processes should involve PRA methods, consensus decision-making or voting as appropriate, efforts to work with social groups (e.g. separate focus groups discussions with men, women, youth, elderly, leaders, etc.) to ensure they can express their own needs and priorities without inhibitions, use of interest groups drawn from territorially diverse locations to make consultative groups more representative, continuously improve representativeness and equitable attribution of benefits or rights to participation in livelihoods support activities.
- Consultation should be carried out regularly through annual planning and participatory evaluation activities at community and interest group levels to verify progress. Monitoring through community structures linked to local authorities and fisheries and CA authorities should listen to, verify and respond to grievances as entitlements are understood and taken up or as they change over time.
- District and local government teams should be involved in progress and impact monitoring as joint learning and development processes.
- The status of women, youth and vulnerable groups should be regularly monitored through participatory and inclusive consultation.

A multi-media Communication Plan will be formulated and implemented to ensure that timely and accurate information is readily available to program managers and all stakeholders. This communication strategy will be an essential component in the whole process to help communities learn about opportunities and become involved in effecting sustainable livelihood changes.

Communication is the basis for creating awareness, for consensus building, for generating participation in processes of change and development, for making informed decisions and for resolving conflicts. A communication strategy at community level should focus on:

The main social groups targeted by the communication strategy will potentially become involved in activities that promote local socio-economic development. The strategy should initially create awareness among communities about the Project and opportunities associated with it, the planning processes, eligibility and options for participating in development activities. Communication campaigns should consist of groups listening, seeing, discussing and analyzing among themselves what they should do in relation to processes (such as zoning, timing, pre and post harvesting, linkages with other economic sectors, etc.) and opportunities presented. This is the most solid way of promoting buy-in by local people and communities to the sustainable use of fisheries resources.

Eligibility criteria for social groups to participate in potential sub-project development should be transmitted as part of the communication campaign. Criteria might include whether they are affected by the project (loss of access to resources), geographical quotas, gender criteria, and evidence of past or present commitment in similar undertakings. These kinds of criteria can ensure transparency and fair access to opportunities.

Intermediaries from local government and NGOs and / or private sector brokers should assist in this process. Non-government facilitators may be identified from existing projects and where necessary recruited and trained in interpersonal communication and facilitation.

By combining a communication approach with a focus on livelihoods development household livelihood security can be promoted and activities to develop early warning systems of difficulties developed. Redress would focus on improving the resilience of vulnerable groups. This might involve programs that focus on strengthening networking links with enterprise opportunities, income generating skills acquisition, reproductive health awareness raising, institutional development and empowerment. Livelihood promotion activities should focus on the longer-term and use participatory methodologies with an empowerment philosophy.

### **9.3 Impacts and Criteria for Determining Eligibility for Assistance**

Most of the people relying on fisheries for their living in Mozambique coastal areas are generally poor. Among other there is a significant percentage of women who practice artisanal subsistence fishers, as a way of ensuring food security for their families, as well as generating marginal income. Artisanal fishing is practiced by the communities along the coast and along inland waterways, where catches are used for consumption with limited sell. The vulnerability of these people can become worse as a result of new or strengthened restrictions on access to natural resources. Communities may lose use rights, or traditional access to resources when zoning and effective CA management enforces regulations prohibiting or restricting resource use in areas designated as legally protected for the purpose of conservation.

Eligibility criteria for Project assistance are based on resource use restrictions and the impacts these may have on affected people's livelihoods and wellbeing.

Currently, the Forestry and Wildlife Law defines resource use in and around protected areas and the new Law on Conservation Areas will eventually, through its regulation facilitate a revision of conservation categories to better take into account conservation needs and the need to balance these with local community socio-economic development, particularly where communities are resident inside CAs. The new legislation classifies protection zones into a) *total conservation areas*: Total Natural Reserves – demarcated within CAs with no access to people, National Parks – may be visited by people but no resource use is permitted unless for management and maintains ecological balance, and Cultural and Natural Heritage – managed according to tradition, restricted use, or conservation needs of the monument; and b) *areas of sustainable conservation* that cover: Special Reserves, Protected landscapes, Official Total Conservation Areas, National Parks and Special Reserves will be required to have a buffer zone as an integral part of the conservation area. However, buffer zones may be created around other conservation areas as necessary.

CDAPs should constitute part of and be coherent with their respective Fisheries Resources Management Plans, CA Management Plans and Integrated Coastal Zone Management. CDAPs will specify potential community projects/activities that help mitigate the effects of restrictions of access to resources. In these, the number of project affected people that can be expected to earn enough income to at least replace what has been lost, as well as the number who have decided to participate in more than one activity must be identified. Since generally only a small number of people can profitably engage in highly profitable fisheries activities, it will be necessary to monitor and work with communities to continue identifying alternative sustainable sources of income.

The principles of information sharing and informed transparent participatory decision making will be pursued at all levels from community through to planning and management structures. Additional technical inputs may be contracted as required by community organizations or partnership organizations to carry out socio-economic baseline studies, technical feasibility studies, EIAs for infrastructure developments and so forth.

#### **9.4 Minimizing Negative While Maximizing Positive Ones**

In the course of implementing measures to maintain the sustainability of the CAs and Coastal Areas in general people's livelihoods may be adversely affected particularly where restrictions on resource use and/or relocation may be decided upon. The Project will assist all affected persons in their efforts to improve their livelihoods or restore them to pre-project levels. Specific mitigating activities will be identified and decided upon at the time that the restrictive measures are being considered during participatory ESIA's and other zoning and periodization activities and CDAP preparation. They will be tailored to the interests and needs of the affected people.

Project design includes measures to prevent displacement and impoverishment of local people, including using alteration of geographical categories to exclude communities, revised zoning and updating land use and fisheries plans that reduce stringencies therein, while maintaining sustainability value. CDAPs will involve a participatory local development planning process to identify and support local priorities, demarcation and registration of community land as a prerequisite to bringing in external investment, and support and incentives for more sustainable community/private sector partnerships. The participatory planning process provides a mechanism to promote coordination among different stakeholders and interests, and focuses planning and implementation at local level.

The Program supports the government's decentralization policy and will provide training and capacity building prior to launching any new participatory planning process in a province or district. The zoning process for CA Management Plans and as incorporated into PDUT will identify the spatial location of community groups likely to be negatively affected by project activities and identify the need for the

preparation of different Action Plans. Preparation of CDAPs will focus on identifying and prioritizing opportunities and needs for sub-projects and identify together with local communities how they can become involved in these. The communication strategy will be formulated to raise community awareness about the potential impacts identified and about alternative livelihoods opportunities for negatively affected families. It will provide the basis for a demand-driven process of creating awareness about opportunities and criteria for participation in sub-projects and how to apply for and prepare proposals that can be considered for financing.

As part of the CDAP, consultation with community representatives through the co-management structures to sites where people are negatively affected by project activities will focus on action plan development, and will identify the numbers of project affected people, the type of impact and their eligibility to participate in alternative livelihoods activities or be compensated in any other way, particularly if they must be relocated. Co-management committees will create working groups that participate in formulating specific Action Plans.

The Communication Officer in the Core Management Team and other designated technical teams will carry out meetings with all affected people to ensure that collective decisions can be made about the options available to them as eligible individuals or households. If the Action Plans require the services of specialist consultants to carry out ESIA's, community working groups will accompany and facilitate meetings with PAPs and local influence leaders.

Livelihoods promoting strategies will be based on the development of private sector/community partnership initiatives and community capacity building and empowerment measures that mitigate the negative impacts of affected people's resource use restrictions. These include:

- Accelerated and expanded community land delimitation and registration in priority community fisheries areas (ensuring community rights in these areas);
- Incorporation of biodiversity conservation and environmental management and restoration in local land use planning;
- Community-based natural resource management initiatives (related to sustainable fisheries and tourism, sustainable forest management for added value schemes and sustainable fisheries management, and community conservation area development objectives);
- Technical assistance of broker organizations to identify potential fisheries and sustainable natural resource management business opportunities that are viable and seek interested investors;
- Community organization and creation of representative, transparent legal entities able to enter into contractual arrangements;
- Legal advice and representation, including mechanisms to enable communities to seek redress against what they regard as unfair practices by investment partners;
- Sustainable fisheries management "literacy" education (including study tours and visits to successful operations) and training in relevant skills;
- Use of tools such as the sub-project life cycle and Project manuals with service provider TORs, standard proposal models, screening guidelines and concession contract guidelines to guide sub-project financing operations;
- Matching funds for appropriate community initiatives and apprenticeships and internships with successful operators;
- Strengthening capacity among local communities to engage more fully in productive partnerships with private sector including financial capacity.
- Communities in and around CAs will be encouraged and assisted to conserve habitats and protect biodiversity in areas identified as conservation priorities in CA Management Plans, Strategic Development Plans, and jointly zoned PDUT.

- Arrangements whereby equity partnerships are developed through community trusts, co-ownership agreements or similar to assist in compensation for access and asset losses resulting from project activities.

The process of adaptive management will allow plans to be adjusted and brought in line with reality including other planning process changes incrementally over the life of the Project and beyond. Participatory tools will be developed wherever feasible so that communities take responsibility for verifying the impact of the Project and alternative livelihoods activities on affected communities and individuals. Community organizations will be mostly responsible for ensuring the compliance of community members based on formal sustainable resource use agreements.

Mitigation strategies in existing CA management plans include: community game farms, timber mills and more efficient charcoal production projects in buffer zones, carbon sequestration projects, provision of viable alternative energy, community development centers, 20% of revenue, local employment sourcing, through to temporary marine protected areas for fish replication, job-sharing employment opportunities in tourism - particularly by women, value chain development for fishers and many other natural resources users. These will require micro and more significant financing through grants and loans, management skills, education, training, and sub-projects will have to be well designed so that participation is used to achieve sustainability and empowerment – not further dependence and short-lived community projects. Conservation is a long-term issue, as is community management of natural resources and community development. All aspects should be recognized and valued by being addressed through the longer term strategic development planning instruments supported by rolling action plans.

In order to effectively engage with communities, the development of community institutions to represent the interests of respective communities is a pre-requisite. In creating and strengthening these, CAs and service providers must ensure where possible, that such organizations are representative of different interest groups within each community, including in terms of gender, ages and different livelihood activities (traditional fishers, honey collectors, traditional healers, hunters, etc.). In order to participate in co-management *fora*, service providers will train members of community institutions to effectively represent and promote the interests and development of their communities. A concrete output of co-management committee functions will potentially be community co-management agreements which must define management roles and responsibilities within specific areas and in accordance with CA management and zonation plans. In this regard effective land use planning processes with local communities is key.

The delivery of benefits should be focused on those communities directly associated with the area from which benefits are derived, and that the receipt of benefits is linked to cooperation by individual communities towards achieving the conservation objectives of a given area.

## **9.5 Resolution of Complaints, Potential Conflicts or Grievances**

Conflicts or grievances may arise from already existing situations particularly those involving asset losses. Conflicts generally arise from poor communication, inadequate or lack of consultation, inadequate flow of accurate information, or restrictions that may be imposed on people through the implementation of Program activities. Conflicts may also arise from mistrust generated by the increasingly militaristic anti-poaching measures of CA and coastal zone management where community members may be caught between conflicting interests raising tensions within the communities themselves and in relation to CA rangers and maritime/fisheries authorities.

### **9.5.1 Preventative measures**

To prevent the exacerbation of conflicts awareness-raising about Program activities will be applied throughout the Program cycle in order to reduce misunderstanding and grievances. The participatory zoning processes, CA strategic development planning, coastal zone and fisheries resources management principles and subsequent participatory action plan formulation will identify potential conflicts and involve potentially affected people. Consultations and negotiations will be carried out with PAPs where there are indications of potential conflicts. Training for technical teams, co-management committees and local leaders in conflict management will also assist in minimizing the negative impact of conflicts. To empower communities they will be involved in awareness-raising and training concerning their rights and obligations, how to obtain legal advice and representation, and how to seek redress against what they see as being unfair practices by investment partners or others.

### **9.5.2 Grievance and conflict redress mechanisms**

Grievance redress mechanisms should involve the local community influential leaders in providing a first level of listening and informal resolution. These leaders should be represented or involved in the co-management committees and working groups and be involved in creating awareness that they may also be used for the transmission of grievances to these *fora* for informal resolution. Some land and resource-use related conflicts may be resolved by traditional leaders. If they are beyond their scope they may be passed on to the local community court where it exists.

When the actions of local communities conflict with the biodiversity objectives of the area, they must try to resolve these conflicts through negotiation with the relevant authorities. In doing so, engagement of government or independent civil society groups may help resolve these problems in such a way that the interests of communities and conservation are appropriately balanced.

If issues are concerned with relationships with secondary or external stakeholders, and/or are outside the capacity of the community or local authorities to resolve, they should be presented to the co-management committees for transmission upwards to district level. If the issues are not resolvable at these levels, they should be transmitted through the local authorities to the District Government for redress or mediation.

In the case of grievances, decisions on redress and communication of these to the complainant should be timely at all levels. This will promote greater trust in the communication system and improve attitudes about the Project within the community. Information should normally be returned to the community using the same channels as for its initial transmission. The results should be communicated to all other levels and relevant structures at the same time for coordination and awareness purposes. If the community member/group who lodged the complaint is not satisfied with the decision of the Project Authority, then as an ultimate recourse he/she/they may submit it to the court system.

In cases where conflicts or complaints are directed against governmental agencies, project management or private investors, whenever possible, Project affected people and communities will be encouraged to resolve conflicts harmoniously through informal mediation by external agencies, such as NGOs or government officers. When disputes cannot be resolved informally, more formal mechanisms will be required. Where one or more communities are in conflict with a private-sector developer, the issue will be taken to the Ministry or agency with titular responsibility for the investment.

The general rule is that all grievances related with non-fulfilment of contracts, levels of compensation, seizure of assets or certain restrictions of access to resources without compensation should be brought to the attention of relevant officers and dealt with.

Communication should be done in relevant languages mainly (for verbal communication mainly under the Program PF, written material will be only in Portuguese) and Portuguese. General grievance forms to be used should be prepared by Project Implementation Units/Environmental and Social Safeguards Personnel/Teams and made known and available to all potential users, although people should also feel free to use their own grievance documents at wish.

At the grassroots level, mainly bairro and neighbourhood the country does not have unified structures to manage common matters affecting those who live there. What is a fact is that in all cases there is always some form of organization and/or representation of the households by entities such as the “Heads of Ten Houses” (Chefe das Dez Casas), “Grupo Dinamizador” Secretaries, Traditional Leaders, Religious Leaders, etc. who represent people living within certain jurisdictions. Depending on the specific cases, these should be chosen to organize and represent the households throughout program implementation and particularly during the presentation and redressing of grievances. They should by themselves and/or assisted by other people be able to carry out all the secretarial work involved in the process, such as preparing/writing the grievances where needed, collecting them, filing, sending, translating, etc. Where affected people/households/entities want to handle the whole process by themselves they should be allowed to do so. Representation may be the best approach but it should not be imposed.

More specifically, in relation to the host of issues that may arise in the course of program implementation, the following stages and specific actions and timelines, should be observed in grievance and conflict redress processes:

**Stage 0:**

Potential PAP grievance documented in the appropriate form to be provided by Project Implementation Units/Environmental and Social Safeguards Personnel/Teams; if during the process it appears that the PAP did not understand the entitlement, this can be explained. The Project Management/Environmental and Social Safeguards Personnel/Teams should not discourage the filling of a grievance. The grievance will be captured in the Grievance/Issues Register, that should be made available for the program.

**Step 1:**

Depending on the nature and characteristics of the issue at stake the Project Management/Environmental and Social Safeguards Personnel/Teams makes first judgment to accept or reject a grievance. If accepted the Committee set up to deal with the PF recommends a final solution.

**Step 2:**

If the aggrieved person is not satisfied with Stage 1 decision he/she shall forward the case to the Chefe do Posto Administrativo with a preliminary report prepared by Project Implementation Entity/Environmental and Social Safeguards Personnel/Teams. The report should contain the details of the grievance and hearing date and decision of the PF Committee.

**Step 3:**

If the PAP is still dissatisfied with the decision taken after Stage 2, he/she shall forward the case to Technical Committee for Monitoring and Supervision of the PF. The grievance shall be forwarded with all the documented details of the case to date.



#### **Step 4**

It is assumed that all cases shall be solved at Technical Committee for Monitoring and Supervision of the PF level. However, there are cases that may remain unresolved. For such cases, the PAP shall have the option to refer his/her case to the District Administrator/Mayor of the Municipality for final amicable solution.

#### **Step 5**

If no amicable solution is reached in Step 4 the PAP will have recourse to the District/Municipal courts as a last resort. This is a stage that although should always be open and available, it should be discouraged by all positive means such as timely communication and open negotiation. The institutional arrangement and the principles of community consultation and participation that are intrinsic to the PF are designed to allow for the process to detect and deal with the problems in a timely and satisfactory manner for all parties concerned.

Each stage should be limited to a maximum of 15 days/2 weeks from receiving a grievance and making decision.

It is strongly advised that all measures be put in place to ensure that solutions are reached by consensus based on negotiation and agreement.

Detailed procedures to redress grievances and appeal process should be disseminated among PAPs who should be empowered to use them as they find it fit. The empowerment process described in previous chapters should, among other aspects, focus on these procedures. The procedures should be disseminated during all phases of the PF and program implementation.

### **9.6 Administrative and Legal Procedures**

Government ministries represented by respective national and provincial directorates or departments will be called on to participate in planning and implementing community conservation agreements, community / private / public partnerships for development activities.

Descriptions made in Chapter 7 clearly show that there has been considerable progress in institutional, legal and regulatory processes related with environmental and social management in Mozambique. However, coordination and law enforcement remain a serious challenge.

The Ministry for the Coordination of Environmental Affairs (MICOA) is entrusted with the responsibility of “promoting sustainable development through the practical leadership and execution of the country’s environmental policy”. However, it is a Ministry that is relatively new compared to other traditional ministries (e.g. agriculture, public works, education, health, MPD and MMAS, etc.) and it has been facing real problems to advance its coordinating role and responsibilities.

The various institutions, development strategies, laws and regulations are still in need of harmonization to ensure that they achieve common goals within the sector. Human and material investments are required to translate the various provisions into concrete actions. This is further compounded by the fact that most of the country’s inhabitants are active in the informal sector, which makes it very difficult to regulate them.

Based on needs identification a specific institutional and human capacity-building program for environmental and social management will have to be developed as part of the Project. Beneficiary institutions might be the Ministry for the Coordination of Environmental Affairs (MICOA) at its various levels, mainly the provincial and district levels, relevant line ministries at provincial and district levels, e.g. agriculture, public works, energy, mineral resources, health, education, MMAS and MPD, etc., including local authorities (e.g. municipalities and others such as CSOs). A detailed capacity-building program will be developed during implementation, with a focus on strengthening the District, Municipal and Provincial structures responsible for environmental and social management.

The District Services of Planning and Infrastructure (SDPI), which have a unit that deals with environmental matters at the district level, should be given special attention to build their capacity to manage the ESIA/ESMP processes. So far, these processes are managed mainly at the provincial and central level. Only limited number of districts have made significant strides in getting actively and competently involved in ESIA/ESMP processes. In as far as possible lessons learned from districts with experience should be replicated in the program areas as part of the Program planning and implementation.

To deal with the various and complex issues related with communication, coordination, capacity building and institutional strengthening there will be qualified Safeguard Specialists and a Communication Officers in the five provinces stationed at INAQUA and IDPPE.

MICOA approves full ESIA's, simple EAs are approved by the DPCA. All ESIA require a report of public consultation carried out and the full integration of local issues and recommendations into the Environmental Management Plan and Resettlement Plan. Full EIAs are obligatory for activities that imply people's relocation or potential conflicts concerning their use of natural resources.

Legal procedures for acquiring land use rights, for dispossessing people of their land use rights and property for public interest, and for restricting access to natural resources shall be observed as provided for in the Constitution and laws of Mozambique, and supplemented by this Process Framework and a Resettlement Policy Framework that should also be prepared if it becomes a reality that people might be subject to involuntary resettlement under the program. Resettlement plan and land use plan compliance are monitored by MICOA through DNAPOT.

## **9.7 Monitoring and Evaluation Arrangements**

MICOA is responsible for external monitoring of environmental management and land use plans compliance.

Participatory tools will be used wherever feasible so that communities take responsibility for verifying the impact of the project and alternative livelihoods activities on affected communities and individuals.

Community consultation and participation will build community capacity to identify indicators and together with planning facilitators they will develop participatory monitoring tools. These will be used to formulate project proposals, and for participatory monitoring and feedback to external monitors during the implementation of these plans. Communities will also participate in external evaluation of outcomes of implemented plans.

At community level, the co-management committees will be the main *fora* involved in participatory monitoring. They will identify indicators for Action Plans developed with their participation, and will be trained on how to manage the information for the project's and committee use. All community

management structures should listen to, verify and respond to grievances as entitlements are understood and taken up or as they change over time.

Existing knowledge and additional social research and monitoring will be used and done to understand the aspirations and livelihood strategies of local affected communities in order to design practical, acceptable and mutually beneficial conservation and development interventions.

Via the adaptive management model the quality of monitoring processes should be regularly reviewed and improved. Issues such as leadership, representation, equity, and treatment of individuals vulnerable to specific hardships must be adequately addressed through identifying sensitive indicators and their monitoring. Training of all participants in how to use monitoring and evaluation for adaptive management decisions and how to use it as a basis for good communication flow will be essential for good project management

## **10 IMPLEMENTATION COSTS**

Below is the itemized budget estimates for implementing the PF as well as for preparing and implementing the CDAPs, including monitoring, evaluation, auditing and capacity building.

Items	Cost in USD ('000)
<b>A. Contracts with service providers</b>	
Community capacity development	\$50.0
Baseline studies	\$ 37.5
Community Development Action Plans	\$75.0
CDAP Updates	\$ 25.0
Community participation	\$ 30.0
M&E	\$ 20.0
<b>B. Support to Local Communities</b>	
Compensation for resource use restriction	\$225.0
Conflict resolution	\$62.5
<b>C. Management organization, and supervision</b>	
Program management, organization and supervision	\$100.0
<b>Total</b>	<b>\$625.0</b>

The estimated total cost for implementing the PF and preparing and implementing the site specific CDAPs stands at **US\$ 625,000.00** (six hundred twenty five thousand American Dollars).

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# Annexes

Annex 1: Project Screening Form

1. NAME OF THE APPSA PROJECT COMPONENT:

\_\_\_\_\_

New		Rehabilitation		Expansion	
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2. DPA/SDAE CONTACT PERSON: \_\_\_\_\_

3. LOCATION:

*(Map attached with the location of the activity)*

4. ZONNING:

Residential zone		Savanna		Wetland		Green	
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Free area

Semi-urban area

Informal settlement


5. PROJECT DESCRIPTION:

*Brief description of the project (site area, project capacity, size)*

Main natural resources found: \_\_\_\_\_

Expected restrictions: \_\_\_\_\_

Project Affected Persons:: \_\_\_\_\_

6. LAND OWNERSHIP: \_\_\_\_\_

7. LOCATION ALTERNATIVES: \_\_\_\_\_

a) Land use in the site and surrounding areas



	Site area	Surrounding area
Residential		
Commerce and Services		
Fisheries		
Industry		
Agriculture		
Leisure & Sport		
School		
Health Center		
Heritage or sacred site		

**b) Main existing social infra-structures in the surrounding area:**

School	<input type="checkbox"/>
Health Post	<input type="checkbox"/>
Water well with Pump	<input type="checkbox"/>
Latrines	<input type="checkbox"/>
Drainage network	<input type="checkbox"/>
Road	<input type="checkbox"/>
Electricity	<input type="checkbox"/>
Telecommunication	<input type="checkbox"/>
Other:	<input type="checkbox"/>

**FICHA DE INFORMAÇÃO AMBIENTAL PRELIMINAR**

**1. Nome da actividade:**

**2. Tipo de actividade:**

a) Turística  Industrial  Agro-pecuária  Outro

Especifique

b) Novo  Reabilitação  Expansão

**3. Identificação do(s) proponente(s):**

**4. Endereço/contacto:**

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**5. Localização da actividade:**

**5.1 Localização administrativa:**

**5.2 Meio de inserção:**

Urbano  Rural

**6. Enquadramento no zoneamento:**

Espaço habitacional  Industrial  Serviço  Verde

**7. Descrição da actividade:**

**7.1 Infra-estruturas da actividade, suas dimensões e capacidade instalada (juntar sempre que possível as peças desenhadas e escritas da actividade):**

**7.2 Actividades associadas:**

**7.3 Breve descrição da tecnologia de construção e de operação:**

**7.4 Actividades principais e complementares:**

**7.5 Tipo, origem e quantidade da mão-de-obra:**

**7.6 Tipo, origem e quantidades de matéria-prima :**

**7.7 Produtos químicos citados cientificamente a serem usados: (caso a lista seja longa deverá produzir-se em anexo)**

**7.8 Tipo, origem e quantidade de consumo de água e energia:**

**7.9 Origem e quantidade de combustíveis e lubrificantes a serem usados:**

**7.10 Outros recursos necessários:**

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**8. Posse de terra (situação legal sobre a aquisição do espaço físico):**

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**9. Alternativas de localização da actividade:**

(Motivo da escolha do local de implantação da actividade e indicando pelo menos dois locais alternativos)

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**10. Breve informação sobre a situação ambiental de referência local e regional:**

**10.1 Características físicas do local de implantação da actividade:**

Planície  Planalto  Vale  Montanha

**10.2 Ecossistemas predominantes:**

Rio  Lago  Mar  Terrestre

**10.3 Zona de localização:**

Zona Costeira  Zona do interior  Ilha

**10.4 Tipo de vegetação predominante:**

Floresta  Savana  Outros  (especifique)\_\_\_

A vegetação é dominada por gramíneas, pinheiros casuarinos, coqueiros e arbustos e árvores indígenas.

**10.5 Uso do solo de acordo com o plano de estrutura ou outra política vigente:**

Machamba  Habitacional  Industrial   
Protecção  Outros  (Especifique)\_\_\_\_\_

**10.6 Infra-estruturas principais existentes ao redor da área da actividade:**

**11. Informação complementar através de mapas**

- Outra informação pertinente que julgar relevante.

**Local, data (dia/mês/ano)**

**Annex 3: Status Quo of Preparation of District Land Use Plans in the Project Area (provinces)<sup>25</sup>**

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<sup>25</sup> These might require an updating.

PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
CABO DELGADO	1	1	Pemba Metuge	2008	
	2	2	Mecufi	2008	
	3	3	Balama	2009	
	4	4	Montepuêz	2009	
	5	5	Macomia	2009	
	6	6	Chiúre	2009	
	7	7	Namuno	2009	
	8	8	Ancuabe	2009	
	9	9	Mueda	2010	
	10	10	Nangade	2010	
	11	11	Meluco	2011	
	12	12	Ibo	2011	
	13	13	Muidumbe	2011	
	14	14	Quissanga	2011	
	15	15	Mocimboa da Praia	2012	
	16	16	Palma	2012	

PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
Total de distritos com planos = 16					

PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
NAMPULA	25	1	Mossuril	2009	Moma
	26	2	Ilha de Moçambique	2008	Mongicual
	27	3	Nacala - Porto	2009	Eráti
	28	4	Angoche	2008	Memba
	29	5	Nacala -a- Velha	2010	Nacarôa
	30	6	Mongovolas	2011	
	31	7	Murupula	2011	
	32	8	Monapo	2010	
	33	9	Nampula Rapale	2011	<b>Total Distritos Sem Planos = 5</b>
	34	10	Muecate	2011	
	35	11	Mecuburi	2011	
	36	12	Malema	2012	
	37	13	Ribaúe	2012	
	38	14	Meconta	2012	
	39	15	Lalua	2012	
<b>Total de distritos com Planos = 15</b>					

Source: MICOA (2012)



PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
ZAMBÉZIA	40	1	Mocuba	2009	Namarroi
	41	2	Pebane	2009	Gurué
	42	3	Alto Molócué	2009	Lugela
	43	4	Namacurra	2009	Total de distritos sem Planos = 3
	44	5	Mangaja da Costa	2009	
	45	6	Chinde	2009	
	46	7	Morrumbala	2011	
	47	8	Mopeia	2011	
	48	9	Gilé	2011	
	49	10	Nicoadala	2012	
	50	11	Ile	2012	
	51	12	Milange	2012	
	52	13	Inhassunge	2012	
Total de Distritos Com Planos = 13					

PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
SOFALA	62	1	Nhamatanda	2009	
	63	2	Muanza	2009	
	64	3	Machanga	2009	
	65	4	Cheringoma	2009	
	66	5	Chemba	2009	
	67	6	Buzi	2009	
	68	7	Maríngue	2009	
	69	8	Caia	2011	
	70	9	Marromeu	2011	
	71	10	Gorongozza	2012	
	72	11	Dondo	2012	
	73	12	Chibabava	2012	

PROVÍNCIA	ORDEM	TOTAL DE PLANOS	DISTRITOS COM PLANOS ELABORADOS	ANO DE ELABORAÇÃO	DISTRITOS SEM PLANOS
MAPUTO	105	1	Boane	2010	
	106	2	Matola	2010	
	107	3	Magude	2011	
	108	4	Moamba	2011	
	109	5	Matutuine	2011	
	110	6	Marracuene	2012	
	111	7	Manhiça	2012	
	112	8	Namaacha	2012	
<b>Total de distritos com Planos = 8</b>					

Source: MICOA (2012)





**REPUBLIC OF MOZAMBIQUE**  
**MINISTRY OF FISHERIES**  
**SUMMARY OF ISSUES RAISED DURING MEETINGS WITH STAKEHOLDERS**  
**(CABO DELGADO, NAMPULA, SOFALA AND ZAMBEZIA PROVINCES)**

**PROVINCE: Cabo Delgado**

**INTRODUCTION**

Cabo-Delgado is located in the Northern region of Mozambique. For the consultations various key stakeholders were contacted. These were informed on the Program, and subsequently their views and opinions on the main issues relating to Environmental Management and Resettlement were recorded. The stakeholders also provided contributions to the Environmental and Social Management and Resettlement Policies being elaborated by Ministry of Fisheries as this was the main objective of the consultations.

**MAIN FINDINGS**

IDPPE Cabo Delgado - Manuel Daniel, Juliana M. Supeta, Acácio Mussa

IIP Cabo Delgado – Afonso Lino Maruse, Sérgio José,

All the interviewed government representatives admitted that small scale fisheries activities in Pemba have the potential to grow, however there are challenges throughout the whole production chain. One of the main challenges faced in the sector is to attract the private sector to invest in supplying fishing equipment in Pemba, at an affordable price for the small scale fishermen. According to the respondents, Pemba also lacks key infrastructures such as workshop areas as well as trained personnel dedicated to undertake building, maintenance and repair of fishing boats used by small scale fishermen. Additional infrastructures required are primary vendors' markets equipped with appropriate freezers for better storage of fisheries products.

The respondents also call for the need to construct demonstration centers where appropriate fishing methods, storage, handling, inspections and marketing of fisheries products can be carried out by competent government staff at provincial and district levels. They acknowledged that despite the growing number of fishermen, there is limited government technical and financial capacity (particularly in the islands) at provincial level to disseminate best fishing practices and carry out actions towards promoting sustainability in the fisheries sector.

Additionally, small scale fisherman have limited access to loans, mostly because the interest rate is significantly high for this level of fishing activities undertaken by small scale fishermen. The respondents emphasized the need to improve the working conditions for the government staff working directly with fishermen; particularly the need to consider improving their housing conditions as well as making available transportation means to facilitate the monitoring of fishing

activities in Cabo Delgado. They also highlighted the need to invest on the fisherman and ensure that they have capacity to build safe fishing boats, and consider purchasing vehicles with freezers for better transportation of fisheries products from the sources to distant markets. The respondents further noted that there have been initiatives under PROPESCA to undertake assessment of the potential fisheries sites in Cabo Delgado, but such initiative should also examine the need for restructuring the fisheries sector as a whole, to contemplate the improvement of working conditions for government staff.

Regarding the development of aquaculture projects, the respondents pointed out that there are many women who on daily basis dedicate their time into collecting fisheries products such as crabs, oysters and mussels. As a result, the aquaculture projects should target those groups since they already know the importance of these species, and they may be willing to be involved in growing such species in an organized manner within specific sites, thus increasing their economic gains as well as minimizing pressure on resources growing naturally.

Regarding environmental management, the respondents indicated that due to the lack of docking sites, most activities associated to building and maintenance of boats are undertaken in the proximities of the sea in an open area, and it is likely that contaminants such as used oils and fuels from engines as well as paints are affecting the sea environment. Poor fishing practices such as the use of inappropriate fishing gears (locally known as *chicocota*) and mosquito's nets are considered to be the most significant human activities that might be contributing to declining fishing stocks. Mangrove forests known to be key systems for reproduction of marine species are also being cut to sustain human needs in construction and use as fuel (firewood). These aspects, associated to the effects of climate change might be taken into considerations when planning projects towards improving the small scale fisheries in Cabo Delgado.

## **SUMMARY**

Environmental concerns are still novel in Mozambique, and the implications of polluting activities into the sea environment such as contaminants associated with boat painting and used oils spills from boat engines is generally poorly understood by members of the fishermen communities. The SWIOFish program therefore offers an opportunity to promote and ensure that all fisheries activities as well as the proposed civil works to improve fisheries infrastructures take into consideration environmental and social management as well as good resettlement practices in the targeted areas, regardless of the extent of the activity.

There is still a lack of coordination between different government institutions with MICOA, the Fisheries and the Municipalities in regards to monitoring of environmental impacts in the coastal zones. Thus, mainstreaming environment, building technical and financial capacity for multisectoral government entities as well as the fishermen have to be prioritized under the proposed SWIOFish program or through complementary funding initiatives. Dissemination of information and environmental regulations as well as awareness on the adverse environmental impacts on development efforts is crucial for fighting poverty in a sustainable manner.

## **PUBLIC CONSULTATION MEETINGS – CABO DELGADO, NAMPULA, SOFALA AND ZAMBEZIA**

In order to gather public's views on the foreseen civil works program (infrastructure construction/rehabilitation) for small-scale fisheries, and in fulfilment of the requirements of both the World Bank's Environmental Guidelines and the Mozambican Environmental Law, public consultation meetings were held in Cabo Delgado, Nampula and Zambezia provinces targeted for the SWIOFish program.

The public meetings were conducted in line with the Mozambican law described by the Ministerial Diploma 130/2006 for Public Consultation. In line with the requirements of this decree, the meetings were preceded by publication in the national newspapers (Noticias) prior to the date of the meeting. Key stakeholders were also contacted by emails and telephone to inform them about the meeting and request their inputs. A summary of the project information was produced and sent to the stakeholders at the targeted provinces through the Provincial Directorates of Fisheries namely António Mário Carvalho (Cabo Delgado), Daniel Momade (Nampula), João Duarte Saize (Sofala) and Arcílio Madede (Zambézia) which were identified as focal point to liaise with interested public. The public consultation meetings took place in the following dates:

- Cabo Delgado province – June 3rd, 2014;
- Nampula Province (Nacala) – June 4th, 2014
- Nampula Province (Ilha de Mocambique), June 4th, 2014;
- Sofala Province (Beira – Praia Nova) - June 5th, 2014;
- Zambezia Province (Quelimane and Zalala) - (June 6th and 8th, 2014).

The following are summarises of the issues raised at the public meetings.

### **PUBLIC MEETING**

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**Venue:** Cabo Delgado – Pemba (Sala da Cruz Vermelha de Mocambique)

**Date:** June 3, 2014

**Time:** 08:30h – 10:30h

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#### **PARTICIPANTS:**

**Consultants:**

**Public:** 13 participants

#### **INTRODUCTION**

The proposed **South West Indian Ocean Fisheries Governance and Shared Growth in Mozambique (SWIOFish Mozambique)**, is a program through which the World Bank (WB) and the France Development Agency (AFD) will support the Government of Mozambique (GOM) to sustainably increase the competitiveness of country's fisheries sector as a way of ensuring that the

sector realizes its recognized potential of creator of employment and wealth and as a crucial contributor to the diversification of the economy.

The main objective of this meeting was to inform potentially interested and affected populations on the proposed program, as well as to gather their views or opinions for subsequent inclusion in the process of decision making for the program.

## **PRESENTATIONS**

The meeting in Cabo Delgado was chaired by the consultant, preceded with the opening of the meeting, wishing all participants a warm welcome and a brief description of how the meeting would proceed.

**Public meeting held in Pemba – Cruz Vermelha de Moçambique**



## **PROGRAMME DESCRIPTION**

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Cabo Delgado province, as well as potential environmental and social impacts related to the program.



## DISCUSSIONS:

Questions/Issues	By whom
<ul style="list-style-type: none"> <li>▪ There has been a number of projects planned for Cabo Delgado but we hardly see the results. Recently we have been having meetings promoted by PROPESCA but no results;</li> <li>▪ The Climate Change initiatives to support the fishermen in Cabo Delgado have not shown any results yet;</li> <li>▪ Regarding infrastructures, first vendors markets, Freezers, docking sites and workshop areas are fundamental structures to effectively promote fisheries sector;</li> <li>▪ There is a need to empower the existing fishing inputs stores, as well as establish shops to sell boat's engine ;</li> <li>▪ Rehabilitation of fisheries associations' headquarters can also contribute significantly to the improvement of working conditions in this sector;</li> <li>▪ Lack of fishing equipment and other associated inputs is a chronic problem affecting fishing activities in Cabo Delgado as it. No loans available to support the fishermen, lack of spare parts to fix the engines. The boats used are typically rudimentary and with safety implications;</li> <li>▪ Regarding environmental management, the Pemba area is faced with the sanitation problems, lack of toilets and the sea sites are used for toilets, hence potentially causing health problems;</li> <li>▪ Inadequate fishing gears and inappropriate net mesh such as the use of mosquito's nets which kill juvenile fish as well as eggs, and therefore affecting the fish stocks;</li> <li>▪ Devastation of mangrove forests and other types of forests to obtain timber for the manufacturing of fishing boats;</li> <li>▪ In the past the government took responsibility to subsidize the building of work yards and workshop areas for the boat repairs – Today the municipality should take this responsibility to subsidize the sector of create incentives for commercial operators to operate in buying and selling of fisheries equipment.</li> <li>▪ The proposed SWIOFish project should not only look at the infrastructures, but also other aspects complementary to the fishing activity, such as training, funding and restructuring of the government entities working in the fisheries sector.</li> <li>▪ To date the government has been working with banks and other financial institutions towards lowering the interest to make loans affordable for small-scale fishermen. Other alternative that should be considered by the government would be to subsidize fuel</li> </ul>	<p>(Jaime Mário Semedo– President of Fisheries Community Council of - Pemba)</p>

Questions/Issues	By whom
<ul style="list-style-type: none"> <li>▪ Although several activities to raise awareness have been taking place, poor fishing methods and poor sanitary practices prevail along the coastline of Pemba. These issues should be addressed by the proposed SWIOFish program.</li> <li>▪ There should be a stronger link between the potential projects to be funded under SWIOFish and the beneficiaries, and it should be recommended that the fishermen be involved during the construction phase of the projects. Hiring of local labor is fundamental to avoid conflicts with local populations.</li> </ul>	
<ul style="list-style-type: none"> <li>▪ Fishing with the use of mosquito nets is a problem. Because there are no alternative for income generation unsustainable fishing practices are present in the province.</li> </ul>	
Responses	By whom
<ul style="list-style-type: none"> <li>▪ Specific Projects or activities under SWIOFish will be identified once the funding has been secured by the Mozambican Government. It is envisaged that discussions will be held at that stage with a view to prioritize activities that will be implemented.</li> <li>▪ The Program forms part of the Government Poverty Reduction Program, and it stresses the importance of public involvement and the fishermen community is central to the activities under SWIOFish and public comments are be taken into consideration when prioritizing actions to be implemented.</li> </ul>	Eduardo S. Langa

## PUBLIC MEETING

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**Venue:** Nacala – Centro de Pesca de Naherengue - Nacala.

**Date:** 04 June 2014

**Time:** 08:30h – 10:30h

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### **PARTICIPANTS:**

**Consultants:**

**Public:** 26 participants

### **INTRODUCTION**

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Nampula, (specifically Nacala and Ilha de Mozambique), as well as potential environmental and social impacts related to the program.

**Public meeting held at CCP Naherengue – Nacala**



## PRESENTATIONS

The meeting in Nacala was chaired by the consultant, preceded with the opening of the meeting, wishing all participants a warm welcome and a brief description of how the meeting would proceed.

## PROGRAMME DESCRIPTION

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Nampula province, as well as potential environmental and social impacts related to the program.

## DISCUSSIONS:

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ The fisheries sector in Nacala lack any form of government support and this is reflected in the absence of banking institutions to make available loans with reasonable interest rates to benefit the small-scale fishing activities.</li> </ul>	Agi Momade
<ul style="list-style-type: none"> <li>▪ Lack of commercial shops operating in the fisheries sector is a major issue in Nacala. There is a general lack of fisheries inputs in Nacala. We would like to have a local dealer selling and repairing engines for boats which could take us to the high sea.</li> </ul>	Omar Amisse Omar Amisse Muriricho Julião
<ul style="list-style-type: none"> <li>▪ In the past we had in Nacala specific shops selling fisheries equipment, but these are no longer operational, and the equipments are in short supply. Some of the equipments being sold in Nacala are inappropriate for the type of fishing practiced here. It is therefore fundamental that those who sell fisheries equipments understand what is it that the fishermen would like to purchase for their activities.</li> </ul>	Galibo Califa
<ul style="list-style-type: none"> <li>▪ The fishermen in Nacala would like to have more access to bank loans, but with interest rates compatible with the level of small-scale fishing.</li> </ul>	Galibo Califa
<ul style="list-style-type: none"> <li>▪ Inappropriate fishing methods employed by fishermen have been one of the reasons for depletion of fisheries resources. There are two fish reserves in Nacala, but due to scarcity of fish in the bay, some fisherman tend to fish illegally in the reserves. Investment is needed to support monitoring actions with a view to preserve fish stocks in Nacala.</li> </ul>	Galibo Califa
<ul style="list-style-type: none"> <li>▪ Workshop area needed – Currently boat repairs are carried out randomly along the beach. This may potentially lead to pollution and affect the fisheries resources. The SWIOFish program should also consider</li> </ul>	Galibo Califa

Questions/ Issues	By Whom
<p>creating incentives for those fishermen using “<i>chicocota</i>” with a view to providing adequate fishing equipment as a way of contributing to preservation of fisheries resources.</p> <ul style="list-style-type: none"> <li>▪ Nacala (Naherengue) also needs “primary sales” market fully equipped with storage freezers and running water for hygienic handling of fisheries products.</li> <li>▪ Fish demand in Nacala is not met with the current fish supply. As an example, all the fish caught in Nacala is completely sold in Nacala without satisfying the full demand. This is likely to be the scenario in the future particularly with significant economic growth of both Nacala Porto and Nacala-á-Velha where population growth is expected to grow further as a result of development of the Nacala Port and its ancillary infrastructure.</li> <li>▪ Aquaculture development in Nacala should be seen as priority to meet fish demand in this growing market.</li> <li>▪ Technical capacity of the government fisheries authority needs to be strengthened to carry out adequate supervision of the coastal zone to ensure that fish stocks are not completely depleted as well as ensuring quality through effective inspection of the fisheries product being made available in the Nacala market.</li> </ul>	<p>Galibo Califa</p> <p>Galibo Califa</p>

## PUBLIC MEETING

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**Venue:** Ilha de Moçambique – Conselho Comunitário de Pesca – Nacala (Nanhupo)

**Date:** 04 June 2014

**Time:** 14:30h – 16:30h

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### **PARTICIPANTS:**

**Consultants:**

**Public:** 16 participants

### **INTRODUCTION**

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Nampula, (specifically Nacala and Ilha de Moçambique), as well as potential environmental and social impacts related to the program.

**Public meeting at CCP Nanhupo – Ilha de Mocambique**



## PRESENTATIONS

The meeting in Ilha de Mocambique was chaired by the consultant, preceded with the opening of the meeting, wishing all participants a warm welcome and a brief description of how the meeting would proceed.

## PROGRAMME DESCRIPTION

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Nampula province, as well as potential environmental and social impacts related to the program.

## DISCUSSIONS:

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ There has been a number of people coming to the Island to gather information on the fisheries, promising changes and improvements in the sector but at the end nothing happens. Perhaps they are writing their university coursework...</li> </ul>	Ateremane Amire
<ul style="list-style-type: none"> <li>▪ About aquaculture projects there is nothing happening here on Ilha de Moçambique, but we do hear that there are aquaculture projects being implemented elsewhere in Nampula. We are interested in participating in the aquaculture projects as the initiative could employ many people and also reduce current pressure on the fisheries resources on open sea.</li> </ul>	Ateremane Amire
<ul style="list-style-type: none"> <li>▪ In the past we have requested boats and other equipment to facilitate monitoring of the fisheries but we have not received and it has been difficult to undertake an effective monitoring of the fisheries on Ilha de Moçambique.</li> </ul>	Nuro Ambasse
<ul style="list-style-type: none"> <li>▪ It is really important to have the Consultants carrying out surveys here but most importantly, we need to have feedback of the decision made based on our contributions/inputs.</li> </ul>	Amisse Alpaca
<ul style="list-style-type: none"> <li>▪ In the Quissanga area, there is only one engine powered boat – so we are really happy to know that there is a possibility of funding in the small-scale fisheries sector.</li> </ul>	Amisse Alpaca
<ul style="list-style-type: none"> <li>▪ Aquaculture projects could be really a success here – species such as crabs and shrimps could be grown well here.</li> </ul>	Muaziza Ali
<ul style="list-style-type: none"> <li>▪ Ilha de Moçambique has the right conditions to develop the fisheries; labour and the willingness to work but there is lack of funding. There is also the lack of fisheries inputs – No single shop in Ilha de Moçambique sells fisheries inputs (fishing nets, safety equipment...), making it difficult to work effectively in this sector. Fishermen have to travel to Angoche in order to purchase material to fix fishing nets...</li> </ul>	Atumane Mussa
<ul style="list-style-type: none"> <li>▪ The fisherman would like to have access to funding as well as</li> </ul>	Momade Ibrahimo (President of Fishermen Association)

Questions/ Issues	By Whom
<p>equipment to improve their fishing techniques and improve their catches. The techniques currently used are rudimentary and fishermen cannot improve their economic conditions using the current methods.</p> <ul style="list-style-type: none"> <li>▪ We need storage facilities – in some cases we do catch good quantity of fish but we have no means to conserve and most fish products are lost. We have in the past applied for loans to purchase freezer systems, but the amount made available to us was insufficient and as a result we could not obtain the freezers systems with specification that we needed. This is an issue which needs to be corrected – We should receive the total amounts that we request when we apply for loans.</li> <li>▪ Fishing at Ilha de Moçambique is done at high sea as opposed to fishing in the shallow waters, and the limiting factor has been the lack of fisheries equipment such as supply of engines and the respective parts as well as fishing nets.</li> <li>▪ In the past the communities and their leaders were well organized. There used to be traditional ceremonies in coordination with religious leaders in view to ask the spirits to protect the fishermen and as a prayer for abundance of fish. In these days no such ceremonies and that could also be the reason for lack of fish.</li> <li>▪ The aquaculture activity on the Ilha de Moçambique should be empowered.</li> </ul>	<p>of Ilha de Moçambique)</p> <p>Momade Ibrahimio</p> <p>Momade Ibrahimio</p> <p>Momade Ibrahimio</p> <p>Momade Ibrahimio</p>



## PUBLIC MEETING

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**Venue:** Beira – Conselho Comunitário de Pesca da Beira – Praia Nova

**Date:** 05 June 2014

**Time:** 16:30h – 18:30h

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### PARTICIPANTS:

**Consultants:**

**Public:** 16 participants

### INTRODUCTION

The program description and objectives were made by the Planning and Statistics delegate of the Provincial Directorate Claudia Alves, who introduced the Team and outlined the objectives of the meeting and invited the participants to contribute. Subsequently, the consultant gave a brief introduction and explanation on motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant further explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Sofala, (specifically in Beira area), as well as potential environmental and social impacts related to the program could be addressed.

**Public meeting with fishermen (Centro de Pesca da Praia Nova – Beira)**



## **PRESENTATIONS**

The meeting in Beira was conducted in two stages. The first stage was with the provincial director of Fisheries in Sofala, and the second stage was with a group of fishermen association at Conselho Comunitário de Pesca da Praia Nova. The meeting was chaired by the consultant, preceded with the opening of the meeting, wishing all participants a warm welcome and a brief description of how the meeting would proceed.

## **PROGRAMME DESCRIPTION**

### **Meeting with Sofala's Provincial Director of Fisheries:**

The Director (João Duarte Size) who is very familiar with the SWIOFish program, welcomed the Consultants and highlighted the need to look at the whole fisheries chain and determine priorities for funding. He went on to stress that in the production side, there is a need to determine the technical specifications of fishing boat types that should be made to take into account the fishing methods as well as safety matters.

The director also considered the need for investment in solar panels for appropriate conservation of fisheries in the remote areas such as Muanza, which have fishing potential, but with no access to electricity from the national grid. In addition, the director pointed out that the small scale fisheries sector is disorganized. There is a need to build a fisheries market center for safe trading of fisheries products, and where health authorities can carry out inspections and declare the products safe for human consumption.

Regarding aquaculture – The Director indicated that aquaculture projects are welcome in Sofala, however, supply of inputs should also be considered on aquaculture development to be successful.

As pointed out by the Director, lack of funding has been a serious problem for the small-scale fishermen. The interest rate has been significantly high and there are no incentives for the small-scale fishermen to pursue the available funding scheme.

Finally, the Director highlighted the need for strengthening technical capacity of the government staff to carry out an effective monitoring of the small-scale fisheries sector. The commercial and industrial fisheries surveillance and monitoring is well define, however, there is a need to strengthen and focus on small-scale fisheries sector surveillance and monitoring. The provincial directorate lacks basic equipment to undertake this important activity for preservation of fisheries resources in key areas of the Sofala province. The Director proposes also to adopt an integrated management approach involving identifying negative human impacts (among other issues, the depletion of mangrove forests, coastal erosion, and pollution from various sources) and their respective mitigation along the coastline since this is an important ecosystem for the wellbeing of the sea environment.

### **Meeting with fishermen at Conselho Comunitário de Pesca da Praia Nova**

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the proposed Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks at the early stage of the Program, and described some potential negative and positive impacts that may be associated to the civil works under the SWIOFish program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the

challenges faced by the fisheries communities in Sofala province, as well as potential environmental and social impacts related to the program. Contributions made by participants are recorded on the table below.

#### DISCUSSIONS:

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ The main issue affecting the small scale fisheries sector in our region is the continuous use of “chicocota”. There has not been any solution for this problem to date. The people using this fishing technique should be identified and be supplied with appropriate fishing nets as a way of discouraging this practice. It is understandable that they do so for survival therefore punitive measures alone will not resolve the problem.</li> <li>▪ Fisherman lack access to funds, credit initiatives which have been implemented in the past for fishermen proved to be ineffective and unattractive as the interest was even high than that of commercial banks. There have been a number of meetings held with government authorities to resolve this issue but no solution yet.</li> <li>▪ Fishermen have also requested the government to subsidize fuel for those who have engine powered boats but such request has not been met yet – and associated to this, there is the requirement for the fishermen to have an organized accountancy which is almost impossible for common fishermen with no formal education. Thus, the proposed SWIOFish program should really consider the issues being raised here because improving infrastructures alone as prescribed under the SWIOFish program will not necessarily result in an improvement in the small scale fisheries sector.</li> <li>▪ There is an understanding that fishermen could improve by using boats which can stay at the sea for 48 hours, but again with the current interest rates it would be very difficult for fishermen to improve their fishing conditions.</li> <li>▪ The creation of <i>Conselho Comunitário de Pesca (CCP)</i> was a good initiative for the government as these bodies function as intermediaries between the fishermen and the authorities. The government however should support the CCPs and make an effort resolve the issues concerning the small scale fishermen.</li> <li>▪ Lack of supply of fisheries inputs is also a serious matter repeatedly raised by fishermen in this type of gatherings, but no response to date. Certain suppliers are selling inappropriate fishing nets and there is no monitoring of the equipment being sold and that add to the already major problem of use of “chicocota” and mosquito nets.</li> <li>▪ With regards to major environmental issues, the use of inappropriate fishing methods and the cutting of mangroves along the coast are some of the key human impacts affecting the recovery of fish stocks.</li> </ul>	João
	João
	José Manuel Feito (President of the Community Council of Fiheries – Nova Sofala)
	Delop Ramugi (President of the Community Council of Fisheries – Praia Nova)
	Delop Ramugi
	Balbino Razão
	Delop Ramugi
	Delop Ramugi
	Delop Ramugi (President of the Community Council of Fisheries – Praia Nova)
	José Manuel Feito (President of the Community Council of

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ Coastal erosion and climate change are also major issues affecting the small scale fisheries activities.</li> <li>▪ From the point of view of the common fishermen, the proposed SWIOFish program is not yet a priority in Beira – this is because we can have all the infrastructures that we need by the fishermen are not being able to bring the fish from the sea because they lack appropriate equipment. Thus, the main priority for the fishermen at this point would be to make funds available at affordable interest rates.</li> <li>▪ We have had bad experience with the road Nova Sofala-Tungo which was supposed to improve access to benefit the fisheries in this major fishing potential – Such road was never completed by the funding for it has been released. We are therefore concerned that there could be people trying to obtain funding in the name of small-scale fisheries while their priority is something else. We hope this is not the case with SWIOFish. We strongly recommend that the fishermen be truly involved in the decision making process particularly for planning and construction of infrastructure to benefit the fisheries sector.</li> </ul>	<p>Fisherries – Nova Sofala)</p>

## PUBLIC MEETING

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**Venue:** Hotel Flamingo – Quelimane – Zambezia province

**Date:** 06 June 2014

**Time:** 14:00h – 15:00h

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### PARTICIPANTS:

**Consultants:**

**Public:** 19 participants

### INTRODUCTION

The program description and objectives were made by the Consultant, who introduced the Team and outlined the objectives of the meeting and invited the participants to contribute. Subsequently, the consultant gave a brief introduction and explanation on motivation for the Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

**Public meeting in Quelimane –Hotel Flamingo**



Then the consultant further explained the need for Environmental and Social Management, and Process Frameworks for the Program, and described some potential negative and positive impacts that may be associated to the program. As the main goal of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Zambezia, as well as potential environmental and social impacts related to the program could be addressed.

## **PRESENTATIONS**

The meeting in Quelimane was conducted in two stages. The first stage with the provincial director of Fisheries in Zambezia, Mr. Arcício Madede, and the second stage was with members of groups of fishermen associations at Hotel Flamingo in Quelimane. The meeting was chaired by the consultant, preceded with the opening remarks, wishing all participants a warm welcome and a brief description of how the meeting would proceed.

## **PROGRAMME DESCRIPTION**

### **Meeting with Zambezia's Provincial Director of Fisheries:**

The Director proved to be well conversant with the SWIOFish program, and welcomed the Consultants and highlighted that the aquaculture component lacks infrastructures in Zambezia province, despite the fact that Zambezia province has better conditions for development of aquaculture activities on the coast as well as in the interior. He highlighted that in the past, there have been ideas to build a demonstration center where fisheries extensionists could demonstrate the aquaculture techniques to the communities and attract them to participate in this initiative and replicate elsewhere – The Director therefore sees the SWIOFish program as an opportunity to implement this initiative. The director highlighted the need to raise community's awareness on development of aquaculture projects, but he noted the lack of incentives for this sector to grow despite having suitable areas identified. He also pointed out that incentives should be in the form of tax exemptions for retailers dedicated to importing or fabricating the aquaculture inputs.

Regarding the small scale fisheries, the director highlighted the lack of fisheries infrastructures – There are no docking station which makes it difficult to monitor the fisheries products by competent government authorities before the products are released to the markets for human consumption. He went on to explain that the one existing port in Quelimane is not in good conditions since it has been built in the 90s, it has never been rehabilitated or maintained and visual inspections suggest that this infrastructure is not in good conditions. In addition, the dry docking station is not operational and the semi-industrial fishing boats are annually sent to South Africa for maintenance and repairs, which costs a significant amount of money. In some cases repairs are undertaken in artisanal conditions with all the safety and environmental implications associated to the process. The workshop is outdated and new technology should be installed. The freezers system is not operational and as a result, a significant amount of fish is lost due to lack of adequate storage.

When it comes to monitoring of the fisheries, the Director pointed out that the fisheries sector faces a major challenge and highlighted the need to build monitoring centers to monitor the major fishing poles. He believes building capacity and empowering the fisher supervisors would contribute to a greater improvement of monitoring of inappropriate fishing practices as well as depletion of mangroves and consequent degradation of the coastal zones which affect the fish stocks in the area.

### **Public Meeting held at the Flamingo Hotel - Quelimane**

The program description and objectives were made by the consultant Eduardo Langa. The consultant gave a brief introduction and explanation of the meeting's objectives, and the scope and motivation for the proposed Construction/Rehabilitation of Infrastructure Program for the fisheries sector as well as covering the legal aspects concerning the environmental and social considerations under the World Bank policy and the Mozambican Law.

Then the consultant explained the need for Environmental and Social Management, and Process Frameworks at the early stage of the Program, and described some potential negative and positive impacts that may be associated to the civil works under the SWIOFish program. As the main goal

of the meeting, the consultant proceeded by requesting the participant's opinions in relation to the challenges faced by the fisheries communities in Zambezia province, as well as potential environmental and social impacts related to the program. Contributions made by participants are recorded on the table below.

## DISCUSSIONS:

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ The SWIOFish program is targeting the same districts as those of PROPECA and there should be complementarities to these two program and avoid doing the same activities.</li> </ul>	Abel Mabunda (Delegate of National Administration Fisheries)
<ul style="list-style-type: none"> <li>▪ The SWIOFish program should promote sustainability actions by working with the fisheries associations who in certain cases tend to employ unsustainable practices as their fishing methods.</li> </ul>	Abel Mabunda
<ul style="list-style-type: none"> <li>▪ The SWIOFish Program could help the province by funding the preparation of zoning maps which would result on mapping and identification of potential zones for development of fisheries. This is a fundamental tool for effective management of the fisheries resources by the government and the communities.</li> </ul>	Abel Mabunda
<ul style="list-style-type: none"> <li>▪ Environmental issues have been associated to overfishing, cutting of mangroves, poor fishing techniques – organized groups of fisherman can deal with these issues more effectively if they have an incentive.</li> </ul>	Abel Mabunda
<ul style="list-style-type: none"> <li>▪ We appreciate the presentation and wish to highlight that all the key infrastructures for this sector are degraded here in Quelimane (docking stations, freezers systems) and this fact makes it difficult to operate in the fisheries sector.</li> </ul>	Samuel Mavie (Director of Fishing Port)
<ul style="list-style-type: none"> <li>▪ The dry dock station was built in 1994 funded by JICA and was operational until 2010. At the moment it degraded and the SWIOFish program might consider this important infrastructure for maintenance of fishing fleet.</li> </ul>	Luciano Bothelho (Director of Dry Docking)
<ul style="list-style-type: none"> <li>▪ Danida is currently funding certain activities on sustainable fishing and mangrove management in Inhassunge and Chinde with perspective to expand to Maganja da Costa.</li> </ul>	Abacar Carimo Sunde
<ul style="list-style-type: none"> <li>▪ The fishermen would like to have access to funds at accessible interest rate to help them to invest in the fisheries activities.</li> </ul>	Abel Mabunda
<ul style="list-style-type: none"> <li>▪ There are 23 CCPs in Zambezia which require government's assistance regarding their legalization and capacity building regarding issues related to environmental management – the government should support this process.</li> </ul>	Ilídio Banze (Delegate of National Institute for Aquaculture Development)
<ul style="list-style-type: none"> <li>▪ Aquaculture – The fish stocks tend to be diminishing, and as a result, development of aquaculture could serve to minimize the current pressure on the fisheries resources, particularly if the fishermen were to be involved in aquaculture projects.</li> </ul>	Ferreira Amade Assura

Questions/ Issues	By Whom
<ul style="list-style-type: none"> <li>▪ The fishermen of Zambezia province are disappointed - they lack support to obtain bank credits –We also would like to know the focal points at the provincial directorate of fisheries because in certain cases we do not know where to channel our concerns.</li> <li>▪ The fishermen could benefit from government support on training of CCPs in project elaboration and management to help them manage their business effectively.</li> <li>▪ TheSWIOFish project refers only to infrastructures and nothing on funding and yet, the fisheries sector is not covered by the District Development Fund (<i>7milboes de Meticals</i>) – it is clear here that complementary projects are needed to provide funding for the fisheries activity.</li> <li>▪ There are inputs for fisheries activities, however, theses inputs cannot be affordable for fishermen</li> <li>▪ The SWIOFish project is welcome as it will strengthen our capacity to catch more more fish, however, from our experience from the past, we would like that to see this project financing or empowering workshops to repair and provide spare parts for our boats, as we have a lot of boats obtained from the past projects like PROPESCA and other but the main problem is maintenance.</li> </ul>	<p>Celestino Reno</p> <p>Celestino Reno</p> <p>Macário Pedro</p> <p>Hérminio (President of the Community Council of Fisheries – Zalala)</p>



## Annex 5: Procedures for Chance Find of Physical Cultural Resources

The below will be annexed to the contract in case there is the possibility of chance find of physical cultural resources, i.e. in most instances of construction or rehabilitation of infrastructures such as health, education, water and sanitation facilities etc.

### Annex to contracts in case of potential chance find of physical cultural resources

If the Contractor discovers archaeological sites, historical sites, remains and objects, including graveyards and/or individual graves during excavation or construction, the Contractor shall:

1: Excavation in sites of known archaeological interest should be avoided and as stated in annex D of the Policy, such subprojects are not eligible for funding. Where historical remains, antiquity or any other object of cultural, historical or archaeological importance (including graveyards) are unexpectedly discovered during construction in an area not previously known for its archaeological interest, the following procedures should be applied:

- (a) Stop the construction activities in the area of the chance find.
- (b) Delineate the discovered area.
- (c) Secure the area to prevent any damage or loss of removable objects. In cases of removable antiquities or sensitive remains, a night guard shall be present until the responsible local authorities and the Ministry of Culture take over.
- (d) Notify the supervisory Engineer who in turn will notify the county safeguard focal point to contact the responsible local authorities and the Ministry of Education and Culture immediately (less than 24 hours).
- (e) The Ministry of Education and Culture will be in charge of protecting and preserving the area until deciding on the proper procedures to be carried out. This might require an evaluation of the findings to be performed by the archaeologists of the relevant Ministry of Culture (within 1 week). The evaluation of the findings will take in consideration various criteria relevant to cultural heritage, including the aesthetic, historic, scientific or research, social and economic values as decided by the Ministry of Culture.
- (f) Decisions on how to handle the finding be taken by the responsible authorities and the Ministry of Culture (within 2 weeks). This could include changes in the location of the subproject layout (such as when the finding is an irremovable remain of cultural or archaeological importance), conservation, preservation, restoration and salvage.
- (g) Construction or rehabilitation work will resume only after authorization is provided by the responsible local authorities and the Ministry of Culture concerning the safeguard of the heritage.
- (h) Authorization to resume work shall be communicated to the contractor in writing by the Ministry of Culture.

2: In case of delays incurred in direct relation to any physical cultural resources findings not stipulated in the contract (and affecting the overall schedule of works), the contractor may apply for an extension of time. However the contractor will not be entitled to any kind of compensation or claim other than what is directly related to the execution of the physical cultural resources findings works and protections.

**Annex 6: List of Contacts<sup>26</sup>**

<b>Nr</b>	<b>Name</b>	<b>Institution</b>	<b>Position</b>	<b>Contact</b>
1	Tome Capece	IDPPE	National Director	
2	Ernesto Poiosse	IDPPE	Head of Department of Social Development	
3	Amos Chamussa	IDPPE	Head of Department of Planning	
4	José Halafo	INAQUA	National Director	
5	Angélica Dengo	MP	Head of Department of Cooperation	
6	Ilidio Banze	INAQUA-Zambezia	Delegate	824215350
7	Samuel Mavie	Porto de Pesca Quelimane	Director	824322340
8	Abel Mabuna	ADNAP	Delegate	847918796
9	Americo D. Sumale	IDPPE-Zambezia	Delegate	847918796
10	Macario Pedro	IDPPE-Zambezia	Extensionist	829449870
11	Alifo Abudo	Chuabo Dembe-Zambezia	Fisherman	
12	Amissé Mussa	Chuabo Bembe-Zambezia	Fisherman	849462313
13	Avelino Amai	Chuabo Bembe-Zambezia	Fisherman	825097727
14	Dionisio Varela Pires	IIP-Zambezia	Technician	822508070
15	L. Monteiro Januário	Doca Seca - Quelimane	Director	825759800
16	Cesaltino Reino	DPPZ	Technician	843225555
17	Mandavir Falamo	Chuabo Dembe	Fisherman	
18	Manuel Amade	ICIDUA	Fisherman	
19	Mussa Atibo	ICIDUA	Fisherman	
20	Juma Ali Amisse	Chuabo Dembe	Fisherman	823974883
21	Ferreira A. Surate	Chuabo Dembe	Fisherman	824916406
22	Justino Victorino Miguel	Chuabo Dembe	Fisherman	840191535
23	Alifo Abudo	Chuabo Dembe	Fisherman	848421118

<sup>26</sup> Signed lists of people who participated in the main public meetings are available

Nr	Name	Institution	Position	Contact
24	Abacar Carimo Sunde	Chuabo Dembe	Fisherman	866834395
25	João Duarte Saize	DPP Sofala	Director	
26	Claudia Alves	DPP Sofala	Head of Department of Planning	824894370
27	Manuel Antonio	CCP Praia Nova - Beira		825860080
28	Dilip Ramgy	CCP Praia Nova - Beira	President of the CCP	844282540
29	Jose Manuel	CCP Praia Nova - Beira		866175057
30	Alberto Manuel	Praia Nova - Beira	Fisherman	823175596
31	Zinhangadjo Mangano	DPP - Sofala	Technician	825860080
32	João Almeida	CCP Praia Nova	Fisherman	846313005
33	Míoses Paulo Nharimol	CCP Praia Nova	Fisherman	
34	José António Chacamba	CCP Praia Nova	Fisherman	
35	Castigo Mavire	CCP Praia Nova	Fisherman	
36	Fernando Francisco	CCP Praia Nova	Fisherman	
37	Fernando M. Manjara	CCP Praia Nova	Fisherman	
38	Balbino R. Secretário	CCP Praia Nova	Fisherman	
39	Viagem Joaquim	CCP Praia Nova	Fisherman	
40	Fernando Magufoi	CCP Praia Nova	Fisherman	
41	Rui Raul	CCP Praia Nova	Fisherman	
42	Francisco Maiawe	CCP Praia Nova	Fisherman	
43	Alberto Mussa	CCP Praia Nova	Fisherman	823175546
44	Manuel Magudje	CCP Praia Nova	Fisherman	
45	Nazario Carcala	IDPPE – I. de Moçambique	Extensionist	825816099
46	Januario Amade	CCP da Ilha de Moçambique	Fisherman	825616915
47	Amisse Alupaca	CCP Quissanga I. de Moçamb	Fisherman	827945760
48	Muaziza Ali	CCP Quissanga I. de Moçamb	Aquaculturist	
49	Jaime Juma	CCP Quissanga I. de Moçamb	Fisherman	863327330
50	Atumane Mussa	CCP Sanculo I. de Moçambique	Fisherman	865605796

Nr	Name	Institution	Position	Contact
51	Naima Ali	CCP Quissanga I. de Moçamb	Fisherman	860658477
52	Atomane Amimo	CCP Ilha de Moçambique	Fisherman	865166226
53	Saranque Abudo	CCP Ilha de Moçambique	Fisherman	866972481
54	Nuro A.	CCP Ilha de Moçambique	Fisherman	862191809
55	Ramadane Artur	CCP Sanculo I. de Moçambique	Secretary and Fisherman	866085173
56	Momade Momade	CCP Ilha de Moçambique	Secretary and Fisherman	869463496
57	Celso Ussene	CCP Ilha de Moçambique	Fisherman	823380112
58	Muarecha Ali	CCP Ilha de Moçambique	Fisherman	827715233
59	Momade Ibraimo	ASSOPIMO – I. de Moçambique	President	820214507
60	Manuel Daniel	IDPPE – Cabo Delgado	Delegate	828654580
61	Afonso Lino Munduze	IIP – Cabo Delgado	Delagate	828707620
62	Sérgio José	IIP – Cabo Delgado	Technician	827224659
63	Juliana M. Supeta	IDPPE – Cabo Delgado	Technician	828381490
64	Acácio Mussa	IDPPE – Cabo Delgado	Technician	825442030
65	Luís Momade	CCP Rupela	Fisherman	821058053
66	Ramadane Asse	Associação WIWANANA	Fisherman	
67	Dade Sacuro	Associação WIWANANA	Fisherman	825508414
68	Jaime M. Sumido	CCP Rupela	Fisherman	844056987
69	Chabudo Amisse	Associação WIWANANA	Fisherman	866645090
70	Chamanga Sidique	Associação WIWANANA	Member	866783660
71	Cultume Abdulay	Associação WIWANANA	Member	861496812
72	Filipe Mário Semedo	Gestão do Mercado de Pesca	Member	844073675
73	Manuel Ussene	CCP Naherenque - Nacala	President	823205947
74	Calibo C. Buanauli	ASSOPENA	Secretary	824200662
75	Abacar Nahulue	CCP Naherenque	Fisherman	825662535
76	Nahulue Mussondoque	CCP Naherenque	Fisherman	823388632
77	Chaquire B. Amade	ASSOPENA	Member	825801898

<b>Nr</b>	<b>Name</b>	<b>Institution</b>	<b>Position</b>	<b>Contact</b>
78	Age Momade	ASSOPENA	Member	827139206
79	Omar Amisse	ASSOPENA	Member	823219076
80	Momade Cláudio	CCP Naherenque	Fisherman	
81	Lança Juma	CCP Naherenque	Fisherman	
82	Muzé Cabo	CCP Naherenque	Fisherman	
83	Diupa Ali	CCP Naherenque	Fisherman	
84	Gudamido Abacar	CCP Naherenque	Fisherman	
85	Sete Selemane	CCP Naherenque	Fisherman	
86	Cebo A. Assane	CCP Naherenque	Fisherman	
87	Afonso Amade	CCP Naherenque	Fisherman	
88	Amade Issufo	CCP Naherenque	Fisherman	
89	Matinhi João	CCP Naherenque	Fisherman	
90	Selemane A. Abdala	CCP Naherenque	Fisherman	
91	Abdul N.	CCP Naherenque	Fisherman	
92	Camine Chale	CCP Naherenque	Fisherman	
93	Suhel Awal	CCP Naherenque	Fisherman	
94	Latifo Gulamo	CCP Naherenque	Fisherman	
95	Amade Ussene	CCP Naherenque	Fisherman	
96	Muriricho Julião	CCP Naherenque	Fisherman	
97	Nurtino Alde	CCP Naherenque	Fisherman	
98	Amade Diogo Ntalausse	CCP Naherenque	Fisherman	
99	Rachide A.	Cons. Municipal de Nacala	Public Servant	825247507
100	Serafina Cortéz	IDPPE - Nacala	Extensionist	824298266



REPÚBLICA DE MOÇAMBIQUE

MINISTÉRIO DAS PESCAS

South West Indian Ocean Fisheries Governance and Shared Growth in Mozambique (SWIOFish Mozambique, P132123)

Terms of Reference for Consulting Services (Individual)

Assignment title	Preparation of Safeguards instruments for SWIOFish Mozambique: Environmental and Social Impacts Assessment (ESIA), Environmental and Social Management Framework (ESMF) and Process Framework (PF).
Contract duration	40 days for ESIA, ESMF & PF
Primary assignment location	Provinces covered by SWIOFish - Mozambique Project implementation

Maputo, February 2014

## A. Context and Objectives of the Assignment

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### Background

1. This consultancy will support the preparation of the **South West Indian Ocean Fisheries Governance and Shared Growth Project** in Mozambique (**SWIOFish Mozambique**) which should be cofinanced by World Bank and the French Development Agency (AFD). Its objective is to ensuring safeguards compliance of the project with regards to World Bank and AFD procedures, being agreed that World Bank procedures and template will be used for both donors. The Programme Development Objective of the proposed project is “*to increase the shared benefits from economic growth based on sustainable fisheries and coastal marine resources*”.
2. The SWIOFish Mozambique project is part of a broader regional endeavour in the South West Indian Ocean that targets growth and poverty reduction through sustainable development of the fisheries sector. It also complements smaller World Bank initiatives in the fisheries sector of Mozambique, including the Community-based Coastal Resources Management and Sustainable Livelihoods Grant, a technical assistance aimed at reforming the fisheries sector, both under implementation.
3. The project will be implemented through 4 components:
  - Componente 1 – *Cost-effective regional collaboration;*
  - Componente 2 - *Improved governance of priority fisheries;*
  - Componente 3 – *Increased economic benefits to the region from priority Fisheries;*
  - Componente 4 – *Program management and coordination.*

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### Context of the assignment

4. World Bank and AFD safeguard policies guidelines require that Ministry of Fisheries (MinPescas) effectively assesses and mitigates the potential environmental and social impacts of the projects proposed activities. As a result, MinPescas is required to prepare three standalone safeguards instruments, namely: an Environmental and Social Management Framework (ESMF), an Environmental and Social Impacts Assessment (ESIA), and a Process Framework (PF).
5. The primary objective of this assignment is to support the Government of Mozambique in the preparation of the three above mentioned standalone safeguard instruments, which the World Bank and AFD will review prior to project appraisal. The ESMF will be prepared with the aim to effectively assess and mitigate the potential environmental and social impacts, including the health and safety-related impacts of future sub-project activities under SWIOFish Mozambique. The ESIA will be completed specifically for the Inhassunge Aquaculture Project, which will be a major sub-project under the overall SWIOFish Project. The PF will be prepared to present the criteria and procedures to be followed when a sub-project activity is identified as having potential adverse social impacts on existing land rights, assets, or livelihoods as a result of new restrictions of access to fisheries or other natural resources.
6. Preparing the ESMF and PF will enable both the Government and the World Bank/AFD to agree on principles and processes, so that these need not be discussed for every sub-project during project implementation. It also allows project stakeholders and beneficiaries to undertake specific sub-projects without having to re-negotiate fundamental agreements on a case-by-case basis.

### A. B. Scope of the Assignment

7. Based on the objective of the assignment described above, the Consultant will be required to work in Maputo as well as to travel to the project implementation area. The Consultant will liaise with the overall SWIOFish Mozambique preparation team (Maputo, and selected provinces), technical staff from MinPescas, MICOA, DNEPP, DNFP, ADNAP, IIP, INAQUA, IDPPE, FFP, DTEP, INIP, etc. and other relevant strategic stakeholders at both the central and provincial levels. S/He will liaise with the World Bank/AFD staff and relevant staff from other donors engaged in environment and social activities in the selected areas.

8. With a special emphasis on field work, the Consultant will interact with local actors such as Local Administrators, NGO, SDAE extension workers and technical staff, potential beneficiary groups, and others. The desk review will include among other: environmental and social policies, strategies and approaches prevailing in the country; environmental and social analyses recently carried out under other relevant projects co-financed or not by the World Bank or AFD (PPACG, TFCA II, MOZBio); SWIOFish Mozambique sub-project screening, approval, implementation and monitoring criteria and procedures (if available); review of on-going Sustainable Development (SDN) projects co-financed by the World Bank; provisions in the national laws for public consultations and participation requirements on social and environmental aspects and potential risks.

9. The Consultant will prepare and deliver three standalone safeguards documents as described below, namely ESMF, ESIA and PF. Each of these reports is expected to include information on the following:

- Executive Summary: *A non-technical executive summary in both Portuguese and English;*
- Project Description: *Provide a brief description of the project, with emphasis on components with activities which will trigger environmental and social impacts;*
- Impacts: *Identify, assess and – to the extent possible – quantify the potential environmental and social impacts and risks in the intervention zone of SWIOFish subprojects;*
- Public/Stakeholders Consultation and Participation: *Ensure that World Bank/AFD requirements on public consultation and participation are being met in full. Present the outcomes of a participatory and inclusive public consultation conducted by the Consultant in each standalone documents with various categories of beneficiary stakeholders in the selected provinces/ areas of intervention. Outline each stakeholder group's perception of and reaction to the project (i.e. receptiveness and willingness to collaborate for the sustainable management of the proposed project activities) and suggest ways of retrofitting their main views and concerns in the project design, implementation and monitoring and evaluation. Include minutes of all consultation meetings for each report, highlighting i.e. gender and vulnerable groups distribution and dimensions, and describing how fishing communities and other stakeholder groups have been identified;*
- Public Consultation and Participation Plan (PCPP): *Develop a participatory and inclusive public consultation plan that could be easily followed up at the local level for the environmental and social screening process for SWIOFish Mozambique subprojects, as well as during the planning stages of these sub-project activities;*
- Legal Framework: *Review of the national laws (incl. traditional and customary practices) governing the environment and natural resources (for ESMF) and governing the appropriation of land or other assets, including restriction to access to fisheries or other natural resources (for PF). Identify potential discrepancies between national laws (such as the Decree 45/2004 of September 29, 2004, Decree 31/2013 of August 8, 2013) and World Bank policies (mainly OP/BP4.01 and OP/BP4.12) and establish mechanisms for a converging implementation;*
- Implementing Agency: *Identify/propose individuals/organization/agency responsible for jointly implementing the ESMF, ESIA and PF. Assess the government's and implementing agency's technical and administrative capacities to manage the project's potential environmental and social issues, and propose – as appropriate – viable mitigation measures to reinforce their technical and practical capacities in this regard, taking into consideration the relevant environmental and social policies, legal, regulatory and administrative frameworks in place, as well as the technical experiences of individuals/organization/agency in dealing with these issues in previous operations;*



- **Safeguards Policies:** *Review the World Bank environment and social safeguard policies including those not yet triggered by the project (as well as national legislation) and make recommendations regarding their applicability to SWIOFish Mozambique. Recommendations pertaining to the treatment of applicable safeguards policies in the context of SWIOFish Mozambique sub-projects should also be formulated;*
- **Public Disclosures:** *Bearing in mind that SWIOFish is classified by the World Bank as an environmental Category A project (because it includes large-scale aquaculture), propose steps and timeline to ensure that public disclosures of key findings are adequately implemented, and in synch with the overall project preparation calendar.*

More specifically:

- **ENVIRONMENTAL AND SOCIAL MANAGEMENT FRAMEWORK (ESMF)**

10. In addition to the above, **the ESMF should provide information that includes the following** (among other information, as appropriate):

- a. A description of the overall SWIOFish Mozambique Project and each planned sub-project investment.
- b. A concise diagnostic analysis of the project's main environmental and related social issues, including those involving typical fisheries practices in the SWIOFish Mozambique participating countries. This should include an explanation of how the SWIOFish Mozambique Project would help to make these fisheries more environmentally sustainable.
- c. Criteria and procedures for environmental and social screening of proposed civil works sub-projects, to (i) avoid sites of high sensitivity and (ii) ensure that the appropriate level of attention is given to potential environmental and social impacts and their corresponding mitigation or enhancement measures.
- d. The ESMF should specify the criteria and format for preparing individual Environmental Management Plans (EMPs) for civil works sub-projects (other than the Mozambique Inhassunge Aquaculture Facility, which has its own specific ESIA). Each EMP should cover (i) specific environmental requirements for the construction and operation of each civil works sub-project, including mitigation measures to address adverse impacts along with enhancement measures to reinforce positive impacts; (ii) an implementation schedule of specific environmental measures in relation to the associated main civil works; (iii) institutional responsibility for carrying out each environmental measure (Ministry of Fisheries, civil works contactor, civil works supervising engineer, or others); and (vi) budget for specific environmental management measures.
- e. For all aquaculture sub-projects (such as at Macaneta, Mozambique), the ESMF should affirm that only species native to the same river basin would be cultivated. Otherwise, if any non-native species were to be considered for cultivation, the ESMF would need to outline the criteria and procedures for assessing and minimizing any risks that the non-native species could become invasive and threaten the survival of native aquatic species. Naturalized species that occur in the same water body as the proposed sub-project and that have already been found to be of low ecological risk for native species could be used without further risk assessment.
- f. For all port infrastructure projects, the ESMF should prescribe operating rules that would minimize ocean pollution, including from solid wastes such as plastic trash.
- g. Standard Environmental Rules for Contractors to follow in all civil works sub-projects, including proper waste disposal, no hunting, no bush-meat purchase, no inappropriate interactions with local people, and Chance Finds Procedures for any physical cultural resources discovered during construction.
- h. Summary of public consultations held on the draft ESMF, particularly (i) who was invited, representing which organization or interest group; (ii) who participated by attending a

meeting and/or providing comments; (iii) the dates and venues of any workshops or other meetings held; and (iv) a summary of the main comments expressed.

- i. A concise explanation of how the overall SWIOFish Mozambique Project and each sub-project investment would comply with the applicable World Bank Safeguard Policies, including Environmental Assessment (OP/BP 4.01), Natural Habitats (OP/BP 4.04), Pest Management (OP 4.09), Physical Cultural Resources (OP/BP 4.11), and Involuntary Resettlement (OP/BP 4.12).
- j. The ESMF Title Page should include the name and/or logo of the Fisheries Ministry and/or other government agency, to indicate clearly that the report represents the views of each country's government and not just of a consultant.

## ○ ENVIRONMENTAL AND SOCIAL IMPACT ASSESSMENT (ESIA)

11. **In addition to the ESMF for the overall SWIOFish Project, a specific Environmental and Social Impact Assessment (ESIA) is required for the Inhassunge Aquaculture Project (a SWIOFish sub-project).** An existing EIA report for Inhassunge, *Estudo de Impacto Ambiental do Projecto de Aquacultura de Inhassunge* (2004), provides a great deal of valuable information about the proposed project. Nonetheless, specific updates and improvements (indicated below) will be needed to make this EIA compliant with the World Bank's Environmental Assessment OP 4.01 and other applicable Safeguard Policies. None of these improvements are likely to require additional scientific field work, so the needed changes can be made relatively quickly. The revised EIA--here called ESIA (Environmental and Social Impact Assessment) for consistency with standard World Bank usage--should incorporate the following specific improvements:

- a. **English Executive Summary.** All World Bank-supported Category A projects must have an Executive Summary (ES) in English; however, the main report can be in Portuguese. The ES will be forwarded by World Bank staff to the Bank's Executive Directors prior to Appraisal. The ES (both the English and Portuguese versions) should be well-written, since this is all that many stakeholders will read from the ESIA.
- b. **Species Choice.** Although the existing EIA refers only to the production of shrimp, it is expected that the Inhassunge aquaculture facility would also cultivate, at a minimum, native tilapia and freshwater clams. The ESIA should therefore reflect this--and any other--new information. With respect to the choice of species, the ESIA should confirm that only species native to the Zambezi River and associated estuary would be cultivated. Conversely, if any non-native species were to be considered for cultivation at the facility, the ESIA would need to outline the criteria and procedures for assessing and minimizing any risks that the non-native species could become invasive and threaten the survival of native aquatic species. Naturalized species that occur in the same water body as the proposed sub-project and that have already been found to be of low ecological risk for native species could be used without further risk assessment.
- c. **Geographic Information.** The ESIA should provide improved color maps showing (i) the locations of the existing aquaculture facility; (ii) the proposed new facility (including the planned layout of the ponds, office and processing facilities, etc.); (iii) the existing land cover, including upper mudflats, grassland, acacia savanna, and mangroves; and (iv) planned set-aside areas, such as to keep the acacia savanna and mangrove patches from being converted. The ESIA should also indicate the number of hectares to be developed for each block of aquaculture ponds. Moreover, the ESIA should indicate that the project area lies within the Zambezi River Delta Important Bird Area, comprising about 500,000 ha (Birdlife International 2001, *Important Bird Areas in Africa and Associated Islands: Priority Areas for Conservation*).

- d. **Land Tenure and Livelihoods.** Although Section 3.3.5 of the existing EIA provides a start, the revised ESIA should describe the land tenure of the project area (e.g. Government land, with what type of concession to which prospective land users). It should also clearly explain that (i) no people live anywhere within the area to be used for aquaculture; (ii) no structures or other privately-held assets would be affected under the project; (iii) there are no conflicting land claims over the area; and (iv) no existing livelihoods will be adversely affected by the project. Accordingly, the Involuntary Resettlement OP 4.12 would not be triggered in the case of this sub-project.
- e. **Employment Generation.** The EIA (Section 4.3.1) points to local employment generation as a positive impact of the project. The ESIA should estimate this impact in quantitative terms, such as the number of short-term (construction) and long-term (operation) jobs created, including the expected percentage of women employees. Wherever feasible, the project design should target the new jobs towards existing small-scale fishermen who may be overfishing or using destructive fishing practices, in order to provide a more sustainable alternative livelihood.
- f. **Physical Cultural Resources.** The existing EIA states that there are no cemeteries or historic or sacred sites within the proposed project intervention area. However, the Bank mission visited a relatively large, run-down old house within the project area. The ESIA should therefore indicate the history of this structure, whether it is considered to have any historical or other cultural value based on specified criteria; and what plans exist for this site (if any) under the project. The ESIA should also indicate Chance Finds Procedures for what steps would need to be followed in case any items of cultural value are uncovered during construction.
- g. **Grasslands.** The ESIA should quantify the number of hectares of short grassland (*pradaria pantanosa salgada*) that would be converted to aquaculture ponds and associated facilities. It should also provide some data on how extensive this same vegetation type is within the Zambezi Delta area, to verify the preliminary finding that the area of this grassland type lost to the project would not be significant.
- h. **Mudflats.** The ESIA should explain (better than has been done in Section 4.2.2.1 of the existing EIA) that the mudflats to be converted to aquaculture ponds under the project are only infrequently wet, and thus **not** the biologically highly productive inter-tidal mudflats that are an important habitat for migratory shorebirds and other fauna. In fact, well-managed aquaculture ponds would improve upon the existing habitat for many species of aquatic birds, as the September 2013 World Bank project preparation mission observed at the existing nearby aquaculture facility.
- i. **Access Road.** As noted in the EIA (Section 4.3.2.1), the project design includes the construction of an access road from the new aquaculture facility to the existing Recamba-Mucupia highway. In addition to indicating the length of this new road and showing it on a detailed map, the ESIA needs to discuss potential induced environmental impacts, such as new informal garbage dump(s), cutting of mangrove or acacia trees, cutting in ecological corridors or illegal hunting of birds or other wildlife. The ESIA also needs to indicate how the project would mitigate these impacts, such as through regular patrols or an entrance gate to inhibit unauthorized entry.
- j. **Environmental and Social Management Plan.** The existing Environmental Management Plan (EIA Chapter 5) is rather weak, focusing largely on the monitoring of environmental parameters. The revised ESMP should also cover (i) key environmental mitigation and enhancement measures that correspond to the impacts identified by the ESIA; (ii) implementation schedule (during construction as well as operation) for these key environmental measures; (iii) institutional responsibilities for implementing each measure; (iv) budget for implementing the key actions, in terms of “mainstreamed” construction and operating costs as well specifically identified “incremental” costs; (v) operating rules for the facility, such as no use of non-native species and no shooting or trapping of aquatic birds; and (vi) standard Environmental Rules for Contractors (including proper waste disposal,

no hunting, no bush-meat purchase, no inappropriate interactions with local people, and Chance Finds Procedures for any physical cultural resources discovered during construction).

- k. **Environmental Monitoring.** In addition to monitoring water quality parameters as planned, it would also be helpful for the project to monitor biodiversity, such as the numbers and species of aquatic birds that visit the aquaculture facility. If such data were assembled in a useful way and publicly disseminated, it would help to enhance the image of the aquaculture facility as an environmentally friendly operation.
- l. **Pest Management.** The existing EIA mentions that the aquaculture facility would use a very short-lived natural pesticide, Tea Seed Cake (*Camelia* plant extract), to rid new tank water of small aquatic fauna that would compete with, parasitize, or prey upon the shrimp, right before the juvenile shrimp are introduced to the tank. This can be consistent with certified organic production, since “organic” is usually interpreted to mean “no synthetic compounds”--not “no pesticides” *per se*. Nonetheless, this is sufficient (on a strict interpretation) to trigger the World Bank’s Pest Management Policy (OP 4.09). To comply with this policy, the Consultant should prepare a very brief Pest Management Plan (a few pages would suffice) that provides (i) a brief description of the Tea Seed Cake and how it would be used (building upon the paragraph in Section 2.2.4 of the existing EIA); (ii) a brief section on aquatic birds which might feed upon the shrimp or other aquaculture species and whether these birds would always be tolerated (which is evidently the case at the existing private aquaculture facility in the same area), or, if not, what measures might be taken to discourage which species from visiting the aquaculture ponds--under NO circumstances should any shooting or other lethal control ever take place; and (iii) the criteria and procedures to be followed if any other pesticide use or other pest management practice were to be considered in the future.
- m. **Public Consultation.** Annex 2 of the existing EIA (*Consulta Publica*) needs to be substantially strengthened to comply with the requirements of OP 4.01. Since this would be a Category A project, there should be at least two consultation events: (i) One on the scope of the ESIA (including these Terms of Reference and, as background, the existing EIA and (ii) another on the new draft ESIA when it is completed. A broad range of stakeholders (including conservation NGOs) should be invited to express their views. An expanded Annex 2 of the ESIA should indicate (i) who was invited, representing which organization or interest group; (ii) who participated by attending a meeting and/or providing comments; (iii) the dates and venues of any workshops or other meetings held; and (iv) a summary of the main comments expressed.
- n. **Report Ownership.** The ESIA Title Page should include the name and/or logo of the Fisheries Ministry and/or other Mozambican Government agency, to indicate clearly that the report represents the views of Government and not just of the consultant.
- o. **MICOA Approval.** The World Bank should be provided with a copy of MICOA’s official letter of approval of the project, along with any linked environmental conditions. Ideally, the Bank would receive MICOA’s approval letter prior to Appraisal; at the very latest, the letter would be needed prior to disbursement from the overall SWIOFish Project to this aquaculture project.

## ○ PROCESS FRAMEWORK (PF)

12. The Government recognizes that measures which reduce the access of vulnerable and marginalized groups to fisheries or other natural resources may entail adverse impacts on their existing livelihoods. For this reason, the Bank’s Operational Policy (OP/BP 4.12) on Involuntary Resettlement applies to Components 2 and 3 of the SWIOFish Mozambique Project.

13. In addition to the ESMF and ESIA, the Consultant will take the lead in developing the Process Framework (PF), bringing international and local experience as well as best practice to

inform the process. A PF is normally prepared when World Bank-supported projects may cause restrictions in access to natural resources in legally designated parks and protected areas; however, in the case of SWIOFish Mozambique, the PF would apply as well to other types of project-related restrictions of access to fisheries or other natural resources. The PF will indicate the process by which livelihoods potentially affected by restrictions of access to natural resources could be maintained, restored, or improved through appropriate project activities (see OP 4.12, paras. 7 and 31). The Consultant will be responsible for developing the PF content as well as for ensuring its timely delivery, in close consultation with fishing communities, groups of vulnerable and marginalized Peoples (VMPs), NGOs and local government officials. Specifically, the process framework should describe the participatory processes by which the following activities will be accomplished:

- a. **Preparation and Implementation of Project Components.** The PF should briefly describe the project and components or activities that may involve new or more stringent restrictions on natural resource use. In the context of SWIOFish Mozambique, such restrictions might come about through the enforcement of new fisheries management plans, possibly involving (i) the seasonal or long-term closure of previously exploited fishing areas or (ii) restrictions on fishing methods or type of gear used. The PF should also describe the process by which potentially impacted persons participate in project design.
- b. **Determining Eligibility Criteria for Affected Persons.** The PF should establish that potentially affected communities will be involved in identifying any adverse impacts, assessing of the significance of impacts, and establishing of the criteria for eligibility for any mitigating or compensating measures necessary.
- c. **Livelihood Restoration or Improvement Measures.** The PF should describe the process by which, during project implementation, measures will be identified and applied to assist affected persons in their efforts to improve their livelihoods or restore them, in real terms, to pre-displacement levels, while maintaining the sustainability of fisheries and ecosystem management. In particular, the PF should describe the methods by which communities would identify and choose potential mitigating or compensating measures to be provided to those adversely affected, and procedures by which adversely affected community members will decide among the options available to them.
- d. **Grievance and Conflict Resolution.** The PF should describe the process that would be used for resolving disputes relating to resource use restrictions that may arise between or among affected communities, and grievances that may arise from members of communities who are dissatisfied with the eligibility criteria, community planning measures, or actual implementation.
- e. **Administrative and Legal Procedures.** The PF should explain the role of relevant administrative jurisdictions and line ministries in the restriction of access to natural resources and the promotion of alternative livelihoods.
- f. **Monitoring Arrangements.** The PF document should outline the arrangements for participatory monitoring of project activities as they relate to (beneficial and adverse) impacts on persons within the project impact area, and for monitoring the effectiveness of measures taken to improve (or at minimum restore) incomes and living standards.

14. **The Consultant will lead inter-agency coordination and public/NGO participation.** The PF will be developed in a participatory manner and in close consultation and cooperation with all key stakeholders (VMP groups/communities, key line ministries, local governments, and NGOs). The community groups and other key stakeholders should be consulted (i) in meetings held during preparation before the PF is finalized and (ii) when a draft PF is available. The draft and final PF and other relevant materials will be provided to affected groups in a timely manner and in a form and language that is understandable and accessible to the groups being consulted. The Consultant should maintain a record of the public consultation and the records should indicate: Means (including those other than consultations, such as surveys, used to seek the views of affected stakeholders; the date and location of the consultation meetings, a list of the attendees and their affiliation and contact

address; and, summary minutes.

15. **Report.** The Consultant will provide a Process Framework report that is concise and limited to significant social and environmental issues. The main text should focus on findings, conclusions and recommended actions, supported by summaries of the meetings held, data collected and citations for any references used in interpreting those data. The Process Framework should be organized according to the outline below (as suggested in OP/BP 4.12):

- Executive Summary
- Description of the Project
- Policy, Legal and Administrative Framework
- Procedures for Involvement of Project Affected Peoples (PAPs) *in:*
  - Development of Eligibility Criteria for PAP
  - Identification of impacts and mitigation strategies
  - Identification livelihood options and sub-project activities
- Complaints and Grievance Resolution mechanism
- Administrative and Legal Procedures
- Monitoring Arrangements
- Implementation responsibilities and costs
- Inter-Agency and Public/NGO Consultation
- List of References
- Appendices:
  - *List of Consultants and Team preparing process framework*
  - *Records of Inter-Agency and Public/NGO Consultations, Communications, Meetings;*
  - *Data and Unpublished Reference Documents:*

## **B. C. Expected Outputs & Deliverables**

16. All outputs and reports are expected to be compiled in **three final standalone environmental safeguards instruments (ESMF, ESIA and PF)** and are required to be delivered by the Consultant to MinPescas in hard copy (3 sets of each report) as well as in electronic form on CD-ROM (3 discs, each including all 3 safeguards instruments: ESMF, ESIA and PF) **no later than 2 calendar months after the signing of the contract.**

17. All intermediary outputs and **final reports should be in Portuguese or English** with an executive summary (including main conclusions and where applicable, recommendations) for each report in both English and Portuguese language. Final reports should be also translated into French.

18. The Consultant is also expected to be invited by MinPescas/the SWIOFish Mozambique project team to present the main findings of the assignment. Hence, the Consultants will be required to **produce a presentation** summarizing the main findings of the 3 safeguards instruments, including invitation of the relevant national level institutions where the studies were done.

## **D. Consultants qualifications, expertise required and specific task**

19. For this assignment, MinPescas is seeking to recruit an individual Consultant with the following profile:

**Senior Safeguards Specialist:**

- An environmental and social impacts assessments specialist per training, with at least 15 years of proven experience and with an emphasis on environmental and social assessments, involuntary resettlement and preparation of safeguards documents; preferably in Mozambique and southern/eastern Africa.
  - A good knowledge of the Mozambican fisheries sector, rural development and/or environmental and biological/ecological issues and policies prevailing in Mozambique is highly desirable.
  - A University degree (*preferably MA*) in one of the relevant disciplines (NRM, Environment, Ecology, Biology, Environmental Economics, Sociology, Anthropology, etc.) is required.
  - Ability to communicate and write in both English and Portuguese is strongly desired. Understanding/speaking another, local language would be a plus.
20. The consultant is responsible for the coordination and delivery of the 3 safeguards instruments (ESMF, ESIA and PF), as well as preparation of the presentation, and related activities. S/He will ensure that these safeguards instruments are linked and to avoid disconnect between the documents.
21. **The total number of paid days for the Environmental Specialist in charge of the ESMF, ESIA and PF is not expected to exceed 40 (forty) days.**

### **C. E. Reporting and supervision arrangements**

22. For all aspects of this assignment, the Consultant will be reporting to the SWIOFish Mozambique Project Coordinator at MinPescas in Maputo.
23. Full program and consultant time line must be submitted to project coordinator after signing the contract.

### **D. F. Responsibilities of the contracting party**

24. SWIOFish Mozambique project team at MinPescas will be responsible for compiling all relevant literature and all relevant documentation from similar rural/local development projects with appropriate Government agencies.

## **E. Annex 1: Brief preliminary description of the planned SWIOFish Mozambique Project**

### **A. Preliminary Project Description**

The Project Development Objective (PDO) is to improve the management effectiveness of selected priority fisheries at regional, national and community level. Overall, the project intends to build the capacity and leadership required and address core economic governance issues to lay a firm foundation for shared economic growth based on fisheries and aquaculture. It aims at improving the management of the most economically important fisheries, improving co-management of the small-scale fisheries, and facilitating public and private investments to increase the contribution of fisheries to national economies. The proposed project will include the following components and sub-components:

(1) **Enhanced regional collaboration.** The component would support activities which provide regional value added or where country collaboration is essential to achieve mutual goals. It would foster regional cooperation on tuna fisheries to capture benefits for the coastal developing countries, including reduction in illicit fisheries activities; establish technical capacity to monitor threats to the marine environment, and facilitate regional fisheries knowledge exchange and human resource development. The sub-components would be common to all countries.

- Sub-component 1.1. Transboundary marine resources and challenges. The sub-component would support collaboration on transboundary living marine resources including formal arrangements on joint actions for selected fisheries, vulnerable species, habitats and ecosystems of regional importance; and on shared challenges, such as piracy, illicit fisheries activities, and securing coastal state benefits from marine resources.
- Sub-component 1.2. Sustainable regional institutional arrangements. The activities would provide for the further development and consolidation of sustainable institutional arrangements for regional fisheries collaboration through development of the SWIOFC and associated regional institutions, including the programming and financing of an agreed regional work program, continuation of priority activities emerging from SWIOFP and formulation of common approaches in global and regional fora.
- Sub-component 1.3. Knowledge generation, exchange and capacity development would focus on scientific, socio-economic, trade and governance priorities with a particular emphasis on co-management, tuna fisheries, marine tourism and building competitive businesses. Subject to specific requests the Program would build capacity and undertake field work to monitor and publish analyses of the impacts of mining and megaprojects on the marine and coastal environment.

(2) **Improved governance of priority fisheries.** The component would support the implementation of core policy instruments through developing coherent fisheries policies with a sound economic rationale and development trajectory, backed by human and institutional capacity building to implement the policies and plans. Three closely-linked and mutually supportive activities are envisaged:

- Sub-component 2.1. Management of priority fisheries (including aquaculture), prioritizing the most economically and socially important fisheries and the design and/or implementation of small-scale fisheries co-management and accompanying legal and institutional arrangements within the framework of the FMP.
- Sub-component 2.2. Improving the performance of public institutions and assets to place them on an economically and financially sound and cost-effective basis, with particular



reference to basic fisheries services and infrastructure, and improved information for policies and decisions. It would include both infrastructure and institutional development.

- Sub-component 2.3. Establishment of a dashboard of environmental, social and economic indicators to track the progress of the sector towards achieving country policy and planning goals, and to provide a basis for adaptive management and adjustment of policies and programs.

(3) **Increased economic benefits to national economies from priority fisheries.** As an engine of growth, the private sector is constrained by several factors including: a weak investment and business climate, infrastructure, business advisory services and credit. The component would improve the sector investment climate and finance and facilitate viable investments already at an advanced planning stage. It will also prepare the analyses and organize the financing for proposed future investments. Three closely linked sub-components focus on an improved business climate, support for private sector initiatives and planning for strategic infrastructure.

- Sub-component 3.1. Improved business and investment climate. The sub-component would undertake the analyses required to identify and address the critical constraints to business and trade and develop an action program to improve the fisheries business opportunities and investment climate.
- Sub-component 3.2. Support for socially, economically and environmentally sustainable community and enterprise development and investments would address the constraints to business and create a favorable investment climate through facilitating access to credit, one-stop-shop investment and advisory services, preparation of models and feasibility studies for bankable and sustainable projects and by identifying co-financing opportunities.
- Sub-component 3.3. Investment in strategic infrastructure would undertake investments in small/ medium scale infrastructure and undertake the planning for potential future investments in larger infrastructure and fleet adjustments.

(4) **Program management and coordination.** The last component would support country implementation of the Program and coordination of the regional component through country and regional Program Steering Committees (PSC) and Program Management Units (PMUs).