

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

REGIONAL

**GRENADA: OPERATIONALIZING GRENADA'S NATIONAL FRAMEWORK FOR SUSTAINABLE
OCEAN GOVERNANCE**

(RG-T4867)

PROJECT DOCUMENT

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PROJECT SUMMARY

Operation Type:	Technical Cooperation
Sector:	PRIVATE FIRMS AND SME DEVELOPMENT
Subsector:	BUSINESS CLIMATE AND COMPETITIVENESS
TC Taxonomy:	Client Support
Project Number under the Operational Support Taxonomy:	N/A
Technical Responsible Unit:	PTI/CTI-Competitiveness, Technology, and Innovation Division
Unit with Disbursement Responsibility (UDR):	PTI/CTI-Competitiveness, Technology, and Innovation Division
Executing Agency:	Inter-American Development Bank

PROJECT OBJECTIVE

To support the Government of Grenada in operationalizing its National Framework for Sustainable Ocean Governance and blue economy growth by strengthening institutional, policy, and technological capacities for the effective, inclusive, and climate-resilient management of marine and coastal resources.

FINANCIAL INFORMATION

Financing Type	Fund	Amount in US\$
TCN - Nonreimbursable	CCP - Compete Caribbean + Trust Fund	300,000
Total IDB Financing		300,000
Counterpart Financing		0
Total Project Budget		300,000
Donors:	N/A	
Disbursement Period:	36 months	
Execution Period:	36 months	

ADDITIONAL FINANCIAL INFORMATION

N/A

I. JUSTIFICATION AND OBJECTIVE

- 1.1 **National Context.** The island of Grenada, a tri-island nation comprising mainland Grenada, Carriacou, and Petit Martinique, is endowed with extensive marine and coastal resources that are central to its economic and social development. The fisheries sector plays a vital role in supporting livelihoods, food security, and export earnings, while also contributing to the island's tourism and recreation economy. Grenada's marine ecosystems, including coral reefs, mangroves, and seagrass beds, provide critical services such as shoreline protection, biodiversity conservation, and cultural value—making the sustainable management of its ocean resources fundamental to the country's long-term resilience and prosperity. As part of its Blue Growth agenda and to fulfill commitments under the Eastern Caribbean Regional Ocean Policy (ECROP), Grenada has developed a draft National Ocean Policy (NOP) and Strategic Action Plan (SAP) in 2019. These instruments provide a framework to guide the sustainable use and management of the country's marine space and resources. However, the draft NOP and SAP have not yet been finalized or adopted, leaving no formal mechanism to guide decision-making, inter-sectoral collaboration, or policy enforcement. An approved policy framework for Grenada's marine and coastal resources, will strengthen the legal and institutional foundations for effective ocean governance and provide a unified policy direction for accountability and coordination among institutions in the face of growing climate and economic pressures on the marine environment.
- 1.2 **Fragmented Governance.** The country faces a number of interrelated challenges that underscore the urgency of establishing a coherent governance mechanism. These include a fragmented institutional and coordination framework with overlapping mandates, and inefficient use of coastal and marine resources due to gaps in data, enforcement, and policy coherence. The Ministry of Blue Economy and Marine Affairs was established in late 2024 to advance sustainable management of its marine and coastal resources. While this development represents a critical step forward, there is a need to establish a formal framework for cross-sectoral and public–private collaboration, to ensure the effectiveness and inclusivity of policy processes. Establishing a dedicated National Ocean Governance Committee (NOGC), will strengthen institutional coordination and a more integrated approach to ocean governance, improve inter-agency coordination, policy enforcement and oversee compliance across relevant sectors.
- 1.3 **Climate Governance Gaps.** Limited integration of climate change and disaster-resilience considerations within existing ocean governance structures is another key challenge that hinders Grenada's ability to fully implement its Nationally Determined Contribution (NDC) and National Adaptation Plan (NAP) commitments under the Paris Agreement. This gap restricts the country's capacity to attract sustainable investment and access to climate financing for coastal and marine initiatives, thereby constraining the development of resilient infrastructure and adaptive management systems. Grenada's existing NDC (2020) targets a 40% reduction in Greenhouse Gas (GHG) emissions by 2030 and emphasizes building resilience to climate change. Strengthening the linkages between climate policy and ocean governance is pivotal to establishing a climate-smart and gender-responsive framework that supports Grenada's transition toward a more sustainable and resilient blue economy.

- 1.4 **Weaknesses in Monitoring and Reporting.** Grenada’s fisheries industry is a cornerstone of its national economy, providing livelihoods, food security, and significant export earnings. Fish exports accounted for approximately 40% of the total fish production value in 2023, with fresh tuna exports comprising 18% of the total value of exported goods from Grenada in 2016, primarily destined for the United States and European Union markets. Despite this economic significance, Grenada has faced challenges in meeting its obligations as a member of the International Commission for the Conservation of Atlantic Tunas (ICCAT) and in maintaining compliance with international trade and environmental standards. In September 2025, the U.S. National Oceanic and Atmospheric Administration (NOAA) issued a full suspension of all marine imports from Grenada, following a negative comparability finding under the Marine Mammal Protection Act (MMPA)¹. The report determined that Grenada lacked the legislative framework, as well as the technological infrastructure, data systems, and monitoring programs necessary to record and report interactions with marine mammals and cetaceans. To regain access to this lucrative market, in addition to revising the NOP and SAP, Grenada is updating its Fisheries Act² to incorporate legal provisions for the protection of marine mammals. However, still missing are the monitoring systems to mitigate incidental interactions, enforce protection measures, and ensure consistent reporting. Electronic monitoring has become an essential tool for fish recognition, classification, and management in modern fisheries, enhancing the accuracy, transparency, and efficiency of fisheries data collection and management. A digital monitoring initiative will be implemented as a pilot project with the intent that the Government will finance its expansion to other vessels and with the possibility to replicate and scale to other CC+ beneficiary countries.
- 1.5 **Capacity Constraints and Disjointed Stakeholder Engagement.** At the institutional level, capacity constraints and weaknesses in communication and outreach, have led to disjointed stakeholder awareness and public engagement, which impede the effective implementation of Grenada’s ocean governance agenda. These challenges are further compounded by the absence of clear communication and outreach mechanisms, undermining user understanding and ultimately behavioral change. A study by the Caribbean Fisheries Mechanism (CRFM) indicated that many fisherfolk, private sector and civil society representatives, “do not consider themselves stakeholders in large pelagic fisheries governance,” which limits their participation and ownership of policy implementation (CRFM 2012). The study adds that “by engaging community members, fisheries managers strengthen compliance and enforcement capacity and increase awareness about the importance of data collection and analysis³.”
- 1.6 **Proposed Interventions.** To address these challenges, this TC adopts a multi-pronged approach to support the Government of Grenada in its effort to establish a national framework for sustainable ocean governance and stimulate blue

¹ <https://www.fisheries.noaa.gov/foreign/marine-mammal-protection/seafood-import-prohibitions-under-marine-mammal-protection-act#2025-comparability-finding-determinations-for-harvesting-nations, 2025>

² It is expected that the Fisheries Act will be approved by the end of November.

³ Caribbean Natural Resources Institute (CANARI). Consultancy Report on Stakeholder Identification and Analysis of the Large Pelagic Fishery in the Wider Caribbean. CRFM Secretariat, 2012.

- economy growth, and will include the following activities: (i) finalize, validate and operationalize the NOP and SAP including integrating climate-resilience and gender-sensitive considerations; (ii) establish the Grenada NOGC to strengthen institutional coordination and support policy implementation; (iii) deliver technical assistance for piloting a digital monitoring system to improve surveillance capabilities, data gathering and promote sustainable coastal and marine resource management to prevent illegal, unreported and unregulated fishing (IUU) and protect vulnerable species and areas; (iv) facilitate institutional strengthening and capacity-building by equipping national fisheries, coast guard and environmental officers, with the necessary technical, analytical, and coordination skills to implement, monitor and sustain the new ocean governance policies, tools and initiatives; and (v) foster participatory and inclusive stakeholder engagement and awareness raising activities targeted to key ancillary sectors and communities.
- 1.7 **Request.** Following a competitive call for proposals under Pillar II of the Compete Caribbean+ (CC+) Programme the Government of Grenada, through the Ministry of Blue Economy and Marine Affairs, submitted a proposal requesting support from CC+ to strengthen Grenada’s ocean management framework and address gaps in policy, governance, capacity, resources, and stakeholder engagement (see Annex I). In August 2025, the Government requested that the IDB act as the executing agency for this TC.
- 1.8 **Objective.** The overall objective is to support the Government of Grenada in operationalizing its National Framework for Sustainable Ocean Governance and blue economy growth by strengthening institutional, policy, and technological capacities for the effective, inclusive, and climate-resilient management of marine and coastal resources. Specific Objectives are to: (i) Establish a unified policy framework for sustainable ocean governance, by completing technical and legal reviews of the draft NOP/SAP integrating gender-sensitive climate change adaptation and mitigation priorities, and secure Cabinet adoption; (ii) Strengthen inter-agency and public–private collaboration by establishing and operationalizing the NOGC, as the central coordinating mechanism for policy implementation and oversight; (iii) Deliver targeted institutional and technological support to strengthen Grenada’s capacity for fisheries monitoring, reporting, and compliance through the piloting of Electronic and Vessel Monitoring Systems (EMS/VMS); (iv) Facilitate capacity enhancement by equipping national fisheries, coast guard and environmental officers etc., with the necessary skills to implement, monitor, and sustain the new ocean governance policies, tools and initiatives; and (v) Foster inclusive stakeholder and public engagement, consultation and sensitization activities, to strengthen local ownership and adoption.
- 1.9 **Complementarity.** Within Grenada, this initiative complements ongoing partner-led programs in climate adaptation, environmental management, and blue economy planning—such as activities under the Caribbean Regional Track of the NDC Partnership, the OECS Blue Economy Roadmap, and the Eastern Caribbean Regional Ocean Policy (ECROP). The additionality created through this TC is that the NOP and SAP will provide an institutional mechanism to align these national and regional initiatives under a unified governance framework. Aligned to implementation of the SAP, this project builds on the successful experience of Barbados under TC [ATN/CO-18718-RG](#) Project Development to Enhance Productivity and Innovation and Enabling Business Environment of Blue Economy

Industries, where the project “DigiFish” successfully deployed an EMS/VMS in Barbados resulting in improved real-time monitoring and sustainable fisheries management and demonstrated compliance with ICCAT. Lessons learned include the importance of having the right regulatory policy framework and incentive mechanisms in place to ensure uptake amongst fishers in the industry and to support community wide training to support data collection, artificial intelligence-based data processing, and digital analytics and reporting.

- 1.10 **Strategic Alignment.** The TC is consistent with the IDB Group Institutional Strategy 2024-2030: Transforming for Greater Impact and Scale Impact (CA-631), specifically with the core objectives of addressing climate change and strengthening resilience. It is aligned with the operational focus areas of: (i) Biodiversity, Natural Capital and Climate Action; (ii) Institutional Capacity, Rule of Law, and Citizen Security; (iii) Productive Development and Innovation through the Private Sector, with a focus on strengthening the enabling environment for sustainable blue economy—an emerging pillar of competitiveness and resilience in the Caribbean and supporting the development of the blue economy as a productive sector. Also, the TC is aligned with the IDB's Sector Framework of Climate Change (OP-2018); and with the priorities defined in the Innovation, Science and Technology Sector Framework Document (GN-2791-13). The TC will contribute to enhancing Grenada’s capacity to manage and protect its marine ecosystems through an integrated, climate-resilient governance framework, and strengthen institutional, policy, and technological capacities for sustainable ocean governance. By incorporating digital monitoring systems, a multi-sectoral management mechanism and gender-responsive considerations, the initiative directly supports the Bank’s strategic priorities and sector strategies for conserving natural capital, reducing environmental vulnerabilities, and promoting sustainable and inclusive productive development. The TC also advances IDB’s climate change priorities by embedding climate-resilient approaches into ocean governance and building institutional and technical capacities to adapt to climate risks. Through inclusive stakeholder engagement and capacity-building, the TC contributes to effective environmental stewardship, while promoting responsible blue economy growth. Finally, the TC will contribute to results under the ONE Caribbean Framework (GN-3201-2), specifically its priorities of (i) Climate Adaptation, Disaster-Risk Management and Resilience; (ii) Food Security; and (iii) Sustainable Development with Private Sector Engagement. It contributes directly to the CC+ Pillar 2 objectives to strengthen public governance to stimulate and support private sector climate action as it aims to build institutional capacity, mainstream climate resilience, and foster public–private collaboration in advancing sustainable social and economic growth, productivity and competitiveness across the Caribbean.

II. COMPONENTS

2.1 **Component 1. Establishing an Ocean Policy and Governance Framework (USD\$150,000).** This component will establish Grenada's policy and institutional framework for climate-resilient and gender-responsive Sustainable Ocean Governance. The activities to be financed include:

- a. Technical and legal review of the draft NOP and SAP, integrating gender-responsive consideration and an ocean climate action plan integrated into the SAP, in alignment with existing national policies, regional frameworks and international obligations. Following stakeholder consultations and validation, it is expected that the NOP and SAP will then be finalized and submitted for Cabinet approval.
- b. Drafting of Governance frameworks for the establishment and operationalization of the multi-sectoral NOGC.
- c. Preparing a Climate Mainstreaming Report exploring ocean targets linked to Grenada's NDC and NAP commitments.
- d. Stakeholder consultations across mainland Grenada; Carriacou and Petite Martinique engaging fisherfolk, women, youth, and private sector groups, for validation of the policy framework. A national validation dialogue will subsequently consolidate feedback for input to the final NOP/SAP.
- e. NOP/SAP training Toolkit that will include supervisory guidelines, resources and templates as well as a Policy Brief summarizing the NOP and SAP for policymakers and the public. Recommendations for a sustainability strategy to inform institutional structure and strengthening required to support future ocean governance initiatives in Grenada.
- f. Training sessions for approximately 15 government officials on integrated ocean management and climate adaptation, with emphasis on gender-responsive governance; and sensitization sessions on the updated NOP/SAP for community leaders, fisherfolk, and MSMEs in sustainability and climate-resilient practices.
- g. A consulting firm will be competitively contracted to undertake all the activities listed above.
- h. The expected outputs include: an updated climate-smart and gender-responsive NOP and NAP including a governance framework for the NOGC a climate mainstreaming report, two stakeholder consultations; a validation workshop; an NOP/SAP training Toolkit; and at least 15 public officers trained utilizing the toolkit.

2.2 **Component 2. Public Awareness and Engagement (USD\$50,000).** This component aims to enhance public understanding of the NOP/SAP through a targeted education and awareness campaign promoting climate-smart and gender-responsive ocean governance. The activities to be financed include:

- a. Design and implementation of a communication and public engagement strategy to promote awareness of the NOP/SAP and facilitate knowledge-sharing on sustainable ocean governance, climate-smart practices and gender-equity. Communication collaterals: the campaign will include a multimedia communications toolkit (i.e. press briefs, infographics, videos, TV, radio, social media, printed media such as newspapers, etc.).

- b. Dissemination of activities conducted with broad participation from government, private sector, and community stakeholders as follows:
 - (i) Participant selection criteria - Public, private and community stakeholders based on institutional relevance to ocean governance and blue economy implementation (fisheries officers, coast guard personnel, environmental management officers); key relevant sectors (fisheries, tourism, environment, maritime security); representation from key community groups (fisherfolk organizations, women's and youth groups, coastal community leaders) from mainland Grenada, Carriacou, and Petit Martinique.
 - (ii) Number of participants - Estimated 40–50 participants for the capacity-building workshops, 30–40 participants for stakeholder consultations, and approximately 40 participants for the final dissemination workshop and handover event, comprising national counterparts, private-sector representatives, development partners, and community-based stakeholders.
 - (iii) Event modality - All dissemination activities will be conducted in-person, with sessions held in Mainland Grenada, Carriacou and Petit Martinique. Travel support will apply only to consultants and eligible participants from the sister islands.
- c. A consulting firm will be contracted to undertake the activities listed above, with a budget allocated for direct financing in support of outreach events.
- d. The expected outputs include a design and delivery of a NOP/SAP dissemination and public engagement strategy; and at least two dissemination workshops conducted.

2.3 **Component 3. Implementation of a Fisheries Digital Monitoring and Compliance Pilot (USD\$100,000).** This component will strengthen Grenada's capacity to utilize digital technologies to improve fisheries monitoring, reporting, and compliance. The intervention will support the Government of Grenada in developing the institutional, and operational capabilities needed to comply with the US' National Oceanic and Atmospheric Administration (NOAA) Marine Mammal Protection Act (MMPA) Import Provision requirements, ICCAT reporting obligations, and related international environmental standards. The activities to be financed include:

- a. Design of an Electronic and Vessel Monitoring Systems (EMS/VMS) pilot for improving fisheries monitoring, reporting, and control in alignment with international benchmarks.
- b. Implementation of the pilot which must include digital monitoring and traceability solutions that integrate onboard surveillance technology, artificial intelligence (AI)–driven analytics, and data-sharing mechanisms to enhance transparency and enable real-time decision-making.
- c. Training of fisheries officers and vessel operators on the use and maintenance of Electronic and Vessel Monitoring Systems (EMS/VMS), data management, and compliance reporting on marine mammal interactions and other relevant data.
- d. A consulting firm will be competitively contracted to implement the activities listed above.

- e. The expected outputs include (i) EMS/VMS pilot design; (ii) EMS/VMS pilot implementation; and (iii) training of at least 20 fisheries officers and vessel operators.
- 2.4 **Expected Results.** The expected result of this TC is the establishment of a cohesive, climate-resilient, and inclusive ocean governance framework that strengthens national capacity to manage marine resources sustainably and equitably. It will establish strategies and methodologies for institutional and technical capacity-building in ocean governance, and for sustained stakeholders and local community consultation, sensitization, and engagement. In the longer term, the TC is expected to help catalyze sustainable blue economy growth, facilitate and institutionalize sustainable ocean governance and fisheries management through enhanced monitoring, and generate livelihood opportunities, while also enhancing the resilience of Grenada’s coastal ecosystems and communities to climate change.
- 2.5 **Beneficiaries.** The direct beneficiaries of this TC are the Government of Grenada, particularly the Ministry of Blue Economy and Marine Affairs, which will receive direct support to finalize, adopt, and operationalize the NOP and SAP along with other key institutional beneficiaries whose functions intersect with marine and coastal management. In addition, the TC will benefit coastal communities, fisherfolk cooperatives, women’s groups, youth organizations, and marine tourism operators by promoting more inclusive participation in decision-making and sustainable resource-use practices. At least 20 fishing vessels will directly benefit under the EMS/VMS pilot to improve the country’s monitoring and reporting of fisheries. The indirect beneficiaries will be the people of Grenada, as the TC will help the country meet the requirements under MMPA and ICCAT, and continue exporting tuna, which is one of its main goods exports. Finally, the TC will also contribute to the long-term sustainability of Grenada’s ocean resources, protecting them for future generations.

III. BUDGET

- 3.1 **Budget.** The total cost of the TC will be USD\$300,000 that will be financed entirely by the Compete Caribbean Trust Fund (CCP). The TC budget is presented on the following table.

Activity/ Component	IDB/CC+ Funding (US\$)	Total Funding (US\$)
Establishing an Ocean Policy and Governance Framework	150,000	150,000
Public Awareness and Engagement	50,000	50,000
Implementation of a Fisheries Digital Monitoring and Compliance Pilot	100,000	100,000

Total	300,000	300,000
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IV. EXECUTION STRUCTURE

- 4.1 **Executing Agency.** The Bank will execute this TC through PTI/CTI in coordination with Compete Caribbean+ (CC+). The Bank will execute this TC due to the following reasons: (i) previous experience and knowledge on the part of the IDB in implementing project(s) similar to this proposed operation; and (ii) limited institutional capacity of the beneficiary institution in Grenada. These justifications are in accordance with the Bank's Technical Cooperation Policy (GN-2470-2) and the Procedures for the Processing of Technical Cooperation Operations and Related Matters (OP-619-4), through the Unit of Competitiveness, Technology, and Innovation (PTI/CTI). The UDR will be located in PTI/CTI for the management of the related contracts.
- 4.2 **Execution Justification.** The Inter-American Development Bank (IDB) will act as the Executing Agency for this Technical Cooperation, ensuring responsibility for technical oversight, procurement, and delivery of outputs in accordance with IDB policies and procedures. Given that Grenada is not a member country of the IDB, the Caribbean Development Bank (CDB) will serve as Financial Agent under the terms of the Financial Agency Agreement entered into between both institutions, and its modifications (FAA).
- 4.3 **Procurement.** All procurement to be executed under this Technical Cooperation have been included in the Procurement Plan (Annex IV) and will be hired in compliance with the applicable Bank policies and regulations as follows: (a) Hiring of individual consultants, as established in the regulation on Complementary Workforce (AM-650) and (b) Contracting of services provided by consulting firms in accordance with the Corporate procurement Policy (GN-2303-33) and its Guidelines.
- 4.4 **Execution and Disbursement Period.** Execution and disbursement period will be 36 months.
- 4.5 **Monitoring, Reporting, and Supervision.** The operation will be executed by the Competitiveness, Technology and Innovation Division (PTI/CTI), in coordination with the Facility and Coordination Unit (FCU) of the CC+ based in Barbados (CCB/CBA). The Team Leader, in collaboration with the CC+ Programme Unit, will oversee project implementation, supervision, and reporting. To support project implementation and monitoring, the Bank will establish a Project Steering Committee (PSC), coordinated by PTI/CTI, and composed of technical representatives from the Ministry of Blue Economy and Marine Affairs of Grenada, with participation from other relevant institutions as needed. The PSC will provide strategic guidance, review consultancy terms of reference and key deliverables, facilitate institutional coordination, and define a sustainability plan for the project outputs. The Unit of Disbursement Responsibility (UDR) will be PTI/CTI, and the Team Leader for this TC will be Dr. Sylvia Dohnert.

V. POTENTIAL RISKS

- 5.1 **Political/Operational Risks.** There is a potential risk due to changes in government priorities or delays in Cabinet approval, which will be mitigated through high-level engagement and strategic alignment with national development and climate priorities. Continuous briefing of policymakers and alignment of the NOP with visible national goals (investment, jobs, climate commitments) will be prioritized to maintain political support. Also, there is the risk of operational disruptions such as delays due to contracting, scheduling challenges, natural disasters or other unforeseen events, this will be managed through a detailed implementation schedule, contingency planning, and adaptive use of virtual modalities.
- 5.2 **Stakeholder Engagement and Coordination Risks.** There is a potential risk of limited cooperation or overlapping mandates, which will be mitigated via the early establishment of the NOGC to formalize inter-agency collaboration and clarify roles across ministries and sectors to reduce turf wars. Key ministries (Environment, Fisheries, Tourism, Finance, etc.) will be engaged from the start. There is a risk of stakeholder resistance or apathy that will be reduced through inclusive consultations, regular updates, and the early involvement of trusted community and private-sector leaders. Critically, the national education and awareness campaign will highlight the long-term benefits to stakeholders (sustainable livelihoods and improving incomes) to secure buy-in. Use of culturally appropriate communication (e.g. the local dialect where needed) will help reach and motivate grassroots participants.
- 5.3 **Capacity Risks.** There might be capacity constraints to execute activities or sustain outcomes; this will be mitigated by embedding training and knowledge-transfer activities to fill technical gaps. Risks will be reviewed regularly, ensuring timely mitigation and adaptive management throughout implementation.
- 5.4 **Intellectual Property.** Any knowledge products generated within the framework of this technical cooperation will be the property of the Bank and may be made available to the public under a Creative Commons license. However, upon request of the beneficiary, the intellectual property of said products may also be licensed and/or transferred to the beneficiary through specific agreements.

VI. EXCEPTIONS TO BANK POLICIES

- 6.1 An exception to the GN-2303-33 policies has been granted by the Board of Executive Directors for projects financed by CC+ (GN-2851-2), so that procurements from non-IDB member countries may be eligible in the procurement processes for activities to be financed from the Facility, provided that the country of origin or nationality of such providers is recognized by the donors of the Facility as eligible.

VII. ENVIRONMENTAL AND SOCIAL ASPECTS

- 7.1 This TC is not intended to finance pre-feasibility or feasibility studies of specific investment projects or environmental and social studies associated with them; therefore, this TC does not have applicable requirements of the Bank's Environmental and Social Policy Framework (ESPF).
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REQUIRED ANNEXES:

- [Annex I: Request from Client](#)
 - [Annex II: Results Matrix](#)
 - [Annex III: Terms of Reference](#)
 - [Annex IV: Procurement Plan](#)
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