

A Status Evaluation Report of The “Assistance to the Fish Quality System of Mozambique”

A Cooperation
Between
ICEIDA and Ministry of Fishery
In
Mozambique



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April 2008

The ICEIDA and INIP through the Ministry of Fisheries have been subject to an external independent status evaluation by Mrs. Marianne Bruylandt, Senior consultants at InDevelop, Iceland and Mrs. Elisa dos Santos, Independent Consultant, Mozambique. The Final Evaluation Report will be submitted to the ICEIDA in Mars/April 2008

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3. Flow Schedule, Laboratory and Inspection of fish in Beira
4. The Quality policy, policy for the Inspection Laboratories in Maputo, Beira and Quelimane
5. The international standard ISO/IEC 17025:2005

ABBREVIATIONS

DANIDA	Danish Development Agency
DFID	UK Department for International Development
DIP	Department of Fish Inspection, Mozambique
EU	European Union
FAO	Food and Agriculture Organization of the United Nation
GOM	Government of Mozambique
ICEIDA	Icelandic International Developing Agency
ICO/IEC 17025:2005	General requirements for the competence of testing and calibration laboratories
IDPPE	Institute for the development of small scale fishery
INIP	The Fish Inspection Institute in Mozambique
ITC	The Information and Training Centre in Ministry of Fishery
LIP	The Fish laboratories in Mozambique
MoF	Ministry of Fisheries in Mozambique
MoU	Memory of Understanding
PD	Project Document
PDSP	Development Plan of the Fishery Sector
PMC	Project management committee in INIP

1. Executive Summary

1.1 Conclusions

All the targets at output level specified in the project documents up to September 2005 have been achieved by Mozambique and ICEIDA in cooperation. The challenge that remains, however, is to undertake the obligations according to the addendum of, 2006.

The project period has been exceeded and the question is how to proceed. The intention with the last project was to establish a functional control system in the laboratories and to obtain a level of competence sufficient for applying for accreditation according to the international standard ISO/IEC 17025:2005.

In different interviews with INIP and the Ministry of Fishery and ICEIDA the evaluation team was informed that the accreditation process was on track and was expected to be completed in accordance with the time schedule. The last undertakings that ICEIDA and the Ministry of Fishery agreed in the Addendum 2006 are delayed but will be met before the end of September 2008.

MoF, INIP and ICEIDA are open for continued cooperation and all of them have expressed their willingness to start a new discussion regarding future cooperation in the fish quality sector. INIP has stressed the value of sustainability and the importance of having complete ownership of the fish quality processes in the future. To promote the ownership and facilitate sustainability INIP must become the entity that takes the initiative, applies for financial support, applies for technical assistance, and writes the terms of reference for the technical assistance. The INIP must be prepared to assume full responsibility and participate actively in projects on its own initiative.

The Fish Quality Policy for the laboratories in Maputo, Beira and Quelimane was signed 25th of January 2008. (Annex 4)

1.2 Relevance

ICEIDAs support to the Fish Quality Sector has been relevant both in relation to the needs of the laboratories and those of INIP. The ICEIDs support to the Fish Quality Sector has been a valuable contribution for Mozambique, which is a country in rapid transition from a centrally planned to a market system. Among other things it has given the possibility for the Fishing Industry to enter new markets and to generate export income to the country. The accreditation to international standard will give the Industrial Fishery Sector, the Semi Industrial Fishery Sector as well as the Artisanal Fishery Sector more possibilities to export, to generate income, reduce export costs and to increase employment.

All interviews with the people involved in the fish quality sector confirmed the importance of an accreditation as well as a functioning inspection system and laboratories.

1.3 Efficiency

All the targets at output level specified in the project documents until 2005 have been achieved by ICEIDA and MoF.

An important achievement of the cooperation is the completed training of personnel in the laboratories to sufficient level ready to apply for pre-accreditation according to the international standard ISO/IEC 17025:2005. The standard of the laboratories combined with competent personnel has given the private fish sector in Mozambique a chance to develop and open the door into the EU market. The challenge remains, however, to make these laboratories sustainable for the future.

In order to survive in the long run, the laboratories must be able to cover all costs through revenue from costumers. Today the laboratories are still far from this stage and a suggestion is to assess how cost-efficient the laboratories actually are.

In 2005 INIP became an independent body with administrative autonomy . The hope was that the new structure would lead to more sustainable activities and that it would improve the possibilities of increased assistance from international donors. ICEIDAS support to INIP has brought the Fish Quality Sector to international standard and the impact in the form of a new building, furnished and well equipped has been essential. However, the INIP is still a young entity that needs more time to organize and create its own organizational structure before it can act as a highly professional institute.

1.4 Effectiveness

The effectiveness of the cooperation is apparent and all the inputs from 1996 to 2005 have given the desired outcomes. The outcome regarding the last assignment February 2006 to March 2008 has not yet been achieved in accordance with the time schedule but will be finished before September 2008. The delay in the project is due to a change of key personnel and due to the fact that staff training in the laboratories was more time consuming than expected.

1.5 Impact

Available information suggests that the ICEIDAs support to the Laboratories in Mozambique has had a positive impact to the country. It is evident that the constructions/renovations of the laboratories in Inhambane, Maputo, Beira and Quelimane as well as the support to a new building for INIP have all been of key importance. In addition, capacity building and on-the-job training have led to constructive improvements and given the country a possibility to enter in to the accreditation process in accordance with international standard ISO/IEC 17025:2005.

The available data is not sufficient to confirm if the co-operation has had a positive impact on poverty reduction. However, in the long run, any program which can enhance economic growth will most likely sooner or later also benefit the poorest group in the society.

1.6 Sustainability

Sustainability is built on ownership of the process and understanding of the importance of improvement. It is also built on access to qualified personnel and financial resources. The right to have access to petty cash will be essential for the laboratories. In terms of institutional proficiency and capacity, the INIP has not yet developed ownership to the degree where it is able to continue working at a high-quality level without support. Since overall sustainability is determined by the weakest link, we must conclude that the laboratories are currently not financially sustainable.

Thus, challenge remains, to make INIP and the laboratories sustainable for the future.

2. Introduction

Development of the Fish sector is a key element in the Mozambican Government's strategy for stimulating economic growth in the country. How to develop the sector is described in a Master Plan, issued by the Government of Mozambique in August, 1994. The Master Plan serves as a tool to identify the strategies and how to achieve the development goals which were set out for the sector as a whole. Moreover the plan clarifies the status of the private sector and also the preconditions for the external development aid. To facilitate the development process the Ministry of Fishery has received assistance from various donors mainly ICEIDA, FAO, DANIDA, DFID, Japan and Norway. Today ICEIDA is one of the main donors in the Fish Quality sector in Mozambique.

In March 2002, the Ministry of Fisheries (MoF) issued a Development Plan for the Fisheries Sector 2002/2006 This Development Plan is more comprehensive than the Master Plan and took up the request from EU to transform the Department of Fish Inspections (DIP) into a separate agency.

One outcome of the Development Plan was that DIP was transformed in 2005 into an independent body (INIP) with an administrative autonomy. The hope was that the new structure could lead to more sustainable activities and improve the possibilities of getting assistance from international donors.

In order to facilitate the export flow to the valuable European Union (EU) market Mozambique needs a strong and sustainable Quality Assurance System. Until the end of 2009 Mozambique has a special export agreement with the European Commission for export into the European market. After that date an accreditation status for the laboratories are required, laid down by the European Commission and accordance with the international standard ISO/IEC 17025:2005.

2.1 ICEIDA's support to the fish quality sector

During the first years, the support from ICEIDA to the fishery sector in Mozambique was mostly concentrated around construction of laboratories, providing chemicals and equipment, training of staff, establishing an information/training centre (ITC) and technical assistance.

Referred to the needs identified in the Ministry's development plan 2002/2006, ICEIDA agreed to finance an assessment for potential future support. This focused on establishing a sustainable Fish Inspection System to meet the requirements from the export market. The outcome of an assessment in 2003 led to a Project Document with the aim to structure and streamline ICEIDA's assistance to Ministry of Fishery.

ICEIDA's support to the fish quality sector was changed after 2006 to focus on the pre-accreditation process.

The last general assignment between ICEIDA and Ministry of Fishery came into force on 1st of January 2007 and is valid until 31st December 2010. The assignment refers to the general agreement of August 1996 and the previous addendum signed 2006 which became effective in February 2006 until February 2008.

Due to different delays all the project activities in the agreement 2006 were not finalised by February 2008 and at the end of February 2008 the Ministry of Fishery called for additional assistance. An agreement to extend the project to October 2008 was signed.

The co-operation is at a final stage and this evaluation will give recommendations for the cooperation in the future.

2.2 The objective of the external consultancy

This status evaluation report includes;

- Evaluation of the progress of the cooperation from the beginning, comparing the plans of the project documents with the real outcomes and results
- A Status Evaluation of the Cooperation between ICEIDA and INIP and
- Advice on future co-operation.
(Annex 1)

2.3 The Method

In order to achieve the expected results in the terms of reference, different methods have been used. To find out if the agreements between the Ministry of Fishery in Mozambique and ICEIDA were met or not documents and reports from 1996 until present were reviewed, with a particular emphasis on reviewing the contracts and addendum. The emphasis of the project activities changed in 2006 and according to a request from ICEIDA the evaluation should focus more on the activities undertaken after 2006.

- ✓ To verify the status of the cooperation between ICEIDA and INIP the evaluation team started the evaluation with a visit to ICEIDAS office in Iceland for a briefing.
- ✓ Two weeks visit in Maputo, Mozambique
- ✓ A Field visit to Beira, Mozambique including preparation and planning
- ✓ Individual discussions with MoF, INIP, ICEIDA.
- ✓ Meetings with the clients, the Industrial Fishery sector, Semi-Industrial Fishery Sector and IDPPE to get an idea about the manufacturer's view of the Fish quality system.
- ✓ A meeting with the Vice Minister and the staff in MoF to present a summary of the conclusions before drafting the report
- ✓ Drafting the report
- ✓ Final Report and presentation

Apart from the visit in ICEIDA most of the evaluation was performed in Mozambique. In addition to the visits in Mozambique and ICEIDA interviews, group discussions and meetings has been used as tools for data collection.

2.4 The objective for the current co-operation

The Ministry of Fishery and INIP are aware of the importance of upgrading the sanitary and quality control inspections of the catch in order to reach international standards of quality to secure, stabilize and increase the foreign currency earnings and to receive accreditation status according to the international standard ISO/IEC 17025:2005. The aim of the last project is to establish a functional quality control system in the laboratories and to obtain a status of competence that is sufficient in order to apply for accreditation according to the international standard ISO/IEC 17025:2005 (General requirements for the competence of testing and calibration laboratories (ref: Addendum 2006)

2.5 Limitations

A limitation in the evaluation was insufficient time and the consequence was that the evaluation team was not able to visit the laboratory in Quelimane.

3. Progress of the cooperation 1996 – 2008

In August, **1994** the Government of Mozambique (GOM) issued a “Master Plan “for the development of the fishery sector. The fisheries sector together with other economic sectors was at that time going through a period of profound transformation.

In the context of the present transition, characterized by growing privatization of the economy, scarcity of capital, lack of foreign exchange, a high rate of unemployment, difficulties in food supplies and the deterioration of infrastructure, the Ministry of Fishery felt the need of a master plan for the development of the fisheries sector.

The Master Plan serves as a tool to identify the strategies that the State will adopt to achieve the medium term (five years) and long term (ten years) development goals which were set out for the sector as whole.

Below; in part 3.1 to 3.7 the most important activities are elucidated. When there have been further needs to avoid slowing down, ICEIDA has supported some improvements.

3.1 Laboratories in Maputo and Inhambane

1996 ICEIDA started the cooperation with Mozambique with a focus on support to the fishery sector. An agreement was signed on April 21st between the Government of Iceland and Mozambique and an “outline” for a four year project was designed in May 1996. In the outline it was agreed that the following would take place;

agreements	Responsible	Accomplished
Construction and upgrading of a laboratory in Maputo	ICEIDA	✓
Renovation and furnishing of laboratory in Inhambane	ICEIDA	✓
Technical assistance in quality control	ICEIDA	✓
Emergency aid to fishermen	ICEIDA	✓
Supply of a research vessel (Fengur)	ICEIDA	✓
Employ a manager for the operation/vessel	ICEIDA	✓
Training of staff in Maputo and Inhambane	ICEIDA	✓
Provision of Chemicals	ICEIDA	✓
Technical Assistance	WHO	✓

3.2 Ministry of Fisheries separated from the Ministry of Agriculture

In **2000**, the Ministry of Fisheries (MoF) was separated from the Ministry of Agriculture as a result of a reconstruction of the governmental fisheries sector. The Department of Fish Inspection (DIP), which in 2006 became an independent unit, was at this time one of the three national directorates and the authority responsible for fish inspections. All technical matters concerning fish inspections and the laboratories were supervised by DIP.

3.3 Study to define the cooperation framework in the Fishery Sector

In 2001 a study of the fishery sector took place in Mozambique. The objective was to define a future cooperation framework and identify financial needs as well as the co-partnership, to be made available by the Government of Mozambique for the 2002 – 2003 periods. The base for the study was the “Development Plan of the Fishery Sector 2002 – 2006” PDSP 02/06).

3.4 Building of a laboratory and an administration building in Quelimane.

After a request from Ministry of Fishery 2003, ICEIDA agreed to establish an operational Fish Products inspection Laboratory in Quelimane, according to the international standards regarding laboratory practices. In addition, it was decided that office space for the provincial inspection service and the provincial administration of the new Ministry of Fisheries would be secured.

agreements	Responsible	Accomplished
Construct new fish laboratory according to international standards	ICEIDA	✓
Construct office space for the Provincial Fish inspection Service	ICEIDA	✓
Construct office space for the Provincial Fish Administration	ICEIDA	✓
Upgrade and install laboratory equipment and furniture according to an agreed list	ICEIDA	✓
Training of laboratory staff	ICEIDA	✓

3.5 Rehabilitation of a new Fish Inspection Institute (INIP)

In January 2004, a memorandum of understanding was signed by ICEIDA and MoF in a form of a project document (PD) regarding ICEIDA’s support to the Fish Quality Assurance System in Mozambique. According to the PD, it was agreed that before any financial disbursement would be made for the rehabilitation, a separate document clarifying in detail the funding, construction, furnishing and implementation of the rehabilitation would be written and approved by both parties and attached as an addendum to the PD.

In January 2005, the Ministry of Fisheries (MoF), Mozambique and Iceland International Development Agency (ICEIDA) signed an addendum to the project document for ICEIDA’s support to the official Fish Inspection System in Mozambique regarding the rehabilitation of an office facility for a new Fish Inspection Institute (INIP). The aim of the project was to establish a functional office and training facility for the new Fish Inspection Agency (INIP) by rehabilitating a house located at Rua do Bagamoyo No. 143 in Maputo City and install necessary equipments and furniture to make the office functional. December 2004 to September 2005.

MoF agreed to ensure that the establishment of the new institute was formalised during the rehabilitation period and sufficient funding for running and maintaining the new institute was secured. List of activities that the two parties agreed to implement;

Agreements	Responsible	Accomplished
Rehabilitation of the house on Rua do Bagamoyo, Maputo,(INIP)	ICEIDA	✓
Furnishing of the offices	ICEIDA	✓
Procure necessary office equipments	ICEIDA	✓
Procure necessary air-conditions	ICEIDA	✓
Formation of the new institute (INIP)	MoF	✓
Secure that the formation of the new institute was formalised during the rehabilitation period	MoF	✓
Prepare maintenance plans for the buildings	MoF	✓
Establish INIP's organization and organizational status within the Fish Inspection Institute	MoF	✓
Secure Sufficient funding for running and maintaining the new institute (INIP)	MoF	✓
Assisting in establishing a cost recovery system	ICEIDA	✓
Assistance in establishing a database relating to the inspections and test results	ICEIDA	✓

Before any financial disbursement for the rehabilitation could be made, a separate document which clarified the funding in detail, construction, furnishing and implementation of the rehabilitation was written and approved by both parties and attached as an addendum to the PD. The recommendations given in the evaluation report 2003 were considered.

3.6 The fish inspection Institute INIP was established

INIP, The Fish Inspection Institute in Mozambique was established as an independent institute on the 24th of June 2005 and got the status as an independent institute under the Ministry of Fishery.

The aim was to strengthen the fish inspection system in the country and to guarantee a functional fish inspection system, with sufficient capacity to maintain a free flow of Mozambican fish products to the international markets.

3.7 A functional quality control system

A new addendum was signed in 2006 for a prolongation of the project; Assistance to the fisheries laboratories in Maputo, Beira and Quelimane concerning quality assurance and accreditation. The new project period stretched between February 2006 – March 2008.

The aim of the extension was to establish a functional quality control system in the laboratories and to obtain a level of competence sufficient for to applying for accreditation according to the international standard ISO/IEC 17025:2005

Agreements	Responsible	Accomplished
Technical assistance for at least 2 years(TA)	ICEIDA	✓
Determine the scope of accreditation for the individual laboratories	ICEIDA	✓
Make a work and time plan for the implementation of quality control systems in the laboratories based on ISO/IEC:2005 standard	ICEIDA	✓
Make sure that the laboratories have facilities, environmental conditions, equipment and other necessary materials that are needed for implementation and running of the quality control system.	MoF	✓
Training of laboratory personal in quality control procedures and documentation of the quality control system	ICEIDA	More training is still needed but will be finished before September-2008
Organize the structure of the quality system and work routines in the laboratories so that quality control procedures can be written and implemented within the involvement of all general staff of the laboratories	MoF	✓
Determine the future organization, financing and technical and quality management for the laboratories that must be in compliance with the requirements of the ISO/IEC 17025: 2005	MoF	An operational Petty-Cash is in the process and discussions how to organize the stocks and the management of chemicals are taking place.

ICEIDA and MoF agreed to continue the cooperation in order to bring the laboratories in Maputo, Beira and Quelimane towards applying for accreditation status according to the international standard ISO/IEC 17025:2005. Today we know that Quelimane needs more time to get into the pre-accreditation process. However, all laboratories are expected to receive the accreditation in accordance with the international status by the end of 2009.

ICEIDA recruited a new International technical advisor in March 2006. The advisors main task was to assist the laboratories in Maputo, Beira and Quelimane in the work towards accreditation status. In the agreement the TA will be available for at least 2 years. The Technical Assistant will continue with the pre-accreditation process in September 2008.

3.8 ICEIDA's support to the laboratories (summary)

- Inhambane:** Renovation and furnishing of the Laboratory in Inhambane 1997. The laboratory activities in Inhambane only serve the local market at present.
- Maputo:** Construction and upgrading of a laboratory in Maputo. In August 2002 the new laboratory facilities for quality assessment of fishery products were taken into full use.
- Beira:** The ICEIDA inherited the support to the laboratory in Beira after Danida withdrew from the sector 2002.
- Quelimane:** ICEIDA has managed the laboratory in Quelimane since 2004 (partly financed by DFID)

In 2004 the laboratories in Maputo, Beria and Quelimane were supported by ICEIDA.

4. The current situation and findings

4.1 Cooperation ICEIDA/ INIP

The co-operation with MoF/INIP continued in 2006 due to delays in the rehabilitation of the office facilities and activities related to structuring and strengthening the inspection system. However, by the end of 2006, all the planned activities were in progress more or less according to the revised plan. In February 2006 a new addendum was signed between MoF and ICEIDA which the aim to establish a functional quality control system in the laboratories and to obtain a status of competence sufficient to apply for accreditation according to the international standard ISO/IEC 17025:2005.

4.2 INIPs organisation

Since 24th of June 2005 INIP is an administratively and technically autonomous institute. The INIP entity is still very young with new directors and new staff and the organisation has not yet been consolidated. It is important that the INIP has capacity to act as a "Coordination Unit" and to take the leadership in planning, monitoring and in establishing evaluation mechanisms for the work, in co-operation with donors and stakeholders.

The evaluation team concludes that INIP has not yet achieved the sufficient degree of ownership and organisational competence, in particular with reference to its sustainability.

It is important to stress that the institute must have both organisational and technical competence. This evaluation team found that the technical competence was high and the laboratory staffs were involved in different complementary training.

On the other hand the organisational capacity was weak. INIP needs time and support to develop their organisation so that INIP in the end can become more active and able to run the relevant processes.

INIPs request for further co-operation must be seen in relation to the partner's competence and be a reflection of which role it will play in the future. To transfer the ownership and let the responsibility for planning, implementation, monitoring of projects lie on INIP is one way to secure the sustainability. It gives INIP the opportunity to manage different projects without relying on donors for support in managing matters.

Although INIP has had a difficult working situation they have succeeded in raising the level of competence in the laboratories, implement and assign a Fish Quality Policy as well as appoint a national Quality Manager to avoid conflict of interest.

In developing the organisation charts and structure and in the selection process of personnel for different positions, it is important to ensure independence and avoid conflict of interests. Individual interests and concerns are a critical aspect of all collaboration. If the interests of the individuals are different from that of their departments, there is a risk that the "individual interest" undermines the agreed co-operation. It is still an open question where in the organogram the quality manager will be placed.

4.3 The communication between INIP and ICEIDA

The lack of communication was stressed in all the interviews and meetings. The formal communication lines have not always been followed which has resulted in lack of important information and misunderstandings. To promote the ownership and facilitate sustainability it is important that INIP takes more initiative in the management of ongoing projects and will be more proactive in the communication and must be prepared to assume full responsibility and participate actively in projects on its own initiative. In particular this is important regarding calling for meetings, applying for financial support or technical assistance, writing terms of reference, giving comments on reports, letters and e-mails, etc.

The communication problem is not about different languages but more about lack of good routines for daily communications and due to fact that dialog has not been built into the co-operation from the beginning. Communication and Dialogue is central in all cooperation and must be related to the context in which they take place and it is not exceptional that new established institutes don't have developed its communications capacity in full. The challenge for INIP will be to create a platform within the institute for strengthening the communication methods and to discuss dialogue issues.

The challenge for ICEIDA is to incorporate communication issues into the preparation phase of projects, give advice and also if possible allocate resources to work with strategic communication within the project budget.

One way to secure that no misunderstandings will take place is to make all documents regarding the cooperation available both in Portuguese and English.

4.4 Accreditation process

In September 2008 Mozambique will bring the laboratories in Maputo and Beira in to the Pre-accreditation. After the Pre-accreditation is finished Mozambique has until the end of 2009 to make adjustments according to the issued minutes from the accreditation body.

The process has been more drawn-out than expected, due to personnel needing more time for implementation of the new procedures, but also due to change of key personnel. Still, some supplementary information and training is missing but all parties ensured that everything will be completed before September 2008. (Annex 5)

4.5 EU Inspection

The Food and veterinary office (FVO) from EU has carried out two inspection missions. The first mission was carried out in 2006 (27/03/06 to 06/04/06) and the second a follow up mission in 2007 (06/11/07 to 16/11/07) in order to evaluate the control systems governing the production of fishery intended for export to the European Union.

The objective of the mission was to assess whether the INIP was capable of guaranteeing the special conditions governing imports of Fishery Products origin in Mozambique, as laid down in Commission Decision 2002/858/EC.

In the general conclusions from 2006 the inspection missions found that INIP's control system performance on fishery products intended for exports to EU not was satisfactory or reliable. Furthermore, the mission found that INIP is not able to guarantee that the special conditions for governing export of fishery products originating in Mozambique as laid down in Commission Decision 2002/858/EC, is respected. The inspection mission recommended that INIP should provide the Commission with an action plan including a timetable for its completion in order to address the recommendations issued. In addition the inspection mission established that all the Laboratories presented good premises with adequate facilities and equipment. Furthermore, the Commission recommended that all INIP Fish Inspection Laboratories (LIPs) should be accrediting by 31 December 2009.

The aim with the mission in July 2007 was a follow-up, primarily to verify the extent to which the guarantees and the corrective actions in response to the recommendations of the previous mission report had been implemented and enforced by the INIP. The general conclusions were that significant improvements had been made since the last mission.

Out of the eleven recommendations of the 2006 mission report, seven were considered fully addressed.

As a consequence of the assessment in July 2007, the mission could however still not declare INIPs capability of guaranteeing the special conditions governing imports of Fishery Products origin in Mozambique, as laid down in Commission Decision 2002/858/EC sufficient. A new list of recommendations was issued.

4.6 Laboratories

During the evaluation it became obvious that the most serious problem for the laboratories besides the need for capacity building and training is the lack of petty cash. As the laboratories are very sensitive entities (for example in case of power failure) the need to always have access to a petty cash is essential. The issue of maintenance was also highlighted and a proposal from the laboratory in Beira was to train one of the permanent staff to take on this responsibility. The managers in the laboratories in Maputo and Beira informed the evaluators that there was no need for long-term international technical assistance after September 2008 but asked for continued capacity building and on-the-job training. However, the problem of financial sustainability and the problem with the State purchase rules were emphasised.

4.7 The Fish Inspection Authority in Mozambique

INIP is the Authority for fish inspection with representations in the provinces. All technical matters concerning fish inspection and the laboratory are today under the supervision of the INIP. The inspection system consists of two components. (Annex 2)

At the central level; INIP is divided into four departments, Licenciamento Sanitário, Certificacao Sanitaria, Administrative Department and the Laboratório, with the laboratory in Maputo as the leading laboratory.

At the provincial level; The provincial Inspection Departments and the laboratories.

4.8 Database for the inspection data

Closely linked to the Inspection Manual is the database for the inspection data. A database is necessary for the registration, processing of data from inspection activities, licensing and certification.

In the assessment carried out in 2005, the necessity to construct a database for the registration and processing of data from inspection activities, including licensing and certification was obvious. Based on that information it was decided to start the process and in May 2006 the database for inspection was installed. Since then a short term

international consultant has trained and advised the personnel regular with the intention to build up an internal capacity independent from international support.

Today the system is sensitive and it is important to look at the back-up-system and how to improve and secure the licence process. One of the main problem is to link the Inspection Manual to the database

The database comprises of two different parts; on for the Export certificates and the other part for Inspection.

4.9 The structure of the fishing industry in Mozambique

The Fishing industries in Mozambique are divided into tree different subsectors with various conditions.

The Industrial Fishery; These companies own the biggest fleets (9 to 18 units each). They have sufficient financial resources to enable them to support modernization of the fleet, and export their products to the international markets in which they are well established. Much of the industrial marine fishing activities are carried out in the central part of the country (Sofala Bay).

The semi-industrial fishery; mostly consisting of national companies with up to four vessels. This segment has less financial capacity to support vessel upgrading and modernization, and consequently usually operates with chartered foreign vessels. The semi-industrial fleet, using larger (10–20 m) motorized boats

The artisanal fishery; mainly consisting of individual fishermen or small groups of fishermen with very week economic power. This segment is scattered along the sea coast in all provinces.

For all of them the European Union (EU) market is the most valuable but also the most difficult to get into in regards of hygienic requirements. All sectors is involved in the exportmarket and the volume for export is increasing. In the discussions, the evaluation team found out that all the suppliers are informed about the accreditation process and underlined the importance and the advantages. Representatives from the Semi-Industrial fishery informed that the inspections have improved a lot the last 2-3 years.

The evaluation team had no chance to interview individual fishermen or the fishery associations in the artisanal fishery sector. However, this sector was not neglected and information from the sector was collected through interviews with representatives from the Institute for the development of small scale fishery (IDPPE). The activities in the Artisanal Fishery sector are coordinated through IDPPE with the intention to improve the economic and social infrastructure. The Institute has support from different donors and is running activities in micro-credits and courses in hygiene and quality. As the sector is expected to increase their contribution to the export sector it is extremely important to have knowledge about Fish quality and the demands for export.

5. Lessons learned

- Knowledge, competence and a well functioning organization and institute are the keys to successful results and sustainable development. In view of the fact that INIP is a very young unit the partners should have foreseen that the processes needed more time to be completed compared to an organisation which has been established for a long time.
- The main lessons learned are to not underestimate the importance of ownership and a clear organisational structure.

6. Recommendations on further cooperation

Central recommendations for the future cooperation between ICEIDA and Ministry of Fishery Mozambique/INIP;

- There is a need to develop a new strategic plan for the quality fish sector 2009 – 2013.
- Even if the project is only to operate for a few more months, it is still worth developing an LFA-matrix, which can serve as an effective tool not only for the ongoing accreditation process in INIP, but also as an effective instrument for future management supervision and ensuring the hand over.
- To ensure sustainability and ownership of the Fish Quality Sector in Mozambique it is essential that INIP take the leadership and create ownerships in all processes, projects and related activities. The ownership must imply full control of budgets (own budgets and donor budgets), the management of consultants and take the leadership in development of terms of references and time scheduling for internal and external consultants, follow up different projects and activities in close co-operation with donors and stakeholders. Initiate calls for further support and co-operation. Efforts should be made to increase the ownership by involving INIP in all reports and evaluations, in the selection of evaluators and in the assessment of acceptance of evaluation reports. This would also improve chances for the formation of a genuine partnership in the future.
- INIP need to strengthen its own institutional capacity, particularly the management competence in different levels and synchronizes the main

documents; the fish quality policy, HRD policy, strategies, short and long term planning.

- The purpose of the communication is usually to encourage cooperation and to enable processes to move forward. Communication is also a matter of participation and to give the partners in the cooperation a voice.

Different studies have shown that planned communication contributes to greater fulfilment of objectives and results for projects and the recommendation to INIP and ICEIDA is to in the future;

- Incorporate communication issues into the preparation phase of projects
 - Agree to allocate resources to work with strategic communication within the project budget
 - Considerable time devoted to planning and implementation of communication
 - Documentation regarding the cooperation between the ICEIDA and INIP should be made available both in Portuguese and English.
- Elaborate a capacity plan for complementary training for the staff in the laboratories and in INIP including both technical and management training
 - INIP should call for short term technical support to further capacity building and training in areas connected to the accreditation process. The evaluation team recommends that a company with experiences in the accreditation process should be selected.
 - Involve the Industrial, Semi-Industrial and Artisanal Fishery in discussions regarding the quality control system.
 - Continue the discussion regarding the relation between the laboratories and INIP to avoid conflict of interests and the problem with the State purchase's rules.
 - Project evaluation should be systematically used for collective learning on both sides of the co-operation

7. Meetings and interviews

Meetings and interviews/ICEIDA Staff in Iceland

- Mr. Geir Oddsson, Desk officer for Fishery
- Mr. Hannes Hauksson, Finance Manager

Meetings and interviews/Former long and short term consultants in the fish quality sector in Mozambique

- Dr. Sigurdur G. Bogason, Managing Director MarkMar and project Manager at the University of Iceland
- Mr. Franklin Georgsson, Head of Division, Matís
- Mrs. Margrét Geirsdóttir, Project Manager, Matis
- Mr. Margeir Gissurarson, Project Manager, Matis
- Mr. Reynit Tharastasson, IT consultant
- Mr. Halldor O. Zoeaa, Fish Inspection

Meetings and interviews/ICEIDA Staff in Mozambique

- Mr. Johann Palsson, Resident Representative/Country Director
- Mr. Gudmundur Valur Stefansson, Project Manager/Fisheries Projects
- Mr. Johan Thorstensson, Project Manager

Meetings and interviews/Ministry of Fishery Mozambique

- Minister of Fishery Mr. Cadmiel Muthemba
- Vice Minister of Fishery Vitor Borges
- Mrs. Lidia Abiba Massalana, Minister Adviser
- Mr. Russo de Sa, Minister Adviser
- Mr. Rodrigues Bila, Permanent Secretary at the Ministry of Fishery
- Mr. Simeao Lopes, IDPPE, Director
- Mrs. Acussena Jamisse, IDPPE, Technician

Meetings and interviews/INIP

- Mrs. Ana Paula Baloi, Director
- Mrs. Ana Timana, Deputy Director
- Mr. Filipe Janeiro, Fish Inspector
- Mrs. Sonia Pereira, Department Manager for the Certification
- Mr. Cornelius Mata, Information Technician
- Mr. Carlos Riquixo, Quality Manager, Lab Maputo
- Mrs. Celina Malichocho, Responsible for de Micro Biology Lab Maputo
- Mrs. Maria Luis, Head of Laboratory Department

Meetings and interviews/Fish Private Sector Maputo and Beira

- Mr. Hervé Ohresser-Joumard, General Delegation Director, AQUAPESCA
- Mr. Moisés Massinga, Manager and President of Associacao dos Armadores de Pesca de Mocambique
- Mr. Felisberto Manuel, General Director, PESCAMAR
- Mr. Taibo Carimo Taibo, Manager Transpesca
- Joao Paulo Domingues, Manager Beiramar
- Joao Pereira Americano, Manager Empresa de Pesca Joao Pereira Americano
- Miguel Goncalves, Quality Manager Grupo 4S
- Manuel Guimaraes, Manager PRAPESCA

Meetings and interviews/INIP Beira

- Mr. Rosário Hermínio, Province Delegation INIP, Sofala
- Mr. Carlos Morais, Responsible for the laboratory in Beira

Meetings and interviews/Former Staff in MoF

- Ms. Luisa Arthur, Quality Assurance Officer, INFOSA, SADC Regional office

All interviews and meetings were held in an informal and open-ended fashion, using as a basis for discussion a set of questions deriving from the purpose and terms of reference of the evaluation (see annex 1). Care was taken to try to find shared perceptions, perspective and views and pursue or clarify points which otherwise might have been lost.

8. References

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