

# **REPORT OF THE DIRECTOR OF AUDIT**

## **IMPLEMENTATION OF THE DIFFERENT PLANS FOR THE DEVELOPMENT OF THE FISHERIES SECTOR**

Ministry of Fisheries

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## ABBREVIATIONS AND ACRONYMS

ACP	African, Caribbean and Pacific
AFRC	Albion Fisheries Research Centre
AP	Action Plan
CA	Competent Authority
DP	Development Plan
EEZ	Exclusive Economic Zone
FAD	Fish Aggregating Device
FAO	Food and Agricultural Organisation
FD	Fisheries Division
FIT	Fishermen Investment Trust
FiTEC	Fisheries Training and Extension Unit
FMP	Fisheries Master Plan
FMRA	Fisheries and Marine Resources Act
FSSP	Fisheries Sector Strategic Plan
FWF	Fishermen Welfare Fund
GDP	Gross Domestic Product
IFAD	International Fund for Agricultural Development
IOTC	Indian Ocean Tuna Commission
MAIFPS	Ministry of Agro Industry, Food Production and Security
MoF	Ministry of Fisheries
MoFED	Ministry of Finance and Economic Development
MoFEE	Ministry of Finance and Economic Empowerment
MPC	Marine Protection Centres
PBB	Programme Based Budget
SWIOFP	South West Indian Ocean Fisheries Projects
TCP	Technical Co operation Programme
TFC	Task Force Committee

## EXECUTIVE SUMMARY

The vision of the Ministry of Fisheries is to make the fisheries sector an economic pillar with due regard to sustainability of aquatic resources and social development. In 1998, the then Ministry of Fisheries, Cooperatives and Marine Resources took some good initiatives in seeking assistance from foreign agencies to develop a ten year Development Plan. Since then, four other plans were developed, namely, a five year Action Plan (2005 – 2010), Fisheries Sector Strategic Plan (2008 – 2015), Fisheries Sector Strategic Plan (2010 – 2015) and Fisheries Master Plan (2011 – 2020).

In the late 2003, Government identified another emerging sector, namely the Seafood Hub which was seen to have enormous business potential due to the wide Exclusive Economic Zone, world class facilities and attractive business environment. This emergent sector was not only seen to diversify the Mauritian economic base but also to strengthen the fisheries sector and ultimately making it an economic pillar.

### *Key Findings*

- The fisheries sector has not been able to take off since the last 14 years. Fishing activities' contribution to Gross Domestic Product has stagnated around 0.1 per cent for the last four years. The seafood hub sector which has great potential of growth in the future and which relates to fisheries sector has also experienced a stagnant economic performance in terms of its contribution towards the Gross Domestic Product which varied from 1.2 per cent in 2007 to 1.3 per cent in 2011.
- The ten year Development Plan developed in 1998 was not fully implemented as it was not followed by detailed implementation plans and financial strategy. Also, the Ministry<sup>1</sup> faced several constraints in implementing the projects; inadequate financial and human resources were two amongst the others.
- The Ministry did not learn from lessons in the past and all the constraints faced in the first Development Plan (1998-2007) were again not addressed in subsequent plans. Also, projects included in the following plans were not costed, prioritized and time bound. The absence of monitoring and evaluation of projects at the strategic level was another factor that did not assist the Ministry in achieving fully the implementation of all the plans.

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<sup>1</sup> Formerly the Fisheries Division

## ***Conclusion***

The Ministry took initiatives in developing several plans for the fisheries sector for the past 14 years. However, it has not been able to achieve its strategic objectives of developing the sector fully and eventually making it an economic pillar. Development of plans is not an end in itself. Capacity and actual implementation of plans are fundamental for the realisation of objectives. In fact, the Ministry failed in the implementation phase mainly due to weaknesses in plans, particularly in terms of resources and prioritisation along with inadequate monitoring and evaluation at its strategic level. As a result, some important projects have rolled over through various plans for the last fourteen years while others have not yet been implemented. Since, the plans were not revisited and updated to reflect constant changes in the environment, some of the projects in the plans lost their relevance over the years.

## ***Recommendations***

- The Ministry must prepare detailed implementation plans, incorporating a financial strategy that will align and complement the Fisheries Master Plan (2011 – 2020). These plans will not only assist in the successful implementation of projects and recommendations but will also show the commitment of the Ministry in achieving its vision, goals, short term and long term objectives.
- The Ministry must ensure that objectives identified by the Fisheries Master Plan (2011 -2020) are attainable and time bound. These objectives need to be prioritised in terms of importance and availability of resources. The Ministry should also address and mitigate any risks that can jeopardise the successful achievement of these objectives.
- The Ministry must ensure that all constraints experienced in the previous plans are fully addressed. Projects should not be identified if the possibility of funding is not certain and when the Ministry has no capacity to implement them. The Ministry must explore every avenue for funding from Ministry of Finance and Economic Development, foreign agencies and donor countries before inclusion of any project in an Action Plan. Assistance from funding agencies in terms of training should also be considered by the Ministry.
- The Ministry, being responsible for the achievement of its strategic objectives and the implementation of the Fisheries Master Plan (2011- 2020) must ensure that monitoring and evaluation of projects are done at the strategic level. A formal mechanism, for instance, a Monitoring Committee must be set up for accurate and timely performance reporting. The committee should conduct regular meetings with the view to generating information on the implementation status of projects, achievement of objectives as well as bottlenecks in implementing projects.

# CHAPTER ONE

## INTRODUCTION

### 1.1 Fisheries Sector in Mauritius

Mauritius, including its outer islands of Rodrigues, St Brandon, Agalega, Tromelin and Chagos Archipelago has an Exclusive Economic Zone (EEZ) of 2.3 million square kilometres<sup>2</sup>. The EEZ has a stock of various fish, including both pelagic<sup>3</sup> and demersal<sup>4</sup> species.

The fishing sector in Mauritius covers principally three main sub - sectors. They are commercial, traditional, and recreational sectors. The commercial sector comprises operators or individuals involved in banks fisheries, tuna fisheries, deep-sea demersal (slope) fisheries, Fish Aggregating Device (FAD) fisheries and aquaculture. This sector is also involved in processing and marketing of the fish and fish products. In the traditional sector, the fisher community practices small scale commercial or subsistence fishing and uses traditional techniques inside the lagoon as well as off lagoon, near the outer reefs. Recreational sector comprises of enterprises and individuals associated for the purpose of recreation and sport with fisheries resources.

Recently, the fisheries sector was called upon to play an important role in the Mauritian economy. The sector not only contributes to the overall food security of the country by supplying fish and fish products for local consumption but also generates foreign exchanges through the exports of fish and fish products to various countries. The sector also generates revenue for the national budget in the form of licence fees, import permit fees and sale of produce. In 2011, some 700 vessels called into port for transshipment, bunkering, repairs, maintenance and dry docking, and these generate significant revenue for the country.

On the local front, the per capita consumption of fish has been oscillating from 19.5 kg to 21.7 kg from 2006 to 2010<sup>5</sup> while the overall local fish production was on a decreasing trend since 2004, which is from 9,430 tonnes in 2004 to 5,411 in 2011. However, a slight progress was observed in 2009.

### 1.2 Development of the Seafood Hub in Mauritius

Activities in the fisheries sector have evolved from traditional fishing in the lagoon to the development of aquaculture. Recently with the development of the seafood hub sector, the focus has been oriented towards marine aquaculture and value added activities.

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<sup>2</sup> The United Nations approved, in 2011, the coordinates submitted jointly by Mauritius and Seychelles for jurisdiction over an area of our continental shelf extending over almost 400,000 square kilometers. Thus, Mauritius now has a total area of 2.3 million square kilometers over which it can exercise various economic rights. (Source: Government Programme 2012-2015)

<sup>3</sup> Pelagic fish live near to the surface or in the water column of coastal, ocean and lake waters.

<sup>4</sup> Demersal fish live on or near the bottom of the sea.

<sup>5</sup> Figures for 2011 not yet available

In 1998, the seafood activities existed but not to a large extent. The first Development Plan (DP) (1998-2008) of the Ministry recognised that the activities in the fisheries sector, such as fish processing, particularly tuna canning existed and it was linked to other sectors such as Manufacturing and Services. The plan also identified that there was potential for Mauritius to maximize returns for existing fisheries through value addition and expanding the services offered to foreign vessels such as port handling, bunkering, ship's chandelling, repair and maintenance, storage and transshipment. All these were regarded as essential to the fisheries sector and an important facet of Government strategy for the future.

In fact, in the late 2003, the seafood hub sector was seen to have enormous business potential due to the wide EEZ, world class port facilities and an attractive business environment. As from 2006, the seafood industry has been expanding, with investments in various activities ranging from fishing to seafood processing to logistics services. In 2009, the seafood industry experienced a growth of 5.3 per cent in volume and 14 per cent in value of exports (Rs 9 billion) as compared to 2008. In the same year, the share of seafood exports in the total exports grew to 16.1 per cent as compared to 12.7 per cent in 2007. In 2011, annual exports in the seafood sector exceeded Rs 10.1 billion.

### **1.3 Legal Framework**

The fisheries sector is governed mainly by the Fisheries and Marine Resources Act (FMRA), enacted in 2007 and by other related regulations. The main Act provides for the efficient management of our fisheries resources in our EEZ. It also harmonises with international fishery management and conservation measures and emphasises on more effective implementation of the Monitoring Control and Surveillance activities. It reinforces, amongst others, provisions such as implementation of international fisheries conservation and management measures, entry and exit of fishing vessels to and from the maritime zones, marking of fishing vessels, port access, use of photographic evidence and use of information from position fixing instruments in court proceedings. The penalty scales has also been increased to reflect current practices.

The FMRA was further amended under the Finance (Miscellaneous Provision) Act 2008 to provide the legal framework for fish farming in the sea.

### **1.4 Roles and Responsibilities of the Ministry**

Since 1998, the main strategic objective of the Ministry was to increase the contribution of fisheries to the national economic development. In fact, this aligns with the actual vision of the Ministry in making the fisheries sector an economic pillar. To ensure continuous economic growth, the Ministry has been continuously exercising regulatory as well as monitoring and enforcement responsibilities. Over the years, the Ministry brought several improvements in the delivery of services through its departments.

In late 2003, Government identified that besides being a sector that have potential scope for development, the seafood sector was also being oriented towards further strengthening of the fishing industry and generating benefits downstream to all stakeholders in the fisheries sector. In this context, a One Stop Shop, under the aegis of the then Ministry of Agro Industry (Fisheries Division), with the collaboration of the Custom and Excise Department, Passport



and Immigration Office, and the Ministry of Health and Quality of Life was set up in 2004 to provide the following services to the seafood operators:

- Issue of landing permits and monitoring of fishing vessels calling at Port Louis;
- Monitoring of transshipment;
- Monitoring of the quality of fish and fish products;
- Inspection of fish and fish products by the Competent Authority<sup>6</sup> (CA);
- Issue of clearances by Customs and Passport and Immigration Officers.

### **1.5 Organisation Structure of the Fisheries Division (FD)**

The FD, except for years 2001-05, was attached to different Ministries in the past. In 2011, the FD of the then Ministry of Fisheries and Rodrigues comprised three units, namely Fisheries Development and Protection, Fisheries Planning and Management Service and Marine Science, eight sub-units and the CA. The scientific and technical cadre is headed by the Director of Fisheries who is shouldered by three Principal Fisheries Officer and five Divisional Scientific Officers.

These units and sub-units mainly carry out:

- analysis and implementation of fisheries policies and legislation, planning, economics and fisheries information management functions,
- fisheries research on the coastal marine ecosystems and water quality in order to contribute to sustainable use of coastal marine resources,
- management and development works in the fisheries/ aquaculture/ marine fields,
- protecting and preserving the marine ecosystem by combating illegal fishing.

Currently, the Director of Fisheries is accountable to the Permanent Secretary. The subdivisions mentioned above are namely:

- Fisheries Planning
- Fisheries Management
- Fisheries Research
- Marine Conservation
- Marine Science

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<sup>6</sup> The Competent Authority is defined as “the Seafood Unit of the Ministry responsible for the subject of fisheries and marine resources” under the Fisheries and Marine Resources (Export of Fish and Fish Products (Amendment) Regulations 2010 (GN No 204 of 2010) and operates under the aegis of this Ministry.

- Aquaculture
- Fisheries Training, Extension and Development
- Fisheries Protection Service

Enforcement of the legislations is effected by the Fisheries Protection Service through 15 fisheries posts around the island.

The Fishermen Welfare Fund (FWF) and the Fishermen Investment Trust (FIT) are two parastatal bodies working under the aegis of the Ministry. They were incorporated by the Government in 2000 and 2007 respectively.

## 1.6 Audit Motivation

Since the last decade, Government is determined to diversify its "four-pillar" economy, namely sugar, textiles, tourism and financial services to:

- make the economy more resilient to shocks;
- enhance productivity and competitiveness;
- support growth and job creation.

The Ministry of Fisheries (MoF) whose vision is to make the fisheries sector an economic pillar, was called upon to play a major role in the economic development of the country. In the late 2003, Government recognised the importance of an emergent sector, namely the seafood hub, which was regarded as having great potential in strengthening the fisheries sector as well as diversifying the base of the economy.

In 2011, MoF publicised a new Fisheries Master Plan (FMP) which has been mainly designed to guide the future growth and development of the seafood sector in Mauritius in the next decade. Though, FMP recognised that the fisheries sector is contributing only 1.3 per cent of the country's Gross Domestic Product (GDP), it is still regarded as an important sector both from a trade and social point of view.

In this context, the economic indicators relating to fishing<sup>7</sup> and the seafood sector, for the past few years were analysed to take cognisance of the extent to which the fisheries sector is growing to become an economic pillar and how its contribution towards the Gross Domestic Product (GDP) has evolved. Based on reports of the Statistics Mauritius<sup>8</sup>, it has been observed that fishing was the least contributor towards the GDP as compared to other economic activities in the Agriculture Industry Group<sup>9</sup>. On the other hand, the contribution of the seafood sector almost stagnated in the range of 1.2 per cent to 1.4 per cent over the last five years. Employment relating to fishing in large and other than large establishments for the

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<sup>7</sup> Fishing is one of the economic activity which forms part of the Agriculture Industry Group.

<sup>8</sup> Digest of Agricultural Statistics 2008, 2009 and 2010 and National Accounts of Mauritius 2009 and 2010.

<sup>9</sup> Agriculture Industry Group is one of the least contributor towards the GDP of Mauritius (Based on Reports of Statistics Mauritius).

past few years also shows a downward trend. However, the adjusted net exports figures for fish and fish preparations over the past years were rather favourable.

Based on the above scenario and the vision of the MoF, National Audit Office decided to carry out a performance audit on the implementation of plans developed by the Ministry for the fisheries sector. The focus is on the Ministry's involvement and contribution towards developing this sector against the challenges and constraints being faced to making this sector to grow and becoming an economic pillar.

## **1.7 Audit Scope**

This audit examines the extent to which the Ministry was successful in implementing the different plans for the development of the fisheries sector in Mauritius for the past 14 years. Within this scope, the following are examined:

- Have the Ministry's objectives been achieved? ;
- Were the different plans formulated by the Ministry for this sector realistic? ;
- How far the Ministry has been able to achieve the implementation of programmes and projects included in the plans? ;

This audit assignment is limited to ascertain the effectiveness of different plans developed by the Ministry for the past 14 years but more emphasis was laid upon the first two plans pertaining to period 1998-2007 and 2005-2010. Due to the vastness of this topic, other factors contributing towards the development of this sector have been descoped. It is also not within the scope of this audit to assess the development of the fisheries sector and its impact in Rodrigues and Outer Islands.

## **1.8 Audit Objective**

The audit objective is to establish whether for the past 14 years, the Ministry has been successful in implementing plans to position the fisheries sector as an economic pillar.

## **1.9 Methodology**

### ***1.9.1 Visits and Interviews***

The audit was mainly conducted at the Head Office, MoF. Different units of the Ministry such as Albion Fisheries Research Centre (AFRC), Fisheries Training and Extension Centre (FiTEC), Port State Control Unit, Mer Rouge and five of the 15 Fisheries Posts namely at Albion, Bambous Virieux, Grand Gaube, Mahebourg and Trou aux Biches were visited. Also visited were the two parastatal bodies falling under the aegis of the Ministry – The FIT and the FWF. During the visits, interviews were conducted with officers of the different units/agencies to better understand the departments' activities and processes.

### ***1.9.2 File Review***

At the Ministry, we conducted a purposive review of various files related to the Presidential Address, development plans and strategic plans, development of longliner fisheries, FIT, International Fund for Agricultural Development (IFAD) programmes, fishing vessels licenses, infrastructural projects, Indian Ocean Tuna Commission (IOTC), Port State Measures Weekly Reports, survey on sea cucumbers, only to name a few amongst others.

A judgmental sampling method was used in selecting files relating to fishing vessels licenses. Those files were related to licenses which are under agreement (Japanese and Seychelles vessels), outside agreement (European Union and Taiwanese) and bank fishing vessels. Out of 99 licences issued for 2009, 38 licenses were selected at random for review.

### ***1.9.3 Literature Review and Other Consultations***

Our analysis is also supported by evidence gained through a literature review of practices in overseas countries. Most of the references were made with Food and Agricultural Organisation (FAO) of the United Nations – Fisheries and Aquaculture Department ([www.fao.org/fishery/en](http://www.fao.org/fishery/en)) and Report of the IOTC Performance Review Panel ([www.iotc.org/files/misc/performance review/IOTC-2009](http://www.iotc.org/files/misc/performance%20review/IOTC-2009)). Benchmarking in connection with sustainable fishing practices were made with the Convention on International Trade in Endangered Species of Wild Fauna and Flora, the dangers of fish farms, September 2009 – [environmentalism.suite101.com](http://environmentalism.suite101.com) and Pew Environment Group reporting to the United Nations (FAO) in Rome, 2009 ([www.pewtrusts.org/news-room/](http://www.pewtrusts.org/news-room/)). Along with these overseas publications, the local press was also of great help in directing us in our review.

## CHAPTER TWO

### PLANS DEVELOPED BY THE MINISTRY FOR THE FISHERIES SECTOR

This chapter describes the different plans developed by the Ministry in the past 14 years for the development of the fisheries sector.

#### 2.1 Plans prepared by the Ministry

In 1995, the objectives of the then Ministry of Fisheries, Cooperatives and Marine Resources Development were to:

- Increase the contribution of fisheries to national economic development;
- Maintain fisheries as a growth industry;
- Enhance the well being of the population through provision of a nutritious food; and
- Protection of the marine environment.

At that point in time, the Ministry, being proactive, recognized that the fisheries sector in Mauritius suffered from the lack of a global and coherent plan of action to enable itself to achieve its objectives and to play its full part within the National Development Strategy of the Government. As a result, in 1995 itself, Government sought technical assistance for the elaboration of a ten-year DP from the FAO of the United Nations through the Technical Cooperation Programme (TCP). Since then, the Ministry developed several plans which are summarized in Table 1. Details regarding the first five plans have been elaborated at paragraphs 2.2 to 2.6.

*Table 1 Plans for the Fisheries Sector for the past fourteen (14) years*

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<b>Plans</b>	<b>Period</b>
Ten Year Development Plan	1998-2007
Five Year Action Plan	2005-2010
Fisheries Sector Strategic Plan	2008-2015
Fisheries Sector Strategic Plan	2010-2015
Fisheries Master Plan	2011-2020

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*Source: Ministry's Records*

## **2.2 Ten-Year DP for Fisheries Sector in Mauritius (1998)**

In 1995, the principal objective of the Ministry to seek assistance with international agencies, was to elaborate a plan covering the fisheries sector with special regard, amongst others to the following aspects:

- Institutional and legal framework
- Economic and marketing issues
- The artisanal and industrial fisheries
- Fish processing
- Aquaculture
- Research requirements
- Training and education
- Fisheries protection
- Coastal zone management
- Monitoring and surveillance

The final report entitled: A ten year DP for the Fisheries Sector was submitted in January 1998. It principally aimed at maintaining the development and sustainability of fisheries resources. It also aimed to ensure the safeguard of the marine environment against irreversible damage which could have a domino effect on the tourism industry and ultimately to the economy of the country. The FAO contributed US \$ 160,000 under the TCP for the provision of five specialists while United Nation Development Programme provided the services of the Fisheries Planner to the tune of US \$ 50,000.

The ten-year DP provided 81 recommendations linked to nine programmes and to translate the recommendations into action, 126 projects were included in these programmes. The total estimated financial implication for implementing the ten-year DP was to the tune of Rs 437 million. Details regarding the various programmes along with the number of projects and associated estimated costs are shown at Table 2.

*Table 2 Programmes, Number of Projects and Associated Estimated Costs of DP (1998 -2007)*

<b>Programmes</b>	<b>Number of Projects</b>	<b>Estimated Costs Rs million</b>
Planning and Management	16	51
Capture Fisheries Research and Development	33	93
Aquaculture Fisheries Research and Development	10	88
Legal	3	5
Enforcement	12	30
Processing and Trade	6	11
Support and Services	11	24
Training	18	30
Environmental	17	105
<b>Total</b>	<b>126</b>	<b>437</b>

*Source: DP (1998-2007)*

### **2.3 Five-Year Action Plan (AP) for the Fisheries Sector in Mauritius (2005)**

In 2005, that is some eight years after the launching of the DP (1998-2007), the Ministry developed an AP for the period 2005-2010. This plan also referred as the Five Year Fishery Development Plan or Five Year Plan was a continuation of the DP (1998-2007). It was derived mainly from the basic policy and objectives of sustainable development and the main recommendations of the ten-year DP. The AP which comprised 25 projects, also incorporated goals and objectives, implementation strategies and the time frame of each projects. In February 2006, the Ministry reformulated the AP, by indicating the main tasks to be undertaken under each project and their respective deliverables.

## **2.4 Fisheries Sector Strategic Plan (FSSP) (2008-2015)**

Government undertook a ten-year Reform Programme which started in 2006-2007. A series of measures was introduced to set the stage for robust growth and Government took the commitment of revamping the growth sectors. A key element of the Reform Programme was a fiscal reform agenda spearheaded by the then Ministry of Finance and Economic Empowerment (MoFEE) with some line Ministries. This includes amongst others the preparation of sector strategies in line with Programme Based Budgeting (PBB) requirements.

In 2008, IFAD provided Government with technical assistance to help prepare this plan in the context of the Medium Term Expenditure Framework and PBB for the Ministry of Agro-Industry, Food Production and Security (Fisheries Division) (MAIFPS). An international consultant was hired by the then MoFEE to assist MAIFPS to prepare a synthesised strategic plan. A draft FFSP was submitted to the Ministry in 2009 and it was used as a working document as it was not finalized.

According to the draft FSSP (2008-2015), one of Government's main objectives for the fisheries sector was to increase its contribution to the GDP of the country in the coming decade. To support growth in this sector, several strategies were identified to increase government revenue, employment, local and foreign investment as well as ensuring resource sustainability.

## **2.5 Fisheries Sector Strategic Plan (FSSP) (2010-2015)**

With the setting up of the Ministry of Fisheries and Rodrigues in May 2010, a separate strategic plan was deemed necessary to be developed and consequently during the budget exercise 2011, a new FSSP (2010 – 2015) was prepared according to guidelines from the Ministry of Finance and Economic Development (MoFED). To support growth in the fisheries sector till 2015, all the strategies identified in the previous FSSP was taken on board in the new FSSP. However, three new strategies were identified in addition to the existing ones. They were namely:

- Formulation of a Master Plan for the sector.
- Upgrading health certification capacity to meet norms for export of fish and fish products.
- Setting up an on-line service for processing of permits and licences.

## **2.6 Fisheries Master Plan (FMP)**

In its endeavour to maximize benefits from the resource potential in the EEZ, Government, in 2010, expressed its willingness to develop a FMP which amongst others would mean to analyse and propose options for a comprehensive sustainable fisheries development and management for Mauritius and Rodrigues.



In this context, the Ministry sought the assistance for the development of the FMP under Technical Assistance of the ACP (African Caribbean and Pacific) Fish II programme.<sup>10</sup> The project was approved by the international agency and the team of consultant who started working on the project as from January 2011 submitted a draft report in May 2011.

The FMP which sets out the policy and operational framework for the development of a sustainable fisheries sector for the next decade was finalized and approved in August 2011. The plan which is fundamentally based on five principles rightfully identified the following key strategic objectives for this dynamic sector in Mauritius:

- Implement management to achieve sustainable domestic fish resources in accordance with Ecological Sustainable Development principles and including, where appropriate, ecosystem based fisheries management;
- Support private sector growth at all stages of the value chain, including fish production, value adding and in supporting industries;
- Ensure safe, adequate, good quality seafood for domestic consumption;
- Reduce the medium-long term risk exposure of Mauritius's seafood export sector;
- Transition to a more participatory, co-management approach to fisheries management and development that involves all key stakeholders and recognises the private sector benefits that accrue from exploitation of Mauritian fisheries resources in funding services to support management;
- Support Mauritius's international obligations in fisheries and marine resource management.

ACP funded the team of international experts to the tune of € 171,480.

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<sup>10</sup> It is the 9<sup>th</sup> European Development Fund funded programme aiming at strengthening fisheries management in ACP countries.

## CHAPTER THREE

### FINDINGS

In this chapter, we present our findings which relate to the following aspects:

- The extent to which the Ministry, for the past 14 years, has successfully implemented the different plans for the development of the fisheries sector;
- The extent to which the Ministry contributed towards the development of the Seafood Hub;
- Constraints and challenges faced by the Ministry in implementing the plans.

#### 3.1 Contribution of the Fishing and Seafood Sector

The Ministry for the past 14 years took initiatives to develop five plans to give a sense of direction to the fisheries sector. However, despite taking these good initiatives, the vision of making the fisheries sector an economic pillar with due regard to sustainability of aquatic resources and social development, has not been fully achieved by the Ministry.

Table 3 illustrates the contribution of the seafood sector to the GDP for 2007-2011. It can be observed that contribution of the fishing activities stagnated around 0.1% over the four years while both fishing and fish processing activities stagnated around 1.2% to 1.4%. This sector was initially identified by Government to boost up the fisheries sector. However, its limited contribution towards the GDP did not drive the economy for the past years. A further analysis was carried out to identify the causes for this stagnant economic performance and the constraints faced by the Ministry in achieving its vision. Details of the analysis have been discussed lengthily at paragraphs 3.2 to 3.5.

*Table 3 Contribution of the Seafood Sector in the economy of Mauritius for 2007 to 2011 at current basic prices*

<b>Year</b>	<b>Share of Fishing Activities in the Economy %</b>	<b>Share of Seafood Hub Sector<sup>11</sup> in the Economy %</b>
2007	0.13	1.2
2008	0.12	1.4
2009	0.16	1.2
2010	0.15	1.3
2011	0.10 ( <i>Estimate</i> )	1.3

*Source: Statistics Mauritius – National Accounts 2010 and National Accounts Estimates (2008-2011)*

### **3.2 Analysis and Findings on implementation of projects pertaining to DP (1998-2007)**

In 1998, Government found that the DP (1998-2007) had serious socio-economic implications. As a result, a Task Force Committee (TFC) was set up in the same year to examine the implications underlying the implementation of the plan. The Committee proposed the implementation of the 81 recommendations spelt out in the plan in toto as they were considered as highly appropriate and relevant. It also recommended the time schedules for implementing 54 important projects bearing a financial implication of some Rs 162 million for a period of three years. Though, TFC was not mandated to define a fundamental element which is the modality of funding for the implementation of the 54 projects, it recognized that the implementation of these projects would depend highly upon the mobilisation of funds.

One of the indicators to ensure the effectiveness of this plan was through the implementation of its programmes/projects as per the time frame set. In fact, in 2005, that is in the eighth year of the implementation of the plan and the setting up of the TFC, the Ministry acknowledged that not all projects and recommendations have been able to be implemented mainly due to inadequate financial and human resources. As a result, this impacted as follows:

- 33 per cent (18 out of 54 projects) of the projects to the tune of some Rs 35 million<sup>12</sup> rolled over to the next AP (2005-2010). Though the projects were identified as important for the management and development of the fisheries sector by the TFC and time framed for a period of three years, these projects were still relevant some eight years after, that is in 2005;
- 13 per cent (seven out of 54 projects) of important projects identified in DP (1998-2007) are still considered important by the Ministry. However, these projects have not yet been

<sup>11</sup> It covers mainly fishing and fish processing.

<sup>12</sup> Amount estimated in 1998 and not reworked in AP (2005-2010)

implemented as of December 2011. As a result, they rolled over in all the following plans developed by the Ministry. Details of these projects that rolled over through all the plans are shown in [Annex I](#);

- Five projects pertaining to the DP (1998-2008) and which have been partly implemented or not implemented over the years, are still relevant and have been reconsidered in the new FMP 2011. They are :
  - development of policy options for phasing out the Bad Weather Allowance (BWA),
  - review of the economics and environment impacts of the lagoon net fisheries as a pre-cursor to their possible phasing out,
  - increase the capacity of national vessels to operate in Mauritian and other waters,
  - introduce licensing system for recreational and sports fisheries,
  - five-year Fisheries Management and Development Plans.

### **3.3 Analysis and Findings on implementation of projects pertaining to AP (2005-2010)**

The AP (2005-2010) was the first plan that laid much emphasis on projects relating to the development of the seafood hub. Out of the 25 projects identified in the AP, 11 projects (44 per cent) were related to the seafood hub. Some observations regarding the implementation of the overall projects are as follows:

- 28 per cent of the projects (seven out of 25 projects) in the AP (2005-2010) were related to seafood hub and they were oriented towards its promotion, studies and their follow ups. Five of these projects were expected to be implemented either by the private sector or jointly by the Ministry and the private sector. Examples are seafood conference in Mauritius; marketing plan for the seafood hub; follow up in the study on the competitiveness of the Mauritian seafood hub, provision of fiscal incentives; follow up in the construction of a quay of 2,300 square metres by the Mauritius Freeport Development Corporation.
- 12 per cent (three out of 25 projects) of the seafood hub related projects to be implemented by the Ministry are still relevant but owing to several constraints identified as per [Annex II](#), they have not yet been implemented. Two of them, namely accreditation of the AFRC laboratories, and development of the longline fishery in Mauritius have rolled over through the following FSSPs while the setting up of an electronic platform was kept in abeyance by the Ministry but reconsidered in FSSP (2010-2015).
- 12 per cent (three out of 25 projects) of projects (other than seafood related ones) namely the construction of Marine Park Centres (MPCs) to provide for the management of the parks, development of a bank fisheries management plan and aquaculture development have rolled over in the subsequent FSSPs.

### **3.4 Analysis and Findings on implementing seafood hub related projects pertaining to FSSP (2008-2015) and FSSP (2010-2015)**

The last two FSSPs (2008-2015) and (2010-2015) recognized that industrial developments within the fisheries sector are making increasingly significant contributions to the national economy through the development of the seafood business in Mauritius. Projects like product diversification to take advantage of market demand, improving and enforcing norms and standards to ensure security, quality, traceability and sustainability, and development of local fleet capacity have been reconsidered in the FMP (2011-2020). Another project, namely, the Fish Auction Market (FAM), which was expected to support the development of the seafood hub by providing a more conducive environment for the efficient marketing of fish, was taken on board in both FSSPs. As of date, the project has been completed with delay, but, it is still not operational.

### **3.5 Causes impeding implementation of plans**

The root causes that hampered the implementation of these plans were analysed and findings resulted to the following three main problems:

- Presence of constraints, some of which were within the control while others were outside the control of the Ministry;
- Weaknesses in the plans themselves; and
- Inadequate monitoring and reporting at strategic level of the Ministry.

Details of the findings have been elaborated at paragraphs 3.5.1 to 3.5.3 below:

#### ***3.5.1 Constraints faced by the Ministry***

In 2005, the Ministry identified two main constraints, namely inadequate funding and human resources, which hampered the implementation of projects. However, our analysis identified other factors that act as a deterrent for the proper implementation of all the rollover projects on a timely basis. They are inadequate planning, inadequate infrastructure, inadequate monitoring and follow up of projects at the Ministry's level and constraints falling beyond the control of the Ministry. Some examples of long outstanding projects that have not yet been implemented or implemented with delay owing to these constraints have been lengthily analysed in Annex II.

#### ***3.5.2 Weaknesses in Plans***

*DP (1998-2007) was not financially supportable.*

The plan outlined a budget of Rs 437 million to achieve proposed management and development recommendations. Consultants involved in its preparation believed that a budget of this magnitude had its *raison d'être*. However, they also recognized that this amount was much greater than the budget of the Ministry concerned.

With the intervention of the TFC, 54 projects to the tune of Rs 162 million were prioritised by order of importance and time framed for a period of three years. However, as foreseen by the consultants, it was observed that the plan was in fact not financially supportable in its implementation phase. Though the Ministry took initiatives to seek financial assistance to implement some of its projects from international community such as IFAD or FAO, the scope of the DP was reduced to fit the available budget. Table 4 illustrates the different sources of funds that the Ministry obtained to implement the DP (1998-2007) for period starting 1998/1999 to 2004/2005.

*Table 4 Funds available from different sources for capital expenditure*

Financial Year	Government Budget	Grant Received <sup>13</sup>	Foreign Assistance		IFAD <sup>14</sup>		Total
			Cash	Donations	IFAD	Govt.	
			Rs	Rs	Rs	Rs	
1998-99	2,993,070		1,472,148	3,117,006			7,582,224
1999-2000	15,000,000		10,956,687	2,394,791			28,351,478
2000-01	16,700,000		945,589	9,811,663	1,040,105	5,194,751	33,692,108
2001-02	27,000,010	1,000,000	226,719	8,075,315	1,792,903	2,201,761	40,296,708
2002-03	21,260,020	13,269,000	8,030,561	1,891,362	7,200,480	3,731,110	55,382,532
2003-04	14,750,000		9,043,752		3,715,769	2,774,770	30,284,290
2004-05	18,000,020	88,700,000	5,684,464	2,000,000	1,552,071	1,660,212	117,596,767
<b>Total</b>	<b>115,703,120</b>	<b>102,969,000</b>	<b>36,359,920</b>	<b>27,290,137</b>	<b>15,301,328</b>	<b>15,562,604</b>	<b>313,186,107</b>

*Source: Accountant General's Report*

It has been observed that as compared to 1998/1999 (first year of implementation), the provision for capital expenditure for the Ministry from Government Budget increased by six fold in the seventh year of implementation. Following initiatives taken by the Ministry, foreign assistance were consistently obtained in this implementation phase. However, accumulated funding available for the first three years turning around Rs 70 million<sup>15</sup> obtained from Government and otherwise was not sufficient enough to execute the 54 projects identified by the TFC.

<sup>13</sup> Grants amounting to Rs 99,969,000 were received from The Government of Japan in 2001-2004 for the construction of FITEC. In 2002-03, another grant to the tune of Rs 3 million was obtained from Indian Ocean Commission.

<sup>14</sup> It represents loan received from IFAD for FAD Fishery Development project in Mauritius. This project is being jointly financed by Government of Mauritius and IFAD.

<sup>15</sup> Rs 70 million is made up of Rs 8 million (1998-1999), Rs 28 million (1999-2000) and Rs 34 million (2000 – 2001) respectively.

For the period 2001-05, a downward trend was noted in respect of capital budget of the Ministry. On the other hand, a significant improvement in respect of assistance from foreign countries or agencies either in the form of grants, cash, donations or loans turning around some Rs 152 million<sup>16</sup> was noted in these four financial years. However 75 per cent of the foreign assistance obtained, was exclusively meant for the construction of FiTEC (Rs 99,969,000) and development of FAD Fisheries (Rs 14,261,223). As a result, the remaining financial assistance and the government budget available were again not sufficient enough to implement these projects.

*The DP (1998-2008) was not backed by a comprehensive action plan and financing strategy.*

Action planning is the execution phase. It outlines a framework for implementing strategies and achieving objectives. However, after proposals made by the TFC in 1998, the Ministry in turn did not develop any detailed action plan to execute its proposal. The absence of an actual plan comprising of projects to be implemented on a yearly basis, the resources required, assignment of responsibilities, time frames for implementing projects as well as the financing strategy of the overall operations of the Ministry pertaining to each year did not assist the Ministry to execute projects highlighted by the TFC. As a result, the objectives of developing the sector along with contributing towards the national economic development of Mauritius were not fully achieved by the Ministry.

*The AP (2005-2010) was not costed and prioritized.*

Almost all the projects identified in the AP emanated from the DP (1998-2007). However, the projects included in the AP (2005-2010) were neither costed nor prioritized; the plan identified what needed to be done but did not determine priorities for the implementation of the most important projects. Though the Ministry recognised that the two constraints, namely, inadequate funding and human resources hampered the implementation of some projects in the first ten-year DP, the Ministry did not learn any lesson. Subsequently, plans were designed without taking into consideration the two constraints identified above.

*FSSP (2008-2015) and FSSP (2010-2015) were not costed, timebound and prioritised.*

The strategies identified in the draft FSSP (2008-2015) and FSSP (2010-2015) were in line with the Government's main objectives of increasing the fisheries sector's contribution to the country's GDP in the coming decade. However, the objectives were too broad, not quantified (for example, increasing revenue or employment or investment by how much?) and not time bound (for example, the expected date by which revenue, employment or investment would be increased). Consequently, the monitoring of progress or assessing the actual performance against the specific objectives became difficult. On the other hand, the absence of a time scale gave ground to the objectives to rollover on a longer timescale.

All the projects identified in the draft FSSP (2008-2015) and FSSP (2010-2015) were not costed as was the case of the previous AP (2005-2010). With the exception of the

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<sup>16</sup> Rs 152 m is made of Grants received amounting to some Rs 103 million, foreign assistance to the tune of Rs 35 million (Cash and Donations) and Rs 14 million obtained from IFAD for period 2001 to 2005.

development of a local fleet capacity in the long line fishery by 2015, all the other projects were also not time framed. The absence of time frame and estimated costs to the projects did not help the Ministry to identify their priorities and eventually resources were not effectively allocated to these priorities.

Both FSSPs did not also include proposals on options to finance the projects in the coming years. The absence of modalities for funding contributed to non-implementation of projects due to insufficient or lack of funds and still these projects were carried forward to the following years.

### ***3.5.3. Inadequate Reporting and Monitoring***

Monitoring and evaluating the implementation of plans is as important as identifying strategic issues and goals. Through monitoring and evaluation, the Ministry can review progress of implementing strategic objectives and projects, identify problems in implementing projects and take corrective measures accordingly. The Ministry had limited reporting and monitoring mechanism at the strategic level. In fact, there is no evidence that, for effective accountability, the right information of a strategic nature were being regularly communicated to management. No conclusion could be reached on the existence of a formal performance reporting mechanism, say, the existence of a monitoring committee comprising of technical, financial and administrative persons to review on the progress towards achieving the Ministry's objectives through implementation of projects and recommendations (outcomes and outputs).



## CHAPTER FOUR

### CONCLUSIONS

The Fisheries sector in Mauritius is dynamic and exposed to constant changes in the environment. MoF showed its initiative towards the development of the fisheries sector through the formulation of its development plans and different strategic plans for the last 14 years. However, development of plans is not an end in itself. Capacity and actual implementation of plans are also fundamental for the realisation of objectives. Owing to weaknesses in the plans, particularly in terms of resources and prioritisation as well as inadequate monitoring and evaluation at higher level, the strategic objective of developing the sector and eventually making it an economic pillar has not been achieved.

The Ministry invested in the DP (1998-2007), to find later that it was not financially supportable. Though acknowledged as being unrealistic and not achievable, the first DP was not revisited and updated. The absence of detailed implementation plans as well as the absence of monitoring mechanism delayed the implementation of projects included in the DP (1998-2007). In short, the Ministry was operating on a “crisis management” basis.

Despite that it was recognized that projects identified in the DP (1998-2007) were not implemented as foreseen, the Ministry did not show any commitment to take into consideration the constraints noted in subsequent plans. Important projects were not implemented in a timely manner; some were kept in abeyance while others have not been implemented till date.

Some other initiatives taken by the Ministry in respect of projects associated with seafood hub remained unsuccessful. The development of the longline fisheries in Mauritius which was principally expected to bring about growth in the seafood hub sector with multiplier effects on the national economy has not yet started while the concept of FAM which was expected to support the development of the seafood industry has been constructed with considerable delay. As of date, the Ministry is still in the process of looking for private stakeholders to operate it.

## CHAPTER FIVE

### RECOMMENDATIONS

#### 5.1 Importance of Detailed Implementation Plan

A Master Plan is like a road map where outcomes are uncertain and opportunities and constraints co-exist. However, a Master Plan which is not supported by detailed implementation plans is prone to be unachievable and tantamount to failure. The Ministry should, based on lessons learnt from the past, prepare detailed implementation plans that align and complement both the FMP (2011 – 2020) and its vision. These plans, which should include, amongst others, projects to be undertaken, objectives of the projects, tasks to be performed, people assigned, milestones and deliverables, must be prepared on a short term, medium term and long term basis. The Ministry must ensure that the detailed implementation plans are prepared and implemented as this will show the full support and commitment of the Ministry in achieving its vision, goals, short term and long term objectives.

#### 5.2 Prioritisation of Objectives

The recent FMP (2011-2020) identified seven strategic objectives which are oriented towards the future development and growth of the fisheries sector. It also provides a logical framework including actions required and indicators to address the seven strategic objectives. However, the Ministry through its Multi Sectoral Committee must ensure that these objectives are attainable and time bound. Objectives must also be prioritized in terms of importance and availability of resources. Targets must be set and any risk that may jeopardise the achievement of the objectives must be identified and mitigated in the forthcoming five years.

Risk management is a new concept in the Mauritius public sector and it is about managing risks that might compromise the successful achievement of objectives. Ultimately, this will help the Ministry to take better decisions about allocating resources to areas of greater need and may involve re-prioritisation of objectives, if necessary, following new developments or unexpected constraints such as compliance with international conventions.

#### 5.3 Addressing Constraints

The FMP (2011-2020) has made an attempt to address all the weaknesses that were inherent to the previous plans. They are as follows:

- Inclusion of a five-year AP of specific activities that need to be undertaken to support the FMP's objectives and strategies;
- Projects for five years were time framed and prioritised;
- All projects are costed;

- Proposal on options to finance the projects in the coming five years has been considered.

However, the Ministry must learn from past experiences and henceforth address all the constraints mainly the financial and human resource constraints before embarking on the implementation of the FMP (2011- 2020). In fact, this plan recognized that MoF does not have the funds from Government appropriations to support the necessary reforms to enable it to move towards sustainable fisheries. It also highlighted that this situation is likely to continue in the near term and therefore MoF will continue to be dependent on external donor project funds and budget support to carry out the identified actions in this Master Plan.

In this condition, projects should not be identified if the possibility of funding is not certain and when the Ministry has no capacity to implement them. The Ministry should, therefore, explore every avenues for funding from foreign agencies and donor countries before the inclusion of any project in an AP. MoF must also prepare a synopsis of the importance of the priority projects highlighted in the FMP (2011-2020) and make preliminary demand for necessary funding from MoFED.

Another element identified as critical in the implementation of the FMP is the establishment of a ‘Sustainable Fisheries Development Fund’. Its purpose is to achieve sustainable marine resources through funding research on Mauritius marine environment and resources, development of facilities to support marine-based industries and social programmes that directly benefits the users of the marine resources. Contributors of the fund would be all sectors who use the marine resources for private benefit.

Likewise, in 2007, The Fishermen Investment Trust was set up to democratise access to fisheries resources around St Brandon and associated banks. As of date, the FIT has not been able to take off properly because funding was not determined at the time of enactment.

To avoid similar problems from recurring, the Ministry needs to:

- carry out a feasibility study before embarking on the establishment of fund;
- ensure that government approval is obtained for the collection of levies;
- prepare a comprehensive operation plan before the enactment of the fund.

FMP (2011-2020) also draws attention about the institutional capacity which needs to be considered and upgraded, to ensure its successful implementation. MoF must consider this aspect as important as this was one of the constraints which contributed to the partial implementation of the previous plans. MoF must seek assistance with funding agencies which alongside providing funding to implement projects can include training in their programmes.

## 5.4 Monitoring and Evaluation

The Ministry is responsible for achieving every strategic objectives and the overall implementation of the FMP (2011-2020). NAO aligns with the recommendation of the FMP to assign the responsibility for driving each strategic objective to an identified senior person either from the Ministry or from the private sector. However, the Ministry should retain the overall responsibility for coordination and delivery of the FMP. Assigning clear accountability and specific reporting time frames will help the Ministry to ensure that the FMP's objectives are achieved. Monitoring and evaluating the activities and project / programmes' status is an important step in a planning process. One advantage of monitoring the progress of projects/programmes is to ensure that the Ministry is following the directions set by the FMP. Besides being a useful base for evaluation, monitoring will determine the extent to which the projects/programmes, based on targets set and activities planned during the implementation phase, are on track. It will also assist the Ministry to determine whether the resources available are sufficient and used efficiently. In case of deviations, the Ministry will accordingly take the necessary actions.

In this context, the Ministry should set up a formal mechanism, for instance, a Monitoring Committee comprising of technical, financial and administrative officers for accurate and timely performance reporting. The committee should conduct regular meetings with the view to generating information on the implementation status of projects, achievement of objectives as well as bottlenecks in implementing projects. The committee members should also report on the financial (actual expenditure of programmes against budgets) and non- financial (actual achievement of performance against annual targets set) progress of activities to the Permanent Secretary to ensure that the Ministry is following the direction established during the planning phase.

NAO also fully supports the recommendations of the FMP (2011-2020) which are as follows:

- Monitoring and evaluation should be done regularly at both strategic and at project level;
- the Ministry will be responsible for effecting review and evaluation at the strategic level, preferably each year, while at the project level, the implementing unit or organization will monitor the progression of programmes in terms of expenditure, resource use, implementation of activities, delivery of results and management of risk;
- monitoring of the progress of the FMP as a whole be undertaken by the establishment of a permanent monitoring committee by the Ministry that would meet regularly and monitor the progress of both the various projects that are undertaken and the level of achievement of the defined strategic objectives of the FMP.

## Annex I - Projects that have rolled over various plans of the Ministry

10 year Development Plan (1998-2007)	Action plan on Government Programme 2005-2010	Fisheries Sector Strategy Paper (2008-2015)	Fisheries Sector Strategy Paper (2010-2015)	Fisheries Master Plan (2011-2020)
Explore methods for encouraging Mauritian ownership of long-line tuna fishing operation	<p>Seafood Hub development - Feasibility study for the development of a longline fishery in Mauritius to support the development of a longline fishery in Mauritius.</p> <p>Construction of a fishing port for the semi industrial fishery</p>	<p>Stake-holding in semi-industrial (marine capture) fisheries (Private Sector/ FIT):</p> <p>Develop a local fleet (10 vessels up to 24 m Length Overall) capacity in the longline fishery by 2015 through the FIT and private stake holders.</p> <p>Identifying foreign companies for joint venture partnership to support local fleet development.</p> <p>Upgrading of fish landing infrastructures for the semi-industrial and artisanal sectors</p> <p>Construction of a fishing port to support the development of the long line fishery</p>	<p>Stake-holding in the industrial and semi-industrial (marine capture) fisheries:</p> <p>Develop a local fleet capacity in the long-line fishery by 2015 through the FIT and private stake holders</p> <p>Identify foreign companies for joint venture partnership to support local fleet development</p> <p>Upgrading of fish landing infrastructures for the semi-industrial and artisanal sectors</p>	Increase the capacity of national vessels to operate in Mauritian and other waters including developing conditions for “exploratory fishing licences”
<p>Establishment of Marine Park Centres (MPCs)</p> <p>Management of designated</p>	Construction of MPCs to provide for the management of the parks.	Management of the Marine Protected Areas and establishment of MPCs at Balaclava and Blue Bay	Management of the Marine Protected Areas and establishment of MPCs at Balaclava and Blue Bay.	

<b>10 year Development Plan (1998-2007)</b>	<b>Action plan on Government Programme 2005-2010</b>	<b>Fisheries Sector Strategy Paper (2008-2015)</b>	<b>Fisheries Sector Strategy Paper (2010-2015)</b>	<b>Fisheries Master Plan (2011-2020)</b>
parks and reserves		Put in place the management plans for the two Marine Parks Contribute to the sustainable development of the coastal zone amongst others through review of Environment Impact Assessment (EIA) reports and recommendations on tourism related activities	Put in place the management plans for the two Marine Parks Contribute to the sustainable development of the coastal zone amongst others through review of EIA reports and recommendations on tourism related activities	
Monitoring, stock assessment and modeling  Rehabilitate the banks fishery resources – management plan is being developed and it will indicate measures to be taken.	Stock assessment and fishery management of the St Brandon plateau and associated banks fisheries – undertake acoustic survey under the technical cooperation programme of the FAO and prepare a fisheries management plan for the St Brandon plateau and associated banks.  To investigate for an alternative mode of fishing for the banks fishery	Conduct research cruise surveys to assist in the development of management plans for the major fisheries.  Carry out fish stock assessment studies.  Maximise the use of technical assistance from the South West Indian Ocean Fisheries Project (SWIOFP) and Norwegian Agency for Development Cooperation (NORAD)  Semi-industrial fishery development plan	Conduct research/cruise surveys  Carry out fish stock assessment studies  Maximise the use of technical assistance from the SWIOFP and NORAD.  Develop a banks fishery development plan	
Develop management plans for major fisheries (lagoon fishery, off-lagoon fishery, FAD fishery, banks fishery, chilled fish fishery, slope fishery and pelagic fishery) for the conservation and		Develop management plans for major fisheries (lagoon fishery, off-lagoon fishery, FAD fishery, banks fishery, chilled fish fishery, slope fishery and pelagic fishery	Cruise surveys must be conducted to assist in the development of management plan for major fisheries.  Develop management plan	In collaboration with stakeholders, prepare management and development plans for each major fishery and include resource allocation between users.

<b>10 year Development Plan (1998-2007)</b>	<b>Action plan on Government Programme 2005-2010</b>	<b>Fisheries Sector Strategy Paper (2008-2015)</b>	<b>Fisheries Sector Strategy Paper (2010-2015)</b>	<b>Fisheries Master Plan (2011-2020)</b>
sustainable use of fisheries resources in the long term.		Develop management plan for the artisanal fisheries namely: lagoon fishery and off-lagoon fishery FAD Fishery Development Plan	for the artisanal fisheries namely: lagoon fishery and off-lagoon fishery.	
Develop quality control programme	To follow up in the study of the Health certification of Mauritius (to be funded under the 10 <sup>th</sup> European Development Fund to meet the required norms/standards for the export of fish and fish products from Mauritius.  Accreditation of laboratory facilities to ensure compliance to international norms, standards and practices for fish and fish products.	Improve and enforce norms, standards to ensure security, quality, traceability and sustainability  Accreditation of laboratory facilities to ensure compliance to international norms and standards.	Improve and enforce norms and standards to ensure security, quality, traceability and sustainability.  Accreditation of laboratory facilities to ensure compliance to international norms and standards.	Investigate eco-labelling opportunities for selected fisheries
Review current system of allowance and payment to fishermen		Review of Bad Weather Allowance Scheme		Development of policy options for phasing out the Bad Weather Allowance

<b>10 year Development Plan (1998-2007)</b>	<b>Action plan on Government Programme 2005-2010</b>	<b>Fisheries Sector Strategy Paper (2008-2015)</b>	<b>Fisheries Sector Strategy Paper (2010-2015)</b>	<b>Fisheries Master Plan (2011-2020)</b>
	Aquaculture Development - Increase aquaculture development to carve a niche for fish farming and generate employment, exports and growth.	Development of Marine aquaculture through continuous provision of juveniles/fingerlings to fish farmers  Facilitate establishment of marine aquaculture projects	Development of Marine aquaculture through continuous provision of juveniles/fingerlings to fish farmers  Facilitate establishment of aquaculture projects  Foster development of marine aquaculture at the eight sites identified under the Aquaculture Master Plan in the South East of Mauritius.	Development of a comprehensive aquaculture development and management policy that builds on the aquaculture master plan.
	Setting up of the sea food hub in Mauritius:  Setting up of an electronic platform at the one stop shop of the seafood hub	Value addition, processing and markets (Private & Service provider) :  Product diversification to take advantage of market demand  Developing product branding to increase market potential	Product diversification to take advantage of market demand  Upgrade the on-line services for the delivery of export certificates to the European Unit Market.	Assessing the options and actions needed for diversifying markets for exported product  Assessment of the impacts and transition measures required as a result of planned European Union tariff arrangements  Structure and role of the Competent Authority  Securing additional supplies of fish for processing in Mauritius



## Annex II Constraints faced by the Ministry in implementing Projects falling under different plans

Plan	Projects	Constraints					
		Lack of Funding	Inadequate Planning	Inadequate Infrastructure	Inadequate Capacity Building	Inadequate follow up and monitoring at the level of the Ministry	Factors beyond the control of the Ministry
<b>DP 1998-2007</b>	Develop management plans for major fisheries (lagoon fishery, off-lagoon fishery, FAD fishery, banks fishery, chilled fish fishery, slope fishery and pelagic fishery) for the conservation and sustainable use of fisheries resources in the long term.	Inadequate Funding and vessels to carry out stock assessment and cruise surveys. As a result, all these activities and respective management plans (on and off lagoon, banks and marine parks) have been undertaken by international agencies.			Lack of expertise in preparing management plans at the Ministry.	Stock Assessment and surveys had already been carried out at St Brandon and Nazareth Banks from 2004 to 2006, under the FAO Technical Cooperation Programme. However, the only remaining component that is the preparation of the Bank fisheries Management Plan remained unaccomplished. No action was taken by the Fisheries Management Division to evolve a management plan.	IFAD Marine and Agricultural Resources Support (MARS) identified the development of Lagoon and Off Lagoon Management Plan as one of the project to be conducted in 2010. However, the Government of Western Australia with whom MARS signed an agreement, failed to provide the agreed technical support. As a result, the project was rescheduled to start in November 2011.
<b>DP 1998-2007</b>	Barachois Management - The objective is to put into productive use barachois that are lying idle.					Lack of institutional support by the Ministry given to FIT in implementing its projects	Delay in vesting of land to the FIT by the Ministry of Housing and Lands.

Plan	Projects	Constraints					
		Lack of Funding	Inadequate Planning	Inadequate Infrastructure	Inadequate Capacity Building	Inadequate follow up and monitoring at the level of the Ministry	Factors beyond the control of the Ministry
<b>DP 1998-2007</b>	<p>Construction of MPCs at Balaclava and Blue Bay was initiated since 1995. The objectives of this project are</p> <p>(i) to sensitize public at large on marine organisms, marine life and marine ecosystems;</p> <p>(ii) To educate visitors on the biodiversity of marine organisms and interaction between different communities in the marine ecosystem;</p> <p>(iii) To provide for recreation of visitors;</p> <p>(iv) To serve as living laboratory for marine scientific research.</p>	<p>Ministry was unable to go ahead with the project as no provision for funds for the construction of MPCs were made in 2003/2004, 2004/2005 and 2005/2006. In March 2006, the Ministry decided not to go ahead with the original project but to construct buildings involving lower cost implications.</p>	<p>Ministry requested several modifications and amendments to the design from 1995 to 1998 and 2001.</p>				<p>Several shortcomings in Project Consultant's (PC) plans were highlighted by Ministry of Public Infrastructure (MPI) in 1998-1999.</p> <p>Seeking clearances from various bodies took one year in 2000.</p> <p>In 2002, MPI was not willing to vet the tender documents prior to submission to the then Central Tender Board. Hence, the launching of tender was further delayed.</p> <p>In 2004, Airports of Mauritius Limited (AML) expressed its wish to establish an Emergency Rescue Centre on part of the land vested in the Ministry and in return, it would fund</p>

Plan	Projects	Constraints					
		Lack of Funding	Inadequate Planning	Inadequate Infrastructure	Inadequate Capacity Building	Inadequate follow up and monitoring at the level of the Ministry	Factors beyond the control of the Ministry
							<p>the MPC at Blue Bay. However, AML back-pedalled some two years after.</p> <p>Following policy decisions in 2004, 2005, 2006, 2007 and 2009, land vested in the Ministry for the project at Balaclava was earmarked for hotel development.</p>
<b>DP 1998-2007</b>	Development of longline fishery – this huge project necessitated a step by step implementation and required investment in	According to the feasibility study conducted by Kuwait Fund for Arab Economic Development (KFAED), the total cost of the project		It requires investment in the construction of Fish Landing Stations (FLS) and fishing ports for the mooring and berthing of	Training of fishermen in long fishery is required.  Also, this project involves	KFAED agreed on 8 June 2009 for the financing through a loan of KD 3.5 million (equivalent to about US \$12 million). However, Ministry did not seize	MOFED informed the Ministry that government is using the fund for implementing a more pressing project at national level and hence the FLS

Plan	Projects	Constraints					
		Lack of Funding	Inadequate Planning	Inadequate Infrastructure	Inadequate Capacity Building	Inadequate follow up and monitoring at the level of the Ministry	Factors beyond the control of the Ministry
	infrastructure, fishing vessels, fishing materials and training in longline fishery. (Seafood Hub Project)	<p>was estimated at US\$ 28,840,000 (excluding VAT).</p> <p>The Ministry and the MoFED sought financial assistance with KFAED. Another alternative suggested by MoFED was that FLS projects be funded by the world bank through the PPP Project. Also, negotiation was going on for the acquisition of a training vessel through the Japanese Grant Aid</p>		longliners.	training of trainers but FITEC does not have the expertise to provide training in longline fishery.	<p>the opportunity of receiving funding from the KFAED because of the following reasons:</p> <p>(i) Decision making process between MOFED and Fisheries Division was lengthy (July 2009 to March 2010 – 9 months).</p> <p>(ii) No follow up was made by the Ministry following issues raised by KFAED (April 2010 to October 2010 -7 months).</p>	project may be put in abeyance.
<b>AP (2005-2010)</b>	Accreditation of AFRC laboratories (Seafood Hub Project)	<p>Since August 2004, the Ministry applied for Japan's Technical Cooperation for accrediting its laboratories. However, in May 2005, the Ministry was informed that no experts or</p>		Renovation, upgrading and restructuring of the three laboratories was initiated since October 2007. The project was duly completed in September 2009.	In 2005, the Ministry identified that additional qualified technical personnel need to be recruited to perform tests as per standard		<p>Tenders for the renovation works had to be launched twice as the bids were not responsive.</p> <p>Procedure for recruitment of qualified personnel was initiated by Ministry in 2007.</p>

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		<p>technical assistance will be provided for fiscal year 2005.</p> <p>No budgetary provisions were made in July 2009 to December 2009 to conduct waterproofing and ancillary works at the laboratories.</p>		<p>Urgent repairs of the roof were warranted in 2009, as the false ceiling of the Microbiology and Chemistry Laboratories had been damaged at several parts due to heavy leakages of the roof slabs. Works completed in February 2011</p>	<p>methods.</p> <p>No training was dispensed to the laboratory staff for quality control, quality assurance and methodologies for the different parameters</p> <p>Absence of qualified personnel for the preparation of Quality Manual and Standard Operating Procedures.</p>		<p>However, several amendments were brought to the scheme of services on several occasions as per the recommendations of Ministry of Civil Service and administrative Reforms. Scheme of services was finalised two years later, that is, in 2009.</p> <p>Recruitment procedure was initiated in 2010 and some posts were filled by Public Service Commission in 2011.</p> <p>No candidates were suitable for the Quality Control Unit and the post has to be readvertised again.</p>
<b>AP (2005-2010)</b>	Setting up of an electronic platform					System has not yet gone live as no	Ministry was satisfied with the

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	at the One Stop Shop (Seafood Hub Project)					<p>proper follow up was carried out regarding proposals submitted by the supplier on the new functionalities to be added to the system.</p> <p>The Ministry was not able to take a proper decision regarding the hosting of the server, despite advice was sought and obtained by the Central Informatics Bureau.</p>	system but additional features pertaining to new European Union Regulation in January 2010 had to be inserted in the system.
<b>Fisheries Sector Strategy Paper (2008-2015)</b>	Setting up and operation of fish auction market (Seafood Hub Project)	Non availability of finance to fund a one-month study which would serve as a discussion paper to the stakeholders, to decide on an appropriate Organisation, Management and Operation of the facility.	<p>No pre-feasibility study and/or consultation across the industry has been carried out prior to the conception and implementation of the project;</p> <p>The Ministry was not able to initiate a proper</p>		Certain shortcomings were noted in both bidding documents: construction of building and supply, installation and commissioning of equipment.		<p>Delay in identification of site initially (2006-2007).</p> <p>A portion of 750 m2 was occupied by Agricultural marketing Board and the latter agreed for the excision of that plot of land 9 months after, that is in January 2008.</p> <p>Site was relocated</p>

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			<p>coordination between the Construction Contractor and Electrical Contractor (EC) regarding the installation of the different equipment. Thus, the EC was awarded contract after the completion of the building.</p> <p>The international tender for the operation of the FAM should have been launched earlier instead of waiting for the completion of the construction of the site.</p>				<p>because its proximity with the Appravasi Ghat Trust Fund.</p> <p>Bidding process relaunched due to non-compliant bidders.</p> <p>EC was facing difficulties in procuring insulating panels from its suppliers.</p>
<b>Fisheries Sector Strategy Paper (2008-2015)</b>	Development of Marine aquaculture				Fisher community is not trained for cage culture.		Investors not willing to invest in marine aquaculture due to non availability of adjacent land area for processing plants.

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							Lobby from fisher community  No fiscal incentives provided to investors
<b>Fisheries Sector Strategy Paper (2008-2015)</b>	Develop a local fleet (10 vessels up to 24 m LOA) capacity in the longline fishery by 2015 through the Fishermen Investment Trust (FIT) and private stake holders.	Business Plan prepared by FAO estimated the capital investment at Rs 65 million. Out of which GoM contributed only Rs 15 million.	Sources of funding not determined at initial phase.	Construction of Fish landing stations for the mooring and berthing of longliners required.	Training of fishermen in long fishery is required. FITEC does not have the expertise to provide training in longline fishery.	Lack of necessary institutional and financial support to help and guide FIT in its future investment decisions.  Unable to identify foreign companies for joint venture partnership to support local fleet development.	Private Stakeholders unwilling to invest.