

Simplified Ex-Post Evaluation for Grant Aid Project

Evaluator, Affiliation	Junko Miura Global Link Management Inc.	Duration of Evaluation Study
Project Name	The Project for the Improvement of Small-scale Fishery Center	March 2010—December 2010

I Project Outline

Country Name	Republic of Cameroon	
Project Period	March 2005 (Detail Design)-March 2006(Hand-over of the equipment)	
Executing Agency	Ministère de l'Élevage, des Pêches, et des Industries Animales (MINEPIA), Direction des Pêches (Department of Fishery)	
Project Cost	Grant Limit: 400 million yen	Actual Grant Amount: 400 million yen
Main Contractors	Construction and Procurement: Shimizu Construction Co. Ltd.	
Main Consultants	Overseas Agro-fisheries Consultants. Co. Ltd.	
Basic Design	“Basic Design Report for the Project for the Improvement of Small-scale Fishery Center”, Overseas Agro-fisheries Consultants. Co. Ltd., February, 2005	
Related Projects (if any)	<ol style="list-style-type: none"> 1. October 2006-October 2008, a Japan Overseas Cooperation Volunteer (JOCV) specialized in fisheries cooperative was dispatched to the Small Center Fishery Community Center of Kribi (CECOPAK) to support its operation and management. 2. July 2007-January 2008, Technical Adviser for Marine Product Development and Operations and Management was dispatched for providing technical guidance to MINEPIA and CECOPAK and for studying the feasibility of the Development Study “Sustainable development of fishery resources, aquaculture development”. 3. 2008- Present, a JOCV specialized in rural development was dispatched to CECOPAK. 	
Project Background	The feasibility study report regarding the marine financial support project prepared by the Cameroon government and FAO (1997) recommended the vitalization of the comprehensive small-scale fishery in Ocean County, where the biggest marine resources are estimated among the five coastal counties and where the fish catch is estimated to increase in the future. Mboa-Manga fishing port, the planned project site, is the biggest fishing port in Ocean County, thus it has high potential capacity in development of fishery resources. However, the lack of ice-making and preserving plant and sanitary hall for disposal of goods/whole sale, negatively had affected the fishery activities before this project.	
Project Objective	To construct a small-scale fishing center in Mboa-Manga fishing port in Kribi City in Ocean County, Southern Province and to provide equipment for unpacking and repairing, in order to improve the freshness of marine products, to provide ice production capacity and to improve the utilization rate of pirog boats.	
Output[s] (Japanese Side)	<Facility> Bank protection, open channel, hall for disposal of goods/whole sale, ice-making plant, equipment lockers, canteen, water supply and drainage facility	<Equipment> Equipment for disposal of goods fishing (refrigerated fish boxes and scales), outboard engine

II Result of the Evaluation

Summary of the evaluation

• This project has been highly relevant with the country's development plan and development needs both at the time of planning and ex-post evaluation, as well as Japan's ODA policy at the time of planning, therefore its relevance is high. Both project period and project cost were within the plan, therefore efficiency of the project is high. This project has somewhat achieved its objectives, therefore its effectiveness is fair. Some problems have been observed in the financial aspects and O&M situation of the executing agency, but the agency has received subsidies from the government in the past and the above problems are not seriously affecting the outcome indicators. Therefore, sustainability of the project effects is fair. In light of the above, this project is evaluated to be satisfactory.

<Recommendations>

• It is recommended that the Ministry of Livestock, Fisheries and Animal Industries (Ministere De L'Elevage, Des Peches Et Des Industries Animales, MINEPIA), Kribi City, and the Small Center Fishery Community Center of Kribi (CECOPAK) further reinforce the response to the problem of the illegal dumping of fishing nets. We also recommend that CECOPAK and MINEPIA set aside the money needed to upgrade the ice making machines and ice storage refrigeration units as planned in 2011 to ensure that this process proceeds smoothly.

<Lessons Learned>

- 1) In this project, advisers on fish processing development and management technology and Japan Overseas Cooperation Volunteers provided support with operations, maintenance and management some time after the Center was established. However, when the Center was initially established, the setting of appropriate loan fees, management of loan contracts and accounting using computers, and thorough management of water supply and electricity fees were inadequate, which resulted in continuing deficits. In similar projects in the future, there is a need at the planning stage to consider assistance measures for establishing an operations and management system at an early stage such as dispatching advisors or including a soft component of the grant-aid cooperation.
- 2) In this evaluation survey, when measuring the extent to which indicators such as the degree of improvement in freshness of fish, the ice production volume, and the number of pirog boats registered, it took time and effort to go back to the baseline period and confirm the impact of fluctuations in the annual fish catch, which was an external factor. In similar projects in the future, when the project is planned, the implementing organization should monitor the indicators together with the annual fish catch from the baseline to the target year.
- 3) Since the indicator items and measuring methods were not discussed with the implementing organization when the project was planned, some items were not monitored. When planning similar projects in the future, it is important to come to an agreement regarding indicators with the implementing organization after thorough discussion and develop a monitoring system when the center is established. In particular, since the ice production volume is closely related to the fish catch and ice sales revenue and all of these fluctuate throughout the year, establishing a system to monitor these items on a monthly basis and manage the data in an integrated manner is important in forecasting income and expenditures.
- 4) Since the utilization rate for the ice making machine ("ice production volume" divided by "ice making machine's production capacity") was not set as an operations indicator in this project, it was not possible to quantitatively measure the utilization of the machines. In similar projects in the future, the utilization rates for the ice making machines should be forecasted for both the peak fishing season and the off season when the project is planned and the actual results compared to the forecasts.

<Constraints of this evaluation study>

• This evaluation study is a simplified version, and the evaluation was based solely on the data obtained in a review of documents, questionnaires given to the implementing organization and interviews with Japanese consultants. Accordingly, the data that could be confirmed through direct observation (such as the use of the donated facilities and equipment) was assessed based on responses to questionnaires. Moreover, the primary data forming the basis for the indicators in the questionnaire responses was not confirmed. However, the evaluator did ask the executing agency additional questions to confirm any data that we determined to be inconsistent with the data from the Technical Adviser for Marine Product Development and Operations and Management and by the Japan Overseas Cooperation Volunteers (JOCV). This simplified evaluation does not include data obtained in a beneficiary study.

• Due to the lack of a field survey, there was no opportunity to hold discussions with the executing agency regarding the recommendations.

• At the same time, the implementing organization provided appropriate information on the four occasions they were asked to answer additional questions in a questionnaire, and materials such as reports including pictures concerning the illegal dumping of fishing nets were submitted. The information from the advisor and JOCV who provided CECOPAK with operational and management support and a report by a private-sector ODA monitor who observed the facilities targeted in this project and JOCV activities in 2007 were used as information sources when evaluating the project's effectiveness and sustainability. Accordingly, we were able to conduct a more rigorous evaluation compared other projects in the same package, whose evaluations were based solely on the information from JICA and questionnaires given to the implementing organization.

1 Relevance

(1) Relevance with the Development Plan of Cameroon

When the project was planned, “economic diversification to strengthen growth” was listed as one of the seven pillars of Cameroon’s Poverty Eradication Strategy (2003), with the goal being to improve productivity and revenue in farming and fishing villages and support the producers to ensure the country’s food supply. Furthermore, the Livestock Raising, Fishery Industry and Animal Production Development Strategy (2002), which was announced before the project planning and is still valid at the time of ex-post evaluation, stated that the modernization of the marine products production system, improvements to the organizational framework, improvements to incentives, and the sustainable development of fishery resources were priority issues. Thus, this project was consistent with Cameroon’s development policy both at the time of planning and the ex-post evaluation.

(2) Relevance with the Development Needs of Cameroon

When the project was planned, the fishery industry played an important role in Cameroon as a source of inexpensive animal protein and a source of revenue for farmers and fishermen. The annual haul of marine products was about 110,000 tons, of which over 90% came from small-scale fisheries. Coastal fishing accounted for about 45% of overall small-scale fishery production, even though the fishing area was limited. At the same time, domestic production alone could not meet the demand for fish consumption, so in 2003 imports amounted to 100,000 tons in 2003 and about 140,000 tons in 2007. Therefore, at the time of the ex-post evaluation, it can be said that improving the fish catch and increasing aquaculture production are important issues. For this reason, the project was consistent with Cameroon’s development needs both when the project was planned and when the ex-post evaluation was conducted.

(3) Relevance with Japan’s ODA Policy

According to the ODA Country Cooperation Data Book 2004, the basic policy for Cameroon was to focus support on grant-aid cooperation and technical cooperation. In addition, support was to be given in the priority areas: basic human needs such as education, water, health and medicine and the fishing industry (small-scale fishery promotion plan) and infrastructure development. Therefore, it can be said that this project was consistent with Japan’s aid policies for Cameroon when the project was planned.

This project has been highly relevant with the country’s development plan, development needs, as well as Japan’s ODA policy, therefore its relevance is high.

2 Efficiency

(1) Project Outputs

The outputs of the Japanese side were mostly as planned.

(2) Project Period (Project Inputs)

Both the planned and actual project period was 12 months. Thus, the project period was as planned (100 of the planned).

(3) Project Cost (Project Inputs)

Both the planned and actual project cost was 400 million yen. Thus, the project cost was as planned (100% of the planned).

Both project period and project cost were within the plan, therefore efficiency of the project is high.

3 Effectiveness / Impact

(1) Quantitative Effects

1) The rate of improvement in the freshness of the drumfish, which is a priority species, at landing (percentage of fresh drumfish as a percentage of the overall daily fish catch) was 5.1% in 2007, undercutting the 2007 target of 10%. This can primarily be attributed to the decline in the drumfish catch, which was specified as an external risk factor when the project was planned. Whereas the drumfish catch is declining, the fish catch of other kinds is increasing. The data on the annual overall fish catch, including drumfish, for 2004, 2006, 2008 and 2009, shows that the catch is stable at about 400 tons.

2) The ice production volume undercut the 2007 target of 600 tons/year at 243 tons per year (41% of the target) in 2007 and 235 ton/year (39% of the target) in 2008. The production volume had increased to 420 tons per year when the ex-post evaluation was conducted (2009), but this was only equivalent to the baseline level for 2004 (400-500 tons per year). This was because there was more demand for the ice blocks produced by local self-employed workers than for the ice cubes produced by the project's facility in general. According to CECOPAK, the following specific situations can be considered respectively in 2007, 2008 and 2009. The fish catch was poor in 2007 (quantitative data is not available). In 2008, in order to save electricity cost, CECOPAK sold ice cubes without preserving them in cold house, which caused poor quality of ice cubes. As a result, consumers started to purchase ice from other shops. In contrast, the ice production volume increased in 2009 compared with 2007 and 2008 for the following three reasons: 1) the overall annual fish catch was as usual; 2) CECOPAK recovered the quality of ice cubes by using the cold house; and 3) a French operator started to operate seven pirog boats hiring twenty-five young local fishermen and to purchase ice cubes from CECOPAK.

3) The sales price for ice reached the target of 35 FCFA/kg in 2007, and it could be offered for about half of the 2004 baseline of 65 FCFA/kg. In 2009, the sales price was raised to 40 FCFA/kg in light of higher water and electricity charges.

4) We were not able to compare the target and actual number of registered motorized pirog boats in the planned site (Mboamanga) because we were not able to obtain the results for 2007 (target year) from the Transportation Department.

5) The average number of operating motorized pirog boats per day reached 50 in the target year of 2007, meeting the target of 50.

6) We were not able to compare the target and actual utilization rate because we were not able to obtain the actual results from 4). The 2004 baseline for "the average number of motorized pirog boats used per day", which formed the basis for the 2007 target, was the actual measured value of the number of boats landing in one week during the peak season for fishing with bottom gill nets (September) divided by 2 ($87 \div 2 = 43.5$) (because most of the boats land twice a week). When a study was conducted to measure the number of landings over a one-week period in September 2010 with the same conditions as in September 2004 with cooperation from the implementing organization and based on the measurement method stipulated in the project's ex-ante evaluation summary, it was found that the number of pirog boats landing in a one-week period totaled 91 in 2010, compared to 87 in 2004. This was slightly above the target.

We confirmed that the use of equipment and materials for repairing outboard motors provided in this project contributed to the increase in the utilization rate of motorized pirog boats. All equipment and materials were utilized, and none was used for other purposes.

(2) Impacts (Impacts on the natural environment, Land Acquisition and Resettlement, Unintended Positive/Negative Impact)

No residents were relocated, and there were no particular problems in the land acquisition process. The implementation of this project did not have a negative impact on the natural environment, but the dumping of old nylon fishing nets by fishermen became a problem. Over the past two years, CECOPAK has carried out awareness campaigns, but the problem remains. CECOPAK is currently working together with the Kribi city government to find a way of resolving the problem. Awareness campaigns to address the dumping of kitchen scraps by canteen are also ongoing, but it remains a problem, compounded by littering by tourists. These awareness campaigns should be continued with the cooperation of the JCOV currently dispatched.

The positive indirect effects that were anticipated were as follows. According to statistics from the Development Authority for Small Craft Sea Fishing (Mission de Développement de la Pêche au Cameroun, MIDEPECAM) in Kribi (2003-2005) and CECOPAK (2007-2009), the earnings of fishermen increased from 50,000 FCFA in 2004 to 80,000 FCFA in 2009. One reason for this increase in revenue was the higher wholesale price for fish resulting from the improvement in freshness of fish due to the implementation of this project (1,000 FCFA in the peak season and 1,500 FCFA in the off season in 2006, compared to 1,200 FCFA in the peak season and 2,500 FCFA in the off season in 2010). Nevertheless, we were only able to obtain reliable statistics on earnings from CECOPAK from 2007, and we were not able to make a simple comparison of data from different information sources. Moreover, a variety of factors are involved in the increase in earnings for fishermen, so we cannot conclude that it was due solely to the project's impact.

When the project was initially planned, it was expected that delivery of fresh fish to more distant markets due to ice making and cold storage would be a positive indirect effect. However, no such case has been observed. About 60% of the fish catch is bought by wholesalers and sold in a large market in Yaoundé city. The remainder is either sold at the Center or consumed in cafeterias both within and outside of the Center.

There were three unanticipated positive indirect effects. 1) Although the region targeted in this project does not compile statistics on the number of tourists, this area is becoming a tourist attraction. 2) According to the implementing organization, the cafeteria within the Center and the eating places on the neighboring beach modeled after the Center's cafeteria all serve fresh seafood, which has led to an increase in the earnings of the self-employed workers. 3) The revitalization described above has resulted in an increase in the number of beneficiaries, such as middlemen and wholesalers outside of CECOPAK, those involved in transport, and cafeteria managers and workers.

This project has somewhat achieved its objectives, therefore its effectiveness is fair.

4 Sustainability

(1) Structural Aspects of Operation Maintenance

The plan had stipulated that in the first five years, MINEPIA's Department of Fishery, MIDEPECAM, and Kribe City would jointly administer and manage CECOPAK, after which the Mboamanga Dock Development Committee (Comité de développement du débarcadère de Mboamanga, CDDM) would manage it on its own. However, MIDEPECAM and Kribe City did not participate in managing CECOPAK due to their financial situations, and CDDM did not participate because of organizational problems. As a result, under the supervision of the Department of Fishery (MINEPIA), CECOPAK (whose director also served as MIDEPECAM's Kribe branch director) was responsible for administration and management. In 2008, a union (GIC) was set up at CECOPAK's urging. When this project was completed, CECOPAK had six employees, but this has now increased to 10 (8 regular employees and 2 contract employees). CECOPAK held a regular weekly meeting from 2008 to discuss income/expenditure reports, reports on people not making their payments, and facility management. As of the ex-post evaluation, no problems with the administration and management system had been reported.

(2) Technical Aspects of Operation Maintenance

The two technicians in charge of the ice making machine have sufficient technology to maintain and manage the ice making machines and cool boxes. Moreover, ice sales records are accurately recorded, and the electricity and water meters have been regularly checked since 2008.

(3) Financial Aspects of Operation Maintenance

CECOPAK has an independent settlement system, and in principle expenses are covered using revenue from sales of ice and rent (cafeteria, facility for baggage stowage and wholesale selling, fishing equipment lockers, refrigerated fish boxes, etc.).

According to CECOPAK, the revenue was approximately 17.2 million FCFA, the expense (electricity and water charges, personnel, gasoline, etc.) was 19 million FCFA, and thus there was deficit of 1.8 million FCFA in 2007. Major reasons for the deficit were the followings: 1) high cost of electricity charges; 2) it was not possible to establish appropriate rental charges for canteen due to the objection by canteen lessees; 3) canteen lessees delayed their payment of rental charges due to the lack of rental agreement between them and CECOPAK.

Regarding the high cost of electricity charges, the report by the Technical Adviser for Marine Product Development and Operations and Management pointed out that the production capacity of the ice making machines (2 tons per day) was too large for the demand for ice, so electricity costs ran up. In 2007 ice production volume was below approximately 30 tons per month (1 ton per day) even in November, when sales were highest, and over one ton was needed for market days (Wednesdays and Saturdays), but this could be supplied even with a one-ton capacity machine by making it the day before and stockpiling it.

In order to cancel the deficit, in 2008 those on the Cameroon side compiled and implemented a proposal for management improvements with the cooperation of the above-mentioned Adviser. Whereas the revenue remained at about 17 million FCFA (it is unknown whether this includes the subsidy of 2.5 million FCFA from the government), the expense (electricity and water charges, personnel, gasoline, etc.) decreased to 15.4 million FCFA. Thus, 2008 posted a profit of 1.6 million FCFA. The management improvement proposal called for 1) an increase in rents (an increase in canteen rental charge from 3,600 FCFA to 5,000 FCFA), 2) the conclusion of rental agreements between CECOPAK and the lessees, 3) a prohibition on extending credit for ice and rent payments, 4) the exclusion of those who do not pay rent, 5) the selling of ice in burlap bags to encourage and manage ice sales, and 6) the use of computers to thoroughly manage data on accounting and contracts (with assistance from advisers and JOCV). When raising usage fees for cafeteria stalls, appropriate rents were set by surveying the number of customers to the cafeteria, their orders, and sales for a certain period.

In 2009, the revenue was approximately 22 million FCFA, the expense was 22 million FCFA, and thus those were balanced. Major reasons for the increase in revenue are as follows: 1) canteen rental charges were raised; 2) the ice sales price was raised from 35 FCFA to 40 FCFA; 3) ice production volume was increased as mentioned earlier.

However, in the beginning of 2010, due to the difficulty in payment of the water charges of 0.8 million FCFA, CECOPAK received a 2 million FCFA subsidy from MINEPIA, which helped to maintain the cash balance. Since the ice making machines and ice storage equipment are planned to be updated in 2011 (the update was planned to be conducted every five years at the time of project planning), MINEPIA will need to cover any shortages if CECOPAK's funds are insufficient.

(4) Current Status of Operation Maintenance

According to CECOPAK, the facility for baggage stowage and wholesale selling, ice-making facility, fishing equipment storage and repair facility, and management facility were all well maintained, and the pipe blockage in the cafeteria that had been identified in an inspection for defects was resolved. It was pointed out in the defect inspection that there were no operating records for the ice-making machine, but such records were being kept as of the ex-post evaluation and no particular problems have been reported. It was reported that out of the 128 refrigerated fish boxes, 18 had been lost due to accidents at sea and torrential rain, so only 110 were used. Each refrigerated fish box is numbered to prevent loss, and the borrower and the box's number are recorded. The borrower is told to clean it before returning it, but in the case of particularly severe dirtiness, the manager cleans the box. The suspended scale has been cleaned after each use, as recommended in the defect inspection, and has even been painted, but 14 of the 15 sets provided by the project have been broken and there is no prospect for recovery. Thus, CECOPAK bought two more for 50-kilo loads with its own funds, but more will need to be bought so it requested supported from MINEPIA. According to the implementing organization, just after CECOPAK was established, the JOCV dispatched for two-year periods contributed to the organization of CECOPAK as intermediaries between CECOPAK employees on the one hand and the boat owners and fishermen on the other. They also contributed to the improvement of the sanitary conditions of the baggage stowage and wholesale selling site. As such, the effect of this project on administration and management can be recognized.

Some problems have been observed in the financial aspects and O&M situation of CECOPAK, but CECOPAK has received subsidies from the government in the past and the above problems are not seriously affecting the outcome indicators. Therefore, sustainability of the project effects is fair.