Internal Ex-Post Evaluation for Grant Aid Project

conducted by Dominican Republic Office: March 2016

Country Name	The Project for Construction of Portsmouth Fishery Center
The Commonwealth of Dominica	

I. Project Outline

Background	According to the Country Poverty Assessment by the Caribbean Development Bank in 2003, Dominica had the highest poverty ratio of 39% among Eastern Caribbean countries due to the growing unemployment and the slump in job opportunities. In order to cope with those problems, the government of Dominica set forth the Medium Term Growth and Social Protection Strategy (2006). In the strategy, the fish industry was one of important industries for creating income generating opportunities through sustainable employment and economic growth. On the other hand, the lack of proper fish landing infrastructure in and around Portsmouth, located in northwest in the country, hindered effective utilization of marine resources. Also, the lack of ice-making and cold storage facilities limited distribution and consumption of domestic fishery products. Under the situation, the government of Dominica requested the government of Japan to support development of fish landing infrastructure and cold storage facilities.				
Objectives of the Project	To improve efficiency of landing and distribution of fisheries products in Portsmouth area by installation of fishing port infrastructure and facilities and equipment for the Portsmouth Fisheries Center.				
Outputs of the Project	1. Project Site: Portsmouth, St. John District 2. Japanese side Fish port infrastructure (fish landing jetty, sea wall and river revetment, slip way), on-shore fisheries infrastructure (fisheries center building of 408m^2, ice making machine, etc.), and equipment (insulated ice boxes, fish trays, equipment for fish processing, etc.) 3. Dominican side: Land preparation, service of electric line and water supply line, and procurement of furniture				
Ex-Ante Evaluation	2009	E/N Date	March 25, 2009	Completion Date	February 21, 2011
Project Cost	E/N Grant Limit: : 744 million yen, Contract Amount: 681 million yen				
Implementing Agency	Ministry of Agriculture, Fisheries and Forestry				
Contracted Agencies	Fisheries Engineering Co., Ltd., Tokura Corporation				

II. Result of the Evaluation

1 Relevance

This project has been highly consistent with Dominica's development policy to increase effective utilization of domestic fisheries products and to improve income of fishers under the policies such as "Medium Term Growth and Social Protection Strategy (2006)" and "Corporation Plan (2007-2008)", and development needs for development of fish landing and handling infrastructure at the time of both ex-ante and ex-post evaluation. It was also consistent with Japan's ODA policy prioritizing fisheries by "the New Framework for Japa-CARICOM Cooperation" at the time of ex-ante evaluation.

However, there are some issues on appropriateness of the project plan regarding the inappropriate site for the Center, as well as unimplemented plan to consolidate catch landing at Portsmouth and nine neighboring villages at the time of ex-post evaluation despite of expectation to implement it at the time of project planning[1].

Therefore, relevance of this project is fair.

2 Effectiveness/Impact

The project has partially achieved its objectives, "improvement of efficiency of landing and distribution of fisheries products in Portsmouth area".

At the time of ex-ante evaluation, "the volume of the catch landed at the Portsmouth Fisheries Center" was set forth as one of the indicators of Quantitative Effects. Although an increase in the volume of catch landed at the Center was targeted in 2009 at the ex-ante evaluation, it decreased to 53 tons/year in the target year of 2013. It was estimated that it has decreased further to 36 tons/year in 2014. At the time of project planning, it was expected that the operation of catch landing at Portsmouth and nine neighboring villages would have been relocated to the Center to be constructed by the project. In particular, the Fisheries Division has encouraged the fishers of Glanvilla, one of the biggest catching sites in the country with the annual volume of catch of 32-36 tons, to land their catch to the Center. Also, it was expected that the fishers from other sites would have landed at the Center. However, the volume of the catch landed at the Center was less than expected, since these expected conditions have not been realized yet[2]. An overall decline of 28% in fish production nationwide since the project completion may have affected the limited volume of the catch landed at the Center. In addition, the number of fish boats berthing at the jetty of the Center has

[1] Ministry of Agriculture, Fisheries and Forestry submitted the ban on landing at local landing site to the national diet in 2011, however it has not been passed yet.

[2] Usage conditions of the Center for catch landing by Portsmouth and nine neighboring villages are as follows. Portsmouth: only Glanvillia out of three villages doesn't use. Nine neighboring villages: Regular use (Bioche, and Dublanc), Temporary use in case of large catch (Capuchin, Clifton, Tucari, Cottage and Tanetane), Non-use (Colihaut and Coulibistre)

decreased. According to the chief fisheries officer, the main reason of the decrease in the number of fish boats was congestion along the jetty and competitions among the boats for parking space nearby onshore facility. Some fish boats were observed to be continuously moored to the jetty that was designated to be used just for landing fishes, which hindered other fishers to land their haul at it. Those problems are mainly caused by lack of the clear rules for commonage. In addition, some fishers are unwilling to use mooring buoys to avoid risk of damaging their boats by bumping against the rock armour during high waves.

On the other hand, the rate of discarding the catch landed at the Center improved from 20% in 2007 to 15% in 2013. The estimated rate in 2014 further improved to 10%. According to the chief fisheries officer, the fishers nearby the Center do not need to go to the other fishery centers far from their place in order to purchase ice because of ice supply by the Center.

At the time of ex-ante evaluation, the following direct project effects were expected: i) reduction of landing time because of a jetty to be constructed by the project enabling large scale fishing boats to directly berthing the jetty: ii) reduction of discarding catch landed at the Center by installation of ice making machine and freezers. Also, thirdly, it was expected that installation of permanent facilities for handling and selling in a sanitary manner would have increased convenience for consumers to buy fresh fish and that the volume of catch could have increased because the fishers could have extended their operation time without constraints on the time to back.

Besides the Quantitative Effects mentioned above, the following information were confirmed at the time of ex-post evaluation. In terms of "the time for catch landing by the large scale fishery boats, according to the interview with the Fisheries Division, efficiency of catch landing increased since the time for catch landing decreased from 150 minutes in average in 2007 to 65 minutes in average and 40 minutes for the small scale boats in the target year of 2013. In terms of the permanent facilities for handling and selling catch landed at the Center, it has not been used as planned. The volume of catch handled at the processing room per hour decreased from 126kg in average in 2011 at the time of project completion to 36kg in average in 2013 two years after the project completion. One of the reasons was intermittently malfunctioning ice making machine, which was necessary for operation of the processing room. However, since the ice making machine is currently functioning without problem, it is presumed that the processing room may be used more future. Also, although it was expected operation hours by fishing boats would have increased by reduction of time to purchase ice at the other centers, it decreased from 9 hours in average in 2007 before the project to 5.77 hours in the target year of 2013 (12 hours estimated in the year of ex-post evaluation in 2014). However, it may have been partly because of the overall decline in the volume of catch landed. Therefore, the indicator cannot be appropriate for use at the ex-post evaluation as it is difficult to verify effects of the project by only this indicator.

As for their impacts, there are mixed recognitions about the freshness of fresh fish landed at the Center. 6 of 9 fishers interviewed for the ex-post evaluation answered that the freshness has been improved because of ice produced by the ice-making machined procured by the project. However, 4 out of 7 restaurant owners answered that they have not seen much difference in freshness of the fish landed at the Center before and after the project. In addition, according to the Chief Fisheries Officer, majority of the consumers found no difference in freshness of the fish landed at the Center. In terms of the sales volume of fish landed at the Center, 7 of 10 restaurants confirmed no difference in the volume of purchase seafood locally.

There was no significant negative impact on natural environment. Despite one case of resettlement, there was no dispute.

Therefore, effectiveness/impact of this project is low since the expected project effects has not been realized though it's worth mentioning the influence of the external factor such as the overall volume of catch landed in the country.

Quantitative Effects

Indicator	Year 2007 (before the project) Actual value	Year 2013 (target year) Target value	Year 2013 (target year) Actual value	Year 2014 (ex-post evaluation) Estimation
Indicator 1: The volume of the catch landed at the Portsmouth Fisheries Center	Approximately 100 tons/year (340kg/day)	Increase	53 tons/year	36 tons/year
Indicator 2: The rate of discarding the catch landed at the Portsmouth Fisheries Center	20%	Decrease	15%	10%

Source: Basic Design Report, Data Collection Unit of Fisheries Division of the Ministry of Agriculture, Fisheries and Forestry, Interview with Chief Fisheries Officer

3 Efficiency

Both the project cost and the project period were within the plan (ratios against the plan: 91.5% and 95.9%). Therefore, efficiency of this project is high.

4 Sustainability

As for the institutional aspect, the fisher's organization, the St. Johns Fisherfolk Cooperative Society was established for management and operation of the facilities and equipment of the Portsmouth Fisheries Center as planned. The members of the cooperative (28 fishers registered) are active fishers. However, their capacity building of the St. Johns Cooperative has been still undergoing. The Fisheries Division and the National Association of Fisherfolk Cooperative Society Ltd. (NAFCOOP) individually and jointly supported the St. Johns Cooperative to set up adequate management structure through meetings, training sessions and capacity building initiatives. 5 staff, including the facility manager and maintenance staff, has been deployed as planned, but the insufficient staff allocation has brought about underutilization of some equipment installed by the project, such as an electric welder set. For the mechanic shop, the Fisheries Division is planning to outsource its operation to a private company but the arrangement has not been completed yet.

In the technical aspect the cooperative does not have adequate management capacity to operate the Center yet as mentioned above though the Fisheries Division and NAFCOOP have been providing supports. The Chief Fishery Officer of the

Fisheries Division visits the Center once a week for supervision and other officers also often visit there.

As for financial aspect, the annual budget for the Center from the Fisheries Division, around EC$ 200,000, has been allocated based on the work plan and anticipated expenditure on operation and maintenance of the facilities. In addition, the Center has own revenue source from ice sales, market fees, locker fees, boat repair fees and gas sales though it witnessed a decrease in the own revenue since 2013. The Fisheries Division continues activities for the capacity development on operational management to the Cooperative in order to encourage the autonomy of the Center. However, it should be noted the Fisheries Division continues to secure the necessary budget for operation and management of the Center until the time of accomplishing the autonomy which requires much time.

Although there is no unusable facility and equipment due to breakdown or failure, some of the facilities and equipment have not been in use. Besides of the mechanic shop and the electric welder set, the cold storage unit has been not constantly in use as the Fisheries Division encouraging the fishers to use ice rather than the cold storage in order to reduce electricity consumption. It is also partly because the Fisheries Division has promoted the selling of fresh fishes that could be sold at a higher price than freezed fishes. It was confirmed by the site visit that the cold storage has been used for freezing fish in the case of large catch landed at the Center, and there was no problem on maintenance of the facilities

Therefore, the sustainability of this project effect is fair

5 Summary of the Evaluation

The project has partially achieved its objectives to improve efficiency of landing and distribution of fisheries products in Portsmouth area. The discarding rate of fresh fish landed at the Center has been reduced but the volume of the catch landed at the Center has not increased. This is partially caused by some issues on appropriateness of the project plan.

As for sustainability, there are some problems observed in terms of institutional and technical aspects as well as the current status of operation of the facilities and equipment installed by the project due to insufficient management and technical capacity of the Center.

In light of the above, this project is evaluated to be low.

III. Recommendations & Lessons Learned

Recommendations to implementing agency:

- The Fisheries Division needs to implement countermeasures to improve use of the facilities of the Center based on discussions among the stakeholders including rules for commonage of the jetty while JICA needs to facilitate the discussions and implementation by the Fisheries Division. Also, it is essential to continue the current activities for capacity development on hygiene management for fisher's groups in the surrounding areas of the Center.

Lessons learned for JICA:

- At the time of project planning, the concrete project plan and feasibility of the changes to be caused as the result of the project should be examined strictly and realistically even if high consistency with policies both in recipient country and Japan and development needs were confirmed. In addition, based on this examination, proper measures to overcome difficulties in implementing project such as the establishment of the rules need to be considered.
- With regard to the evaluation indicators, the appropriateness to set the volume of catch as an evaluation indicator should be considered carefully at the time of project planning. That is because the volume of catch is subject to fluctuations caused by external factors such as natural environment and collecting accurate statistic data is difficult especially in case small-scale fishers are majority in fisheries sector of the country.

Fishers landing his catch at the jetty

Fish boats berthing by using mooring buoys