

Angola Northern Fishing Communities Development Programme

Item	Assessment Remarks	Rating
Country & Project Name	Angola - Northern Fishing Communities Development Programme	
Loan Number	463-AO	
Project Id.	1023	
Board Date	4 December 1997	
Effectiveness Date	15 February 1999	
Original Closing Date	31 December 2005	
Final Closing Date	31 December 2007	
Total Project Cost USD(M)	USD 9 million	
IFAD loan USD (M)	USD 7.3 million	
Cofinanciers (if any)	USD 0.6 million from GoA; USD 0.3 million from beneficiaries; USD 1 million from BSF	
Implementing Agency	Ministry of Fisheries	
Principal Components	The <u>overall programme objective</u> was to improve the incomes and welfare of the coastal populations of Angola, initially in Zaire Province. In specific terms, the programme would aim to: (a) help communities to: (i) identify and articulate their development needs and manage the processes of transforming their economic activities and systems; and (ii) establish grassroots organizations, particularly those that would provide sustainable financial services to producers, processors and traders; (b) facilitate the development of an active network of village-based private traders linked both to the fishing communities and to input suppliers and fish markets; (c) provide communities with the means to improve their local basic infrastructure and services, and to test improved fishing and fishing-related techniques (fish processing, boat-building, maintenance services); (d) develop sustainable systems for participatory monitoring of artisanal fishing, and for the management and control of industrial fisheries in Zaire Province; (e) facilitate the development of fisheries policies that would enable fishing communities to benefit from the rational exploitation of resources accessible to artisanal fishermen; and (f) strengthen the capacities of government agencies to perform their core functions, especially those related to policy and legal development, public investment planning, and monitoring, management and control of fisheries.	
Project Performance		
Design	The project approach was participatory , basing its interventions on the conducted PAPS that represented the starting point for beneficiary participation in the planning of activities. Community Working Groups (CWGs) would be established to represent the communities in the planning, implementation and management of different activities. The project's design was flexible in terms of responding adequately to the changes in security in the area by limiting its interventions to communities around Soyo. However, the project design was overly ambitious, underestimating the costs related to implementation . The design of the market development component did not sufficiently take into account the prevailing context . As a provincially based programme, providing support for a broader range of activities than solely fisheries development, it would be chaired by the Governor of Zaire Province. M&E constituted a basic responsibility of the PMU.	4
Implementation	According to the design documents, during a preliminary three-year phase, the programme was to serve the fishing communities in the three coastal municipalities of Zaire Province, extending over a distance of some 220 km. During a subsequent main phase, the programme would expand to serve not only other communities in the province, but also, other provinces. However, as the security situation started to deteriorate in the intervention area in 1998 and an estimated 2/3 of the local population left the region, the programme activities were limited to an action radius of 20 km around Soyo. This situation only changed in April 2002. As a consequence, the disbursement rate had merely reached 18% by the end of 2002. In view of this, the project completion date was extended from 2005 to 2007, focussing its activities on the province of Zaire.	4
Relevance	The project's objectives are considered relevant in the specific context of households returning to the project area that were displaced during the civil war. In particular, the project was relevant to the needs of the rural poor . In addition, the prevailing lack of basic equipment for fishing, access to financial resources and markets of the population at design stage, is reflected accordingly in the programme's components. Given the partial or complete construction of social infrastructure (schools, health centers, safe water points) and its perceived importance in the local population, the programme dedicated 25 per cent of total costs to the respective component. The indicators used to define the transition after the preliminary three-year phase to the main phase are considered relevant, guiding project management	5

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	adequately as to whether or not an expansion should take place. However, the project design was overly ambitious, underestimating the costs related to implementation. The design of the market development component did not sufficiently take into account the prevailing context.	
Effectiveness	The programme produced mixed results as regards meeting its objectives. Concerning the objective of increasing income of the target population, some quantitative targets were exceeded (225% of targeted female fishmongers); others were not met (18% of targeted fishermen). The community groups established by the project are still weak and the financial viability of the micro credit groups is uncertain. The adoption rate of technologies promoted by the project is very low and in general, the appropriateness of these technologies may be questioned. As regards the objective of improving welfare of the communities, the community infrastructure interventions were more effective, reaching 90% of the minimum target in terms of providing access to these facilities in 31 out of 35 communities. The activities aimed at developing markets for input supplies and fish produce did not produce the desired results, as private sector was not interested in this approach: only one retailer participated in the project (3% of target) and this was not financially viable. The incidence of encroachment of industrial fishing vessels in the three-mile zone reserved for artisanal fishermen is reported to have decreased following the support provided to the fisheries control department (departamento de fiscalizacao).	4
Efficiency	Given the absence of an M&E system, the available data is limited. The economic internal rate of return was estimated at 31% at appraisal time and according to the PCR, the programme is expected to have exceeded this objective by far (paragraph 33). However, this assessment neglected the problematic attribution when looking at the indicators provided in the text, as the project merely reached 14% of the population in the region but refers to perceived changes of 100% of the population . Given the limited contribution of beneficiaries in the construction of community infrastructure, efficiency gains were not sufficiently exploited. An analysis of the administration costs of the programme shows that the initial allocation was exceeded by 164%, i.e. the effective management costs account for 48% of the total programme costs .	3
Partner Performance		
IFAD	IFAD is deemed accountable for the initial design flaws . IFAD showed flexibility in terms of adapting to the difficult context in which the programme started off in the first years of implementation. It was subsequently willing to extend the project completion date . It organized supervision missions on a continuous basis and contracted in 2004 a facilitator in Angola, engaging in country presence to provide closer follow-up of its programme.	4
Cooperating Institution	UNOPS undertook one supervision mission per year and provided appropriate and timely recommendations as regards fiduciary, strategic and technical aspects . Organizational, administrative, financial and accounting aspects were also subject to the different missions.	5
Government	In general, the GoA complied with the loan covenants and disbursed funds in a timely manner . It provided additional funds (USD 1 million) to contribute to the construction of two schools, a health center and the maintenance costs of two inspection boats are examples. At the same time, complex national procurement procedures affected implementation progress . Annual audit reports were not always submitted in time and several weaknesses concerning financial management were observed , such as the late preparation of withdrawal applications (DRF) sometimes combined with incomplete background documentation. The M&E system was not functioning . The high turn-over of staff in the PCU and the absence of performance evaluation negatively affected the project performance. The reasons for delays in fund disbursement are at the programme implementation level.	4
NGO/Other	The main implementing partners were the Artisanal Fisheries Development Institute (IPA) and the control department (departamento de fiscalizacao). Their performance is considered moderately satisfactory . IPA staff had a more visible presence in the field, permitting better coordination of fisheries activities. The frequency of inspection missions of the fiscal department was adequate.	4
Cofinancier(s)	The co-financing provided by BSF was designated primarily to technical assistance and was appreciated by the partners.	5
Combined Partner Performance		4
Rural Poverty Impact		
Physical Assets	The project strongly contributed to provide beneficiaries with fishing equipment and community infrastructure.	4

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Financial Assets	The 273 fishermen (14% of target) that benefited from the project and acquired the above mentioned fishing equipment, increased their catching significantly (+200% according to fishermen) and the 629 fishmongers (225% of target) state to have tripled the amount of fish sold. However, these figures have to be taken with caution, as it is based on vague self-assessment and is not put in the context of the overall increase that happened in the region.	4
Food Security	The food security improved for the beneficiaries reached by the project thanks to the increased catching and related earnings . The number of daily meals is reported to have increased from two to three .	4
Environment	The increase in fish catchments in the region up to 12,000 t is still far below the estimated sustainable quota (30,000 t), i.e. no negative impact was generated in this regard. The fishing nets promoted by the project ensure that only bigger fish are caught.	4
Human Assets	As a consequence of the construction of schools, the enrolment rate increased . The construction of health centres and the access to safe water improved the health status of the beneficiary communities . The nutritional status of the beneficiaries is also expected to have improved as a consequence of the increase of meals and the diversification of the diet (cereals, roots, tubers) thanks to the increase in income.	5
Social Capital and Empowerment	Social capital was created in terms of institution and capacity building of 18 Economic Interest Groups for fishermen, 145 Savings and Credits Groups for fishmongers and 13 Infrastructure Committees. However, these groups are still in need of strengthening .	4
Ag. Productivity	There was a significant increase in fish catchments in the region and within the beneficiary group.	4
Institutions and Services	The programme enhanced the capacity of the Artisanal Fisheries Development Institute (IPA) and the fisheries control department (departamento de fiscalizacao) to deliver its services in a decentralized way by providing them with vehicles and equipment (hardware) and trainings (software).	4
Markets	Poor rural infrastructure remains a major constraint as regards access to markets for the population in the project area.	3
Rural Poverty Impact		4
Overarching Factors		
Innovation	The programme in general is considered innovative in terms of dedicating specific efforts to sustainable development in that area at that time, whereas other donors concentrated their activities on humanitarian aspects. 3 major innovations are mentioned as regards implementation: (i) conducting PAPS as an initial step. Although this exercise never culminated as envisaged in Community Development Planning guidelines, it is considered an effective tool; (ii) the support to Angolan input importers/suppliers and to village-level traders, that would ensure both a supply of fisheries-related inputs and the development of a private-sector-based network for the importation and distribution of inputs to the fisheries communities did not materialize as envisaged. This is partly attributed to a lack of insufficient analysis at the outset; (iii) the notion of establishing fisheries enterprise finance unions that would make credit funds available to fishermen, fish processors and traders to buy inputs and to acquire working capital did not materialize either, as it did not sufficiently take into consideration the difficult conditions in the area. This approach was consequently too ambitious.	4
Replicability and Scaling-up	The PAPS approach is considered a replicable approach. However, the innovative nature of this approach may be questioned.	4
Innovation, Replicability and Scaling-up		4
Sustainability and Ownership	In theory, the benefits generated from fishing are likely being sustainable for a certain period due to the strong demand in the province of Zaire and neighbouring provinces. However, the poor infrastructure is a significant constraint in this regard, complicating the access to markets to sell the fish. While the Economic Interest Groups graduated into cooperatives, this is not the case for the savings and credit groups. As a consequence, sustainability in this regard is jeopardized. The benefits derived from the constructed social infrastructure in combination with the O&M mechanisms in place are likely to continue. While the Government began transferring certain programme activities into its own structures in 2006, insufficient financial means and weak field presence endanger the sustainability of the activities.	4
Targeting	Elite-capturing is reported to be an issue as regards the governance of the community groups established by the programme.	4

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Gender	While the appraisal report put specific attention to gender issues, it did not provide a corresponding strategy. Given the lack of data, the only proxy indicator available is the fact that the Savings and Credit Groups are comprised almost exclusively of women. It was noted that the enrolment rate of girls in the constructed schools corresponds to the number of boys.	3
Overall Performance		4
Estimated number of beneficiaries	Direct beneficiaries: 273 fishermen, 629 fishmongers, 2 mechanics and 3 boat construction workers. Total: 31 communities with around 20,000 people.	
PCR Quality		
Scope	Overall, the PCR complies with the guidelines. However, some annexes are missing.	4
Quality	Given the lack of data, the overall quality is satisfactory. However, the efficiency analysis could have been better.	4
Lessons	Very thoughtful reflection of project's successes and constraints.	6