

Project Completion Report Validation

Name of project: Sofala Bank Artisanal Fisheries Project (PPABS)

Mozambique

Date of validation by IOE: November 2012

I. Basic project data¹

			Approval (US\$ m)		Actual (US\$ m)	
Region	ESA	Total project costs	30.583		32.977 ^d	
Country	Mozambique	IFAD loan and percentage of total	18.000	59%	18.000	54%
Loan number	566-MZ	Borrower	2.989	10%	2.989	10%
Type of project (subsector)	Rural Development	Cofinancier 1: BSF	3.389	11%	3.389	10%
Financing type	F	Cofinancier 2: Norway/NORAD	5.821	19%	7.894	24%
Lending terms ^a	HC	Cofinancier 3				
Date of approval	12 Sep 01	Cofinancier 4				
Date of loan signature	20 Feb 02	Beneficiaries	380	1 %	384	1%
Date of effectiveness	02 Sep 02	Other sources				
Loan amendments	3	Number of beneficiaries	26,000 fishing households or 130,000 persons		87,600 persons	
Loan closure extensions	2	Cooperating institution	UNOPS		UNOPS, IFAD (from 2008)	
Country programme managers	Mr Claus Reiner ^b (Current from 16/1/2012)	Loan closing date	March 2009		September 2011	
Regional director(s)	Mr P�erin Saint Ange ^c (current)	Mid-term review	09 Jan 2006		Jan 2006 June 2008	
Project completion report reviewer	Ms Catrina Perch	IFAD loan disbursement at project completion (%)			98% ^e	
Project completion report quality control panel	Mr A. Muthoo, Ms A. Lambert, Mr M. Torralba	Date of the project completion report			May 2012	

Source: PPMS, LGS, President's Report and PCR.

^a There are four types of lending terms: (i) special loans on highly concessional terms, free of interest but bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 40 years, including a grace period of 10 years; (ii) loans on hardened terms, bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 20 years, including a grace period of 10 years; (iii) loans on intermediate terms, with a rate of interest per annum equivalent to 50% of the variable reference interest rate and a maturity period of 20 years, including a grace period of 5 years; (iv) loans on ordinary terms, with a rate of interest per annum equivalent to one hundred per cent (100%) of the variable reference interest rate, and a maturity period of 15-18 years, including a grace period of three years.

^b A. Marini (04/04/2007-16/01/2012); J. Sorensen (04/11/2004-04/04/2007), I.de Willebois (04/02/2002-4/11/2004), E. Heinemann (25/03/2000-04/02/2002).

^c Ides de Willebois.

^d This figure is taken from PPMS (October 2012) there are some inconsistencies between these figures and the ones presented in the PCR.

^e As of October 2012.

¹ Two grants were approved: (i) German Supplementary Fund of 321 USD to support mainstreaming of HIV/AIDS; (ii) EU FOOD facility (EUR 1,786,410).

II. Project outline

1. The Sofala Bank Artisanal Fisheries Project (PPABAS) was IFAD's seventh project in Mozambique.
2. **Project area.** The Sofala Bank, which is the continental shelf off the coast of Mozambique, stretches for some 950 km, from southern Sofala province, through Zambezia, to halfway up Nampula province in the north. The project area is broadly defined as the narrow strip of coast facing the Sofala Bank as well as its fishing waters to a distance of some 20 km from the coast. The size of, and the variations within, the broad project area mean that it was necessary to define within it 'concentration areas' in which project activities could be implemented most cost-effectively and achieve the greatest impact. Six such areas were identified based on the concentration of fish resources, numbers of fishing centres and artisanal fishers, level of commercial activity and linkages to markets, and accessibility. These areas are located within 12 of the 17 coastal districts and together they extend a total of about 650 km along the coastline.²
3. **Project rationale and objectives.** The project's development goal as stated in the President's Report was to: "attain a sustained improvement in the social and economic conditions of artisanal fishing communities in the project area".
4. To achieve this the project sought to: (a) empower and create capacity in fishing communities to take increased responsibility for local development initiatives, including implementing social infrastructure and service activities, and sustainably managing marine resources; (b) improve the access of artisanal fishers to the fish resources of the Sofala Bank, and promote their sustainable and commercially viable use; (c) improve the linkages of artisanal fishing communities to input and output markets; (d) increase the availability of savings facilities and small loans to artisanal fishers, increase business opportunities for traders with linkages to fishing centres, and improve services to fishers through access to finance by small-scale enterprises in the project area; and (e) improve the enabling environment for promoting and supporting artisanal fisheries development.
5. **Project "target" population.** The project's target group was made up of the fishing communities along the coast, in six 'concentration areas'. These communities included some 26,000 fishers and their families, or about 130,000 people. Fishing families made up anything between about 20 per cent and 80 per cent of families in those villages. However, in all villages fishing was important for all families, as a potential source of employment and as a major opportunity to diversify their sources of food and income. Including non-fishing families who lived in the villages where the fishers live, the total target population for the project was around 500,000 people. A portion of project activities sought to benefit the fishing communities as a whole, the rest was to be directed specifically at fisher families.³
6. **Project components.** PPABAS had five project components: (i) community development; (ii) fisheries development; (iii) market and access; (iv) financial services; and (v) policy, legislative and institutional support. The project components and their costs and sub components are described in the table below.

² President's Report 2001, page 5.

³ President's Report 2001, page 5.

Table 1
Summary of project costs US\$ at design

<i>Components</i>	<i>Sub-components</i>	<i>Total US million</i>	<i>% of Base Costs</i>
Community development	Co-management and community development Community health care programme	7.29	26
Fisheries development	Sustainable use of resources Promotion of diversified fish production Post-harvest utilisation	4.47	16
Market Support and access	Support to input and output marketing Market access road development	5.37	19
Financial services		2.04	7
Policy, legislative and institutional support	Policy and legislative initiatives Institutional support to Institute for Development of Small Scale Fisheries (IDPPE) Project management	9.06	32

Source: IFAD President's Report, 2001.

7. Significant changes/developments during project implementation.
8. During project implementation four modifications were made early on to the components: (i) a sub-component dealing with Village Group and Association Promotion was introduced into Community Development, because of its importance not only for fisheries concerns but also for social infrastructure construction and maintenance; (ii) the Co-Management Sub-Component was transferred from Community Development to the Fisheries Development Component; (iii) the Credit to Town Traders sub-component was dropped as a separate activity from the Financial Services Component; and (iv) a workplace HIV/AIDS Programme was added, with supplementary grant funding from IFAD.⁴ In this modified form the Project had six components and 14 sub-components:

⁴ Republic of Mozambique, Ministry of Fisheries, Project Completion Report, May 2012, page 9.

Table 2
Revised Project Components and Sub-components

<i>Components</i>	<i>Sub-components</i>
Community development	Community mobilisation and social infrastructure Community health Care Services Fishing Group Associations
Fisheries development	Co-management of Fishing Resources (CCPs) Management of Fishing Resources Promotion of Diversified Fish production Processing, conservation and losses post capture
Market Support and access	Trading and markets Roads Rehabilitation and Maintenance
Financial services	Savings and Credit Groups Formal Credit
Policy, legislative and institutional support	Support to Legislative initiatives Institutional Support Project Management

Source: PCR 2012.

9. M&E was based on the logframe contained in the Appraisal Report and modified during the first Tri Term Review Report (2006) which included a set of indicators for each component.
10. Three amendments to the loan were carried out during the project implementation. The first one took place in September 2008 and related to an extension of the project completion date from 31 March 2011 to 30 September 2011 and budget realignments in favour of technical assistance and studies (IFAD), Roads Rehabilitation and other Civil Works (NORAD), and of Social Infrastructure Fund (BSF). Another amendment in July 2009 related to reallocation of the loan. The last amendment (January 14th 2011) related to a partnership with GAPI Sarl (a private investment company) for the provision of business development services and the piloting of a Risk Mitigation fund to the benefit of investors along the artisanal fishery value chain.
11. Due to a rise in food prices since 2008, the EU co-funded the Government of Mozambique (GoM) Food Production Action Plan (Food Action Plan Support Programme October 2009 – December 2011), an initiative implemented through IFAD projects including PPABAS (mainly its market support component).
12. In addition to the above the PCR highlights several external changes that affected the project's performance. Firstly, the far-reaching decentralization policy of the Government of Mozambique (GoM) transferred responsibilities and authority for public administration and services from the central to both provincial and district levels. Given the broad design of PPABAS, this heightened institutional coordination demands on the Project between public and private institutions from different sectors (fisheries, health, education, roads etc.).
13. The rapid expansion of the cellular phone network facilitated an increase in the commercialization of artisanal fisheries' products, namely fresh fish, in places hardly served up until then (e.g. dried, salted or smoked fish).

14. The expansion of the electricity grid to some towns and villages in the project area enabled economic operation of ice plants and cold storage, and put social infrastructure like health posts and schools to better use.
15. Other projects, like e.g. the IFAD-supported Rural Financial Support Programme (PAFIR) or those supported by other international financing sources, contributed to improve economic infrastructure as well as social and commercial services in some project areas.⁵

III. Review of findings⁶

A. Project performance

Relevance

16. **Relevance of project objectives.** The Country Programme Evaluation (2010) highlighted PPABAS as an example of a participatory design process which was well aligned with government investment programmes and strategies. Specifically, the PPABAS was in line with the National Programme for Agricultural Development and the National Programme for Agricultural Extension. The 2000/2001 COSOP provided justification and concrete proposals for continued support for artisanal fisheries, and was prepared concurrently with the formulation of PPABAS (approved in September 2001).⁷
17. **Relevance of project design and process.** The design of PPABAS was done by the government officials responsible for the subsector of artisanal fisheries (IDPPE), rather than by an externally recruited design team. The rationale and design of PPABAS was based on experience and lessons learned from Nampula Artisanal Fisheries Project (1994-2001) which was evaluated by IOE in 2000. This experience demonstrated the importance of tackling fisheries problems from a community perspective, recognising that fishing communities are complex social and economic entities in which fishing plays an important but by no means overriding role. The design recognised the importance of social and transport infrastructure in the enabling environment for commercialisation of fish production, processing and marketing, and correctly anticipated the opportunities that improved roads and electricity supply would result in fresh fish marketing.
18. The second Tri Term Review (2008) recognizes that as a result of the complex and ambitious project design the project faced some implementation challenges which were accentuated by the wide geographical coverage; adverse conditions of remoteness, social and infrastructural under-development and the related backwardness of target communities; the broad range of subject matter and scope of interventions; the multiple institutional involvements; and demanding implementation schedule.⁸
19. The PCR argues that a stronger focus on fisheries and related services with a higher degree of specialisation of PPABAS/IDPPE would have resulted in faster dissemination of improved fishing techniques and commercialisation as well as more rapid development of economic infrastructure. Nevertheless, it is assessed that applying the broader approach was the right choice given the circumstances along the Sofala Bank at the time of the project design and the PCRV concurs with this assessment.
20. **Relevance to the needs of the poor.** Primary schools, health posts and drinking water supply (water point/pumps) were important elements on the support menu of PPABAS. According to the CPE, participatory surveys indicated that these

⁵ Republic of Mozambique, Ministry of Fisheries, Project Completion Report, May 2012, page 9.

⁶ For definition of, and guidance on, the criteria, refer to the Evaluation Manual: http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf. Also review p. 17-20 of: <http://www.ifad.org/gbdocs/eb/ec/e/65/EC-2010-65-W-P-6.pdf>.

⁷ IFAD, Country Programme Evaluation, 2010, page 20.

⁸ Second TTR, 2008, page 8.

investments had high priority in beneficiary communities, sometimes even higher than interventions directly supporting primary programme goals. These results should be considered in the context of the post conflict rehabilitation period of the 1990s.⁹

21. **Targeting.** The PCR does not analyse the extent to which the targeting strategy has reached the target group but it was rated as satisfactory in the last three Project Status Reports (2009-2011). However, female participation in project activities have been low.¹⁰ The reasons for this are discussed further in paragraph 83-88.
22. Based on the above the project design is considered sound and in line with national policies and IFAD strategies and relevant to the poor. It drew on major lessons from the preceding project as described in the IOE evaluation of the Nampula Artisanal Fisheries Project (2000) and adopted an inclusive approach. The rating for relevance is highly satisfactory (6) in line with the ratings of the CPE and the PCR

Effectiveness¹¹

23. The following paragraphs discuss the project's achievement in terms of the five objectives identified in the original logframe.

Objective 1: To improve the well-being of fishers by empowering and creating capacity in fishing communities to take increased responsibility for local development initiatives, including implementing social infrastructure and service activities and managing marine resources in a sustainable manner.

24. To achieve this objective Community Action plans were elaborated and agreed upon identifying work on schools, health centres and water wells with the Provincial Directorates of Health, Education and public Works and Housing. Quantitative outputs achieved have generally exceeded the original targets. According to the PCR PPABAS substantially helped improve social services through training, leading the development of community associations, and investment in public works and services which corresponded to local priorities and needs expressed by the target population. As a result of these activities the project scored high satisfaction levels among the target population.¹²
25. Specifically, the PCR states that the community health centres demonstrated high frequency of use seven days a week for (e.g. child vaccinations and attended births).
26. PPABAS successfully implemented the first workplace HIV/AIDS policy in Mozambique. However awareness levels in the fishing communities remained low, despite evidence of a high and increasing HIV prevalence rate. The second triterm review (2008) noted that it remained challenging to sensitise men in coastal communities who rarely visited health centres.¹³
27. The project sought to develop an HIV/AIDS strategy for the fishery sector and training of focal points, but there is no information in the project documentation and it remains unclear how effective it has been.
28. Schooling conditions in 25 villages were improved with permanent structures for 20,000 pupils and access to drinking water was improved with the construction of 303 water points shortening the distance to collection points and giving access to less or non-contaminated water.

⁹ IFAD 2010, Country Programme Evaluation, page 26.

¹⁰ IFAD, 2009, Supervision Mission, page 6.

¹¹ The formulation of the objectives below are taken from the logframe of the President's Report 2001. There are some inconsistencies between the main text in the President's report and the logframe but the overall gist is the same.

¹² PCR, 2012, page 6.

¹³ IFAD 2008, Triterm review, page 25.

29. However, the PCR notes that both school and health commissions struggled to fulfil their functions beyond the construction work. For example the health commission established for the construction process did not successfully transform into community health committees that could take on the responsibility to promote preventive campaigns and awareness raising on sanitation, nutrition, vaccination and HIV/AIDS. Likewise, despite efforts to train users in maintaining and managing water points some preferred not to pay and to continue obtaining water from conventional sources for purposes other than drinking. It is not clear if this is due to an inability to pay or because the benefits were not clear to them.

Objective 2: To improve access to – and, commercially viable and sustainable utilisation of – the Sofala Bank fish and marine resources by artisanal fishers through co-management systems and technical initiatives.

30. Through the PPABAS a regulatory framework was established and 18 community fishery councils (CCPs) were legalized. The CCPs were empowered to carry out, on behalf of District administrators public licensing and control functions. While this achievement is to be commended (18 legalised) this was however a small portion of the total CCPs (65) established. Geographical coverage of the CCPs remains modest and their organizational and enforcement capacities weak. PPABAS also supported establishment or strengthening of associations for mainly economic (fishing, small agriculture, processing, commerce etc.) and social purposes (e.g. support to orphans, to school construction etc.). The PCR notes that the functional differentiation between the community fishery councils and other associations was not sufficiently clarified. However, there seems to have been a positive learning process and sufficient ownership by members although they remain relatively weak structures.
31. Efforts were made to strengthen the capacity of the Fishery Research Institute (IIP) to comply with some of the functions outlined in Strategic Plan for Artisanal Fisheries Subsector (PESPA). As a result there has been an extension of Districts covered by catch statistics from 12 in 2003 to 16 in 2011 and all provinces were statistically entirely covered in 2011. However, focus remained mainly on collecting catch statistics rather than stock assessments. Hence it was not possible to test the key project assumption (i.e. that there are under-exploited fish stocks, both close to the coast and in the open ocean). According to the PCR, IIP continues to lack the technical and financial capacity to undertake specialist data collection that is needed to accompany the demonstrations of fishing gear and vessel types.¹⁴
32. No firm data were available on the effects of PPABAS's experimentation, demonstration and dissemination efforts but the PCR states that extension capacities to promote the adoption of more effective and less detrimental artisanal fishing and handling practices remained inadequate. This shortcoming may have been a price to be paid for the broad approach and substantial involvement in social infrastructure rather than a stronger focus on fisheries from the start.¹⁵

Objective 3: To improve economic and physical linkages of artisanal fishing communities to input and output markets on a sustainable basis.

33. The PCR reports that fishing input suppliers began to include in their product range fishing gear, ice boxes and motors recommended by the Project, based on incentives by PPABAS. Input supply however remained limited to major municipal areas, causing frequent complaints by fishermen about a lack thereof in smaller fishing centres. With regards to output markets, the dissemination of price information through the extension system of IDPPE and via radio increased the transparency and negotiating capacity of fishermen at landing sites, supported also

¹⁴ IFAD, 2012 PCR, page 24.

¹⁵ IFAD, 2012, PCR, page 8.

by the expansion of cellular phones, although price updating by IDPPE has not always been regular. Increased availability of formal credit, as well as rehabilitated roads, has facilitated the growth of fresh fish and shrimp marketing by fishers' families and traders. Support for the establishment of municipal markets resulted in four market buildings being established in 2011, co-financed by Food Action Plan Support Programme (ProPAPA). Later in the Project markets close to landing sites (markets of 1st sale) were included and 10 of them were completed in 2011. The PCR notes that coordination and construction consumed much time and delayed the benefits of such investments. In addition, market administration (organization, hygiene, etc.) remains a challenge requiring additional efforts by Municipalities and District authorities.

34. Support for coastal district and community access roads has surpassed the design targets by 87 per cent and made a significant contribution to improving access to markets and services. This has led to the development of transport services and reduction in transportation costs.

Objective 4. To increase commercial and economic activity in artisanal fisheries sector.¹⁶

35. This objective was in the main covered by interventions supporting rural financial services which had varying degrees of success. The effectiveness of PPABAS in promoting savings and credit service through the ASCAs in poor rural communities is assessed as highly satisfactory by the IOE. Through the support of PPABAS 1 187 savings and credit groups (ACSAs) were established (target of 600) and the ASCAs collected in total savings of MZM 41 million and conceded credit of MZM 51.7 million. The promotion of ASCAs encountered great acceptance among the target population. Members used group credit for production/marketing purposes as well as for the purchase of household goods and for other preferences. The exceptional progress with ACSAs pointed however, to some limits with the model (e.g. excess savings being lent by ASCAs without loan management capacity to third parties).
36. Provision of formal credit through the Small Industry Support Fund's (FFPI) in PPABAS has been mixed. FFPI had highly unsatisfactory loan recovery rates in Zambezia and Nampula but satisfactory rates in Sofala. Formal credit in Sofala province helped ease the bottlenecks of absence of a financial service for artisanal fishing. In the other two provinces, substantial loan amounts were lent but sub-standard lending led to large portfolios at risk. This was aggravated by many borrowers being unable to provide adequate security. This situation needed particular efforts to control risk (including an adaptation of lending technology). Portfolio performance subsequently improved but this situation affected the effectiveness of the lending activity, particularly in Zambezia. The loans financed fishing activities (39 per cent), processing and marketing of fish and shrimps (46 per cent) and some other business activities (15 per cent).
37. The PCR concludes that with the introduction of ASCAs, the project has enabled poor families to accumulate savings and use collected funds for the purposes they wish. This has been an important initiative in a rural region with an almost total lack of financial services – a crucial first step and a necessary but not sufficient condition for the development of financial services in the target areas.
38. In order to improve commercialisation of fish products, PPABAS arranged the installation and testing of ice production and storage plants. The Tri Term Review (2008) noted that successful promotion of the benefits of ice had resulted in demand for ice far outstripping supply. However, the experience with ice plants

¹⁶ In the text of the President's Report this objectives is referred to as increase the availability of savings facilities and small loans to artisanal fishers, increase business opportunities for traders with linkages to fishing centres, and improve services to fishers through access to finance by small-scale enterprises in the project area (page 5).

appears to have been mainly challenging due to lack of connection to the national grid or wrong choice of location.¹⁷

Objective 5. To improve the enabling environment for promoting and supporting artisanal fisheries development.

39. The PPABAS support to policy development resulted in a number of important results. According to the PCR it led the elaboration and establishment of a policy and regulatory framework, and of a corresponding strategy (PESPA 2006), for the long-term development of artisanal fisheries, with crucial elements such as an exclusive 3-mile-zone for artisanal fishing and a closed-season regime differentiated from industrial fishing.¹⁸ There is little information on how the project contributed to this, but several supervision reports notes that IDPPE was successful in influencing policy making and lobbying.¹⁹ Significant progress has also been achieved in introducing co-management committees (Government and fishers) of fisheries resources at District and community level, including licensing and resolution of conflicts (mainly between artisanal and industrial fishing – e.g. damages caused by industrial trawlers to artisanal gear) with involvement of community fisheries councils and fishers' associations.²⁰ All initiatives continue to be essential contributions to establish a normative framework for the development of artisanal fisheries in the country.
40. With respect to institutional strengthening PPABAS provided support to public (Fisheries Research Institute, Institute for Development of Small Scale Fisheries, the Small Industry Development Fund) and private institutions (NGOs) which increased their capacity to comply with commitments in the framework of the PPABAS. This included support for the establishment and equipment of regional delegations of IDPPE as well as establishment of a network of extension officers in the projects' 55 planning areas. The CPE 2010 noted that there had been an overall improvement in the capacity within government and among private service providers to which PPABAS had contributed.
41. The highest level of achievement was on policy development which stands out as a particular success. Good progress was also registered with empowering fishing communities although many groups remain fragile. Support to rural financial services had highly variable results whereas efforts to promote commercially viable and sustainable utilisation of fish and marine resources and improving economic and physical linkages of artisanal fishing communities to input and output markets only achieved moderately satisfactory results.
42. The rating for effectiveness is considered moderately satisfactory (4) in line with the rating of the CPE.

Efficiency

43. The PPABAS took seven months to become effective, which is below IFAD's global average of 12.4 months and the regional average of 11.6 months²¹. The CPE 2010 assessed that the relative short interval between loan signature and effectiveness was due to the fact that PPABAS emanated from a former IFAD-supported project in the same counterpart institution, ensuring continuity in management and learning processes.
44. PPABAS's duration was extended by three years to enable it to use exchange rate gains and supplementary EU funding. The PCR notes that the extension period was a result of identified opportunities to complement the good project performance by the counterpart institution/PCU and should not be interpreted as a result of

¹⁷ IFAD 2010, Aide-mémoire, page 9.

¹⁸ IFAD 2012, PCR, page 5.

¹⁹ IFAD 2010, Aide-mémoire, page15.

²⁰ IFAD 2010, Country programme Evaluation paragraph 37.

²¹ Based on figures from 2011.

inefficiency. This argument was supported in the CPE which stated that PPABAS stood out in terms of efficient programme management and delivering quantitative targets on time. The recruitment of a full time programme facilitation unit which formed part of IDPPE was an important factor in this.

45. Initially the project faced some challenges with the financial management system applied by PPABAS (compliance with loan covenants, late provision of counterpart funds, contract and procurement norms, high minimum threshold for IFAD withdrawal applications) which was not well adapted to the complexity of the project, leading to frequent difficulties. However, according to the PCR once IFAD took over direct supervision (as of 2008) systems and procedures were gradually reformed. From 2009 onwards, the Project started applying revised and improved procurement norms of GOM.
46. Based on data in the PCR the PCRV calculated the project management costs as 8 per cent as compared to the 14 per cent of total base costs estimated in the President's Report. This result may have been due to fluctuations in the exchange rate which resulted in increased USD value of contributions.
47. The PCR estimates the cost per beneficiary as USD 3,840 per beneficiary. While the PCR argues that this is within the range observed in other IFAD projects the CPE notes that PPABAS has relatively high figures. According to the 2001 COSOP however: "traditional fisheries projects have a tendency to show high per-beneficiary costs: this point ...reinforces the importance of advocating a programmatic approach, with a focus on (national) policy, institutional and strategic issues" as promoted in PPABAS.²²
48. The CPE observed differences in efficiency amongst thematic areas, which may be explained by varying performance of service providers. "Activities within the core mandate of public institutions tended to perform better than activities at the margins of their institutional mandates, e.g. those in the private sector domain." A key finding of the project completion process confirms the CPE finding that social infrastructure "has achieved design targets and been implemented with unit costs and a quality comparable to national standards, with occasional issues related to the quality of the structures and services provided. Road construction and rehabilitation were generally implemented within existing national cost norms and standards". However, national standards were not necessarily examples of efficiency: in PPABAS, the speed of construction was slow and construction quality not always sufficient (observed in new market places, ice plants, water wells). Both the responsible authorities and the PPABAS considered the quality of contractors to not always be at the required levels of compliance – e.g. some contractors offered their services at too low a price to be able to comply in time and with the required quality standards.
49. The PCR observes that for economic infrastructure like markets and ice plants, their construction late in the project life (co-financed by an EU contribution) did not allow a final assessment of efficiency. The PCR did not include a EIRR.
50. Based on the above the efficiency is rated moderately satisfactory (4) similar to the rating assigned by the CPE.

B. Rural poverty impact

51. **Household income and assets.** According to the PCR, PPABAS's impact studies carried out in 2005, 2008 and 2011 relative to a baseline study carried out in 2002, have, based on representative samples²³, shown increases in assets. For example: motorcycles (from 1 to 6 per cent of respondents), bicycles (from 23 to 49 per cent), radios (from 60 to 70.5 per cent) and fishing gear (from 30 to 33 per cent). The number of families having access to toilets in their home place has increased

²² IFAD, CPE, 2010, page 20.

²³ The PCR does not specify how large the samples were.

from 10 to 51 per cent of respondents, as has access to electricity (from 3 to 5.2 per cent).

52. The increase in access to electricity for those concerned has led to investments in refrigerators, and subsequent more frequent use of ice. The use of re-conditioned old refrigerators as auxiliary ice boxes also points to their potential replacement with new ones. The business of artisanal fishery input suppliers is developing well, pointing to more and better fish production assets (gear, boats, motors, etc.) being used in the Project region. The wish among the consulted target group associations to improve fishing inputs and boats, and to buy motors was noted as strong. The PCR states that although the impact studies registered a proportional decrease in the possession of fishing boats with motors from 4 to 3.1 per cent of respondents, the number of motorized boats in the project area has actually increased. The PCRV was not able to verify this statement.
53. The CPE 2010 highlighted that PPABAS had significantly contributed to raising household income and assets obtained from artisanal fisheries by e.g. establishing grass-roots financial institutions (ASCAs). This is further supported in the PCR that states that the ASCAs have provided a way for poor families to accumulate savings and use collected funds for the purpose they wish.
54. The PCR states that there was an increase in monthly average household income from the main source of income when measured in nominal units, from MZM 1,073 (2002) to MZM 4,050 (2010) (equiv. to USD 43 per family). This figure compares to a national average increase of 24.85 USD in monthly incomes between 2003 and 2011.²⁴
55. Based on the above the rating for this criteria is satisfactory (5).
56. **Human and social capital and empowerment.** The CPE observed that the most significant contributions to empowerment and human capital were achieved through the support to savings and credit groups, Users' Associations for management of water points and social infrastructure, and literacy courses. Positive impacts were identified on marketing groups/associations, but additional efforts were required to consolidate the majority of groups. The PCR highlighted that the project's emphasis on participation in most activities – from planning to implementation in its 55 Planning Areas – led to the creation of collective capacities for established target group organizations.
57. However, a number of issues were identified, including: (i) difficulties in having the associations legally recognized; (ii) problems in or lack of communication between project authorities/service providers and beneficiary groups; and (iii) some problems in terms of community contributions to social investments.²⁵
58. Capacities were also enhanced in both public and private partner institutions, including – and substantially so – in IDPPE. Several thousand target group members were trained in collective tasks like managing associations and complying with collective functions in community commissions. The PCR notes that several groups that were visited were able to discuss their work in an articulate and clear manner.
59. A number of important social indicators (per cent of respondents of impact study, 2002 and 2011) in the Project region have improved although it is not known to what extent these results can be attributed to the project:
 - children attending primary school: from 45 per cent to 61 per cent;
 - children graduating from primary school: from 11 per cent to 17 per cent;
 - adults reading and writing well: from 13 per cent to 20 per cent;

²⁴ Calculated from World Bank data on GDP <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD/countries/MZ-ZF-XM?display=graph>.

²⁵ IFAD 2010, Country Programme Evaluation, page xxii.

- adults reading and writing although with difficulty: from 30 per cent to 44 per cent;
 - share of illiterate persons: from 57 to 36 per cent;
 - household health status: poor (one or more family members mostly ill) reduced from 18 per cent to 12 per cent, and good status improved from 11 per cent to 27 per cent;
 - illness and death in the community: perception of being a substantial problem reduced from 27 per cent to 18 per cent; and
 - households accessing water from protected sources: from 11 to 51 per cent.
60. In addition to the above, the PCR noted that the incidence of diarrhoea decreased as a consequence of cleaner water and instruction to boil water before drinking but does not state by how much.
61. Based on the above the rating for this criterion is considered satisfactory (5).
62. **Food security and agricultural productivity.** According to the PCR fisheries is a complex activity and subject to environmental and technical changes which cause substantial migration of fishermen to other places. In several respects, it was difficult to trace project based improvements brought about by PPABAS. The rapid rise of artisanal fishing along the Sofala Bank points to a strong development since 2002. This development also increases the danger of depletion of fish resources along the beach, through the use of beach seines²⁶.
63. A first crucial issue in artisanal fishing is to improve the catch without reducing the population of species at risk or increasing the number of species at risk. There are initial indications of better controlled catch. However, much more biological investigation is needed and there are still substantial gaps on catch statistics differentiated by species along the entire coast. This situation needs to be addressed over the long term. The next step will be to feed knowledge gained on resources, particularly of species at risk back to fishermen. While fishers families consulted spoke of catches numbers maintained (but also of increased competition), the issue of long-term productivity of fish and shrimp catch is not yet resolved. Possession of motorized boats among fishers families which allows them to carryout open-sea fishing, as well as improved processing techniques and the use of ice, catch and post-catch productivity is likely to have increased, but to what extent is an open question.²⁷
64. Good results were according to the PCR achieved on food security. The percentage of interviewees in the impact studies indicating that they always had enough food for their family increased consistently from 12 to 28 per cent, and that of families finding food availability to be a permanent problem, diminished from 35 to 11 per cent.²⁸
65. On average, fishing as main source of (largely subsistence) income decreased, from 62 per cent to 38 per cent of respondents, while crops as main source of income increased, from 21 per cent to 32 per cent of respondents. The PCR concludes that increased artisanal fishing has gone hand in hand with, and contributed to, a diversification of the diet but this claim is not further substantiated.
66. Furthermore, the share of families who produce more than 90 per cent of their food themselves, has increased from 16 per cent to 30 per cent between 2002 and 2011, while those needing to obtain, with their extremely limited monetary income, food from other sources, decreased (those producing less than half of food intake from 33 per cent to 25 per cent, and those producing less than 10 per cent of food intake from 16 per cent to 12 per cent). Given the high poverty levels prevalent

²⁶ A beach seine is a net operated from the shore.

²⁷ IFAD, 2012, Project Completion Report, page 29

²⁸ Republic of Mozambique, Sofala Bank Artisanal Fisheries Project – Project Completion Report, 2012, page 28.

among the target population, a higher self-sufficiency in food indicates less hunger and more food security. The impact survey series indicates a very low share of cash crops as main income (some 5 per cent).

67. Based on the above the rating for this criterion is 5 satisfactory.
68. **Natural resources, the environment and climate change.** While there is limited information regarding the impact of the project on the environment it can be concluded that the project has contributed to putting in place an enabling environment for managing the resources in a more sustainable way.
69. The project developed a functioning and effective co-management system from village committees to provincial and national structures. Hence a framework and forum for discussing and resolving resource management issues (in particular fishing resources depletion close to the coast) has been put in place. Through these structures PPABAS has empowered local groups to recognize risks (environmental and other), enabling them to defend their interests and develop their own activities. At the community and district level, co-management is seen as the start of a long-term, bottom-up process for the preservation of fisher population's livelihood. The same applies to the diversification of fishing and other efforts related to this (higher value catch, better processing, better sales). The project's bottom-up approach, combined with enabling interventions "from above" (at policy and regulatory level, at public institutional level) has facilitated and enabled these essential processes of sustainable artisanal fisheries development to be started in the project area.
70. Despite these positive achievements the PCR assesses that knowledge collection and control mechanisms remain weak, increasing the environmental risk to the sustainability of resources. In addition it may be argued that while establishing an enabling environment is essential it is not the same as "reducing unsustainable practices that threaten the natural resource base in the project area" as foreseen in the President's report.
71. Based on the above the rating for this criterion is (4) moderately satisfactory.
72. **Institutions and policies.** The work on institutions and policies has already been covered in more detail in paragraphs 37-39 and 54-56 in the analysis of attainment of objectives and under Human and Social Capital and Empowerment.
73. The PCR assessed that the policy and legislative framework for effective fisheries management is in place although there is some way to go in implementation. The IDPPE and provincial delegations and the other implementing agencies have all been substantially strengthened.
74. Based on the above the rating for this criterion is 5 satisfactory.

C. Other performance criteria

Sustainability

75. The CPE observed that IDPPE was likely to continue the support for improved fishing methods, fish processing and marketing beyond what has been achieved in both the Nampula Artisanal Fisheries Project and PPABAS, but that it would probably be constrained by its limited resources.
76. It further highlighted that thanks to IFAD-financed programmes, the concept of co-management was fully integrated into policy and legislation. Nevertheless, community and fisheries associations were at risk of disintegrating if: (i) artisanal fishermen did not see an advantage of spending time in these bodies (e.g. if semi-industrial and industrial fishing expands into the 3-mile zone); and (ii) the fishermen were not treated as equal partners and developed the perception that these bodies were government-directed.²⁹ Attempts to engage communities in

²⁹ IFAD, 2010, Country Programme Evaluation page 42.

planning and implementation had modest prospects of continuity because the established community institutions were generally weak. Several of the supported health and educational services were assessed as likely to be continued by relevant sector departments. With respect to water points, there was a high percentage of dry wells, and communities lacked the capacity for technical maintenance. Several access roads were “non-classified” and needed to be integrated in district maintenance plans as communities perceived road maintenance as a government responsibility.³⁰

77. Two years down the line from the CPE the assessment of the PCR did not differ significantly. The PCR noted that while continuity was likely to be secured at national level (through the cooperation between IFAD GOM in the framework of the new Artisanal Fisheries Promotion Project (ProPESCA) sustainability of project benefits at Provincial and District level remained at risk because of resource constraints. In particular, IDPPE’s extension system required the regular allocation of public resources to allow it to comply with its functions.
78. Community commitment for social activities and services established with the help of the PPABAS was, according to the PCR, strong, as they provided tangible benefits. However, questions remained regarding their ability to do so in view of the severely constrained District resources. The PCR noted that repairs and maintenance requirements with larger cost implications – e.g. damaged water pumps – could well lead to prolonged periods of in-operation. Concerning operations, local governments mostly complied with their obligations in terms of assignment of personnel and material where structures were built. Once introduced into their budget, these positions and support are likely to continue.
79. PPABAS’s intervention model to facilitate public economic infrastructure – such as municipal fish markets and points of 1st sale that were equipped with essential service facilities like ice plants and cool storages did, according to the PCR, contribute to identifying viable models of public and private investment and management for the development of the post-catch fish value chain(s).
80. While households benefited notably from the generally positive development in the project area, including project activities, most continued to be poor. Improved basic social services were a contribution to their capacity to make a living. The same applied to improved economic infrastructure, like better roads. However, the maintenance of these public infrastructures depends more on governments than on communities. Districts report that they manage to maintain one road per year with the cooperation of the regional authority. Needs are huge and far exceed the government’s maintenance capacity.
81. The PCR concurs with the assessment of the PCR that the sustainability of different benefit streams of PPABAS varies. While the sustainability of maintenance committees and some infrastructures (water wells, roads) are unsatisfactory and environmental sustainability still at risk, other initiatives like the ASCAs, fishers associations and Community Fishery Council (CCPs) show better sustainability perspectives. Based on the above the rating for this criterion is moderately satisfactory (4).

Innovation and scaling up

82. The PCR listed a number of innovative features of the project as stated in the President’s Report. Specifically it observed that empowerment of fishers and their communities in managing their fisheries resources, accessing markets, organising saving and credit, and planning and managing their activities themselves constituted an innovation to Mozambique. The PCR concurs with this assessment and finds in particular that the co-management approach to fishing resources

³⁰ IFAD 2010, Country Programme Evaluation, page 42.

management, with FCCs at community level, has been an interesting innovative approach, with potential for replication and upscaling along the entire coast.

83. The development of organised community-level forms of savings and credit associations has been a further important innovation. In the absence of financial services, such activities had to start from scratch; they are therefore local innovations, with a substantial replication potential. The CPE confirmed the innovative aspect of the ACSAs and highlighted that PPABAS has significantly scaled up this activity, facilitating establishment of some 1,000 ASCAs.
84. At project design promoting market linkages was considered innovative, activities required to make it happen were less so (mainly roads). The support to a legislative, policy and strategic agenda which strengthened government was furthermore considered an innovation. While it is not new for projects to push for better sector development conditions, the corresponding initiatives supported by the Project which led to an appropriate framework for the development of artisanal fisheries was new to Mozambique. In all three of these aspects, PPABAS 's achievements have been recognized both within the wider artisanal fisher community but also by senior Mozambique leadership.
85. In addition, IDPPE, a government institution, introduced and applied a decentralized, participatory planning and monitoring system, which has been and continues to be an important innovation in managing international projects, with implications beyond the fisheries sector.
86. The PCRV concurs with the assessment of the PCR that the above features were innovative to Mozambique. There is not much information on whether any scaling up has taken place but it is likely that some will take place through the follow on project ProPESCA. The rating for this criterion is satisfactory (5).

Gender equality and women's empowerment

87. There is not much information on the project's gender strategy and it does not seem to have been a strong point in the project implementation.
88. The loan agreement stated that the Government would ensure that women were represented in the organization and management of the project and that women beneficiaries were represented in all project activities and received appropriate benefits from the project outputs. It furthermore foresaw that IDPPE would prepare and submit a framework for implementing gender initiatives and gender targeting under the project.³¹
89. The second tri-term review (2008) recognised gender as one of three major cross-cutting issues for the project, but reported that no sound strategy had been developed. Participation of women in the project was labelled 'marginal'. This was partly explained by the focus on fishing that was largely considered a male domain, while women concentrated on agriculture and household affairs. However the representation of women in the various community organizations and committees concerned with health, water and education was also very low, even though these were normally of considerable interest to women.
90. Since then female representation improved slightly due to some female targeting by the contracted NGOs responsible for the rotating and saving activities (41 per cent female participation). Of all the project activities, the rotating saving and credit activities proved to be the most influential intervention in terms of women's economic empowerment. The supervision mission 2009 recommended that women in the saving and credit groups and associations were provided with adequate support from the project regarding referral to formal credit systems (FFPI), as women were virtually absent.

³¹ IFAD 2001, President's Report, annex V.

91. Attempts were made through the AfDB (Artisanal Fisheries Development Project) project implemented by IDDPPE (Institute for Development of Small-Scale Fisheries) to develop a gender strategy and take stock of work done and develop provincial gender action plans but this was done late in project implementation (2009)³² and is unlikely to have influenced project implementation significantly.
92. The PCR notes that by encouraging the participation of women in group activities (community work committees, savings and credit groups, fishers associations), PPABAS has followed a policy of inclusion of women and has been able to address their priorities (clean water supply, health services, schools) using grass-root structures. This has furthermore facilitated the gender based roles between men and women in the fish value chain - men engaged in catch, women in processing and commercialization. The PCR highlighted that in view of the starting position, the Project's gender strategy brought appreciable advances, inducing changes in the division of roles and tasks between the sexes with a view to gradually induce more equality".³³ However, the CPE highlights that while PPABAS facilitated the involvement of women in some fish processing and marketing activities, it did not pay sufficient attention to supporting the women who were in their agricultural activities, which constituted an important element.
93. Based on the above the rating for this criterion is considered moderately satisfactory (4).

D. Performance of partners

94. **IFAD.** According to the PCR Mozambican implementing institutions value the long-term partnership with IFAD in the artisanal fisheries subsector since the 1990s and the positive way in which IFAD responded to government requests. IFAD is considered a partner of high competence who provided relevant guidance at design stage of PPABAS towards a broader approach: while IDPPE tended to focus more narrowly to the fishing activity. According to the PCR IDPPE is in agreement with the statement of the CPE that IFAD has shown a high degree of flexibility, namely in the design and implementation of the PPABAS. Cooperation and support in the 1990s has been a motivating factor for the counterpart institution to learn from past experiences and to produce an adequate design of PPABAS led by the counterpart institution (rather than IFAD).
95. Since 2003, with the establishment of an IFAD office in Mozambique, programme coordination and harmonization has impacted positively on PPABAS, (e.g. in the development and adaptation of its M&E system). In 2008, IFAD's corporate decision to undertake project supervision itself resulted in an intensification of follow-up (e.g. discussing difficulties caused by Loan Covenants and procedural requirements of IFAD directly with the IFAD representatives). This has led to positive changes in favour of a more adaptable project administration, including GOM procurement norms over international ones, but also more flexibility in fiduciary aspects. Ten supervision missions were carried out between 2003 and 2011 of which IFAD participated or led 7. The reports reviewed by the PCR were of good quality. Overall, IFAD's performance with respect to PPABAS has been satisfactory in line with the rating of the CPE.
96. **Government.** GoM, and IDPPE in particular, have been solid partners for IFAD, engaging in policy dialogue and responding to implementation issues in a relatively timely manner. IDPPE/PPABAS's arrangement to assign IDPPE staff to a full-time PPABAS PCU which, on its part, reverted back to and worked with IDPPE staff, has been a favourable modality from the point of view of ownership and building capacity in government. It has also ensured continuity in Project management from the preceding IFAD projects and led to accumulation of experience and knowledge on artisanal fisheries over many years. Project implementation also benefited from

³² IFAD 2009, Supervision Mission 27 April -8 May 2009, page 5.

³³ IFAD 2012, Project Completion Report page 29.

international Technical Assistance in the form of four medium-term experts (rather than the budgeted short-term experts) in the fields of community development, fish marketing and credit, fishing technology, and road engineering. Furthermore, the project introduced, a somewhat ambitious – later reformed – M&E system based on a logical framework and clearly defined indicators. Beyond measuring output, it focused on impact measurement with a baseline study established at the beginning and with repeated related surveys every three years. Close cooperation with Provincial authorities and District administrations were a further aspect favouring effective intervention.

97. With respect to counterpart obligations, the CPE highlighted that “GOM has not fully met its counterpart funding obligations, not because of inability or bad will, but rather due to annual ministerial budgeting which has failed to foresee and include the allocation of funds required to pay value added tax and duties on imported IFAD-funded equipment and materials.”
98. The rating for this criterion is satisfactory (5) raised in particular by the achievements of the PCU.

E. Overall project achievements

99. In the implementation of SBAF there was an initial focus on social infrastructure and on improving the enabling environment for the artisanal fisheries sector. This focus gradually shifted to aspects more directly concerning fisheries development and diversification although they remained weaker points up until the end. In doing so the project responded to the most urgent basic needs of its target population. It furthermore succeeded in the elaboration and establishment of a policy and regulatory framework and of a corresponding strategy for the long term development artisanal fisheries.
100. The rating is, considered satisfactory (5) given the important achievements stated above.

IV. Assessment of PCR quality

101. Scope. The PCR is informative and broadly follows the PCR guidelines. According to IOE’s interpretation of the criteria the relevance section reads more like effectiveness and some issues are not covered (i.e. targeting). Due to IFAD’s long standing involvement in the sector it is at times difficult to discern whether certain achievements were the result of PPABAS or the previous project.
102. Quality (methods, data, participatory process). The PCR relies on monitoring data from three surveys (baseline 2002) and two surveys from 2005 and 2007. Attempts have been made to include information about impact where possible. More explanation of the actual nature of PPABAS’s contribution to certain achievements would have been desirable.
103. Lessons. The PCR provides a list of useful lessons many of which the PCRV concurs with.
104. Candour. The PCR clearly states limits in data and provides a candid assessment of both positive and negative aspects of the project implementation

V. Final remarks

Lessons learned

105. The PCR identifies numerous lessons with which the PCRV concurs. The most salient are summarised below.
106. **The multi-sectoral approach of PPABAS.** The more complex the design, the higher the demands are on the implementing structure. At the design stage, these demands – in particular the challenges for project leadership and implementing capacity – should be spelled out, particularly with regards to cooperation between

the many partners/stakeholders as well as the timely availability of agreed resource flows and harmonized administrative/ procedures.

107. PPABAS managed to successfully combine a bottom-up approach (community participation) with a top-down approach (central government intervention in a framework of increasing decentralization); and a lean project structure with few project staff based in headquarters (coordinator, financial officer, M&E officer) and strengthened presence in target regions. This institutional framework proved conducive for managing a complex project.

Rating comparison

<i>Criteria</i>	<i>PMD rating^a</i>	<i>IOE rating^a</i>	<i>Net rating disconnect (IOE PCRV – PMD)</i>
Project performance			
Relevance	6	6	
Effectiveness	5	4	-1
Efficiency	5	4	-1
Project performance^b	5.3	4.6	
Rural poverty impact			
Household income and assets	5	5	
Human and social capital and empowerment	5	5	
Food security and agricultural productivity	5	5	
Natural resources, environment and climate change	4	4	
Institutions and policies	5	5	
Rural poverty impact^c	5	5	
Other performance criteria			
Sustainability	4	4	
Innovation and scaling up	5	5	
Gender equality and women's empowerment	5	4	-1
Overall project achievement^d	5	5	
Performance of partners^e			
IFAD	6	5	-1
Government	5	5	
Average net disconnect			-0.28

^a Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; n.a. = not applicable.

^b Arithmetic average of ratings for relevance, effectiveness and efficiency.

^c This is not an average of ratings of individual impact domains.

^d This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation and scaling up, and gender.

^e The rating for partners' performance is not a component of the overall assessment ratings.

<i>Ratings of the PCR document quality</i>	<i>PMD rating</i>	<i>IOE PCRV rating</i>	<i>Net disconnect</i>
Scope	5	5	
Quality (methods, data, participatory process)	6	5	-1
Lessons	6	5	-1
Candour	6	5	-1
Overall rating of PCR		5	-3

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition^a</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
<ul style="list-style-type: none"> Household income and assets 	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
<ul style="list-style-type: none"> Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> Food security and agricultural productivity 	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
<ul style="list-style-type: none"> Natural resources, the environment and climate change 	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
<ul style="list-style-type: none"> Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> Sustainability 	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
<ul style="list-style-type: none"> Innovation and scaling up 	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.
<ul style="list-style-type: none"> Gender equality and women's empowerment 	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> IFAD Government 	

^a These definitions have been taken from the OECD/DAC *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

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Abbreviations and Acronyms

IIP	Fisheries Research Institute
IDPPE	Institute for Development of Small-Scale Fisheries
CCP	Community Fishery Council
CPE	Country Programme Evaluation
GOM	Government of Mozambique
PESPA	Strategic Plan for Artisanal Fisheries Subsector
ProPESCA	Artisanal Fisheries Promotion Project
ProPAPA	Food Action Plan Support Programme
PPABAS	Sofala Bank Artisanal Fisheries Project (<i>Projecto de Pesca Artesanal no Banco de Sofala</i>)
M&E	Monitoring and Evaluation
NORAD	Norwegian Development Agency
BSF	Belgian Survival Fund