



MINISTRY OF AGRICULTURE & FISHERIES



This Mid-term Evaluation Report focuses on the degree of faithfulness in the execution, the associated risks, and the likelihood that the interventions and actions planned will achieve the objectives of the project.

**PROMOTING
COMMUNITY-BASED
CLIMATE RESILIENCE IN
THE FISHERIES SECTOR
PROJECT**

**FINAL MID-TERM
EVALUATION REPORT**

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ACRONYMS

EOI	Expression of Interest
FAD	Fish Aggregating Devices
FY	Financial Year
GCF	Green Climate Fund
GDP	Gross Domestic Product
GOJ	Government of Jamaica
GPS	Global Positioning System
ICCA	International Council for Commercial Arbitration
JSIF	Jamaica Social Investment Fund
MCS	Monitoring Control Surveillance
M&E	Monitoring & Evaluation
MOA&F	Ministry of Agriculture & Fisheries
MOF&PS	Ministry of Finance & the Public Service
MTE	Medium Term Evaluation
NFA	National Fisheries Authority
PAD	Project Appraisal Document
PCCR	Promoting Community-based Climate Resilience in the Fisheries Sector Project
PDO	Project Development Objective
PIOJ	Planning Institute of Jamaica
PIU	Project Implementation Unit
PM	Project Manager
PO	Purchase Order
PPCR	Pilot Programme for Climate Resilience
PSC	Project Steering Committee
RADA	Rural Agricultural Development Authority
RAS	Recirculating Aquaculture System
RFQ	Request for Quotation
SCFA	Special Fishery Conservation Areas
TOC	Theory of Change
ToR	Terms of Reference
TWG	Technical Working Group

Executive Summary

The Promoting Community-based Climate Resilience in the Fisheries Sector Project (PCCR) Fisheries Project, is one of a suite of projects coming out of the Pilot Programme for Climate Resilience (PPCR) and was intended to treat with climate change and climate resilience in the fisheries sector, where it was recognised by the PIOJ, not much was being done for this subsector in this regard. The PCCR benefits from US\$5M in Grant funding (includes US\$125 thousand for preparation) for actions across 4 Components concerned with:

- Strengthening the Fisheries Policy and Regulatory Framework
- Diversification and Fisheries based Alternative Livelihoods
- Capacity Building and Awareness Raising
- Project Management and Monitoring and Evaluation (M&E)

In 2021 the project was restructured; however, the changes were not significant but allowed for a less granular and more streamlined approach in the implementation of initiatives. The amount of the funding remained the same but there was reallocation between components 1 & 2. Not much was changed with component 3. This MTE has focused on the revised project scope consequent on the restructuring of the project.

The theoretical underpinnings of the Evaluation are guided by a framework, published by Steckler and Linnan (2002), which identified six priority areas relevant to evaluations. This approach follows a Logic Model which examines Inputs - Outputs - Chain of Outcomes [short, medium & long-term].

Complementing this approach is the “Theory of Change” which also provides a useful framework for evaluations in general, as it starts by looking at the desired outcomes and working backwards to examine the activities, processes, inputs [staff, investment, tools etc.] employed to determine how they may affect the outputs/outcomes. The MTE poses 4 focus questions under which the report is presented. These are:

- i. Determining the degree of faithfulness in the execution of the project activities, as revised and factors affecting progress and Project Management as at *December 2022*;
- ii. The likelihood that the interventions to enable climate resilient practices and improved livelihoods will be realised;

- iii. A risk analysis in order to identify those factors which may have acted as barriers to progress and which could jeopardise successful outcomes for the project;
- iv. Assessment of a realistic timeline for the interventions proposed to be completed and their continued alignment with the PDO [*“to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica”*] as originally intended;

The methodology employed was inclusive in approach and involved desk reviews and studies done early on in the project, consultations with key stakeholders and interviews of 32 fishers across 6 project sites with a gender mix of 18.8% females and 81.3% males; this was done to ensure the treatment of the data would reflect gender responsiveness. In reality not much difference among the sexes was identified.

The report also identifies lessons learned and any unintended outcomes and makes recommendations for the consideration of the stakeholders of the Project.

Summary of Findings: For the most part, the project has maintained faithfulness to the intent and objective of the project. However, the design of the project showed weaknesses reflected in an inadequately structured PIU, dependent on a newly formed Agency of the parent Ministry, the NFA, which from inception of the project has been going through transitioning and having its fair share of challenges. Additionally, there is a dichotomous governance arrangement in place for the project and operational functions reflect a trichotomous arrangement across 3 bodies – the PIU, NFA & MOA&F all operating from different geographic locations. Mapping accountability under such arrangements is at best challenging and does not reflect effectiveness. A test of effectiveness was done using a 6-point measure and the project scored a 33% effectiveness rating. After almost 5 years in execution only 42% of grant resources had been drawn down. The evaluators were informed that application had been made for an extension and that a conditional extension was mooted but no official response from the World Bank had been received up to the time of writing. On the bright side, Component 1 from reports has been completed. However, component 2 with the bulk of resources yet uncommitted (just over US\$2 million) was only 35% complete and Component 3 was at 64% completion, a balance of just over US\$700 thousand remained uncommitted. Future actions under the project will necessarily focus on these two components.

A clinical assessment of the project would suggest that the project has underperformed. However, the evaluators identified a number of causal factors responsible for this including significantly (i) poor design, (ii) weak support structure, (iii) unclear governance and accountability arrangements, (iv) poor procurement planning and budgeting, (v) fiscal space provided¹, (vi) inadequate capacity in the PIU, delays (a loss of one

¹ It should be clarified that though the fiscal space provision was less than the investment schedule would suggest, the provision to date has not been fully utilised.

year) in engaging a PIU and importantly (vii) the impact of the COVID pandemic which severely affected the project's ability to execute as planned, interestingly though it was one of the project's better performing year in terms of expenditure. Given these set of circumstances the evaluators considered that the project management functions have been executed satisfactorily.

In examining the likelihood that the interventions would enable change to adoption of climate resilient practices and diversify livelihoods, the evaluators concluded that the major interventions having not yet started would not be realised within the current time frame [March 2023]. The focus was on Components 2 & 3. The evaluators were of the view that the likelihood that the interventions to enable climate resilient practices and improved livelihoods will be realised increases significantly if through the project, fisherfolk are able to preserve the value of the resources at sea. Once the implementation of the business plans and other interventions are factored then the project could be in a good position to utilize the resources. However, strong technical and high-level support will be needed to ensure consistent and substantial disbursement. In general, however, the mitigation measures suggested will require active monitoring of the situation, early response and some will require a strong commitment of resources.

Six risk categories were identified under internal & external factors for the PCCR including respectively –(i) institutional (ii) operational (iii) financial and (iv) cultural/behavioural (v) regulatory environment and; (vi) political.

The evaluators assessment of realistic measure of time to achieve the outcomes of the project would be an additional 24-30 months (includes period for project closure). This was based on an examination of the status of procurement related to the subprojects (Component 2) and the behaviour change and communications roll-out (Component 3). The fiscal space allocated for the PCCR under the 2023/24 budget of \$2,026,817 (J\$313,650,000)² is adequate to increase drawdowns on the project by more than 70%, which is the indicative requirement for project extension applied for. The evaluators were of the view that a strong commitment to the project was signalled by the government in the budget allocated. Additionally, behaviour change [Component 3] is a medium to long-term process not a one-off intervention and must be continuously supported, which further underscores the need for additional time to satisfy the objectives of the PDO. The project itself continues to be relevant.

² Annual exchange rate US\$1=J\$154.75

Sections 6 and 7 provide a list of lessons learned and proposed recommendations. A few of these are highlighted below.

Lessons Learned:

- The overly ambitious scope of the PCCR with an inadequate support structure for implementation is a causal factor for the issues experienced by the project;
- COVID -19 though unescapable showed a lack of agility by the parent Ministry and other partners in responding to the crisis;
- Unrealistic pricing of consulting services resulting in delays - need for greater knowledge of the industry to correctly budget for engagement of required services;
- Impact of supply chain issues resulting from the pandemic and the effect on price and delivery timelines;
- Poor and or sporadic communication to beneficiaries -when coupled with challenging economic environment create disenchantment and early-stage resistance especially if benefits are long-term outcomes or not tangible to meet short-term needs.

Proposed Recommendations:

- The MTE being done so close to the end of the project will have the greatest value to the project if as the evaluation has shown:
It influences the stated completion date:
 - March 2023 or December 2023 is inadequate given the nature of remaining activities – particularly the behaviour change initiative which goes to one of the core objectives of the PCCR climate change resilience within communities;
 - Livelihood diversification – initiatives may be introduced but without a system in place to reinforce and support for a least one year, the impact may be less than expected;
- The PIU is inadequately staffed. The Administrative Assistant needs to be replaced and clerical support provided for the Procurement Officer; technical support within the PIU to be considered, with GOJ funding support;
- The payment and procurement process, though working needs to be streamlined to yield greater levels of efficiency;
- Further adjustments to project activities and targets that now seem unrealistic under the results framework in the time remaining to be considered while remaining aligned to the PDO;

1.0. Introduction & Background

In November 2012, the PPCR Sub-Committee of the Green Climate Fund (GCF) agreed to allocate approximately USD\$5 million in grants to Jamaica in order to advance the objectives and implementation of Jamaica's Strategic Programme for Climate Resilience (SPCR). This allocation was intended to support the Project "**Promoting Community-based Climate Resilience in the Fisheries Sector (PCCR)**", which aims at enhancing community-based climate resilience among targeted fishing and fish farming communities of Jamaica. The Project's Development Objective (PDO) is stated as "*to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica*". The Project is to be executed through four Components as follows³:

Component 1: Strengthening the fisheries policy and regulatory framework - This Component was to provide support to: (1.1) Strengthening the policy and regulatory framework for climate resilient fisheries and aquaculture management, including *inter alia*, (a) developing strategy and action plan for the draft national Fisheries and Aquaculture Policy; (b) developing protocol and guidelines for fisheries and aquaculture productions to incorporate climate considerations; and (c) drafting regulations for community-led fisheries management framework; and (1.2) promoting sustainable fisheries management, including (a) strengthening and establishing partnerships with entities to manage marine protected areas through enhancing sustainable fisheries management focusing on MCS, by, among others, providing equipment and training, and (b) developing and implementing sustainable fisheries management plans. The activities in this sub-Component will primarily support the community-led sustainable fisheries management including monitoring, control and surveillance (MCS) to build climate resilience of marine and coastal ecosystems. One of the targeted fisheries management mechanisms employed in Jamaica is Special Fishery Conservation Areas (SCFA), also known as fish sanctuaries (MOA&F, 2012).

Component 2: Diversification and Fisheries-based Alternative Livelihoods - This Component was to provide support to promote climate-resilient livelihoods among targeted fishing and fish farming communities through (a) developing and implementing sub-projects on climate-resilient_freshwater aquaculture, coastal mari-culture/polyculture, and other alternative livelihoods, including providing technical assistance, training, equipment, small works, and operational costs; and (b) exploring artisanal longline fishing for offshore pelagic, including conducting a baseline stock assessment, developing a sustainable management strategy,

³ **SOURCE:** World Bank: Promoting Community-based Climate Resilience in the Fisheries Sector (P164257) "Implementation Status & Results Report"; December 18, 2019; World Bank website [Public Disclosure Authorized] and the 2nd. draft Project Operations Manual.

and providing skills-based training and equipment to the existing pelagic fishers.

A key sub-Component is Developing Climate-resilient Freshwater Aquaculture and Coastal Mari-culture/Poly-culture. The activities in this sub-Component are to develop the aquaculture, mari-culture/poly-culture, and other alternative livelihood sub-projects with selected fishing and fish farming communities. The options for freshwater aquaculture production include ornamental fish, food fish, and plants; while for mari-culture/poly-culture production, they include bivalve molluscs, sea cucumbers, and sea moss. The support will extend to its value chain, creating synergies with other private and public operations by, for example, supporting farmers in securing access to markets for their products and accessing financing. The fisheries sub-sector is a significant contributor to the country's Gross Domestic Product (GDP). The sub-Component will therefore give emphasis as reflected in ten sub-projects covering:

- **Promoting Community-based Aquaculture** – which involves the establishment of fish farm clusters in selected communities, contracting new fish farmers and providing inputs and farming materials by partnering with aquaculture/processing enterprises, and providing training. This subcomponent would support fisher folk, women and youth in targeted fishing communities to invest in aquaculture;
- **Developing Coastal Mariculture/Polyculture** – which are commercially viable and ecologically important with the aim of increasing marine-based sustainable livelihoods activities that keep the communities' seafaring traditions alive; and
- **Exploring Artisanal Fishery for Pelagic Species** – which includes the establishment of fisheries for coastal and offshore pelagic species (e.g., Fish Aggregating Devices (FAD) fisheries). The activities under Component 2, listed above, are expected to synthesize directly with the other Components of the Pilot Programme for Climate Resilience (PPCR) Project.

Another line of action under the Component involves refurbishing and upgrading the existing seed stock production and expanding local feed production—key input industries.

(a)The existing Tilapia hatchery owned by the National Fisheries Authority in Spanish Town would be refurbished, climate-proofed, and upgraded, including the ponds and canals and the production of quality seed stock (i.e., brood stock, advanced fry and fingerlings). The Project will support improving the operation of the other existing small hatcheries.

(b)The Project will also support the expansion of local feed production (e.g., fish meal, green water) in order to address high cost of imported feed widely used in currently aquaculture in Jamaica. In addition, the

management plans for brood stock acquisition and management, seed production, and local feed production would be developed. Public-private partnership opportunities would be sought extensively.

Component 3: Capacity Building and Awareness Raising – This Component was to provide support for (3.1) expansion of knowledge base on climate change impacts on fisheries sector, including a social assessment; climate projection for aquaculture, coastal mari-culture/poly-culture, and pelagic fisheries; and agrometeorological information services, (3.2) awareness raising and behavior change, including development and implementation of a Knowledge Attitudes and Perceptions assessment and an awareness raising and behavior change strategy; and (3.3) capacity building for the National Fisheries Authority and fisheries and fish farming organizations in institutional strengthening, providing training in technical skills and business management, promoting community-to-community knowledge exchanges, developing the Fisheries Information Management System, and training for the National Fisheries Authority and other relevant stakeholders in climate resilience in the capture and culture fisheries.

Component 4: Project Management and Monitoring and Evaluation - This Component supports (4.1) project management including support for the Project Implementation Unit (PIU) and the Project Steering Committee (PSC); developing and implementing the annual work plans; providing fiduciary management including procurement, financial management, audits, and safeguards; managing implementation risks; and communications to key stakeholders on project implementation; and (4.2) monitoring and evaluation (M&E), including developing and implementing the M&E plan; and contributing to the preparation of the annual PPCR Core Indicators Monitoring and Reporting Scorecard.

The project is intended to help highly vulnerable fishing and fish farming communities in Jamaica to adopt climate-resilient practices. It is a five-year project financed by the Pilot Program for Climate Resilience (PPCR) of the Strategic Climate Fund in the amount of US\$ 4.875 million [there is the possibility for financing from other resources for some of the sub-projects].

The project is funded by a Grant from the World Bank approved on 7th March 2018, and has as its main objective, to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica. The themes under which this project was designed are:

- i. Environmental and natural resource management;
- ii. Urban and rural development;
- iii. Human development & gender; and
- iv. Private sector development

The PDO indicators⁴ are:

- 1) Fishers that adopt climate resilient fishing practices: **1,800** (*number of fishers*)
- 2) Fisher groups that adopt alternative livelihoods: **12** (*number of fisher groups*)
- 3) Fish farming groups that adopt climate resilient aquaculture practices: **8** (*number of fish farming groups*)
- 4) Share of women among targeted fisher groups and fish farming groups that adopt climate resilience practices: **25** (*percentage*)

The monitoring and evaluation framework for the project calls for the mid-term evaluation of the PCCR Fisheries Project. It is required that in undertaking the evaluation, particular focus will be given to assessing project performance, therefore attention will be given to:

- i. Continued relevance, effectiveness & efficiency;
- ii. The likelihood of the project achieving its intended objectives, outcomes and impact
- iii. Progress with respect to the ten sub-projects through which the actions/interventions are to be implemented which will have direct benefits to the targeted fisher folks.

The project was re-scoped in June 2021 and streamlined due to changing implementation dynamics including: (a) adjusted community and NFA and MoFA priorities; (b) unforeseen cost variations of works and the need to adjust necessary budget allocations for the activities in line with current market circumstances and pricing; and (c) the need for a more tightly focused, clearly defined and impactful set of activities to ensure sustainability of interventions within the timeframe of the Project. Activities were prioritised to focus on those that could realistically be completed within the project lifetime while achieving the PDO with a strengthened focus on diversification of livelihoods. Additional criteria for the activities' prioritisation included considerations of importance and availability of funding for such activities from other sources. These will be taken into consideration in the evaluation.

1.1. The Purpose: The purpose of this Mid-term Evaluation (MTE) is to assess the Project's performance and progress, to establish the achievements/progress made and direction taken in implementing the project as re-scoped; the extent to which the project is achieving its goals and objectives and producing expected outcomes/impacts on target beneficiaries.

⁴ **SOURCE:** World Bank: Promoting Community-based Climate Resilience in the Fisheries Sector (P164257) "Implementation Status & Results Report"; December 18, 2019; World Bank website [Public Disclosure Authorized]

1.2. PDO Objective: The PDO is to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica.

1.3. Theoretical Underpinnings: The theoretical underpinnings of the Evaluation: A framework, published by Steckler and Linnan (2002), identified six priority areas relevant to evaluations:

- i. context (local factors that influence implementation);
- ii. fidelity (the extent to which the intervention is delivered as conceived);
- iii. the project delivers the amount of intervention planned for participants/targets,
- iv. the number of targets that receive interventions planned i.e., the extent of participants' engagement in the intervention;
- v. the reach and recruitment;
- vi. effectiveness of management and coordination of planned actions.

This approach follows a Logic Model which examines Inputs - Outputs - Chain of Outcomes [short, medium & long-term]. Complementing this approach is the "Theory of Change" which also provides a useful framework for evaluations in general, as it starts by looking at the desired outcomes and working backwards to examine the activities, processes, inputs [staff, investment, tools etc.] employed to determine how they may affect the outputs/outcomes. These will provide the theoretical underpinnings for the approach to this mid-term evaluation which is best described and can best be seen as a hybrid approach deemed appropriate for this assignment.

1.4. Structure of this report: The report will document findings based on the evaluation topics and will seek to identify any risks and recommend, based on findings and where feasible, any adjustments to the approach, processes and work flow within the project. The presentation of the ensuing report is in line with the evaluation questions detailed below and follows the order in which the questions have been presented.

1.5. Evaluation Topics: The follow are the focus questions identified that will inform the evaluation.

1. Determining the degree of faithfulness in the execution of the project activities, as revised and factors affecting progress and Project Management as at *December 2022*; specifically, to examine progress with respect to:
 - o strengthening the Fisheries Policy and Regulatory Framework;
 - o development of a strategy, action plan, and guidelines for the National Fisheries and Aquaculture Policy;

- diversification and Fisheries-based Alternative Livelihoods;
 - mariculture/polyculture demonstration facility;
 - assess pelagic stocks and develop related management plans;
 - the 10 sub-projects;
 - feed production for the aquaculture subsector and development of alternative feed production options and associated business planning;
 - capacity Building and Awareness Raising;
 - development of the climate projections in the Fisheries sector;
 - project management – capacity, coordination, monitoring, quality control, financial and procurement management.
2. The likelihood that the interventions to enable climate resilient practices and improved livelihoods will be realised;
 3. A risk analysis in order to identify those factors which may have acted as barriers to progress and which could jeopardise successful outcomes for the project;
 4. Assessment of a realistic timeline for the interventions proposed to be completed and their continued alignment with the PDO [*“to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica”*] as originally intended;
 5. Documentation of lessons learned, any unintended outcomes;
 6. Recommendations.

2.0. Focus Question 1: Determining the degree of faithfulness in the execution of the project activities, as revised and factors affecting progress and Project Management as at December 2022

2.1. Assessment of Progress of the Restructured PCCR: The project is being executed under four Components with a number of activities that respond to the PDO designed to change practices for greater resilience to climate change under Components 1-3; the fourth Component refers to the project management function which will be evaluated in more depth. The table below focuses on the activities under Components 1-3 as detailed in the rescoping of the project done in 2021 [*reference is made to the Project Rescope document and Appendix 1 which details the list of activities by Component*]. The rescoping made adjustments to Components 1 by streamlining the ToRs for tighter focus to complete within the available timeline; Component 2 focuses on the 10 subprojects which will have a direct impact on livelihood diversification in the context of overall economic recovery post-pandemic. The training activities under this Component is to be delivered by the NFA in close collaboration with Rural Agricultural Development Authority (RADA). No major change was proposed for Component 3. The major change is reflected in the targets within the results framework and within Components (1 & 2) and cost, with a budgetary shift from Component 2 to Component 1. The table below examines the degree of faithfulness in execution based on the rescoped project and progress with respect to the activities as at December 2022.

Table 1: Status of implementation of Restructured Project Activities by Component

COMPONENT	ACTIVITY	STATUS	COMMENT
1	- Consultancy to promote sustainable fisheries through the development of community-based fisheries management strategies and action plans as well as Monitoring Control Surveillance and Equipment (MCS&E) including water quality monitoring.	Completed	All reports reported as received as at December 2022.
	- Procure one (1) vessel to support enforcement activities of the Fisheries Division (2020 - 2020)	Completed	Vessel was procured to strengthen NFA's enforcement capabilities. Achievement in prior year.
	- Procure one (1) motor vehicle for enforcement by the Fisheries Division (2019 - 2020)	Completed	Vehicle to strengthen enforcement capabilities also achieved in prior year
	- Equipment e.g., night vision goggles, navigational tools for MCS&E communities (2022/2023)	Completed	100 sanctuary markers procured and 50 installed across the island as at September 2022; issues

COMPONENT	ACTIVITY	STATUS	COMMENT
	Aquaculture Value chain assessment	Completed	<p>encountered with procuring night goggles and was replaced by the acquisition of buoys.</p> <p>Report was delivered on the value chain – covering market demand, input supply, participants in the value chain and the required regulatory support. NFA to action findings/recommendations</p>
<p>Summary of fidelity to Component 1 Activities: All consultancies and procurement of goods under this Component was substantially completed as at December 2022. Deployment of the remaining 50 sanctuary markers is to be done – 10 sites had received the markers as at end of the 3rd quarter 2022/23. As revised, Component 1 has faithfully executed the planned activities defined for the Component. From the reported status, the activities under this Component are for the most part, completed</p>			
2	<p>Training of farmers by extension officer (2021/2022) A training curriculum based on needs will be developed. Training will include: Aquaculture production technologies, Fish Nutrition and Feeds, hatchery Management, Marketing, Record Keeping and Business Management, Recirculating Aquaculture Systems, Climate Change and Aquaculture.</p> <p>Building of Hatchery (2021 - 2022) & Training of the Hatchery operators (2021 - 2022)</p> <p>Goods to support the rehabilitation of the Hatchery. (2021 - 2022)</p> <p>Consultancy to provide an assessment of feed production for the aquaculture sub-sector, alternative feed production options and prepare business plan. (2021/2022)</p> <p>Consultancy to prepare Business Plan for mariculture/polyculture demonstration facility (2020/2021).</p>	<p>Completed</p> <p>In-progress waiting on approval to build</p> <p>Procurement in progress</p> <p>Completed</p> <p>Business Plans prepared</p>	<p>The training was as at fourth quarter [February 2023] been substantially completed with 2 Parishes outstanding - St. Mary & St. Ann. Progress estimated at 90%</p> <p>Building approval pending from NEPA. Activity is a year behind the plan schedule. The training for operators was rolled in the contract to the hatchery. Training will commence once the construction has been completed. Progress is estimated at 40%</p> <p>Activity behind scheduled, completion was planned for the prior year. Progress estimated at 5%</p> <p>Completed within planned time frame</p> <p>Activity substantially completed at the time of writing</p>

COMPONENT	ACTIVITY	STATUS	COMMENT
	Works for refurbishment of the demonstration oyster/sea moss farm (2021/2022)	Implementation pending	Funding identified through JSIF. The Business Plan is awaiting the World Bank's non-objection. Progress is estimated at 30%
	Goods for equipment, inputs to oyster/sea moss farm [NFA TO ID FUNDING]	No funding has been identified to date	The NFA was expected to source funding – this has been rolled in to the Business Plan for refurbishment of the demonstration sites. Progress on this activity is estimated at 5%
	Training in mari-culture/poly-culture including curricula, training plan, material using farmer field school methodologies, including train-the-trainers (extension officers)	Implementation pending	Contact has been made with the FAO for funding support. No progress to date – movement will depend of securing funding.
	Mariculture/polyculture Sub-project	7 Business Plans approved	Approval was granted in January 2023 for the 7 plans completed – the activity is behind schedule with 3 of the remaining 10 plans being finalised and actual implementation pending. Progress is estimated at 20%
	Consulting Service - (a) Assess Pelagic Stocks; (b) Develop Pelagic Fishery Management Plan consistent with International Commission for Conservation of Atlantic Tunas (ICCAT) including bait fishery management; (c) pelagic fish market analysis and strategy; (d) capacity analysis including suitability of vessels	Consultant's report was received	Activity was delayed – data provided from the NFA Extension Officers catch & effort report. Follow-up action to be executed. Estimated progress is 95%
	Training in use of agro-met service tools	Training commenced	Training of trainers [24 NFA Extension Officers & 1 Director trained]. Expected to train fishers. Progress estimated at 50%
	Goods to retrofit existing vessel for longline fishing; navigational equipment (GPS, etc.); Material for Pelagic fish ID, Pelagic fish data collection manual and data forms; Component Parts for FADs and longlines; Bait for longline fishing; Gear to harvest suitable bait; etc.	Procurement in progress.	New vessel to be procured at cost of US220,000, training to be included under contract. Progress estimated at 5%

Summary of fidelity to Component 2 Activities: Reports suggest alignment with planned activities under the restructured project for Component 2; there have been a few modifications with rolling in of sub-activities to related activities which is assessed as yielding

COMPONENT	ACTIVITY	STATUS	COMMENT
greater efficiency in execution. Some actions are behind schedule. Based on the reported status, overall progress on this Component is estimated at 35% .			
3	<p>Consulting service to undertake baseline assessment of gender and youth dynamics in the fisheries sub-sector in the selected communities.</p> <p>Consulting service to develop climate projections for inland aquaculture, coastal and pelagic fisheries</p> <p>Consultancy to deliver agromet services</p> <p>Consulting Service -Knowledge Attitudes and Perceptions assessment in the targeted communities.</p> <p>Consulting Service for development and implementation of Behaviour Change strategy</p> <p>Consultant to help in Formalising Community-Based Organisations</p> <p>Conduct training in business management and technical skills including financing, record-keeping, marketing, and managing staff and as well as craft related skills such as boat and engine repairs.</p> <p>Training - Implement targeted community-to-community learning tours/visits and knowledge exchange in order to share best practices including innovative livelihood options.</p> <p>Consulting services - to develop a Fisheries Database Information Management System at the Fisheries Division (design, develop)</p>	<p>Completed</p> <p>In progress</p> <p>Completed</p> <p>Completed</p> <p>In progress</p> <p>This assignment has not commenced</p> <p>This assignment has not commenced</p> <p>Commenced</p> <p>Not yet commenced</p>	<p>This consultancy was completed in December 2020.</p> <p>Contract in progress with UWI; as at December 2022 the work was 20% completed, work is behind schedule following reported delays in contract signing.</p> <p>Reported as completed but was not verified</p> <p>This consultancy was completed in November 2020.</p> <p>Reported as 50% completed from the reports reviewed. A communications plan has been drafted, and inception report for the campaign received; a TOC schematic has been done.</p> <p>Outstanding; Project Manager informed it will be incorporated under the sub-projects at Component 2</p> <p>Outstanding; Project Manager informed it will be incorporated under the sub-projects at Component 2</p> <p>Reported as commenced by the Project Manager with 30% outstanding/70% completed.</p> <p>TOR being developed</p>

COMPONENT	ACTIVITY	STATUS	COMMENT
<p>Summary of fidelity to Component 3 Activities: Activities are being implemented for the most part aligned to the lines of action of the restructured project. There have been some adjustments which prima facie, seem to be strategic and should yield greater efficiencies. From the reported status, as at December 2022 this Component was estimated as 64% complete.</p>			
<p>4</p>	<p>Contract PIU staff – Project Manager, Admin Assistant, Procurement Officer, Financial Officer;</p> <p>Procure a vehicle for the project</p> <p>Audit</p> <p>M&E [MTE & Final]</p>	<p>Most staff planned are in place</p> <p>Vehicle was procured</p> <p>Audits are current</p> <p>The Mid-Term Evaluation is in progress</p>	<p>The PIU is currently without the services of an Administrative Assistant – the staff having resigned.</p> <p>Vehicle is in place and operational</p> <p>Audits are to be done annually by the Auditor General. The Audit report for the financial year ending March 2022 was reviewed and presents a clean/unmodified report, financial statements of the project were determined by the Auditor as being free from material misstatements and error.</p> <p>Evaluation Report to be made available by March 2023 having been contracted in November 2022.</p>
<p>Summary of fidelity to Capacity of PIU staff: As planned, 75% of PIU staff are in place; all staff had been contracted however one has since left the job. The PIU is lean and carries coordination and project management responsibilities for a wide range of activities with the intention that the NFA, a principal beneficiary under the project, will provide technical support for execution of project activities. Procurement is a catalyst for implementation as the PCCR was designed to be executed by consultants in close collaboration with the NFA. Even though rescope, the lines of action and activities detailed in the restructuring still seems ambitious given the capacity and other issues identified with regards to the intended support for execution of the project. These will be further detailed in ensuing sections related to the focus of this section of the report.</p>			

Section 2.2. Achievements Prior to rescoping of the PCCR: The project commenced implementation in 2018 and got off to a slow start due to issues related to:

- i. Inadequate budgetary provision for consulting assignments;
- ii. Difficulty in recruiting PIU staff due to inadequate budgetary provisions based on the skills and competencies requested in the ToRs;

- iii. The project was designed to be provided with technical support from the NFA which was transitioning from the Fisheries Division of the then Ministry of Industry, Commerce, Agriculture & Fisheries;
- iv. By late 2019, the COVID-19 pandemic had reached Jamaica and by March 2020 lock-downs and restrictions on travel, limits to personal interaction and the need for physical distancing impacted some of the planned activities.

There were however some activities which were executed during the period 2018 -2021 these are detailed in the table below.

Table 2: Activities commenced & completed prior to rescoping of the PCCR Fisheries Project

COMPONENT	DESCRIPTION OF ACTIVITY	COMPLETION DATE	COMMENTS
3	An Analysis of Climate Change Knowledge, Attitude and Practices in the Fisheries Sector	November 25, 2020	The consultancy was undertaken by BRAC Consultants. The consultancy had been planned as a year 1 activity but not executed until year 3 of the project. This was mainly due to inadequate budgetary provision and the impact of the pandemic.
3	Promoting Community-Based Climate Resilience in The Fisheries Sector Project: A Social Assessment of Climate Change Impacts on Gender, Youth and Labour Dynamics in The Fisheries Sector	December 21, 2020	The consultancy was undertaken by C2M2C2 (Evaluation Consulting). The consultancy was also planned as a year 1 activity but not executed until Year 3 mainly due to budgetary limitations and the pandemic. The study was intended to provide empirical data to support transitions to alternative livelihood activities at the community level.
2	Development of Business Plan for establishment of an Aquaculture demonstration farm	Commenced in Year 2- 2019	Work has continued on this activity as reported at table 1 above. Activities in the rescoped project would have resulted due to delays in the first planned activity.
2	Development of menu for mariculture/polyculture and other alternative livelihoods, and community mobilisation workshop	Completed in 2018/19	Work is also continuing as noted in table 1. This line of action would also have been impacted by the pandemic.
3	Goods - computer hardware and software	Completed	Equipment provided for NFA operations
3	Advisory services to the Fisheries Division to strengthen capacity of Fisheries Division personnel	Completed	Support being provided to the NFA
3	Consulting Service – Development and implementation of Behaviour Change strategy	Initiated in year 2	This activity appears to be on-going
4	Engagement of PIU staff	September 2019	The full team – Project Manager, Financial Specialist, Procurement Officer and Administrative Assistant was in place at the date indicated.
2	Consulting Service (Firm) – Development of guidelines, protocols (and/or drafting of regulations where there is no applicable ones) for: i) freshwater aquaculture; ii) for	Initiated in year 2	Activity completed. The regulatory framework will be subject to further refinement from the Aquaculture Policy and the Monitoring & Surveillance Policy which it was reported is an MOA&F responsibility

COMPONENT	DESCRIPTION OF ACTIVITY	COMPLETION DATE	COMMENTS
	long-line pelagic fisheries; iii) for Mari-culture.		
1	Consulting Service – Drafting regulations to give effect to Community-based fisheries management including community-based MCS&E	Completed	This activity was originally scheduled for year 2. The regulations and protocols to follow was 80% completed as at December 2022.
1	Facilitate 6 sensitization workshops for judiciary, police, and coast guards,	Completed	This was complementary to the enforcement activities under the project
1	Procure 2 vessels to support enforcement activities by the Fisheries Division	Completed in year 2	1 vessel was procured to support enforcement
1	Procure 2 motor vehicles for enforcement by the Fisheries Division	Completed in year 2	1 vehicle was procured to support enforcement
1	Equipment for MCS communities	Initiated in year 1	Some equipment provided as reported at table 1; important in supporting enforcement.

Summary Comments on Progress prior to rescoping of the PCCR Fisheries Project: As stated before, the start-up of the project was challenged with procurement and budgetary issues; additionally, there was a 1-year delay in recruiting staff. An officer from the Fisheries Division of the Ministry assisted in project management between August 2018 to May 2019 and continue to support the newly recruited staff until November 2019. Four months later the pandemic reached Jamaica and the resulting lock-downs and restriction on travel had a negative impact resulting in a further slowing down of the pace of execution. Training and other activities which required interaction was slowed and targets not achieved as planned. The lack of agility from the end of the MOA&F for responding to the pandemic was an issue common to a number of entities in Jamaica and the rest of the Caribbean. There are lessons to be learned from the resulting fall-out due to COVID-19. Another issue that may have had an impact was that the NFA, the entity created from the transitioning of the Fisheries Division under the MOA&F, has been experiencing a protracted period in formalising the transitioning of staff. Many of the extension staff that interact with the fisher folk are seconded to the NFA, operating somewhat in limbo. Their support of the project understandably, would be affected as they were expected to absorb the project activities along with their established work load. This would have implications for cost and operational planning. At the time of this evaluation, the staff transition remains a work in progress having started in 2018 when the Fisheries Act came into being. This is another issue that is to be considered as the NFA [a direct beneficiary of the PCCR] was expected to provide technical support to the PIU in the implementation of activities under the project. The lack of clarity as to whether it was the MOA&F or the NFA that would provide technical support creates a difficulty for accountability; the functions of the Division concerned, was in the throes of being devolved to a new agency of the Ministry. The responsibility imposed on the NFA was assumed but not formally documented. Prima facie, the project would appear to have under achieved with a disbursement drawdown of only **39%** at the close of the financial year as at March 2022. However, when all the causal factors are considered, there are explanations for this that were/are outside of the control of the project.

2.2.1. The National Fisheries Authority (NFA): The NFA is a primary beneficiary of the PCCR Fisheries Project as the project is designed to enhance the capacity of the NFA to fulfill its functions on behalf of the fisheries sub-sector. The head of the NFA, was clear as to the role of the Authority in providing technical support to the project. There was acknowledgement that in this regard, there was room for improvement. Awareness of the project within the Authority was low, though there was knowledge of the actions/activities

emanating from the project, specific mention was made to the agromet and aquaculture activities. There was also acknowledgement that progress on the project was slow. Reasons cited included:

- Underbudgeted consultancies;
- Procurement delays due to bureaucratic process;
- Supply chain delays consequent on the pandemic; and
- Staffing delays on the project

The matter of awareness was discussed as needing to be improved. Staff within the NFA had been identified as change champions to support the change management process. The NFA has been unable to attract suitably qualified staff to manage its communications function due to unattractive salaries. The Communications plan which is an output of the PCCR is to be contracted out for execution, however there were delays in agreeing the ToR, which has since been resolved. The matter of unattractive salaries at the NFA in general, coupled with a prolonged transition period where staff are expected to assume technical support for activities of the project without consideration of compensation as the activities were expected to be absorbed into the operational plans of the staff. The latter seemed to have been done. Survey conducted as a part of the MTE, with target beneficiaries found that NFA staff facilitators seemed at first mostly unaware of the PCCR. However, when asked to describe some of the duties being carried out or when the funding source was named along with the name of the Project Manager, they were knowledgeable of the project activities and were actively engaged in supporting those activities. The take away is that the actions of the project were absorbed in operational plans with staff [extension/field officers] largely being unaware that the actions were related to planned lines of action under the PCCR project.

The Head of the NFA is keenly aware of the slow pace of drawdown of the grant and like the Project Manager, is aware that activities which represents low hanging fruits to increase spend will need to be targeted. The NFA shares responsibility for expenditure under the PCR with the MOA&F, with the PIU being a processing unit for payments. The expectation is that current ongoing activities and the execution of the business plans related to the sub-projects under Component 2 will need to be advanced.

The staff who facilitated the start-up of the PCCR currently operates within the NFA and was able to inform on those activities which were initiated during the one-year period service as a project officer operating out of the Division of Project Management & Coordination, MOA&F. Interestingly it was pointed out that there is no formal documentation identifying the NFA as the body that is to provide technical support in the execution of the PCCR activities. The role was assumed given the devolution of functions from the

Fisheries Division to the NFA under the transition arrangements which operationalised the NFA. The evaluator also did not find any documentation which formally gave direction to the NFA, reference was to the Ministry in discussions with the PIOJ from which the project idea emanated. The officer who was involved in the development of the PAD is very aware and knowledgeable about the project and some of the issues (some unforeseen) that has plagued the project. Those cited included:

- Poor internal (NFA) communication about the PCCR;
- With the operationalisation of the NFA staff were expected to carry out their job functions while absorbing those from the project without due consideration for cost as the added task was not reflected in the NFA's budget;
- The impact of the pandemic and the impact it had on deliverables from overseas consultants due to lockdowns and related issues;
- Issues with the management of the procurement cycle and planning to compensate for the bureaucratic nature of the function, that is, having to satisfy both GOJ's and the World Bank's requirements;

There is remaining work to strengthen the legislative framework to support the NFA's functions coming out of draft policies delivered under the PCCR. The NFA is expected to undertake the ground work for preparation of drafting instructions and the required consultative process for eventual tabling of the Bill by the MOA&F.

Summary Statement: The Authority will need to increase its technical support to the project, particularly in view of the lean PIU structure and the limited time remaining and the number of outstanding actions and grant resources yet to be expended.

2.2.2. The Division of Project Management & Coordination, MOA&F: Discussions held with the Director who is also a member of the Project's Steering Committee, validated much of the issues identified by the PIU and NFA related to underbudgeting and COVID-19 which was a big risk factor for the project which "could not have been anticipated or mitigated". The Director acceded that the project was in hindsight, very ambitious. It was felt however that studies which were undertaken under the auspices of the Division and which defined the project activities [studies related to livelihood and environment] would have given a fillip to project execution. The initial plan was to have combined the functions of project management with a fisheries specialist, however the budget under the grant agreement provides for only **6%** of grant amount to cover administrative (includes PIU salaries) expenses. The standard cost allocated

for project management generally falls in the range of 10-15%. The pandemic emerging in Jamaica at the time it did coincided with the early phase of the project cycle and created much of the delays seen. This information which explains the seeming underperformance of the project has been triangulated with other information collected from discussions with stakeholders and help to explain the performance issues experience by the project.

Summary Statement: The Ministry and particularly the Steering Committee, needs to lobby for support both for adequate budgetary allocation/fiscal space for the PCCR and transitioning of staff and formalise the relationship between the PIU and the NFA. This will be particularly important going into the next financial year as the evaluator was informed that the project was granted conditional period of extension for 12 months against application for a 23 months extension. The condition for the added time will be for the project to achieve drawdown of 70% of grant funds by December 2023. If the fiscal space is not provided in the 2023/24 budget the matter of further extension becomes moot.

The Ministry needs to prioritise the transition arrangements for the NFA, to provide a sense of stability with respect to tenure rather than a protracted status of being on secondment which has an indirect negative impact on the project.

2.2.3. The Planning Institute of Jamaica: The PCCR Fisheries Project had its conception coming out of the PPCR project a larger initiative to build climate resilience. The PCCR it was said, is grounded in policy under Jamaica's NDP, related to the National Outcome "Hazard risk reduction & climate change." The project was given birth as the PIOJ recognised that no action related to the fisheries sector, which is a significant contributor to GDP, was included in the larger PPCR project. The PIOJ lead the approach to the GCF for funding support in the amount of US\$5 million for the PCCR. Approximately US\$125 thousand of that amount was used to cover preparatory cost for the project. The balance of US\$4.875 million was the grant amount available to underwrite the cost of the PCCR. The PIOJ reported that in collaboration with the Fisheries Division of the MOA&F in 2014, [the NFA was not established until 2018] wide consultations were conducted in tandem with institutional strengthening of the Fisheries Division in preparation for transitioning into the NFA. A number of community consultations were done to inform the PAD and to respond to the needs expressed by the Ministry at that time which were said to be:

- Capacity building through the training of fishers;
- Pelagic fishing;
- Provision of tools;

- Behaviour change; and
- Impact of climate change on the sector.

The PCCR was design as part of a suit of projects and would be supported through beneficial relationships with other projects. This in part helps to explain the rather ambitious set of actions under a comparatively limited budget and a lean PIU structure. The PIOJ has stated that it was recognised from inception that the project was ambitious. The issues encountered by the project from their perspective include:

- Accessing the appropriate technical expertise;
- A limited budget; it was expected that the NFA would have budgeted what was needed to support the project, however the NFA was also granted inadequate fiscal space;
- Issues resulted in mainstreaming the PCCR activities under the NFA;
- The advent of the COVID-19 pandemic;
- Heavy dependence on the [MOA&F] Fisheries Division for technical support - of note the MOA&F expected that support to come from the newly established NFA. The MOA&F might not have been as nimble in getting out the ToRs in a timely manner and then got caught in the restrictions imposed as a result of the pandemic.

The PIOJ informed that under the PPCR there was significant public awareness building between 2011-2015, three years prior to the start of the PCCR which explains the seeming lack of awareness by fishers (the report of survey of fishers is provided below) as having built awareness no action followed that would have cemented in the minds of these direct beneficiaries what was expected to have impacted their livelihood. In 2023 no tangible benefit came from that earlier work that would have brought top of mind responses related to the outputs and expected impact of the project. There was some tracking done by the PPCR of the PCCR but there was no clear information if any action flowed from any gaps identified. These early actions predated activities from the sub-projects under Component 2 which were to directly benefit the fishers. The PIOJ is also a member of the PCCR's Steering Committee.

Summary Statements: The take away from the consultations with the PIOJ is that there were, in hindsight, design flaws with respect to the scope of the project and the lean structure planned for the PIU and the seeming unclear arrangements put in place for the technical support to the project from either the MOA&F or the NFA. The lack of clarity with respect to the support would undoubtedly have resulted in gaps. Additionally, the support expected from the other suit of projects seemed not to have been realised or accessed. The project would have benefitted from dedicated specialised knowledge to effectively execute,

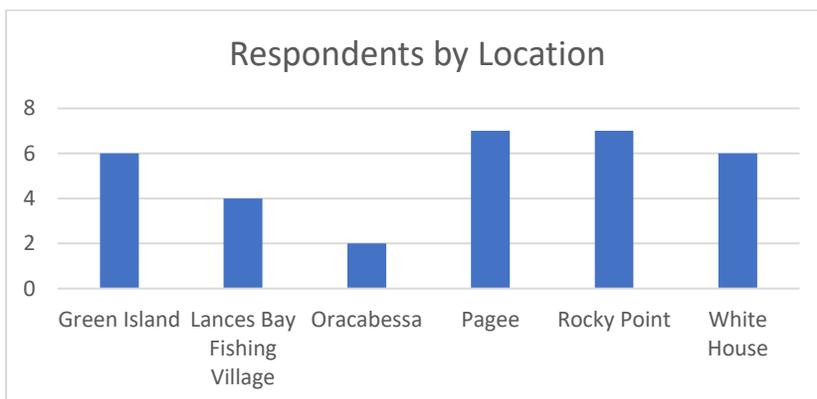
this however was not included in the structure. The MOA&F had indicated that it had attempted to have engaged a Project Manager with such specialised skills but was frustrated due to inadequate budget/financial provision to meet market. The overestimation of what the impact of mainstreaming the technical aspects of the project in a division in the throes of transitioning into a NFA, and the backstopping support on which the project outputs were predicated were not realised between the periods 2018 – 2020 an estimated 3-year underperformance which the evaluator deems to be a design flaw to some extent.

2.3. Impact to date on Direct Beneficiaries: A focus on the 10 subprojects under Component 2 is expected to have a direct impact on livelihoods of fishers and to provide training to improve or change practices. It was therefore seen as important to obtain the perspective of these intended direct beneficiaries of the PCCR. Survey of six out of a possible selected 10 sites was undertaken using both face-to-face and virtual mode for administration of a survey (See instrument at **Appendix 1**). The report examines under this point matters related to level of awareness of the project. The survey design had targeted 43 respondents across 10 sites. However, the coverage of the survey was for 6 sites and 32 respondents/fishers as shown in the table below.

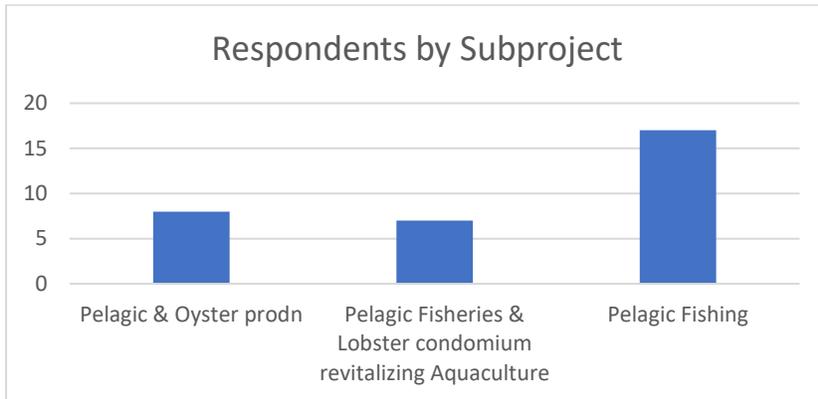
Table3: Number of fishers interviewed across the six project sites

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Clarendon	7	21.9	21.9	21.9
	Hanover	10	31.3	31.3	53.1
	St James	6	18.8	18.8	71.9
	St Mary	9	28.1	28.1	100.0
	Total	32	100.0	100.0	

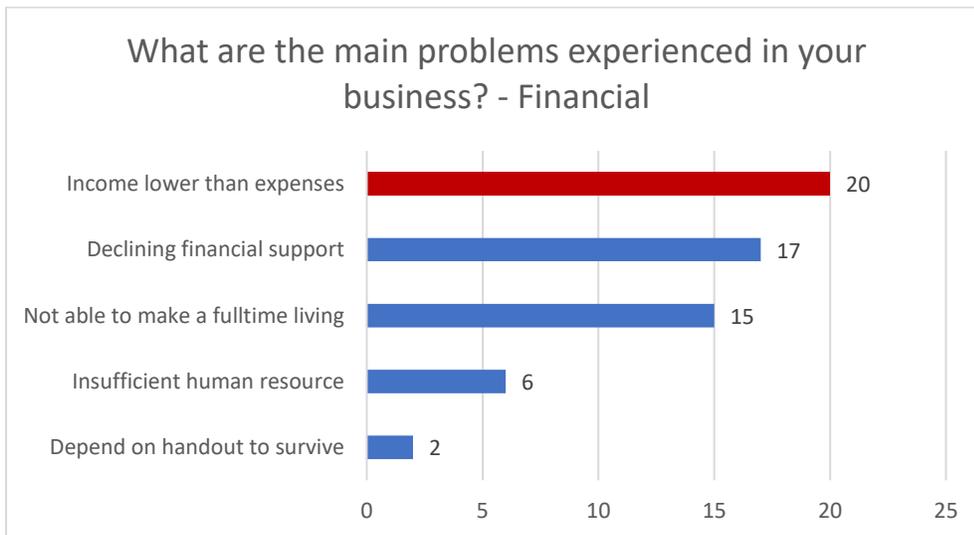
The respondents per location is shown in the graph below.



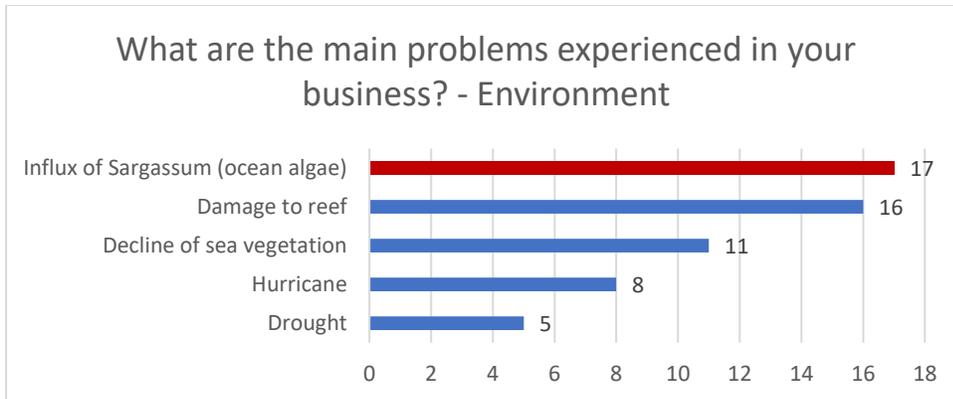
In terms of the proposed focus of the subprojects in the selected locations coverage is as shown in the graph below.



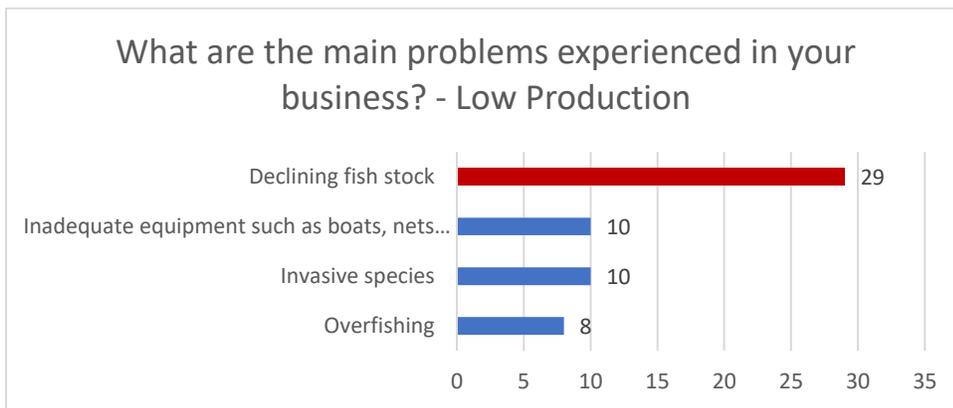
The age groups varied from fishers who were 19 and under and those up to the over 60 age group, with largest numbers falling in the 50 – 59 age group. Of those interviewed 18.8% were female and 81.3% males. Most over 90.6% were fisher folk with 3.1% being fish vendors. The graph below reinforces the need for the project activities as it relates to livelihood diversification as in response to question related to the main problems with their business income stability was identified as a major issue.



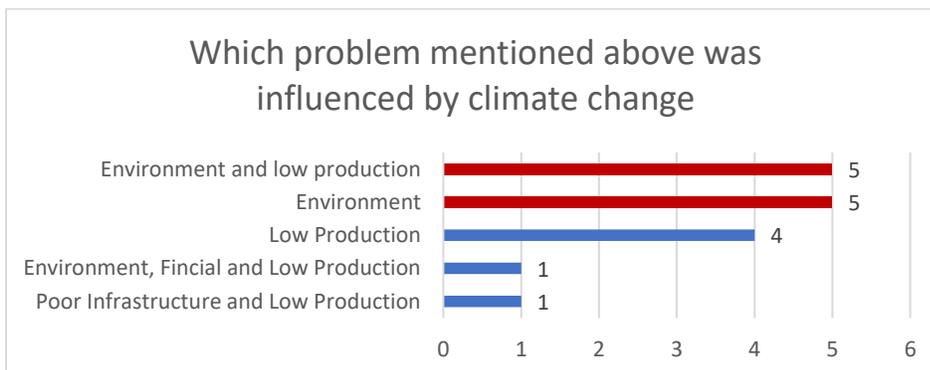
Other issues identified which addresses the matter of climate change is shown in the graph below, again underscoring the importance of the activities planned related to building capacity with respect to climate change resilience.



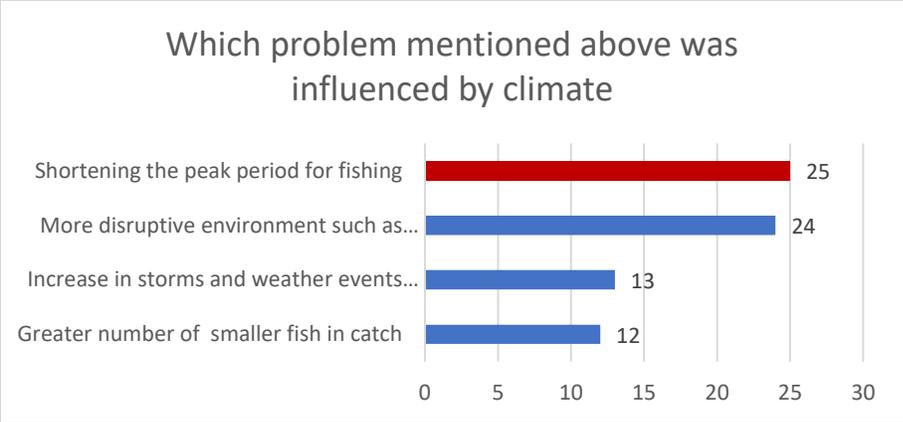
Other issues of note which addresses impact of the environment and livelihood also reinforces the need for the project.



There is continuing need for the project if livelihoods are to be impacted and although almost all fishers were aware of the phenomena of climate change and could relate their issues to climate change as seen in the graph below.



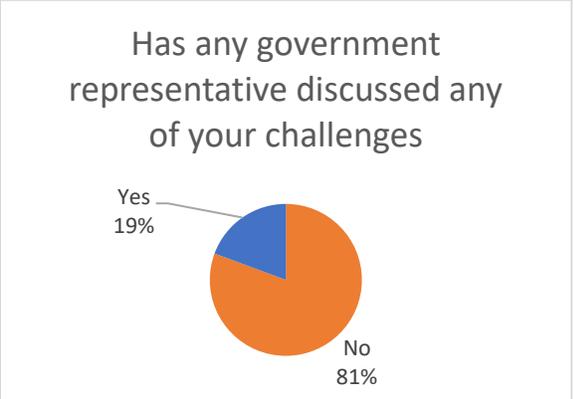
Fishers were able to directly relate their change experience to climatic change as note below



A significant number of the respondents (13) did not know what action they could take to improve the situation, 15 respondents felt a change in their practices could be beneficial and 6 felt cleaning up the environment would be a solution – see graph below.

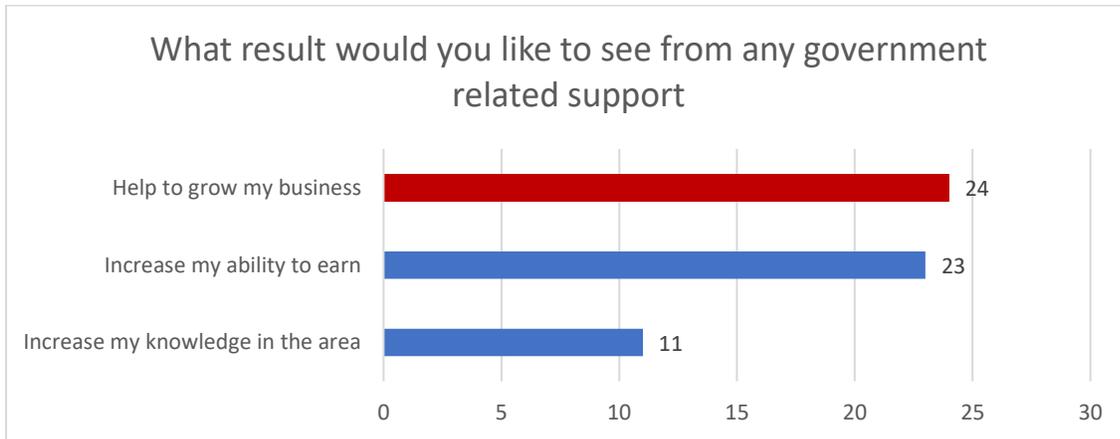


On the matter of awareness of the project, the following graphs paint a picture in response to 2 questions posed – “Has there been discussions with any government representative of your problems” and “Are you aware of any project that would help to improve your business”.



At this time the needs identified when the project was being planned remains. The project has not had an impact due to the passage of time between the extensive consultation and awareness building and delays

in getting the subprojects off the ground. The needs identified during project planning remains and endorses the project's development objective as still being relevant. Diversification and training remain relevant.

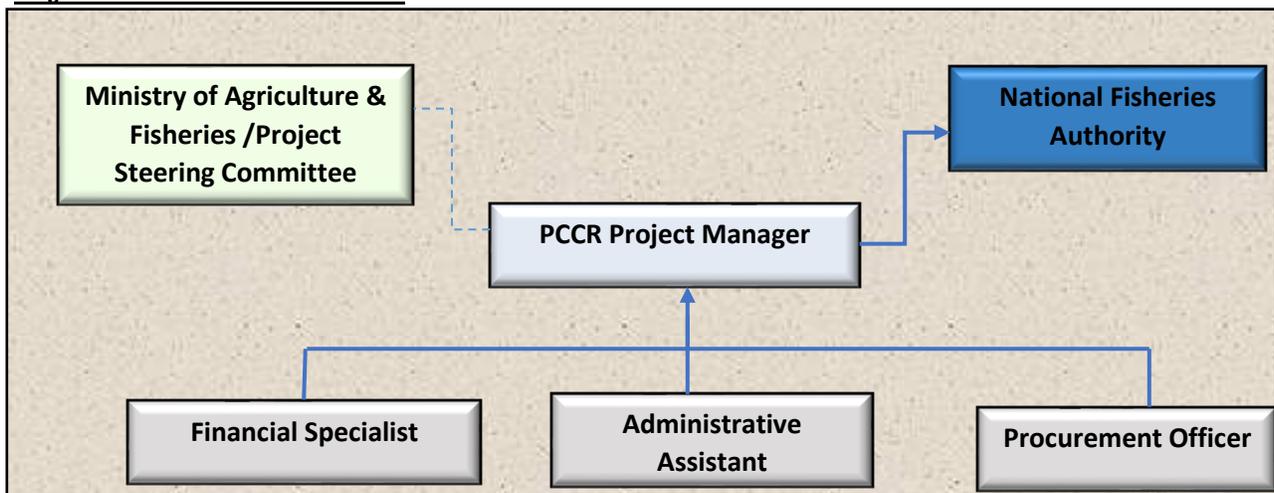


Summary Comments: The project has not had an impact on the intended direct beneficiaries based on responses from those surveyed. It is to be noted however that implementation of the subprojects is delayed. Recently, approval was given for 7 of these projects which should address some of the issues highlighted by the fisher folk. The timeline remaining, even with a 9–10-month extension, will be challenging but in order to satisfy the PDO consideration should be given to allowing for the roll-out of the subprojects which will be of important benefit to the fishers and the sector. As a point of interest, the sector was a refuge for many during the pandemic when persons experienced job loss, with many turning to fishing to earn a living.

2.4. Project Management:

The PIU of the PCCR is lean by design with a somewhat dichotomous governance structure as shown in the diagram below.

Diagram 1: Structure of the PCCR PIU



Structure & Governance: The Project Manager has three support staff reporting directly to her. At the time of this MTE the project is without the service of an Administrative Assistant as the previous incumbent has resigned. The Project Manager reports directly to the head of the NFA [the direct reporting relationship is determined on the basis that it is the NFA Executive Director that does the Project Manager’s performance evaluation]. There is also a functional [represented by the dotted line] reporting relationship to the MOA&F. The Steering Committee which gives oversight to the project is Chaired by the Chief Technical Director (CTD) at the MOA&F. The Project Manager provides monthly reports submitted to both the NFA and the Steering Committee chaired by MOA&F.

Project Effectiveness: The PIU is expected to (i) Coordinate the Project Management functions – procurement, finance and project scheduling and (ii) coordinate the technical activities coming out of the project. Technical support as already discussed, is provided by the NFA and includes preparation of ToRs, evaluation of proposals, preparation of technical documents and review of submissions from consultants. The NFA has a Technical Working Group (TWG) charged with the support function to the project. The Project Manager functions as the technical liaison with the TWG. The Project Manager therefore plays a dual role under the structure of scheduling and coordinating the technical outputs for the project while also having to be accountable for the project management functions. This is not deemed as an effective arrangement. Coordination of projects is a crucial strategy used to deliver high-quality project results; coordination of the PCCR is limited by the capacity of the PIU and the main outputs to be delivered by the project is dependent on a body carrying shared responsibility for expenditure with the parent Ministry while the Project Manager is generally expected to be accountable for implementation under the project⁵; risk levels are therefore heightened. Prioritisation of members of the TWG’s work load with that of the project could portend operational deficiencies. The matrix below examines the project management function against six criteria for effective project coordination.

Table 4: PCCR Effectiveness of organisation for coordination of execution

Characteristics	Description	Assessment of Compliance
Coordination of PCCR technical activities	All Components of the PCCR are designed to satisfy the PDO under various foci; however, there is no support to coordinate the activities under each Component in support of the project management function. In effect the Project Manager is the de facto coordinator supporting the efforts of a Technical Working group comprised of senior managers of	Not Satisfied

⁵ Of note both the NFA & MOA&F are involved in the processing of payments and procurement arrangements, which makes them having shared accountability along with the Project Manager/PIU.

Characteristics	Description	Assessment of Compliance
	the NFA. While there are funding restrictions that limited the size of the PIU – the operating structure lacks effectiveness and is at risk for implementation gaps and deficiencies. This especially as the assigned Technical Working group is not accountable to the Project Manager	
Unity of action	Coordination is intended to create unity in action; the coordinating process must allow for unity among the various activities of the project. This means that similar activities would be grouped for greater levels of efficiency.	Somewhat satisfied following the restructuring where ToRs were streamlined and aligned activities were combined
A continuous process	The approach is continuous and achieved through coordinated planning over the life of the project.	Satisfied. The project is required to provide Annual Operations Plan to the World Bank. These are used to produce Annual Project Plans (APP) for the PCCR – plans spanning periods from 2019/20 – 2023/24 were reviewed and reflected activities as defined in the PAD and the restructured project activity plan. The planning process is seen as continuous.
Pervasive process	The methodology addresses technical coordination of each Component feeding into the overall project coordination which allows for the pervasiveness of the process. For the PCCR this is satisfied through the Technical Working group which is not seen as sufficient. This is recognised as a structural/design deficiency.	Unable to Satisfy
A management responsibility	The grouping of activities with a similar focus under one manager/technical officer accountable under the project is not a feature of the PCCR. Again, seen as a deficiency in design	Unable to Satisfy
Coordination is a deliberate function	Work arrangements for the PCCR is not structured around coordination of Component activities feeding into the overarching plan for the project. Design deficiency.	Unable to Satisfy

The PCCR, based on the assessment of effectiveness [2 of 6 or **33%** of the effectiveness criteria were met], which does not exhibit effectiveness in project coordination. The seeming unsatisfactory rating may however not be a performance issue, but rather a design issue. The evaluator appreciates that the project is grant funded with a small budgetary provision for project administration with no reported counterpart financing. These are causal factors that impact the assessment. Had this MTE been done a year prior, one recommendation might have been to provided dedicated technical support in the PIU to coordinate the activities of Components 1-3. This is still worth considering if extended time over a one-year period is considered as it may yield good value for money. The evaluator recognises that the Project Manager has a

heavy work load with dual functions for project management and coordination as well as, technical coordination of project activities for which she is accountable. Her efforts in this regard are recognised/acknowledged.

The Project Manager's work flow is guided by the Operations Manual (still in draft at the time of the MTE) and the AOPs/APPs which inform the work of the Project Manager. The Project Manager is guided, with respect to the technical functions and requirement, by the MOA&F and support with execution of these requirements by the NFA. The Project Manager is the accountable officer for the PCCR and in this regard, gives oversight to financial management and procurement. The staff in both these areas operate with fair levels of independence in carrying out their administrative functions which is essentially managed jointly by the MOA&F and the NFA. Both areas follow agreed standard operating procedures (SOPs) in the conduct of their work. The work processes for these functional areas are detailed in the sections below.

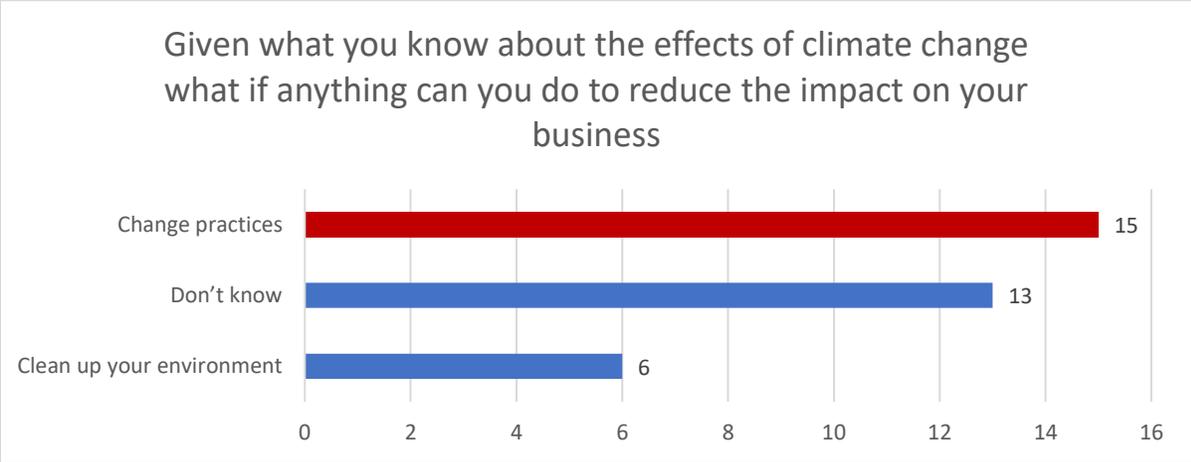
The Project Manager was asked to assess completion of project activities which was compared with the evaluator's assessment of completion and is shown in the table below.

Table 5: Comparison of status of Completion as rated by the Project Manager & Evaluator

Components	Sub-Components	Project Manager's Assessment of % completion	Project Manager's Reason	Evaluator's Assessment of % completion	Evaluator's Comments
1	Strengthening the Fisheries and Aquaculture Regulatory Policy and Framework.	100%	All activities in this Component are completed	100%	The evaluator's assessment is based on information in the Project Manager's report of all activities under the restructured project for the Component.
2	Diversification of Fisheries Based Alternative Livelihoods	20 %	Activities left to be completed is the majority portion of funds to be spent. This included the building of a climate resilient Hatchery and the execution of the sub projects. These are to be completed with the extension granted.	35%	The evaluator's assessment is based on information in the Project Manager's report of all activities under the restructured project for the Component. The Project Manager's focus seems centered on the subprojects. The evaluators assessment (Table 1) is the activity is at 20%
3	Capacity Building and Awareness	26%	Activities outstanding includes the completion of the campaign activities and building capacities which are to be	64%	The evaluator's assessment is based on information in the Project Manager's report of status of completion of <u>all activities</u> under the restructured project for the

Components	Sub-Components	Project Manager's Assessment of % completion	Project Manager's Reason	Evaluator's Assessment of % completion	Evaluator's Comments
			completed with the extension granted.		Component and not just the focus area highlighted by the Project Manager.

The Project Manager's rating is deemed by the evaluator as reflecting the areas of focus for the Project Manager given the imperative to satisfy the conditional extension granted for disbursement to be with 70% of grant amount⁶ by December 2023. The evaluator's assessment is based on the reported completion rates for activities by components indicated in the Project Manager's report. The Project Manager is also concerned that the PDO may not be fully met [on a five-point scale this likelihood was given a rating of 3 by the Project Manager] by end of project given the conditional extension granted and sited delays experienced by the project; she opined that with the ongoing activities, stakeholders are becoming more aware and adopting to climate resilient practices. She was of the view that the completion of Component 1 and the execution of enforcement activities, under this Component, is changing the behavior of fish farmers and fishers. This assessment by the Project Manager may hold some validity when compared to response from fishers regarding change in practices as demonstrated in the graph copied below.



The Project Manager is of the view that there are areas not considered under the project that could benefit from intervention align to the PDO. The “other areas for consideration to strengthen the Fisheries Sector would be a designated Projects Department in order to continue and support the Ministry overall strategic Plans to build resilience in the Fisheries sector to enhance continuity of the PPCR and operationalizing some of these activities.”

⁶ This was reported in consultations with MOA&F, NFA & the PIOJ.

2.4.1. Financial Assessment: All expenditure related to the PCCR is done through the MOA&F. Financial operations of the PCCR is caused through two types of expenditure related to payments against (i) contracts and (ii) payments for purchase orders. The financial operations are in effect processing of payments. Actual management of the financial operations is through the MOA&F and the NFA. Real accountability for financial operations lies outside of the project. The two processes are as depicted in the diagrams below.

Diagram 2: Payment Process for Contracts

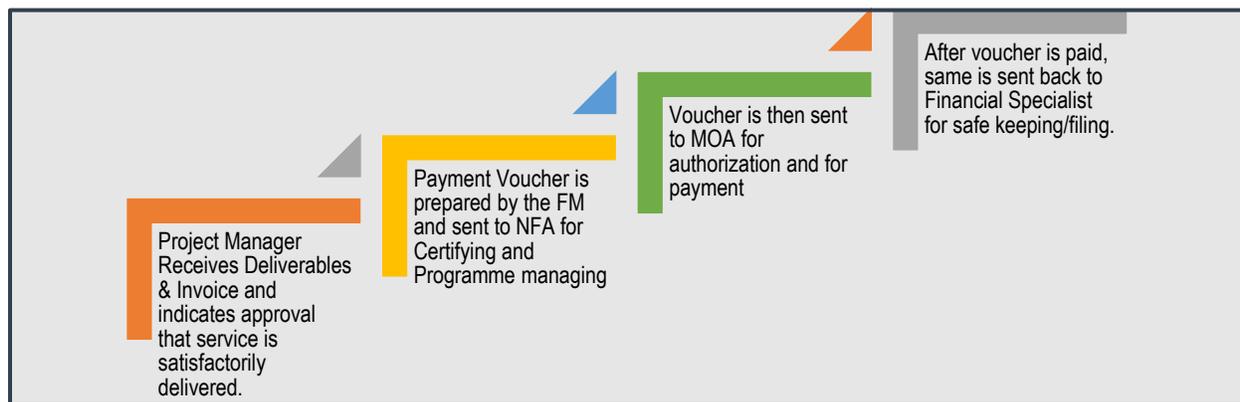
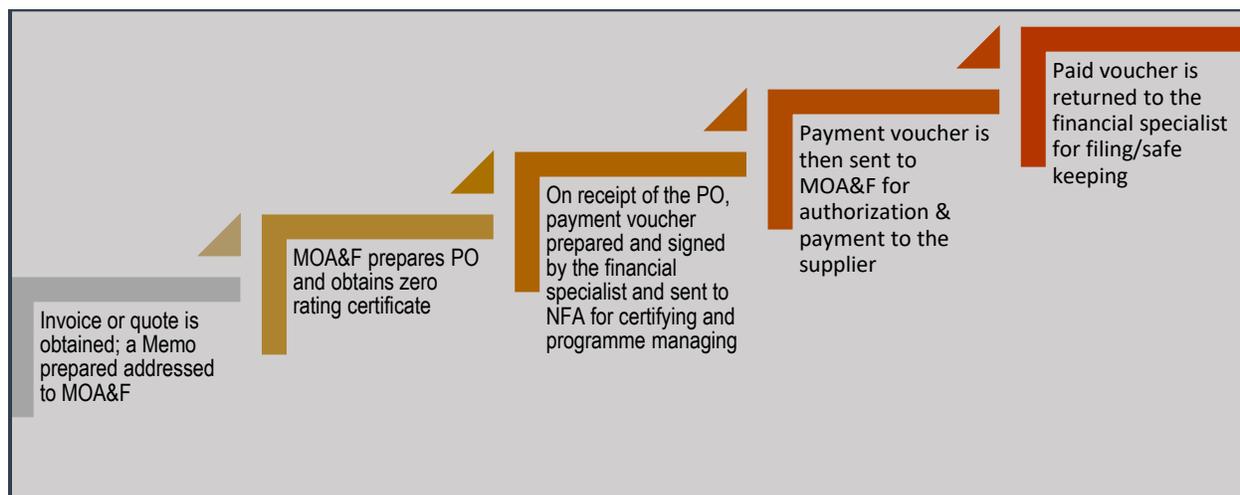


Diagram 3: Payment process for Purchase Orders



Accountability for financial management is shared between the NFA and the MOA&F. This trichotomous arrangement lacks efficiency, splinters accountability and allows for added layer of bureaucracy with the PIU simply performing payment processing functions. The PIU, NFA and MOA&F three entities are involved in processing of payments from diverse geographic locations.

2.4.1.1. Disbursement which reflects expenditure to date: The table and graph below show disbursement/expenditure as at December 2022.

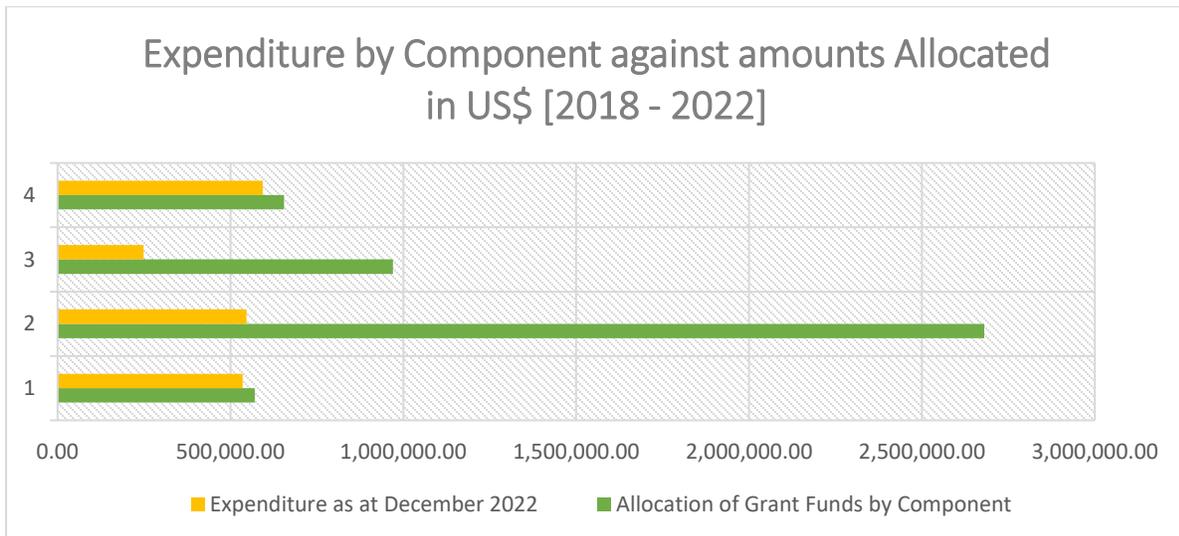
Table 6: Disbursement Amount by Component as at December 2022

SOURCE OF FUNDS	COMPONENT	AMOUNT ALLOCATED ⁷	AMOUNT US\$ DISBURSED AS AT DECEMBER 2022	VARIANCE	NOTES
		US\$(000)			
World Bank	Component 1	600,000.00	535,733.42	64,266.58	Components 2 & 3 had only utilised 20.6% and 25.6% respectively of grant resources allocated. Implementation status based on rescope activities for these Components suggest that status of completion was 35% & 64% respectively.
	Component 2	2,650,000.00	546,797.56	2,103,202.44	
	Component 3	970,000.00	248,771.10	721,288.90	
	Component 4	660,000.00	593,512.71	66,487.29	
	TOTAL	4,880,000	1,924,814.79	2,955,245.21	
GOJ	Component 1	0			No counterpart funding allocated as at this time
	Component 2	0			
	Component 3	0			
	Component 4	0			
	TOTAL	-			
OTHER	Component 1	0			No other financial support secured though discussions are being held with JSIF
	Component 2	0			
	Component 3	0			
	Component 4	0			
	TOTAL	-			

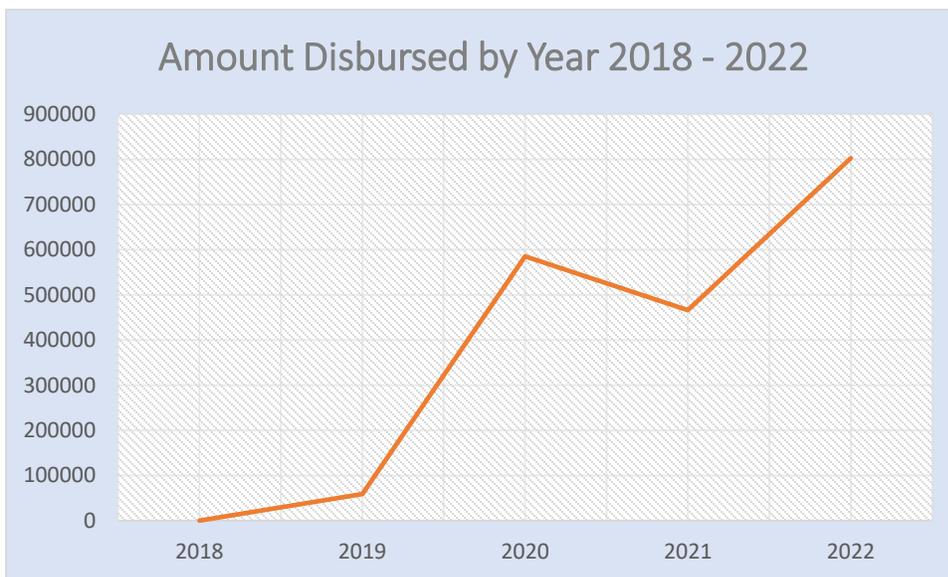
Variance showing for Component 1 may be due to yet unpaid invoice(s) or amounts in excess that could be transferred to Components 3 or 4. Component 4 average annual expenditure over the period 2019 – 2022 is estimated at US\$148,398.18 suggesting a shortfall of (US\$86,910.89) to cover PIU administrative expenses (includes salaries) over the expected period of conditional extension to be granted. Implementation for Component 3 based on the Project Manager’s report, dated 2022/23 suggest that

⁷ **REFERENCE TO:** Restructuring paper

completion was 64% with 74.36% of allocated resources not spent as at December 2022. Again, this could reflect invoices not yet paid for activities completed or in-progress. Component 2 which is rated as 20% complete from the Project Manager’s report has approximately 79.6% of allocated resources not yet spent. It is clear that the focus of activities must be on Component 2 if the condition of 70% disbursement is to be realised by December 2023. The graph below depicts the status of expenditure by Components.



The disbursement⁸ pattern by year is also instructive as shown in the graph below.

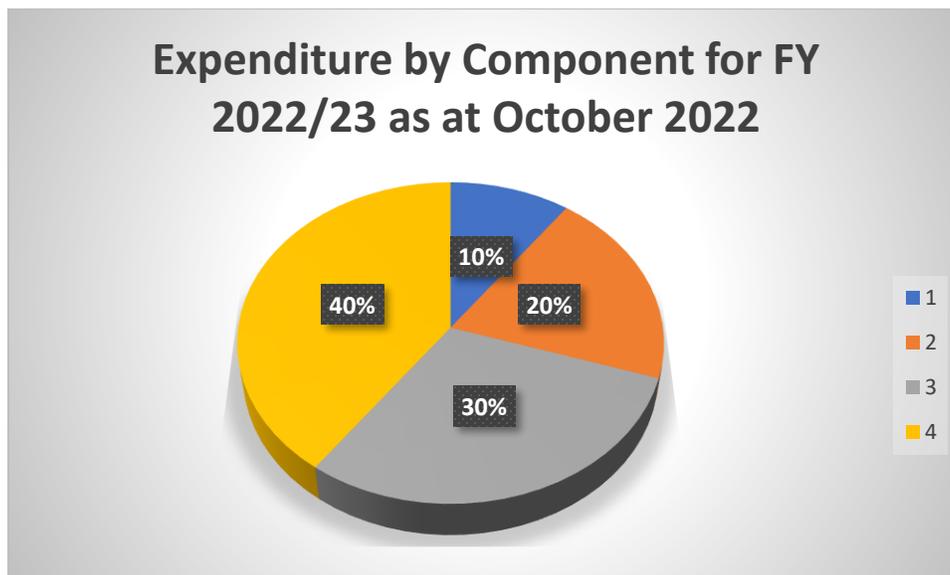


The peak periods appeared to be 2020 and 2022. Cumulative drawdown as at December 2022 was 42.92% amounting to US\$2,092,299.22 with balance remaining of US\$2,782,700.78 (57.08%). Of note the

⁸ SOURCE: Ministry of Finance & the Public Service/Debt Management Unit

PIU was in place by September 2019 which may have accounted for the spike in disbursement over the 2020 – 2022 period.

The budget/fiscal space provided for the PCCR for the FY 2022/23 was J\$99,642,000; expenditure as at October 2022 was J\$51, 451,281 00. Expenditure by Component is shown in the graph below.



Component 4 which covers Project Management (includes administrative expenses) accounted for 40% of expenditure, with Components 3 & 2 accounting for 30% and 20% respectively. These are the Components that have significant amounts of Grant funds allocated remaining to be drawn down. The focus to meet disbursement targets will need to be on these two Components.

Audit Report: The audit report for the period ending March 2022 was reviewed which showed that as at that period total project investment and fees amounted to US\$1,400,467; US\$455,189.30 represented current year expenditure with prior years accounting for US\$945,277.70. The Auditor General reported general compliance with the relevant articles of the Grant facility at Articles I – III. The Auditor’s report found that the PIU maintained an adequate accounting system in keeping with satisfactory financial/accounting/management practices. The Auditor’s opinion was that the financial statements examined for the FY 2021/22 was in keeping with International Public Sector Accounting Standards (IPSAS).

2.4.2. Assessment of the Procurement Process: The procurement functions of the PCCR are administered by a Procurement Specialist who reports to the Project Manager. He interacts with both the

NFA for activities related to development of technical requirements/ToR and with the MOA&F where approval for award is managed. The process followed is depicted in the diagram below.

Diagram4: The PCCR Procurement Process



The process followed is compliant with the requirements of GOJ and the funding agency which must approve the activity a key stage of the process [approval of ToRs and non-objection of the process leading to an award]. Assessment of the current procurement plan provided by the Project Manager revealed the following status of activities by component.

Table 7: Status of Procurement under the PCCR Fisheries Project: Procurement Plan 2023/24

Component	No. Of Activities Completed	No. Of Activities in Process	No. Of Activities not yet started	Comments
1	All – 100% completed	N/A	N/A	Consistent with progress report which validates the status report for this component
2	1 – RAS System was awarded November 7, 2022 and work commenced November 14, 2022	11 – related to the sub-projects – publication of EOI/RFQ all planned to be initiated in February 2023.	4 – related to construction of the hatchery; procurement of equipment & goods to support the sub-projects & renovation of the mariculture facility also to support the sub project	Start dates estimated for procurements which are in process are scheduled between April & June 2023. For those where publication has not yet been done but estimated to be published in March 2023 start dates are estimated between May to August 2023
3	Not detailed in the plan	Not detailed in the plan	2 – related to development of the Fisheries Management website and development of the behaviour change strategy.	Publication of these consultancies are scheduled for March with expected start date in July 2023.
4	Not applicable as procurement relates to staffing and related expenses in the PIU. Though the PIU is now without an Administrative Assistant – no planned procurement is detailed in the plan			

The assessment is based on a review of the current procurement plan made available by the Project Manager dated 2023-2024. The plan does not provide for historical data; however, a review of the 2021/22 plan revealed that all procurements scheduled for that Financial Year were awarded and scheduled completion was between November 2021 through to June 2023. When an analysis of the procurements executed and scheduled is done the following is instructive in terms of the expected spend under the project:

Component 2 – With approximately over US\$2 million to be drawn down the plan shows planned procurement estimated for completion in 2023/24 of just over US\$1.8 million.

Component 3 – With approximately US\$700,000 remaining to be drawn down, the plan only has procurements valued as of the 2023/24 plan, of just over US\$500,000.

The focus of the project should be on these two components if the goal to make 70% of draw down by December 2023 is to be realised. Undoubtedly, the focus has to be placed on the sub projects where the biggest spend can be realised provided, the procurement target dates are met.

The scope of the work for one person is heavy as the administrative processes required can be very time consuming. Given that time is of the essence, consideration could be given to providing clerical support over the next 6 months to the Procurement Officer. Prima facie, though the function appears to meet compliance requirements and is in keeping with protocols (GOJ & World Bank), service delivery seems less than efficient and may be related to work load.

2.4.3. Monitoring & Evaluation: The evaluator reviewed the Theory of Change (TOC) schematic provided, which it seems undergird the project's M&E framework. The TOC schematic was posited against a problem statement "*Fisheries sector in Jamaica is faced with declining stocks due to unsustainable fishing practices, environmental degradation, and climate change impacts*" which aligns with Project's PDO. The TOC's critical assumption was that:

- The government of Jamaica remains conducive to policy reform for fishing sector
- Fisherfolks have the incentives and see the value in adaptation of climate resilient practices
- People reached with the awareness raising campaign are the right target group (as well as women in the fishing communities)

Five KPI's and an accompanying Results framework was also reviewed. The Results framework for the Project has not been updated. None of the targets set for the PDO have been met or appear to be on target. Some of the intermediate targets however have been satisfied as shown in the table below.

Table 8: Results Framework Intermediate Targets

INDICATOR	CURRENT ⁹	TARGET
IR 1: Strategy and Action Plan for the National Fisheries and Aquaculture Policy submitted for approval by the MICAF	Report was received and reviewed	Unable to comment if submitted for approval by MOA&F
IR 2: Government personnel with increased competency in climate resilient fisheries practices and management (number of people)	Training was reported as commenced with 24 persons trained	40
IR 3: Targeted communities that receive training in climate resilient fisheries and aquaculture practices under the Project (number of communities)	Completed in February 2023	Target of 10 communities met
IR 4: Targeted people reached by awareness raising and behavior change activities supported by the Project (number of people)	Activity undertaken between 2014/15 prior to start of the PCCR – activity under the project delayed	75,000 – not yet met
IR 5: Community-based fisheries and aquaculture organizations with increased capacity to implement climate resilient activities (number of organizations)	Activity delayed	15 – not met
IR6: Number of marine protected areas under community-led sustainable fisheries management	Activity delayed	10 – not met

In theory, there is a template for an M&E plan. However, the documentation reviewed was incomplete and seemed not to be updated. In the evaluator's opinion, given the issues experienced on the project more attention is needed to this function, particularly if the project is to ensure that the remaining activities are executed to satisfy the objectives of the project. This will require careful monitoring and tracking of progress. The PIU does not have dedicated staff with responsibility for this function which falls within the Project Manager's job scope. This is an area that could potentially provide good support to the Project Management function; however, the function is unlikely to add value as intended, which is important at this critical period of Project's execution, if attention is not given to the M&E function. The Project Manager may be actively involved in monitoring activities during field visits, however the documentation provided for

⁹ Source: Project Manager's Annual Report

review did not give evidence of this. The opinion is that the value to be derived from this function is not being realised and needs attention.

2.4.4. Comments on Communication & Change Management: The Project has a Communications and related action plan developed/documented but not being executed. The NFA currently does not have staff to support this activity. The evaluator was informed by the Project Manager and the Executive Director of the NFA that the execution of the Communication strategy is to be contracted out, however there were delays in agreeing the ToR which have now been resolved. This is a weak area for the PCCR – direct beneficiaries' awareness of the planned interventions is low, as too are some internal staff of the NFA. Building awareness will be important to behaviour change a key outcome of the project. The slow and delayed start of this activity is deemed to be a major deficiency in the implementation of the project.

3.0. Focus Question 2: The likelihood that the interventions to enable climate resilient practices and improved livelihoods will be realised

The Project was approved March 7, 2018 with an original closing date of March 31, 2023. Therefore, five years were scheduled to execute a suite of activities including Policy strengthening, economic stimulation, capacity building and awareness raising within the context promoting Climate Resilience with a view to achieving the development objective of increasing climate resilient practices among targeted fishing and fish farming communities in Jamaica.

Component 1 - Strengthening the Fisheries Policy and Regulatory Framework was scheduled to be completed within a financial envelop of USD 0.57 million; Component 2 - Diversification and Fisheries-based Alternative Livelihoods had an envelope of USD 2.68 million and Component 3 - Capacity Building and Awareness Raising had an envelope of USD 0.97 million. These were the technical components through which the artifacts of the project are to be delivered. The project management component accounts for USD 0.66 million. Based on the description of the components provided in the project document the areas of the project focused on interventions to enable climate resilient practices and improved livelihoods are components 2 and 3. Together these components account for 75% of the project funding with component 2 responsible for utilizing the majority of the project resources in the amount of 55%.

Component 2 is a disproportionate contributor to the development and fiscal objectives of the project.

Component 2 was intended to provide support for sub-projects on climate-resilient freshwater aquaculture, coastal mari-culture/polyculture, and other alternative livelihoods, including providing support to targeted fishing and fish farming communities, though, *inter alia*, training and workshops, works, provision goods, and technical assistance; The substance of this work would commence and be guided by the development of business plans for the targeted areas.

Component 2 was also intended to provide support for the development of artisanal longline fishing for offshore pelagic through -

- (i) conducting a baseline stock assessment to determine the seasonal availability and potential yield of each species and baits for sustainable offshore pelagic fisheries;
- (ii) developing a sustainable management strategy for offshore pelagic fisheries, including distributional parameters, international management standards, capacity and international safety standards for the local and export markets; and

- (iii) providing training and equipment to pelagic fishers.

The original scope of the project included a target of fisher group that adopt alternative livelihoods. The project was scoped to execute interventions with 12 groups, this was however reduced to 10 as part of the restructuring of the project in 2020¹⁰. These interventions within these 10 groups would be driven by the development of business plans (See table 9- Primary Attributes of Business Interventions) that would address the nature of the existing practices performed by fisherfolk to promote climate resilience as well as, finding alternative methods to be economically productive. The scope of Component 2 also included the design of a climate proof, bio security Hatchery. The activities were to include the development of a mariculture/polyculture demonstration facility.

Approximately 7 of the 10 business plans due as part of the revised scope were completed by January 2023. All the plans were completed between Oct 2022 and January 2023 (see table 9- Primary attributes of Business interventions) only a few months short of the scheduled end date of the project. It is primarily through the realization of the implementation of the plans and the development of the Hatchery that climate resilient practices would be enabled and improved livelihoods realized.

There are great expectations on the part of senior management of the MOA&F for delivery of future benefits by the hatchery. The project document states that the existing Tilapia hatchery owned by the Fisheries Division in Spanish Town would be refurbished, climate-proofed, and upgraded, including the ponds and canals and the production of quality seed stock (i.e., brood stock, advanced fry and fingerlings). The Project will also support the expansion of local feed production (e.g., fish meal, green water) in order to address high cost of imported feed currently used widely in aquaculture in Jamaica.

Senior management of the MOA&F indicated that a strategic intention of the Ministry is to increase production of fingerlings by five million per year and simultaneously increase consumption of Tilapia within the general population. The development of the hatchery is directly in line with this strategic direction. Renovations on the six ponds of the hatchery are completed and are to be filled with brood stock. The physical upgrade of the facility however was delayed in procurement and negotiations are being concluded in respect of funding support that is to be provided by the Jamaica Social Investment Fund. A logical rationale exists if a position is taken that the benefits intended by the project should be realized because of the overall strategic importance of the project to the MOA&F. Historically, the focus of the efforts by the

¹⁰ Reference – restructuring paper

Ministry of Agriculture and Fisheries has heavily slanted to the agriculture part of the portfolio which focuses on crops and livestock and value-added production. There has been a raft of initiatives over the years driving development of agriculture but very little in the way of fisheries. Though it can be considered a small project as far as the commitment of resources are considered, the potential benefit to delivering on the interventions to enable climate resilient practices and improve livelihoods are significant and could be considered a fundamental strategic and practical shift in the operations and business of the Ministry. The project is of particular importance to the National Fisheries Authority which drives the fishery activities of the Ministry. The Authority is responsible for creating, facilitating and enabling the environment that will cause fisheries to be a much greater sustainable contributor to the Gross Domestic Product (GDP) of Jamaica. An important way to do this is to facilitate diversification of the fisheries sector. Up to recently, the concentration was primarily on three types of fisheries – fin reef fish, lobster and conch. The project seeks to assist the Ministry and the country to diversify into deep sea fishing (pelagic) and other types of fishing, looking at mari-culture/poly-culture operations such as oysters, sea cucumber and sea moss and ensure development and efficiency gains in aquaculture. The project therefore will result in the broadening of the offers of the fisheries Authority. This shift and intent are chronicled in the strategic plans and annual workplans of the ministry. This is important to facilitate the overall realization and intended impact in the coastal communities. The project is also a practical display of building in climate smart components in the strategic plan which is critical for any ministry of Agriculture within the current global context. The likelihood that the interventions to enable climate resilient practices and improved livelihoods will be realised increases significantly if through the project, fisherfolk are able to preserve the value of the resources at sea. This means the fisher folk should be making enough money from what they take so that they do not have to take too much of what they should be leaving at sea in order to make up earnings. The overall treatment of the environment from which fisherfolk make their living become vitally important as does the education that is intended to come through the project and the ongoing education through the NFA to allow for the implementation of alternative practices where necessary.

A key feature of the diversification push by the project is providing support for the development of artisanal logline fishing for offshore pelagic. The project will conduct a baseline stock assessment to determine the status of targeted fish. The assessment will help to determine the seasonal availability and potential yield of each species and baits, and hence, the sustainability of offshore pelagic fisheries. If sustainability is confirmed the project was scheduled to develop a sustainable management strategy for offshore pelagic

fisheries. The project is also intended to provide a substantial input with respect to skill-based training and provision of equipment.

Business Intervention	Project Planned contribution USD	Area	Parish	Plan Completion Date
Local fish feed production (Small & Medium-sized Enterprises)	195,000	Hill-Run	St. Catherine	Nov-22
Ecotourism for sustaining fish sanctuaries	226,000	Galleon	St. Elizabeth	Oct-22
Coastal oyster farming (Open Sea)	162,882	Savanna-La-Mar	Westmoreland	Nov-22
Revitalizing fresh water Fish farming	125,000	Ebony Park	Clarendon	Nov-22
Coastal oyster farming	163,000	Green Island	Hanover	Nov-22
Ornamental fish farming	285,000	Hope Zoo	St. Andrew	Jan-23
Sea moss production	190,000	Oracabessa	St. Mary	Jan-23
Total	1,346,882			

The business interventions provide a good mix of diverse types of fisheries. There is a mix of in land and coast/sea-based activities. Of the three interventions scoped and designed, three are in land, namely the local fish feed production, revitalising fresh water fish farms and ornamental fish farming. Three are sea based – two dealing with oyster farming and one with sea moss production. The ecotourism activity is a mixture of land and sea-based activities. There is a positive level of creativity and risk management in spreading the context of the interventions. Though the majority (6 of 7) of the interventions designed thus far focus on the south of the island, there is a good mix between urban/near urban and non-urban interventions. However, consideration can be given to focusing the remainder of the interventions on the northern section of the island. The diversity being promoted through the business interventions will allow for fisheries to tap into different sections of the market, catering to a variety of palates but also satisfying a need beyond merely plated fish. It should be noted that the lowest estimate of funds to be directed from World Bank resources is USD 125,000 and the highest estimated amount is USD 285,000 with a mean average of USD 192,412. When the strategic importance of the interventions is considered coupled with the actually dollar value of the contribution, if the project is unable to satisfy what has been communicated verbally as the terms of the extension, then this position should not make completing or realizing the interventions and their benefits significantly prohibitive for GOJ to underwrite. This statement however, should not be taken as a suggestion (or any type of encouragement) for the GOJ to advance the remainder of the project alone. There are strategic advantages to continuing the engagement with the Bank. These

advantages go beyond the utilization of grant funds by a state with modest revenue in-take. There is a cultural association (for better or worse) with the utilization of multilateral funds that promotes greater alacrity than funding from direct GOJ revenue. The evidence of this exists upon examination of the fiscal utilization of revenue funded projects versus loan or grant funded projects. There is also a positive in respect of procurement as the project will be able to utilize the multilateral exclusion clause in the GOJ procurement law. The full execution of the seven interventions would utilize 67% of the remaining resources (USD 2 million) under component 2. The project manager communicated that the remaining three business plans would be completed in the very near term. With the average size of the intervention being USD 192,412, utilization of the remaining component 2 resources would be near 100% (96% using the mean figure). These interventions however, require approximately 2 years for full utilization of the intended resources. As will be shown below however, a substantial portion of the World Bank resources will be used for capital investment and can therefore be front loaded. In respect of overall utilization of resources, it must be noted that activities such as the hatchery is not considered in the analysis around the business intervention. Once that and other interventions are factored then the project could be in a good position to utilize the resources. However, strong technical and high-level support will be needed to ensure consistent and substantial disbursement.

Table 10 Climate Resilient Business intervention of the project intended to improve livelihoods (fish feed)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Local fish feed production (Small & Medium-sized Enterprises)	Fish Feed	<p>develop recipe(s) for improved quality, more cost-effective fish feed</p> <p>Produce new floating fish feed locally use mostly local ingredients to create the fish food including existing by-products and waste products from the agriculture and food supply chains on island</p> <p>Expansion of an existing private facility to house new processing equipment</p> <p>Increase the volumes of fish production locally</p> <p>supply fish feed to small scale tilapia and ornamental fish farmers</p> <p>Practical experimentation to make improved formulation of local fish feed with support from NFA (esp. Aquaculture Branch) and the Scientific Research Council (SRC)</p>	<p>Procurement of new pulverizer/ feed mill</p> <p>Procurement of extruder</p> <p>Procurement of a Dryer</p> <p>Procurement of a Solar Power System</p> <p>Implement Rain Water Harvesting</p> <p>Erecting the new processing area of 5,000 sq - extension of existing facility</p>	85,000

Fish feed and fingerlings are two of the highest contributors to cost of production for fresh water fish farming. There is currently limited production of fish feed in general in Jamaica and even more limited importation of the floating fish feed¹¹. As mentioned above floating fish feed would decrease the harvesting time for fresh water fish by two months. Full realization of this intervention would be a game changer for the industry. Risks exist and have been identified in the business plans such as the length of time it might take to develop the recipe for the fish feed. A more specific element of that risk is keeping the time line for any further development of the recipe to within a reasonable fraction of the proposed extension timeline. The mitigation measure suggested in the business plan does not account for the specific element of the risk mentioned here. The positive working in favour of this activity, is that the local producer partnering with the Ministry has a number of year experience developing variations of the floating feed. Another risk, not mentioned in the plan is that of putting in place acceptable logistics for the utilization of by-products and waste products from the agriculture and food supply chain on the island. A related risk mentioned in the plan is that of free by-products being charged for over time. The mitigation measure mentioned is that of locking the supplier in medium term contracts. Another consideration that should be included when considering the likelihood of the benefit being realized is assessing the financial model with raw material at different cost levels to determine the threshold at which the entire intervention becomes unsustainable. The factors that could lead to these costs becoming a factor should be carefully considered beyond what currently obtains to ensure sustainability. In general, however, the mitigation measures suggested will require active monitoring of the situation, early response and some will require a strong commitment of resources.

The capital investment cost is 44% of the overall cost of the intervention and as suggested above, should be front loaded for greater effectiveness.

The business intervention will have other value-added elements such as third-party contractual services based on the different types of training received through the project. Of note, the government will be investing in a private entity and should ensure that all the necessary conditions are in place to ensure benefits are fairly spread to the intended beneficiaries.

¹¹ Local Fish Feed Production (small & Medium Sized enterprises) Business Plan

Table 11 - Climate Resilient Business intervention of the project intended to improve livelihoods (Ecotourism)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment Cost USD
Ecotourism for sustaining fish sanctuaries	Ecotourism	<p>supplement income stream with the development of products and services for sale to the wider public</p> <p>Tourism activities to be developed within the attractive natural setting of the fish sanctuary business will utilise the existing staff at the Sanctuary – mainly wardens - and train them in the new roles such as tour guiding targeted customers will be local and overseas visitors to Jamaica seeking a nature-based experience in the unspoilt setting of southern Jamaica</p> <p>Long term - Create fulltime employment for five community members</p> <p>Long term - Preserve the natural environ in Long Acre and the existing fishing industry</p> <p>Long term - Improve living standards in the district and surrounding communities</p> <p>Long term - Improve fish stock</p>	<p>Procurement of a converted 40' shipping container to serve as a mobile office / Interpretive Centre</p> <p>Procurement of 5 modern kayak boats for use with new excursions in Fish Sanctuaries</p> <p>Procurement of one boat with a 40hp outboard engine (or electric motor)</p> <p>Procurement of a Solar Power System</p> <p>Gazebo constructed as a waiting/ hang-out are for customers</p> <p>Mini-Pier constructed to allow easy access for visitors to transfer from land to boat</p> <p>training staff in the related alternative livelihood skills such as tour guiding, scuba diving, swimming, first aid and lifesaving</p>	147,800

The intervention is positioned appropriately in a Parish that has trended towards boutique and ecotourism type attractions. This is a positive indicator that the benefits of the initiative should be realized in keeping with the niche of the Parish. The managers of the intervention will also be able to leverage the existing attractions to pull customers as an official or unofficial package. Risk elements were identified in the business plan with sufficient mitigation measures identified. There was an even spread of medium and high-level risks with no high-level risks being identified. Proper attention to monitoring and managing the risks identified will increase the likelihood that the intervention will be realized as well as, the associated benefits. The capital investment contribution by the World Bank represents 65% of its overall contribution to this initiative. Once a well-defined, repeatable method of quickly realizing the capital input is established, the likelihood of the success of implementing the intervention within the proposed extension period increases significantly.

The sustainability of the intervention will be addressed through additional investment beyond the provisions by the World Bank to establish a dedicated retail outlet to meet the projected demand and the building of a boardwalk to sensitively access bordering mangroves for tours. The initiative will also focus on securing pre-booked tours and effectively utilize the internet for marketing and bookings.

Table 12 - Climate Resilient Business intervention of the project intended to improve livelihoods (Coastal Oyster-open Sea)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Coastal oyster farming (Open Sea)	Oyster farming	<p>Facilitate the Western Supreme Oyster group in pursuing the application of their knowledge and experience in oyster farming operations in a commercial manner within their local environs</p> <p>Upgrade and expansion of an existing 3 oyster racks with another 3 oyster racks to grow oyster on a commercial basis</p>	<p>Mobile office (converted 40ft sea container, doubling as secure storage space)</p> <p>Electric Boat Engine</p> <p>Pier or Jetty as a departure and landing site Repairs to the three existing oyster racks Buy materials, construct and install additional three oyster racks Protective work gear, Life Jackets Igloos</p>	90,000

Tables 12 and 13 provide information on the interventions focussed on oyster farming in the Parishes of Westmoreland and Hanover. The capital investment represents 55% of the World Bank contribution to the interventions. Similar risk holds for the intervention in both areas. The majority of the risks are low level with a few being medium. The mitigation measures are reasonable in nature and focuses mainly on technical management. This reinforces the need for the NFA to give strong support to the implementation of these interventions and continue to monitor and support these projects post the implementation of the World Bank project. Further to this, the intervention specifically requires technical support to be provided to the groups in the related growing and harvesting activities. The Jamaica Business Development Corporation (JBDC) is scheduled to support the beneficiary in the business and commercial functions. Support from multiple government agencies augers well for the realization of the benefits of the intervention.

Table 13 - Climate Resilient Business intervention of the project intended to improve livelihoods (Coastal Oyster)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Coastal oyster farming	Oyster farming	Re-establish and scale up oyster production and sales for the Green Island Fisherfolk Cooperative Society to refurbish and expand the existing oyster farm infrastructure in Green Island Bay, both on land and at sea.	Mobile Office – Converted 40’ sea container Beachfront jetty or pier Post-harvest handling area – collection, sort package, transportation, chilling Roadside Display & Presentation of oyster produce Potential Anti-theft measures Materials to construct Oyster Racks Gear for staff work on Oyster Farm Solar Power system items Construction of Depuration Unit Spat Collection Units	90,000

Table 14 (below) – Fresh water fish intervention utilizes 66% of the proposed funds as capital investment. The intervention has an in-built sustainability feature, as the changes to the curriculum will be immediately institutionalized and the ponds can become self-sustaining. It is of note however, that this particular subproject is not mentioned in the list of sub-projects stated in the Estimate of Expenditure 2023/2024.

Table 14 - Climate Resilient Business intervention of the project intended to improve livelihoods (fresh water fish)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Revitalising fresh water fish farming	Fresh Water Fish Farming	to expand the existing, limited Ebony Park Academy (EPA) Aquaculture Curriculum Refurbish existing, dilapidated fishpond training facilities Train school leavers to Level 2 and Level 3 Certification in Freshwater Fish Farming Train existing fish farmers in the advanced techniques of tilapia fish farming, promoting climate change resilience Capacity-build small farmers across the whole life cycle - supply, grow-out, processing, marketing, and sales - with support from U-TECH & REAACT Demonstrate Best Practice models to existing fish farms	Purchase of solar panels and system Purchase of Solar Pumps/Aerators Fencing of Ponds Repairs to Ponds	84,000

Table 15 below addresses ornamental fish farming, another diverse area of fisheries, however, there are structural challenges that need to be addressed if the benefits of implementing the intervention are to be realized. The capital investment is on the low side (39%) of the World Bank contribution. The physical contribution is limited to the upgrade of the breeding, quarantine and export facility at Hope Zoo. The other investments are soft and require a greater focus on engaging consultants.

The strategic actions required to ensure the success of the intervention include a relook at how exporting of ornamental fish is facilitated, the relationships required to effectively facilitate the marketing of ornamental fish and ensuring that there are sufficient players in the market for export from Jamaica to be taken seriously in the international market¹²

Table 15 - Climate Resilient Business intervention of the project intended to improve livelihoods (Ornamental Fish Farming)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Ornamental fish farming, Jamaican Ornamental Fish Farmers (JOFF) Cooperative Hope Zoo, Jamaica	Ornamental Fish Farming	<p>Support to a new collective of SME Jamaican Ornamental Fish Farmers (JOFF), to enable them to develop their capacity and capability to participate in the export market and other business opportunities</p> <p>Enhance the breeding, quarantine, and export facility at Hope Zoo</p> <p>Support the development of an online presence for JOFF</p> <p>Developing e-commerce opportunities for supplemental income streams for the Coop</p>	<p>Hope Zoo Preservation Foundation (HZF) facilities and lab upgrades</p> <p>Upgrades to JOFF Coop hatcheries</p> <p>Building of online presence – e-commerce website, social media, audio-visual content</p> <p>Market development costs such as trips to meet with overseas buyers in Florida</p> <p>Training of fish farmers and capacity building the new cooperative organization</p>	113,000

Table 16 below (Sea moss) – the intention of this business intervention is to focus on a business-to-business model which reduces the need to do extensive marketing and absorb marketing cost. The risks identified for this intervention are mostly low-level risk which augers well for realising the benefits of the intervention. Approximately 51% of the investment is capital cost. The interventions check all the boxes in relation to all overall project development objective.

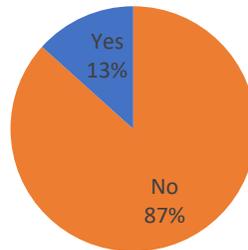
¹² Business Plan – Ornamental Fish Farmers

Table 16 - Climate Resilient Business intervention of the project intended to improve livelihoods (Sea moss production)

Project	Area of diversification	Project aims and objectives	Capital Investment	Capital Investment USD
Sea moss production Oracabessa marine trust, (omt) Oracabessa, Jamaica	Sea moss	<p>Diversify income streams for interested organisation communities</p> <p>expose the fisherfolks /individuals to new farming techniques for sea moss cultivation</p> <p>allow for the development of an alternative livelihood opportunity within the Aquaculture industry to increase employment at the local levels</p> <p>allow for value-added development of the sea moss industry</p> <p>replenishment of fish stock near-shore due to increased activity around the sea moss</p>	<p>A “mound” shallow sea water pond</p> <p>Shade House to be positioned over the existing vats, built using greenhouse shade cloth</p> <p>Building of online presence – e-commerce website, social media, audio-visual content</p> <p>Four (4) additional vats Training of fish farmers and capacity building the new cooperative organization Solar System Drying house (solar) – a small shed</p>	97,750

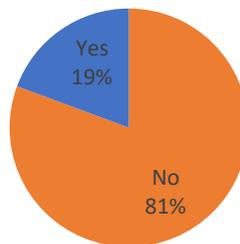
The business interventions scheduled for the project intend to foster change among the individuals, groups, entities and communities involved. An ideal situation would have been a build-up of constant information and feedback to the time of implementation and during execution. These actions would help in promoting the ownership element of any new programme which is important to initial success and sustainability especially for group-based initiatives. The PIU reported that pre-implementation interventions have taken place in the targeted communities. These appear however to have been one off events or events that had significant time gaps between them. The field research conducted by the evaluation team produced results to indicate that the majority of respondents to questionnaires administered in the area were not aware of a future project that would be implemented. In fact, 87% of respondents indicated that they were not aware of any projects to help improve their fishing business. [See graph below]

Are you aware of any project to help improve your business



The evaluators were informed by the PIU that the requisite consultations were done during the development of the business plans. The fisherfolk within the targeted communities interviewed reported however, that 81% of them have not had any government representative discuss challenges related to their business with them.

Has any government representative discussed any of your challenges



Where discussions were had and solutions proposed over time for some of the issues facing the fisherfolk there is some alignment with the intent of some of the proposed projects. Approximately 22% of the persons that had solutions recommended to them were of the view that creating tours for visitors was a good solution. Eighteen percent thought improvements in the fish stock was the way to deal with issues being faced by the business and 6% though that an increase in the number of boats would be the best solution. Without doing a disaggregation by area the information is indicative that some members of the community have at least a sense of what is intended by the government. The project has produced a communication strategy and strategic action plan. As at the writing of this report the plan had not commenced roll out. If dedicated resources will not be provided by the NFA to put the plan in action then

procurement of the human resources to execute the plan should commence immediately and be finalized by April of the 2023/2024 financial year.

Summary Statement: The interventions examined for Components 2 and 3 would suggest that the interventions proposed can enable climate resilient practices and livelihood diversification. The challenges are time and capacity. The interventions have possibility to deliver but some of the same issues that have dogged the project from inception is likely to pose a risk if action to resolve these capacity deficiencies are not addressed.

4.0. Focus Question 3: Risk analysis in order to identify those factors which may have acted as barriers to progress and which could jeopardise successful outcomes for the project

The purpose of risk assessments is to eliminate operational and other risk factors and improve the overall likelihood of success of project initiatives. The PCCR/NFA will need to assume responsibility to perform risk assessments when:

- planned initiatives experience protracted delays;
- changes are made to planned activities to determine impact on the PDO,
- resource constraints [human and capital/fiscal space/budget] exists.

Assessing risk is a systematic process that involves identifying, analyzing and controlling potential/perceived risks. The determination of which measures are, or should be, in place to eliminate or control the risks to the PCCR can present a challenge, particularly given the dichotomous governance arrangements and the tri-party involvement in implementation and varying or competing priorities of each set of stakeholder group. Risk assessment is an ongoing process that that will need attention from the PCCR/NFA so as to update the risk management plan [*one was not examined – the project Manager was however asked to complete a risk assessment which is provided below*] when necessary.

An important element of a risk management plan is having in place an effective strategy for risk communication, that is, exchanging information and opinion on risk to stakeholders as they emerge within the various stakeholder groups each having competing priorities. There will need to be proactive control and evaluation of threats and risks to prevent uncertainties and prolonged delays with respect to the implementation so as to facilitate mitigation of the risks in a timely manner. This will become particularly important for the implementation of the business plans for which risks were identified in the plans. Enhanced awareness on the part of internal and external stakeholders (MOA&F, NFA, PIOJ, MOF&PS and Fishers) of the risks is a necessary action.

9.1. Risk Category

For the PCCR, 6 risk categories are highlighted for attention (both internal and external), these are factors which are to be tracked/monitored. This is set out in the matrix below.

Table 17: Risk Assessment Matrix

Category	INTERNAL	Risk Level	Category	EXTERNAL	Risk Level
Institutional	NFA's capacity to effectively support the PIU given challenges with prolonged staff transitioning arrangements [commenced in 2018, not yet completed] and issues related to uncompetitive compensation	HIGH	Cultural/ Behavioural ¹³	Changing behaviour of fishers many of whom were raised in the practices currently being used	MEDIUM
	Top of mind unawareness of NFA field staff that engage directly with fishers – due to inadequate communication and irregular meetings for informing and reporting.	MEDIUM		Perceptions that they (fishers) can do little to impact climate change – even though they are aware of its impact.	MEDIUM
Operational	Procurement delays, fiscal constraints and inadequacy of PIU structure	MEDIUM	Regulatory Environment	Delays in updating regulations/Fisheries Act	LOW
	Bureaucratic processes involving Ministry, Agency and the World Bank for procurement; financial administration also has similar bureaucratic process involving 3 entities all at different geographic locations	MEDIUM		In adequate enforcement and continued loss through theft being experienced by fishers; the need for more regulations was expressed.	LOW
	Inadequate communication to build public awareness both within the NFA and with fishers	HIGH		Poor promulgation of policy and regulations	MEDIUM
	Delayed implementation of change management and other initiatives – the former being a core objective of the PCCR.	HIGH		Inadequate promotion of the NFA's role in the sector as the Fisheries Authority and sector regulator	LOW
Financial	The fiscal space provided by GOJ for the current FY demonstrates its continued support of the project. This element is a low risk.	LOW	Political	Some fishing communities are highly political which could impact acceptance of the initiatives or the timeliness in which implementation may progress.	MEDIUM
	Inflation which has impacted cost of operations for fishers	MEDIUM			

Risk Key:

LOW 

MEDIUM 

HIGH 

¹³ The survey conducted with the fisher folk suggest however they are open to change especially where tangible benefits can be had and early in the interaction. Hence the risk is rated as medium.

The Project Manager who has day to day responsibility for the PCCR was asked to provide a perspective on risk areas under the project. A matrix with predetermine questions was prepared for the Project Manager's assessment of risk. This is provided in the table below.

Table 18: Project Manager's Assessment of Risk

Introduction:

Project Name	PCCR Fisheries Project
Prepared by	Selena Ledgister – Kellier, Project Manager
Date	February 5, 2023

Evaluation

Item No.	Item	Planning Status *	Risk Level **	Comments/Plan to Resolve
1	Project Planning			
1.1	Did the project plan/PAD open the project to scope creep	Yes	High	Project was under budgeted. The Project had to be rescoped
1.2.	What impact has scope creep had on implementation time & budget	negative	High	Some project activities had to be omitted. Some were schedule to be carried out by the NFA and other agencies
1.3	Are all stakeholders aware of the business objectives of the PCCR	Yes	Medium	Due to the Covid 19 Pandemic, some stakeholders' meetings were not able to be executed.
1.4	Will the business objectives of the PCCR be achieved in full by March 2023	No	High	Due to late start in the business plans which were completed in January 2023, this is insufficient time to carry out the Business Plans. Extension is being sought to carry out the sub projects.
1.5	Does the Project Manager have adequate time to perform the management & coordination functions required to complete the project	No	High	The PIU is short staff and inadequate technical resources to carry out he project. The resolve is to have more involvement with the NFA staff for implementation arrangements.
1.6	Oversight of the project has been effective and well aligned as members are key sponsors of the project agenda	Yes	Low	There is a Project Steering Committee in place.
2	Project Completion			
2.1	Have sufficient resources [capital & human] been made available to complete the project by March 2023	No	High	While the capital is available, there is inadequate human available
2.2	Are there outstanding or in-progress activities that may exceed the time available for project completion	Yes	High	
2.3	Is there a project close out work plan	Yes	High	
2.4	Is a structure in place within the Ministry of Agriculture as well as other allied agency(ies) (e.g., Fisheries Corporation) to realise/support and follow through on the	Yes	High	There is a Project Manager and Coordination Unit at the Ministry of Agriculture and Fisheries however, they are also inadequately staff

Item No.	Item	Planning Status *	Risk Level **	Comments/Plan to Resolve
	initiatives introduced (or to be) by the PCCR			
2.5	Are there any perceived or real political issues that could affect project success	No	Medium	The Project is intended to impact several fishing communities, some being highly politically influenced.
2.6	Are there any perceived or real financial issues that could affect project success	Incomplete	Medium	Due to the project being under budgeted, the Project had to sought co-funding from JSIF.
2.7	Are there any perceived or real socio-economic issues that could affect project success	Yes	Medium	Recovery from the pandemic will affect the project success as well as the cost of inputs for sub projects
3	Project Mission & Goals			
3.1	Are there records/ documentation that will historically set out the purpose, actions and outputs of the PCCR	Incomplete	Low	Documentations are available
3.2	The PCCR has a developed check list for close out of the project	Yes	Low	Close out reports are due 1 month before close out.
3.3	Has the purpose of the PCCR been incorporated in the business strategy of the MA&F	Yes	Medium	There is a strategic and planning department.
3.4.	Is the MOA&F poised to follow through on the project initiatives i.e., has the process to institutionalise the initiatives commenced	No	High	Not aware of any initiative.
3.5	Are systems, policy & legislation in place or are work-in-progress that will ensure the outcomes desired from the PCCR will be sustained.	No	High	This can be strengthened by the National Fisheries Authority
3.6	Are there current indications that further action may be required for the original goals or development objective to be fully realised	Yes	High	Not aware of any other initiative
3.7	Has the project identified other initiatives [not currently included under the PCCR] that will ensure climate resilience within the sector	No	High	The project is not aware of any other climate resilient projects in the fisheries sector.

The value of the risk assessment is to inform future action by Project Management and oversight bodies.

5.0. Focus Question 4: Assessment of a realistic timeline for the interventions proposed to be completed and their continued alignment with the PDO

Table 19 - Showing Annual Financial Outlay of Project Per Financial Year

Financial Year	Disbursed	Expenditure	Short fall in expenditure per fiscal year against available disbursed funds	Budget Allocation (J\$)	Budget Allocation (US\$)	Annual Exchange Rate
2017/2018	0	0	0	4,000,000.00	31,360.25	127.55
2018/2019	500,000.00	-	500,000.00	75,378,000.00	587,239.02	128.36
2019/2020	-	58,857.03	441,142.97	95,406,000.00	719,122.64	132.67
2020/2021	550,067.51	564,345.35	426,865.13	90,000,000.00	634,383.59	141.87
2021/2022	469,676.82	570,782.17	325,759.78	102,322,000.00	680,921.01	150.27
2022/2023	572,554.89	515,602.21	382,712.46	99,642,000.00	652,961.99	152.6
2023/2024				313,650,000.00	2,026,817.45	154.75
Total	2,092,299.22	1,709,586.76	2,076,480.34	780,398,000.00	5,332,805.94	

The project commenced in March 2018 and was provided a fiscal space allocation of USD 31,360 in FY2017/2018. This allocation was not utilized during the financial year¹⁴. The underutilization at that stage was reasonable as the project would have had less than one month to utilize the allocation. In the following financial year (2018/2019) the project was allocated USD 587,239, however, the project was not funded through its first disbursement until November of 2018/2019. The first amount disbursed was only USD 500,000 which was USD 87,239 less than the fiscal space available. The initial fiscal space provided by the Government of Jamaica is indicative of the intent of Parliament to provide the required fiscal support and could be interpreted as a recognition of the importance of the intervention. The project however, did not perform in FY2018/2019 and did not utilize any of the fiscal space provided. The shortfall in expenditure was the entire disbursement provided. In the third fiscal year of the project, FY2019/2020 the government continued to show support to the project and increased the fiscal space to USD 719,122. This represented a 22% increase despite the project's inability to utilize any of the fiscal space in the previous year. The expenditure in that year was only USD 58,857 leaving a balance against disbursement of USD 441,142. The following fiscal year (FY2020/2021) expenditure on the project started to pick up with an outturn of USD 564,345. This was however, still short of the allocated original fiscal space of USD 634,383.59. It represented 89% utilization of the original fiscal allocation. This can be interpreted as a strong positive for the project, to

¹⁴ A financial year starts in April of one calendar year and end March of the following calendar year

have that level of utilization in the year of COVID-19 being introduced to the island and budgets generally being cut, usually by approximately 30%. The performance however, did not catch up on the shortfall in the previous years. There was still a shortfall of USD 426,865 to get the project back on even footing with respect to utilization of funding. In the 5th fiscal year of the project (FY 2021/2022) the project received a 7% increase in its allocation. The fiscal space for FY 2021/2022 was therefore USD 680,921. This was in line with what the project had shown to be its capacity to utilize fiscal space. A further disbursement of USD 469,676 was received during that fiscal year bringing total available disbursement to USD 896, 541. Though the fiscal space was less than the funding that became available during the year, the project's capacity proved to be limited to an expenditure of USD 570,782 for that year which was 16% less than the available fiscal space. In the currently concluding fiscal year (FY2022/2023) the project received an allocation of USD 652,961 which was slightly less than the previous fiscal year. The project has utilized USD 515,602 of the allocated fiscal space as at the preparation of this report. This represents 79% utilization of fiscal space to date. The unutilized balance of the amount disbursed to date is USD 382, 712. The balance remaining from the grant is USD 2,782,700. The total amount to be spent for full utilization of the grant is USD 3,165,412. The fiscal space provided for the coming fiscal year (FY2023/2024) is USD 2,026,817. This represents 64% of the balance left to be spent. The government of Jamaica has therefore again shown its fiscal support for the project in providing enough fiscal space to satisfy the indicative requirements of the extension being granted by the World Bank.

The average expenditure of the project over the last three fiscal years (when performance started to improve) has been USD 550,243. If this trend continues for the coming fiscal year the project would only have qualified for a 54% disbursement at the end of the fiscal year. This is an indication that the project must realize 70% disbursement within 12 months of the approval of the extension. Seventy percent of the grant is USD 3,412,500. The project will therefore need to qualify for an additional USD 1,320,200 in disbursement to meet the target; which only represents 65% of the available budget. The project therefore has the fiscal space to meet the target but must demonstrate the readiness. The 2023/2024 project procurement plan has an estimated budget from the World Bank of USD 2,003,000. It is not immediately clear if this represents a budget for the contract value or the amount to be expended within the fiscal year. Whatever the case however, the majority of the contracts are scheduled to start in the first half of the financial year, therefore in most cases, giving the project more than 6 months for delivery and installation of the goods, a similar time where training is not dependent on the delivery of the goods and a truncated timeline if there is a dependency. Under these conditions it is possible for the target to be met. The risk factor however, is the historical

performance and the limited technical support from the NFA (that is improving based on indications from senior management in the Ministry). The project needs to show a difference in operation to push the confidence meter of project partners in a positive direction. The project should be given sufficient technical support to develop all the requirements, specifications and terms of references needed to go to market by March 2023. The PIU should also ensure that they utilize the procurement exclusion clause available in the law to reduce the timeliness stated in the procurement plan. Evaluation committees should be predetermined at the time of advertisement or before and evaluation dates scheduled on the calendars of all participants, general insertions for “boiler plate” contracts should be completed while the documents are out to tender and evaluators are to be properly briefed on the qualification criteria and overall evaluation methodology before any bids are submitted. The project manager should pay special attention to the identified risk for each procurement and be actively tracking the stages of procurement and where possible seeking to pre-empt negative outcomes. One example is the utilization of contractor information sessions. This is particularly useful where there is not a good sense of how the market will respond to the particular tender and gives the project the opportunity to get better information from the market and prepare the tender to meet market conditions.

Summary Statement: The project needs to be extended. The evaluator’s estimate is 24-30 months (includes 6 months for closure and handing over). The interventions as stated will enable the achievement of the PDO, just not in the timeframe initially envisaged and not under the circumstances described in previous sections of this report. Stakeholder will need to treat the FY 2023/24 as the project’s pivot year and critical decisions to shore-up capacity, prioritise activities and bring clarity to governance arrangements should be given early attention. The project assessed in 2023 validates the actions define for intervention under the PCCR; a wish basket of needs more ambitious that the project could reasonably satisfy within the time and the available capacity to execute. The needs remain and the value, from the research, seems to be positive for the industry and the overall objectives for the project and continues to align to the NDP.

6.0. Documentation of lessons learned, any unintended outcomes

A listing of the lessons learned as informed through consultation and desk review in the course of carrying out this assignment is provided below:

- The overly ambitious scope of the PCCR with an inadequate support structure for implementation is a causal factor for the issues experienced by the project;
- The NFA being in protracted transition mode from inception of the project was not sufficiently positioned to assume the operational responsibilities to support the PCCR, especially with capacity and other HR challenges;
- COVID -19 though unescapable showed a lack of agility by the parent Ministry and other partners in responding to the crisis;
- Unrealistic pricing of consulting services resulting in delays - need for greater knowledge of the industry to correctly budget for engagement of required services;
- Impact of supply chain issues resulting from the pandemic and the effect on price and delivery timelines;
- Initiatives involving behaviour change treats with culture and attitudes and should be a prioritised initiative, the late start will impact the planned development objective. Behaviour change is a continuous process;
- Poor and or sporadic communication to beneficiaries -when coupled with challenging economic environment create disenchantment and early-stage resistance especially if benefits are long-term outcomes or not tangible to meet short-term needs.
- GOJ should have a core project management team (Project Manager, M&E Specialist, Financial Specialist & Procurement Specialist) in place before the effective date of the project. The hiring of a Project Manager and Financial Specialist are usually conditions necessary for 1st disbursement.
- The occurrence of regular meeting with high level ministry management correlated with an increase in annual expenditure
- Where possible management of the entire procurement process should reside in the PMO

7.0. Recommendations

The following recommendations are proposed for consideration.

- The MTE being done so close to the end of the project will have the greatest value to the project if as the evaluation has shown:
 - It influences the stated completion date:
 - March 2023 or December 2023 is inadequate given the nature of remaining activities – particularly the behaviour change initiative which goes to one of the core objectives of the PCCR climate change resilience within communities;
 - Livelihood diversification – initiatives may be introduced but without a system in place to reinforce and support for a least one year, the impact may be less than expected;
- The PIU is inadequately staffed. The Administrative Assistant needs to be replaced and clerical support provided for the Procurement Officer; technical support within the PIU to be considered, with GOJ funding support;
- The payment and procurement process, though working needs to be streamlined to yield greater levels of efficiency;
- The main support of the PCCR, the NFA has experience transitioning delays from the start of the project – the MOA&F should lobby the MOF&PS/TIU for early resolution to the staff transitioning arrangements and related challenges. This is important given how it affects the pace of implementation of the PCCR;
- Adequate budgetary allocation for the 2023/24 financial year will need to be provided if the targets and remaining activities are to be executed;
- The risk assessment provided at **Section 4.0** of this report is to be given attention to inform future actions under this project
- Further adjustments to project activities and targets that now seem unrealistic under the results framework in the time remaining to be considered while remaining aligned to the PDO;
- The project should seek to utilize the multilateral exclusion clause in the GOJ procurement law.
- Consideration to be given to engaging a Communications Specialist attached to the PIU for the roll-out of the communication & action plan as of the 2023/24 financial year.

- Evaluation committees to be predetermined at the time of advertisement or before and evaluation dates scheduled on the calendars of all participants
- General insertions for “boiler plate” contracts should be completed while the documents are out to tender and evaluators are to be properly briefed on the qualification criteria and overall evaluation methodology before any bids are submitted.
- The project manager should pay special attention to the identified risk for each procurement and actively track the stages of procurement and where possible seek to pre-empt negative outcomes. One way is to utilize contractor information sessions

APPENDICES

LIST OF ENTITIES/PERSONS CONSULTED

1. National Fisheries Authority, Dr. Bellamy
2. Mrs Avery Smikle (NFA).
3. Select members of the Steering Committee:
 - Mr. Orville Palmer (CTD)
 - Mr. Courtney Cole,
 - Ms Leitha Geddes, Director PMU/MOA&F;
4. Ministry of Finance & the Public Service/ Debt Management Unit:
 - Ms Nicola Hall
 - Ms Andrea Allen

Ministry of Finance & the Public Service/Projects Branch

 - Mr. Seymour Davey
5. Planning Institute of Jamaica:
 - Nadine Brown - Director Sustainable Development
 - Ms Claire Bernard - Deputy DG Environmental Division
6. PCCR's PIU - Project Manager, Mrs Selena Ledgister-Kellier & team.
7. 32 Fishers across 6 communities were interviewed
8. 5 NFA Extension Officers/Instructors who facilitated the interviews with the fishers:
 - Ms. Shaw Extension Officer -White House, St. James
 - Mr. Capelle Instructor – Green Island & Lances Bay
 - Mr. Wynter Extension Officer – Pagee & Oracabessa
 - Mr. Morgan Extension Officer – Rocky Point
 - Mr. Bromfield – Extension Officer, Westmoreland [he supervises Hanover & St. James]

List of Documents Reviewed

1. Project Managers Quarterly/Annual Reports (2018 – 2023/24)
2. Project Manager’s monthly Reports
3. Draft Procurement Plans – 2018-2023/24 & Original Procurement Plan
4. Financial Statements up to March 2022
5. Audit report 2021/22
6. Disbursement History [Report up to January 2023]
7. Procurement & Financial Process Operating Standards Documents
8. GOJ Budget 2017/18 – 2023/24
9. AOPs/APP – 2019/20 – 2023/24
10. Component 2 [Subprojects] 7 Business Plans
11. Project Operations Manual (2nd Draft)
12. Climate Resilience in The Fisheries Sector Project: A Social Assessment of Climate Change Impacts on Gender, Youth and Labour Dynamics in The Fisheries Sector Submitted by C2M2C2, December 2020
13. Consultancy to Identify Sub-Projects on Climate-Resilient Freshwater Aquaculture, Coastal Mariculture/Polyculture, and Other Alternative Livelihoods Project: Promoting Community Based Climate Resilience in the Fisheries Sector Project, Submitted by Vernon “Patrick” Barrett, March 2021
14. World Bank REPORT # RES47399 - Restructuring Paper on A Proposed Project Restructuring of Promoting Community-Based Climate Resilience in The Fisheries Sector Approved on March 7, 2018 to Jamaica
15. An Analysis of Climate Change Knowledge, Attitude and Practices in the Fisheries Sector
16. RFP# JM-MICAF-36546-CS-CQS Final Report, November 25, 2020 submitted by BRAC Consultants

17. Communication Strategy & Strategic Action Plan submitted by Janet Morrison, May 2022
18. Fisheries Act, 2018
19. Schematic for “Promoting Community-Based Climate Resilience in The Fisheries Sector Project in Jamaica Theory of Change (Causal Pathway)”