



# Republic of Maldives – Post-Tsunami Fishery and Agriculture Programme

## Project Performance Evaluation

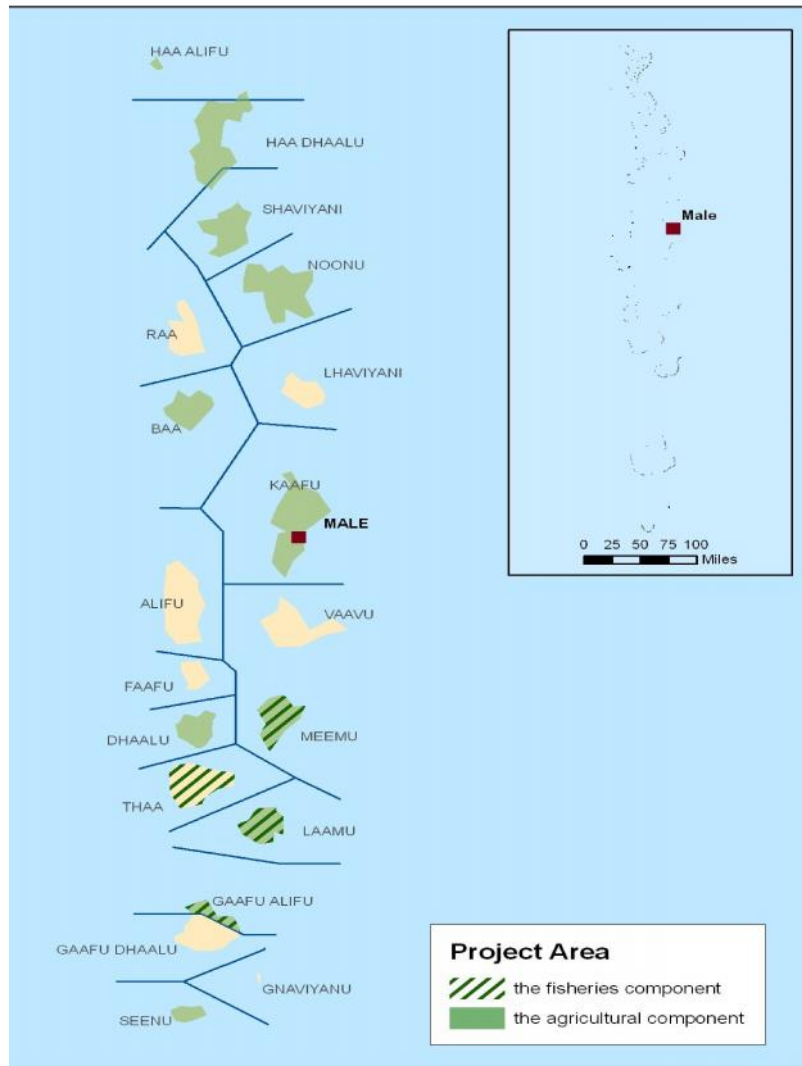
Ninety-seventh session of the Evaluation Committee

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# Project context

- The programme was designed as a response to the 2004 Indian Ocean tsunami.
- IFAD's usual three-phase "Inception, Formulation, and Appraisal Mission" design was simplified: only one design mission was taken before approval in April 2005.
- Fisheries sector was the main source of livelihood for 20% of the population, contributing to 9.3% of GDP (2004).
- Agriculture sector's development is limited due to the lack of arable land and the country is heavily dependent on agricultural imports.

# Basic project information



- **Project area:**
  - Fisheries component focused on four islands
  - Agricultural component focused on 26 islands, reduced from 50 at design stage
- **Target group:** 6,086 households
- **Supervision agencies:**
  - UNOPS (2006-2008)
  - IFAD (2008-2014)
- **Time frame:** 2005-2014
- **Project finance:** Appraisal US \$4.99 million; Actual US\$ 4.7 million:
  - IFAD loans (US\$ 4,058,000; 90.7%)
  - IFAD grant (US\$ 200,000; 4.5%)
  - Government (US\$ 215,000; 4.8%)

# Project objectives and activities

- Project objectives:
  - Contribute to the restoration of agricultural and fisheries GDP to level reached previous to the occurrence of the tsunami and return to stable and long-term growth, while improving the livelihood of affected people and reducing their vulnerability to natural disasters
- Initial design and programme revitalization
  - Initial design focused more on physical inputs: new boats, markets, ice plants
  - Revitalization shifted the focus from direct support to policy support for the Ministry

Component	Appraisal budget		Disbursed	
	US\$	%	US\$	%
A. Recovery and sustainable development of the fisheries sector	3 131	65.4	1 758.8	39.3
B. Recovery and sustainable development of the agriculture sector	1 111	23.2	710.4	15.9
C. Policy support to the Ministry of Fisheries and Agriculture	413.2	8.6	1,465.2	32.8
D. Programme coordination	132.6	2.8	538.9	12.0
Total	4 988.3	100	4 473.3	100

# Relevance

- **Relevance to country needs and development objectives:**
  - Original design was in line with GoM's policy concerning post-tsunami rehabilitation and reconstruction
  - Revitalized design was oriented to meet subsequent development strategy: improving the livelihoods of people affected by the tsunami
- **Relevance of design:**
  - Overly ambitious in its objectives and targeting approach
  - Unclear linkages between revitalized activities and objectives
  - Technical design of fishery markets and agricultural centers did not support intended activities
- **Relevance of targeting:**
  - A geographical approach, rather than poverty or food security criteria
  - Failed to target intended beneficiaries for ice-plant credits (i.e. SMEs)

# Effectiveness

- **Fisheries component:**

- Four “markets” were established, but failed to have any major impact on the fisheries sector
- Fisheries community-based producer organization (CBPO): no fisheries cooperatives established

- **Agricultural component:**

- Weak design and implementation of support to CBPOs
- Agricultural training provided new crops and techniques to 2,842 people; but there was a lack of emphasis on the marketing and training quality

- **Policy component:**

- Maldives’ management of oceanic resources was improved by policy support
- Capacity was built in the Maldivian fisheries and agriculture sectors

# Efficiency

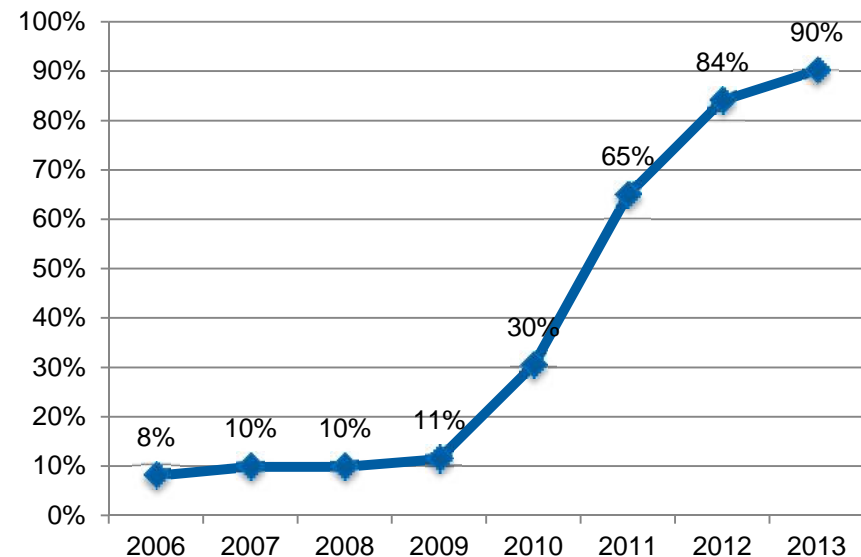
- **Implementation delays**

- Slow disbursement (11% after 4 years' implementation), partly due to UNOPS's supervision and government change in 2008
- Slow procurement
- Slow establishment of PIU

- **Increased management cost:**

- 2.8% to 12%
- Reasonable due to widely dispersed islands

**Cumulative disbursement rate**



# Gender and natural resource management

**Gender:** no attempt made to identify women's involvement in fishery productive activities

- Few women are employed in the primary fishery industry; More women are engaged in fish processing
- No overall strategy to address gender issues (decision making, access to assets, workload)

**Natural Resource Management:** Maldives' management of oceanic resources was improved

- IOTC membership enables the country to directly influence fishery policies in the Indian ocean
- Marine Stewardship Council certification support pole- and line-fishing
- Vessel Monitoring System: strengthen the marine resources management and minimize illegal fishery activities



# Main conclusions

1. The programme was initiated partly due to political pressure to act quickly for disaster relief, which led to poor initial design.
2. Little progress was made in the early years; after MTR, the programme had to be revitalized to meet the country's needs.
3. The programme could have been revitalized in a more systematic way with effective planning and clear intervention logic.
4. The programme was most effective at national policy level with regard to sustainable fishing; but it is difficult to measure any effect at ground level.
5. The programme failed to reach rural vulnerable populations, including women due the absence of a specific targeting strategy.

# Recommendations

1. **In post-disaster situations:** do not focus on immediate disaster relief but on the recovery development activities; and do not skip proper design process.
2. **The design:** address long-term goals rather than short-term needs with solid technical assessment.
3. **Targeting:** develop and implement targeting strategies in a systematic way based on sound technical justifications.
4. **M&E:** provide sufficient investment and support to ensure effective M&E systems, analytical studies & documentation.
5. **Gender:** support fish processing and activities that women can be more involved in and customize training to meet women's needs.