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IMPLEMENTATION COMPLETION AND RESULTS REPORT

IDA-H6530, TF-99597

ON AN

INTERNATIONAL DEVELOPMENT ASSOCIATION GRANT

IN THE AMOUNT OF SDR 3.9 MILLION

(US\$ 6 MILLION EQUIVALENT)

AND A GLOBAL ENVIRONMENT FACILITY GRANT

IN THE AMOUNT OF US\$ 2 MILLION

TO THE

REPUBLIC OF GUINEA-BISSAU

FOR THE

SECOND APL (APL-B1) WEST AF. REG. FISHERIES PROGRAM (GUINEA BISSAU) (
P119380)

MARCH 30, 2018

Environment & Natural Resources Global Practice
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2011)

Currency Unit =	Franc CFA
FCFA 493.35 =	US\$1
SDR 1 =	US\$1.5385

(Exchange Rate Effective September 29, 2017)

Currency Unit =	Franc CFA
FCFA 555.24 =	US\$1
SDR 1 =	US\$1.4238

FISCAL YEAR

January 1 – December 31

Regional Vice President: Makhtar Diop

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ABBREVIATIONS AND ACRONYMS

AIS	Automatic Identification System
APL	Adaptable Programmatic Loan
CBMP	Coastal and Biodiversity Management Project
CIPA	Guinea-Bissau Center for Applied Fisheries Research (<i>Centro de Investigação Pesqueira Aplicada</i>)
CSRP	Sub-Regional Fisheries Commission (<i>Commission Sous Régionale des Pêches</i>)
DO	Development Outcome
DPF	Development Policy Financing
EEZ	Exclusive Economic Zone
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
EU	European Union
FAO	United Nations Food and Agriculture Organization
FCFA	CFA Franc
FISCAP	Guinea-Bissau National Fisheries Inspection and Control Service (<i>Serviço Nacional de Fiscalização e Controle de Atividades de Pesca</i>)
FPI	Fisheries Performance Indicators
FY	Fiscal Year
GEF	Global Environment Facility
HPLC	High Performance Liquid Chromatography
ICR	Implementation Completion and Results Report
IDA	International Development Association
IMROP	Mauritanian Institute of Oceanographic Research and Fisheries (<i>Institut Mauritanien de Recherches Océanographiques et des Pêches</i>)
IP	Implementation Progress
IRR	Internal Rate of Return
IUU	Illegal, Unregulated and Unreported
M&E	Monitoring and Evaluation
MCS	Monitoring, Control and Surveillance
MRAG	Marine Resources Assessment Group
NGO	Non-Government Organization
NPV	Net Present Value
PAD	Project Appraisal Document
PDO	Project Development Objective
PforR	Program-for-Results Financing
PIU	Project Implementation Unit
RCU	Regional Coordination Unit
RSC	Regional Steering Committee
SDG	Sustainable Development Goal
SDR	Special Drawing Right
SEPEM	Guinea-Bissau Fisheries and Maritime Economy Secretariat (<i>Secretaria de Estado das Pescas e da Economia Marítima</i>)

SOP	Series of Projects
TTL	Task Team Leader
TURF	Territorial Use Rights Fisheries
VMS	Vessel Monitoring System
WARFP	West Africa Regional Fisheries Program
WSSD	World Summit on Sustainable Development

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID P119380	Project Name GEF - Africa - 2nd phase fish. (GBissau)
Country Western Africa	Financing Instrument Adaptable Program Loan
Original EA Category Partial Assessment (B)	Revised EA Category Partial Assessment (B)

Related Projects

Relationship	Project	Approval	Product Line
Supplement	P122182-GEF - Africa - 2nd phase fish. (GBissau)	31-Mar-2011	Global Environment Project

Organizations

Borrower Secretary of State for Fisheries	Implementing Agency State Secretariat for Fisheries and Maritime Economy
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Project Development Objective (PDO)

Original PDO

To strengthen the country's capacity to govern and manage targeted fisheries, reduce illegal fishing and increase local value added to fish products.



FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
P119380 IDA-H6530	6,000,000	6,000,000	5,517,622
P122182 TF-99597	2,000,000	2,000,000	1,647,238
Total	8,000,000	8,000,000	7,164,860
Non-World Bank Financing			
Borrower	0	0	0
Total	0	0	0
Total Project Cost	8,000,000	8,000,000	7,164,860

KEY DATES

Project	Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
P119380	31-Mar-2011	30-Sep-2011	27-Oct-2014	30-Jun-2016	29-Sep-2017
P122182	31-Mar-2011	30-Sep-2011	27-Oct-2014	30-Jun-2016	29-Sep-2017

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
14-Jun-2016	3.29	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Legal Covenants Other Change(s)
08-May-2017	4.56	Change in Loan Closing Date(s)

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Moderately Satisfactory	Moderately Satisfactory	Substantial



RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	25-Sep-2011	Satisfactory	Satisfactory	0
02	14-May-2012	Moderately Unsatisfactory	Moderately Unsatisfactory	.40
03	29-May-2013	Moderately Satisfactory	Moderately Satisfactory	.52
04	30-Mar-2014	Moderately Satisfactory	Moderately Satisfactory	.76
05	29-Nov-2014	Moderately Satisfactory	Moderately Satisfactory	1.08
06	08-Jun-2015	Satisfactory	Moderately Satisfactory	2.03
07	23-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	2.85
08	23-Jun-2016	Moderately Satisfactory	Satisfactory	3.29
09	28-Dec-2016	Moderately Satisfactory	Satisfactory	4.03
10	16-Jun-2017	Satisfactory	Satisfactory	4.90

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Agriculture, Fishing and Forestry	100
Fisheries	4
Public Administration - Agriculture, Fishing & Forestry	92
Livestock	4

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

Economic Policy	5
Trade	5
Trade Facilitation	5



Private Sector Development	100
Jobs	100
Environment and Natural Resource Management	95
Environmental policies and institutions	95

ADM STAFF

Role	At Approval	At ICR
Regional Vice President:	Obiageli Katryn Ezekwesili	Makhtar Diop
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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

1. The West Africa Regional Fisheries Program (WARFP) was designed as a multi-phase Adaptable Programmatic Loan (APL; later changed to Series of Projects, SOP). This Implementation Completion and Results Report (ICR) is carried out for the second program series of the first phase of the WARFP (APL-B1, here referred to as WARFP Series of Projects B1, or SOP B1), which comprises an International Development Association (IDA) grant under the project code P119380, and a Global Environment Facility (GEF) grant under the project code P122182 to Guinea-Bissau.

A. CONTEXT AT APPRAISAL

Context

2. **Regional context.** At the time of the WARFP preparation in 2009, all available information suggested that despite rising production levels, most of the region's commercially important fish stocks, from Mauritania to Ghana, were fully or overexploited. At the same time, World Bank analyses¹ showed a consistent pattern of increasing fleets and costs, and often declining catch rates per vessel, with profitability in many of the fisheries also declining. Another prevalent though harder to measure phenomenon was the high levels of resources lost to illegal, unregulated and unreported (IUU) fishing – estimated to be equivalent to 18 percent of the region's total harvest.² A key conclusion from upstream analyses was also that most of the value added to fish caught in West Africa's waters happened overseas such that a large portion of the economic benefits from the region's resources was not captured locally.³ The three key sectoral and institutional constraints for West Africa were therefore identified as: (i) lack of capacity to govern and manage the resource sustainably, and prevent overexploitation; (ii) inability to prevent IUU fishing; and (iii) failure to add value locally to the fish caught in West African waters. The need for a regional program emerged from the recognition that many of the important fish stocks of West Africa were shared between multiple coastal states, as was the problem of illegal fishing. The participating countries were further linked through markets of both inputs (such as labor and fishing boats) and outputs (trade with partners within and outside the region), necessitating effective coordination between countries.

3. **WARFP.** To ensure the productivity of fish resources, in 2009 the World Bank approved the WARFP as a nine-country, multi-phase SOP. Implementation began in 2010 in Cabo Verde, Liberia, Senegal and Sierra Leone, and continued in 2011 with the approval of the Guinea-Bissau project.⁴ In each country, first phase projects focus on strengthening governance and management of the countries' fisheries and reducing illegal

¹ See Section III. A for detail.

² Source: Marine Resources Assessment Group (MRAG) (2009) Estimation of the Cost of Illegal Fishing in West Africa. London, UK.

³ Local value added refers to the national economy throughout the report.

⁴ Since then, Ghana joined in 2012, and Guinea and Mauritania joined in 2015. Second phase WARFP projects are currently being prepared, adding The Gambia, with discussions ongoing with the Government of Cote d'Ivoire on joining the program.



fishing, while later phases focus on increasing the net value generated by fish resources and the proportion of that value captured by the countries. Please refer to Annex 6 for an illustration of WARFP phases.

4. **Country context.** When the project was approved, Guinea-Bissau ranked 173 out of 182 countries on the 2009 United Nations Human Development Index. With a population of roughly 1.6 million, one of every five people lived in extreme poverty. The country was also highly fragile, experiencing periodic unrest since independence, including an eleven-month civil war in 1998-99 and a series of military coups since. The fragility of the political process was exacerbated by the influence of drug traffickers, using the country as a transshipment point to Europe. These forces had, and continue to undermine the development of the country's economic and social infrastructure and contribute to the intensification of the already widespread poverty.

5. **Sectoral context.** The economy relied and continues to rely on two main sources of export revenues: sale of cashews and sale of fish licenses to foreign fleets. While the fisheries sector contributed some seven to ten percent of GDP and as much as 40 percent of the government's annual budget in some years, local value added to fish products, and fish exports (and therefore contributions to foreign exchange) were practically nil. Employment in the sector was estimated to be relatively low, around 15,000 persons, as there had not been a culture of fishing in the country, and many residents along the coast and in the islands were traditionally rice farmers. The country's strategy of renting out its fish resources to foreign users in exchange for public revenues was logical given the historical lack of fishing in communities and a dilapidated state of port infrastructure after the civil war. However, this scheme was unsustainable since the country had not put in place basic sector governance and management measures to ensure that the resources and the revenues they generated were sustainable. The opportunity for Guinea-Bissau was in being able to sustainably charge more for access, and with sustainable governance in place, it was foreseen that the country could gradually start to move more of the post-harvest activity onshore, particularly for small-scale foreign vessels that did not require robust landing infrastructure. The Fisheries Secretariat (*Secretaria de Estado das Pescas*, now called Fisheries and Maritime Economy Secretariat - *Secretaria de Estado das Pescas e da Economia Marítima*, SEPEM) and the agencies that supported it⁵ had been chronically underfunded, receiving only a small portion of the revenues that the sector generated. At the same time, the need to generate as much rent as possible in the short-term from the resources had encouraged the government to sell more licenses than what the estimated available resources could support – thereby borrowing from future generations. As

⁵ The implementing agencies under SEPEM are the Directorate General of Industrial Fisheries (*Direcção-Geral das Pescas Industriais*), responsible for monitoring the application of regulations on industrial fishing, and the Directorate General of Artisanal Fisheries (*Direcção-Geral das Pescas Artesanais*), responsible for managing the maritime and continental artisanal fisheries sub-sector. Support services, design and planning are carried out by the Office of the Secretary of State and the Cabinet of Studies and Planning. SEPEM's mandate is also supported by three entities with administrative and financial autonomy: the Fisheries Surveillance Service (*Fiscalização e Controlo de Actividades de Pesca*, FISCAP) which conducts monitoring of fishing activities throughout the EEZ and in the territorial waters of the country; the Center for Applied Fisheries Research (*Centro de Investigação Pesqueira Aplicada*, CIPA), which is responsible for implementing and organizing all applied research activities in the fisheries and aquaculture sector, providing statistical data on the sector, and conducting quality control of products; and the Fishing Ports Administration (*Administração dos Portos de Pesca*, APP), which manages the country's fishing ports.



a result, anecdotal evidence from fishing companies indicated that the fish catch per unit of fishing effort had been declining, potentially reflecting a diminishing resource base. The country also did not have any means to prevent illegal fishing. Finally, even if the level of fishing effort was managed to sustainable and profitable levels, it was recognized that Guinea-Bissau did not have adequate infrastructure or services for vessels to land and process fish exports in the country, nor did it have a large market, constituting a major constraint to greater processing and local value added to fish products. Equally challenging was the significant red tape, fees and taxes that confronted potential foreign investors, as well as the lack of an internationally recognized quality control system for exports to the European Union (EU), which was, and continues to be, one of the major markets for some of the high-value fish in the country's waters.

6. **Government strategies.** The government's draft National Fisheries Strategy at the time (replaced by a new strategy in December 2014 with project support) therefore placed an emphasis on sustainable management of the marine fish resources, and achieving an optimal contribution of the sector to economic growth and poverty reduction by building the capacity for governance of the fisheries, combating and reducing illegal fishing and increasing in-country landings and value added of fish products. The government also recognized that due to the shared nature of the resources, reaching these objectives required regional collaboration. Together with six other coastal countries from Mauritania to Sierra Leone, the government became a member of the Sub-Regional Fisheries Commission (*Commission Sous Régionale des Pêches*, CSRP), an inter-governmental fisheries cooperation organization and a key WARFP partner, and adopted its 2002-2010 Strategic Action Plan (*Plan d'Action Stratégique*).⁶

7. **ISN.** The Interim Strategy Note (ISN) for FY09-FY10⁷ identified agriculture, forestry and fisheries as key sources of current and future economic growth for the country, and defined its first pillar of support around strengthening economic management and laying the foundations for improvements in the productive sectors, indicating that Guinea-Bissau was expected to join the WARFP. Additionally, fisheries was one of the key sectors described in the upcoming Country Economic Memorandum (CEM)⁸ as a basis for the Country Assistance Strategy, and the CEM reflected much of the thinking that went into the design of the project.

8. **Rationale for Bank involvement.** The rationale and the decision of the World Bank to tackle sustainable management of fisheries in a comprehensive way was drawn from a 2006 World Bank publication titled *Where is the Wealth of Nations? Measuring capital for the 21st century*, which highlighted the capital value of countries' natural assets and provided a strong economic justification for sustainably managing renewable resources to secure long-term contributions to growth. The World Bank also had financed analytical work in the fisheries sector in a number of West African countries, including a Strategy Sector Note for Guinea-Bissau in 2004⁹, which showed that there were significant gains to be made by the countries by strengthening fisheries legislations and management practices, and by eliminating illegal fishing. The World Bank also had

⁶ CSRP (2002) *Plan d'action stratégique de la CSRP (2002-2010)*. Dakar, Senegal.

⁷ Report No. 48466.

⁸ Report No. 54145.

⁹ World Bank and (2003) *Diagnosis and Emergency Restructuring Plan to Enhance the Domestic Benefits of the Fishing Sector and its Integration in the World Economy*. Washington, DC; and an estimation of the cost of illegal fishing in West Africa: Marine Resources Assessment Group (MRAG) (2009) *Estimation of the Cost of Illegal Fishing in West Africa*. London, UK, and FAO (2009) *Bonne Gestion et Gouvernance Durable des Pêches au sein de la CSRP*. Rome, Italy.



engaged in a policy dialogue with West African governments and the CSRP on needed policy reforms in fisheries. Importantly, the World Bank was the first development partner to offer a comprehensive approach to fisheries reform, and was one of the few development agencies with the capacity to provide coordinated investments at the regional level through its Regional Integration Unit. In Guinea-Bissau specifically, the World Bank had previously engaged in the fisheries sector through a fisheries surveillance component in the Coastal and Biodiversity Management Project (CBMP, P083453), which had been completed just before the commencement of the project in 2011. The World Bank's comprehensive advantage also provided the basis for GEF engagement to support multi-state cooperation on priority transboundary water concerns through comprehensive, ecosystem-based approaches to fisheries resources management in the Canary Current Large Marine Ecosystem.

9. **Higher level objectives to which the project contributed.** The project contributed to the objectives of the 2002 World Summit on Sustainable Development (WSSD), which recognized overfishing as a global problem and called on donor agencies and stakeholders to create partnerships that respond to the growing crisis in world fisheries; to the CSRP 2002-2010 Strategic Action Plan which called for strengthened fish resource management among the member countries, and increased monitoring, control and surveillance (MCS) activities to reduce illegal fishing; to the 2008 Africa Regional Strategy's¹⁰ objective to promote governance of natural resources and have countries work together on a regional basis, including on regional public goods such as fisheries; to the 2011 Regional Integration Assistance Strategy for Sub-Saharan Africa (RIAS)¹¹ which prioritized support for coordinated interventions in regional public goods such as fisheries; and to the GEF operational program goals under the International Waters (IW) Focal Area, of multistate cooperation to rebuild marine fisheries and reduce pollution of coasts and Large Marine Ecosystems while considering climate variability and change.

Theory of Change (Results Chain)

10. The project's Theory of Change is derived from the PDO, outcomes, components and description of activities in the Project Appraisal Document (PAD).¹² Long-term outcomes and program goals were reflected in the original set of PDO indicators and corrected later through a restructuring (see more below). The project was designed to achieve three medium-term outcomes (objectives), namely the strengthening of the government's capacity to govern and manage targeted fisheries, its capacity to reduce illegal fishing, and its capacity to increase local value added to fish products. These were to be achieved by reforming the strategic, policy and regulatory framework for fisheries management, putting in place capacities to assess, monitor and manage targeted fish stocks, building the government's capacity to use newly installed MCS systems, and enhancing fishers and the government's capacity to reduce post-harvest losses and increase fish and seafood products' added value. These medium-term outcomes, along with further investments in the sector under follow-up projects (two additional phases are included in the WARFP design) will improve the health of Guinea-Bissau's target fish stocks¹³, adjust the aggregate fishing effort, reduce illegal fishing by foreign

¹⁰ Report No. 59761.

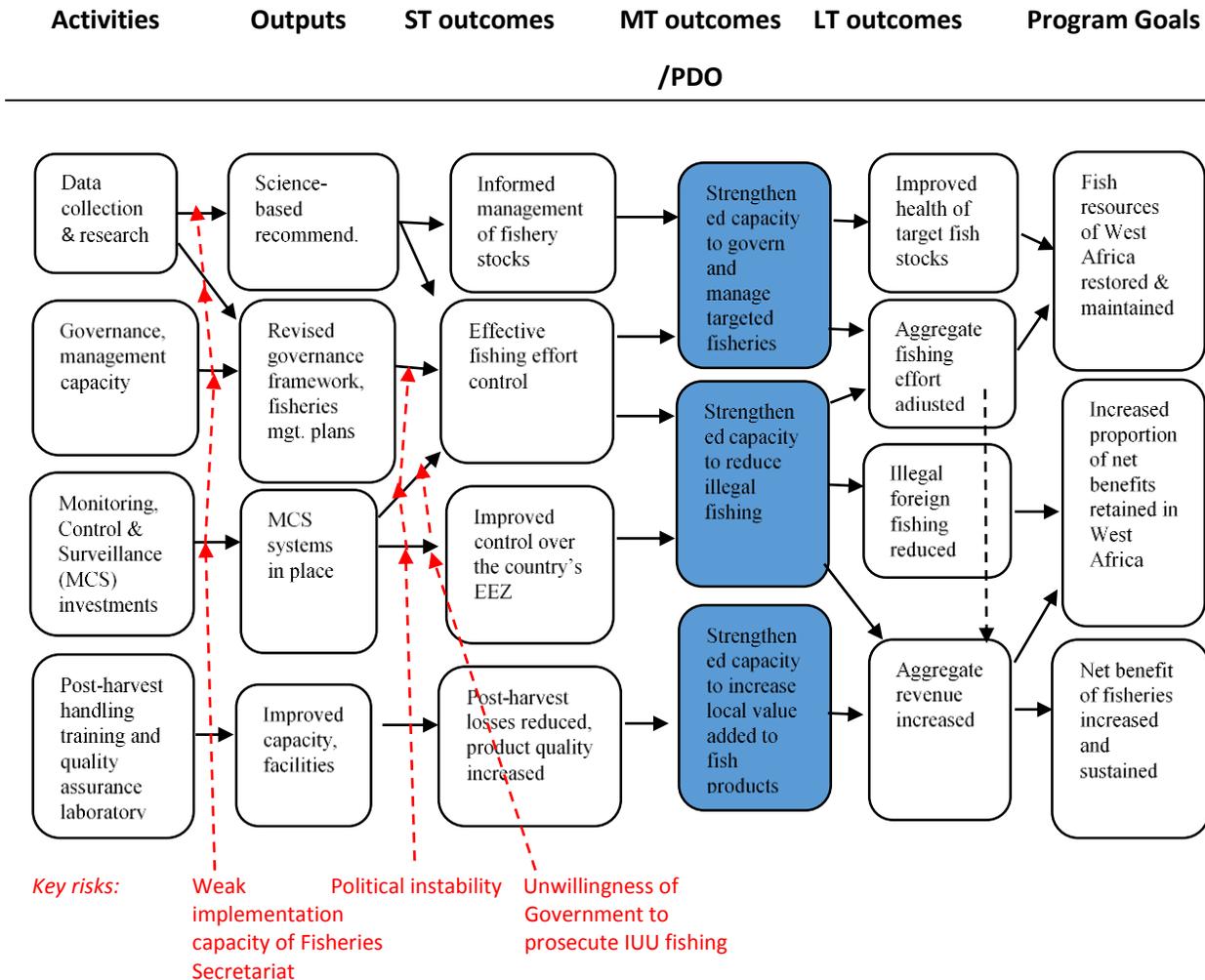
¹¹ Report No. 43022.

¹² Report No. 57899-GW.

¹³ Improved fish stocks allow increased sustainable harvest, improved fishing efficiency, improved species composition in



fleets¹⁴ and increase the aggregate revenue to the country from fisheries¹⁵. With these long-term outcomes achieved across the sub-region, the WARFP aims, *inter alia*, to restore and maintain West Africa’s fish resources, increase the proportion of retained net benefits¹⁶ in the sub-region and increase and sustain net benefits of fisheries. The below chart outlines the project’s Theory of Change with its key risks. Please refer to Annex 6 for the program’s Theory of Change.



Project Development Objectives (PDOs)

11. The PDO, as articulated in the PAD and the IDA and GEF financing agreements, was to strengthen the country’s capacity to govern and manage targeted fisheries, reduce illegal fishing and increase local value

catches, and increased size of individual fish, all of which contribute to higher revenues, all else equal.

¹⁴ Illegal fishing by foreign entities *and* fishing by domestic entities whose catches are illegally exported.

¹⁵ Channels and sources of government revenues include licensing, vessel registration, various taxes, foreign fishing access fees, fines on violation of various regulations, etc.

¹⁶ Net benefits are defined as aggregate gross revenues minus aggregate costs.



added to fish products.¹⁷ The targeted fisheries were defined as coastal demersal fish species such as croakers, groupers and snappers, and coastal shrimp and cephalopods such as octopus and cuttlefish. These fisheries were targeted since they had been utilized largely by foreign industrial and small-scale fishers, and to a lesser extent by small-scale fishers from Guinea-Bissau. The fishing grounds included the country's continental shelf area, most notably the Bijagos Archipelago and other fish habitats within twelve nautical miles of the coast, where industrial trawl fishing had been prohibited by law.

Key Expected Outcomes and Outcome Indicators

12. The key Indicators linked to the outcomes specified in the PDO statement were as below. The indicators were revised in a restructuring as they measured long-term program impact (see next section):

Strengthen the country's capacity to govern and manage targeted fisheries and Strengthen the country's capacity to reduce illegal fishing

- Two overexploited fisheries showing signs of recovery, as measured by an increase in total catch per unit of fishing effort (number of tons of fish caught per fishing vessel per year for coastal demersal fisheries, coastal shrimp and cephalopods)

Strengthen the country's capacity to increase local value added to fish products

- Increase in annual net economic benefits from targeted fisheries (percent)

13. The Core Indicator on the number of direct beneficiaries, disaggregated by gender, was included.

Components

14. The project was structured around three components which correlated to the three outcomes in the PDO statement, as well as a fourth coordination, monitoring and evaluation (M&E) and program management component as follows:

- Component 1: Good Governance and Sustainable Management of the Fisheries (Original allocation: US\$0.3 million IDA and US\$1.7 million GEF; Actual cost: US\$0.18 million IDA and US\$1.35 million GEF):* Building the capacity of the government and stakeholders to ensure sustainable and profitable use of marine fish resources by strengthening the policy and regulatory framework for the use of fish resources; conducting assessments of the status of key fish stocks to form a basis for management; developing information management tools at the local, national and regional levels (dashboards); and conducting a feasibility study on co-management.
- Component 2: Reduction of Illegal Fishing (Original allocation: US\$4.7 million IDA; Actual cost: US\$3.63 million IDA):* Reducing illegal fishing activities by financing sustainable fisheries surveillance systems such as monitoring centers and stations, sea patrols and a satellite-based Vessel Monitoring

¹⁷ In the financing agreement, the capacity of the Recipient was to be strengthened, while in the PAD, the capacity of Guinea-Bissau was to be strengthened.



System (VMS); providing technical assistance and training to staff involved in inspection and surveillance operations; and studying options for sustaining the operating costs of MCS.

- iii. *Component 3: Increasing the Contribution of the Marine Fish Resources to the Local¹⁸ Economies (Original allocation: US\$0.4 million IDA; Actual cost: US\$0.5 million IDA):* Increasing the benefits to Guinea-Bissau from its marine fish resources by complementing EU investments in a Fish Inspection and Quality Control Department and a certified competent sanitary authority for the export of fish products to the European market; developing protocols and standards for quality and traceability; helping the Fish Inspection and Quality Control Department develop annual work plans and budgets; and training local fishers on improved product handling and on access to local commercial micro-finance opportunities.
- iv. *Component 4: Coordination, Monitoring and Evaluation and Program Management (Original allocation: US\$0.6 million IDA and US\$0.3 million GEF; Actual cost: US\$1.2 million IDA and US\$0.3 million GEF):* Financing of a Project Implementation Unit (PIU), composed of external and local project management specialists, to manage and implement project activities and monitor and evaluate outcomes; and supporting regional coordination of the WARFP by the CSRP Regional Coordination Unit (RCU), based in Dakar, Senegal. Regional actions were financed through a US\$0.3 million IDA subsidiary agreement between the World Bank and the Government of Guinea-Bissau, and included harmonization of fisheries policies with those of other countries in the sub-region, M&E of project activities, communication and awareness raising on the program, and implementation support to SEPTEM, especially on M&E and procurement.

15. Unlike other Phase 1 projects, the design did not include investments in fish landing sites and management partnerships between fishing communities and the government (fisheries co-management), with the expectation that these would be supported under a second phase project¹⁹ once capacities have increased and more information becomes available for the sector. Similar to other Phase 1 projects, the design also did not include investments in aquaculture as these were deemed by the World Bank as premature for first phase projects given the costs, technologies and skills required to ensure success. The original allocation to the components was revised during a restructuring for the reasons explained below.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

16. The project underwent two Level 2 restructurings, in June 2016 and in May 2017. Details on these restructuring and their underlying reasons are as follows:

Revised PDOs and Outcome Targets

17. The PDO of the project was not revised, however PDO Indicators were redefined in the June 2016 restructuring. The original PDO Indicator of recovery of overexploited fisheries and increase in net economic

¹⁸ Local economies mean in this case Guinea-Bissau's national economy.

¹⁹ The second phase is currently under preparation: WARFP Phase 2 CV, GA, GB & SN (P161906).



benefits from targeted fisheries were revised since they were not aligned with the objective of the project but rather with the long-term goals of the program.²⁰ Instead, PDO Indicators were defined for governance improvements, improved surveillance capacity, and enhanced capabilities of the sector to export locally produced quality products, in line with the three outcomes of the PDO.

Revised PDO Indicators

18. Accordingly, the original PDO indicators were replaced with a governance indicator, two surveillance indicators - one for small-scale fisheries and another for industrial fisheries, and a local value added indicator. The core indicator on direct project beneficiaries disaggregated by gender was maintained. Consequently, the following set of PDO Indicators was adopted:

- A Policy and a Strategic Plan that are fully aligned with international good practice (including for provisions for co-management, TURFs²¹, etc.) are developed and adopted (yes/no)
- Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbor that are committing a serious infraction (for small-scale fisheries, percent)
- Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbor that are committing a serious infraction (for industrial fisheries, percent)
- New quantities of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory (metric ton)
- Direct project beneficiaries (number), of which female (percentage)

19. Several changes were also made to the Intermediate Results Indicators to reflect changes in activities (see below), add project management performance indicators and correct some of the baseline and reference data originally stated. These changes did not impact the GEF scope of support or financing. Please refer to Annex 6 for the original and revised indicators, and to Section IV.A for an assessment of project M&E performance.

Revised Components

20. Several activities were revised as follows:

- The preparation and adoption of fisheries management plans under Component 1 were revised to updating and adopting fisheries management plans. This was done since management plans had already been in place and only needed updating.

²⁰ See June 7 – July 28, 2010 World Bank/CSRP aide memoire which stated that these outcomes were to be achieved through the two phases in Guinea-Bissau, i.e., over a ten-year period.

²¹ Territorial Use Rights Fisheries.



- The leasing of a large surveillance vessel under Component 2 was changed to the hiring of a surveillance vessel and crew, and the purchase of a civilian patrol vessel was dropped. These changes were required since FISCAP did not have the capacity to independently maintain the vessels (see also Lessons Learned section).
- The support to the Fish Inspection and Quality Control Department under Component 3 was downscaled from bringing it to a status of accreditation for certification of fishery products exports to the EU, to establishing a functional competent authority with qualified staff, equipment and reagents. This change was due to a recognition that the project did not have control over the accreditation process as it depended on a dialogue between the EU and the country, but it could support the establishment of a competent authority as a necessary basis for future EU accreditation.

21. These changes did not impact the GEF scope of support or financing.

Other Changes

22. The following additional changes were made:

- Closing date extensions: a twelve-month extension from June 30, 2016 to June 30, 2017, and an additional three-month extension to September 29, 2017, for a total of 15 months to make up for start-up disbursement delays and a nine-month disbursement suspension during the 2012 military takeover (please refer to Section III.B for further details).
- IDA proceeds were reallocated to redistribute the vessel lease amount and a third of the cost of purchasing a patrol vessel between all the other IDA allocations in a manner that supported the implementation of the revised work plan for the extended project duration, including project management costs.
- Removal of a disbursement condition related to the dropped patrol vessel purchase activity, and postponement of the date for preparing a social impact assessment on fisheries resource management in the country. This change was needed since project activities that had to be assessed for impact had been delayed (please refer to Section III.B for further details).

23. These changes also did not impact the GEF scope of support or financing.

Rationale for Changes and Their Implication on the Original Theory of Change

24. These changes and lessons learned from implementation of governance, fisheries management, reduction of IUU fishing and post-harvest interventions helped to shape the program's Theory of Change and make project outcomes more measurable.



II. OUTCOME

A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

Rating: High

25. **At the global level**, the project's objective is still relevant to the 2002 WSSD; the UN General Assembly Sustainable Development Goal (SDG) 14 to "conserve and sustainably use the oceans, seas and marine resources for sustainable development"; and the 2012 UN Conference on Sustainable Development (UNCSD, Rio+20), which identifies the urgent need to return ocean stocks to sustainable levels, and assist developing countries build their national capacities to conserve, sustainably manage and realize the benefits of fisheries.²² **At the regional level**, the project is aligned with and supportive of the Abidjan Convention and its regional approach to meeting transboundary marine environmental challenges; the Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa that was endorsed by the Second Conference of African Ministers of Fisheries and Aquaculture (CAMFA) in April 2014; and the African Union's June 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods. **Nationally**, the project's objective is relevant to the Country Engagement Note for FY15-16²³ on strengthening public sector capacity and supporting productive sectors; and to the FY18-21 Country Partnership Framework (CPF)²⁴ Focus Area 2 on improved natural resources and disaster risk management, and the cross-cutting theme of improving governance and institutions. The objective is also relevant to the conclusions of the 2015 CEM²⁵ and the 2016 Systematic Country Diagnostic²⁶ on fisheries as an engine of growth if managed sustainably. The PDO is closely aligned with the country's ten-year National Development Plan, "Terra Ranka" (2015-2025), whose vision is "Guinea-Bissau, politically stable through inclusive development, good governance, and preservation of its biodiversity", and whose operational plan includes conserving and sustainably developing the country's biodiversity and natural capital, as one of its five strategic priorities. The PDO is particularly relevant to the 2015-2019 National Strategic Plan for the sector which was developed with the support of the project and was used to inform the fisheries policy section of the "Terra Ranka".

26. The project is also aligned with the **World Bank's priorities** for the region as articulated in the Africa Strategic Framework²⁷ of creating opportunities for growth and poverty reduction by boosting agricultural

²² Aligned with the GEF incremental cost reasoning.

²³ Report No. 82529.

²⁴ Report No. 114815.

²⁵ Report No. 58296-GW.

²⁶ Report No. 106725-GB.

²⁷ World Bank (2016) Africa Region: Sustaining Growth and Fighting Poverty amid Rising Global Risks (Regional Update). Washington, DC.



productivity and commercial farming; with the World Bank’s strategic vision on fisheries (PROFISH, 2005)²⁸ to strengthen governance of the world's fisheries; the 2016 Africa Climate Business Plan’s (ACBP)²⁹ agenda of monitoring fisheries, incorporating climate variations into scientific evidence overmanning fisheries management, and developing alternative livelihood streams for coastal communities; and the World Bank 2017 Blue Economy Development Framework (BEDF)³⁰, which recognizes the significant potential of marine and freshwater ecosystems’ contribution to achieving the SDGs and delivering smart, sustainable and inclusive growth globally. Finally, the project directly contributes to the GEF Objective of “Enhancing multi-state cooperation and catalyzing investments to foster sustainable fisheries, restore and protect coastal habitats, and reduce pollution of coasts and Large Marine Ecosystems”.

B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

27. The achievement of the outcomes in the PDO is evaluated on the basis of their respective original and revised indicators, as well as other important results which are attributed to the project. Please refer to Annex 1 for specific details on achievements and to Annex 6 for a matrix of the original and revised indicators.

Strengthening capacity to govern and manage targeted fisheries

28. At appraisal, Guinea-Bissau’s ability to sustainably manage its fisheries resources was constrained by multiple factors, the key ones being: (i) outdated legislative and regulatory framework for the sector; (ii) very weak capacity of government staff to update its fisheries management plans; and (iii) an acute gap in sectoral data which hampered transparency and accessibility of basic fisheries management information. The laws and regulations³¹, which set the conditions for fishing in Guinea-Bissau's Exclusive Economic Zone (EEZ), were missing provisions for fisheries co-management and user rights, and were not aligned with international good practices³², and key sectoral agencies, namely FISCAP and CIPA, were not legally created by any regulatory instrument. A management plan for commercially valuable fisheries (shrimp, cephalopod and demersal fisheries) which had been prepared by the government in 2010, was simply extended from one year to the next for lack of updated data on these fisheries’ capacity limits. Data were also missing on the ecological system, and on the social systems surrounding fishing, notably how the fisheries performed economically and for whom. In particular, estimates of sustainable yields from commercially valuable fish stocks were outdated at best, as well as assessments of stock abundance and species’ diversity. Vessel databases were managed by several entities (the SEPEM artisanal and industrial fishing directorates, FISCAP and CIPA),

²⁸ PROFISH was established in 2005 with key donors and stakeholders to engage the World Bank in improving the sustainability and economic performance in the world’s fisheries, with a focus on the welfare of the poor in coastal and fisheries communities in the developing world.

²⁹ Report No. 101130.

³⁰ Report No. 113787.

³¹ Namely a 2011 General Fisheries Law, 2011 artisanal fishing regulations and 1996 regulations on industrial fishing.

³² Alignment with international binding and non-binding conventions, regional conventions, FAO Code of Conduct for responsible fisheries, the UN Convention on the Law of the Sea (UNCLOS), and the UN Sustainable Development Goals with special reference to marine areas.



making them difficult to use.³³ Data collected on surveillance operations, boarding, offenses, and other monitoring factors were kept by the Fishing Ports Administration, CIPA and SEPEM's Fisheries and Information Statistics Department on Excel, Access and paper files making the information hard to access and use for management decisions. The first project objective, therefore, was set to improve these three key capacity gaps.

29. The project made important strides toward achieving this objective before the June 2016 restructuring and continued to do so afterwards as measured by the revised PDO Indicator and the original and new Intermediate Results indicators. The impact of GEF financing to this objective was paramount as it was the main financing source of Component 1.

30. *Improvement of the fisheries sector legal and regulatory framework.* A National Strategic Plan was developed for the sector and adopted by the Council of Ministers in December 2014 with a five-year action plan. It put special emphasis on having in place appropriate institutional frameworks, and quality human resources in sufficient number and skills. The National Plan was used to inform the fisheries policy section in "Terra Ranka" as mentioned earlier. A new Fisheries Decree was developed with project support and adopted shortly after project closing in October 2017³⁴, and sectoral regulations were developed to ensure sustainable exploitation of fishery resources in alignment with international instruments, and appropriate actions against illegal fishing, namely regulations for: (i) artisanal and industrial fisheries and related techniques; (ii) VMS and associated fishing operations; (iii) statutes and organizational structure of FISCAP and CIPA; and (iv) measures for securing controls at sea. The regulations were adopted by the Council of Ministers during the project and shortly after, except for (iii) and (iv) as a result of frequent changes in the government (see more detail under Section III.B). SEPEM began to implement certain texts in early 2016, in particular those relating to associated fishing operations (transshipment of products, refueling, etc.) and to the regulations on VMS. The new VMS regulations have resulted in the use of 100 percent of the country's VMS system by vessels authorized to fish in Guinea-Bissau. This allowed FISCAP to monitor the movements of vessels in the EEZ.³⁵

31. *Improvement of capacity to prepare fisheries management plans.* The 2010 management plan was updated and adopted by SEPEM in 2014, and again each following year to reflect the current number of vessels and new licenses and revised regulation aspects. Informing the revisions of the management plan were project-financed stock assessment surveys in 2014 and 2016, a national monitoring system for artisanal and industrial landing, and newly developed bio-economic models measuring the current economic value and estimating the potential value of key species, coupled with training of SEPEM staff on various thematic areas such as participation methods and stock assessment techniques. The recommendations of the management plan were applied by the government in issuance of fishing licenses. In the last project year, the number of licenses decreased, showing that government new capacities were indeed used to improve management of fisheries. These newly acquired skills and experience gained by the administration will also

³³ This situation had been well highlighted in a diagnosis of the political-legal and regulatory framework on the use of fisheries resources in Guinea-Bissau, prepared by the AGRER/CANAEST group (dated February 2015).

³⁴ The new decree replaced Decree No. 10/2011 of June 7, 2011 which governed the conditions for fishing in Guinea-Bissau's EEZ. It incorporates latest developments in fisheries management, state responsibilities and MCS of fishing activities.

³⁵ This is according to the World Bank and CSRP aide memoire of April 11-14, 2016.



facilitate statistical monitoring of catches and preparation of new management plans that integrate both ecological and economic dimensions independent of external technical support, provided the availability of funding.

32. *Improvement of capacity to generate, manage and utilize sectoral data.* As mentioned, two stock assessments of the targeted fish stocks and pelagic fisheries were carried out in 2014 and 2016 by an international consultant in collaboration with the Mauritanian Institute of Oceanographic Research and Fisheries (*Institut Mauritanien de Recherches Océanographiques et des Pêches*, IMROP), and bio-economic models for shrimp and cephalopods were developed in early 2017 based on time series of available data from the assessments. These models were validated with stakeholders and tested, and CIPA staff received training on their use. Their results informed revisions to the legal and regulatory framework and to the fisheries management plan. Dashboard equipment and software were provided to SEPEM in 2015, and in 2016 the RCU trained staff from CIPA, FISCAP and the artisanal and industrial fisheries directorates on its use. Dashboard operators and an administrator were recruited to facilitate the feeding of data into the system, and it currently hosts most of the planned key fisheries statistics. At project closing, the operators and the administrator were operating from the PIU offices and there are discussions between the World Bank and SEPEM on their physical and financial transfer to SEPEM. The target for Fishery Performance Indicators (FPI) use was exceeded with four assessments carried out instead of two in 2017 (for targeted fisheries in Biombo, Buba, Caio and Varhela) through collaboration between an international expert and a local team.

33. Another important result was the creation of an electronic national ship register system in early 2016 using existing registration data on artisanal and industrial vessels, adaptable to the CSRP regional dashboard and the national dashboard, and designed to be fed by the different departments in line with their responsibilities. Its establishment was accompanied by a seven-day pilot survey to test the operation of the system, followed by a census in all regions of the country to update the registration database (data entry ongoing). A national system for monitoring landings by artisanal fisheries was also set up by training and posting field agents and investigators at strategic landing points. Finally, the project commissioned a study on the viability of replicating the country's fisheries co-management experiences³⁶, for consideration in a second phase project.

34. With the majority of progress made even before the June 2016 restructuring, the above investments increased the availability, reliability and security of key sectoral data, allowing for better-informed decision making on access control, national and regional collaboration and increased transparency of the sector. Importantly, the governance tools and capacities provided by the project have helped the government negotiate fisheries agreements with various countries, including China, Russia, Senegal, Spain and the EU, that are in line with sustainable management plans for specific fisheries. Within the context of these agreements, fleets are required to adhere to certain fishing restrictions to ensure the sustainability of targeted fisheries.

³⁶ See Touse, P. (2015) *Etude sur la détermination du statut réglementaire actuel des mécanismes de congestion, le cadre politique requis et la faisabilité de l'extension de la congestion a l'ensemble du territoire de la Guinée Bissau*. Bissau, Guinea-Bissau.



Strengthening capacity to reduce illegal fishing

35. The importance of Guinea-Bissau's fishery resources and the measures put in place by Mauritania and Senegal to protect their EEZ (with the support of WARFP and other programs), made Guinea-Bissau a target for illegal fishing, with its scale estimated at the time to be equivalent to roughly 40 percent of the legal catch.³⁷ With this level of illegal fishing, enhancing the capacity of agencies to enforce compliance with the existing rules was seen as a pre-requisite to any further reform. However, enforcement institutions at almost all levels were poorly defined, lacked capacity and did not have the technical and financial means to monitor the fisheries and enforce compliance. FISCAP in particular lacked the necessary logistics, budget, equipment, qualified personnel and premises to conduct land and sea controls. The objective was therefore to create the conditions needed for reducing illegal fishing in Guinea-Bissau's waters by improving the country's MCS systems and FISCAP's capacity to use them, identifying options for sustainably supporting these systems, and enhancing sub-regional collaboration. These investments were to complement existing government efforts financed by the fishing agreement with the EU, and support the implementation of a 2006 national fisheries surveillance strategy.

36. The project achieved the second objective as measured by the revised PDO Indicators and the original and expanded Intermediate Results indicators, with important achievements already made prior the restructuring:

37. *Reduction of illegal fishing:* The project overly achieved its set target of reducing the rate of serious infractions.³⁸ The percent of observed/inspected small-scale vessels committing serious infractions was reduced from 22 percent to two percent compared to a target of ten percent, and the rate for industrial vessels was reduced from 25 percent to six percent compared to the same target. This result is attributed to a considerable amount of project-funded in-country and abroad training to FISCAP staff over an extended time period (February 2014 to September 2016) on a variety of relevant subjects³⁹, the establishment of FISCAP's headquarters within a new fisheries monitoring center in 2015 (an intermediate indicator), provision of needed remote sensing and communication equipment and technologies to the monitoring center, rehabilitation of FISCAP's patrol vessels, and chartering of a Senegalese patrol vessel for the high seas, on which FISCAP staff have been conducting patrols from 2013 to this day. The fisheries monitoring center was built in a rehabilitated building complex on the coast of Bissau while surveillance stations were also built/equipped at strategic points along the coast: in Caravelha in the center of the coast, Ponta Caio in the north and Cacine in the south, for a full coverage of Guinea Bissau's EEZ. Short and long-range radio equipment and solar energy equipment were provided to the stations and the latest generation satellite-based VMS/Automatic Identifier System (AIS) were introduced for the first time in Guinea-Bissau in both the fisheries monitoring center and on industrial vessels as part of their licensing process. The contribution of the

³⁷ MRAG (2009) Estimation of the Cost of Illegal Fishing in West Africa. London, UK.

³⁸ It should be noted that the definition of a serious infraction was any fishing infraction punishable by arrest according to current legislation, e.g., fishing without a license, fishing in no fishing areas, and using illegal fishing gear or explosives. Other forms of illegality related to corruption and rent seeking behavior were not captured in the indicator due to the complexity in capturing such attribution. This indicator therefore is not an absolute measure but it has a merit of demonstrating a trend.

³⁹ For example, the UN Convention on the Law of the Sea, ship mechanics, sea and port inspection, VMS and radar data analysis.



Caravelha, Ponta Caio and Cacine stations to the reduction of illegal fishing is uncertain given their partial functionality.⁴⁰

38. *Strengthened patrolling capabilities:* The target 150 patrol days per year was partly achieved with 102 patrol days in 2017.⁴¹ The increase compared to the eleven-day baseline for this indicator is attributed to the chartering of the Senegalese patrol vessel, the rehabilitation and operationalization of two FISCAP interception speedboats, training to FISCAP staff, operating costs, surveillance software and the fisheries monitoring center, resulting in reported basic sea patrol capacity starting in mid-2015.⁴² The EU complemented this support by financing regional marine patrols throughout the CSRP zone using FISCAP’s headquarters as a central command, and three new vessels in 2017 which were made operational through operating costs from the project. The project was not able to fully achieve the intermediate result target in 2017 due to frequent administrative changes in FISCAP as a result of several changes in the government over a short period. Before that, patrolling frequency was higher, reaching 99 days in 2015 and 109 days in 2016, however still below target. This modest improvement in Guinea-Bissau’s patrolling capabilities did not stop the project from exceeding the desired reduction in illegal fishing thanks to the capacity improvements, notably the VMS and radar systems covering the industrial trawl fleet and vessels, which their mere existence may have deterred illegal fishing, as has been the case in other WARFP countries, for example Liberia.⁴³

39. The increase in surveillance activities across the maritime area resulted also in a rise in revenues to the public treasury from increased licensing (as illegal fishing converted into legally registered activities) and collected fines starting in 2016. Table 1 demonstrates this trend, showing changes in revenues once project support to surveillance activities began in 2014.⁴⁴ The strengthening of the entire national MCS system played a key role in this trend by: (i) improving the administrative and judicial handling of boarding cases; (ii) improving the technical analysis of the reasons for the infringements and the fines to be applied; and, most importantly (iii) increasing the transparency of payment monitoring and its accounting. Without surveillance, fishing vessels could have continued to fish without a license. Thus, surveillance has been an essential part of securing revenues to the government. The EU has supported surveillance efforts as above, however not during the entire duration of the project. Without the project’s support, surveillance would have been almost nonexistent as the government would have no funding nor capacities to carry out surveillance.

Table 1. Trend on income from licenses and associated levies and from fines and sale of confiscated fish (FCFA). Source: FISCAP

Year	Income from licenses and associated levies	Income from fines and the sale of confiscated fish	Total income (FCFA)
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⁴⁰ A World Bank visit to the Caravelha station in November 2017 found that it was not able to cover the area where industrial fishing was prohibited as the range of the radar system installed was limited to a 12-mile zone. In addition, it was not operated and maintained continuously by FISCAP as required. The World Bank team has initiated a retrofitting plan to make sure all stations are operational based on a technical review of all surveillance equipment currently operated by FISCAP, and SEPEM Minister has expressed his commitment to ensuring that the station is operational.

⁴¹ The monthly average patrol days of 22 was also under achieved with 8 patrol days on average in 2017. Please refer to Annex 1 for further detail on results.

⁴² See April 11-14, 2016 World Bank/CSRP aide memoire.

⁴³ See WARFP Liberia’s ICR, Report No. ICR00004008.

⁴⁴ The increase in license income is reportedly mainly due to the increase in authorized fishing and not due to the increase in the value of these licenses. Source: SEPEM.



	(FCFA)	(FCFA)	
2010	2,792,770,349	432,556,848	3,143,202,580
2011	2,814,172,108	350,432,231	3,164,604,339
2012	2,317,596,189	275,360,000	2,592,956,189
2013/2014	2,802,615,205	50,000,000	2,852,615,205
2014/2015	4,454,321,004	18,500,000	4,472,821,004
2015	6,540,648,874	45,617,750	6,586,266,624
2016	7,048,425,294	537,382,000	7,585,807,294
2017	5,030,125,304	717,217,500	5,747,342,804

40. Another project impact was the strengthening of national and regional collaboration on enforcement. Thanks to continued pressure from the World Bank, a consensus was reached between FISCAP, the French Navy and the National Guard on the roles and responsibilities of each agency for monitoring at-sea activities.⁴⁵ This agreement, framed as a cooperation protocol and signed in December 2014, paved the way for the three agencies to pool financial and human resources and conduct joint patrols. FISCAP surveillance personnel benefitted from training provided by the Senegalese and Mauritanian counterparts on the use of surveillance equipment and technologies. These actions contributed to the increase in FISCAP's capacities to conduct MCS activities in high waters, and have strengthened the sub-regional dialogue on the fight against IUU, a topic that has been promoted by the CSRP since its establishment.

41. These impacts materialized alongside improved regulations and strategies for fisheries surveillance. The revision of the sector's legal and regulatory framework and the adoption of the FISCAP statute allowed the government to plan an institutional reform in FISCAP (to be implemented under the second phase project), and keep up with new surveillance tools and internationally accepted fishing practices. Before closing, the project prepared a national plan to combat IUU fishing and a new national MCS strategic action plan for 2017-2022, which set a way forward for the country. Finally, the project financed a study on financial sustainability options for surveillance, for discussion by the government within the framework of a second phase project (for further detail on the study, please refer to Section IV.D).

Strengthening capacity to increase local value added to fish products

42. The third objective was to be achieved by creating an environment conducive to the export of local seafood products to more lucrative markets, thereby increasing the contribution of marine fisheries to the economy, and by increasing the value of products sold locally. While the EU had established the premises of

⁴⁵ FISCAP's responsibility is to monitor fishing activities, the Navy's responsibility is to ensure general security in the EEZ, and the National Guard's responsibility is to monitor the internal waters.



the competent authority in Bissau in 2014, the project was to finance the establishment of the competent authority's laboratory by training staff, purchasing testing equipment and materials, and developing protocols and standards for quality and traceability. Support to fishers and fish handlers was to focus on training on improved handling, processing, marketing, and transport practices and sanitary measures, on maintenance of landing site equipment, and on ways to access local commercial micro-finance.

43. The project did not achieve the targets as framed in the original indicators, however it achieved and exceeded the revised targets:

44. *Strengthened quality testing capacities:* The one ton target for products tested destined for export was exceeded with 976 tons of targeted fish and fish products (croaker, snapper and grouper) tested for export at the newly established and equipped laboratory in 2014-2017.⁴⁶ Products underwent sample quality control inspections⁴⁷, and were exported to South Korea and Senegal frozen, iced, dried and smoked. An EU-accredited laboratory from Cabo Verde trained local laboratory staff from 2014 until the closing of the project on fish quality assessment, fish sanitary standard procedures and the use of purchased equipment and reagents, and supported the preparation of protocols for quality assurance and traceability standards as planned. The Cabo Verdean laboratory also supported the competent authority in the preparation of a roadmap for achieving EU accreditation and the authority has filed an evaluation request with the EU in early 2017, awaiting response.

45. *Strengthened local fish handling capacities:* While not measured by an indicator, the project provided training to fishers, merchants and processors in Alto Bandim and Cacheu ports as planned. According to World Bank reports⁴⁸, sanitary conditions for handling fishery products at these sites had been noticeably improved with decreasing post-harvest losses.

⁴⁶ Overall quantity certified by the lab, including for fisheries not targeted by the project and for domestic consumption, has been 13,500 tons since 2014: 1,500 tons for export and 12,000 tons for domestic consumption. Source: CIPA.

⁴⁷ Internationally accepted standard analyzes for heavy metals by atomic absorption spectrophotometry and for histamine by High Performance Liquid Chromatography (HPLC)), and organoleptic assessments for freshness and quality of fish products. The equipment used was project-financed UV-VIS spectrophotometer, an Absorption Atomic spectrophotometer, and HPLC.

⁴⁸ See January 30 – February 19 and February 20-25, 2017 World Bank/CSRP aide memoire.



Justification of Overall Efficacy Rating

Overall rating before restructuring: Modest

Overall rating after restructuring: Substantial

46. The ICR presents a split rating of efficacy since the original PDO indicators are different from the ones approved in the June 2016 restructuring, and despite the fact that the PDO did not change and financed activities underwent minor changes. Overall efficacy rating before the restructuring is rated Modest as the project did not reach the original PDO indicators, however most of the original Intermediate Results Indicators (on fisheries management plans, a biological and economic assessment, patrolling, and the fisheries monitoring center) were achieved or close to be achieved at that point in time, thereby contributing to the achievement of the PDO. Efficacy rating after the restructuring is Substantial given the achievement and in some cases overachievement of most of the revised outcome and intermediate targets and shortcomings in patrolling frequency and in the placing of the national dashboard in SEPEM. This rating is reinforced by the results of the 2016 stock assessment survey, which showed biomass in the shallower and deep strata higher than in 2014 when the first survey took place, and by notes made by the Chairman of the Special Commission for Agriculture, Fisheries and the Environment and former Fisheries Secretary of Guinea-Bissau during the project's closing workshop on September 12, 2017, that the project had made it possible to fill important gaps in fisheries management in Guinea-Bissau.

C. EFFICIENCY

Assessment of Efficiency and Rating

Rating: Substantial

Economic Analysis

47. The project has generated several monetarized and non-monetarized benefits: the government revenue has increased 1.5 to 2.3 times more than what it used to receive before the project, on its own exceeding the project cost. Based on assumptions which are detailed in Annex 4, Net Present Value (NPV) was calculated at the discount rates of five percent, ten percent, 15 percent and 20 percent over a 30-year period. The results indicate that project activities resulted in government revenues greater than the project cost at all levels of discount rate. The resulting Financial Internal Rate of Return (FIRR) for the project, considering the government revenue increase as a benefit alone, was 22 percent. The total number of fishing canoes is less than the level before the project started, which is a positive trend. The 2016 stock assessment financed by the project showed biomass in the shallower and deep strata higher than in 2014 when the first assessment took place.⁴⁹

48. In terms of governance improvement, the infraction ratio has improved due to measures put in place by the project in partnership with its partners. Infraction reduction contributes directly to stock recovery as illegal fishing methods are less used than before. With project support, a competent authority was established within CIPA in Bissau in 2014 in collaboration with the EU. While the contribution of the project

⁴⁹ See Yraola, I.S. (2016) *Rapport Scientifique de la Campagne d'évaluation des Ressources Demersales de la ZEE Bissau Guinéenne (Janvier 2016)*, Bissau.



was initial capacity development, with the support of a second phase project, the laboratory is expected to continue to expand its functions towards full operation, in particular certification of fish for exports to EU markets, and the laboratory is likely to attract demand for its services from neighboring countries given the scarcity of such high standard facilities in the sub-region. Other tangible impact includes governance and capacity improvements. Please refer to Annex 4 for the full efficiency analysis.

Implementation Efficiency

49. The project was able to achieve many of its targets, and at times exceed them during the extended project period without additional financing. This was possible thanks to the reallocation of the lease payments for a surveillance vessel (SDR 1,450,000, equaling US\$2,230,825 at approval) and a third of the allocation to the purchasing of a coastal surveillance civilian patrol vessel (SDR 190,000, equaling US\$292,315 at approval) to governance and fisheries management actions, to the laboratory and to the chartering of the Senegalese vessel and crew. The decision to charter a Senegalese vessel with its own maintenance crew (costing the project US\$1,676,000), allowed the saving of both investment and maintenance costs and the time it would take to build FISCAP staff's capacity to maintain the vessel. By comparison, purchasing a similar vessel and maintaining it during the same time period (five years, from 2013 to 2017), would have cost the project around US\$8,300,000.⁵⁰ Costs were also saved by using existing government land and infrastructure near Alto Bandim Port to establish the fisheries monitoring center and headquarters for FISCAP, and by financing a small PIU (a coordinator, a procurement specialist, an accountant and an administrative assistant) receiving technical and operational support from the CSRP. This resulted in management costs that are 16.7 percent of the total project costs at closing.⁵¹ Although the share of project management costs seems high, the absolute amount is within norms.⁵²

50. Project actions increased the efficiency of the government in executing some of its responsibilities. It financed the integration of several isolated vessel registries into a single electronic national registry with access for users, as well as an integrated fish information system (the national dashboard), with access rights aligned with needs and responsibilities of various administrative services. These two centralized systems will reduce the costs of storing information and facilitate their update and use. The project also helped clarify the respective roles and responsibilities of FISCAP, the Navy and the National Guard for fisheries monitoring, and encouraged pooling of naval and human resources, thereby making fisheries monitoring activities more efficient. Where project efficiency was affected was during the early project years when progress was minimal due to start-up disbursement delays and instability in the government, resulting in the need to extend the project's closing date (see more under Section III.B); and in the Caravelha surveillance station, where a retrofitting plan is on its way to making the station operational. The project also did not spend US\$835,140 of the total financing (US\$482,378 of the IDA grant and US\$352,762 of the GEF grant), the majority of which under Component 2.

⁵⁰ This cost is for a 30 meter vessel, similar to the one chartered by the project, and it includes a US\$4.5 million investment cost, an annual depreciation cost of five percent per year, maintenance costs of ten percent per year and insurance and fixed costs of two percent per year. This cost does not include running costs and fuel, since these were paid for by the project.

⁵¹ US\$1.2 million out of US\$7.17 million disbursed. The US\$1.5 million disbursement figure for Component 4 included US\$0.3 million for program coordination by the CSRP and therefore is not considered a project management cost.

⁵² See for example, Guinea-Bissau Coastal and Biodiversity Management Project, P083453.



D. JUSTIFICATION OF OVERALL OUTCOME RATING

Rating: Moderately Satisfactory

51. The overall outcome rating takes into account the relevance of the project objectives to global, regional, national and World Bank priorities at closing, the efficacy of the project as measured by the original PDO indicators and the revised indicators approved during the June 2016 restructuring, and the efficiency of the project. The project demonstrated Substantial efficiency and High relevance at closing. Before the restructuring the project disbursed 46 percent of the total disbursement of IDA and GEF grants, with overall Modest achievement of the objectives. Therefore, prior to restructuring the overall outcome rating is Moderately Unsatisfactory. After restructuring, the project disbursed the remaining 54 percent of total disbursements, with overall achievement of objectives rated Substantial. Therefore, after restructuring the overall outcome rating is Satisfactory. Applying the World Bank’s split rating evaluation methodology results in an overall outcome rating of Moderately Satisfactory.

Table 2. Calculation of outcome rating

		Before Restructuring	After Restructuring
Relevance of objective		High	
Efficacy (PDO)		Modest	Substantial
	A	Modest	High
	B	Modest	Substantial
	C	Modest	High
Efficiency		Substantial	
1	Outcome rating	Moderately Unsatisfactory	Satisfactory
2	Numerical value of the outcome rating*	3	5
3	Share of disbursement before and after restructuring	0.46 (or 46%)	0.54 (or 54%)
4	Weighted value of the outcome rating (Row 2 X Row3)	1.38	2.70
5	Final outcome rating	Moderately Satisfactory (1.38 + 2.70 = 4.08, rounded to 4)	

* Note: Highly Unsatisfactory (1); Unsatisfactory (2); Moderately Unsatisfactory (3); Moderately Satisfactory (4); Satisfactory (5); Highly Satisfactory (6)



E. OTHER OUTCOMES AND IMPACTS

Gender

52. While fishing activities in Africa are mostly conducted by men, women represent a large part of the sector's post-harvest labor force, in particular the processing of landed catches, whether in an artisanal or industrial setting. In Guinea-Bissau, most women in the sector work in cleaning and selling fish and they are also involved in some small-scale shellfish harvesting, and serve as critical marketing agents, providers of financing, and logistics chain intermediaries within the small-scale segment. A calculation of direct project beneficiaries shows a total of 677 persons, 17 percent of whom direct female beneficiaries – merchants (*mareyeuses*) and processors from Alto Bandim and Cacheu ports, who benefitted from project-financed training on improved handling, processing, marketing, and transport practices and sanitary measures, on maintenance of landing site equipment, and on ways to access local commercial micro-finance. This low rate of female participation (in comparison to the regional average sector participation rate of 27.3⁵³ and the estimated national rate of 51.7 percent⁵⁴) is explained by the relatively limited scope of post-harvest interventions financed by the project, only seven percent of the total disbursed amount. It should be noted, however, that the project design did not specifically seek to close a gender gap in the sector, although some indicators were disaggregated by gender. The second phase project in Guinea-Bissau will place emphasis on this issue; it will be informed by an analysis of gender gaps in West Africa fisheries, to be prepared by the CSRP during the coming months.⁵⁵

Institutional Strengthening

53. The project strengthened the strategic, policy, regulatory and institutional setting of the fisheries sector, built necessary skills within the administration to independently carry out key tasks, and strengthened collaboration between government agencies. A National Strategic Plan, a five-year Action Plan, a new Fisheries Decree and associated regulations aligned with international good practices are in place to guide SEPEM and associated agencies in the coming years on how to sustainably manage the fisheries and reduce illegal fishing, and a management plan for three key fisheries is in place to guide their management. Government staff now has the capacity to undertake various activities without external technical assistance, in particular: (i) producing the annual fishery management plan; (ii) monitoring landings and collecting data; (iii) combating illegal fishing; and (iv) testing and certifying fish and fishery products for quality. FISCAP, the Navy and the National Guard are better positioned to collaborate in the area of fisheries surveillance, and FISCAP, CIPA and the departments in charge of industrial and small-scale fishing have the know-how to jointly conduct stock assessment campaigns and prepare management plans.

Mobilizing Private Sector Financing

⁵³ de Graaf, G. & Garibaldi, L. (2014) The value of African fisheries. FAO Fisheries and Aquaculture Circular. No. 1093. Rome, Italy.

⁵⁴ African Development Bank. Rehabilitation of the Agricultural and Rural Sectors Project (PRESAR), 2009.

⁵⁵ Terms of reference for the study are presently being prepared.



54. The project did not mobilize financing from the private sector, nor did it intend to given the baseline of a weak investment climate surrounding the fisheries sector and the country context in general. It did, however, take actions to encourage more vessels and companies to land their catch in the country and export from Bissau, notably by establishing a laboratory which is able to test for quality and certify exports to the region and several other countries. A key gap which is still to be addressed is the lack of local landing and marketing infrastructure (particularly a functioning port), which will be financed in future project phases.

Poverty Reduction and Shared Prosperity

55. Guinea-Bissau is one of the world's poorest and most fragile countries. Around 70 percent of the population was poor in 2010 and a third lived in extreme poverty. Inequality is also high with a Gini coefficient of 0.50 in 2010.⁵⁶ As around two thirds of the population rely on cashew nuts for their livelihood, the project's impact on poverty reduction will materialize in the long-term by diversifying peoples' livelihoods with fisheries-related jobs in the related value chains, and therefore increasing their economic resilience.

Other Unintended Outcomes and Impacts

Not applicable.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

56. **Soundness of background analysis.** The design of the project was informed by the previous World Bank engagements in Guinea-Bissau's fisheries sector, knowledge generated by regional studies that had been carried out during the program's preparation phase in 2008-2009, as well as assessments and analyzes carried out for the Guinea-Bissau project and discussions with a broad group of stakeholders. The 2004 Strategy Sector Note on the country's fisheries and the CBMP provided valuable data, helped identify the constraints to sector governance, and determined the implementation arrangements of the project. The analytical information produced by the World Bank, the Food and Agriculture Organization (FAO), and hired consultants for the program further informed the governance, social and economic dimensions of fisheries in the sub-region, with some of the information specific to Guinea-Bissau, including: (i) an estimation of the cost of illegal fishing⁵⁷, (ii) analysis of key elements of sustainable fisheries management and governance⁵⁸, (iii) analysis of required measures against illegal fishing⁵⁹, and (iv) a review of socio-economic conditions of fishing communities in selected West African countries.⁶⁰ Preparation funds were used to bridge the most

⁵⁶ Source: Guinea-Bissau's CPF for FY18-FY21, Report No. 114815-GW.

⁵⁷ MRAG (2009) Estimation of the Cost of Illegal Fishing in West Africa. London, UK.

⁵⁸ FAO (2009) *Bonne Gestion et Gouvernance Durable des Pêches au sein de la CSRP – PRAO*. Rome, Italy.

⁵⁹ FAO (2009) Port State Measures to Control Illegal Fishing. Rome, Italy.

⁶⁰ World Bank (2008) Literature Review of Documents Focusing on Socio-Economic Conditions of Fishing Communities in Selected West African Countries. Washington, DC.



critical knowledge gaps needed for the design⁶¹ and project funding was allocated to filling other more specific knowledge gaps to feed into the implementation of activities.⁶² In parallel, discussions were held between the World Bank team, the CSRP, and a large group of stakeholders from the government, development partners, the Navy and civil society on gaps and needed investments, resulting in a design which addressed well the sector's basic weaknesses.

57. **Reflection of lessons learned.** Lessons learned were well incorporated into the design of the project. Its overall structure was informed by global good practices summarized in the World Bank Fisheries Sector Approach Paper *Saving Fish and Fisheries*.⁶³ These lessons were reflected in the decision to finance governance interventions prior to investments in sector development and local value added, in order to ensure a sustainable supply of fish to local industry; surveillance and enforcement for reducing illegal fishing and associated economic losses; and partnering with the CSRP to ensure a coherent regional approach to fisheries management and enforcement. Lessons were also drawn from the CBMP and the two-year experience of the first group of WARFP projects on the importance of providing significant amount of technical assistance and training to the administration given low capacities for implementation of fisheries governance reforms; and on the advantages of collaboration between surveillance agencies in reducing surveillance costs – all of which were reflected in the design and applied during implementation.

58. **Appropriateness of project design.** The project had clear objectives at the appropriate level of ambitiousness given the country's very weak capacities and state of fragility, and the design of the project presented an appropriate set of activities to achieve the objectives, backed by a suitable financing envelope and implementation arrangements. Activities matched the technical absorption capacity of the administration with ample support offered by consultants and the CSRP, and maintenance of capacities and assets by the government was considered in the preparation of a series of documents laying out several options, for implementation during a second phase project. Lengthy and complex landing infrastructure establishment and co-management support were left to the second phase project, targeted fisheries and fishing zones were clearly defined, and a number of studies and assessments were financed to bridge knowledge gaps. The design presented complementarities with ongoing and past EU and other donor investments in the sector. The financial envelope was sufficient to support the planned activities (albeit some changes made during the 2016 restructuring), and actually provided space for the extension of the project, which was needed mostly because of factors outside the control of the project (see more below). The

⁶¹ Economic analysis of project costs and benefits based on a quantitative economic model of the fisheries and proposed investments, assessment of the legal framework for combatting illegal fishing, and social and environmental assessments.

⁶² A diagnostic study of the legal and regulatory framework on the use of fishery resources: MRAG/CANASET (2015) *Renforcement du Cadre Politique Légal et Règlementaire sur L'utilisation des Ressources Halieutiques en Guinée Bissau - Diagnostic du cadre politique légal et réglementaire sur l'utilisation des ressources halieutiques en Guinée-Bissau*. Bissau, Guinea-Bissau; stock assessments for targeted fisheries which provided fundamental information about the size of the resources and how they were being used: Y. Ignacio Sobrino for CIPA (2016) *Rapport Scientifique de la Campagne s'évaluation des Ressources Demersales de la ZEE Bissau Guinéenne*. Bissau, Guinea-Bissau; a bio-economic model analysis for targeted fisheries, a modeling exercise to test different management measures and determine which would sustainable maximize the benefits in the fishery; and a value chain analysis to determine where inputs were most needed.

⁶³ World Bank (2004) *Saving Fish and Fisheries: Towards Sustainable and Equitable Governance of the Global Fishing Sector*. Washington, DC. This Paper was written in recognition of the mounting challenges that the World Bank and the developing world faced in meeting the fishery sector-related Millennium Development Goals and the outcomes of the 2002 WSSD.



implementation arrangements reflected the capacity and fiduciary weaknesses identified during preparation although a dedicated M&E specialist in the PIU could have further facilitated collection of data (see more under Section IV.A). Gender aspects were not incorporated into the design, however women benefited from fish handling training, and an indicator was included in the results framework to monitor benefits to females. Weak design elements were: (i) the results framework, which included several indicators that measured long-term program impacts instead of the achievement of the three project objectives and presented some inaccurate baseline and target values, making it difficult to use activities as evidence of outcome achievement; and (ii) the economic analysis, which relied in part on program-level assumptions. Please refer to section IV.A and Section II.C/Annex 4 for further detail on M&E performance and the economic analysis, respectively.

59. **Preparation of safeguards, financial management and procurement instruments.** The Regional Process Framework⁶⁴, which had been reviewed and cleared by the World Bank for the first phase of the program, provided guidance on addressing any potential issues arising from restriction of access and impacts on livelihoods. In addition, the government adopted on January 28, 2011 an Environmental and Social Management Framework (ESMF)⁶⁵, setting the procedures to be used during implementation to prepare site-specific Environmental and Social Impact Assessments and/or Environmental and Social Management Plans for sites with environmental and/or social issues triggering the World Bank safeguard policies. The World Bank conducted financial management and procurement capacity assessments of the administration and prepared action plans for mitigating identified risks. The CSRP helped with the preparation of a procurement plan with procurement methods and timelines.

60. **Appropriateness of financing instrument.** The WARFP was approved as a series of three overlapping APLs, each APL having two phases of five years.⁶⁶ The program was not designed as a Program-for-Results Financing (PforR) as it had been approved before PforR became available (in 2012) and even so, SEPEM was not strong enough for a PforR. While the legal framework aspects could have been addressed under a Development Policy Financing (DPF), DPF alone would not have been able to address surveillance activities. The APL instrument was well-suited to support the long-term nature of envisioned reforms. The country was also able to leverage regional IDA funding (US\$4.8 million out of the US\$6 million IDA), thus increasing the project's financial envelope, in addition to a US\$2 million grant from the GEF. The subsidiary agreement between the World Bank and the CSRP provided an opportunity for the CSRP to strengthen its connection, accountability and communication with the government and provide the much needed technical and operational support to the PIU.

61. **Adequacy of government commitment.** Government commitment to the objectives of the WARFP was a pre-requisite for joining the program. It was determined on the basis of: (i) identification of a series of policy reforms for improved governance of the fisheries and definition of a framework for investment to achieve these reforms (including actionable milestones); and (ii) the existence of a minimum legal and judicial

⁶⁴ Report No. RP828-V2, disclosed on September 7, 2009.

⁶⁵ Report No. E2668, disclosed on January 28, 2011.

⁶⁶ The terminology has since changed, identifying the WARFP as a framework of multi-country, multiphase Series of Projects (SOPs).



framework for fisheries surveillance that was acceptable to the World Bank.⁶⁷ The government had prepared a draft National Fisheries Strategy with the support of the CBMP, which recognized that the current model of fisheries development was generating only short-term public revenue, and noting that the regime of fisheries exploitation would inevitably lead to the decline of fish resources. The draft strategy placed emphasis on sustainable management of marine fish resources, and achieving an optimal contribution of the sector to economic growth and poverty reduction by building the capacity for governance of fisheries, combating and reducing illegal fishing and increasing local landings and value added of fish products. Another evidence of commitment was the country's membership in the CSRP, and the adoption of its 2002-2010 Strategic Action Plan, demonstrating clear interest in regional collaboration.

62. **Assessment of risks.** Project implementation risk was appropriately rated High in view of the significant overarching country level risks associated with the unstable political and weak macro-economic environments that existed, a risk which materialized at the beginning of the project and caused implementation delays throughout implementation (see more below). The risks under the various categories were well defined with corresponding mitigation measures: two were rated High (commitment to fighting illegal fishing and weak governance and capacity of the implementing agency) and four were rated Moderate (complex project design, social and environmental risks, unavailability of the project team to monitor and provide implementation support, and reputational risks to the World Bank from unauthorized use of patrol vessels⁶⁸). Mitigation measures included promotion of transparency of sectoral data, including fines and arrests, and multi-stakeholder involvement to mitigate weak commitment to fighting illegal fishing; investments in governance reform and a considerable amount of project-financed capacity building to mitigate weak governance and capacities; a relatively simple design (compared to the first group of WARFP projects); framework safeguard documents to guide mitigation of future social and environmental impacts; making available CSRP and World Bank-paid consultants to reinforce the project team in monitoring and supporting the project; and requiring all project-financed activities under Component 2 to follow the World Bank guidelines for investments in fisheries surveillance with clear provisions in the financing agreements.

63. **Readiness for implementation.** The project was prepared in a relatively short time (11.6 months from concept to approval), however after it was approved it experienced a six-month delay in effectiveness (March to September 2011) due to a lengthy recruitment process of the financial management and procurement specialists and delays with the ratification of the subsidiary agreement with the CSRP. A multi-stakeholder steering committee was established during the course of preparation, as were the procurement plan and the project implementation manual. Notably, an administrative and accounting manual of procedures was not prepared prior to implementation, and offices were not available to the PIU until March 2013, contributing to the delays and several fiduciary challenges at the beginning of the project (see more below).

B. KEY FACTORS DURING IMPLEMENTATION

⁶⁷ As defined in the PAD.

⁶⁸ The concern of the World Bank was regarding confrontations between project-supported fisheries surveillance patrols and drug traffickers, prevalent in the time of project approval, which would overstep the World Bank's mandate to only finance economic development activities.



Adverse factors

64. **Start-up delays.** Once declared effective in September 2011, six months passed until the first disbursement was effected due to delays in obtaining an acceptable specimen signatures letter and establishing the project accounts.⁶⁹

65. **Political instability.** A *coup d'état* in April 2012 led to further start-up delays as a nine-month suspension of disbursements was imposed on all World Bank projects in Guinea-Bissau. During this period, other key donors such as the EU also suspended their programs, pending the holding of national elections and the establishment of a legitimate government. Consequently, when the suspension was lifted in December 2012, the project had been 21 months approved and 15 months effective with almost no on-the-ground progress made. Successive administrative and political changes, and overall political instability observed after the *coup*, periodical freezing of government accounts and the lack of an active parliament since 2015 continued to cause implementation delays, especially to surveillance operations and to the adoption of some of the new and revised regulations, necessitating the closing date extensions.

66. **Initial weaknesses within the PIU.** In 2013, the World Bank recorded slow pick up of activities, with only eleven percent disbursement in January 2014 due to a temporary absence of the PIU coordinator⁷⁰ and a learning curve within the PIU in using World Bank procurement and FM procedures. These challenges were exacerbated by the absence of PIU offices and the administrative and accounting manual. Financial management weaknesses resulted in the replacement of the accountant in April 2013. By the end of 2014, the PIU gained sufficient capacity with the support of the World Bank and the CSRP and it had in place offices and a manual. In addition, a new SEPEM minister was appointed with strong knowledge of the sector, providing central support to jump-start the project.

67. **Procurement challenges.** The pace of implementation was affected by the unavailability of qualified national consultants and providers of services and goods, resulting in little to no response to calls for proposals and expressions of interest. International contractors/consultants/suppliers were scarce due to unwillingness to operate in an unstable environment. Recent changes to several procurement procedures were another challenge, especially to the inexperienced PIU. An example was a new contract type for hiring the services of a patrol boat, which had been newly introduced by the World Bank and caused substantial delays in the implementation of this activity.⁷¹

⁶⁹ The specimen signatures letter sent to the World Bank was not signed by the Authorized Representative of the Recipient (Minister of Economy, Planning and Regional Integration) but rather by the Minister of SEPEM, the Designated Account was not held in the Central Bank as per the Disbursement Letter, the second project account (holding CSRP funding) was not held in a World Bank-approved commercial Bank, and there was an incorrect set up of the designated account in the World Bank system.

⁷⁰ During the first half of 2013, the project coordinator was temporarily dismissed by the government due to a civil servant forcibly assuming the position without prior consultation with the Bank, and intervention of the World Bank resulted in her return to the position.

⁷¹ As reported in ISR Sequences 6-9.



68. **Monitoring and evaluation.** The PIU's ability to collect data and use it for project management was limited prior to the restructuring of the results framework in June 2016. Please refer to Section IV.A for further detail.

Favorable factors

69. These internal and external adverse factors were eventually overcome thanks to the following favorable implementation factors:

70. **Restructuring.** The project underwent restructuring in June 2016 and in May 2017 as described. Despite the fact that the 2016 restructuring took place a year and a half after the mid-term review (as it took time to agree on the modified indicators and process the restructuring), it was nonetheless useful in enhancing the government's ability to achieve the PDO and in removing complexities in project implementation and evaluation. Together with the May 2017 restructuring, both allowed the government to make up for the considerable time lost.

71. **CSRP support.** The CSRP provided valuable operational and technical support to the PIU through frequent missions jointly with the World Bank and in-between World Bank visits as needed.⁷² Particular attention was provided to the development of work plans, budgets and procurement plans, and collection of data for the results framework and progress reports as the PIU members had limited experience in coordinating World Bank-financed projects. At the technical level, the CSRP facilitated regional collaboration and dialogue between SEPEM and other WARFP implementing agencies by organizing Regional Steering Committee (RSC) meetings, by linking Guinea-Bissau to the regional dashboard and by helping to establish a national dashboard, thereby promoting data transparency across the region and in-country.

72. **Assignment of country-TTL.** The project benefitted from the support of county Task Team Leaders (country-TTLs), based in Washington and Dakar, in addition to the regional TTL. According to the CSRP and the PIU, this setting ensured well needed support to the PIU during most of the implementation period with the exception of the disbursement suspension period and during shifts in the World Bank task team in late 2012 and early 2013. This setting was important since Guinea-Bissau joined a five-country program (Cabo Verde, Ghana, Liberia, Senegal and Sierra Leone), and the program further increased in 2015 to eight countries (with the addition of Guinea and Mauritania), placing considerable demand on the World Bank team.

73. **Collaboration with the EU and between FISCAP, the Navy and the National Guard.** The close dialogue between the World Bank and the EU mission in Bissau led to synergies which helped the government achieve the project's value added and illegal fishing reduction targets. The laboratory was established within the EU-funded Competent Authority, and project support to FISCAP was complemented with regional marine patrols throughout the CSRP zone and the three new patrol boats. The EU mission has expressed interest to continue collaboration under the second phase project with the financing of a new EU fishing agreement,

⁷² During the course of implementation, the CSRP carried out a total of ten missions jointly with the World Bank in addition to four 'stand-alone' procurement support missions.



particularly looking at an organizational reform of FISCAP to ensure its efficiency and self-financing, and at biodiversity conservation through co-management. The collaboration agreement signed between FISCAP, the Navy and the National Guard in 2014 helped clarify roles and responsibilities and pool resources, resulting in increased frequency of sea patrols during several years.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

Rating: Substantial

M&E Design

74. Since SEPEM did not have sufficient resources and coordination to adequately report on progress according to the results framework, it was decided that M&E would be carried out externally by the M&E officer of the RCU, who would gradually increase the capacity of SEPEM to carry out M&E. In parallel, project resources were allocated to generate, collect and analyze sectoral data under Component 1, and develop the national dashboard and its linking to the regional dashboard at the CSRP. Reporting to the World Bank was to be carried out by the PIU on a semi-annual basis and compiled by the RCU into annual reports, and one percent of the GEF grant was to support sharing of lessons learned via the GEF IW:LEARN website⁷³ and participation in relevant regional conferences. The M&E plan included indicators that were accompanied by clear units of measurement, baselines and targets along with detailed explanations on measuring techniques, and a comment was made in the PAD on the possibility of having to re-measure or refine some of the indicators' baselines during the first two years of implementation as these had been set on best available data.

75. The design of the M&E plan had several weaknesses: (i) the first two PDO-Level Indicators were set to measure long-term program impacts as already noted; (ii) the baseline and target for the beneficiaries Core Indicator were set as the total population of the country rather than those directly affected by the project, as intended by this indicator⁷⁴; and (iii) the indicator for the management plans did not take into account the pre-existence of a management plan. These weaknesses were corrected in the June 2016 restructuring, resulting in dropped, revised and new indicators at both the PDO and Intermediate levels. The revised results framework demonstrated additional shortcomings such as improper baselines and targets for the new indicator for the local value added objective, for the revised indicator on patrols, and in the setting of target female beneficiaries.⁷⁵ During the 2016 restructuring the World Bank introduced FPIs as an additional

⁷³ <https://iwlearn.net/>.

⁷⁴ The PAD explained that the project aimed to benefit the country as a whole.

⁷⁵ (i) While CIPA records show relevant export data since 2014, and discussions with the team indicate that these exports were directly attributable to project support, the target for new quantities of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory was set in June 2016 to one ton. Discussions with the team indicate a cautionary approach to setting a target given the expected complexities in establishing the laboratory and export's dependence on the engagement of the private sector, which was beyond the control of the project. However, at the time of restructuring, the team could have reviewed the target value based on the available export data and set a higher target value. (ii) In the restructuring the team assigned an annual baseline similar to the monthly baseline (11 days), and set an annual



evaluation instrument of the status of targeted fisheries from an environmental, social and economic perspectives to inform the selection of co-management sites and set baselines for these sites under a second phase project.

M&E Implementation

76. The PIU with the close support of the CSRP conducted M&E of project performance during and in-between missions, however until the PDO Level Indicators were replaced, both were unable to evaluate the project's progress toward achieving the PDO. Once revised, the new PDO Indicators were closely monitored and reported on. Discussions with the RCU of the CSRP and the PIU indicate that an M&E officer in the PIU could have better facilitated information collection from the relevant government agencies whose staff changed frequently. Finally, the necessary national dashboard equipment, software and training were provided to SEPEM in 2015-2016, dashboard operators and an administrator began to feed data into the system, and FPI evaluations took place as planned.

M&E Utilization

77. Progress reports were presented to the World Bank and used to inform discussions with the government, restructurings, work plans and budgets. Information on progress was also used by the CSRP to compare achievements during RSC meetings, which created competition and motivated WARFP countries to work toward their targets. Evaluation of the project went beyond the results framework with the World Bank commissioning in 2016 a study to evaluate the project progress (along with four other WARFP projects), discuss shortcomings and good practices and draw lessons⁷⁶, and in discussions on the WARFP Theory of Change. Progress toward achieving the GEF International Waters corporate goals was reported using a tracking tool at mid-term and completion, however information was not fed into IW:LEARN and the project was not represented at relevant regional conferences as planned. FPIs were used to generate assessments for targeted fisheries in four sites, setting a baseline for evaluating the status of the fisheries along a time period at these sites and for discussing co-management sites under the follow-on project. The data in the regional dashboard is currently being validated by the countries, and will soon become available to the public, and the national dashboard was incomplete by project closing.

Justification of Overall Rating of Quality of M&E

78. The overall rating of M&E quality is Substantial due to the diligence of the PIU and RCU in preparing progress reports, the utilization of project information by the PIU, RSC and the World Bank, and the introduction of the FPI tool to set baselines and inform decision making on investments in the sector. The rating also reflects the shortcomings in M&E design and the consequent restructuring of the results framework, which facilitated the evaluation of PDO achievement.

average which did not align with the set monthly average (150 annually and 22 monthly). (iii) Although the beneficiary indicator was marked as Unchanged, the percent of female beneficiaries was decreased from 51.5 percent to 44 percent (700,000 out of 1,600,000 total beneficiaries).

⁷⁶ Viridin, J. (2016) The West Africa Regional Fisheries Program: Experiences and Selected Lessons from the First Phase of one of the World's Largest Tropical Fisheries Governance Reform Programs. Washington, DC.



B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

Environmental and social

79. The project triggered OP/BP 4.01 on Environmental Assessment as Category B (Partial Assessment) due to planned small works under Component 2, which were expected to have minor impacts on the environment. Unlike other WARFP projects, OP/BP 4.12 on Involuntary Resettlement was not triggered as the majority of project activities concentrated on fisheries resource management at the national level rather than specific interventions or access restrictions at the local or community levels. However, given the program's long-term objective of strengthening management of fish resources, the potential for involuntary restrictions on traditional access to resources was considered, and the government adopted the WARFP Regional Process Framework. The government also prepared an ESMF and committed to undertaking a social assessment of the impact of the project on fisheries resources management and implementing its measures as needed, and this was a covenant in the financing agreement. Environmental and Social Impact Assessments (ESIAs) or Environmental and Social Management Plans (ESMPs) were to be prepared as needed during implementation.

80. Safeguard coordination and monitoring was to be led by the Prime Minister Office's Unit for Environmental Impact Assessment (*Célula de Avaliação do Impacto Ambiental, CAIA*), however it did not carry out these tasks and instead in March 2017 the project hired a consulting company to guide the PIU so it could carry out these responsibilities. A field visit of the World Bank in June 2016 noted that while ESIAs and screening sheets had been prepared to guide works at the FISCAP headquarters/fisheries monitoring center in Bissau and at the surveillance station in Ponta Caio, works had begun without World Bank prior approval/consideration of these instruments as required, and land ownership issues had not been clarified in advance of the works. The current safeguards team requested in December 2016 that an environmental and social safeguards audit be conducted prior to project closing, and the request was repeated in June 2017. In September 2017, a set of documents was sent to the World Bank for review as evidence of compliance with World Bank's standards, followed by a request from the World Bank for a series of adjustments and clarifications, none of which were sent at project closing. The audit will take place prior to the appraisal of the second phase project and inform its safeguards instruments and capacity enhancement measures.⁷⁷ The social impact assessment covenant was not complied with due to delays in the implementation of activities to be assessed, and the unavailability of the assigned NGO to carry out the assessment.⁷⁸ The safeguards risk level was otherwise rated Medium relative to the nature of the investments, and missions did not find compliance issues. In conclusion, as the implementation process was not well followed, the project did not fully comply with OP/BP 4.01.

⁷⁷ The audit will establish a factual assessment of safeguards compliance, identify the gaps in safeguards implementation, draw lessons learned and recommendations, and propose an action plan to improve safeguards implementation and compliance as well as to strengthen the PIU's capacity.

⁷⁸ The lead person in the NGO became ill and was not able to conduct the study. Another NGO was not chosen, however according to the PIU, an individual consultant was contracted to prepare the study. To-date, the study has not been shared with the World Bank.



81. Setting up a grievance redress mechanism was not a requirement when the project was approved. Public consultation and disclosure requirements were followed as required during project preparation, however disclosure of safeguard documents in-country and in the World Bank was incomplete during implementation as documents were not shared with the World Bank team prior to the implementation of works as noted. The PIU reported one complaint received in 2013 from a firm which had submitted bidding documents after the closing date and complained about not being considered. The case was resolved amicably with the support of the RCU.

Financial management

82. The project did not comply with financial management procedures during its early years, but was in compliance at its later stages. Financial management was unsatisfactory until mid-2013 when the accountant was replaced, after which it gradually improved, and in 2017 it was rated Satisfactory by the World Bank. Initial low ratings were explained by the absence of the administrative and accounting manual, a financial management system and computer hardware; inactivity of the designated account; duplicate payments in bank statements; absence of periodic bank reconciliations; and inefficient internal control mechanisms. In August 2013, the World Bank upgraded the financial management performance rating to Moderately Satisfactory as improvements had been noted with the preparation of the manual, the installation of a management system, high quality of interim financial reports and an unqualified certification of the project accounts by an external auditor for fiscal year 2012. Missions since further noted that financial management obligations had been met with timely submission of certified external audit reports and acceptable interim financial reports, and the absence of ineligibilities, with the main challenge remaining the low rate of disbursement. As disbursement picked up in 2016, the rating was upgraded to Satisfactory in February 2017 and maintained until the closing of the project.

Procurement

83. The project was overall in compliance with procurement procedures as could be observed from the positive assessments made by the World Bank throughout implementation. While the pace of procurement was slow during the first few project years, no mis-procurement was noted, and performance setbacks were mainly related to delays in publication of selection results and opening of bids, needed improvements in the file archiving system and higher advances than planned for renting the surveillance patrol vessel. Consequently, procurement performance was rated Moderately Satisfactory during most of the implementation period and Satisfactory in 2017. As previously noted, procurement delays were the result of unavailability of national and international interest in advertised assignments and difficulties within the PIU to use changed procurement procedures.

C. BANK PERFORMANCE

Rating: Moderately Satisfactory

Quality at Entry



84. The World Bank supported the design of a project which was highly relevant to the basic challenges faced by the fisheries sector, as well as to national, regional and global priorities at the time. Background analyses and studies were carried out to inform the design and lessons from past and similar projects were well taken into consideration. Risks were properly identified with appropriate mitigation measures, and the implementation arrangements corresponded to the identified capacity weaknesses. The design matched the allocated budget, and was informed by discussions with a variety of stakeholders and partners with particular emphasis on generating successful synergies with the EU, which had been and continues to be a key development partner in the sector. The World Bank adequately fulfilled its fiduciary role by carrying out procurement and financial management assessments of the implementing agency, and by working with the CSRP to develop the ESMF. Gender aspects were not explicitly incorporated into the design, however an indicator was included in the results framework to monitor female participation in the project. A team of in-house fiduciary experts, environment, social and fisheries management specialist backed by technical consultants and the CSRP were instrumental to these achievements. Weak quality at entry aspects were the results framework weaknesses, several of the assumptions used in the economic analysis, and the unavailability of the administrative and accounting manual, offices for the PIU and project accounts, which made it difficult to evaluate project impact and put a strain on the PIU at the beginning of the project.⁷⁹

Quality of Supervision

85. The World Bank conducted implementation support missions at a frequency of one to three per year, with the exception of 2012 during which only financial management and procurement assessments were carried as a result of the temporary suspension. Several smaller missions took place in-between, focusing on safeguards, procurement, financial management and specific technical and operational support by World Bank and CSRP specialists. The missions were conducted jointly with the CSRP and comprised operational and technical meetings with a variety of government stakeholders, field visits, strategic consultations with the EU, and high level discussions with government officials. Aide memoires contained considerable detail on progress, results and achievement of outcomes, and presented frank evaluation of weaknesses and shortcomings with concrete action plans. They were used to evaluate progress and informed discussions with the government on measures to enhance performance. Discussions with the PIU indicate overall satisfaction with the frequency and quality of contact with the task team, noting a slow-down in communication, including on No Objection requests, during the TTL change period in late 2012 and early 2013. The World Bank made adjustments to the M&E plan, allocation of resources and the duration of the project through the restructurings, allowing the government to achieve most project targets despite the considerable delays experienced in 2012-2013 and the other challenges discussed. World Bank procurement missions⁸⁰ were supplemented with close support from an experienced CSRP procurement specialist, while social safeguards support was absent during extended project periods, likely because social safeguard policies were not triggered.⁸¹

⁷⁹ See email from the PIU coordinator to the World Bank country-TTL on November 30, 2012 stating the difficulties associated with the lack of office and manual, available on WBDocs.

⁸⁰ A review of mission reports shows a total of six World Bank procurement missions/post-reviews throughout implementation.

⁸¹ Discussions with the team also indicate low availability of country-based social safeguard specialists, which had been a World Bank-wide constraint that has only begun to be adequately addressed in the past two years.



86. The World Bank ensured adequate transition arrangements after project closing with the approval of a second phase preparation advance which helped to maintain key PIU staff and recruit a team of specialists to prepare the project alongside the PIU.

Justification of Overall Rating of Bank Performance

87. World Bank performance is rated Moderately Satisfactory to reflect the overall adequacy and relevance of project design and the efforts the team made during implementation to overcome, in partnership with the government and the CSRP, the numerous external and internal obstacles. The rating also takes into account the shortcomings in design and implementation preparedness described earlier.

D. RISK TO DEVELOPMENT OUTCOME

88. The project was designed as a first in a series of projects, and was meant to put in place the basic elements needed to begin a sectoral reform in Guinea-Bissau. In line with this strategy, a second phase project is presently being prepared (with Cabo Verde, Senegal and The Gambia), whose main aim is to consolidate first phase outcomes and ensure their sustainability, while launching new activities.⁸² The WARFP also addresses the regional co-dependence of coastal countries on a successful reform process, whereby one country's sustainable success is partly dependent on its neighbors given the transboundary nature of the resource. For this project in specific, the strongest sustainability elements were the adoption of the revised set of strategy, policy and regulations for the sector, and the increase of government staff's capacity to independently carry out key management functions. The weakest sustainability elements were those related to the chronic underfunding of the government, which puts at risk some project investments. These include first and foremost surveillance activities that require substantial financing for vessel operation and repair, maintenance and operation of the fisheries center and coastal stations, and salaries to staff; payment to data management staff to maintain the national dashboard and vessel register; and quality control by the laboratory which incurs operating costs, and costs of equipment maintenance and materials.

89. To mitigate some of these risks, the project supported an analysis of financing options for surveillance, and the five-year National MCS Strategic Action Plan incorporated these options. The study also proposed cost reduction measures which were used during the course of implementation such as new technologies for remote monitoring of industrial vessels, pooling of resource between surveillance agencies, and cooperation with neighboring states and the CSRP.⁸³ As part of the follow on project preparation, the World Bank team is in dialogue with the government on defining which option will be retained. An analysis of FISCAP's structure was also carried out and a Human Resources Development Plan was proposed for the next five years, aiming to increase the efficiency of FISCAP and reduce its costs. Additionally, several regional initiatives have been under way to reduce the costs of surveillance in CSRP member states through joint surveillance patrols, and the establishment of a sub-regional register of fishing vessels, a regional observer program, and the regional dashboard. For data management, the government will be required to hire the

⁸² See draft PAD, Report No. PAD2446.

⁸³ The project further reduced operating costs by installing solar panels at the surveillance center and coastal stations.



data entry operators as a condition for second phase financing to ensure the maintenance of the national dashboard and vessel register.⁸⁴

V. LESSONS AND RECOMMENDATIONS

90. The project confirmed several of the lessons learned from the first group of WARFP projects as detailed in their ICR⁸⁵ and generated additional lessons as follows:

91. **Reforming the fisheries sector to generate lasting benefits requires an incremental approach and commitment over time.** As experience from the project showed, carrying out sectoral reforms and affecting behavior changes to control resource use and reduce illegal actions in a context of limited government budgets and capacities requires considerable allocations of time and capacity building actions and gradual advancement of reform measures. In such cases, APL/Series of Projects is a useful instrument as it allows a phased and flexible order of interventions, as well as the addition of more countries as they become ready to join the process. While the World Bank has no control of external events, maintaining dialogue with the government is essential for long term reforms. In all cases, each program phase should consider the following principles: (i) the design should be incremental and realistic based on a thorough assessment of countries' capacities; and (ii) adequate resources should be allocated to ensure strong technical assistance to counterparts undergoing policy reform. Second phase projects are being strategically focused around countries' priority investments with emphasis on improving fisheries management in areas where basic capacity has already been built. In parallel, CSRP will be recruiting additional technical and operational experts to support the projects.

92. **Simplifying the design, setting realistic targets and allowing sufficient implementation time are particularly important in fragile countries.** The project design was absent of co-management support and landing infrastructure investments, which had proven complex and time consuming in other WARFP projects. The realistic design, alongside the revised indicators and project extensions, accommodated the delays caused by the 2012 *coup d'état* and shifts in the government since. Targets which require government approval or adoption such as passing of legislation are better avoided, and PIUs should be reinforced with sufficient external expertise to handle fiduciary responsibilities and M&E. The second phase project will continue to be modest in scope, further strengthening institutions to ensure that fisheries management functions are sustainable, and beginning to engage communities in fisheries management. A new focus will be added on conserving essential marine ecosystems. The PIU will be reinforced with M&E and safeguards specialists and continue to benefit from CSRP support.

93. **Projects must ensure effectiveness, ownership and local management of assets, especially in remote areas.** The functionality of the Caravelha, Ponta Caio and Cacine surveillance stations will be addressed by the government with World Bank follow-up. The challenges would be to secure government funding for the operation and maintenance of equipment and ensure continuous presence of qualified

⁸⁴ See September 11-19, 2017 World Bank/CSRP final aide memoire.

⁸⁵ Report No. ICR00004008 for P106063: Cabo Verde, Liberia, Senegal and Sierra Leone.



technical staff in these remote areas. A valuable lesson for fisheries projects in specific is on the issue of patrol vessels: cost effectiveness is likely to be enhanced by chartering vessels with own maintenance crew instead of purchasing or leasing vessels and assigning staff, as the investment and maintenance costs are lower and the time needed to train staff is shortened.

94. **Project results can be improved by partnering with relevant regional organizations.** By facilitating dialogue between participating fisheries ministries through the RSC and enhancing data transparency across the sub-region through the dashboard, the CSRP played a key role in Guinea-Bissau's motivation to meet project targets. Having supported the first set of WARFP projects, the CSRP was also in a good position to guide the government in various operational, technical and fiduciary aspects, particularly procurement and M&E, and facilitate collaboration with other countries in areas of mutual interest, such as stock assessments and surveillance. CSRP's support to the project was financed through a regional IDA grant mapped to the first group of projects and the IDA subsidiary agreement under the Guinea-Bissau project. Its involvement in the project was highly appreciated by the government, and from the CSRP point of view, the dialogue with the government was strengthened as a result of the project, making the organization more effective in carrying out its mandate.

95. **Results can also be improved by enhancing collaboration between national stakeholders.** The World Bank played an important role in bringing the different enforcement agencies to agree on their respective roles and pull together resources, contributing to the increased surveillance effort and reduced illegal fishing. A similar role was fulfilled by the World Bank in Liberia and Sierra Leone where memoranda of understanding formed inter-agency surveillance entities (the Liberia Monitoring, Control and Surveillance Coordinating Committee and the Sierra Leone Joint Maritime Committee), resulting in improved enforcement in these countries.

96. **Regional projects require sufficient staff and budget to ensure adequate implementation support in each of the participating countries.** The country-TTL system was appreciated by the government as it facilitated communication with the World Bank and allowed timely feedback during most of the project period. On the other hand, safeguards supervision was restricted by shortage of specialized staff. Second phase projects will continue to be managed on the World Bank side by co-TTLs alongside the program TTL, and a safeguard specialist will be recruited by the CSRP to complement World Bank safeguard supervision.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Strengthen the country's capacity to govern and manage targeted fisheries

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
A Policy and a Strategic Plan that are fully aligned with international good practice (including for provisions for co-management, TURFs, etc.) are developed and adopted	Yes/No	N 07-Mar-2011	Y 30-Jun-2017	Y 29-Sep-2017	Y 29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). THE NATIONAL STRATEGIC PLAN WAS DEVELOPED AND ADOPTED BY THE COUNCIL OF MINISTERS IN DECEMBER 2014, AND A FIVE-YEAR ACTION PLAN (2015-2019) WAS DEVELOPED TO GUIDE THE IMPLEMENTATION OF THE NATIONAL STRATEGIC PLAN. THE PLAN WAS DIRECTLY USED TO INFORM THE FISHERIES POLICY SECTION IN THE GOVERNMENT'S 10-YEAR (2015-2025) NATIONAL DEVELOPMENT PLAN "TERRA RANKA". A NEW FISHERIES DECREE WAS DEVELOPED AND ADOPTED BY THE COUNCIL OF MINISTERS SHORTLY AFTER PROJECT CLOSING IN OCTOBER 2017. IN ADDITION, THE PROJECT DEVELOPED/REVISED REGULATIONS FOR ARTISANAL AND INDUSTRIAL FISHERIES AND RELATED TECHNIQUES, VMS AND ASSOCIATED FISHING OPERATIONS, STATUTES OF FISCAP AND CIPA, AND ON MEASURES FOR SECURING CONTROLS AT SEA. THE REGULATIONS ON VMS AND ASSOCIATED FISHING OPERATIONS (DEFINING THE ROLES OF ENTITIES DIRECTLY OR INDIRECTLY IN FISHERIES SURVEILLANCE) WERE ADOPTED BY THE COUNCIL OF MINISTERS IN MAY 2015; THE REGULATIONS FOR ARTISANAL AND INDUSTRIAL FISHERIES AND RELATED TECHNIQUES WERE ADOPTED BY THE COUNCIL OF MINISTERS IN OCTOBER 2017; AND REGULATIONS FOR THE STATUTES OF FISCAP AND CIPA



AND ON MEASURES FOR SECURING CONTROLS AT SEA WERE DEPOSITED WITH THE COUNCIL OF MINISTERS FOR ADOPTION. THE NEW TEXTS WERE ALIGNED WITH INTERNATIONAL GOOD PRACTICES, WHICH HAD BEEN IDENTIFIED AS INTERNATIONAL BINDING AND NON-BINDING CONVENTIONS, REGIONAL CONVENTIONS, FAO CODE OF CONDUCT FOR RESPONSIBLE FISHERIES, THE UN CONVENTION ON THE LAW OF THE SEA (UNCLOS), THE UN SUSTAINABLE DEVELOPMENT GOALS WITH SPECIAL REFERENCE TO MARINE AREAS, AND PROVISIONS FOR CO-MANAGEMENT AND TERRITORIAL USE RIGHTS FOR FISHING (TURF). THE PROJECT SUPPORTED THE DEVELOPMENT OF THE STRATEGIC PLAN BY FINANCING THE IDENTIFICATION OF GAPS AND THE DEPARTMENT OF POLICY AND STRATEGIC PLANNING USED THIS ANALYSIS TO DEVELOP THE PLAN IN CONSULTATION WITH OTHER DEPARTMENTS, AND CONDUCTED SEVERAL VALIDATION WORKSHOPS. FOR THE REVISION OF THE LAW AND REGULATIONS, THE PROJECT RECRUITED A FIRM, AND THE REVISED TEXTS WERE REVIEWED AND VALIDATED BY MINISTRY STAFF. DATA SOURCE: STRATEGIC PLAN, LAW AND REGULATIONS, AND COMMUNIQUE OF THE COUNCIL OF MINISTERS ON THEIR ADOPTION.

THIS PDO INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING HOWEVER THE BASELINE WAS SET TO THE TIME OF PROJECT APPROVAL.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	1600000.00	1600000.00	1815698.00
		07-Mar-2011	30-Jun-2016	29-Sep-2017	29-Sep-2017
Female beneficiaries	Percentage	0.00	51.50	44.00	52.00
		07-Mar-2011			29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). AT APPROVAL, THE INDICATOR WAS PHRASED "TOTAL NUMBER OF BENEFICIARIES" WITHOUT THE TERM "DIRECT", AND THE BASELINE AND TARGETS REFLECTED GUINEA-BISSAU'S TOTAL POPULATION AS THE PROJECT WAS TO BENEFIT THE COUNTRY AS A WHOLE BY SUPPORTING GOVERNANCE REFORMS TO SUSTAINABLY INCREASE THE SECTOR'S CONTRIBUTION TO ECONOMIC GROWTH. USING THE SAME APPROACH, THE ACHIEVED RESULT REFLECTS GUINEA-BISSAU'S POPULATION AT THE TIME OF PROJECT CLOSING. THIS INDICATOR IS NOT CONSIDERED OVERLY ACHIEVED SINCE THE INCREASE IN BENEFICIARIES IS RELATED TO THE COUNTRY'S NATURAL POPULATION GROWTH. DATA SOURCE: 2016 WORLD BANK COUNTRY DATA FOR THE TOTAL POPULATION AND THE UN WORLD POPULATION PROSPECTS 2017 FOR THE RATE OF FEMALES.

A CALCULATION OF DIRECT AND INDIRECT PROJECT BENEFICIARIES IS AVAILABLE IN THE ICR MAIN TEXT.



THIS IS AN ORIGINAL PDO INDICATOR. THE TARGET FOR FEMALE BENEFICIARIES WAS REVISED DURING THE JUNE 2016 RESTRUCTURING (700,000 FEMALE BENEFICIARIES OUT OF 1,600,000 BENEFICIARIES).

Objective/Outcome: Strengthen the country's capacity to reduce illegal fishing

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction	Percentage	20.00	10.00	10.00	2.00
		07-Mar-2011	30-Jun-2017	29-Sep-2017	29-Sep-2017

Comments (achievements against targets): OVERLY ACHIEVED (180%). THE BASELINE AND TARGETS ARE FOR SMALL-SCALE FISHING VESSELS. SERIOUS INFRACTION WAS DEFINED AS ANY FISHING INFRACTION PUNISHABLE BY ARREST ACCORDING TO CURRENT LEGISLATION, E.G., FISHING WITHOUT A LICENSE, FISHING IN NO-FISHING AREAS, USING ILLEGAL FISHING GEAR OR EXPLOSIVES, AND THE INDICATOR MEASURED BOTH ARRESTS AND PROSECUTION OF PENALTIES. THE RESULT WAS CALCULATED BY DIVIDING THE TOTAL NUMBER OF ARTISANAL FISHING VESSELS OBSERVED AND/OR CAUGHT COMMITTING SERIOUS INFRACTION BY THE TOTAL NUMBER OF ARTISANAL VESSELS OPERATING IN THE EXCLUSIVE ECONOMIC ZONE (EEZ, LICENSED AND UNLICENSED). SINCE LICENSING IS SPECIFIC TO A CALENDAR YEAR, THE CALCULATION IS FOR CALENDAR YEAR 2017.

THE CONTRIBUTION OF THE PROJECT TO ACHIEVING THIS REDUCTION WAS IN THE PROVISION OF IN-COUNTRY AND OVERSEAS TRAINING TO FISCAP STAFF ON THE UN CONVENTION ON THE LAW OF THE SEA, COASTAL SHIPPING, SAFETY AT SEA, SHIP MECHANICS, SEA INSPECTION, VMS AND RADAR DATA ANALYSIS, ADMINISTRATION AND MORE BY HIRING AN INTERNATIONAL CONSULTANT FOR A PERIOD OF 30 MONTHS AND SENDING STAFF FOR TRAINING OVERSEAS; ESTABLISHMENT OF IFSCAP'S HEADQUARTERS WITHIN A NEW FISHERIES MONITORING CENTER WITH NEEDED SURVEILLANCE EQUIPMENT AND COMMUNICATION TECHNOLOGIES AND EQUIPMENT; REHABILITATION AND CHARTERING OF PATROL VESSELS AND CREW ON BOARD WHO OPERATED THE VESSELS WITH FISCAP STAFF CONDUCTING THE PATROLS FROM 2013 TO 2017 IN COLLABORATION WITH THE NAVY AND COAST GUARD; AND FINANCING OF PATROL FUEL, SURVEILLANCE SOFTWARE AND HARDWARE AND A VEHICLE TO FISCAP FOR FACILITATING COORDINATION ACTIVITIES. DATA SOURCE: DEPARTMENT OF ARTISANAL FISHERIES FOR THE LIST OF VESSELS AND PERMITS, MONTHLY REPORTS FROM FISCAP ON



MARITIME PATROLS, INSPECTIONS AT THE WHARF AND ARRESTS, AND CIPA.

THIS PDO INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING TO ACCOUNT FOR A LARGER NUMBER OF SURVEILLANCE MEASURES THAN THOSE REFERRED TO IN THE REMOVED INTERMEDIATE RESULTS INDICATOR MEASURING SURVEILLANCE (ADDED INSPECTIONS AT THE WHARF AND HARBOR).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction	Percentage	25.00	10.00	10.00	6.00
		07-Mar-2011	30-Jun-2017	29-Sep-2017	29-Sep-2017

Comments (achievements against targets): OVERLY ACHIEVED (125%). THE BASELINE AND TARGETS ARE FOR INDUSTRIAL FISHING VESSELS. THE DEFINITION OF SERIOUS INFRACTION WAS AS FOR THE ARTISANAL FISHING VESSELS IN THE PREVIOUS INDICATOR. THE RESULT WAS CALCULATED BY DIVIDING THE TOTAL NUMBER OF INDUSTRIAL FISHING VESSELS OBSERVED AND/OR CAUGHT COMMITTING SERIOUS INFRACTION BY THE TOTAL NUMBER OF INDUSTRIAL VESSELS OPERATING IN THE EEZ (LICENSED AND UNLICENSED) IN 2017 AS ABOVE. THE CONTRIBUTION OF THE PROJECT TO ACHIEVING THIS REDUCTION WAS AS FOR THE PREVIOUS INDICATOR, IN ADDITION TO THE FINANCING OF A RADAR FOR FISCAP'S HEADQUARTERS WHICH MONITORED THE MOVEMENT OF INDUSTRIAL FISHING VESSELS, PROVISION OF TRAINING FOR RADAR USE AND MAINTENANCE, AND INSTALLMENT OF A VESSEL MONITORING SYSTEM IN THE FISHERIES MONITORING CENTER AND ON INDUSTRIAL VESSELS AS PART OF THE LICENSING PROCESS. DATA SOURCE: MONTHLY SURVEILLANCE AND PATROL REPORT FROM FISCAP, CROSS-CHECKED WITH THE LIST OF LICENSED VESSELS FROM THE DEPARTMENT OF INDUSTRIAL FISHERIES AND THE LIST OF VESSELS HAVING IN PLACE VMS GIVEN BY THE DEPARTMENT TO FISCAP, AND CIPA.

THIS PDO INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING TO ACCOUNT FOR A LARGER NUMBER OF SURVEILLANCE MEASURES AS INDICATED ABOVE.



Objective/Outcome: Strengthen the country's capacity to increase local value added to fish products

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
New quantities of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory	Metric ton	0.00	1.00	1.00	976.00
		07-Mar-2011	30-Jun-2017	29-Sep-2017	29-Sep-2017

Comments (achievements against targets): OVERLY ACHIEVED. THE DEMERSAL FISH AND FISH PRODUCTS TESTED FOR EXPORT AT THE LABORATORY WERE CROAKER, SNAPPER AND GROUPER, EXPORTED TO SOUTH KOREA AND SENEGAL FROZEN, ICED, DRIED AND SMOKED. THE STATED END-OF-PROJECT RESULT IS THE AMOUNT EXPORTED FOLLOWING SAMPLE TESTING FROM THE TIME THE LABORATORY WAS ESTABLISHED, STAFFED AND EQUIPPED (2014) UP TO THE DAY OF PROJECT CLOSING. THE PROJECT PROVIDED THE NEEDED EQUIPMENT AND REAGENTS TO THE QUALITY CONTROL AND INSPECTION LABORATORY, RECRUITED A CONSULTANT TO IDENTIFY CAPACITY NEEDS, AND PROVIDED TRAINING TO THE LABORATORY'S STAFF ACCORDINGLY FROM 2014 UNTIL THE CLOSING OF THE PROJECT ON FISH QUALITY ASSESSMENT, FISH SANITARY STANDARD PROCEDURES AND THE USE OF PURCHASED EQUIPMENT AND REAGENTS. DATA SOURCE: CIPA LABORATORY STATISTICS OF CERTIFICATES GIVEN TO FISH AND FISH PRODUCTS EXPORTED.

THIS PDO INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING, HOWEVER THE BASELINE WAS SET TO THE TIME OF PROJECT APPROVAL. A ONE TON TARGET WAS SET GIVEN THE EXPECTED COMPLEXITIES IN SETTING THE CERTIFICATION PROCESS, AND EXPORT'S HIGH DEPENDENCE ON PRIVATE SECTOR ENGAGEMENT.

A.2 Intermediate Results Indicators

Component: Good Governance and Sustainable Management of the Fisheries

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of fisheries	Number	0.00	1.00	1.00	1.00



Management Plans for three targeted coastal fisheries updated and adopted		07-Mar-2011	30-Jun-2017	29-Sep-2017	29-Sep-2017
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Comments (achievements against targets): FULLY ACHIEVED (100%). THE 2010 MANAGEMENT PLAN FOR THE THREE TARGETED FISHERIES (COASTAL DEMERSAL FISH SPECIES, COASTAL SHRIMP AND CEPHALOPODS) WAS UPDATED AND ADOPTED BY THE STATE SECRETARIAT FOR FISHERIES AND MARITIME ECONOMY (SECRETÁRIO DE ESTADO DAS PESCAS E ECONOMIA MARÍTIMA, SEPEM) FOR THE FIRST TIME IN 2014, AND AGAIN EACH FOLLOWING YEAR TO REFLECT THE CURRENT NUMBER OF VESSELS, NEW LICENSES AND REVISED REGULATION ASPECTS. THE PROJECT FINANCED STOCK ASSESSMENTS IN 2014 AND 2016 BY AN INTERNATIONAL CONSULTANT IN COLLABORATION WITH THE MAURITANIAN INSTITUTE OF OCEANOGRAPHIC RESEARCH AND FISHERIES (INSTITUT MAURITANIEN DE RECHERCHES OCÉANOGRAPHIQUES ET DES PÊCHES, IMROP), A NATIONAL MONITORING SYSTEM FOR LANDING DATA, AND TRAINING OF SEPEM STAFF ON VARIOUS THEMATIC AREAS SUCH AS PARTICIPATION METHODS AND TOOLS AND STOCK ASSESSMENT TECHNIQUES. ALL OF THESE PROVIDED THE NECESSARY INFORMATION AND SKILLS FOR THE CONTINUED REVISION OF THE MANAGEMENT PLAN. DATA SOURCE: SIGNED MANAGEMENT PLAN FROM SEPEM.

THIS INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING, HOWEVER THE BASELINE WAS SET TO THE TIME OF PROJECT APPROVAL. IT REPLACED AN INDICATOR WHICH MEASURED THE PREPARATION AND ADOPTION OF THREE MANAGEMENT PLANS (ONE FOR EACH OF THE TARGETED FISHERIES). THE ORIGINAL INDICATOR WAS DEEMED IRRELEVANT SINCE A MANAGEMENT PLAN FOR THE THREE TARGETED FISHERIES HAD BEEN IN PLACE SINCE 2010.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
A biological and economic assessment of the health of targeted fish stocks is conducted	Yes/No	N 07-Mar-2011	Y 30-Jun-2016	Y 29-Sep-2017	Y 29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). TWO STOCK ASSESSMENT OF THE TARGETED FISH STOCKS (COASTAL DEMERSAL FISH SPECIES, COASTAL SHRIMP AND CEPHALOPODS) AS WELL AS PELAGIC FISHERIES WERE CARRIED OUT IN 2014 AND 2016, AND BIO-ECONOMIC MODELS FOR SHRIMP AND CEPHALOPODS WERE DEVELOPED IN EARLY 2017 BASED ON TIME SERIES OF AVAILABLE DATA FROM THE ASSESSMENTS.



THESE MODELS WERE VALIDATED WITH STAKEHOLDERS AND TESTED. A COMPLETION REPORT WAS SUBMITTED BY THE SPANISH CONSULTING FIRM IN 2017. THE RESULTS OF THE ASSESSMENTS AND THE BIO-ECONOMIC MODELS INFORMED THE REVISIONS TO THE LEGAL AND REGULATORY FRAMEWORK AND THE FISHERIES MANAGEMENT PLAN. THE PROJECT FINANCED THE HIRING OF THE FIRM, THE VALIDATION WORKSHOPS, AND TRAINING TO CIPA STAFF ON THE USE OF THE MODELS. DATA SOURCE: THE MODELS AND THE COMPLETION REPORT FROM CIPA.

THIS IS AN ORIGINAL INTERMEDIATE RESULTS INDICATOR.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Assessments of Fisheries Performance Indicators are carried out and reports available	Number	0.00	2.00	2.00	4.00
		07-Mar-2011	30-Jun-2017	29-Sep-2017	29-Sep-2017

Comments (achievements against targets): OVERLY ACHIEVED (200%). SEPEM SELECTED ARTISANAL FISHERIES FOR THE ASSESSMENT AT FOUR SITES: BIOMBO, BUBA, CAIO AND VARELHA, AND THE WORLD BANK RECRUITED AN INTERNATIONAL CONSULTANT TO GUIDE A NATIONAL TEAM ON HOW TO CARRY OUT THE FISHERIES PERFORMANCE INDICATORS (FPI) ASSESSMENT. THE AIM WAS TO HAVE ONE ASSESSMENT CONDUCTED AND REPORTED ON IN 2016, AND A SECOND ASSESSMENT CONDUCTED AND REPORTED ON IN 2017. INSTEAD, FOUR ASSESSMENTS WERE CARRIED OUT IN 2017, AND A SUMMARY REPORT WAS FINALIZED IN SEPTEMBER 2017, BINDING TOGETHER THE FOUR SITES' PROFILE REPORTS. THE ASSESSMENTS WILL BE USED TO INFORM THE SELECTION OF SITES FOR TARGETED FISHERIES' CO-MANAGEMENT AND RELATED ACTIVITIES, AND SET A BASELINE AT THESE SITES UNDER A SECOND PHASE PROJECT IN GUINEA-BISSAU. THE PROJECT FINANCED THE LOCAL TEAM THAT WORKED ON GETTING THE DATA AND CONDUCTING FPI SCORING IN COLLABORATION WITH THE INTERNATIONAL CONSULTANT. DATA SOURCE: THE PIU, INDIVIDUAL FPI ASSESSMENTS AND THE BINDING REPORT.

THIS INTERMEDIATE RESULTS INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING, WITH THE BASELINE WAS SET TO THE TIME OF PROJECT APPROVAL.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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An electronic 'dashboard' of key environmental, social and economic fisheries statistics established at the Fisheries Secretariat	Yes/No	N 07-Mar-2011	Y 30-Jun-2016	Y 29-Sep-2017	Y 29-May-2017
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Comments (achievements against targets): PARTLY ACHIEVED (50%). THE NECESSARY DASHBOARD EQUIPMENT AND SOFTWARE WERE PROVIDED TO SEPEM IN 2015, AND IN 2016 TRAINING ON THE USE OF THE DASHBOARD WAS PROVIDED TO A DASHBOARD WORKING GROUP COMPRISING REPRESENTATIVES FROM CIPA, FISCAP, THE DIRECTORATE GENERAL OF INDUSTRIAL FISHERIES AND THE DIRECTORATE GENERAL OF ARTISANAL FISHERIES. IN ADDITION, DASHBOARD OPERATORS AND AN ADMINISTRATOR WERE RECRUITED TO FACILITATE THE FEEDING OF DATA INTO THE DASHBOARD. THE NATIONAL DASHBOARD CURRENTLY HOSTS SOME STATISTICS (E.G., NUMBER OF MANAGEMENT PLANS AND NUMBER OF PEOPLE RECEIVING TRAINING) AND SEPEM IS IN THE PROCESS OF PREPARING THE REMAINING DATA TO BE ENTERED IN THE FUTURE. AT PROJECT CLOSING, THE DASHBOARD OPERATORS AND THE ADMINISTRATOR WERE OPERATING FROM THE PIU OFFICES WITH ONGOING DISCUSSIONS BETWEEN THE WORLD BANK AND SEPEM ON THEIR TRANSFER TO SEPEM. THE ABOVE INPUTS WERE FINANCED BY THE PROJECT'S SUBSIDIARY AGREEMENT TO THE CSRP (EQUIPMENT, SOFTWARE, AND TRAINING) AND BY THE PROJECT (DASHBOARD OPERATORS, ADMINISTRATOR AND OPERATING COSTS). DATA SOURCE: CSRP RCU.

THIS IS AN ORIGINAL INTERMEDIATE RESULTS INDICATOR.

Component: Reduction of Illegal Fishing

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
A fisheries monitoring center is equipped and functional	Yes/No	N 31-Mar-2011	Y 30-Jun-2016	Y 29-Sep-2017	Y 29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). NEW FISCAP HEADQUARTERS, INCLUDING A FISHERIES MONITORING CENTER, WAS ESTABLISHED AND EQUIPPED IN ALTO BANDIM, BISSAU IN APRIL 2015. THE CENTER IS EQUIPPED WITH SATELLITE-BASED VMS, RADAR, AIS AND SHORT AND LONG-RANGE RADIO SYSTEMS, AND ALL LICENSED INDUSTRIAL FISHING VESSELS ARE MONITORED FROM THE MONITORING CENTER SINCE 2015. THE



CENTER IS STAFFED 24 HOURS A DAY, WITH ELECTRICITY (SOLAR PANELS) AND COMMUNICATION ACCESS TO BASES AND VESSELS, WHICH WAS THE DEFINITION OF "FUNCTIONAL AT APPROVAL. THE PROJECT FINANCED THE ESTABLISHMENT OF THE HEADQUARTERS AND CENTER BY REHABILITATING EXISTING STRUCTURES, MATERIALS, EQUIPMENT, AND TRAINING TO FISCAP STAFF ON USE OF MONITORING, CONTROL AND SURVEILLANCE EQUIPMENT. DATA SOURCE: FISCAP STAFF, PIU STAFF AND FIELD VISITS TO THE CENTER IN ALTO BANDIM.

THIS IS AN ORIGINAL INTERMEDIATE RESULTS INDICATOR.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Total patrol days at sea per month and per year in Coastal waters	Number	11.00	22.00	150.00	102.00
		31-Mar-2011	30-Jun-2016	29-Sep-2017	29-Sep-2017

Comments (achievements against targets): PARTLY ACHIEVED (68%). THE ACHIEVED RESULT ABOVE IS THE ANNUAL RESULT (COMPARED TO A TARGET OF 150), WHILE THE MONTHLY RESULT WAS NOT ACHIEVED (8 PATROL DAYS, BELOW THE BASELINE). THE ANNUAL RESULT WAS CALCULATED IN 2017 (JANUARY TO DECEMBER), AND THE MONTHLY RESULT IS AN AVERAGE OF PATROL DAYS CONDUCTED AT SEA IN 2017. THE LOW NUMBER RECORDED WAS DUE TO ADMINISTRATIVE CHANGES IN FISCAP AS A RESULT OF CHANGES IN THE GOVERNMENT, WHICH MADE IT DIFFICULT TO EFFECTIVELY IMPLEMENT AND MONITOR SURVEILLANCE ACTIVITIES. INCREASING DETECTION CAPACITY AND PATROLS AT SEA LEADS TO MORE ARRESTS THAT RESULT IN MORE FINES AND LESS ILLEGAL FISHING. THE PROJECT FINANCED THE CHARTERING OF A SENEGALESE PATROL VESSEL AND CREW, THE REPAIR OF TWO FISCAP-OWNED SPEEDBOATS, FUEL, TRAINING TO FISCAP STAFF, OPERATING COSTS, SURVEILLANCE SOFTWARE AND THE FISHERIES MONITORING CENTER. THE EU COMPLEMENTED THIS SUPPORT BY FINANCING REGIONAL MARINE PATROLS THROUGH THE CSRП USING FISCAP AS A CENTRAL COMMAND AND THREE PATROL VESSELS IN 2017 WHICH WERE OPERATED WITH PROJECT-FINANCED FUEL. THESE WERE THE ONLY TWO SOURCE OF FINANCING FOR GUINEA-BISSAU'S SURVEILLANCE EFFORTS. DATA SOURCE: FISCAP SURVEILLANCE AND PATROL DATA.

THIS INDICATOR WAS REVISED DURING THE JUNE 2016 RESTRUCTURING TO ADD AN ANNUAL TARGET (150) TO THE MONTHLY TARGET (22), AND TO CHANGE THE FOCUS FROM PATROLS IN TARGETED FISHERIES TO PATROLS IN COASTAL WATERS.

Component: Increasing the Contribution of the Fish Resources to the Local Economy



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
A competent authority is established and functional	Yes/No	N 31-Mar-2011	Y 30-Jun-2017	Y 29-Sep-2017	Y 29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). A COMPETENT AUTHORITY WAS ESTABLISHED WITHIN CIPA IN BISSAU IN 2014 IN COLLABORATION WITH THE EU. IT HAS A LABORATORY THAT IS EQUIPPED AND STAFFED, WHICH CARRIES OUT FISH QUALITY CONTROL INSPECTIONS: INTERNATIONALLY-ACCEPTED STANDARD ANALYZES FOR HEAVY METALS BY ATOMIC ABSORPTION SPECTROPHOTOMETRY AND FOR HISTAMINE BY HIGH PERFORMANCE LIQUID CHROMATOGRAPHY (HPLC), AND ORGANOLEPTIC ASSESSMENTS FOR FRESHNESS AND QUALITY OF FISH PRODUCTS. THE LAB HAS BEEN PROVIDING CERTIFICATES TO FISH PRODUCTS DESTINED FOR EXPORT TO SOUTH KOREA AND COUNTRIES IN THE SUB-REGION SINCE 2014. THE AUTHORITY ALSO INITIATED CONSULTATIONS WITH THE EU ON THE REQUIREMENTS FOR EU EXPORT ACCREDITATION, AND AN ACCREDITED LAB FROM CABO VERDE SUPPORTED THIS PROCESS AND PROVIDED TRAINING OF TRAINERS TO LAB STAFF SINCE 2014 UNTIL CLOSING. THE PROJECT FINANCED THE LAB'S EQUIPMENT, REAGENTS AND TRAINING. DATA SOURCE: COMPETENT AUTHORITY, LAB STAFF AND SITE VISITS.

THIS INDICATOR WAS REVISED DURING THE JUNE 2016 RESTRUCTURING TO REMOVE A REQUIREMENT FOR LABS EQUIPPED BY THE PROJECT (HOWEVER THIS WAS ACHIEVED) AND REMOVE A REQUIREMENT FOR THE AUTHORITY TO BE ACCREDITED FOR CERTIFICATION OF FISH PRODUCTS EXPORTS TO THE EU (IN PROGRESS).

Component: Coordination, Monitoring and Evaluation and Project Management

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Regional database and dashboard of key environmental, economic and social fisheries statistics established at the CSR	Yes/No	N 31-Mar-2011	Y 30-Jun-2016	Y 29-Sep-2017	Y 29-Sep-2017



Comments (achievements against targets): FULLY ACHIEVED (100%). THIS IS AN ONLINE DATABASE AND DASHBOARD, WHICH WAS ESTABLISHED IN SEPTEMBER 2016 AND IS OPERATED BY THE REGIONAL COORDINATION UNIT (RCU) AT THE CSRP HEADQUARTERS IN DAKAR, SENEGAL. THE RCU IS IN THE PROCESS OF ENTERING THE COUNTRY'S HISTORICAL DATA (60 PERCENT COMPLETED AT PROJECT CLOSING). SEE WWW.DASHBOARDCSRP.ORG FOR THE LIMITED-ACCESS WEBPAGE (FOR AUTHORIZED USERS OF THE WARFP COUNTRIES) AND [HTTP://PORTAIL-CSRP.ORG/](http://PORTAIL-CSRP.ORG/) FOR THE PUBLIC PORTAL. THE WARFP FINANCED THE ESTABLISHMENT AND OPERATION OF THE DASHBOARD AND THE TRAINING OF COUNTRY USERS THROUGH AN IDA GRANT TO THE CSRP UNDER P106063 AND THE SUBSIDIARY AGREEMENT TO THE CSRP. DATA SOURCE: INTERVIEWS OF CSRP RCU MEMBERS AND MISSION REPORTS.

THIS IS AN ORIGINAL INTERMEDIATE RESULTS INDICATOR.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Annual M&E reports with data on indicators of the results framework and M&E plan finalized	Yes/No	N 07-Mar-2011	Y 30-Jun-2017	Y 29-Sep-2017	Y 29-Sep-2017

Comments (achievements against targets): FULLY ACHIEVED (100%). ANNUAL M&E REPORTS WERE PRODUCED BY THE RCU WITH INPUT FROM THE PIU EXCEPT IN 2012 DURING A TEMPORARY SUSPENSION OF DISBURSEMENTS. AN M&E PLAN WAS PUT IN PLACE IN 2012 AT THE END OF THE SUSPENSION PERIOD WITH THE SUPPORT OF THE RCU. DATA SOURCE: ANNUAL M&E REPORTS AND MISSION REPORTS.

THIS INTERMEDIATE RESULTS INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING TO EVALUATE M&E AND REPORTING PERFORMANCE OF THE CSRP RCU.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Annual work plans, budgets and procurement plan finalized	Yes/No	Y 07-Mar-2011	Y 30-Jun-2017	Y 29-Sep-2017	Y 29-Sep-2017



Comments (achievements against targets): FULLY ACHIEVED (100%). THE FIRST WORK PLAN, BUDGET AND PROCUREMENT PLAN WERE PREPARED IN 2011 WITH THE SUPPORT OF THE RCU. THESE WERE UPDATED ON AN ANNUAL BASIS AFTERWARDS. DATA SOURCE: WORK PLANS, BUDGETS AND PROCUREMENT PLANS FROM THE PIU.

THIS INTERMEDIATE RESULTS INDICATOR WAS ADDED DURING THE JUNE 2016 RESTRUCTURING TO EVALUATE WORK PLANNING PERFORMANCE OF THE PIU.



B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Strengthen the country’s capacity to govern and manage targeted fisheries	
Outcome Indicators	A Policy and a Strategic Plan that are fully aligned with international good practice (including for provisions for co-management, TURFs, etc.) are developed and adopted
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Number of fisheries Management Plans for three targeted coastal fisheries updated and adopted 2. A biological and economic assessment of the health of targeted fish stocks is conducted 3. Assessments of Fisheries Performance Indicators are carried out and reports available 4. An electronic 'dashboard' of key environmental, social and economic fisheries statistics established at the Fisheries Secretariat 5. Regional database and dashboard of key environmental, economic and social fisheries statistics established at the CSRP
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<ol style="list-style-type: none"> 1. The National Strategic Plan was developed and adopted in December 2014 by the Council of Ministers and a Five-Year Plan (2015-2019) was developed to guide the implementation of the Plan. The Plan was used to inform the fisheries policy section in the government’s 10-year national development plan “Terra Ranka”. 2. A new Fisheries Decree and regulations for artisanal and industrial fisheries and related techniques were drafted and adopted by the Council of Ministers in October 2017, replacing a 2011 General Fisheries Law (Decree No. 10/2011) and regulations from 1996 (for industrial fisheries) and 2011 (for artisanal fisheries). 3. New regulation on VMS and associated fishing operations (defining the roles of entities directly or indirectly involved in fisheries



surveillance) were drafted and adopted by the Council of Ministers in May 2015.

4. Regulations for the statutes of FISCAP and CIPA and on measures for securing controls at sea were deposited with the Council of Ministers for adoption.

5. A single national vessel registry for artisanal and industrial vessels was designed and installed electronically in early 2016, compatible with the regional dashboard and the integrated fish information system (national dashboard), with access rights aligned with needs and responsibilities of various administrative services. Located at PIU.

6. An integrated fish information system (national dashboard) was established with data entry ongoing. Located at PIU.

7. A SEPEM's website was developed and managed:
www.ministeriodaspescas-gb.com

8. Assessment of Fisheries Performance Indicators in Biombo, Buba, Caio and Varela was carried out, and reports per site and a summary report were produced in September 2017.

9. Two stock assessments for shrimp, cephalopods, demersal fish and pelagic fisheries were carried out in 2014 and 2016 in collaboration with IMROP.

10. Bio-economic models for shrimp and cephalopods fisheries were developed in early 2017 based on time series of available data and data from the assessments. The models were validated with stakeholders and tested.

11. Fishery modeling exercises were carried out, testing different management measures for the fisheries, accompanied by training sessions of relevant CIPA staff on the use of the models.

12. A national monitoring system was designed for landings, including recruitment and training of a body of investigators deployed at key landing sites.



	<p>13. The 2010 management plan for coastal demersal fish species, coastal shrimp and cephalopods was updated and adopted by SEPEM in 2014, and again each following year based on the stock assessments, landing information from the national monitoring system for landings, and capacity provided by the project to CIPA staff on participation methods and tools, stock assessment techniques and other relevant thematic areas.</p> <p>14. A study on the viability of fisheries co-management in Guinea-Bissau was conducted, including a review of the regulatory status of co-management and he needed political framework for TURF (October 2015).</p> <p>15. SEPEM received support for the negotiation of fisheries agreements with the EU and China on issues of tariffs, quotas and participation in conservation efforts.</p>
<p>Objective/Outcome 2: Strengthen the country’s capacity to reduce illegal fishing</p>	
<p>Outcome Indicators</p>	<p>1. Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction (small-scale fisheries)</p> <p>2. Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction (industrial fisheries)</p>
<p>Intermediate Results Indicators</p>	<p>1. A fisheries monitoring center is equipped and functional</p> <p>2. Total patrol days at sea per month and per year in Coastal waters</p>
<p>Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)</p>	<p>1. A new FISCAP headquarters in the Alto Bandim Port in Bissau, including a Fisheries Monitoring Center were established on April 2015, comprising three administrative buildings with means of communication and remote sensing (satellite-based VMS, AIS, radar, VHF and HF radios). The Center’s command room was later further</p>



extended. The center is staffed 24 hours a day, with electricity (solar panels) and communication access to bases and vessels.

2. Relevant staff received in-country and abroad training on the following:

In-country:

- Public order at sea and diversion procedures for 27 FISCAP agents (June 10, 2015) and 20 personnel from the French Navy and the National Guard (June 17, 2015)
- FISCAP's annual action plan and risk analysis for the agents involved in the national monitoring system of Fisheries (FISCAP, National Guard, Navy) (February 25-26, 2015)
- Coastal navigation and safety at sea for 15 FISCAP agents for a period of two weeks (April 2016);
- Practical training at sea for ten inspectors aboard the Senegalese patrol boat (March and June 2016).
- Use of radar data, VMS and the databases on fishing vessels;
- computer science (creation and management of databases) for 35 FISCAP technical and administrative staff at the INFORAFRICA Academy of Guinea-Bissau;
- Implementation of associated operations for 16 agents from FISCAP, CIPA, Customs and the National Guard.

Abroad:

- Use of detection means (radar, VMS) for seven inspectors in 2014 in Senegal
- Capacity building of six FISCAP staff responsible for the conduct of the fisheries surveillance in Portugal;
- Capacity building of five FISCAP agents in electromechanics and ship management in Portugal in 2016;



- Intensive training of three FISCAP electromechanical agents at the Nouadhibou Naval Academy in Mauritania.

3. A new coastal monitoring station was established in Ponta Caio (northern coast), equipped with radar and communication equipment and powered by solar panels.

4. A monitoring station in Caravelha (central coast) was refurbished, equipped with radar and communication equipment and powered by solar panels (presently not functional).

5. A surveillance station in Cacine (southern coast) was renovated and equipped with radio systems.

6. A National Monitoring, Control and Surveillance Strategic Action Plan (2017-2022) was developed, integrating the organizational aspects of FISCAP and presenting sustainable financing options for surveillance. The Strategy was validated by all stakeholders (not presented to the Council of Ministers for approval).

7. A National Action Plan to Combat IUU Fishing was developed and validated by all stakeholders, including the fisheries administration and industry professionals (not officially approved by the Minister).

8. A surveillance sustainable mechanisms report was prepared.

9. Financing of patrolling trips and generator fuel resulting in inspections, confiscation of fish products, arrests and paid penalties to the Treasury.

10. A signed collaboration agreement on fisheries surveillance between the ministries responsible for defense, the interior and fisheries.

11. A Senegalese patrol vessel was chartered with its crew and used to carry out patrols in the EEZ from 2013 to 2017.

12. Two FISCAP motorboats (Baleia III and Baleia IV) were repaired in 2015.



	13. Participation of FISCAP in a large-scale offshore operation in 2014 in collaboration with the EU and national navies of countries from the West Africa Marine ecoregion.
Objective/Outcome 3: Strengthen the country’s capacity to increase local value added to fish products	
Outcome Indicators	New quantities of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory
Intermediate Results Indicators	1. A competent authority is established and functional
Key Outputs by Component (linked to the achievement of the Objective/Outcome 3)	<p>1. Equipment and reagents were purchased to carry out quality inspections. The main equipment purchased was a UV-VIS spectrophotometer, an Absorption Atomic spectrophotometer, and a High Performance Liquid Chromatography equipment.</p> <p>2. The project provided training to staff on basic fish quality assessment and fish sanitary standard procedures in 2014, and in 2015 and 2016 when equipment was installed and reagents procured, staff were trained on the use of the equipment and reagents, with a repeat training before the closing of the project in September 2017.</p> <p>3. Protocols for quality assurance and traceability standards for the laboratory were developed in 2014.</p> <p>4. A roadmap for achieving EU accreditation was developed with technical assistance from Cabo Verde, paid for by the project.</p> <p>5. Fishers, merchants (<i>mareyeuses</i>) and processors in Alto Bandim and Cacheu ports received training on fish conservation, handling practices and hygiene of seafood products, and access to and management of micro-finance.</p> <p>6. A value chain analysis for the fisheries sector in Guinea-Bissau was carried out in 2015.</p>

**ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION****A. TASK TEAM MEMBERS**

Name	Role
Preparation	
John Virdin	Program and Project Task Team Leader
Ngor Sene, Osva Rocha Romão	Financial Management Specialist(s)
Aissata Zerbo	Procurement Specialist
Rajiv Sondhi	Finance Office
Maria Concepcion J. Cruz, Beatrix Allah-Mensah, Yves Andre Prevost, Carolyn Winter	Social Safeguards Specialist(s)
Ellen Tynan	Environmental Specialist
Claudia Ocana	Counsel
Fatou Fall Samba	Team Member
Radonirina Ioniarilala	Team Member
Sidy Diop	Team Member
Jingjie Chu	Team Member
Alyson Kleine	Team Member
Eric Dacosta	Team Assistant
Virginie Vaselopoulos	Program Assistant
Carmen Pereira	Liaison Officer
Joaquim Tenreiro	Consultant, FAO
Oleg Martens	Consultant, FAO
Supervision/ICR	
Berengere P. C. Prince,	Program Task Team Leader (current)
Asberr Natoumbi Mendy	Project Task Team Leader (current)
John Virdin	Program and Project Task Team Leader
Laurent Mehdi Brito, Aissata Z. Zerbo, Mamata Tiendrebeogo	Procurement Specialist(s)



Bella Diallo	Financial Management Specialist
George Campos Ledec, Maman-Sani Issa, Melissa C. Landes	Environmental Safeguards Specialist(s)
Salamata Bal	Social Safeguards Specialist
Liba C. Strengrowski-Feldblyum	Team Member
Aurore Simbananiye	Team Member
Boury Ndiaye	Team Member
Xavier F. P. Vincent	Team Member
Sachiko Kondo	Team Member
Mimako Kobayashi	Team Member
Kim Stobberup	Team Member
Tanya Lisa Yudelman	Consultant
Jean Luc Lejeune	Consultant
Vanessa Retana Barrantes	Consultant

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY10	11.202	73,798.27
FY11	22.913	161,219.47
FY12	0	0.00
Total	34.12	235,017.74
Supervision/ICR		
FY11	9.133	24,978.84
FY12	26.630	105,932.65
FY13	26.765	126,676.97



FY14	11.927	57,709.27
FY15	25.632	103,223.91
FY16	35.627	127,710.55
FY17	40.011	94,772.10
FY18	7.675	45,229.29
Total	183.40	686,233.58



ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval⁸⁶ (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (%)
Good Governance and Sustainable Management of the Fisheries	2.00	1.53	76.50
Reduction of Illegal Fishing	4.70	3.63	77.23
Increasing the Contribution of the Marine Fish Resources to the Local Economies	0.40	0.50	125.00
Coordination, Monitoring and Evaluation and Program Management	0.90	1.50	166.66
Total	8.00	7.16	89.50

⁸⁶ Amounts include both IDA and GEF costs (source: WARFP-GB).



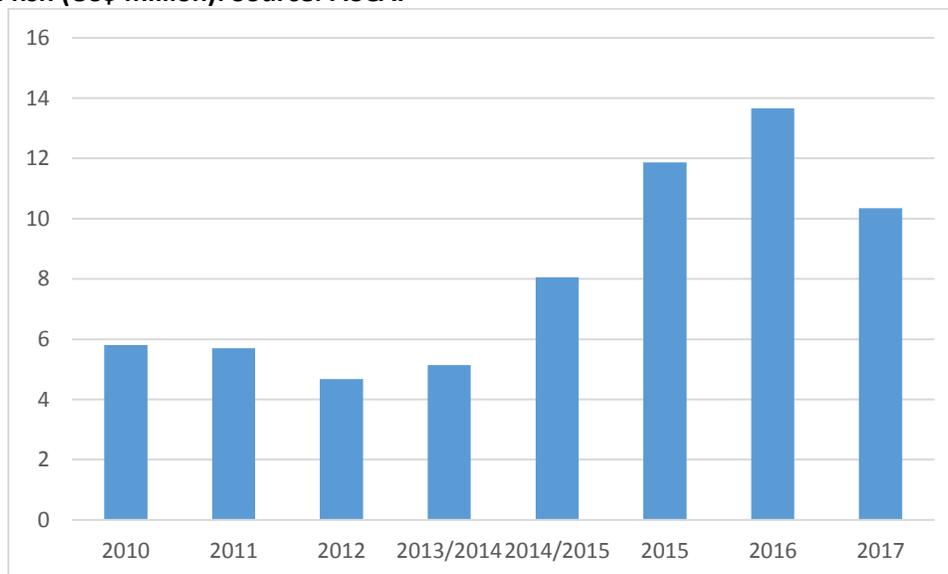
ANNEX 4. EFFICIENCY ANALYSIS

1. A main contribution of the WARFP in general is to put the fishery sector in order, which had not been the case before the project started. West Africa suffered from rampant illegal industrial foreign fishing along the coast. The World Bank was the first international organization to address this complex setting, which immediately drew attention from other partners such as the EU, the United States and others. For the first time, these West Africa countries began to act together under one roof. Project design and target goals are interlinked and consistent among each other. With WARFP’s support and leveraging power, as well as the international attention it drew, Guinea-Bissau has improved significantly on fishery governance, monitoring, capacity building, and value-addition. This annex tries to capture the economic benefits of the project, although original ex-post economic analysis following the PAD is impossible as a restructuring was conducted with revision of anticipated results of the project. Additionally, there are many benefits generated from the project which will not be monetarized, at least not within the project period. In detail, the project has generated following benefits.

1.1 Economic performance of the government

2. **The government revenue has increased 1.5 to 2.3 times more than what it used to receive before the project.** Figure 1 shows the evolution of the total government revenues from fishing licenses and fines. On average, between 2010 and 2011, the government received less than US\$6 million in revenue. Since the project started, the government revenue had an increasing trend except the first two years. This is common for other WARFP countries as well as foreign vessels at first tested the new governance rules and went to other countries to fish illegally until more West African countries joined the WARFP and tightened their IUU regulations and monitoring.

Figure 1. Revenue from licenses and associated levies from licenses and from fines and sale of confiscated fish (US\$ million). Source: FISCAP



3. **The government revenue alone within the project period has exceeded the project cost.** The



analysis here takes the following steps and assumptions: First, taking the average value of the total revenue for 2010 and 2011 as the base, then calculating the total revenue difference from the base value for each year. Second, assuming that the difference from the base is entirely attributed to project interventions, these differences are considered as the revenue flow or project benefit. Third, the total disbursement of US\$7,164,860 was used as the cost, while its distribution by year was obtained from system-generated reports. Table 1 presents the annual net benefit for the government.

Table 1. Annual revenue difference, project cost, and net benefit (US\$ million). Source: FISCAP and Client Connection

	Revenue Difference with Project Intervention	Project Cost	Net Benefit
2012	-1.1	0.38	-1.5
2013	-0.6	0.49	-0.7
2014	2.3	0.71	1.7
2015	6.1	2.17	4.3
2016	7.9	1.47	6.7
2017	4.6	1.94	0.6

4. Based on the assumptions in Table 1, Net Present Value (NPV) was calculated at the discount rates of five percent, ten percent, 15 percent and 20 percent over a 30-year period (Table 2). The results indicate that project activities resulted in government revenues greater than the project cost at all levels of discount rate. The resulting Financial Internal Rate of Return (FIRR) for the project, considering the government revenue increase as a benefit alone, was 22 percent.

Table 2. Summary of financial analysis (US\$ million)

Discount Rate (%)	PV (Revenue)	PV (Cost)	NPV	B/C ratio
5	15.05	5.81	9.24	2.59
10	11.91	4.78	7.14	2.49
15	9.52	3.98	5.54	2.39
20	7.66	3.35	4.31	2.28

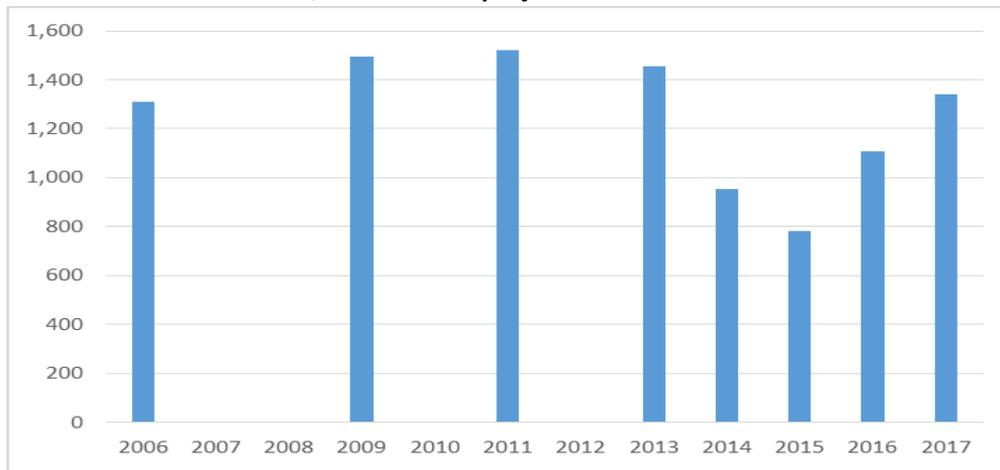
1.2 Marine Canoe Reduction

5. The scenarios of the original economic analysis included the evolution of the fishing capacity or the number of fishing canoes in the artisanal segment in the PAD. Based on available data, the number of canoes appears to have declined during the early years of the project, and subsequently increased (Figure



2). The idea of the original design in the PAD was to cap the total number of fishing canoes to control fishing effort, which, in turn, would allow the stock to recover. However, during the restructuring, an explicit pursuit of improved fish stocks was no longer the project’s objective as the project did not have interventions that directly influenced this level. Instead, the project supported the creation of an electronic national vessel register system based on the existing registration data on artisanal canoes and industrial fishing vessels. The registry will enable the next step – monitoring and managing the fishing capacity in the country more effectively. Nevertheless, the total number of fishing canoes is less than the level before the project started, which is a positive trend. The 2016 stock assessment financed by the project showed biomass in the shallower and deep strata higher than in 2014 when the first assessment took place.⁸⁷

Figure 2. Number of fishing canoes. Source: 2006, 2009, 2011 - a 2011 CIPA socioeconomic survey of artisanal fisheries in Guinea-Bissau, 2013-2017 – project results framework



1.3 Infraction Reduction

6. Related to governance improvement, the infraction ratio has improved too. Proportion of fishing vessels observed by aerial/maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbor that are committing a serious infraction for small scale fishers reduced from 20 percent in 2011 to 2 percent in 2017, and for the industrial sector it reduced from 25 percent in 2011 to 6 percent in 2017. The reduction of infraction was due to a new FISCAP headquarters, including an established and equipped fisheries monitoring center in Alto Bandim, Bissau since April 2015. The center is equipped with Vessel Monitoring System (VMS), radar, AIS and short and long-range radio systems, and all licensed industrial fishing vessels have been monitored 24/7 since 2015. The project has also supported in-country and abroad training of FISCAP’s staff. Infraction reduction contributes directly to stock recovery as illegal fishing methods are less used than before.

1.4 Export Increase

7. With project support, a competent authority was established within CIPA in Bissau in 2014 in

⁸⁷ See Yraola, I.S. (2016) *Rapport Scientifique de la Campagne d’évaluation des Ressources Demersales de la ZEE Bissau Guinéenne (Janvier 2016)*, Bissau.



collaboration with the EU. It has a laboratory with needed equipment and personnel and foreign market recognized fish sanitary procedures. As indicated in the Results Framework, this is overachieved for the total amount of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory. These products are mainly high value species such as croaker, snapper and grouper, exported to South Korea and Senegal in frozen, iced, dried and smoked forms. This has reduced the test time as the products had to be sent abroad for the test before. This, in turn, allow timelier handing of fish traders' highly perishable products. This change likely results in market expanding. While the contribution of the project was initial capacity development, with the support of a second phase project, the laboratory is expected to continue to expand its functions towards full operation, in particular certification of fish for exports to EU markets, and the laboratory is likely to attract demand for its services from neighboring countries given the scarcity of such high standard facilities in the sub-region.

1.5 Other Tangible Impact

A. Governance Improvement

8. A series of National Strategic Plan, Five Year Action Plan and fishery regulations were developed or updated to be aligned with international good practices, defined as international binding and non-binding conventions, regional conventions, FAO Code of Conduct for responsible fisheries, UN convention on the Law of the Sea (UNCLOS), the UN Sustainable Development Goals with special reference to marine areas and provisions for co-management and Territorial User Rights for Fishing (TURF). This has set up a good base for fisheries governance which will help sustain the fisheries resources and capture more economic income within the country, and create more value-addition along the value chain.

B. Capacity Improvement

9. In all four components, many project activities shared a technical assistance (TA) nature, particularly in terms of capacity building and information generation and dissemination. For example, the institutional capacity of the fisheries administration was strengthened through the reform of the legislative and regulatory framework; targeted training was provided to the fisheries administration staff and private operators; and new knowledge was generated through stock assessment, development of bio-economic models, and applications of Fishery Performance Indicators (FPI). Some of these directly contributed to the performance of the fisheries sector, and through improved management and utilization of the country's fish resources, they contributed to the building of the country's natural capital in the form of fish stocks and the aquatic/coastal environment. The importance of this natural capital in the economy has been investigated in a 2014 Guinea-Bissau Natural Wealth Study⁸⁸, which highlighted potential GDP contributions of US\$3,874 per capita from the country's renewable and non-renewable natural resources, of which the fisheries sector contributes US\$305 per capita.

10. In addition, the results of these TA-type activities also contributed to building an intangible asset, or human and social capital. According to an estimation in 2011⁸⁹, a third of the nation's wealth was generated based on its intangible asset. Although quantification is not possible at this time, project activities have made definitive contributions to building this asset, which is expected to continue to enable

⁸⁸ World Bank (2014) "Optimizing Guinea-Bissau's Natural Wealth", Poverty Reduction and Economic Management Working Paper. Washington, DC.

⁸⁹ World Bank (2011) The Changing Wealth of Nations. Washington, DC.



wealth generation in the long-run.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

(a) Borrower/Implementing Agency

1. The World Bank received a detailed completion report⁹⁰ from Guinea-Bissau, which was prepared by an international consulting firm backed by a team of regional experts in fisheries surveillance, fisheries management and fisheries sociology. The evaluation covered aspects of relevance, efficiency, efficacy, sustainability, participation and involvement of stakeholders, gender, and coordination. Particular attention was paid to the quality of deliverables, indicators, the contribution of the World Bank and the government to the achievement of results, recommendations and lessons learned. The report reflected positively on the relevance of the project and its three objectives, and evaluated project efficiency as ranging from low, often for reasons beyond the control of the project, to very good. It recognized the important role played by the World Bank in “safeguarding” the project during its early years by showing perseverance and flexibility in times when other donors discontinued their support to the sector, and the positive impact of the restructuring on the ability to reach project targets. A wide range of recommendations were offered for the design of the second phase project, and lessons learned focused mostly on the importance of institutional capacity building and involvement of local stakeholders for the success of the sectoral reform in Guinea-Bissau. Observations on performance and impact were overall aligned with those discussed in the ICR except for several which were not informed by progress made in the final weeks of the project and shortly after its closing (for example, the adoption of the new Fisheries Decree and several regulations in October 2017).

2. The Implementing Agency agreed with the context section of the report and with the evaluation of project effectiveness and efficiency and the lessons learned. It indicated that the following aspects must be considered when evaluating project performance:
 - i. Unrealistic outcome indicators were reformulated late in the restructuring (2016).
 - ii. The PIU had limited budget due to its structure. The lack of full-time M&E specialist and a finance assistant, as well as a safeguards specialist affected performance throughout the project.
 - iii. The political and institutional context of the unstable country.
 - iv. The suspension of disbursements by the World Bank slowed the momentum at the start of the project.
 - v. The process of reorganization of project staff at the World Bank slowed the implementation of activities (provision of no-objection, disbursements).
 - vi. Project activities did not include construction or other activities requiring prior socio-environmental assessments. However, the rehabilitation works of the FISCAP premises were carried out with a socio-environmental monitoring through a simplified framework (environmental and social categorization with a monitoring plan) of socio-environmental monitoring duly applied.

⁹⁰ ADA Consultants Inc. (2017) *Évaluation et Préparation du Rapport de Clôture du PRAO Guinée-Bissau - Rapport d'évaluation Indépendante*. Bissau, Guinea-Bissau.



3. A project closing workshop was carried out in Bissau on September 12, 2017, chaired by the Minister of Fisheries and the Minister of Environment and attended by all agencies and department of the fisheries administration and representatives of industrial fishers, small-scale fishers, women’s associations and fishing communities. The participants expressed their satisfaction with the results of the project despite the difficulties encountered, highlighting the good performance of the PIU and proposing themes for the second phase: MCS sustainable financing, improvement of the administration’s institutional organization, promotion of participatory surveillance, and investments in greater ownership and visibility of the project.

(b) Cofinanciers

4. In February 2017, the WARPF team organized a “Workshop on lessons learned from Phase 1 and strategic directions for Phase 2” in Saly, Senegal, which was attended by some 160 participants from eleven East and West African coastal countries, over 20 development partners and academia, and the CSRP.⁹¹ The participants acknowledged the achievements under the WARFP and discussed their experience in efforts against IUU fishing, in support to fishing communities, and registration of boats, among others, as well as issues of importance to the future such as the anticipated effects of climate change on fisheries in West Africa.

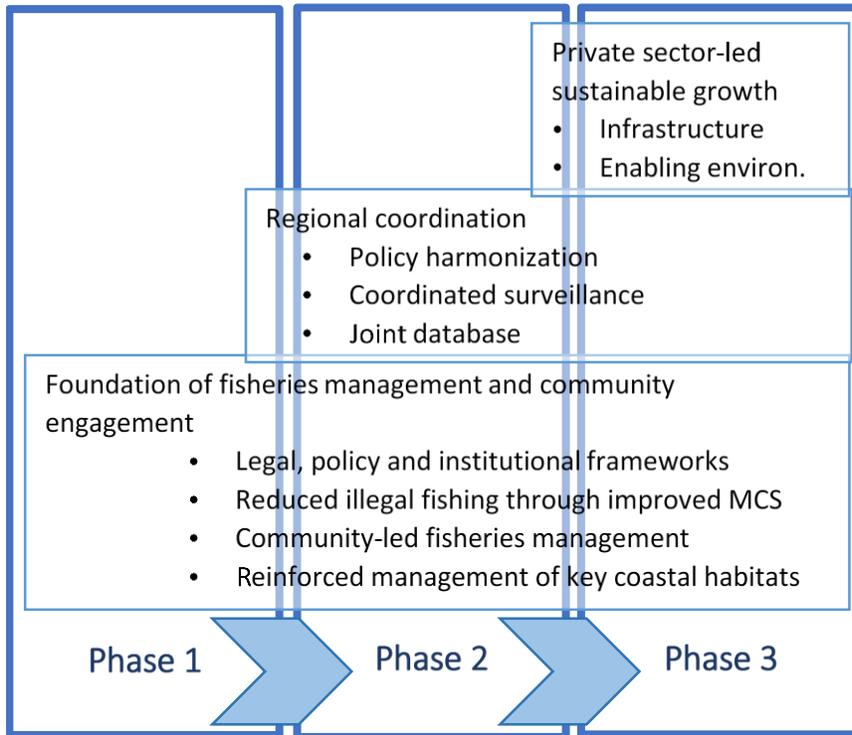
(c) Other partners and stakeholders

⁹¹ The final report from the “Workshop on lessons learned from Phase 1 and strategic directions for Phase 2: Saly, Senegal – 13 and 14 February 2017” is available in WBDocs.



ANNEX 6. SUPPORTING DOCUMENTS

I. WARFP Phases and Focus





II. WARFP Theory of Change

Program Objective: to support countries to maintain or increase targeted fish stocks and the benefits that they can provide to West Africa, with a priority on benefits for poverty reduction and food security.

Program Objective / Long-Term Outcomes:

- Fish resources of West Africa restored or maintained
- Net benefits of targeted fisheries increased and sustained
- Increased proportion of net benefits retained within West Africa
- Increased household incomes from targeted fisheries in West African coastal communities

Medium-Term Outcomes:

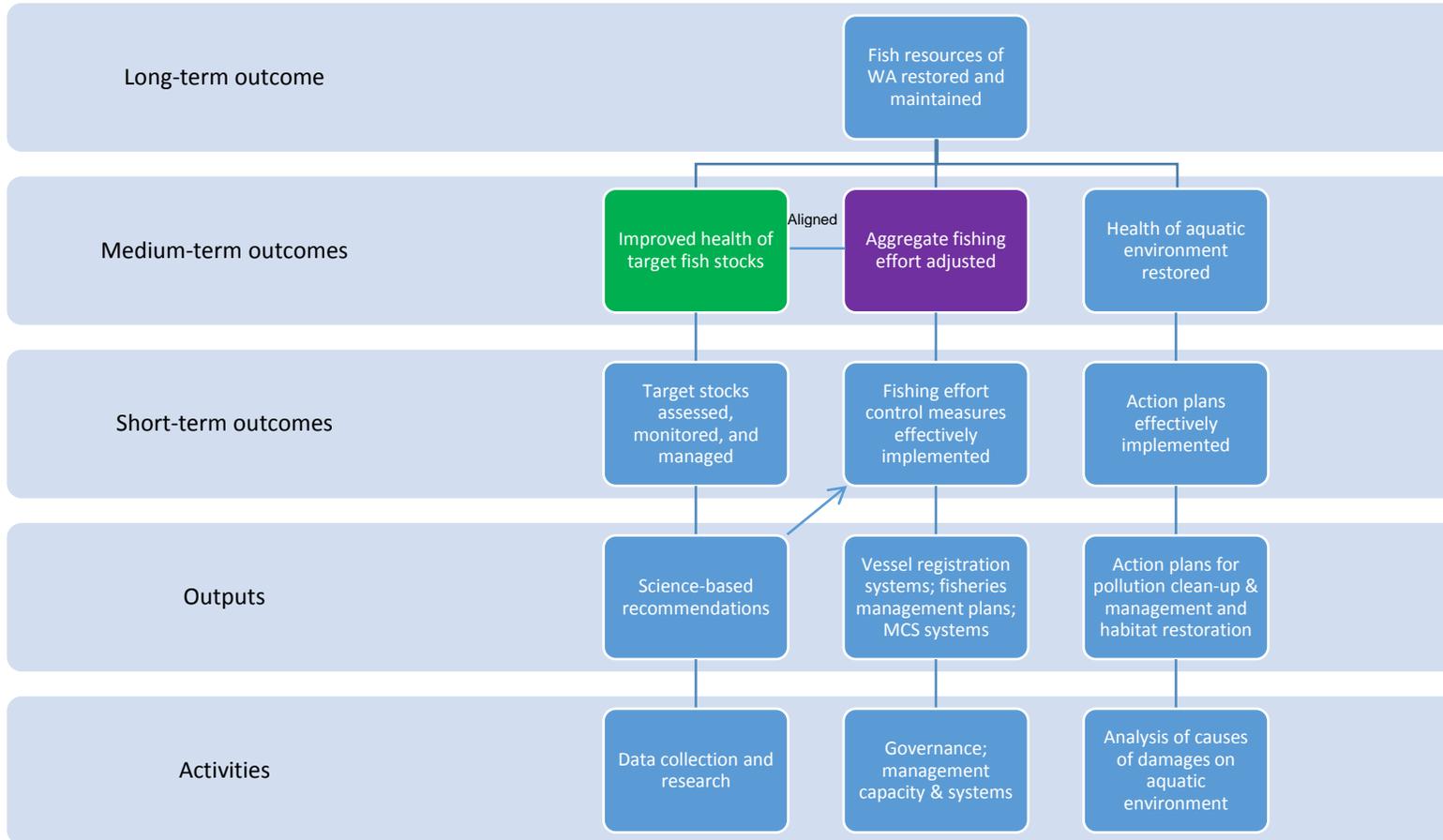
- Current levels of fishing effort for coastal communities prioritized in policy and decision-making processes for targeted fisheries, and traditional access secured
- Aggregate fishing effort controlled and adjusted in targeted fisheries to sustain or enhance stocks and increase benefits
- Post-harvest losses reduced (on board/on shore) and product quality improved
- Net benefits to West African states from targeted fisheries sustainably increasing
- Aquatic environment/habitats improved through improved fisheries

Short-Term Outcomes:

- Rules in place to reduce or cap aggregate fishing capacity in targeted fisheries, based on targets for fish resource size and sustainability
- Small-scale fisher access secured in the rules for targeted fisheries
- Illegal fishing reduced in targeted fisheries
- Improved conditions for reducing post-harvest losses and increasing product quality
- Essential habitats/ecosystem constraints identified in targeted fisheries

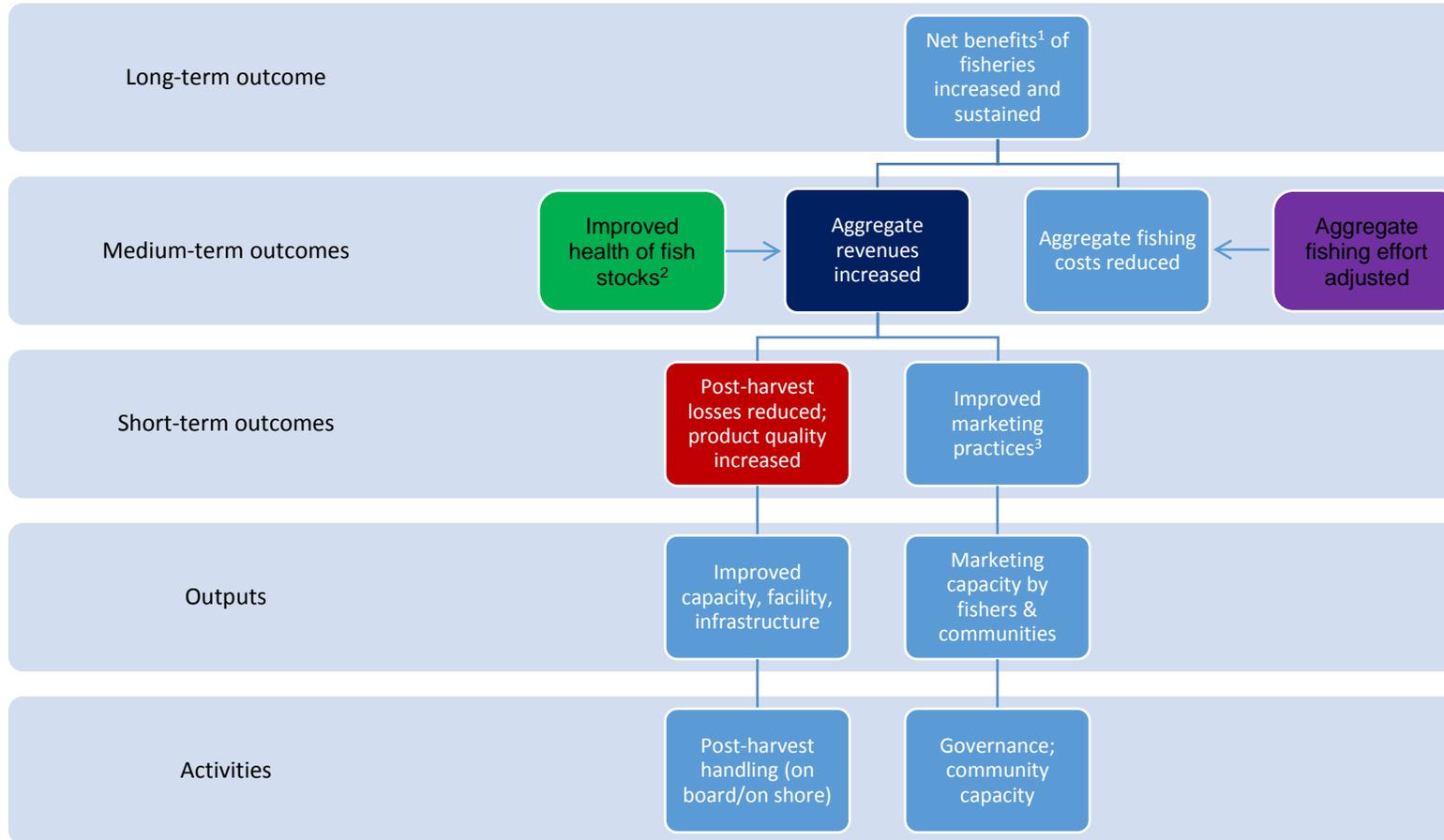


1. Fish resources of West Africa restored or maintained (**Focus: overall ecosystem health of fishing grounds**)





2. Net benefits of targeted fisheries increased and sustained (Focus: the harvesting sector)



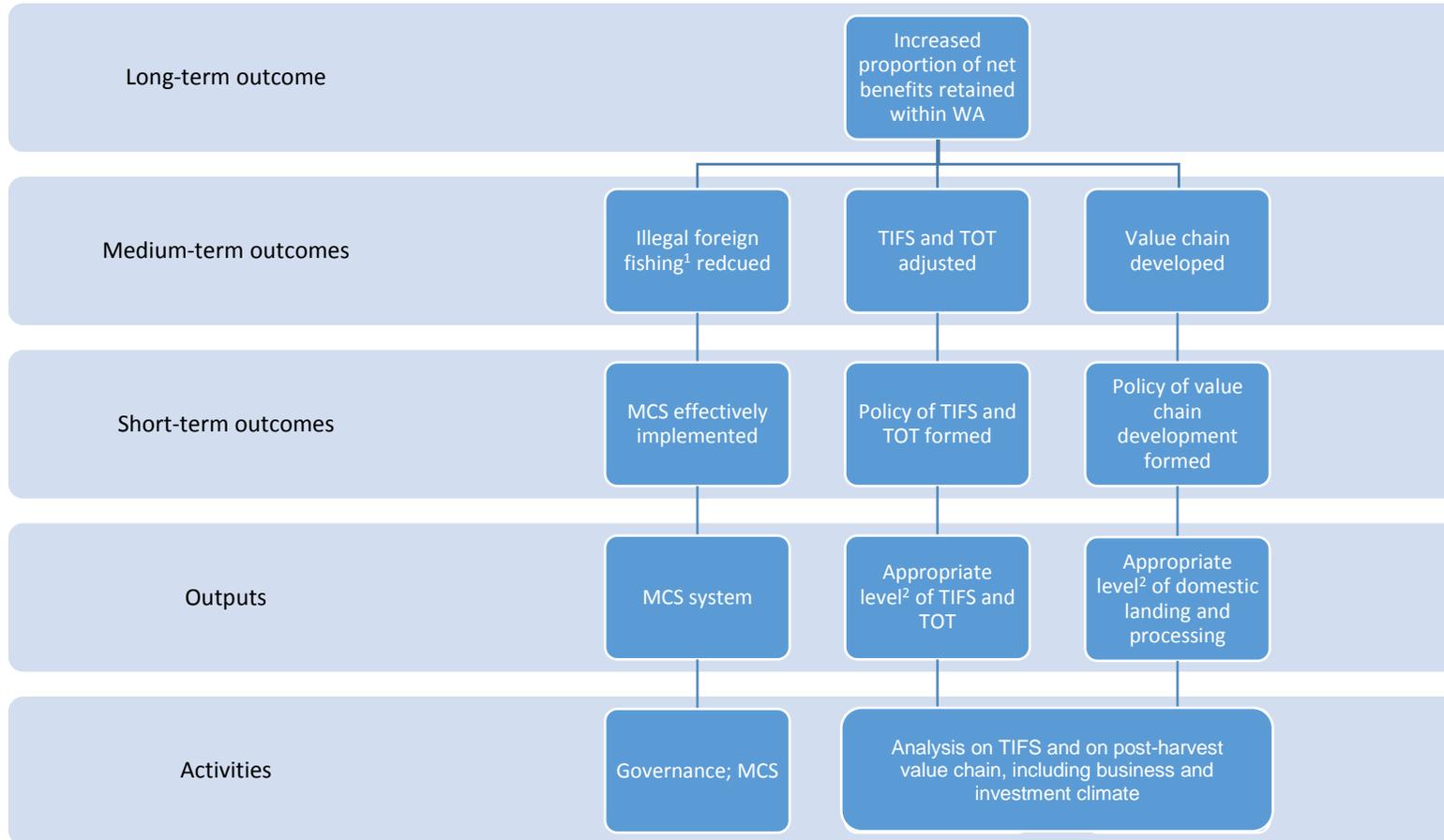
¹ Net benefits are defined as aggregate gross revenues minus aggregate costs. See, for example, “The Sunken Billions Revisited” for the discussions of aggregate net benefits of fish resources. This is the overall size of the “pie.”

² Improved fish stocks allow increased sustainable harvest, improved fishing efficiency, improved species composition in catches, and increased size of individual fish, all of which would contribute to higher revenues, all else equal.

³ Marketing practices may be improved and higher unit price may be achieved through stronger governance (e.g. stronger producer incentives) and stronger community capacity (e.g. collective action).



3. Increased proportion of net benefits retained within West Africa (Focus: portion of the “pie” that unreasonably escapes WA)



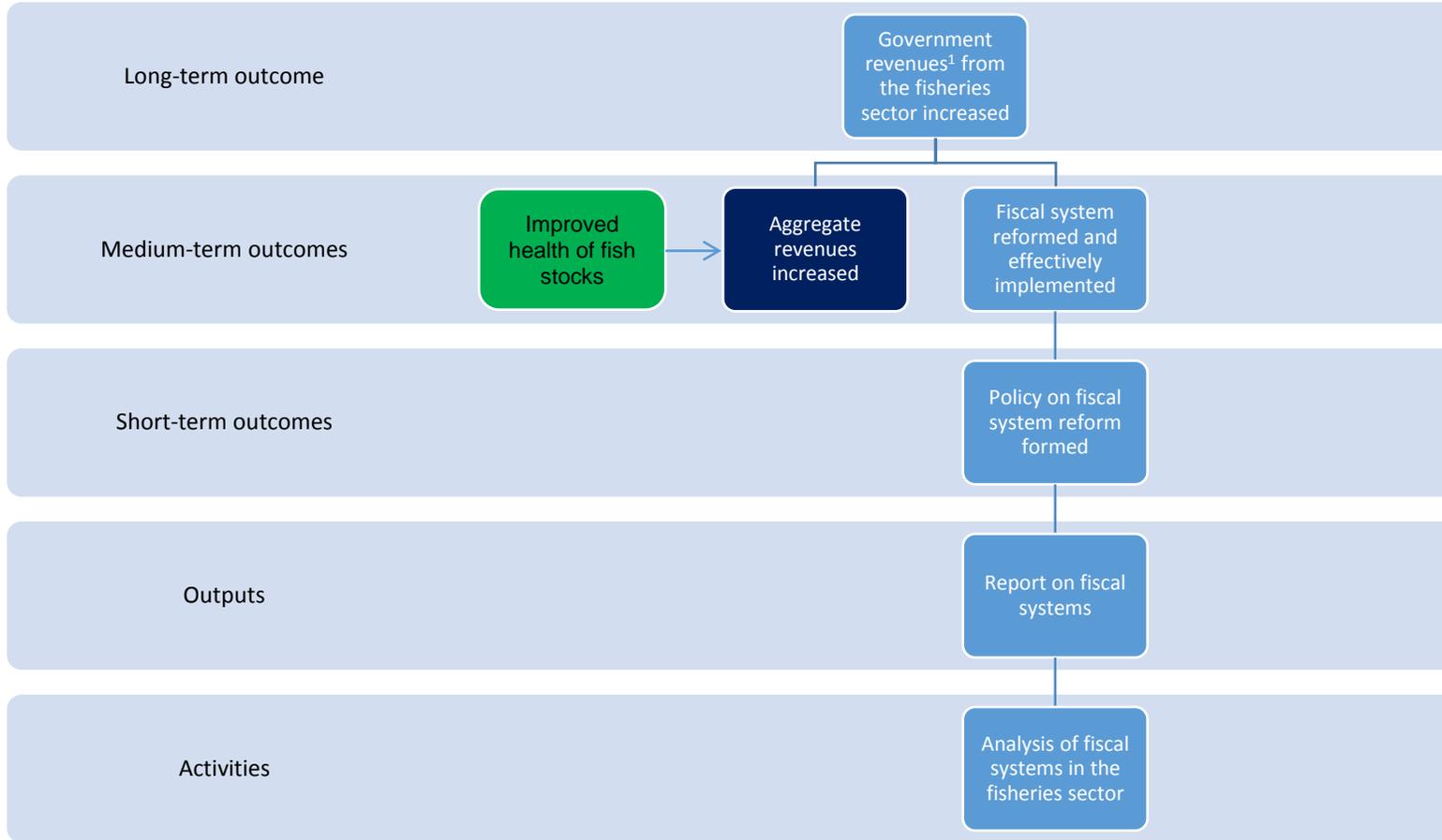
¹ Illegal fishing by foreign entities *plus* fishing by domestic entities whose catches are illegally exported out of the country.

² Appropriate levels should be determined vis-à-vis comparative advantage of the country in fishing, landing or processing.

Notes: TIFS = trade in fishing services, including foreign fishing access agreements; TOT = terms of trade.



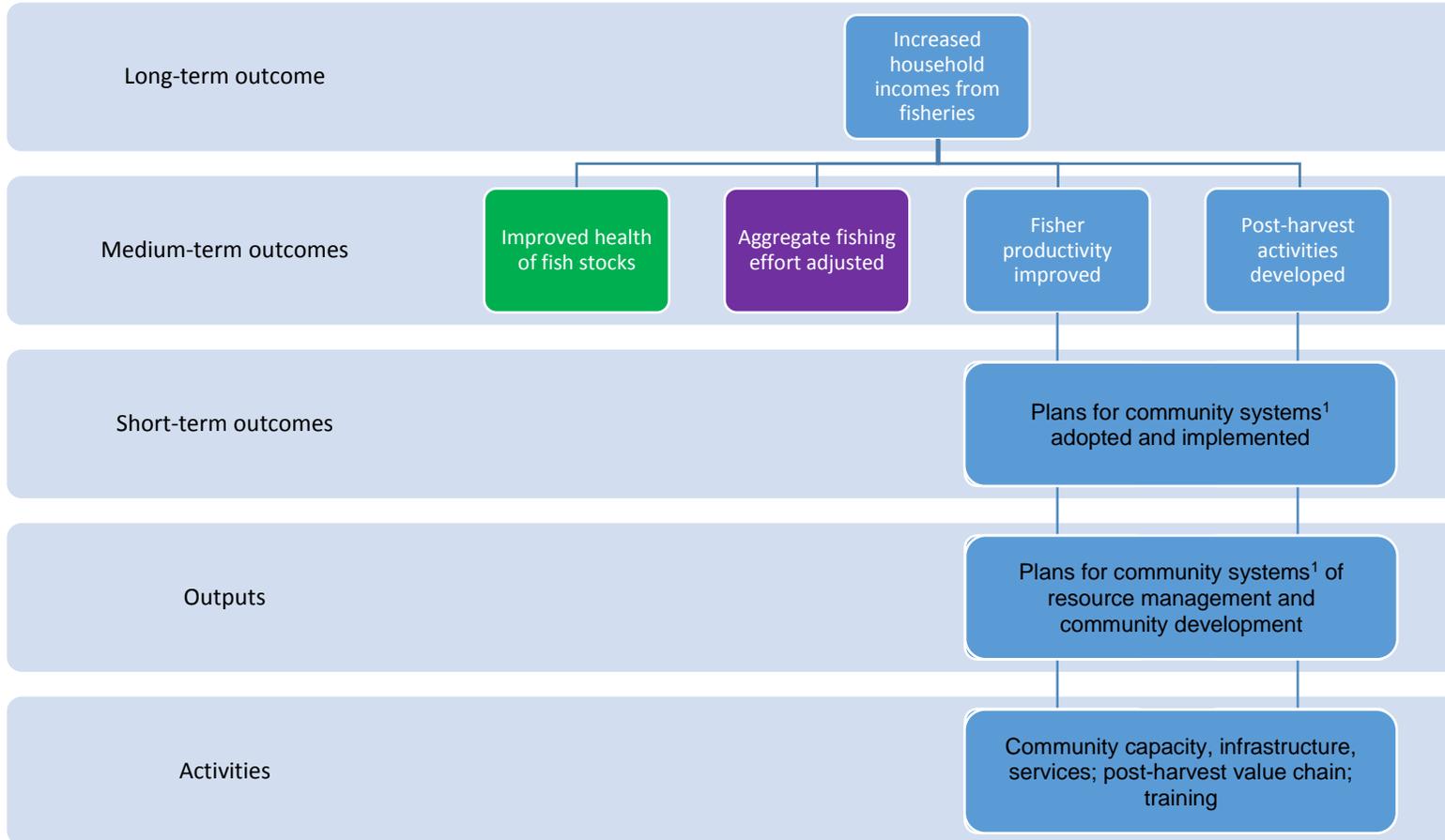
4. Government revenues from the fisheries sector increased (Focus: portion of the “pie” that is channeled to the public sector)



¹ Channels and sources of government revenues would include: licensing, vessel registration, various taxes, foreign fishing access fees, fines on violation of various regulations, etc. These systems should be designed vis-à-vis their overall benefit and effectiveness, rather than to maximize government revenues.



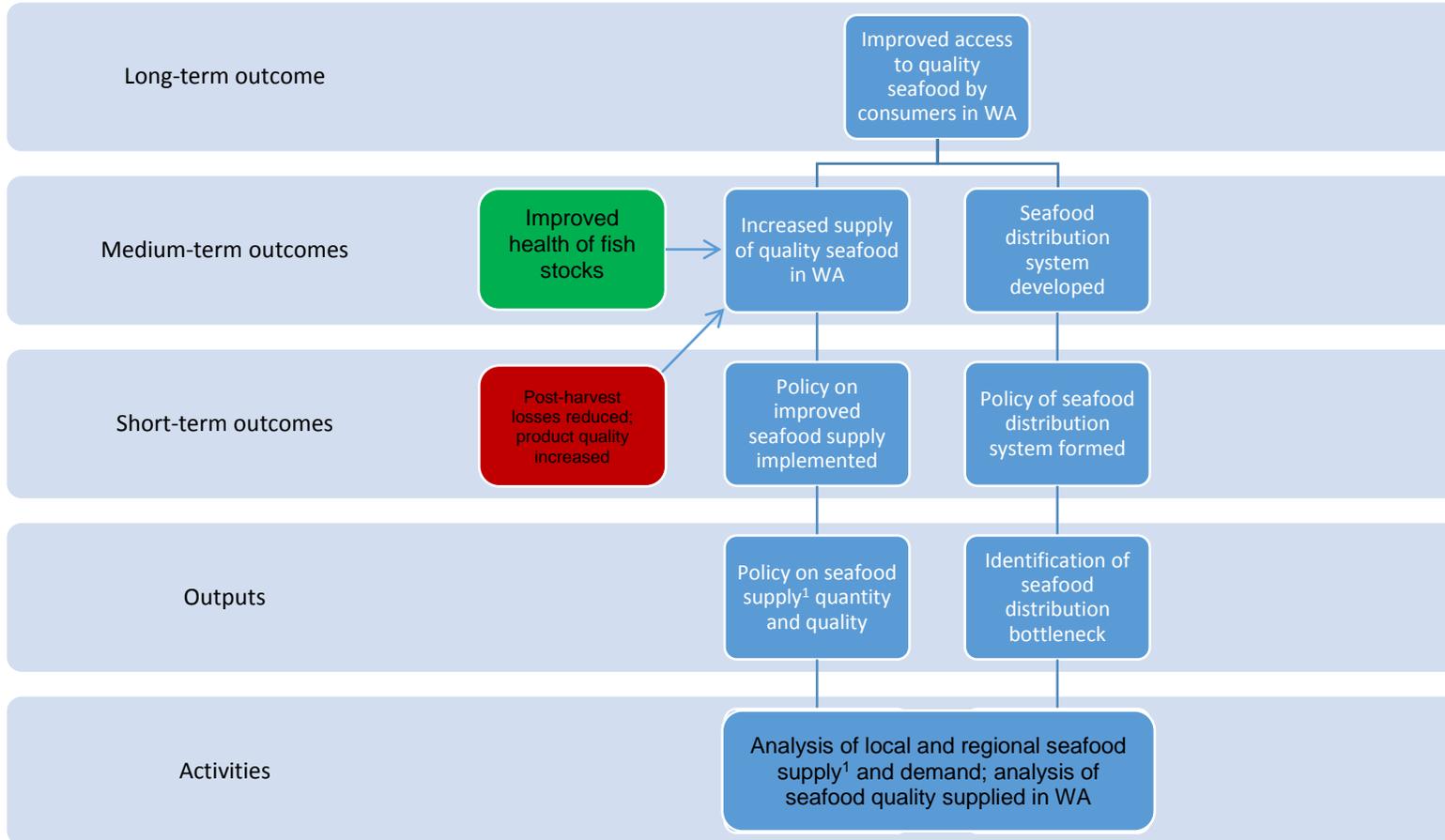
5. Increased household incomes from targeted fisheries in West African coastal communities (**Focus: activities in fishing communities targeted for actors engaged in fish-related work**)



¹ Community systems of resource management and community development may involve: TURFs, community catch and stock monitoring, participatory MCS system, marketing cooperative/association, development of alternative livelihood opportunities, etc. The design and planning of these community systems should be community driven. These community systems should be inclusive and transparent.



6. Food and nutritional security of consumers in West Africa is improved due to better access to quality seafood (**Focus: seafood supply, quality, and distribution**)



¹ Supply sources can include: local production of capture fisheries and fish farming, seafood imports from sub-region, and seafood imports from outside West Africa.



III. Summary of project indicators before and after restructuring

Original Indicators	May 2016 Restructuring	June 2017 Restructuring
PDO Indicators		
Two overexploited fisheries showing signs of recovery, as measured by an increase in total catch per unit of fishing effort (Coastal demersal fish: 310 tons; Coastal shrimp: 401 tons; Cephalopods: 566 tons)	Dropped	
	New: A Policy and a Strategic Plan that are fully aligned with international good practice (including for provisions for co-management, TURFs, etc.) are developed and adopted	Unchanged
	New: Proportion of fishing vessels observed by aerial/ maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction (small scale)	Unchanged
	New: Proportion of fishing vessels observed by aerial/ maritime patrols, radar and satellite monitoring or by inspection at the wharf or at the harbour that are committing a serious infraction (industrial)	Unchanged



Increase in annual net economic benefits from targeted fisheries (5%)	Dropped	
	New: New quantities of target demersal fish and fish products destined for export tested at the quality control and inspection laboratory	Unchanged
Total number of beneficiaries (of which female) (1.6 million 51.5%)	Revised: 1.6 million, 44%	Unchanged
Intermediate Results Indicators		
Component 1		
Fisheries Management Plans prepared and adopted for targeted fisheries (target: 1)	Revised: Number of fisheries Management Plans for three targeted coastal fisheries updated and adopted (target: 1)	Unchanged
A biological and economic assessment of the health of targeted fish stocks is conducted	Unchanged	Unchanged
An electronic “dashboard” of key environmental, social and economic fisheries statistics established at the Fisheries Secretariat	Unchanged	Unchanged
	New: Assessments of Fisheries Performance Indicators are carried out and reports available (2)	Unchanged



Component 2		
Fishing vessels observed by aerial/surface patrol or by radar and satellite monitoring, that are committing a serious infraction (small scale: 10%; industrial: 10%)	Unchanged	Unchanged
Total patrol days at sea per month in targeted fisheries (per month: 22)	Revised: Total patrol days at sea per month and per year in coastal waters (per year: 150; per month: 22)	Unchanged
A fisheries monitoring center is equipped and functional	Unchanged	Unchanged
Component 3		
A competent sanitary authority (with laboratories equipped by the Project) is accredited for certification of fisheries products exports to the EU (Yes/No)	Revised: A competent sanitary authority (with laboratory equipped by the Project) is established and functional	Unchanged
Component 4		
Regional database and “dashboard” of key environmental, economic and social fisheries statistics established at the CSR	Unchanged	Unchanged
	New: An electronic 'dashboard' of key environmental, social and economic fisheries statistics established at the Fisheries Secretariat	



	New: Annual work plans, budgets and procurement plan finalized	
	New: Annual M&E reports with data on indicators of the results framework and M&E plan finalized	

IV. List of Supporting Documents

- World Bank (2011) Project Appraisal Document. The First Phase of APL-B in Support of the US\$161 Million West Africa Regional Fisheries Program (WARFP). Report No. 57899-GW
- World Bank (2010) Environmental And Social Management Framework (ESMF) of the WARFP – Guinea Bissau, Report No. E2668
- World Bank (2009) Regional Process Framework, West African Regional Fisheries Program (P106063). Report No. RP-0828 V2
- IDA Financing Agreement: Grant Number H653-GW
- GEF Financing Agreement: GEF TF Grant Number TF099597-GW
- CSRP Subsidiary Agreement
- Restructuring Papers and corresponding legal amendments: June 7, 2016, Report No. RES17185 and May 8, 2017, Report No. RES27445
- Operational Manual, Administrative and Accounting Manual and Procurement Plans
- World Bank/CSRP Aide Memoires and CSRP mission reports
- ISR sequences 1-9
- Semi-annual and annual progress reports from the country and CSRP
- SOP-A2 PAD (2017, Draft) for Cabo Verde, Senegal, Guinea Bissau, The Gambia and the CSRP), December 2017, Report No. PAD2446
- WARFP Theory of Change prepared by World Bank WARFP team (working document)
- WARFP SOP A1 ICR, Report No. ICR00004008
- Annual external audit reports
- Closing workshop presentation made by the PIU
- Project cost tabs and budgets
- ADA Consultants (2017) *Évaluation et Préparation du Rapport de Clôture du PRAO Guinée-Bissau - Rapport d'évaluation Indépendante.* Bissau, Guinea-Bissau
- Guinea-Bissau Interim Strategy Note (2009), Report No. 48466
- Guinea-Bissau Country Economic Memorandum (2010), Report No. 54145



- Guinea-Bissau Country Partnership Framework for FY18-FY21, Report No. 114815
- World Bank (2003) Diagnosis and Emergency Restructuring Plan to Enhance the Domestic Benefits of the Fishing Sector and its Integration in the World Economy. Washington, DC (Authors: Gert van Santen, John Virdin, Kieran Kelleher and Dominique Greboval)
- World Bank Guidance Note on IBRD/IDA Financing of Fisheries Enforcement Activities
- World Bank (2006) *Where is the wealth of nations? Measuring capital for the 21st century*. Washington, DC
- World Bank (2017) *The Sunken Billions Revisited: Progress and Challenges in Global Marine Fisheries*. Washington, DC
- World Bank (2016) Africa Region: Sustaining Growth and Fighting Poverty amid Rising Global Risks (Regional Update). Washington, DC
- World Bank (2008) Regional Integration Assistance Strategy for Sub-Saharan Africa, Report No. 43022
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- World Bank (2017 Draft) Supporting Africa's transformation: Africa Regional Integration Strategy 2017-2023
- World Bank (2016) Africa Climate Business Plan, Report No. 101130
- World Bank (2017) Blue Economy Development Framework, Report No. 113787
- World Bank (2004) *Saving Fish and Fisheries: Towards Sustainable and Equitable Governance of the Global Fishing Sector*. Washington, DC
- World Bank (2008) Literature Review of Documents Focusing on Socio-Economic Conditions of Fishing Communities in Selected West African Countries. Washington, DC
- CSRP (2002) *Plan d'action stratégique de la CSRP (2002-2010)*. Dakar, Senegal
- MRAG (2009) *Estimation of the Cost of Illegal Fishing in West Africa*. London, United Kingdom
- FAO (2009) *Bonne Gestion et Gouvernance Durable des Pêches au sein de la CSRP – PRAO Composante 1*. [Summary Report and seven country Annexes], Rome, Italy
- FAO (2009) *Port State Measures to Control Illegal Fishing*. Rome, Italy
- Virdin, J. (2016) *The West Africa Regional Fisheries Program: Experiences and Selected Lessons from the First Phase of one of the World's Largest Tropical Fisheries Governance Reform Programs*. Washington, DC
- FPI reports: Biombo, Buba, Caio and Summary report: University of Washington (2017) *Guinea Bissau: Evaluation of the Environmental, Economic and Social Performance of Artisanal Fisheries using the Fisheries Performance Indicators*. Washington, USA
- Virdin, J. (2016) *Recovering West Africa's Sunken Billions for Poverty Reduction: What has the West Africa Regional Fisheries Program achieved to date, and what remains to be completed? Background note to an Implementation Completion Report (ICR) and Project Concept Note (PCN)*. Washington, DC
- AGRER/CANAEST (2015) *Diagnostic du cadre politique légal et réglementaire sur l'utilisation des ressources halieutiques en Guinée-Bissau*. Bissau, Guinea-Bissau
- CANAEST (2015) *Analyse de la chaîne de valeur des principaux produits de la pêche en Guinée Bissau, Rapport de fin de mission*. Bissau, Guinea-Bissau



- Touse, P. (2015) *Etude sur la détermination du statut réglementaire actuel des mécanismes de congestion, le cadre politique requis et la faisabilité de l'extension de la congestion a l'ensemble du territoire de la Guinée Bissau*. Bissau, Guinea-Bissau
- Y. Ignacio Sobrino for CIPA (2016) *Rapport Scientifique de la Campagne s'évaluation des Ressources Demersales de la ZEE Bissau Guinéenne*. Bissau, Guinea-Bissau
- N'diaye M.D. *Mécanismes Pérennes de Financement de la Surveillance des Pêches en Guinée Bissau*. Bissau, Guinea-Bissau
- SEPEM, *Plan d'actions National de Lutte IUU*
- SEPEM, *Plan d'action Stratégique de Suivi, Contrôle et Surveillance des Pêches (SCS) de la Guinée Bissau 2017-2022*
- Yraola I.S. (2016) *Rapport Scientifique de la Campagne d'évaluation des Ressources Demersales de la ZEE Bissau Guineenne*. Bissau, Guinea-Bissau