



RESTRUCTURING PAPER
ON A
PROPOSED PROJECT RESTRUCTURING
OF
PROMOTING COMMUNITY-BASED CLIMATE RESILIENCE IN THE FISHERIES SECTOR
APPROVED ON MARCH 7, 2018
TO
JAMAICA

ENVIRONMENT, NATURAL RESOURCES & THE BLUE ECONOMY

LATIN AMERICA AND CARIBBEAN

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ABBREVIATIONS AND ACRONYMS

Government of Jamaica	GOJ
Financial Management	FM
Ministry of Agriculture and Fisheries	MoAF
National Fisheries Authority	NFA
Project Development Objective	PDO
Project Implementation Unit	PIU
Pilot Program for Climate Resilience	PPCR



BASIC DATA

Product Information

Project ID P164257	Financing Instrument Investment Project Financing
Original EA Category Partial Assessment (B)	Current EA Category Partial Assessment (B)
Approval Date 07-Mar-2018	Current Closing Date 31-Mar-2023

Organizations

Borrower Jamaica	Responsible Agency Ministry of Industry, Commerce, Agriculture and Fisheries
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Financing (in USD Million)

SUMMARY

Total Project Cost	0
Total Financing	0
Financing Gap	0

DETAILS

Project Development Objective (PDO)

Original PDO

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



Summary Status of Financing (US\$, Millions)

TF	Approval	Signing	Effectiveness	Closing	Net		
					Commitment	Disbursed	Undisbursed
TF-A6559	07-Mar-2018	28-Mar-2018	28-Mar-2018	31-Mar-2023	4.88	1.29	3.59

Policy Waiver(s)

Does this restructuring trigger the need for any policy waiver(s)?

No

I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING

A. Introduction

1. This Restructuring Paper seeks Country Director approval for the restructuring of the Promoting Community-based Climate Resilience in the Fisheries Sector Project (P164257). The proposed restructuring would make the following changes: (i) changes to the Results Framework; and (ii) adjust components and cost.

B. Project Status

2. The Promoting Community-based Climate Resilience in the Fisheries Sector Project is a five-year grant project funded by the Climate Investment Funds/Pilot Program for Climate Resilience (PPCR) in the amount of US\$4.88m. The project seeks to increase the adoption of climate resilient practices among targeted fishing and fish farming communities in Jamaica. The Project is being implemented by the Ministry of Agriculture and Fisheries (MoAF) in close coordination with the National Fisheries Authority (NFA).
3. After delays during the first three years of implementation, the project is now steadily progressing. As of June 2021, 22.3 percent (approx. US\$ 1.09m) of the total grant has been disbursed under the project. Historically, the project has been granted limited fiscal space by the Government of Jamaica (GoJ) due to its slow progress as well as need for fiscal control. The approved budget for Jamaica’s current fiscal year (April 2021 - March 2022) was approximately US\$0.68m, which, if fully executed, will leave US\$3.2m remaining to be spent in the last year of the project from April 2022 – March 2023.
4. Given limited resources under the grant, and in light of challenges the project faced, including delays with procurement processes, underbudgeted activities due to underestimation of market costs of contractual services, project activities were prioritized to focus on areas that are feasible given the implementation timeline yet, with the greatest expected impact, and the most availability of funding from other sources. Implementation progress by component is as follows:
5. Component 1 - Strengthening the Fisheries Policy and Regulatory Framework– Over the course of the past few months, the activities under this component have been consolidated to ensure efficiency and maximize



synergies among different planned activities. The TOR for the consultancy to develop a strategy, action plan, and guidelines for the National Fisheries and Aquaculture Policy has been finalized and later re-scoped to reflect current market conditions. Work will commence in July-August 2021. In addition, the final report on the Aquaculture Value Chain Assessment has been prepared.

6. **Component 2 – Diversification and Fisheries-based Alternative Livelihoods** - There was significant progress made in undertaking the activities under this component aimed at Diversification and Fisheries-based Alternative Livelihoods, which included refurbishing and upgrading the existing seed stock Government Hatchery. The design of a climate proof, bio security Hatchery and an operational plan has been completed and approved. The result of this upgrade and renovation will see an improvement in the availability of advanced fryers to supply the aquaculture industry. The hiring of a Project Manager to oversee the renovation and upgrade of the Government Hatchery is underway and expected to be completed in September 2021.
7. Preparation of the business plan for the mariculture/polyculture demonstration facility has been completed. A consultancy to assess pelagic stocks and develop related management plans is currently in progress with the inception report already submitted. A consultancy service to conduct an assessment of sub-projects has also been successfully completed. A consultancy to provide assessment of the feed production for the aquaculture sub-sector and develop alternative feed production options and associated business plan is pending further advancement in the procurement process following necessary re-scoping of the initially planned set of activities and Bank’s no-objection to the revised terms of reference.
8. **Component 3 - Capacity Building and Awareness Raising –** Baseline assessment of gender and youth dynamics in the fisheries sub-sector in selected communities, as well as a knowledge, attitudes and perceptions assessment in the targeted communities have been conducted. In addition, the terms of reference for the development of the climate projections in the Fisheries sector have been developed and the work is expected to be initiated by the end of August 2021.
9. The Financial Management (FM) performance has improved since the last FM assessment from moderately unsatisfactory to moderately satisfactory. The latest rating is mainly due to internal control weaknesses from delays in establishing an accounting system, and not having an FM manual to guide activities. Of the expenditures to date, 54 percent represent project management/administrative costs. There are no overdue IFRs or audit reports. The next audit report is due September 30, 2021.
10. On the procurement side, the project faced a number of challenges associated with procurement processes including underestimating the market cost of several consultancies, delays with evaluation of expressions of interest and proposals, as well as delays due to travel restrictions in light of COVID-19. However, the Project Implementation Unit (PIU) has addressed them gradually by adjusting work plans and delivery modes for project activities, including amendments of several contracts. Currently, out of 21 activities envisaged in the Procurement Plan, 12 contracts have been signed so far, of which 10 contracts are completed and 2 are still under execution. 4 contracts are about to be awarded and/or signed (one of them is awaiting the Permanent Secretary’s signature and the other one is awaiting Procurement Committee approval). The project is expected to make further progress with the PIU fully staffed and the project continuing to be of high priority for GoJ given that it is well aligned with the country’s national development plans, climate change policy framework, and economic recovery post-COVID-19 pandemic.

C. Rationale for Restructuring



11. In light of the fact that most of the activities under the project were underbudgeted due to underestimating the market costs of consultancies, and given the observed challenges with procurement processes and limited time remaining for project implementation, re-scoping and simplification/consolidation are needed in order to facilitate accelerated implementation of project activities and achievement of the PDO. Following the discussions with GOJ, a request for restructuring was received by the World Bank on May 31, 2021, with the objective to prioritize activities given the remaining budget and revise the Results Framework accordingly. Against this backdrop, this Restructuring Paper proposes to rescope the project activities and revise the components budget allocation and the current Results Framework accordingly.

II. DESCRIPTION OF PROPOSED CHANGES

12. Proposed changes (namely, 1) scope adjustment, 2) modifications to the Results Framework, and 3) reallocation of funds among components) will allow the Grant Recipient to finalize ongoing project activities in a satisfactory manner, fully disburse remaining grant resources, and successfully implement the Project. In particular, the following changes are being introduced as part of the proposed project restructuring:

Scope adjustment to align with implementation conditions

13. The Project scope will be streamlined given changing implementation dynamics including: (a) adjusted community and NFA and MoFA priorities; (b) unforeseen cost variations of works and the need to adjust necessary budget allocations for the activities in line with current market circumstances and pricing; and (c) the need for a more tightly focused, clearly defined and impactful set of activities to ensure sustainability of interventions within the timeframe of the Project.
14. Considering limited resources under the grant, a prioritization of the activities was carried out to focus on those that can realistically be completed within the project lifetime while achieving the PDO with a strengthened focus on diversification of livelihoods. Additional criteria for the activities' prioritization included considerations of importance and availability of funding for such activities from other sources. Under Component 1, the TORs for consultancies were streamlined and made more tightly focused to ensure timely execution. Additionally, aquaculture value chain assessment will be conducted.
15. Under Component 2, the analysis that was undertaken on the identification of the menu of options for mariculture/polyculture sub-projects will serve as a basis for the selection of sub-projects by the Project Steering Committee which is a big priority under the Project. Considering challenges for the fisherfolks posed by COVID-19, when identifying the menu of options for sub-projects and selecting the sub-projects for implementation, particular emphasis will be placed on the livelihood diversification in the context of overall economic recovery post-pandemic. Given limited resources under the grant, the training activities under this component will be delivered by NFA in close collaboration with Rural Agricultural Development Authority. There are no major changes proposed to activities under Component 3. Detailed proposed changes along with the budgetary implications are provided in the Appendix 1 – Work Program submitted by GOI.

Modifications to the Results Framework

16. Taking into account the rescoping of project activities described above, proposed revisions of the project's Results Framework, as requested by the GOJ, would result in changing the number of PDO level indicators from five to four, while the number of intermediate results indicators would increase from five to six. This



change reflects the move of one indicator from the PDO level to intermediate indicator level to better reflect the newly prioritized project activities. The decrease in the number of PDO indicators will not impact the Project's ability to achieve its PDO. It will rather ensure that all aspects of the PDO are supported by appropriate activities and measurable indicators at appropriate levels. The table below summarizes proposed changes, as well as the rationale for introducing them.



Project Development Objective Indicators by Objectives/ Outcomes	Proposed Changes	Rationale
Targeted fishers that adopt climate resilient fishing practices (Number)	No Change	N/A
Targeted fisher groups that adopt alternative livelihoods (Number)	Revised target from 12 to 10	Given COVID-19 impact on fisher groups and also to reflect a more realistic outcome, the target was decreased.
Targeted fish farming groups that adopt climate resilient aquaculture practices (Number)	Revised target from 8 to 4	Given COVID-19 impact on fisher groups and to temper a very ambitious and unrealistic initial outcome, the target was decreased.
Share of women among targeted fisher groups and fish farming groups that adopt climate resilience practices (Percentage)	No Change	N/A
Marine protected areas under community-led sustainable fisheries management (Number)	Move to intermediate results indicators level	Given that this indicator does not directly relate to the PDO, it is proposed to move it to intermediate level with no change in target.
Intermediate Results Indicators	Proposed Changes	Rationale
IR1: Strategy and Action Plan for the National Fisheries and Aquaculture Policy submitted for approval by the MoAF (Yes/No)	Revised to “Strategy and Action Plan for the Draft National Fisheries and Aquaculture Policy submitted for approval and adoption (Yes/No)”	The revision now includes not only approval but also adoption of the Strategy and Action Plan and the level at which it will be approved was taken out not to preempt it.
IR2: Targeted communities that receive training in climate resilient fisheries and aquaculture practices	No Change	N/A
IR3: Targeted communities that receive training in climate resilient fisheries and aquaculture practices under the project	Revised target from 32 to 10	The target was revised to temper the initial ambition for this indicator to be more realistic in achieving this outcome.
IR4: Targeted people reached by awareness raising and behavior change activities supported by the project (Number)	No Change	N/A
IR5: Community-based fisheries and aquaculture organizations with increased capacity to implement climate resilient activities (number)	No Change	N/A
IR6: Marine protected areas under community-led sustainable fisheries management (Number)	Move from the PDO level indicators	Given that this indicator does not directly relate to the PDO, it is proposed to move it to intermediate level with no change in target.



Minor reallocation of funds

- 17. There will reallocation of funds among activities within component 1 and 2 and only \$30K reallocation from Component 2 to Component 1. No budget reallocation is envisaged for Component 3 and 4.

III. SUMMARY OF CHANGES

	Changed	Not Changed
Results Framework	✓	
Components and Cost	✓	
Implementing Agency		✓
Project's Development Objectives		✓
Loan Closing Date(s)		✓
Cancellations Proposed		✓
Additional Financing Proposed		✓
Reallocation between Disbursement Categories		✓
Disbursements Arrangements		✓
Disbursement Estimates		✓
Change in Overall Risk Rating		✓
Safeguard Policies Triggered		✓
EA category		✓
Legal Covenants		✓
Institutional Arrangements		✓
Financial Management		✓
Procurement		✓
Implementation Schedule		✓
Other Change(s)		✓
Economic and Financial Analysis		✓
Technical Analysis		✓
Social Analysis		✓
Environmental Analysis		✓



IV. DETAILED CHANGE(S)

RESULTS FRAMEWORK

Project Development Objective Indicators

Targeted fishers that adopt climate resilient fishing practices (number of fishers) Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	1,800.00	No Change
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
Targeted fisher groups that adopt alternative livelihoods (number of fisher groups) Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10.00	Revised
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
Targeted fish farming groups that adopt climate resilient aquaculture practices (number of fish farming groups) Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	4.00	Revised
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
Share of women among targeted fisher groups and fish farming groups that adopt climate resilience practices (percentage) Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	25.00	No Change
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
Number of marine protected areas under community-led sustainable fisheries management (number) Unit of Measure: Number				



Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	15.00	Marked for Deletion
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	

Intermediate Indicators

IR 1: Strategy and Action Plan for the National Fisheries and Aquaculture Policy submitted for approval by the MICAF				
Unit of Measure: Yes/No				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	No	Yes	No Change
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	

IR 2: Government personnel with increased competency in climate resilient fisheries practices and management (number of people)				
Unit of Measure: Number				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	40.00	No Change
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	

IR 3: Targeted communities that receive training in climate resilient fisheries and aquaculture practices under the Project (number of communities)				
Unit of Measure: Number				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10.00	Revised
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	

IR 4: Targeted people reached by awareness raising and behavior change activities supported by the Project (number of people)				
Unit of Measure: Number				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action



Value	0.00	0.00	75,000.00	No Change
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
IR 5: Community-based fisheries and aquaculture organizations with increased capacity to implement climate resilient activities (number of organizations) Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	15.00	Revised
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	
IR6: Number of marine protected areas under community-led sustainable fisheries management Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10.00	New
Date	30-Nov-2017	05-Jun-2020	31-Mar-2023	

COMPONENTS

Current Component Name	Current Cost (US\$M)	Action	Proposed Component Name	Proposed Cost (US\$M)
1. Strengthening the Fisheries Policy and Regulatory Framework	0.57	Revised	1. Strengthening the Fisheries Policy and Regulatory Framework	0.60
2. Diversification and Fisheries-based Alternative Livelihoods	2.68	Revised	2. Diversification and Fisheries-based Alternative Livelihoods	2.65
3. Capacity Building and Awareness Raising	0.97	No Change	3. Capacity Building and Awareness Raising	0.97
4. Project Management and Monitoring and Evaluation (M&E)	0.66	No Change	4. Project Management and Monitoring and Evaluation (M&E)	0.66
TOTAL	4.88			4.88



The World Bank

Promoting Community-based Climate Resilience in the Fisheries Sector (P164257)
