

PD-AAJ - 378

ISN 553

603-0003 001501 / 51

App 5N, Ch 5, HB 3  
(TM 3:26) 8-3-78

PROJECT EVALUATION SUMMARY (PES) - PART I

Field Symbol U 107

1. PROJECT TITLE <b>DJIBOUTI FISHERIES DEVELOPMENT PROJECT</b>			2. PROJECT NUMBER <b>603-0003</b>	3. MISSION/AID/W OFFICE <b>DJIBOUTI</b>
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit, Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <b>603-82-004</b>			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
5. KEY PROJECT IMPLEMENTATION DATES		6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION
A. Start PRO-AG or Equivalent FY-80	B. Final Utilization Expenditure FY-81	C. Final Input Delivery FY83	A. Total \$ <b>978,000</b>	From (month/yr.) <b>March, 1980</b>
			B. U.S. \$ <b>978,000</b>	To (month/yr.) <b>December, 1981</b>
Date of Evaluation Review				

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Action decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SMR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Continue to monitor contractor progress towards completion of assistance goals as stated in the Pro-Ag.	AAO/Djibouti	
2. Coordinate with other donors to insure non-duplication of effort in assisting the Fisheries Dept. and Fisheries Cooperative.	AAO/Djibouti	
3. Investigate the possibility of assisting in the establishment of an appropriate accounting system and assistance in the procurement of a vessel used for fish transport and exploratory/production fishing.	AAO/Djibouti	4/82

9. INVENTORY OF DOCUMENTS TO BE REVIEWED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A. <input checked="" type="checkbox"/> Continue Project Without Change
B. <input type="checkbox"/> Change Project Design and/or
<input type="checkbox"/> Change Implementation Plan
C. <input type="checkbox"/> Discontinue Project

11. PARTICIPANT OFFICERS AND HOST COUNTRY OR OTHER RANKING AS APPROPRIATE (Name and Title)

Timm A. Harris - Project Design Officer  
REDSO/EA

*[Signature]*

12. Mission/AID/W Office Director Approval

*[Signature]*

E. Amundson, AAO/Djibouti  
12 December, 1981

### 13. SUMMARY

The USAID/Djibouti Fisheries Development Project (603-0003), assisting the Association Cooperative de Peche Maritime (ACPM), is roughly at the mid-term point, with completion planned for August, 1983. The assistance being given consists of technical expertise in specialized areas, management advice, some training of staff and fishermen and the supply of certain commodities, with the overall objectives of improving fishing methods and equipment, expanding the fishing industry as a whole, assess demand and increase consumption of marine products and help create self-sustaining public and private institutional capabilities.

Major progress has been made in the area of institutional development, commodities have been supplied and steps have been made to improve the fishing industry as a whole. Yet a well-defined training program has yet to be established and certain specialized assistance is still evolving (boat building, oyster culturing and other un-tapped marine product development). The project has played a significant role in the growth of the Cooperative Association, through direct intervention and management. Now the focus will have to shift to assistance in creating internal capabilities for managerial and financial self-sufficiency. This is possible, yet additional USAID assistance would enhance this effort. The help of USAID in improving internal control systems and transport/production capabilities would be a valuable additional input into the ACPM (see ACPM Assessment).

### 14. EVALUATION METHODOLOGY

This mid-term evaluation was done to point out progress and highlight assistance still to be made to the Cooperative and fisheries industry. This measurement of progress to date (some twenty-one calendar months of assistance to date) was carried out by reviewing the pertinent documents available (AID internal documents, co-op financial and statistical reports), by site visits in Djibouti and Obock, through interviews with key individuals (Government officials, fishermen, cooperative staff, other donor representatives and selected clients) and through group discussions with contract personnel, cooperative staff, other donors and certain Government officials.

### 15. EXTERNAL FACTORS

No major changes have occurred that influence the Project, although the Government of the Republic of Djibouti (GROD) has expanded the budgetary allowance to the "Fisheries Department" of the service of Livestock and Fishing nearly two-fold, to expand staff and facilities. This enhanced capacity of the Fisheries Department demonstrates the importance the GROD places on the industry and on the Cooperative and will help to strengthen this business sector and assist in its growth.

## 16. INPUTS

The major project inputs are : technical services, commodities, management advice and training. All commodities are either supplied or "in the pipeline". The management advice and technical services are being given and shall continue over the life of the Project. The training, in formal programs here in Djibouti or elsewhere, have not yet been planned or programmed.

## 17. OUTPUTS

Fish production and sales has increased, through the Djibouti facility, by an estimated 15%-20% over the 1980 average. Whether or not this increase is caused by improved fishing, increased numbers of fishermen or both is not yet known.

Self sufficiency and internal management capabilities have not yet been achieved and will take some years to be fully realized. Some progress has been made, yet training of staff and hiring additional staff are required, as well as the installation of various management control systems and additional infrastructure (see the assessment report on the ACPM).

## 18 and 19. GOAL AND PURPOSE

These were stated in the Summary and progress has been made towards their achievement. As over twenty months still remain under the Project, there is time to continue to strive towards the Project goals. Most important elements still required towards the strengthening of the Djibouti fisheries industry are training (for staff and fishermen), detailed marketing study (at locations for new retail outlets) and increased infrastructure (facilitation by the Project as the input).

## 20. BENEFICIARIES

These have not yet been measured, in terms of fishermen or customers (clients). It is somewhat premature to spend a significant amount of time in data collection, as there are higher priorities to be addressed firstly. It can be stated, although not qualified, that fish consumption has increased and the number of consumers has as well. Fish distribution projects in the interior (through Catholic Relief Services), new major buyers (the Army, some schools and hospitals) and the numbers of apparent retail customers bears this out, although these observations have not yet been quantified.

## 21. LESSONS LEARNED

With the Project only partially completed, many lessons are still being learned. Some though, which can be stated in fairly general terms are :

- a. Close liason between all donors to a given institution or activity is essential in order to avoid duplication of efforts and avoid counter-productive, opposing inputs.
- b. Commitments of resources should not be made nor even intimations about their availability be made until there is a fair degree of certainty that certain services or inputs can be provided.
- c. Given a dynamic situation, the ability to change budget line items and make amendments to agreements is essential in order to respond rapidly to changing needs.

~~PD-AAA-379~~  
XD-AAJ-378-A

603000300/51

10N 552

ASSOCIATION COOPERATIVE  
DE PECHE MARITIME (DJIBOUTI) :  
AN ASSESSMENT OF CURRENT OPERATIONS

BY

TIMM A. HARRIS

USAID; REDSO/EA

for

AID/DJIBOUTI

DECEMBER, 1981

ASSOCIATION COOPERATIVE DE PECHE MARITIME (DJIBOUTI)

	<u>TABLE OF CONTENTS</u>	<u>PAGE</u>
I.	INTRODUCTION	1
II.	PRESENT STATUS	1
	A. PRODUCTION	2
	B. INFRASTRUCTURE	3
	C. MANAGEMENT	3
	D. FINANCE	4
	E. USAID PROJECT	4
III.	EXPANSION PLANS	8
	A. FACILITIES AND PRODUCTS	8
	B. PERSONNEL	9
	C. TECHNICAL ASSISTANCE	9
IV.	CONCLUSIONS AND RECOMMENDATIONS	10
	A. PRODUCTION	10
	B. INFRASTRUCTURE	11
	C. MANAGEMENT	11
	D. FINANCE	12
	E. AID PROJECT	12
V.	APPENDICES	

## I. INTRODUCTION

The purpose of this report is to make a brief overall assessment of the Association Cooperative de Peche Maritime (Fishing Cooperative or ACPM) and to make general recommendations on possible solutions in certain problem areas or areas of weakness. It is seen as important to view the ACPM as a whole, rather than isolate a given component (such as the USAID project), as the success or failure of the Society is not determined solely by the success or failure of an individual project or component.

It should be recognized that the ACPM itself is not an independent entity, but is largely controlled, subsidized and facilitated by the Government of the Republic of Djibouti (GROD), through the Ministry of Agriculture, Chief of Fisheries Service. As the fishing industry in this newly independent nation is still in the formative stages, it is expected that GROD participation and assistance in the management and operations of the ACPM will necessarily remain heavy for some time to come. The ACPM has and is receiving assistance from the French Economic Assistance Mission (FAC), as well as USAID and the FAO.

Given the limited amount of time available for this evaluation, there is more emphasis placed on general problem areas or points of weakness, rather than an in-depth analysis of specific problems and solutions. As the ACPM is still evolving (selling operations have only been done by the Cooperative since March, 1981) and many new procedures and plans are being installed, an in-depth analysis would be premature. It would be appropriate though, in a period of about one year to eighteen months, when all management and operational systems should be in place.

## II. PRESENT STATUS

For this assessment it is not necessary to give a lengthy historical perspective on the Association Cooperation de Peche Maritime (ACPM). In most functional respects the ACPM has been operational since March of this year, and in existence for less than five years. For an historical perspective the Project Paper can serve as a major source of information. This section of the report has been divided into the following sub-sections : Production, Infrastructure, Management, Finance and the USAID Fisheries Development Project.

A. Production

In March, 1981, the ACPM assumed the function of selling marine products for the fishermen/members, both wholesale and retail, through the factory outlet in Djibouti (city). Almost immediately a dramatic increase in the volume of purchases was seen. From an average estimated monthly production of 21 tonnes in 1979, 26 tonnes in 1980 the monthly average has increased to 30.5 tonnes during the year. This assumes that roughly 30% of production is not sold through the factory, but through direct sales to clients or middlemen. This estimate can be considered fairly conservative.

This increase in production by the fishermen is attributable to a number of factors, those considered most important are : access to additional equipment and supplies, prompt payment for fish purchased by ACPM, fair/generous prices paid to fishermen, the enhanced image and improved operations of the cooperative itself and the cooperative's willingness to purchase all fresh fish (not only certain types).

Correspondingly sales have also improved, although exact sales levels prior to March are not known. Many new customers have been located and at least one-half of sales are now done on a wholesale basis. Major new customers include hospitals, army units, schools and the Catholic Relief Services (CRS). This trend towards a more permanent, stable clientele is beneficial to the fishermen and society, as sales are consistent and more cost effective.

Yet some problems have also arisen. It should be understood that the new operations still have not been learned fully and that improvements are still being made. Two major problems were noted (there may well be others) and they are the high level of fish spoilage and apparent level of missing stock. In months of peak production (April, May, June) spoilage losses were near 3%. This is on stock that should turn over (be sold) within one to three days and should not spoil. Spoilage can occur for three primary reasons, that the fish are "bad" or marginal when purchased, that older stock is not sold or processed first and thirdly that the fish is not properly refrigerated. Preliminary investigations indicate that all these reasons have probably contributed to the rate of spoilage.

The ACFM has not performed a physical inventory check of fish products since March, when the cooperative took over the fish factory. Calculations based on purchases and sales figures (see Appendix E, note 5) show that the stock in September should have been in excess of thirty-five

g



metric tonnes. Yet the physical stock was probably in the region of some ten tonnes. Although these figures are estimates, they are probably correct within #25% and do indicate large amounts of missing stock.

B. Infrastructure

The ACPM has dramatically improved its ability to assist its members and other fishermen by the assumption of control of the factory and ancillary facilities. In addition to the storage and sales facilities, the cooperative operates lorries, sells fishing equipment and supplies and provides credit to the members for the procurement of equipment and supplies. This integrated approach to assistance, greatly helped by GROD support (with personnel, operating expense payment, facilities use, etc...), has greatly increased the ACPM's ability to help its members and strengthen the fishing industry. Further improvements in the physical and functional infrastructure are being made, as pointed out in Section III of this report.

Some areas of need, not specifically addressed to date, should also be looked at. The ACPM is highly dependent on an ice machine that has not always been reliable. The cooperative will also be faced with increasing demands on its limited transport, assuming expansion plans are carried out. Storage facilities are limited and may become a problem at some time in the future. These potential problems will be looked at again in Section IV.

C. Management

The recent staff increases made, based upon the secondment of Fisheries Staff (Service de Elevage et Peche - SEP), have assisted the ACPM financially and operationally. The total seven staff (of a total of twenty) are seconded from SEP and work basically full-time for the cooperative. Yet the ACPM still appears under-staffed, as there are only three "senior" staff personnel (Director, Chief Cashier and Head Salesman). This does not include expatriate personnel, who are either advisory in capacity or specific to a given project.

The senior management of the ACPM is weak and lacks capabilities in many areas. There are not enough staff at present and there is an apparent lack of supervision, management systems, spans of control and responsibility. The work flow appeared disorganized at times and little apparent supervision of it. Many

staff were inactive at times, even though there was work that needed to be done. The lack of management systems in some areas is apparent when attempts are made to obtain some statistical and/or financial information as well as a clear organizational chart or framework which delineates duties and authorities. The frequent absence of the Director and heavy reliance on the USAID Project Advisor is another manifestation of this weakness in management.

D. Finance

The ACPM should currently be in a fairly strong financial position, as indicated by a lack of debts, the level of donor assistance, the support by the GROD and the price structure.

It is difficult to assess the current status and prognosis of the ACPM though, as the financial records are incomplete. Only a cash flow is done regularly and no balance sheets or income and expenditure statements are available. Improvements have been made, yet the cooperative needs to have a complete set of books of account and monthly financial statements.

Although the price structure for buying and selling products is fairly rigid, thorough cost analyses should be done on the assumption that the cooperative is not being subsidized, even though the subsidies may continue for some years to come. It is difficult to do such analyses of price structures without proper financial records, but efforts should be made to do so.

At the present the ACPM is dependent on donor and GROD assistance and equipment. This dependence weakens the cooperative's ability to respond to members' needs and to meet any contingencies that may arise. This can be lessened over time, to the benefit of the ACPM and the Government as well.

E. USAID Project

A major component of the ACPM program is the USAID/Djibouti Fisheries Development Project. Under the Project and Extension/Amendment, the contractor (Resources Development Associates - RDA) provides technical assistance (both long and short-term) and certain sub-project equipment and supplies. A number of commodities have already been supplied (project boat, ice machine, outboard motors, etc...), as shown in Appendix F.

In summary terms, the contractor (through long and short-term personnel) is to perform the following tasks as shown in the Project Paper and Amendment. The contractor has agreed to :

1. Develop certain base-line data.
2. Assess existing fishing methods, introduce improved fishing gear and techniques and provide on-the-job training to fishermen.
3. Upgrade handling and storage of fish by providing ice-making facilities, storage containers and by experimenting with drying of fish.
4. Improve the marketing system by developing promotion and education demonstrations and by assisting and advising with the establishment and transport to new and old retail outlets.
5. Assess the potential for development of fisheries cooperatives and assist in establishment.
6. Establish and manage a revolving credit fund and train personnel in its operation.
7. Ascertain special training needs of GROD Fisheries personnel, fishermen and possibly merchants and set up programs to meet these needs.
8. Provide recommendations for the future development of the fishing sector, such as :
  - (a) boat building and repair
  - (b) oyster culturing
  - (c) exploratory fishing
  - (d) fish drying

The present status of these various assignments is somewhat different for each one. It should be remembered that even though the Project started in March, 1980, it has an extended completion date through August, 1983. Therefore the Project still has over 1½ years to continue and the contractor still has time to complete the assignments. Following the summary of tasks shown above, the accomplishments to date are:

1. Base-line data - Statistics are kept on fish purchases and fish sales, but no data has yet been collected on local dietary habits, demand/ supply factors or surveys of existing markets. An overall marketing study has yet to be done. Although it would be most difficult for the contractor to do such a study, one could be designed and the Fisheries Service personnel could possibly perform the study itself.

2. Training for fishermen - Previous short-term visits by the contracted Master fisherman were used to determine needs and assess local fishing techniques. It is now expected that the Master Fisherman (he has been here about one month) will set up a formal education program and schedule and will begin the "on-the-job" training program.
  
3. Upgrade the handling and storage of fish - There have been significant problems encountered in this regard. USAID and the contractor have had to wait for other donors and the GROD to perform certain tasks. These tasks include storage facility site selections, building construction and documentation. As a consequence, there have been and will be significant delays in the establishment of storage facilities in Obock, Tadjoura and retail outlets in Djibouti. USAID has secured the ice-maker as agreed. CRS and USAID may jointly fund an architect to design and prepare needed documents and this will undoubtedly speed up the process. Yet final construction and completion may not take place before project (AID) completion.

Very little has been done by the contractor to improve the storage and handling of fish in the existing facility in Djibouti. Fish are placed haphazardly, stored without ice and not kept properly chilled. Space is wasted and spoilage occurs.

The fish drying experiment has not progressed beyond the construction of sardine drying racks. Shark processing experiments have not been done and both these efforts (in Obock) will hopefully be addressed soon.

4. Marketing System - Promotion and education demonstrations have been initiated by Catholic Relief Services (CRS). CRS, with guidance from RDA, has conducted fish preparation/cooking demonstrations in refugee camps and at some retail outlets. Advertisements have been made through the press and radio. A thorough study is needed though, especially at the proposed locations of new retail outlets, in order to prepare an education and promotion campaign.

The enhancement of supply has been achieved with the assistance of RDA, through the expansion of the ACPM and the new role as retail/wholesale marketer of members' produce. This is discussed

in Section IIA. The assistance rendered by the Project Manager to the establishment of the Cooperative as a buyer/seller has been essential to the progress made to date. This assistance is perhaps the greatest contribution made so far by the contractor. This also answers No. 5, the development and establishment of a fisheries cooperative. The contractor's contribution has been highly significant; the contractor's input has been essential to the on-going operation of the Djibouti facility. The role has been one of active management and decision-making, playing a crucial role in the daily operations to date.

6. Revolving Credit Fund - Through the assistance of the USAID Grant, ACPM and the Contractor (RDA) established last year a loan fund, used mainly for the purchase by members of outboard motors. The project has been very successful. Under the revolving credit fund over twenty fishermen have bought outboard motors and some fishing gear. Nearly half have repaid their loans and the funds have been relented to others.

There have been some problems. Certain rules of eligibility have been laid out, yet certain members have tried to circumvent them and to receive special privileges. The loan committee at times has not been as strict as it might. Yet overall the revolving credit fund has worked well. The USAID/RDA Project Manager maintains the accounts, which he designed, as well as the rules of operation. It should however be noted that these have been duly publicized for the membership.

7. Training needs and Programs - As mentioned in No. 2 (Training for Fishermen), the contracted Master Fisherman has identified members' training needs and should be soon carrying out a program of education. He has not set up a formal program or schedule, but should be doing so very soon.

In terms of staff training, it appears that very little has been done. The USAID staff has accepted responsibility for arranging in-country "training/exposure to co-op modalities" and to arrange that the Director of Fisheries Service attend a series of observational work shops in the USA.

These training programs can be helpful, but they are not sufficient to enable the ACPM staff to be self-sufficient in two years. Staff lack many basic skills, both technical and managerial. Recommendations will be made later for their rectification.

8. Future Development of the Fishing Industry - The Contractor has initiated a number of projects designed to test and possibly expand the local fishing industry. Two such projects are now being worked on, oyster culturing and boat building. The oyster culturing is to be tested (started) this month and the beds have been constructed. This project will take at least one year to be tested, following at least one growth cycle. The boat construction project is just starting and a "model" for moulding purposes has been selected and is being renovated. The materials (C-Flex, fiberglas, resin, tools, etc...) are on order and are expected in-country any day. This project also will take some time before it reaches fruition.

In terms of exploratory fishing and fish drying, little has been done by the contractor to date. CRS (Catholic Relief Services) has expressed a willingness to assist with developing fish drying, but little, if any, progress has been made to date. It is expected that some exploratory fishing will be done in conjunction with the on-the-job training program of fishing techniques and gear education to be done by the Master Fisherman.

### III. EXPANSION PLANS

Although programs have been mentioned pointing out some new directions to be made by the cooperative, most have been either extensions of current activities or have been exploratory in nature. Yet there are major expansion plans in various stages of development and they should be mentioned. These plans are divided under three major headings : facilities and products, personnel and technical assistance.

#### A. Facilities and Products

Already mentioned are the projects to explore expanded fish drying and oyster culture as new products that might be marketed by the ACPM on behalf of its members. Testing is also contemplated which will explore the exploitation of certain "new" fish species, principally the sardinella (sardines) and expanded catches of current products through the use of more advanced equipment and techniques.

Drying racks for sardines have been constructed in Obock, but have not yet been tested. Oyster culturing should be initiated in this month (December, 1981), with the results available within one year.

These efforts at expanding both the amounts and types of marine products are being made on the assumption that there will be an expanded market for the products. This assumption is not predicated on thorough testing and research, but on observations only and the planned construction of new facilities. There are fairly concrete plans, which may actually be finalized within one or two years,

for the construction of eleven (11) retail outlets for selling marine products. Nine are to be constructed in the city of Djibouti and one in Dikhil and in Ali-Sabieh.

These retail outlets are to be supplied from the main facility in Djibouti. In turn this facility is to have supplies (increased amounts) brought from Tadjoura and Obock, where it is planned that cold stores and ice-machines are to be constructed/installed.

Both the retail outlet construction and the cold stores and ice-machines are funded and are still in the planning stage, yet should be completed within one to two years. A number of problems are envisioned though, with these expansion plans, as there are apparent gaps in the required inputs. Once again, a thorough marketing study (at least in those locations of the new retail outlets) should be done and used for an education/promotion program. There has been little testing or investigation on the marketability of new products. Also important is the lack of a transport infrastructure to support this new growth. An insulated and/or refrigerated boat will be needed to transport the product from Tadjoura and Obock to Djibouti. At least one additional lorry will probably be required to distribute the products from the main facility to the retail outlets. A boat will also be needed to test the availability of the new products being contemplated for marketing. In other words, the overall planning needed for the expansion plans has not yet been done, but must be in the near term.

B. Personnel

The changes to be made all involve a requirement for additional staff. At this time the ACPM has twenty full-time employees. With two people to run each new retail shop (if they are to be owned by the cooperative, a decision which has not yet been made) and at least one supervisor of operations and one accounts clerk, there will be a need for some 24 new employees. For the transport requirements (boat and lorry), perhaps six more staff will be needed. To operate the cold room/ice-maker facilities at Tadjoura and Obock, perhaps four or five additional staff each will be needed. Therefore it is conceivable that some forty (40) new staff could be required.

These staff will need to be selected and be given appropriate training. No program or plan for recruitment and training has yet been drafted. There is still some time, though, as the facilities expansion may not take place until one or two years have passed.

C. Technical Assistance

At the present the ACPM is receiving technical assistance and donor support from the Government of France ~~through~~ (FAC), IFAD and USAID. USAID will continue assistance at least until March, 1983. Under the current program this assistance will consist of the provision of technicians and management advisors. The assistance of

the French, under the two programs mentioned will continue. The IFAD program, providing personnel and funding for store construction, should continue for at least two years.

CRS, FAO and the Japanese Aid organization have all expressed an interest in providing some form of assistance to the Fisheries Department and the ACPM. It is not known what form such assistance will take, but shows an active concern by the donor community.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

From the observations made over the last several days, discussions and review of the documents, a number of general conclusions and recommendations were arrived at. It is hoped that these judgements can serve as a guideline for areas of discussion and investigation by Fisheries Department staff and the ACPM. The recommendations are not meant to be definitive, but as possible approaches to solving some of the problems seen through this evaluation exercise.

##### A. Production

The dramatic production improvements seen over the last year were somewhat offset by the high level of spoilage in the product and an apparent loss of stock.

The spoilage, as mentioned, can be caused by purchasing "bad" fish, not using the first in-first out approach (of selling the oldest fish first) and by improper storage/refrigeration. Training and upgraded organization can help alleviate these problems. This may involve bringing in technicians from outside or using the experts available in country. Organizationally, the cold room and freezer room should be organized so that the fish is kept properly cold (don't store near the door, store fish on ice in the cold room). Also the fish should be kept separately (by the day purchased) in separate bins or baskets and the oldest fish should be brought out and sold first. If all fish (or a good portion) for sale on a given day is removed from the cold room with ice at once, there will be less traffic, less time wasted and the cold room will be colder and run more efficiently. Hopefully the Master Fishermen and others can help the cooperative to solve these problems.

The apparent loss of stock (Appendix E shows roughly 40 tonnes of fish in stock, where the total is about 10 tonnes) should be investigated thoroughly. Such an investigation will entail a study and check of all statistical information to determine



the theoretical stock level. Then a physical inventory check must be made (all fish weighed). If major discrepancies are found, remedial action should be carried out. In the future the cooperative should perform a physical inventory check at the end of each month and this should be reconciled with the theoretical stock level.

B. Infrastructure

The takeover by the ACPM of the fish processing and marketing facilities at Djibouti was an excellent step in improving the organization's ability to serve its members and all fishermen.

In order to continue to improve services, it is recommended that the ACPM improve those facilities or at least investigate the possibility of further improving services. Reserve funds should be accumulated for the day when the cooperative will wish to purchase an ice-machine, cold room, freezing room, transport equipment and all other facilities it is now renting. Also the need for back-stopping/guaranteeing essential infrastructure should be looked into. The cost to the ACPM and its membership for an ice-machine breakdown or a lorry failure may make it cost effective to consider an additional lorry, a larger ice-machine and improved storage facilities or other protective measures.

The expansion program envisioned by the ACPM and Fisheries Department, as well as donors, includes the opening up of new markets and introducing new products. It implies large staff increases, a need for additional storage and greatly increased transport requirements. All these consequences of expansion must be studied and dealt with thoroughly, and in the near term. For example, the ACPM is possibly to fish for new products and will definitely need to carry fish from the storage centers in Obock and Tadjoura to Djibouti. With the assistance of donors and their own resources, the ACPM should investigate and initiate the procurement of such a craft in the near term (incidentally, the USAID contractor has identified and recommended a boat and equipment appropriate for transport and exploratory/production fishing).

C. Management

The recent GROD secondments of staff from the Service de Elevage et Peche (SEP) has greatly helped the cooperative with some manpower problems. Yet the ACPM is still understaffed on the management level, as exhibited by the lack of management systems and consistent supervision. It is recommended that the cooperative consider securing the services of an Accounts Clerk, a Deputy Director, a Retail Head Sales Clerk, Chief Materials Officer and perhaps Financial Manager/Internal Auditor.

In addition, training programs in the areas of cooperatives, fish enterprise management and marketing should be investigated and appropriate staff be given the opportunity to increase their knowledge and improve their skills.

D. Finance

Although the ACPM appears to be in a fairly strong financial position, this could be lost overnight. The cooperative, it is recommended, must install appropriate accounting/reporting systems into the overall operations as soon as possible.

Once this is done, cost analyses should be done on all products sold. Proper price structures should be instituted, ones which reflect an independent stance of the ACPM and allow a fair return to the members, without lessening demand from the customers.

As mentioned before, the cooperative should start creating a reserve fund to purchase new equipment to replace existing equipment and to purchase new items which may be required with expansion and/or increased independence. Profits should be put in such a fund, not for bonuses or dividends, but as a source of capital for future growth and stability.

E. USAID Project

The USAID Project and assistance given by the contractor to the ACPM has been essential to the success that has been enjoyed thus far. Without the timely efforts and self-sacrifices made, it is unlikely that the cooperative would be the viable entity it is today. The essential, crucial input provided to-date has been managerial and monetary control to-date. Other assistance has been given, but in the area of daily management and monetary responsibility the help has been the saving grace to-date.

The USAID assistance has gone beyond daily management of personnel and the ACPM cash. Other assistance was mentioned in Section II.E and Appendix F. Assistance under the Project has been provided for through August, 1983, and many types of technical assistance are still in the formative stage (boat building, oyster culturing, etc...).

The major areas (that must be addressed, plans formulated and actions carried out) which have yet to be planned in any detail are the marketing study, training programs and marketing promotion and education. The contractor, as mandated in the Project Agreement and Amendment, must begin to plan the programs needed to accomplish these tasks.

The contractor should be encouraged to help the ACPM to upgrade its handling and storage of fish, as well as record-keeping, in order to help lessen spoilage and losses of stock.

Overall, contract performance has been strong in some areas and weak in others. The strengths of the managerial assistance far outweigh any weaknesses, yet the contractor should be encouraged to improve all levels of assistance as agreed in the agreement.

It is recommended that USAID continue to support the SEP and the ICPM as it has been. It is also suggested that USAID study the possibility of further assistance in crucial, essential areas. Two such areas are : the need for appropriate accounting to be installed and improved transport/exploration capabilities. In terms of accounting, AID might consider funding an organization (under a short-term contract) to design and install an accounting system. It is suggested that the firm contracted would train local staff in its operation and would monitor operations for a period of time. In terms of transport, AID might reconsider assistance to the ACPM in procuring a vessel to be used for fresh fish transport and for exploratory/production fishing as well.

APPENDICES

- A. FISH PRICES
- B. SALES FIGURES
- C. PRODUCTION LEVELS
- D. PURCHASES
- E. INCOME AND EXPENDITURE
- F. USAID BUDGET SUMMARY

WHOLE FISH PRICES (CURRENT)

<u>PRODUCT</u>	<u>PURCHASE (Kg.)</u>	<u>RETAIL SALE</u>	<u>WHOLESALE</u>
TUNA	220 DF	400	300
KINGFISH	300	500	400
ROCKFISH (LARGE)	220	400	300
ROCKFISH (SMALL)	300	450	400
MULLET	220	400	300
BARRACUDA	220	400	300
LOBSTER	2,450	2,900	2,800
SQUID	1,200	1,500	1,400
RAY	350	550	450
JACK	220	400	300
SNAPPER	220	400	300
SHARK	150	400	300

FILLETS FISH PRICES (CURRENT)

ROCKFISH	(55% Loss)	490	800	700
TUNA	(50% Loss)	440	800	700
JACK	(50% Loss)	440	800	700
SNAPPER	(45% Loss)	400	800	700
SHARK	(45% Loss)	273	800	700

APPENDIX B

SALES

981	<u>SAIT</u>		<u>RETAIL</u>		<u>WHOLESALE</u>	
	CASH	KGS	CASH	KGS	CASH	KGS
AR.			6,399,080	13,019		
PR.			7,460,910	74,534	1,377,400	2,035 kgs 580 Fillet 158 Lobster
AY	138,500	554	5,594,460	11,989.4	4,172,725	8,912
UNE	226,250	905	4,144,595	7,150.2	4,327,280	10,489.5
ULY	137,750	551	3,323,530	6,945.7	3,574,550	9,139.7 828 Fillet 175 Lang.
UG.			3,538,910	7,598.7 166 Lobster 510 Fillet	4,174,660	9,949.3 1,210 Fillet 276 Lobster
EPT.			5,224,560	10,477.5 771 Fillet 332.4 Lobster	4,188,560	7,997 1,319 Fillet 558 Lobster
CT.						
OV.			5,228,170		3,835,330	

APPENDIX C

PRODUCTION LEVELS  
( KILOS ~~WET~~ )

	<u>FISH</u>	<u>LOBSTER</u>	<u>SQUID</u>	<u>CRAB</u>	<u>TOTAL</u>
MARCH '79	20,121	-	-	-	20,121
APRIL	17,991	208	46	-	18,245
MAY	16,957	293	65	-	17,315
JUNE	12,445	416	66	-	12,927
JULY	13,312	389	21	-	13,722
AUG.	16,167	177	32	102	16,478
SEPT.	16,525	228	45	-	16,798
OCT.	16,414	270	26	50	16,826
NOV.	16,934	150	5	43	17,152
DEC.	15,330	20	-	35	15,385
<hr/>					
	+30% 231,708	+30% 3,072	+40% 510	+98% 11,500	251,090
<hr/>					
JAN. 1980	14,790	-	-	-	14,790
FEB.	14,686	123	10	20	14,839
MAR.	19,196	209	-	154	19,509
APR.	22,536	517	149	-	23,202
MAY	22,544	713	-	-	23,257
JUNE	15,700	457	-	-	16,157
JULY	16,109	400	-	-	16,509
AUG.	17,653	688	-	-	18,341
SEPT.	15,604	-	-	-	15,604
OCT.	17,448	-	-	-	17,448
NOV.	17,267	82	-	-	17,349
DEC.	12,071	-	-	-	12,071
<hr/>					
	+30% 293,648	+30% 4,555	+40% 265	+98% 8,700	312,568 kgs.
<hr/>					
JAN. 1981	16,289	125	5	-	16,419
FEB. 1981	18,973	188	7	-	19,168

PURCHASES

	<u>FISH</u>	<u>SQUID</u>	<u>LOBSTER</u>	<u>TOTAL</u>
March Kgs	20,667	9.3	251	20,927
Cash	5,449,200	11,160	652,860	6,113,220
Price per Kg	263.5	1,200	2,600	
Apr. Kgs	30,515	94.5	570.5	31,180
Cash	7,249,830	113,340	1,483,430	8,846,600
Price per Kg	237.6	1,200	2,600	
May Kgs	28,131	175.2	527.3	28,833.5
Cash	6,867,910	210,240	1,367,990	8,446,140
Price per Kg	244.1	1,200	2,600	
June Kgs.	23,169	84.75	914.9	24,168.7
Cash	5,606,100	101,700	2,267,315	7,975,115
Price per Kg	241.9	1,200	2,480	
July Kgs	18,138	-	285	18,423
Cash	4,122,540	-	699,315	4,821,855
Price per Kg	227.3	-	2,450	
Aug. Kg	19,584	-	668	20,253
Cash	4,397,270	-	1,638,105	6,035,375
Price per Kg	224	-	2,450	
Sept. Kgs	25,579	-	1,074	26,653
Cash	5,933,930	-	2,634,490	8,568,420
Price per Kg	2,321	-	2,450	
Oct. Kgs	30,267	11	55	30,333
Cash	7,334,340	13,200	143,000	7,490,540
Price per Kg	242	1,200	2,600	



APPENDIX E

ASSOCIATION COOPERATIVE DE PECHE MARITIME

INCOME AND EXPENDITURE 3/81 - 11/81

	MARCH '81	APRIL	MAY	JUNE	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	MONTHLY AVERAGE
<u>SALES</u>										
1. Retail Fish	6,399,080	7,460,910	5,732,960	4,370,845	3,461,280	3,538,910	5,224,560	N/A	5,228,170	5,177,000
2. Wholesale Fish	-	1,377,400	4,172,725	4,327,280	3,574,550	4,174,660	4,188,560	"	3,835,330	3,664,000
3. Hardware	N/A	"	"	"	"	"	"	"	258,470	258,000
4. Others	N/A	"	"	"	"	"	"	"	10,000	10,000
Total	6,399,080	8,838,310	9,905,685	8,698,125	7,035,830	7,713,570	9,413,120	"	9,331,970	9,109,000
<u>EXPENDITURE</u>										
1. Cost of Fish Sold	3,459,021	4,095,572	5,392,645	4,644,793	4,098,796	4,230,016	4,538,848	7,334,340	N/A	4,724,000
2. Cost of Other Marine Foods	664,020	1,596,770	1,578,230	2,309,015	699,315	1,638,105	2,634,490	156,200	"	1,417,000
3. Salaries & Wages	775,100	740,900	778,400	882,450	723,400	759,000	770,300	N/A	934,485	795,000
4. Supplies & Office Equipment	86,165	108,775	26,400	118,570	45,325	70,850	99,060	289,285*	159,495	111,000
5. Rents & Storage	176,600	-	-	-	-	763,670	-	-	-	153,000
6. Telephone & Post	-	-	-	-	39,795	-	-	-	-	5,000
Total - NOT RELIABLE, SO NOT SHOWN										7,205,000

\* Est. 200,000 spent on capital items.

25

NOTES ON INCOME AND EXPENDITURE

- 1.-4. These figures were taken directly from the records maintained by the Project Manager (from 3/81 - 9/81) and by the newly hired accounts clerk (11/81) and only show fish sales. These should only serve as a rough guide until they are complete and audited.
5. These figures were estimated from the known opening stock (nil on 3/2/81), actual purchases and actual sales. No inventory check has been done.

Estimated opening stock (Mar. 1, 1981)	0
Purchases (20,667 kgs @ DF263.5)	5,449,200
Sales (13,019 kgs @ DF263.5 + 78 kg spoilage (28,515))	<u>3,459,021</u>
Closing stock (Mar. 31) - 7,553 kgs	<u>1,990,179</u>
Purchases (30,515 @ DF237.6)	7,249,830
Sales (16,941 @ DF237.6) + 297 kg spoilage (70,390))	<u>4,095,572</u>
Closing (April 30)	<u>5,144,437</u>
Purchases (28,131 @ DF244.1)	6,867,910
Sales (21,455 @ 244) + 646 kg spoilage (157,625))	<u>5,392,645</u>
Closing (May 31)	<u>6,619,702</u>
Purchases (23,169 @ DF242.0)	5,606,100
Sales (18,544 @ DF242) + 632 kg spoilage (157,145)	<u>4,644,793</u>
Closing (June 30)	<u>7,581,009</u>
Purchases (18,138 @ DF227.3)	4,122,540
Sales (17,290 @ DF227.3) + 114 kgs spoilage (25,580)	<u>4,098,796</u>
Closing (July 31)	<u>7,604,753</u>
Purchases (19,584 @ DF224.0)	4,397,270
Sales (18,826 @ DF224) + 58 kgs spoilage (12,992)	<u>4,230,016</u>
Closing (Aug. 31)	<u>7,772,007</u>
Purchases (25,579 @ DF232)	5,933,930
Sales (19,564 @ DF232) + spoilage	<u>4,538,848</u>
Closing (Sept. 30)	<u>9,167,089</u>
Purchases (30,267 @ DF242)	7,334,340
Sales ( @ DF242) + spoilage	_____
Closing (Oct. 31)	_____

5. (cont.) These figures represent fish only as it is assumed that there is 100% turnover of squid, crabs and lobster (shown as part of totals) and that there was no spoilage of these products. The sales figures, using the same average price as purchases, doubling the weight of fillets and reducing by the weight of other marine products (crabs, squid and lobster), should only be considered estimates. Therefore the cost of goods sold is equal to the sales plus spoilage figure. Yet we know this is none too accurate, as it is improbable that closing stock in 30/9/81 was nearly 40 metric tonnes as shown.
6. These are shown at the level of purchases (see other table) at the cost price.
- 7.-10. These figures were taken from a ledger maintained by the project coordinator and were not verified. Until November no substantial breakdown was given.

These rough figures reflect a somewhat disorganized accounting set-up. Normal books are not kept, (there is no journal, cash book, fixed asset register) and monthly accounts are not done. An accounting system should be designed and implemented at the first possible opportunity.

## USAID BUDGET SUMMARY

FISHERIES DEVELOPMENT PROJECT (603-0003)

	<u>Obligated</u>	<u>Expenditures</u>	<u>Pipeline</u>	<u>Total</u>
<u>TECH. SERVICES</u>				
PIO/T 9007	299,000	299,000	-	299,000
PIO/T 10002	352,543	20,000	332,543	332,000
	(651,543)	(319,000)	(332,543)	(651,543)
 <u>COMMODITIES</u>				
PIO/C 90008 (fish nets)	8,993	8,993	-	8,993
PIO/C 90009 (vehicle)	10,000	9,997	3	10,000
PIO/C 90010 (Insulated trucks (20))	29,750	29,747	3	29,747
PIO/C 90011 (ice-machine)	45,000	45,000	-	45,000
PIO/C 90012 (Outboard Motors)	15,500	15,452	48	15,452
PIO/C 90014 (Project boat)	25,000	25,000	-	25,000
	(134,243)	(134,189)	54	(134,243)
 <u>OTHER COSTS</u>				
PIL-00008 (housing rental, meals, miscellaneous)	35,000	31,000	4,000	35,000
PIL-00016 (house rental 81)	12,276	12,276	-	12,276
	(47,276)	(43,276)	(4,000)	(47,276)
 <b>TOTAL</b>	 833,062	 496,465	 336,597	 833,062
 Contingency			134,938*	978,000

\* \$10,000 reserved for training  
\$70,000 ice-machine/generators  
\$40,000 other costs - Housing  
\$7,007 deobligated from PIO/C90008/available - C Flex boat building mats.  
\$7,931 available