

**BANGLADESH
FOURTH FISHERIES PROJECT (CREDIT 3276-BD)
AQUATIC BIODIVERSITY CONSERVATION PROJECT (GEF TRUST FUND GRANT
TF022832-BD)**

IDA-DFID Implementation Review Mission: February 8-23, 2004

Aide Memoire

I. Introduction

1.1 An IDA and DFID Review Team¹ in collaboration with the Department of Fisheries (DOF), Local Government Engineering Department (LGED), and the Bangladesh Water Development Board (BWDB), carried out the 7th Implementation review of the Fourth Fisheries Project (FFP) from February 8 to 23, 2004. The Team discussed key issues with DOF, LGED and BWDB headquarter staff, visited project activities and held discussions with field staff, consultants, NGOs and Fisheries Management Committees (FMCs). This Aide Memoire summarizes the Team's findings and recommendations, which were discussed with DOF on February 19 and at a wrap-up meeting at the Ministry of Fisheries and Livestock (MOFL) on February 23, 2004, chaired by the Secretary, MOFL. The Team appreciates the cooperation it received from the agencies, Technical Assistance (TA) Teams and project beneficiaries. These findings and recommendations are subject to confirmation by the managements of IDA and DFID.

1.2 The objective of the Mission was to assess progress towards achievement of the project's development objectives (PDOs), including progress towards implementation of the agreements reached at the Mid-Term Review (MTR) in June 2002, and the subsequent Review Mission (RM) recommendations.

II. Key Project Data

2.1 The key project and performance data are shown below:

Project Data	Project Performance Ratings		
<i>Board Approval</i> : Jul.20, 1999	<i>Summary Ratings:</i> Last Now		
<i>Effectiveness Date</i> : Dec.02, 1999			
<i>Original Closing Date</i> : Dec. 31, 2004			
<i>Revised Closing Date (if relevant)</i> :			
<i>MTR Date (Actual)</i> : Jun.04, 2002			
Fourth Fish Project	Fourth Fish Project		
<i>Original IDA Cr. Am</i> : SDR 20.6 million	Achievement of Project Dev Objectives:	U	U
<i>Revised IDA Cr. Amt</i> : SDR 14.6 million	Implementation Progress:	U	S
<i>Amount Disbursed [Feb.16, 2004]</i> : SDR 6.4 million (44%)			
Aquatic Biodiversity Project (GEF)	Aquatic Biodiversity Project (GEF)		
<i>Original Grant Amt</i> : SDR 3.7 million	Achievement of Global Dev Objectives:	S	S
<i>Revised Grant Amt:</i> : SDR 2.8 million	Implementation Progress:	S	S
<i>Amount Disbursed [Feb.16, 2004]</i> : SDR 1.4 million (50%)			

Ratings: **HS**=Highly Satisfactory; **S**=Satisfactory; **U**=Unsatisfactory; **HU**=Highly Unsatisfactory; **NA**=Not Applicable; **NR**= Not Rated

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III. Achievement of Project Development Objectives

3.1 The project's Development Objective (PDO) is to support sustainable growth in, and equitable distribution of, the benefits generated from increased fish and shrimp production for domestic consumption and exports. Implementation performance on its five components [including the linked GEF-funded Aquatic Biodiversity Conservation Project] has varied, with some significant problems. The progress towards achieving project's development objectives remains unsatisfactory, although overall implementation progress has improved to marginally satisfactory level (para 3.2). The PDOs could be achieved partially, on a reduced scale, by the Credit closing date of December 31, 2004, provided the high risks related to slow progress of the inland open water, shrimp aquaculture and institutional development components can be mitigated, and that community based fisheries management approaches are more effectively developed.

3.2 Achievement of Key Performance Indicators (KPI) /Objectively Verifiable Indicators (OVIs):

Key Performance Indicators (KPI) /OVIs	Potential delivery by December 31, 2004 based on current performance
1. Production of fish from floodplains targeted by project increased by 100% by project end	Variable increases though some positive results (ranging from 17% to 73% in seven sample sites); cost-benefit of stocking doubtful though sanctuaries may be better.
2. Production of shrimp from shrimp polders targeted by project increased by 20% by project end	Unlikely to be realized due to project delays.
3. Production from aquaculture increased by 50% in target communities of 200 <i>thanas</i> by project end.	Good progress (about 50% increase) and may be delivered, plus secondary uptake; gender and poverty targeting unclear but this is being addressed.
4. By end of project at least 75% of project benefits from increased production will accrue to beneficiaries from moderately or extremely poor categories	Reduced from 80%; very unlikely to be delivered due to rural elite capture in fisheries, and limited access to resources for aquaculture; attempts now being made to reduce these effects may improve outcomes.
5. Forum for representing user-group management institutions in project oversight and decision-making established by year 1 and sustained.	Fish Management Committees set up but not effective for project development objectives, Polder committees only recent and also with concerns for equity; networks/strategy groups set up but with little current promise for sustained existence.
<i>Note that these KPIs/OVIs do not fully capture the themes and issues of the PDOs – e.g. strategy development and institutional organization and conduct, links between biodiversity and sustainability, links between production, costs and resource access, wider livelihood implications [Ref: GoB's Revised Project Proforma, December 2003 and The World Bank, Project Appraisal Doc, June 1999, Annex 1].</i>	

3.3 The **Aquatic Biodiversity Conservation Project** is expected to achieve its objective of supporting the conservation of globally important wetlands and aquatic biodiversity, provided risks related to the slow progress of the FFP-supported institutional development program are addressed. Progress has been made in preparing the Biodiversity Conservation Assessment Framework (BCAF) and GOB/Ministry of Environment's initiative towards finalization of a National Biodiversity Strategy and Action Plan. The Draft national biodiversity strategy is expected by March 2004. Arrangements for longer-term establishment of the biodiversity database need to be finalized.

3.4 The **Monitoring and Evaluation** functions of the project have been steadily improved in both output and quality, and are now capable of describing change and impact, and relative effectiveness, of most of the main project themes. Further precision is being developed in defining poverty and gender issues. A major concern however is whether this capacity will be sustained post-project.

IV. Current Implementation Status

4.1 The project is in the early part of its 5th year. Overall, implementation progress has improved to marginally satisfactory level. Progress since October 2003 in each of the project's five components has been variable, but overall slightly more positive. The aquaculture training and extension program and the GEF aquatic resources/biodiversity component are on track. Land and social issues concerning shrimp polder construction work have been resolved, and BWDB is moving ahead with procurement (see paras 5.6 and 6.1). For the open water component, the Beneficiary Impact Monitoring Report (December 2003), covering five sites, concluded that: (i) professional fishers experienced a significant loss in access/income; and (ii) equity effects vary between 'no project impact' to 'clearly negative effects'. Definitive conclusions will come on evaluation of the remaining 10 sites, but current indications suggest similar patterns, though one site (the Tangon River) has shown more positive impacts. The project's response through : (i) organize a joint FMC-NGO-DOF training/workshop program to develop better partnerships; and (ii) identify alternative income generating activities (AIGAs) to minimize hardship within target communities, is potentially helpful but may not be addressing the issues specifically enough. For fish-structures, BWDB is moving ahead with procurement (see paras 5.6 and 6.1). The Institutional development component has made some progress, with useful interactions with other institutions in key themes. The preparation of National Fisheries Strategy (NFS) has again slipped back, with a draft, rather than completion by June 2004. Progress in developing ownership within the DOF and working effectively in partnerships is also slow.

V. Implementation Issues and Agreed Action Plan

5.1 **Fourth Fisheries Project:** Key issues are addressed by component as follows:

- *Open Water Fisheries [Details in Annex 1]*
 - The structure and operations of FMCs are inadequate in establishing sustainable management systems and in delivering equitable outcomes. The project has already committed groups of poor communities in these systems and needs to identify ways to support their interests, and in particular avoid negative impacts resulting from project actions.
 - The classification of water bodies/FMCs adopted to enable the project to improve interventions has been a useful first step, but needs to be reviewed and improved to ensure that project actions are more appropriate, and that lessons can be learned. For the remaining project period, IDA fund may only be used for stocking in water bodies that have been selected on the basis of FMC's performance and satisfactory resources management.
 - The effectiveness of stocking, using contracted fingerling supplies, has been questionable in many of these systems, though sanctuaries appear to be more valuable and place much less of a financial burden on community groups.
 - The piloting of the fish passes and fish-friendly regulators will require their technical effectiveness to be assessed carefully should IDA/BWDB requirements be met and work proceed. Social networks and management practice surrounding their operation will also need to be better understood. BWDB has informed that the construction of fish-structures can be completed, provided the IDA Credit is extended at least by six months.
 - Clearer understanding needs to be developed of the costs and benefits associated with restocking and/or habitat improvement and sanctuary construction, and more information developed on local options for support (e.g. local fry/fingerling production), and for integration within other livelihood strategies.

- The issue of leases remains a problem, in spite of assurances of local flexibility in receiving payments. Strong efforts should continue to resolve this, by bearing on the MOL to change policy, and in the interim, in exploring formal bridging credit mechanisms to cover lease payments, removing these from the working capital requirements of poor communities.
- A program strategy needs to be developed, based on shared experience elsewhere in Bangladesh, to develop guidelines and operational strategies for productive, cost-effective and equity-targeted open water management and enhancement.
- *Coastal Shrimp Aquaculture [Details in Annex 2]*
 - Progress in developing the shrimp polders has been very slow and although some social mobilization has occurred, little can be taken forward unless construction works proceed. Before doing so it would be essential to link this with current approaches to coastal development and management, recognizing the presence and needs of poorer households in these areas, to ensure that this component was properly linked in with related initiatives in shrimp culture, livelihoods and coastal management, and to take forward identified AIGAs. BWDB has informed that the rehabilitation of coastal polders can be completed, provided the IDA Credit is extended at least by six months.
- *Aquaculture Extension and Training [Details in Annex 3]*
 - Good progress has been maintained in this area, with most targets being met or exceeded. Further information on poverty and gender perspectives is being assembled, but this has yet to focus into guidelines for future initiatives. The workshop for female extension staff still requires to be run. Secondary impacts of project activities appear to be more limited than expected, though further information is needed.
 - Local Extension Agent for Fisheries (LEAF) piloting material has now been developed, and as specified in the previous review, TA support for implementation is not appropriate. A small input should however be considered to ensure that equity and gender issues are addressed, to compare methodologies developed in other sectors, and to promote its potential future use in other development programs.
 - Together with the Aquaculture Extension Strategy, linking with other program and project experience and in accordance with the 'Fisheries Sector Review and Future Developments (June 2003) study, the DOF should now be encouraged to set out, with development partners, a strategy for aquaculture investment capable of meeting realistic objectives of pro-poor economic growth and food supply. Such a strategy could form the basis for co-coordinated investment by the GoB and donors, public and private sector interests.
- *Institutional Strengthening [Details in Annex 5]*
 - Progress continues, though at an insufficient pace to deliver the originally expected project outcomes. Some improvement can be seen in the process of developing sub-strategies contributing to the National Fisheries Strategy, though much of this continues to be promoted by the TA input. There is as yet only limited evidence of the DOF itself taking ownership of the process, and hence of redefining its role to meet the wider and more complex sectoral demands and production linkages. It will be important to place these strategies on a firm timetable, and continue to encourage DOF commitment. The process of strategy development and institutional change also needs to be recorded, to contribute to lesson learning.
 - The M&E functions continue to improve, and MIS concepts are gaining increasing interest within the DOF, but the major concern is the potential lack of provision to support M&E

post-project. This should be addressed as a matter of urgency. Related to this, the capacity of the DOF to develop and apply data, and use this in strategic perspectives, remains very limited, and should be explored and strengthened, where feasible, using targeted inputs.

- Training functions are becoming better co-coordinated, though tellingly, this had required Ministry level initiative before structural and operational change could take place. The scope, balance and perspective of training are however as yet uninformed either by internally generated strategic aims or by related training needs assessments. While present levels of TA support could continue, any further support should be contingent on good evidence that the training function is now being properly taken up within the DOF, and that its focus is well targeted to sectoral and institutional needs.

5.2 Aquatic Biodiversity Conservation Project (ABCP): this component continues to show useful progress, in preparing the Biodiversity Conservation Assessment Framework (BCAF) and GOB/Ministry of Environment's initiative towards finalization of a National Biodiversity Strategy and Action Plan. Little progress has however been made in incorporating social perspectives into the Hilsa management plan, and further work needs to proceed in linking biodiversity issues with the other components of the project, and in ensuring a longer-term location for its database [Details in Annex 4].

5.3 Technical Assistance: to the project, provided through linked DFID support, has delivered valuable inputs into the progress of the FFP and the ABCP, though it continues to be constrained by ad hoc demands for implementation assistance, and unnecessary restrictions on external access. Previous reviews had already strongly emphasized the importance of the TA in strengthening the project's ability to meet its objectives, through strengthening networks, assessing current progress and developing wider lessons from the project. *DFID-TA support could be continued no longer than June 2005, though after December 2004, on limited staffing focused on Community Development, M&E, and Institutional Support.* To strengthen the focus on improving project performance, individual work-plans with specific targets and milestones need to be established for the TA team, and performance in meeting project objectives should be assessed at the next project review. Though previous reviews proposed the case to be considered in early 2004 for DFID funding for NGOs and CBOs to deliver social support after completion of IDA-funded construction works, this cannot be assumed. However, the TA team should assess the social issues emerging from the project, identify their specific and strategic significance and identify ways in which longer-term issues might be addressed. To develop the potential for future investment in the sector it will be essential to implement exit strategies agreed at the MTR and re-emphasized at the February 2003 Review Mission

5.4 Agreed Action Plan: The agreed actions are set out in Attachment 1, and were confirmed at the meeting with DOF and the subsequent wrap-up with the MOFL on Feb 23, 2004. *IDA-DFID has tentatively planned an interim review of implementation status in May 2004 to assess the progress against the action plan, agreed with this mission. The outcome of the May 2004 mission will trigger either extension of the closing date as appropriate with necessary re-structuring or closing of IDA credit on December 31, 2004 (para 7.1).*

5.5 Legal Covenants: The project is generally in compliance with all the legal covenants in the Development Credit Agreement and the GEF Grant Agreement.

5.6 Safeguard Issues – shrimp polders and fish structures: The October 2003 review made the following two recommendations with regard to using private and leased-out public lands for the Shrimp and Open-water Fisheries components, respectively: (i) an estimate of the lands required from private ownerships and leaseholds with the associated impacts thereof, and the details of the 'haari' (rent) arrangement with the landowners and leaseholders; and (ii) a list of the landowners, whose lands (much of which were acquired by BWDB earlier) would actually be used for the fish-friendly regulators, indicating if they have been paid for the acquired lands. BWDB has fully implemented recommendation

(i), and informed the mission that the Haari Agreements will be executed with the affected landowners and leaseholders before issuance of the civil work orders. No progress has however been made on the recommendation for Open-water Fisheries. *To this regard, the mission strongly reiterates that BWDB should fully implement the recommendation (ii), and ensure that the affected landowners are paid their due compensation, before the civil work orders are issued.*

VI. Procurement, Disbursement and Financial Management

6.1 Procurement: In general, DOF, BWDB and LGED have procured goods, works and services in accordance with the Bank's Procurement Guidelines. Updated Procurement Plans have been received from DOF, which has been approved. *Since the construction of fish-structures and rehabilitation of coastal-polders cannot be completed by current credit closing date, final decision to award the contracts are contingent on the decision regarding extension of IDA credit beyond December 31, 2004.*

6.2 Disbursement: Disbursement has been lagging due to slow pace of project implementation. As of February 16, 2004 an amount of SDR 6.4 million (US\$8.52 million equivalent) or about 44% of the revised IDA Credit amount has been disbursed. The disbursement under GEF fund is SDR 1.38 million (US\$1.87 million equivalent) or about 50% of the revised GEF grant allocation. As of February 16, 2004, the un-disbursed amounts are SDR 8.2 million and SDR 1.4 million under IDA Credit and GEF Grant respectively. DOF-BWDB's disbursement projection for February - December 2004 period, indicates utilization of about SDR 3.36 million from the IDA Credit, and a saving of about SDR 5.98 million at the present Credit closing date. With one year extension, which the government intends to apply for, estimated disbursement for February 2004 - December 2005 period is about SDR 6.90 million with a saving of about SDR 2.44 million. In case of GEF-funded Aquatic biodiversity Project, disbursement estimate for February - December 2004 period, indicates utilization of about SDR 1.47 million from the Grant with a saving of about SDR 0.09 million at the present closing date. *The mission recommends partial cancellation of about SDR 2.44 million from IDA Credit immediately and May 2004 mission should assess further cancellation, if necessary [Details in Annex 6].*

6.3 Financial Management: Project Monitoring Report (PMRs) has been received for the period up to December 2003. DOF has taken initiatives to address the deficiencies in the PMRs noted by IDA upon review of PMR for March-June 2003 quarter and agreed to resubmit, by March 31 2004, those reports along with the reports for the subsequent two quarters with all the information required in accordance with the relevant IDA manual.

6.4 There has been no significant progress since last supervision mission towards resolution of outstanding audit observations. The previous IDA Mission stressed the need for systematic operational procedure for computerized accounting system that has been in operation since September 2002, but such procedures are yet to be adopted, which would ensure financial discipline, internal control and DOF's ownership to the system. Retrieval of documents continues to be problematic although DOF earlier recognized the importance of systematic documentation and filing arrangements. The second performance audit has commenced and it is expected that the report will be available by March 31, 2004.

VII. Proposed timing of Next Mission

7.1 Next Mission: As discussed in the wrap-up meeting, IDA-DFID has tentatively planned an interim review of implementation status in May 2004 for about two weeks to assess the progress against the action plan agreed with this mission (para 5.4). GOB representatives (Planning Commission, Implementation Monitoring and Evaluation Division, and MOFL) are welcome to join the future review missions.

Attachment 1

**Bangladesh – Fourth Fisheries Project
Aquatic Biodiversity Conservation Project
KEY ACTION PLAN**

No.	Project Components	Issue	Action	By whom	By when
1.	Inland Open Water	FMC–structure and operation	Program of support for succeeding FMCs beyond FFP; including objectives that [i] FMCs are registered; [ii] subject to satisfactory performance, FMCs are able to lease water bodies directly from MoL; [iii] FMCs are supported by local beneficent influential identified through studies of local power structures; and [iv] training in AIGAs is provided where appropriate	FFP/DOF	Sep'04
		FMC categorization and capacity building	Revise FMC categorization to develop more targeted approaches; strategy for developing capacity of FMCs (including registration, conflict resolution, consensus building and catch monitoring for FMC's own management purposes); incorporate these into OWF strategy	FFP/ DOF MOFL/ MOL	Categories : April '04 ; Capacity strategy set out and activated : Jul'04
		*Construction of fish-structures	Final decision regarding fish structures - contingent on extension of IDA credit for FFP beyond Dec '04	WB	May '04
		Lease payment schedules	Assess impact of early lease payments, possible credit instruments; support OWF sub-component strategy to defer lease payment from April to November.	FFP/DOF	Jun'04
		Operational guidelines – training for DOF staff	Support to DOF field staff in interpreting OWFC operational guidelines; at regular coordination meetings and training workshops.	FFP/DOF	Urgent
		Stocking and production data	Support ongoing collection and analysis of production data, develop protocols for data analysis and use	FFP/DOF	Jun'04
		Sanctuaries– M & E	Monitor and evaluate experience with sanctuaries (using participatory and other methods)	FFP/ DOF	Oct'04
		*Linkages with similar programs and lesson sharing	Develop linkages and share approaches /experience with other open water fisheries projects (e.g. CBFM2). Evidence and document on lessons learned from OWF component for sharing with wetlands networks, CBFM2 and other DoF projects.	FFP	Apr'04 Document Jun'04 (1 st draft) Sep'04 (final)

No.	Project Components	Issue	Action	By whom	By when
2.	Coastal Shrimp Aquaculture	*Shrimp polder - rehabilitation	Final decision regarding shrimp polder rehabilitation contingent upon extension of IDA credit for FFP beyond Dec '04	WB	May'04
		*Linkages with similar program	Initiate linkages with other coastal zone management/ coastal aquaculture projects.	FFP	Apr'04
		AIGAs	NGOs to provide AIGA training and make suggestions about linkages to other sources of credit for affected communities within inside and outside the polder	FFP/DOF	Jul'04
3.	Aquaculture Extension and Training	*Gender, poverty and impacts	(a) Finalize plans for/run female extension staff workshop; (b) provide participatory evaluation training for further analysis of AET impact on gender and poverty	FFP/DOF	(a)Apr'04 (b)(carry out by Jul '04) Sep'04
		*Local Extension Agent for Fisheries	(a) Amend LEAF piloting manual to address gender and poverty issues effectively; (b) assess similar approaches in other sectors and develop strategy/costed overview to incorporate into future funding strategies	FFP/DOF	(a)amend Mar'04 (b)overview Jun'04
		Aquaculture investment strategy	Feed experiences and lessons learned into strategy for investment in aquaculture development, to link with Action Plan	FFP/DOF	Sept '04
4.	Aquatic Biodiversity Conservation	Extended Work Program for GEF-TA	Preparation of potential work programs up to December 2004 <i>and alternatively June 2005</i>	GEF/DOF	Immediate
		Exit strategy	Complete and agree exit strategy for sub-component	GEF/DOF	May'04
		Hilsa management and social impact	Assess social impacts of Hilsa management plan	DOF/NGOs	May'04
		Biodiversity Assessment Framework	Develop biodiversity assessment framework and protocols for incorporating biodiversity monitoring within all fishery development initiatives	DOF/ MOFL-MOE	Mar'04
		Mainstreaming biodiversity	Network and coordinate with selected institutions for mainstreaming biodiversity issues in national policies	DOF/ MOFL	Jun'04
		Biodiversity database	Biodiversity database uploaded on appropriate website.	GEF/DOF	Jun'04
		NFS and fishing livelihoods	The importance of biodiversity on fishing livelihoods to be incorporated in NFS	GEF/DOF	Oct'04
		Impact of training	Monitor and evaluate impact of training for hatchery operators	DOF/GEF TA	June '04
		Shrimp polders - biodiversity impact	Evaluate biodiversity impact of shrimp polders	GEF-TA	June '04

No.	Project Components	Issue	Action	By whom	By when
5.	Institutional Development	Role of TA team	Commitment from DOF obtained to ensure TA team concentrates for remainder of FFP on strategic issues and critical lessons learned, and not on implementation issues.	FFP/DOF	Urgent
		*Strengthening M and E within DOF	Confirm with DOF arrangements for: (a) continuation of M and E work with DOF; (b) monitoring to include outcome and process monitoring	DOF/MOFL	Mar '04/ July '04
		Individual TA and extended work plan up to June 2005	Targeted work-plans/milestones for TA team; finalize work plan to June 2005	FFP/DOF	Mar '04 Jun '04
		Training policy	Training policy for DOF staff, including gender and poverty awareness training, to be adopted	DOF	Jun '04
		*Fish Seed Multiplication Farms (carried over)	PCD to confirm that the rehabilitated FETCs/fish seed farms are being used for the intended purposes. PCD to submit operation plan for the 20 FETCs and 2 RTCs, rehabilitated under this project.	FFP	March '04
		Sub component strategies and action plans (carried over)	Sub component strategies and action plans to be completed:	FFP/DOF	(see below)
			-- Open Water Fisheries	(strategy) (action plan)	Jun '04 Sep '04
			-- Shrimp	*(strategy) (action plan)	Apr '04 Jun '04
			-- Monitoring and Evaluation	*(strategy) (action plan)	Apr '04 Jun '04
			-- Aquaculture	*(strategy) (action plan)	Apr '04 Jun '04
National Fisheries Strategy (carried over)	National Fisheries Strategy and action plans to be drafted and finalized	FFP/DOF	Aug.04 (draft) Oct '04 (final)		

(*)The actions with (*) will require close monitoring and compliance before deadline

INLAND OPEN WATER FISHERIES MANAGEMENT (IOWFM)

FMCs - function and classification

1. Both the February and October reviews highlighted concerns about the ability of FMCs in many sites to represent the interests of poor fishers. In October, it was agreed that a targeted approach should be adopted, using a rapid site-by-site participatory assessment to categorize FMCs for their potential, and develop strategies to support them. The FFP has taken significant steps to address these recommendations. A three-way classification has been undertaken and support strategies outlined:

- Those sites that have the potential to succeed are taken the further mile to ensure that the project's objectives are fully met.
- Those sites that with extra support may succeed, are given that support.
- Those sites where community management cannot be effectively established, given support to mitigate against the losses faced by the poorer fishers in the community.

2. Due to *hartals*, the Mission was only able to visit one FMC, Dasherhat Chara (category 3), but discussed issues more widely with project staff and others. Two key issues emerged: firstly that the three-way classification used may have resulted in an oversimplification of the very complex situations that exist; and secondly, that alternative income generating (AIG) schemes are unlikely to be the solution to the problems that have emerged in the 28 sites that have been placed in the third category, not least because AIGs fail to address the question of what happens to *Jalmohal* leasing arrangements. The following table illustrates how the category may differ according to interpretation of existing imperfect data.

Review of categorization of OWF sites (using BIDS BIM studies of 7 sites)

<i>Dec 03 recommended criteria</i>	Haster	Dasherhat	Shashikor	Kaliganga	PNU	Tangaon	Ghagot
<i>Intervention</i>	SS*	SS	SS	S	S	S	S
<i>Prof fisher participation</i>	poor	poor	poor	poor	poor	good	poor
<i>Local elite control</i>	?	poor	poor	poor	poor	good	?
<i>Conflict situation</i>	poor	poor (not recorded)	not recorded	poor	not recorded	good	poor
<i>Waterbody suitability</i>	OK	good	poor	mixed	good	?	OK
<i>FFP criteria</i>							
<i>CBO Status</i>	OK	OK	poor	poor	Poor - OK	good	poor
<i>NGO perf</i>	poor	poor	poor	poor	poor	good	poor
<i>DoF perf</i>	?	poor	?	?	?	good	poor
<i>Site suitability</i>	OK	good	poor	mixed	good	?	OK
<i>Livelihood impact</i>	poor	poor	little	little	poor	good	poor
<i>FFP Score</i>	3	3	?	3	3	1	2
<i>Mission ad hoc</i>	potential	potential	poor	poor	poor	good	poor

*Legend: SS = Sanctuary and Stocking, S= Sanctuary alone, PNU= Padma Narisha Ujanjala

3. Sites were classified on the basis of background information, physical status of the water bodies, CBO structures, management strategy and action plan, FMC composition and member identity, social parameters, livelihoods strategies of the fishers and NGO performance. The scoring system against these criteria was not clear. Information came from different sources and triangulation was not done. This probably also results in mis-categorisation of some of the water bodies. **The Mission recommends and it was agreed** that the TA team and DOF should review the classification and reassess the project locations so that updated plans for supporting successful and potentially successful FMCs are incorporated in the OWF strategy and that lessons can be learned.

Inclusion issues

4. Categorization of sites and BIM study reports show that some poor fishers are excluded from benefits, or the project has marginalized their profit. The participants in the FMCs (Fishery Management Committees) include non-traditional fishers and non-practicing fishers. The primary focus should be people who fish by their own hands whether traditional or part time or subsistence. The slogan “*jal jar jola tar*” does not apply at present because richer people who own the big fishing gears but do not fish themselves are involved in the FMCs. The real fishers were not selected as lead participants in FMCs in many sites. More traditional / practicing fishers need to be included in the FMCs and their capacity developed to take a lead in decision making.

5. No women members are reported to be involved in running the FMCs, although in some FMC general bodies women were involved for receiving benefits. These women are members of the VDCs (village development committees) formed at the village level. It seems that these women only receive loans from the NGOs and invest here, but have no involvement in fishery management decision making.

FMC structure and operation

6. A single model approach has been developed, in which VDCs are formed among the community, from the members of which the FMCs are created. As VDCs are based on the entire target community, where local elites often dominate, this can in turn be reflected in the FMCs. Poor people, especially fishers, are commonly dominated by influentials on whom they have to depend for their livelihoods (boat, net) and survival (social protection) in the community. In some villages there are no fishers but there is a VDC. Drawing people from the VDC gives ample chance for the elites to be elected and dominate FMCs. To the extent possible, these FMCs should be restructured with the maximum level of decision-making involvement by full time and occasional fishers. Advisory committees and local champions (respected, neutral, non-political, etc), whose role will be to monitor progress of the implementation of action plan prepared by the FMC and provide advice and help overcome problems for example resolving conflicts, may be formed with the local elites. FMCs should still work independently and not be controlled by the DOF or other specialist advisors.

7. The FFP guidelines have given an opportunity to the FMC/DOF to decide strict rules on closed period and ban on fishing. Professional fishers were the main stakeholders who suffered most from project interventions and local FMC rules. Due to closed seasons after stocking, and fishing bans, such fishers are not allowed to continue their normal livelihoods. There was no provision from the project for alternate livelihoods support. Although NGOs working with the CBOs have their own income generating programs, a problem arises in the multiple NGO memberships of the project beneficiaries. These poor fishers have often already taken loans from different NGOs/*Mahajans*, but have limited sources from which to repay installments. Some NGOs only provide credit but no training on IGA. Individual training should be focused on developing alternative occupations according to skill, market demand and needs of the beneficiaries. This can reduce fishing pressure, and help address adverse management impacts if the AIGA is sufficiently profitable and suitable skills and small businesses are developed.

8. The structure and operations of many of the current FMCs are presently insufficient to establish sustainable management systems and deliver equitable outcomes. The project has already committed groups of poor communities to these systems and needs to identify ways to support their interests, and in particular avoid negative impacts resulting from project actions. The guidelines prepared for the establishment and field level implementation of the FMCs have been interpreted in a rigid way with no scope for site-specific flexibility. Thus, instead of the one standard set of by-laws which has been prepared for the FMCs, these need to be developed with each FMC within a standard framework. Although stated that the CBOs/FMCs should take the leading role in the management of their water body, control is still with DOF. While DOF should continue to guide the CBOs as long as water bodies are handed over to DOF for community management, they should encourage FMC capacity development and management approaches that fit each water body. Regional workshops can be held to discuss the situation and approach in each water body to find out the best types of flexible action and relationship between DOF and CBOs for the future.

9. The **Mission recommends and it was agreed** that DOF field staff be given support in working with NGOs and CBOs in interpreting operational guidelines including the definition of fishers through regular coordination meetings and training workshops.

FMC capacity

10. It was observed by the Mission members that there has been little progress in developing MOUs between the DOF and FMCs covering their access rights to the water bodies. Without a formal (legal) status as recognized users and decision makers for the water bodies, neither an FMC nor genuine fishers will be willing to take any serious action requiring their own investment. The **Mission recommends** that the DOF should complete formalizing MOUs with each category 1 and 2 FMC site[#] before August 04. Also after the current period of handing over water bodies to DOF there is no guarantee that the FMCs and participant fishers will have access to the water bodies. In order to have an identity for the institutions and for sustainability, FMC registration is a prerequisite. Only one out of 49 FMCs has been registered so far. The registration procedure should follow that used for the one already registered and has to be expedited by the DOF and NGOs concerned.

11. None of the NGOs has submitted a final exit strategy yet for ensuring FMC capacity after the project ends, while the FMCs do not themselves have any plan for their sustainability when the project exits. The project needs to develop with the NGOs and FMCs exit strategies for each category 1 and 2 site[#], which will form the basis for capacity building of the FMCs. Ongoing activities would continue in the remaining category 3 sites[#] but without any additional investment of capacity building or technical assistance, but the experience from these sites would also contribute to lesson learning. The **Mission recommends and it was agreed** that a strategy for developing capacity of the FMCs be developed, including registration of successful FMCs, training in conflict resolution, consensus building process, and catch monitoring for FMCs own management purposes.

12. The October 2003 review identified the limited effectiveness in NGO capacity to organize and achieve cooperation among all stakeholders, local governments, and the DOF, and limited coordination between implementing parties as an important constraint. It was agreed that “by December 15 2003, a training needs assessment be made and by March 1, 2004 the DOF carry out integrated NGO-DOF-CBO training programs to strengthen capacity”. The first of a planned series of NGO-DOF training workshops was ongoing during the present review. This workshop has been designed to address both the capacity and coordination issues raised in October. Although informal and ad-hoc assessments of training needs have taken place, a documented plan for how this workshop was to address these issues has not been

[#] (or their equivalent, subject to recategorisation)

prepared. The quality and the contents of these training approaches are still in question. NGO and DOF staff are not currently capable of handling conflicts and there is no mechanism developed or champion identified for each site to resolve local level problems. Given the importance of coordination and improved capacity between and among NGOs and field staff, the **Mission recommends** that these workshops should be evaluated at an early stage to ensure that they can contribute to the development of the OWF strategy.

Leasing

13. Although the October 2003 review repeated and reinforced earlier recommendations that the MOFL use all means possible to secure rescheduling of lease payments for *jalmahals* from MOL by Feb 29th 2004, this has not been done. It was suggested to the Mission that having secured a reduction in annual increases in lease payments, the DOF was not now likely to press immediately for rescheduling payment dates. However, the issue of leases remains a problem, in spite of assurances that there is often flexibility by District Commissioners in the time of receiving payments. Strong efforts should continue to resolve this, preferably by bearing on the MOL to change policy, and in the interim in investigating ways in which formal sector short-term revolving credit sources could be employed to cover lease payments, removing these from the working capital requirement of poor communities. The **Mission recommends and it was agreed** that the OWF sub-component strategy propose deferment of lease payment schedules to November each year instead of April.

14. The **Mission recommends and it was agreed** that a program of support for FMCs beyond the FFP be set out. This should include the following objectives, for which initial progress should be established before the ends of the project, and lessons learned to feed into proposals for future support and/or FMC development:

- FMCs are registered.
- Subject to satisfactory performance, FMCs are able to lease water bodies direct from the MOL when their current arrangements come to an end, without competing through the lease tendering system.
- FMCs are supported by local champions (i.e. progressive and influential individuals without interest in personal gain) identified through studies of local power structures.
- Training in AIGAs is provided where appropriate, and links with wider community and development networks set up.

Stocking, sanctuaries, habitat restoration, and production

15. The stocking of community water bodies with fingerlings has been a primary management measure supported by the OWF component. Earlier reviews have made recommendations with respect to the costs, community contributions and stocking levels. Nonetheless, positive cost-benefit outcomes have not been proved and it has become clear that lessons around stocking remain to be learned. The mechanism for saving money for payment of lease value and purchase of fingerlings from the income from catch and/or toll collection from gear use has not yet been developed properly, and many beneficiaries may not understand how the system works. The tendency of the FMCs is to distribute as much short-term benefit as possible and not to make any savings for the next season. To overcome this, the FMC then inflates the unit price of fingerlings to cover their share amount within the FFP contribution. Very few FMCs have provided their share of fingerling cost, and some FMCs have failed to pay the full lease value. There is also concern that in some cases, FMCs have stocked the wrong species – sometimes using non-native carp species because of cheaply available fry, thereby potentially breaching key terms of the DCA. The **Mission recommends and it was agreed** that NGOs, the DOF and FMCs need to work together to find ways to minimize such costs and ensure that they can be met equitably from the community's fishing income. Practical cost-reduction options such as nursery ponds or cages operated by FMC members to reduce costs of fingerling purchase should also be explored.

16. Sanctuaries and habitat restoration are the second measure the FFP supports for community based management of open water fisheries, and this is being established according to local capacity. These have so far been developed through local knowledge but without any clear scientific basis. No study has yet been carried out to determine the direct impact of sanctuaries, or optimal sizes, configurations or management approach for production, equity or biodiversity. Results from the catch assessment survey and anecdotal evidence indicate that sanctuaries appear to be more valuable through significant increases in production and place much less of a financial burden on community groups than stocking. The October 2003 Aide Memoire to DOF recommends that “experiences in selecting, developing and using these be well documented in the M&E process, that this experience be compared with that in other projects and locations, and that a report containing recommendations and guidelines be produced no later than October 31, 2004.” Analysis of this experience remains essential, not least because important lessons may be extracted which will be highly relevant to DOF’s other projects in open water fisheries. The **Mission recommends** that the project should prepare a methodology for rapid assessment of the impact of sanctuaries for use during the monsoon and post monsoon of 2004, to generate findings.

17. As noted in the October 2003 Aide Memoire, there has been a delay in reviewing the data from the assessment of catches from the FFP’s OWF interventions. It was agreed that the DOF/FFP would provide an analysis of the production impact of the project on the monitored open water areas linking the results with leasing and stocking arrangements, and providing initial comparisons with other stocking data, by no later than December 31, 2003. A draft working paper presenting the results of the Catch Assessment Survey (CAS) was available to the Mission. This reviews production from 8 FFP intervention sites and attributes significant increases in production to better management. It does not however provide sufficient analysis of the impact of different leasing and stocking arrangements. This analysis remains essential as important lessons may be extracted for wider application.

18. The Mission notes that responsibility for the collection of this data has been transferred from NGOs to the DOF UFOs, with appropriate training, as recommended in October 2003,. It is well accepted that the present CAS and analysis needs technical skill. However, translation of the data into management objectives should become an essential aim, shared between DOF and CBOs. The project should meet with selected FMCs to review their data needs and possible uses of data, and develop approaches to shared survey and management methodology, with localized training for those identified on the interpretation and practical use of data for participatory assessment. The **Mission recommends and it was agreed:**

- To support ongoing collection and analysis of production data with a view to deciding how to analyze and use the data collected.
- To develop a clear understanding of the costs and benefits associated with stocking and/or habitat improvement and sanctuary establishment, and more information developed on local options for support/cost minimization (e.g. local fry/fingerling production) and integration within other livelihood strategies.
- To monitor and evaluate the experience with sanctuaries using participatory methods so the FMCs can make their own assessments, as well as formal surveys and CAS.

Fish passes and fish friendly regulators

19. It was reported to the Mission that the conditions for the award of contracts to construct two fish passes and one fish friendly regulator, as outlined by the October 2003 review mission are yet to be fulfilled. This will require to be done as a matter of urgency if work is to proceed within the project. Although the sites have been selected following a technical appraisal, their actual technical effectiveness will need to be assessed carefully should IDA/BWDB requirements be met and work proceed. A final decision on this work depends on extension of IDA credit beyond December 2004, for which a request is yet to be received. Social networks and management arrangements for the operation of these structures within a community management framework will need to be understood and established so that the intended aims of the structures are not subverted.

Beneficiary impact monitoring.

20. In addition to the BIM studies of five sites that were available to the previous review, two further studies have been undertaken and documented. One of these, at Tangaon River demonstrates a considerable positive impact. As recommended in the previous review, both of these studies have considered the impacts of FFP interventions on the women in fishing households, although neither devotes more than a paragraph to such issues. **The Mission recommends and it is agreed that** the remaining site reviews are completed before the end of June 2004, ensuring effective assessment of impacts on women, and analyzing the implications of the findings for FFP's OWF strategy.

Lesson sharing

21. FFP is one of a number of projects of DOF working in inland fisheries management. There is still no forum within DOF to exchange lessons and experience between projects. This will be an ongoing need for DOF's long term commitment (water bodies are handed over to DOF for 10 years). The project needs to engage the senior staff of DOF in this process, and though this has started through work on the inland fisheries strategy, there is much more to be done (see also Institutional Strengthening component).

22. There has been no process evaluation and documentation for the institutional analysis of the OWF and FMCs. Process evaluation is needed and should focus on the progress over time, the processes that have led to outcomes to date, the roles of the concerned agencies, and the gaps between expectation and actual outcome. Updated profiles of each site and the process of CBO formation need to be documented for future references and lessons. **The Mission recommends that** TA team members with the help of DOF and NGOs should document and monitor on a quarterly basis the progress of implementation of interventions, provide feedback to the DOF and NGOs, and document the formal and informal process for lesson learning within the DOF and more widely.

23. Very limited linkages have been established between FFP and the Wetlands Network to date. The Wetlands Network itself has not been very active recently, but still offers a forum where all professional stakeholders can discuss issues and which can as a platform take up common issues such as leasing, conservation, etc. The project could help strengthen the Network with the longer term aim that the Network will be able to pursue development of wider strategies for inland fisheries management based on lessons from the project, and on the DOF's active interaction with other network members.

24. **The Mission recommends and it was agreed** that a document outlining lessons learned from the OWF component be drafted and finalized for sharing with Wetland Networks, CBFM-2 and other DOF projects. **The Mission also recommends and it was agreed** that a program strategy needs to be developed based on shared experience elsewhere in Bangladesh. Guidelines and operational strategies need to be developed for productive, cost-effective and equity-targeted open water management and enhancement.

COASTAL SHRIMP AQUACULTURE (CSA)

Background

1. This component aims to support environmentally and socially appropriate small-holder shrimp production in four polders (Nos 5, 23, 31 and 32), which had been supported under the Third Fisheries Project (TFP). The BWDB, together with the DOF/TA and partner NGOs, had prepared detailed plans for rehabilitating old sluice gates, constructing new gates, excavating public channels, and erosion repair. Works are based on individual block management plans, prepared with full participation of Block Committee (BC) members.

2. By the time of the October 2003 review, the BWDB had finalized rehabilitation plans for the four polders and made an assessment of lease status of public lands (*khas* lands). The project had contracted NGOs to mobilize local communities, creating local committees to participate in all stages of the project cycle (planning, operation and maintenance including allocation of water between competing stakeholders). It was agreed then that the BWDB could proceed with the procurement process for all four polders up to bid evaluation stage. Conditions set under the DCA for the award of contracts required (i) that no leases were renewed in polders selected for development under the project and that public canals were free and clear of leases for private or collective use in areas proposed for development; (ii) documentation of project impacts on individual private landowners and lease holders of *khas* lands, and of the finalization and execution of mitigation agreements (iii) prior agreement with the community-based organization for taking over post-construction responsibility of O&M including its cost; (iv) practical proposals for ensuring strong representation at block and polder level by landless people; and (v) construction schedule agreed with the community.

Affected areas and facilities

3. Following phase 1 of the consultation process (June 2002-March 2003), 4 Polder Committees and 60 Block Committees were formed, including shrimp farmers, paddy farmers, landless people, fry collectors, women and local influentials including school teachers, and male and female Union Parishad Members and Chairs. At the initial stage of community consultation, 62 out of 93 *khas* canals had allocations to the landless, and 31 were free of land allotment; of these 62, leaseholders allowed intervention in 21 canals, under specific conditions, 12 were not needed, and work on 29 canals could be postponed. – resulting in a total 64 canals potentially accessible for development, together with a further 24 private canals involving 163 landowners. The total 88 proposed canals would require 521.42 acres of land², of which 73.04% was lease-free, 8.4% required agreement with 91 affected leaseholders, 15.7% was private, involving 288 private landowners. In Polder 31 and 23 respectively, a pre-primary school and a Hindu temple would require to be relocated. No homestead land is required in any of the four polders.

Documentation and household data

4. According to project reports, the BWDB has prepared the necessary documentation and obtained the relevant permissions from all those affected as described above. A system of yearly rent (*haari*) has been established to compensate all those from whom private or leased land is acquired, with forms of agreement for each category drafted in consultation with the PCs, BCs, participating NGOs, the local BWDB and DOF staff, and reviewed by a lawyer in Khulna. The identity and status of all 379 affected households has been recorded and would provide a baseline for determining future impact, with an average of 15% of leaseholder land, and 2% of private land in *khas* canals being acquired, and 4% of private land in private canals. In 53.8% of affected households owning land, the affected area is less than

² This corresponds to approximately 20m canal width, or 2ha per km.

5%, while at the other extreme only 4% will have more than 75% affected. Differences between mean and median landholding show the influence of small numbers of larger landholders (for 126 private owners in *khas* land, mean holding is 10.18 acres, median 4.5 acres, while for 91 *khas* leaseholders figures are 3.29 and 1.74 acres). The affected land of 59% of the households is used for shrimp and rice farming, 31.4% for flowing water canals, with about 5.8% and 3.4% respectively used for shrimp and rice only. For principal occupation, 62.3% of affected households are shrimp farmers, 17% carry out paddy farming and other agricultural activities, 8.4% petty trading, mainly in shrimp and shrimp PL and 1.3% in fishing and fry collecting. Data on secondary occupation is also developed. There is little further analysis presented at this stage and in particular this data only describes those households whose land is affected, does not relate this to the wider characteristics of the population, and in particular touches minimally on the identification and characteristics of those with little or no land.

Training in livelihood support:

5. This sub-component was originally intended to encourage shrimp fry collectors to adopt alternative fry harvesting systems to reduce present wastage and inadvertent impacts on target species. Delayed as a result of a Government ban on shrimp fry collection in 2000, and based on recommendations of the Shrimp Action Plan, it was agreed to implement activities related to alternative livelihoods for shrimp fry collectors. The October 2003 review further noted the need to identify alternative livelihoods both for shrimp fry collectors and other potentially disadvantaged groups in and outside the polder area. With inputs from an international livelihoods specialist, a workshop had been carried out to design and livelihood support program, though it has not been clear whether the recommendation to widen the approach to any/all of the poorest and most vulnerable has been addressed. It is further unclear that the proposed program will be practical to develop and implement within the current project framework. **The mission recommends** strongly that plans be set out for a practical program to address livelihoods of the most vulnerable groups, that preliminary baseline data be collected on such groups, and pilot initiatives be carried out to assess the potential and the practicalities of wider implementation.

Longer-term issues

6. Although an initial period of assessment was required at the beginning of the project before this component could commence, current delays are largely due to the unexpectedly long period required to establish the ownership and lease-free status of affected land areas. The delays in implementation will mean that decisions to develop the polders will depend on the extension of IDA credit beyond December 2004, for which a request will have to be made as early as possible if proposed contract authorization could proceed before expiry of the tender period. **The mission recommends** that before proceeding with the polder construction work, the system of *haari* is put into place to meet the requirements for uncontested access to the land required.

7. It will be essential that these developments, and the environmental, social and economic issues they imply, are brought into the current national context. **The mission recommends** that component should be linked with current approaches to coastal development and management, recognizing the presence and needs of poorer households in these areas, to ensure that it was properly associated with related initiatives in shrimp culture, livelihoods and coastal management, and that identified AIGAs and other initiatives could be taken forward and supported beyond the present project period.

FRESHWATER AQUACULTURE EXTENSION AND TRAINING (AET)

Strategy issues

1. The freshwater aquaculture extension and training component of FFP aims to (a) increase pond fish production at the village level through improved yields and increased areas under production, and (b) develop a national aquaculture extension strategy by end of year 3 (2001/2). Although the DOF and the project has succeeded in meeting its target for increasing pond fish production and should be congratulated, the means for developing this experience into wider strategies has yet to be achieved. Although the *National Aquaculture Extension Strategy* has been drafted more than one year ago, and had been modified according to the recommendations of the February 2003 Review, it has not yet been approved. It was reported to the Mission that the draft strategy was awaiting approval (see also Institutional Development component). The **Mission recommends that** the DOF review, finalize, approve and disseminate this strategy without further delay.

2. The performance of this component, the widely recognized significance of aquaculture in meeting sectoral production goals, and the important role of the DOF in supporting this development, provides an excellent opportunity to build on the project towards future goals. The **Mission recommends that** together with the Aquaculture Extension Strategy, linking with other program and project experience, and in accordance with the 'Fisheries Sector Review and Future Developments (June 2003) study, the DOF should now be encouraged to set out, with development partners, a strategy for aquaculture investment capable of meeting realistic objectives of pro-poor economic growth and food supply. Such a strategy could form the basis for co-coordinated investment by the GoB and donors, public and private sector interests.

Gender and poverty issues and impacts

3. The October 2003 review recommended that future surveys of aquaculture extension and training (AET) impact should query who participates in pond culture activities. It also recommended that "impact studies draw out fully from available gender and poverty disaggregated information and that future studies include exploration of secondary impacts for these groups". An interim (Jan 2004) report on a sample survey of AET impact was made available. This report has fully disaggregated the sample survey data and has enabled a comparative analysis of impacts for women and men. Preliminary information suggests that secondary impacts are less than expected from other experience in aquaculture extension, though this will require further assessment.

4. The sample impact survey of AET Component 1st and 2nd Batch trainees showed that women trainees' gross and net returns were lower than those of men, but that production and productivity gains were often better. It would appear that women participants are receiving training but their yield may be limited because they cannot buy appropriate amount of inputs to apply due to their limited access to household resources and lack of control over resources. However, if other findings apply in these examples, household impacts in terms of food supply and reduced vulnerability may at the same time be more improved for women participants. There are also important issues to explore with respect to poverty impacts of aquaculture; while production opportunities may be much better for those with some access to resources, secondary impacts on employment, local food supply and market prices, may all be significant. **The Mission recommends that** the M&E component engage a PRA team to determine more about these issues and interactions by June 2004.

PRA and social impact monitoring strategy

5. In association with this theme, the October 2003 review recommended that by September 2004, the DOF develop a practical strategy and guidelines for how PRA and other social impact approaches are to be brought into routine practice. The interim AET impact report (see above) has cross referenced its findings with earlier PRA impact studies and the **Mission recommends that** with the support of the FFP, and with network partners identified in developing the Aquaculture Extension Strategy, the DOF should build further on this to develop the strategy and guidelines as proposed.

Supporting female extension staff

6. While the October 2003 review acknowledged the achievement of the DOF in recruiting women extension officers, it recommended that “FFP organize a workshop by April 30 2004 for female staff to draw out experiences, concerns and suggestions on how the DOF could improve support to women employees.” Little progress appears to have been made on this. The **Mission recommends that** plans for this workshop are finalized and the workshop is run.

Local Extension Agent for Fisheries (LEAF)

7. The October 2003 review recommended that beyond initial support in developing the concept, and developing a sound M& E framework, TA involvement should be limited to its pilot phase. A LEAF piloting manual has now been finalized. This manual comprises a detailed proposal for piloting the LEAF concept and includes seven different forms for monitoring and evaluation. The Mission also notes that while the LEAF piloting manual recommends that women and local extension agents comprise one quarter of those with whom they work, the manual does not consider how to increase women’s participation in extension training as suggested in the October review.

8. As specified in the previous review, the **Mission recommends that** TA support for implementation of the LEAF program is not appropriate. A small and clearly focused TA input should however be considered to ensure that equity and gender issues are addressed within the methodology and piloting manual, to compare methodologies and incorporate lessons learned from other sectors, and to promote its potential future use in other development programs such as the proposed aquaculture investment strategy. The Mission also recommends that the status of the two LEAF training exercises that are currently proposed for DFID financing is clarified.

AQUATIC RESOURCES DEVELOPMENT, MANAGEMENT AND CONSERVATION STUDIES (ARDMCS)

1. This GEF supported program aims to address issues of degradation of the aquatic environment and biodiversity loss by mainstreaming aquatic biodiversity conservation into the fisheries sector. Initially, 19 studies were identified for completion by December 31, 2003. With DOF approval, this was reduced to 14, leaving time during the project for their conclusions to contribute to policies and action plans. There are plans to conduct foreign and in country training, including policy and technical workshops involving among others, representatives from the private sector.

Overall progress

2. Good progress continues to be made, with important data collection and analysis underway that can help guide aquatic resource management in Bangladesh. The mission's main findings and recommendations for each sub-activity under the project area as follows:

Hilsa conservation.

- This program has been well focused on conservation needs for aquatic biodiversity conservation in estuarine of and lower areas along the Meghna River. The team has identified specific areas for seasonal sanctuaries based on spawning and migration areas of both adult and juvenile *hilsa*. It has also reviewed the official data as documented by the GOB that shows there are some issues pertaining to reported fishing boats engaged in the *hilsa* fisheries and resultant estimates of catch per unit effort (CPUE) that either need to be corrected historically, if possible, or for future data documentation to help better understand the system. **The Mission recommended that** the DOF should examine these inconsistencies and make adjustments in its Fisheries Resource Survey and Statistics (FRSS) monitoring system to allow it to better reflect the *hilsa* catch. The DOF should also examine the team's recommendations over the establishment of a closed fishing season and the establishment of seasonal sanctuaries that better help control the *hilsa* fishery in a strategic manner that would minimize the impacts on households that depend on the *hilsa* and other related fisheries for a significant portion of their annual income. Measures would require to be identified to assist those poor households that are adversely affected as a result, such as alternative income generating activities (AIGAs) or support via the country's Vulnerable Group Feeding Program, for the months during which seasonal fishing bans or exclusion zones would be put into effect. **The Mission also recommended that** the team should also determine whether there are other key indicator species in the vicinity that should be monitored to determine the adequacy of conservation of aquatic organisms in the main coastal and inland *hilsa* fishing areas.

Genetics of freshwater species.

- The training program for private and public sector hatchery operators to improve broodstock management and control of inbreeding is nearly completed, with one more course scheduled in Mymensingh. **The Mission recommended that** by no later than May 2004, the team should conduct a survey to determine the degree to which the lessons conveyed via the courses have been adopted and to make an assessment over whether and refresher courses or other technical assistance may be required. A new study on the quality of exotic species in Bangladesh has also been conducted finding that for a number of species severe, inadvertent hybridization has occurred which has resulted in lower production. The study has provided specific recommendations on how this problem can be rectified. In addition, results were obtained of production trials comparing the efficiency of pure wild indigenous fish fry – *rui*, *catla*, and *mrigal* -- collected from the Padma, Jamuna, and Halda Rivers with that produced in hatcheries.

For all cases, wild fry were superior to hatchery produced fry, though they were strains of the same species collected from the various rivers. The outcome of this study is the recommendation to use the milt of the wild, pure species from rivers in hatcheries to improve genetic diversity.

Inland aquatic biodiversity.

- The studies and monitoring of floodplain aquatic biodiversity in five *beels* are being coordinated to link with other agencies in the country engaged in these activities. The data collection is also been linked to a program at Bangladesh Agricultural University in which MS students are conducting their research under the guidance of cooperating faculty members under the ABC program. **The Mission recommended** that the DOF continue this relationship to assist with analysis and understanding aquatic biodiversity in inland areas to better coordinate the formulation of fishing regulations. At present, the overall database of information collected is being compiled for analysis including importance to livelihoods in the inland floodplain areas. Also, for those floodplains in which the stocking of common carp are being studied, **the Mission recommends** that particular attention should be placed on the impacts to mollusks.

Coastal aquatic biodiversity.

- The work toward the analysis of wild shrimp fry collection on coastal biodiversity is continuing, including evaluation of potential impacts on commercial and artisanal fisheries. GOB policies on promotion of shrimp hatcheries over that of wild shrimp post larva capture are also being evaluated in reference to impacts on fry collectors and impacts upon their livelihoods. The objective of the work under the project is to provide critical information to assist the GOB in formulating policies to not only conserve coastal biodiversity but to also assure sustainable fisheries in the area. With regard to the coastal program, the **Mission also reiterated its prior recommendation** that the team should evaluate the relative biodiversity comparing polders in the coastal areas that include shrimp farming and seasonal brackish and freshwater habitats with those that do not and have year around freshwater environments.

Mainstreaming aquatic biodiversity.

- The team has taken steps to establish an Aquatic Biodiversity Information System (ABIS) with workshops with other government and non-government agencies engaged in similar activities to discuss its structure and content. Efforts are being made to determine where the database will best be maintained and updated with new information as it becomes available. **The Mission recommended that the database be placed on a website managed either by a GOB agency or other to assure that it is easily accessible by those who can benefit from the information for policy development and for structuring continuing biodiversity monitoring and research programs.**

Extension

3. The mission requested that the DOF prepare two work programs with regard to the ABC component – one that would extend the component until the project's closing date to December 31, 2004 in reference to what will be accomplished by the end of the consultant's current contract and another through the planned 18-month extension of the overall project based on the needs under the IDA-assisted portion that may involve placing more emphasis on some of the components and less on others within the context of remaining GEF grant budget availability. It is the mission's view that the important contribution being made by this program could be furthered with more time, particularly in light of delays occurring in initiating the program. It will allow for additional data collection and analysis that will strengthen the capacity to make informed recommendations on policy with regard to biodiversity conservation and its dimension on poverty reduction and improved nutrition for the poor that highly depend on natural resources for their sustenance.

Exit strategy

4. The **Mission recommended that** the team should prepare an exit strategy that clearly defines what agencies it will be transferring its responsibilities to, what the costs would be for continuing the activities, and what the sources of funding could be.

INSTITUTIONAL SUPPORT (IS)

Infrastructure support to DoF

1. The FFP project includes a program of civil works designed to support the DOF's infrastructure. This includes the construction of 10 District Fisheries Offices (DFOs), rehabilitation of 20 Fisheries Extension and Training Centers (FETCs) and 2 Regional Training Centers (RTCs). The physical works in all 32 locations have reportedly been completed by December 2003. The October 2003 Mission recommended that the DOF submit an Operation Plan for each of the FETCs and that the DOF confirms that the rehabilitated FETCs are being used for the intended purposes. So far, FFP/DOF has not undertaken implementation of the recommendations. **The mission recommends that** DOF submits the FETC operation plans and provides confirmation that FETCs are being used in accordance with DCA agreements, to the World Bank as a matter of urgency.

Institutional strengthening

2. The design of the project envisaged that the FFP would foster a change in the DOF's approach from regulation and control, to participation and cooperation with local communities, the private sector and NGOs, and provision of advice. Associated with this was the recognition that the DOF staff lacked skills in social, economic and institutional development and community participation for effective fisheries management. It was also identified as being weak in procurement, accounting and financial management. These skills were to be strengthened, particularly in translating the National Fisheries Policy (NFP) into effective implementation, through a National Fisheries Strategy (NFS). The continued slow progress and low priority which DOF appears to attach to the development of the NFS and to the need for and process of change, has been of continued concern to successive reviews, and must again be observed.

3. The October 2003 Mission noted that limited progress had been achieved in mainstreaming and refocusing training and management. That mission recommended that "...an experienced National Consultant Training Advisor should be deployed by November 2003, to define a clear mandate, role and responsibility for the Training Wing..." The training advisors' report submitted to this review confirms that a consultant training advisor was appointed in December 2003, it outlines the threats and opportunities to the future of the training wing and requests further support to clarify the roles and responsibilities of the training wing. No indication of what these could or should be was provided and the **Mission recommends** that a training policy is adopted (either separately or as part of the sub sector strategies) before June 2004.

Strategy development

4. It was agreed during the October 2003 review mission that the TA team's progress in implementing the following priorities would be evaluated in February 2004:

- (a) To provide focused strategic social and technical inputs to addressing key constraints in achieving the project's purpose level aims;
- (b) To ensure poverty, equity and gender lessons are properly understood and disseminated and feed into the development of strategies With DOF staff, to finalize the development of strategies and wider sectoral linkages to ensure that project purpose is effectively met.

- (c) To check the design and construction of physical structures to ensure they meet community expectations, and to promote mobilization of communities involved in open water fisheries management and extensive shrimp culture, in particular ensuring that interests of small holders and poor shrimp farmers are taken into consideration; and
- (d) To develop a monitoring and evaluation strategy to enable the DOF and its partners to establish an effective long-term knowledge base, and strengthen the DOF's advisory capacity within partnerships at local and national level.

5. The technical assistance provided in addressing (a) has delivered valuable inputs into the progress of the FFP and the ABCP, though it continues to be constrained by *ad hoc* demands for implementation assistance, and unnecessary restrictions on external access. Previous reviews have already strongly emphasized the importance of the TA in strengthening the project's ability to meet its objectives, through strengthening networks, assessing current progress and developing wider lessons from the project. To strengthen the focus on improving project performance, the **Mission recommends that** individual work-plans with specific targets and milestones need to be established for the TA team, and performance in meeting project objectives should be assessed at the next project review.

6. The ongoing monitoring and evaluation work for (b) is improving the quantity of information available to FFP on the poverty equity and gender impacts of FFP initiatives. It is increasingly important that this information is analyzed, probed, lessons learned and disseminated. The mission recommends that TA team develops and implements its capacity to undertake this work and supports the DOF to develop and apply this information to its strategic development.

7. With respect to priority (c), some social mobilization work around the proposed shrimp polders has been undertaken, nevertheless the review remains concerned at the absence of a plan to support the interests of the communities and more vulnerable stakeholders in the cases of both the shrimp polders and the open water fish passes and regulators. A proposal for an alternative income generating project associated with the polders was developed by the livelihoods expert deployed as recommended in October 2003. Although the Mission has not seen this proposal, it is understood not to be feasible in its present form and is to be redeveloped. **The Mission recommends that** this be developed as a matter of priority, and AIGA training and assistance to communities in accessing NGO support should be provided by FFP as part of ongoing initiatives wherever necessary and appropriate.

8. (d) Although the M&E functions continue to improve, and MIS concepts are gaining increasing interest within the DOF, the major concern is the potential lack of provision to support M&E post-project. This should be addressed as a matter of urgency. The October 2003 review mission recommended the institutionalization of the M&E function by building a central data base and feeding into the policy/decision making process on a regular basis. Progress with this was difficult to ascertain during this mission and this **Mission recommends that** the M&E sub-sector strategy which DOF has agreed to complete in June 2004, clearly states how such institutionalization will be achieved (e.g. how the ME database will be used to feed information into policy making).

9. The October 2003 Mission highlighted its concern that the FFP's work on strategic development was primarily project and donor-driven rather than being stimulated by need within the DOF, despite the importance being accorded to strategy development at national level. Although slower than anticipated, progress has been made in the development of the sub-sector and national fisheries strategies. While the DOF acknowledges that (in the current context of the department's human resource constraints) strategic development is not a priority for staff, the department has made a firm commitment to the delivery of sub-sector strategies by June 2004 and the national fisheries strategy and action plan by October 2004. The **Mission recommends that** this be given a specific priority, with the delivery of the sub-sector and national fisheries strategies and action plans within the agreed time-table, and that the process and effectiveness of developing these strategies is also documented, analyzed and lessons learned.

10. The October 2003 review emphasized the need to mainstream fisheries management skills in DOF and to support staff to encourage community driven initiatives. The review recommended further collaboration between the FFP and other programs, involving DOF staff in interacting with others specifically in lesson-learning from the FFP and disseminating FFP findings. The review also recommended that the TA team review FFP and other experience of good practice in working with NGOs, and that guidelines be developed to assist both parties to work more effectively together. This has not been done and remains outstanding. The **mission recommends** that a review of progress with these issues is provided in advance of the next review mission.

DISBURSEMENT FORECAST AND SAVINGS
(As of 16-FEB-2004)

Fourth Fisheries Project (IDA)								
Category	Category Description	Allocated SDR	Disb SDR	Undisb SDR	Forecast	Savings	Forecast	Savings
					Disb.		Disb.	
					Feb.-Dec.'04		Feb.'04 - Dec.'05	
1-A	CW-DOF AND LGED	3,700,000.00	1,966,237.27	1,733,762.73	1,689,491.69	44,271.04	1689491.57	44,271.16
1-B	CW-BWDB	4,040,000.00	0	4,040,000.00	0.00	4,040,000.00	2780000	1,260,000.00
2-A	GOODS - DOF AND LGED	1,300,000.00	1,165,561.68	134,438.32	372,955.59	-238,517.27	372,955.59	-238,517.27
2-B	GOODS - BWDB	80,000.00	3,677.14	76,322.86	38,231.00	38,091.86	38231	38,091.86
3	FINGERLINGS	690,000.00	274,657.55	415,342.45	117,516.19	297,826.26	117516.19	297,826.26
4	INC. OP. COSTS	3,500,000.00	1,633,890.45	1,866,109.55	554,301.12	1,311,808.43	1316899.35	549,210.20
5-A	CS - DOF AND LGED	610,000.00	81,600.69	528,399.31	81,189.54	447,209.77	81189.54	447,209.77
5-B	CS - BWDB	380,000.00	132,709.13	247,290.87	204,379.00	42,911.87	204379	42,911.87
6	UNALLOCATED	300,000.00	0	300,000.00	300,000.00	0.00	300,000.00	0.00
SA-C	DOF 1A,2-A,3,4,5-A	0	690,958.76	-690,958.76				
SA-D	BWDB-CAT 1-B,2-B,5-B	0	453,990.81	-453,990.81				
	Totals (for all 11 Categories)	14,600,000.00	6,403,283.48	8,196,716.52	3,358,064.13	5,983,601.96	6,900,662.24	2,441,003.85

DISBURSEMENT FORECAST AND SAVINGS
As of 16-FEB-2004

Aquatic Biodiversity Conservation Project (GEF)								
Category	Category Description	Allocated SDR	Disb SDR	Undisb SDR	Forecast	Savings	Forecast	Savings
					Disb.		Disb.	
					Feb-Dec.2004		Feb 2004 - Dec. 2005	
1	CIVIL WORKS FOR DOF	220,000.00	53,554.05	166,445.95	146,445.95	20,000.00	146,445.95	20,000.00
2 (I)	CONSULTANTS PART A	500,000.00	311,240.80	188,759.20	217,399.20	-28,640.00	237,399.20	-48,640.00
2 (II)	CONSULTANTS PART B.3	50,000.00	33,347.24	16,652.76	23,292.76	-6,640.00	25,292.76	-8,640.00
2 (III)	CONSULTANTS,PT D 123	1,210,000.00	767,351.88	442,648.12	535,368.12	-92,720.00	583,200.12	-140,552.00
3	TRAINING, POLICY DEV	440,000.00	55,797.10	384,202.90	456,370.90	-72,168.00	456,370.90	-72,168.00
4	UNALLOCATED	370,000.00	0	370,000.00	100,000.00	270,000.00	100,000.00	270,000.00
SA-A	SPECIAL ACCOUNT	0	162,077.16	-162,077.16				
	Totals (for all 7 Categories)	2,790,000.00	1,383,368.23	1,406,631.77	1,478,876.93	89,832.00	1,548,708.93	20,000.00

Lessons to be learned from the WB/DFID/DOF Fourth Fishery Programme

Initial Framework

1. *Project Design*

- Examine process and outcomes? Contrasts between goals of DOF and donors should have been acknowledged and the project designed to address/accommodate these, process of analysis, negotiating, measuring change,
- More explicit analysis of potential inclusion and change processes for intended targets
- Clear timetabling of formal process – eg BWDB, IDA conditions
- Understanding related but different objectives of growth, equity and resource quality (3 basic sustainability themes) and institutional ownership of these.

2. *Project Implementation*

2.1 *Implementation process:*

- ‘Shared vision development’ (i.e. negotiation between DOF and FFP to have been built in at project inception and reviewed after first year)
- Capacity development for project partners (e.g. NGOs and CBOs,) to be planned for at project inception.
- Using an action learning approach throughout project – focus on what needs to be known and how to apply it

2.2 *Implementation strategies:*

- Primary influence of IDA funds and their structures/disbursement mechanisms – incentives and counter-incentives.
- Open-water fisheries management: high resource requirements from beneficiaries act as barriers to the participation of the poor; Transparency and accountability of many processes – how to address?.
- Develop set of criteria that will assist in identifying the likely problems and opportunities that will be faced by communities in attempting to establish CBFM in local water bodies.
- Data use and management – what can be done and by whom?
- CBFM is not one-size-fits-all, nor is it completely formless – semi-structured approach most likely and current projects could be grouped more effectively
- Holistic aspects of polder development – spatially, temporally, resource use, production, people, communities
- Important to keep track of fish as food supply for poorest amidst much change

3. *Monitoring:*

- Changing formats and procedures for WB and DFID – also need to recognise PP monitoring interaction
- Importance of amending logframe and key KPIs/OVIs in project proforma/project memorandum to reflect review outcomes – particularly MTR
- The value of review team engagement with DOF and FFP staff in debate around key issues, in enhancing both the validity (acceptance) of review process and the quality of monitoring should be recognised
- Use of reviews to resolve issues between DOF/FFP (and within FMCs!) should be questioned.

DFID PROJECT PROGRESS REPORT - Annex D

Monitoring ID :

Type of Report: For quarterly monitoring, complete Part A and C; for annual review complete Parts A, B and C
PART A.

Country:	Bangladesh	Project:	FOURTH FISHERIES PROJECT
Project Officer	Najir Ahmed Khan	Start Date:	NOV 99
Date of Visit:	February 10 - 23, 2004	End Date:	OCT 04
Date of Report:	Feb 23 rd 2004	MIS Code:	
		Risk Category:	

Project Budget	Spend in period under review	Cumulative spend	Forecast for current financial year
9760000			

Goal Statement	OVIS
Supergoal: See WB Fourth Fisheries	
Goal: Sector-related CAS Goal: Poverty alleviation through accelerated agricultural growth and rural development	Increase in crop, fisheries, and livestock production Increase in employment opportunities in the rural areas

Purpose Statement	OVIS
TO SUPPORT SUSTAINABLE AND EQUITABLE GROWTH IN THE BENEFITS GENERATED FROM INCREASED FISH AND SHRIMP PRODUCTION	
	<ol style="list-style-type: none"> 1. Production of fish from floodplains targeted by project increased by 100% by project end 2. Production of shrimp from shrimp polders targeted by project increased by 20% by project end 3. Production from aquaculture increased by 50% in target communities of 200 <i>thanas</i> by project end. 4. By end of project at least 80% of project benefits resulting from increased production will accrue to beneficiaries from moderately or extremely poor categories 5. Forum for representing user-group management institutions in project oversight and decision-making established by year 1 and sustained.

Outputs /OVIS	<i>Progress</i>		Comments
	Planned (period under review)	Actual (including comments if	Planned for next period

		required)	
<p>Output 1. Sustainable and equitable community-based systems of managing and enhancing inland open-water fisheries established and operational.</p>	<p>Ensure effective identification and targeting of poor and vulnerable groups in all project communities and develop viable strategies ensuring their livelihoods; develop a more targeted and effective strategy for stocking of floodplains and development of sanctuaries; limit stocks to funds raised by FMCS Joint training in biological fisheries management and data collection and use; also basic community involvement in fisheries management. Review BIMs from gender perspective; develop alternative livelihood proposals</p>	<p>Assessment of FFP's 50 open-water community-based management sites undertaken. FFP proposes to concentrate on 20 successful and potentially successful sites while providing assistance with ALGA to 30 unsuccessful sites. Positive cost/benefit outcomes from stocking have not been proved. Limited evidence of positive outcomes from sanctuaries and habitat restoration. Recommended training due to be completed during next period. Two further BIM studies undertaken (both now include one paragraph on impacts on women)</p>	<p>Revisit and improve categorisation of sites, develop strategy to improve capacity of fisheries management committees (FMCS) in all sites, develop programme of support for successful FMCS beyond FFP. Support ongoing collection and analysis of production data. Monitor and evaluate experience with enhancement measures. Learn and document lessons. Develop and complete programme of training for field staff</p> <p>Continue and complete programme of BIM studies. Review and analysis of findings</p>
<p>Output 2 Institutional arrangements for sustainable and equitable management and development of shrimp polders established and operational</p>	<p>Confirm availability of land for developing shrimp polder, with BWDB establish realistic program of development; Decisions by Nov 2003 to curtail work, or agree extension; need to ensure (i) no leases renewed, public canals clear of leases for private or collective use in development areas (ii) document impacts on private landowners and <i>khas</i> land lease-holders, finalize/execute mitigation agreements (iii). prior agreement with CBO for post-construction O&M (iv) practical proposals for strong representation at block and polder level by landless people; and (v) construction schedule agreed with the community.</p>	<p>BWDB has confirmed availability of land (including leasing/compensation arrangements with land owners and lessees). Progress with [iii] [iv] [v] has been very slow and although some social mobilization has occurred, little can be taken forward unless construction works proceed.</p>	<p>Construction of shrimp polders now contingent on extension of IDA (World Bank) credit beyond December 2004. If construction does go ahead, it is essential to link FFP work with shrimp polders with related initiatives in shrimp culture, livelihoods and coastal management; recognizing the presence and needs of poorer households in these areas.</p>
<p>Output 3. Environmental</p>	<p>Stronger emphasis is required both for</p>	<p>An alternative income generating</p>	<p>Remains essential to support the</p>

<p>sustainability of shrimp fry collection increased</p>	<p>shrimp fry collectors and other potentially disadvantaged groups in and outside the polder area. Planned TA should proceed by 30 October 2003 with input from a national AIGA specialist.</p>	<p>project proposal developed by livelihoods expert is not considered feasible for implementation by FFP due to the time constraints and resources involved.</p>	<p>needs of poorer households (including shrimp fry collectors). NGOs to provide AIGA training and make suggestions about linkages to other sources of credit for affected communities within inside and outside the polder</p>
<p>Output 4 A national aquaculture extension strategy developed, approved, coordinated and implemented</p>	<p>Develop extension strategy based on wider partnerships; future PRA impact surveys of who participates in pond culture. For households trained in similar programs, one male and one female household member should be included. Impact studies should draw fully from gender and poverty disaggregated information and future studies should include exploration of secondary impacts for these groups Constraints to women's participation in training should be documented, and focus groups with women/other groups supplemented by household case studies.</p>	<p>Good progress has been maintained in this area, with most targets being met or exceeded. Draft aquaculture extension strategy has been prepared and is awaiting approval. Further information on poverty and gender perspectives is being assembled, but this has yet to focus into guidelines for future initiatives. The workshop for female extension staff still requires to be run. Secondary impacts of project activities appear to be more limited than expected, though further information is needed.</p>	<p>AES to be finalised and approved. Strategy for aquaculture investment developed (including LEAF). Develop capacity to use participatory evaluation and analysis techniques. Undertake analysis of impacts of FFP activities on poor and vulnerable households and household members (e.g. women). Ensure guidelines for how PRA and other social impact approaches to be brought into routine practice to be included in monitoring and evaluation strategy. Finalise plans, run and evaluate female extension staff workshop</p>
<p>Output 5 Understanding of aquatic resource and biodiversity conservation improved.</p>	<p>Mainstream the aquatic biodiversity component and identify a location for its database; extend work to get preliminary data on how sanctuaries and stocking program – contribute to or degrade aquatic biodiversity. The DOF to broaden coastal program and use techniques developed to evaluate aquatic biodiversity within alternatively managed coastal. Connections may be made with SUFER project to link with Khulna University</p>	<p>Limited progress in mainstreaming biodiversity. Progress has been made in preparing the Biodiversity Conservation Assessment Framework (BCAF) and GOB/Ministry of Environment's initiative towards finalization of a National Biodiversity Strategy and Action Plan.</p>	<p>Network and coordinate with selected institutions for mainstreaming biodiversity issues in national policies (including the importance of biodiversity to fishing livelihoods) The Draft national biodiversity strategy is expected by March 2004. Arrangements for longer-term establishment of the biodiversity database need to be finalized.</p>
<p>Output 6 Socially and ecologically sound <i>hilsa</i> management plan developed and implemented</p>	<p>Assess by March 2004 potential social impacts on fishing communities, emphasise poorer groups, inform management plan and ensure mitigation strategies are realistic, with</p>	<p>Assessment of social impacts of <i>Hilsa</i> management plan ongoing</p>	<p>Assessment of social impacts due to be completed in March 2004</p>

	<p>options for AIGAs to reduce fishing pressure, particularly when critical. Sanctuaries should not preclude local households from fishing adjacent where they live but only cover part of that fishing area. The monitoring program should be developed for hilsa and other key species, to show incremental impact on aquatic biodiversity in the Meghna River system. Draft Management Action Implementation and Mitigation Plan presently under review by the DOF. This to be submitted to IDA before finalizing and recommendations concerning adversely impacted fishers should be included.</p>		
<p>Output 7 Capacity of DOF to manage and support the sector and implement National Fisheries Policy strengthened</p>	<p>With TA team support, and based on FFP/other experience, a review of lessons learned and good practice in working with NGOs, and develop guidelines for both parties to work more effectively together. M&E to be institutionalised by building central database, feeding policy/decision process. MOFL and DOF to confirm longer-term staff commitment to strengthened M&E and communication function by March. 31 2004. An experienced National Consultant Training Advisor to be deployed by November 2003, define clear mandate, role and responsibility for Training Wing, based on developing an efficient and focused group relying on effective networking, coordination and outsourcing. To address strategic needs, the TA team's priorities would be to:</p> <p>(a) provide focused strategic social and technical inputs to address key</p>	<p>Review of FFP and other experience of good practice in working with NGOs, and development of guidelines is outstanding</p> <p>M&E functions continue to improve, MIS concepts gaining interest within the DOF. Major concern is potential lack of provision to support M&E post-project. Progress with institutionalisation of M&E difficult to ascertain. National consultant training advisor was appointed in December 2003. The training advisors' report requests further support to clarify the roles and responsibilities of the training wing. A general training needs assessment has been done but needs to be more specific and greater coverage of staff.</p> <p>(a) The technical assistance provided has delivered, though continues to be constrained by ad hoc demands for implementation assistance, and unnecessary restrictions on external</p>	<p>Review of FFP/ other experience of good practice in working with NGOs, and development of guidelines to be completed.</p> <p>DOF to confirm longer-term commitment to M&E urgently. M&E sub-sector strategy to indicate how M&E institutionalisation will be achieved (e.g. how the ME database will be used to feed information into policy making).</p> <p>Training policy to be adopted by DOF before June 2004. This should outline the role and responsibility of the training wing and how gender and poverty awareness training will be ensured for DOF staff.</p> <p>[a] To strengthen the focus on improving project performance, individual work-plans with specific targets and milestones need to be established for the TA team, and performance in meeting project</p>

	<p>constraints in achieving the project's purpose level aims;</p> <p>(b) ensure poverty, equity and gender lessons properly understood and disseminated; feed development of strategies With DOF, finalize strategies and wider sectoral linkages to ensure project purpose met.</p> <p>(c) Check design/construction of physical structures; ensure they meet community expectations, and promote mobilization of communities in open water fisheries management and extensive shrimp culture, ensuring interests of small holders and poor shrimp farmers are taken into consideration; and</p> <p>(d) develop M&E strategy to enable DOF and partners to establish long-term knowledge base, strengthen DOF's advisory capacity within partnerships at local and national level.</p> <p>The TA team's progress would be evaluated by DFID and IDA by February 2004. A revised target be set out for the NFS prepared by June 30 2004, with target for a revised organizational plan and sectoral investment by October 31 2004, based on a clearer concept of shared responsibilities amongst sectoral stakeholders and a more focused expertise for the DOF.</p>	<p>access.</p> <p>(b) The ongoing monitoring and evaluation work is improving the quantity of information available to FFP on the poverty equity and gender impacts of FFP initiatives. It is increasingly important that this information is used by DOF.</p> <p>(c) Concern at the absence of a plan to support the interests of the communities and more vulnerable stakeholders in the cases of both the shrimp polders and the open water fish passes and regulators.</p> <p>(d) Progress with institutionalisation and development of M&E strategy was difficult to ascertain (as outlined above)</p>	<p>objectives should be assessed at the next project review.</p> <p>[b] TA team to develop and implement capacity to analyse, probe, learn and disseminate the lessons from this work and supports the DOF to develop and apply this information to its strategic development.</p> <p>[c] TA to develop and initiate links with related open water and coastal zone management initiatives, learn/share experience and develop exit strategies for FFP.</p> <p>[d] M&E sub-sector strategy due June 2003 to indicate how M&E institutionalisation will be achieved (as outlined above).</p>
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<p>General progress assessment - Project Purpose</p> <p>Justification: Although growth in benefits generated from increased fish and shrimp production is possible, the likelihood that these will be sustainable or equitably distributed is small. Furthermore, there is evidence that some of the project's activities have resulted in disbenefits to the poor and vulnerable.</p>	<p>4</p>
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The low probability that the outputs will achieve the project purpose can be attributed (at least partially) to the invalidity of many of the project's output to purpose assumptions, including: "NGOs that have the capacity to support community management can be identified"; "Consensus on appropriate institutional arrangements and technical interventions achievable"; and "Management and staff of DOF internalize change process". It can also be attributed to the invalidity of the assumptions implicit in the project's approach. These include the assumption that DOF shares the project's concern with reducing poverty and that TA inputs would be able by themselves to create the necessary institutional and attitudinal changes within the DOF.

General progress assessment - Project Outputs

3

Justification:

Although the outputs are more capable of being achieved (with variable potential) than the project purpose, and implementation progress has improved to marginally satisfactory, the achievement status of the project outputs remains unsatisfactory. Progress since October 2003 in each of the project's outputs has been variable, but overall slightly more positive: output 1 is only likely to be achieved in a minority (20%) of sites; output 2 constrained by potential to develop polders, though some community activation; output 3 – some achievement if in conjunction with other initiatives, and other income generating activities; output 4 – the NAES is being developed, and AET has been successful at local level - but implementation will require wider networking; output 5 is being achieved though requires to be mainstreamed; output 6 is also being achieved, though should be strengthened with social mitigation measures; output 7 is likely to be achieved only to a very limited extent. DOF has made some slow progress in considering the strategic issues within in the fisheries sector.

PART B.

Purpose /OVIs	Progress	Comments
1. Production of fish from floodplains targeted by project increased by 100% by project end	Variable increases though some positive results: cost-benefit: of stocking doubtful though sanctuaries may be better; concern for rural elite capture of resources and negative impacts for the more vulnerable	Need to collect reliable data and complete analysis of impacts of stocking, sanctuaries etc. including cost-benefit analysis and possible comparison with non-project sites, to guide FMCs and DOF for realistic management planning.
2. Production of shrimp from shrimp polders targeted by project increased by 20% by project end	Unlikely to be realized due to project delays. Potential concern for equity and resource access for poorest	Not clear whether baseline production data is widely established – areas targeted have reduced.
3. Production from aquaculture increased by 50% in target communities of 200 <i>thanas</i> by project end.	Good progress and may be delivered, plus secondary uptake; gender and poverty targeting unclear but this is being addressed	Yield increases depend on access to resources; there may be considerable further potential.
4. By end of project at least 80% of project benefits resulting from increased production will accrue to beneficiaries from moderately or extremely poor categories.	Reduced from 80%; very unlikely to be delivered due to rural elite capture in fisheries, and limited access to resources for aquaculture; attempts now being made to reduce these effects may improve outcomes	Need to continue increasing role and representation of poor in FMCs, e.g. through provisions for poor in by-laws and constitutions. Also need to understand wider poverty impacts of aquaculture development
5. Forum for representing user-group management institutions in project oversight and decision-making established by year 1 and sustained.	Fish Management Committees set up but not effective for PDOs, Polder committees only recent and also with concerns for equity; networks/strategy groups set up but with little current promise for sustained existence.	Although too late to achieve OVI, FMCs are now networked in general. There is scope for FMCs and other project CBOs to meet and review their experiences and lessons and feed this to the projects, DOF and Donors within the remaining time. But this needs good outside facilitation and acceptance of the process by DOF.

Attribution

Purpose to Goal
 The growth in the benefits from increased fish and shrimp production that the project has achieved is at present unlikely to make a significant contribution to poverty alleviation. The reasons for this centre on the failure of the project to effectively target poorer households: e.g the design of project initiatives which require substantial ex-ante resource inputs from beneficiaries have either excluded the poorest or required them to borrow from money lenders. In some cases, rural elites have captured the project benefits and poorer have become worse off.

DOES LOGFRAME REQUIRE REVISION?
 Both the logframe and the GoB's project pro-forma should have been revised at the mid-term review stage. The project's OVI's do not fully capture the themes and issues of implied in the project outputs – e.g. strategy development and institutional organization and conduct, links between biodiversity and

sustainability, links between production, costs and resource access, wider livelihood implications. However, due to administrative constraints it is not considered worth revision at this late stage in the project.

DO PIMS MARKERS REQUIRE REVISION [Mandatory for projects approved prior to 1.8.98]

No

Quality of Scoring

3

Lessons learned, and suggested dissemination

The capacity of NGOs to support communities in developing complex fisheries management arrangements should not be overestimated. The design of future community based fisheries management interventions should include at least one year to develop NGO capacity and a further year to prepare and develop successful community-based fisheries management organisations.

The design of future community based fisheries management interventions should ensure that requirements for resource contributions do not exclude poor households and neither do they attract elite capture. FFPs stocking initiatives have proved particularly prone to elite capture and it is important that future projects do not involve DOF in stocking procurement. In contrast, there is some evidence that sanctuaries and habitat restoration are effective in increasing production and are easier for community based FMCs to operate. The potential to identify and incorporate champions in the FMCs needs to be investigated.

Ambiguity in the arrangements for acquiring leases to waterbodies for FMCs and ambiguity in the status of these leases creates scope for conflict within fishing communities. The design of future community based fisheries management interventions should include scope to develop mechanisms for improving the accountability of the leasing process (e.g. using radio and/or newspaper coverage). For example, wider distribution to key stakeholders of all formal documents, MOUs, handovers, by-laws etc. in a bound report.

The contrasts between the DOF's goal of increasing fisheries production and the project's aim of addressing poverty (through increasing production) should have been recognised in the project design. In particular, the inclusion of institutional objectives as key performance indicators (OVIs) in the GoB's project proforma would have created a greater awareness among the project stakeholders of the need for change within DOF. In future, DOF project design should require that support for the implementation of project activities is contingent on collaborative strategy development within DOF.

The focus of technical assistance during the remainder of the project should be on learning lessons from FFP and other DOF and related project experience. Analysis of these lessons should be based on the increasing quality and quantity of the project's monitoring and evaluation information combined with CAS, institutional assessments, BIMS studies, PRAs and also discussion and feedback from stakeholders in Bangladesh's fisheries sector both from within and outside FFP and DOF.

The scale of OWF sites should be combined along with administrative, institutional, social, and environmental complexity in drawing lessons, since many OWF sites involve several component areas and were they under other projects would have more complex institutional arrangements customised to the situation.

EMCs mostly have diverse types of members, more homogenous fisher-based management tends to be more equitable. Also the number of beneficiaries needs to match the resource potential, if there are too many fishers AiGa need to result in new professions for the excess fishers.

PART C.

Key Issues / Points of information

The following section provides summary comments on the specific issues raised in the terms of reference for this review.

Institutional development

- Comment on the progress of the TA team in supporting, and influencing, organisational reform within the DOF and to extent that TA team can engage DOF in institutional development activities; comment on the progress of Participatory Fisheries Planning Team formation and recommendation made by the previous review team in this regard.

The Institutional development component has made some progress, with useful interactions with other institutions in key themes, but the National Fisheries Strategy (NFS) has again slipped back, with a draft, rather than completion by June 2004.

- Comment on the progress towards the development of a Mission statement and operationalising the National Fisheries Policy and assess the degree of commitment, vision and ownership (centrally and locally) towards implementation by DOF and MoFL. Note the apparent disjuncture between the future vision of DOF (as highlighted in their GOB activity plan for developing productivity of ponds and waterbodies) and the approaches that DFID would support.

Progress in developing ownership within the DOF and working effectively in partnerships is also slow. There is little sign so far of the DOF dealing proactively with change in the sector and its networks of agencies and institutions, and it is doubtful if it will place itself strategically to meet future challenges.

- Assess progress towards the preparation of strategies for key sub-sectors and incorporating these into the overall strategy for the implementation of the National Fisheries Policy (e.g. inland fisheries, inland aquaculture, marine fisheries, quality control, shrimp farming).

The October 2003 review mission highlighted its concern that the FFP's work on strategic development was primarily project and donor-driven rather than being stimulated by need within the DOF, despite of the importance being accorded to such development at national level. Although slower than anticipated, progress has been made in the development of the sub-sector and national fisheries strategies. Although, DOF acknowledges that (in the current context of the department's human resource constraints) strategic development is not a priority for staff, DOF has made a firm commitment to the delivery of sub-sector strategies by June 2004 and the national fisheries strategy and action plan by October 2004.

- Comment on scope within DOF/FFP to institutionalise strategies and potential to develop realistic strategic action plans within remaining project period, particularly without clear MoFL commitment and 'buy-in' or a DOF organisational strategic plan in place. (see comment above)

- Review and comment on the current position of the open-water component with respect to the relationships of the various agencies, the ownership of DOF in supporting this process and assess the options for improving the CBO management structures and systems and capacity of those organisations to achieve significant changes and potential to link this to other initiatives in the sector.

FFP has undertaken an assessment of its open water fisheries management sites and this includes a review of relationships between stakeholder agencies and the fisheries management committees (FMCs) at each site. This assessment has been used to derive a categorisation of FMCs according to their potential for success. Although an important first step, this categorisation needs to be revisited and strategies developed for supporting the FMCs. While DOF control over community-based systems is supported, DOF ownership of concepts of shared responsibilities, interlinking production with equity and resource conservation issues, is much more limited.

- Review and comment on approaches defined and adopted to improve partnerships between DOF, NGO's and CBO's to promote community based fisheries management benefiting genuine fishermen households in order to create sustainable community based fisheries management organisations.

FFP has planned a series of workshops to improve coordination between DOF, NGOs and CBOs (i.e. FMCs). The review was able to observe one of these, and was concerned by the dominance of the agenda and content by the DOF. It is important that the remaining workshops in this series are

facilitated by objective experts rather than by DOF staff and that they include NGO field staff rather than their district officers.

- *Review and comments on the initiatives taken by the FFP to support and strengthen capacity of the DOF Training Wing in order to address DOF's strategic HRM/D requirement.*

The October 2003 review mission noted that limited progress had been achieved in mainstreaming and refocusing training and management. That mission recommended that "...an experienced National Consultant Training Advisor should be deployed by November 2003, to define a clear mandate, role and responsibility for the Training Wing...." The training advisors' report confirms that a national consultant training advisor was appointed in December 2003, it outlines the threats and opportunities to the future of the training wing and requests further support to clarify the roles and responsibilities of the training wing. No indication of what these could or should be was provided and this mission recommends that a training policy is adopted before June 2004.

- *Comment on the progress of the project components towards creating linkages, coalitions and alliances with other projects, government and development agencies to support sustainable and equitable fisheries management and to improve the institutional capacity of DOF to address these issues and assess the options for ensuring sustainability of the various activities that have already been implemented.*

Progress in this area has been limited with DOF continuing to be reluctant to allow FFP to develop external contacts.

- *Comment on how the project can support the key outcomes of the Fisheries Sector Review and Future Developments. Some recognition is given to the FSRFD, and this has informed the Strategy processes: if TA is permitted to develop lessons learned and stimulate/strengthen strategy processes, and if initiative such as an open-water strategy, and an aquaculture investment plan are developed, these will be valuable contributions. Ideally also, the National Fisheries Strategy would represent key issues from the FSRFD, and action plans would develop the FSRFD's strong recommendations for institutional partnerships and greater recognition of the role of the private sector from micro-scale enterprises to corporate interests.*

Open-Water Fisheries & Community-Based Management

- *Assess the experiences of the project in developing improved institutional models of community-based fisheries management approaches that focus on the needs of fisheries but address issues of wider representation and managing the natural resource base highlighting the key lessons learnt and best practices that could be used as guiding principles for any future interventions.*

Only a small proportion (~ 20 per cent) of the project's open water community based fisheries management sites are currently considered to have been successful. Work to address issues of representation and best practice and learn lessons is still to be done. This should be a key focus of the technical assistance during the remainder of the project.

- *Assess to what extent the project has been able to develop approaches and strategies to counteract the elite within communities capturing resources in open water fisheries management component and strengthen the partnership between Department of Fisheries, NGO's and community based organizations as well as initiate alternative livelihoods activities among affected groups.*

In the 20 per cent of sites which the project considers to be successful such success has largely been achieved because local stakeholders have been able to counteract the elite and develop strong partnerships with DOF and NGOs that have enabled them to do this. Nevertheless, as mentioned above, work to analyse these experiences and learn and disseminate lessons from them still needs to be done..

- *Assess how the NGO's are promoting community based fisheries management, support for community mobilization and equitable distribution of benefits from project interventions in relation to their experiences, competencies and capacities.*

In the small number of successful sites such success can be partially attributed to good NGO performance. Although the majority of NGOs are able to mobilise communities, they do not have fisheries management skills. To date, NGO field staff have not received the training they need in community

based fisheries management and in the majority of cases (often related also to the general levels of NGO motivation and performance), NGOs have not succeeded in promoting the equitable distribution of project benefits.

- Evaluate the need for and project plans to further improve the capacity of DOF on local level and NGO's to support and strengthen CBOs to take up wider management measures than those at present implemented with the aim to ensure sustainability of these organisations.

FFP has developed a programme of training for DOF staff and NGOs, this includes workshops designed to enhance coordination between NGOs, CBOs and DOF. However, insufficient detail was provided to enable any assessment of this training programme. The review team was able to observe the first coordination workshop. This was facilitated by the DOF rather than by professional and objective facilitators. A mix of workshops, formal training and on the job capacity building will be needed.

- Assess progress towards the capacity-building activity in developing a community-based fisheries management approach, comment on whether the approach needs to be reformed and how this affects the ability of the smaller NGOs to address the complex social issues surrounding community-based fisheries management and role of the project in managing this process given the human resource constraints of the TA team, the lack of support from the DOF and the short timeframe;

See comment above. It is essential that the training programme planned uses professional training facilitators and resource people.

- Comment on the scope of supporting livelihoods other than fisheries, especially during the close season, after stocking has taken place in light of the recommendations made by the credit specialist;

Although budgetary provisions are available for this work, there is concern around the feasibility of developing the ALGA project that has been proposed by the livelihoods specialist at this stage in the project. NGOs with ongoing ALG expertise are already active in many of communities with which FFP works and the project should assist these NGOs to support the development of more diverse livelihood options in affected communities including developing new professions for those who want to end fishing, and with an emphasis on enterprise development with observing fishery management plans.

- Assess how effective the project has been in creating linkages with the Wetlands Network to take forward the agenda of managing aquatic resources in a sustainable manner;

Work on creating such linkages remains to be done and should be a key focus of the TA team over the remainder of the project.

- Review progress in filling vacant DOF posts on Upazila level that are adversely affecting project delivery;

Little progress on this – there are wider issues of establishment size and of the effective function of local administration which are outside the immediate scope or influence of this project.

- Assess progress in phasing out NGO involvement in catch assessment survey data collection;

DOF field staff have now received some training and instructions for undertaking this work and NGO involvement in the CAS has recently ceased. The TA team expressed their concerns about the likelihood that DOF will maintain the CAS data collection without a similar level of incentives to those received by the NGOs from the FFP

- Assess DOF to exploring the lessons learned from the open water component. Specifically, explore how the lessons learned are being incorporated into the Director General's vision for the future of the Department.

As mentioned above, work on exploring and learning lessons is ongoing. A wider degree of collaboration with other programs to share lessons learned and develop good practice is essential but is slow to emerge. It is anticipated that these will be incorporated in the open water fishery sub-component strategy which DOF has agreed to finalise in June 2004. The extent to which this is endorsed and used positively by the Director General remains to seen, and would require continued advocacy.

Freshwater Aquaculture Extension & Training

- Assess the progress towards reaching poorer households particularly in achieving training objectives and wider livelihood outcomes.
Although a sample survey of training impact has been done and reported, this does not provide the analysis of this component's secondary impacts on poverty and wider livelihoods. This analysis remains to be done, and it will be important to understand more about the potential poverty linkages of aquaculture development.
 - Assess to which extent the monitoring system is effective in determining and understanding the social context of the beneficiaries and who the project is actually working with through the training programme or extension reach and the inclusion of women.
The interim report of the sample survey of training impact does not demonstrate a high level of understanding about the social context of the beneficiaries and the review recommends that the capacity to undertake this analysis is developed and implemented during the remainder of the project.
 - Comment on the opportunities for creating linkages, coalitions and alliances with other projects and government agencies working in service delivery in the NR sector to improve the institutional capacity of DOF to address these issues.
Although these opportunities exist, they have not been investigated extensively by the project and given the reluctance that DOF has around FFP developing external links, unless a significant shift in attitude and approach is brought about, such opportunities are unlikely to have an impact on DOF before the end of the FFP.
 - Comment on the sustainability of the extension approach and its incorporation into the NAQES for future implementation as part of a DOF led strategic extension plan. How does the approach link with other Departmental extension initiatives and comment on a 'harmonisation process' to incorporate extension activities within the strategic plan.
The Aquaculture Extension Strategy, though complete in a draft form for over a year, is still not approved and adopted for development. Other strategy elements are still being developed, despite considerable effort to stimulate the process, and there as yet little evidence of a broader and more coherent approach emerging, even though such an approach is directly available via the FSRFD
- Shrimp**
- Comment on FFP actions to support the implementation of relevant aspects of the Shrimp Action Plan
Progress in developing the shrimp polders has been very slow and although some social mobilization has occurred, little can be taken forward unless construction works proceed. Before doing so it would be essential to link this with current approaches to coastal development and management, recognizing the presence and needs of poorer households in these areas, to ensure that this component was properly linked in with related initiatives in shrimp culture, livelihoods and coastal management, and to take forward identified AIGAs.
 - Assess preparations and designs for shrimp polder development in light of required needs of water management for environmentally friendly shrimp cultivation and social issues related to ownership of land and leases of khas canals.
(see comment above)
 - Assess process for preparation of construction work as agreed in the Aide-Memoire from the last mission
BWDB has confirmed availability of land (including leasing/compensation arrangements with land owners and lessees) as required by October 2003 review mission. Further progress will be contingent on a request being made, and approved by WB, to extend the current IDA credit period.
 - Assess progress in the identification of alternative livelihoods for shrimp fry collectors and initiation of activities to support alternative livelihoods for this vulnerable group
A proposal for an alternative income generating project associated with the polders was developed by the livelihoods expert deployed as recommended in October 2003. Although the review mission has not seen this proposal, FFP does not consider that the proposal is feasible as it currently stands. The review mission recommends that rather than providing AIGAs projects as alternatives to those unable to benefit from FFP initiatives, AIGAs training and

assistance to communities in accessing NGO support are provided by FFP as part of ongoing initiatives where appropriate.

Monitoring and evaluation systems

- Review the progress made towards implementing M&E systems, both qualitative and quantitative.

The Monitoring and Evaluation functions of the project have been steadily improved in both output and quality, and are now capable of describing change and impact, and relative effectiveness, of most of the main project themes. However, the strategic approaches to M&E (ie proactive decisions about priorities for data collection and analysis, rather than basic routine data collection) still require to be developed.

- Comment on the ability and willingness of the project to generate and provide accurate and timely information to measure progress and track project's impact on the poor.

Although willing to investigate its impact on the poor, FFP needs to develop its capacity to define and analyse poverty and gender issues.

- Assess the revised M&E approach and DOF's commitment to institutionalise monitoring and evaluation into its regular activities
- Although the M&E functions continue to improve, and MIS concepts are gaining increasing interest within the DOF, the major concern is the potential lack of provision to support M&E post-project. This should be addressed as a matter of urgency. The October 2003 review mission recommended the institutionalisation of the M&E function by building a central data base and feeding into the policy/decision making process on a regular basis. Progress with this was difficult to ascertain during this mission and this mission recommends that the M&E sub-sector strategy which DOF has agreed to complete in June 2004, clearly states how such institutionalisation will be achieved (e.g. how the ME database will be used to feed information into policy making).*

Gender

- Review progress towards incorporating gender equality issues and more gender focused activities within project activities. Special attention should be given to relating these issues to the DFID, CAP with recommendations (within the existing framework and linked to Gender review (2004) recommendations) as to how the project may reorient its activities in line with the principles and goals of the CAP.

The project has made progress in disaggregating monitoring and evaluation data by gender and the two most recent beneficiary impact monitoring studies have identified both positive and negative impacts on the female members of fishing households involved in the open-water community based fisheries management initiatives. Nonetheless, the project needs to develop its capacity to investigate the reasons behind differential impacts (e.g. lower returns earned by women involved in aquaculture) between men and women and disseminate the lessons to be learned.

As recognised in DFID's RLP Gender Review, the failure to undertake and incorporate an analysis of gender inequality as part of the project design has limited the extent to which initiatives to address gender inequality can become an integral part of the project. The potential for reorienting project activities towards the gender goals in the CAP is greatest in the project's aquaculture extension and training component. This component has enabled women to benefit from small-scale pond-culture enterprises. Where they are close to the homestead, women can have access to ponds and pond-side extension work enables women to benefit from this component of the project. However, lack of access to ponds and the other resources required for aquaculture excludes both the poorest men and women from participating directly in this project component. Further analysis of the indirect impacts of aquaculture training and extension on non-participating community members is needed.

The project has made good progress in including women in its aquaculture extension and training component: both employing female extension officers and training men and women. As recommended in October 2003, the project is planning a workshop to support female extension officers in addressing the problems they face in the male dominated fisheries sector.

Environment

- Review progress in integrating environmental/biodiversity issues in the work of all components
The Aquatic Biodiversity Conservation Project is expected to achieve its objective of supporting the conservation of globally important wetlands and aquatic biodiversity, provided risks related to the slow progress of the FFP-supported institutional development program are addressed. Progress has been made in preparing the Biodiversity Conservation Assessment Framework (BCAF) and GOB/Ministry of Environment's Initiative towards finalization of a National Biodiversity Strategy and Action Plan. The Draft national biodiversity strategy is expected by March 2004. Progress in mainstreaming biodiversity has been limited and arrangements for longer-term establishment of the biodiversity database need to be finalized.

Bangladesh – Fourth Fisheries Project
ACTION PLAN
(To be discussed and agreed)
Table 1

No	Project Components	Issue/Action	By whom	By when
I.	Inland Open Water	Programme of support for succeeding FMCs beyond FFP; including objectives that [i] FMCs are registered; [ii] subject to satisfactory performance, FMCs are able to lease water bodies directly from MoI; [iii] FMCs are supported by local beneficial influentials identified through studies of local power structures; and [iv] training in AIGAs is provided where appropriate	FFP/DOF	Sep '04
		Revise FMC categorisation to develop more targeted approaches; strategy for developing capacity of FMCs (including registration, conflict resolution, consensus building and catch monitoring for FMC's own management purposes); incorporate these into OWF strategy	FFP/DOF MOFL/MOL	Categories April '04 Capacity strategy set out and activated Jul '04
		Final decision regarding fish structures - contingent on extension of IDA credit for FFP beyond Dec '04	WB	May '04
		Assess impact of early lease payments, possible credit instruments; support OWF sub-component strategy to defer lease payment from April to November.	FFP/DOF	Jun '04
		Support to DOF field staff in interpreting OWFC operational guidelines; at regular coordination meetings and training workshops.	FFP/DOF	Urgent
		Support ongoing collection and analysis of production data, develop protocols for data analysis and use	FFP/DOF	Jun '04
		Monitor and evaluate experience with sanctuaries (using participatory and other methods)	FFP/ DOF	Oct '04
		Develop linkages and share approaches /experience with other open water fisheries projects (e.g. CBFM2). Evidence and document on lessons learned from OWF component for sharing with wetlands networks, CBFM2 and other DOF projects.	FFP	Apr '04 Document Jun '04 (1 st draft) Sep '04 (final)
		Final decision regarding shrimp polder rehabilitation contingent upon extension of IDA credit for FFP beyond Dec '04	WB	May '04
		II.	Coastal Shrimp Aquaculture	Initiate linkages with other coastal zone management/ coastal aquaculture projects.
NGOs to provide AIGAs training and make suggestions about linkages to other sources of credit for affected communities within inside and outside the polder	FFP/DOF			Jul '04
III.	Aquaculture Extension and	Finalise plans for/run female extension staff workshop; provide participatory evaluation training for further analysis of AET impact on gender and poverty	FFP/DOF	Apr '04 (carry out by Jul '04) Sep '04

Training	Amend LEAF piloting manual to address gender and poverty issues effectively; assess similar approaches in other sectors and develop strategy/costed overview to incorporate into future funding strategies	FFP/DOF	Amend Mar'04 Overview Jun'04	
	Feed experiences and lessons learned into strategy for investment in aquaculture development, to link with Action Plan	FFP/DOF	Sept '04	
	Aquatic Biodiversity Conservation	Preparation of potential work programmes up to December 2004 <i>and alternatively: June 2005</i>	GEF/DOF	Immediate
		Complete and agree exit strategy for sub-component	GEF/DOF	May'04
		Assess social impacts of Hilsa management plan	DOF/NGOs	May'04
		Develop biodiversity assessment framework and protocols for incorporating biodiversity monitoring within all fishery development initiatives	DOF/ MOFL-MOE	Mar'04
		Network and coordinate with selected institutions for mainstreaming biodiversity issues in national policies	DOF/ MOFL	Jun'04
		Biodiversity database uploaded on appropriate website.	GEF/DOF	Jun'04
		The importance of biodiversity on fishing livelihoods to be incorporated in NFS	GEF/DOF	Oct'04
		Monitor and evaluate impact of training for hatchery operators	DOF/GEF TA	June '04
Evaluate biodiversity impact of shrimp polders		GEF-TA	June '04	
Commitment from DOF obtained to ensure TA team concentrates for remainder of FFP on strategic issues and critical lessons learned, and not on implementation issues.		FFP/DOF	Urgent	
Institutional Development	Confirm with DOF arrangements for: (a) continuation of M and E work with DOF; (b) monitoring to include outcome and process monitoring	DOF/MOFL	Mar'04/ July '04	
	Targeted work-plans/milestones for TA team; finalise work plan to June 2005	FFP/DOF	Mar '04 Jun '04	
	Training policy for DOF staff, including gender and poverty awareness training, to be adopted	DOF	Jun '04	
	PCD to confirm that the rehabilitated FETCs/fish seed farms are being used for the intended purposes. PCD to submit operation plan for the 20 FETCs and 2 RTCs, rehabilitated under this project.	FFP	March '04	
	Sub component strategies and action plans to be completed:	FFP/DOF	Sep '04 (see below)	
	-- Open Water Fisheries (strategy) (action plan)		Jun '04 Sep '04	
	-- Shrimp (strategy) (action plan)		Apr'04 Jun '04	
	-- Monitoring and Evaluation (strategy) (action plan)		Apr'04 Jun '04	
	-- Aquaculture (strategy) (action plan)		Apr'04 Jun '04	
	National Fisheries Strategy and action plans to be drafted and finalised	FFP/DOF	Aug'04 (draft) Oct'04 (final)	

Recommendations	Responsibility	Date for completion
1. See actions recommended in table above	See table above	See table above
2.		
3.		
4.		
5.		

Review team:	IDA: M. Mudahar, R.D. Zweig, B. Ahmed, T.K. Barua, and S.A.M. Raffiquzzaman; and DFID: M. Leach, T. Robertson, D. King, A. Dey, N. A. Khan, P. Sultana, T. Sarch and J.F. Muir.
People met:	Secretary, Ministry of Fisheries and Livestock Martin Leach, Duncan King, Najir Khan, DFID Director General, Department of Fisheries BW/DB representatives LGED representatives FFP Technical Assistance team DOF counterpart staff DOF field staff in Kurigram District FMC members and former members in Dasherhat Chara, Rajshahi Division Attendees at DOF/NGO/CBO workshop, Mymensingh Alan Brooks RLEP

Scoring system:

- 1 = likely to be completely achieved 4 = only likely to be achieved to a very limited extent
2 = likely to be largely achieved 5 = unlikely to be realised
3 = likely to be partially achieved x = too early to judge extent of achievement

General

- Some progress on key areas since the last review, but questionable on current trends whether much strategic/lesson-learning work can be achieved in remaining period. A sign of patient hope and commitment to stay in, but not to be abused. If strategy/lesson learning remains a desirable for DFID, will need either firm pressure to focus TA team, or closing down and a separate process of at least equivalent length, established at the outset as a cross-sectoral/agency initiative. Perhaps linked with PRSP, Planning Commission, Water sector, moving forward on earlier foundation of Fisheries Futures?
- Close interaction with WB essential – signs they would welcome this, and process of linking to DFID's country strategy. New mechanisms – local government partnerships? Lessons from other sectors?
- Need to set context within bigger picture - wider trends in land and water use, economic shifts, governance trends at macro and micro level, increasing (formal) privatisation of rights – means by which poorer groups remain engaged in society and economy
- In order of development potential/timing, inland aquaculture, open waters, coastal aquaculture and marine fisheries (not in FFP) are future themes, with massive NR and SD implications
- Exit strategies not explicit, but practical outcomes can be realised – much depends on pace of DOF change and whether/how much TA needs to detach. They should be spelled out by the next review.

TA Team

- TA team needs to be stimulated to deliver – individual workplans a way forward – tradeoff between contract certainty and expectations; Arne and Richard in particular need to feel they can push for goals within the timeframe, and on 'nothing to lose' basis should be prepared to take risks.
- Mike needs to be pushed to more strategic levels – the why as much as how on data and information
- Essential that Paul and Debbie don't get hit with implementation tasks.

OWFC

- Concern about OWFC and position of communities; need to sharpen up diagnostic of site conditions and appropriate responses
- Planning can be done by TA team, but should involve DOF and partners in action learning
- Possible thematic linkage with CBFM-2 – which itself could be more developed as a strategic and development-outcome initiative – decisions at next review Oct 2004?
- Lessons learned re people involved in fishing – many examples of partial contribution to livelihoods
- Lease issues unlikely to be resolved – may be better to look at a fund which separates lease liabilities from other aspects of working capital.

Shrimp polders

- Critical to identify non-beneficiary groups, more vulnerable, understand linkages with economic growth and GDP aims
- Possible future choice for linking with CZM and ATDP-2 - particularly if latter has shifted away from micro-entrepreneur level – a balancing element would be essential

Institutional development

- Progress by DOF very slow, though institutional inertia a merit? Their sense of responsible national custodians - not their role to pioneer, but consolidate on good practice, represent sound and secure approaches, uninfluenced by outside fashions, though steady presence linked with increasing external signals obviously having an effect.
- Confirm however that DOF as primary social development agent not feasible and must be readdressed – time to bring in a facilitator for more brainstorming?
- If desire of GoB to promote PRSP outcomes it will need to recognise importance of partnerships, with DOF assuming production growth/support functions and other agencies addressing social, distributional and wider community elements. Useful to link with parallel donor initiatives?

Other areas

- No issues of urgency, but linkages to non-FFP agents, themes and activities a must.