

RLEP

Rural Livelihoods Evaluation Partnership

FISHERIES TRAINING AND EXTENSION PROJECT PHASE TWO (FTEP II)

END OF PROJECT REVIEW

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EXECUTIVE SUMMARY

Introductory comments

- (i) FTEP II was originally designed (1996) to yield direct benefits to the poor by improving the capacity of trainers and by supporting the application of this capacity in extension service delivery. The Project Purpose and Output 1 were radically revised at Mid-Term Review (MTR) to incorporate strategic institutional components aimed at post-project sustainability.
- (ii) The PIMS policy areas identified as Principal were: Direct Assistance to the Private Sector, Sustainable Rural Livelihoods (POM), Training and Skills Development, Efficient Use of Productive Capacity and Sustainable Agriculture.
- (iii) The DFID Project Completion Forms (Annex 4) give detailed accounts of progress against logframe targets. This End of Project (EoP) report focuses on issues, lessons and the wider policy implications.
- (iv) Key lessons learned for each project focus area are highlighted in boxes in the text for ease of reference.

Overall findings

- (v) The original thrust of the project was to improve the effectiveness with which existing technical knowledge was transferred to poor people involved in aquaculture. The Goal was a sustainable increase in aquaculture production, which would contribute to a Super Goal of improving the living standards and economic security of poor people.
- (vi) The original Purpose required the Project to improve the capacity of the Department of Fisheries (DoF) to deliver (directly and/or indirectly) support to farmers and their families. This was to be achieved by training DoF staff at all levels, and by providing the materials and mechanisms for translating the improved capacity into extension service delivery.
- (vii) The changes at MTR had a major impact on the project approach. They required that the Project delivered the anticipated improved DoF capacity “.....in a sustainable manner...” This in turn was to be achieved by having strategy, procedures and organisational structures in place and operational by EoP (Output 1). The original Output 1 required only that Government of Bangladesh staff and extensionists from small NGOs be trained.
- (viii) These changes have a significant impact on the assessment of project performance. Judged against the original Purpose and Outputs the Project has fully achieved, or exceeded its numerical targets in most areas, and should be judged as scoring 1.
- (ix) The key achievements, in the original context, include:
 - most DoF staff from Divisional down to field level have greater competence and confidence

- most DoF staff have experience of working with and through other agencies
 - DoF has an in-house team of top class, highly respected, staff trainers (72 people)
 - DoF has a rationalised and enhanced source of staff training and extension materials. These include focus on poverty and gender
 - many NGO staff, bank staff, school teachers, and teacher trainers have enhanced confidence and competence
 - around 150,000 farmers, 300,000 school children and 15,000 village children have been trained directly or indirectly
 - substantial production increases (around 3kg/decimal) have been realised and sustained by trained farmers
 - in response to DFID gender and livelihood reviews, the Project increased gender and poverty sensitivity. Around 25 % of all farmers trained were women, and the poverty targets set were substantially exceeded
- (x) Measured against the new Purpose and the revised Output 1 (with associated new OVs), the project has also achieved a great deal:
- DoF has established a new Training Wing to take on a departmental coordinating role, and has appointed some staff
 - the Project has piloted a Divisional Human Resources Development Strategy (DHRDS) with DoF staff at District level and below
 - a range of databases for training, extension and M&E have been established, and HR information has been input
- (xi) However, the Training Wing was only established in the penultimate month of the Project (May 2003) and its sustainability is far from assured. Most of the MTR requirements are contingent on the existence of a fully operational, strategically focused, Training Wing which has the support of the wider DoF. This situation does not exist at present.
- (xii) In addition, the logframe makes some major assumptions about the availability of revenue funding and the wider management capacity of DoF. These have proven to be invalid, and this constrains the sustainable realisation of the more strategic MTR targets.
- (xiii) The score against the revised Purpose alone would, therefore, be 3 (partially achieved). However, the Project Completion Report (Annex 4) considers the performance of the Project against both new and original targets, and the conclusion is that the Project merits a clear 2 overall (largely achieved).

Sustainability issues

- (xiv) The overall conclusions regarding Project sustainability have been identified as :

- the Training Wing is extremely vulnerable, and its survival is uncertain in the current compartmentalised, project-driven, institutional environment of DoF; revenue funding is essential
- more widespread institutional reform, based on a coherent sector strategy, is probably a prerequisite for a sustainable HR strategy and supporting structures
- funding and management support for Training Centres is likely to be intermittent, precluding development and implementation of a coherent local service delivery strategy
- the impact of this project (together with previous generations) on the capacity of DoF field staff will be sustained as long as they remain in post and, even in the absence of further FTEP driven extension activities, will be transferred to other project and programme activities. However, this resource will erode with time without further replenishment.
- the Project impact on school children and teachers should be sustained as long as the current teacher trainees and their resource material remain in the secondary school system
- small NGOs have benefited from training, but in the absence of a mechanism for continuing partnership with DoF outside a project envelope, this relationship will not survive
- there are indications that the livelihoods benefits gained by women and men farmers will be sustained under current environmental, social and economic conditions
- the improved capacity of the Divisional Trainers is a major achievement which will be self-sustained in the short-medium term, but will inevitably erode in the absence of reinforcement, training of new recruits, and above all the motivation of working to a clear, consistent and worthwhile training plan. This will not happen with the current absence of revenue funding
- without revenue funding, the scope for proliferating the impact of improved extension methods from the Project base across Bangladesh, to realise the Goal and contribute to the Super Goal, is very limited through DoF alone

The core needs for moving forward from FTEP II

- (xv) Some core requirements have been identified for sustaining FTEP II gains and moving forward:
- a revision of the operational style and objectives of DoF (in the short to medium term)
 - sufficient recurrent funds for the Training Wing to drive and develop implementation of the HR development strategy (DHRDS) in the field and to extend the strategy to HQ (immediate)
 - an enforced instruction from Top Management that all project training should be co-ordinated by the Training Wing

- a Director level DoF staff member to have oversight of the Training Wing (immediate to short-term)
 - a revision of the DoF role in extension delivery and implementation of the Aquaculture Extension Strategy (short-medium term)
 - a strengthened and effective Extension Cell developed in parallel with the Training Wing to meet the needs of the AES (short-medium term)
 - recurrent funds for field operation to permit coherent planning and service delivery at the Upazilla level (immediate)
 - partnerships with NGOs, private sector and Local Government to help deliver extension services at the field level (immediate)
- (xvi) It is recognised that these requirements are beyond the present capacity of the DoF, and that assistance (expertise and funding), will be required if these targets are to be addressed. The EoP review therefore considered the support required to protect the gains from FTEP II in the context of current donor and GoB policies

The wider implications

- (xvii) Some donors appear to have come to the conclusion that the project approach has not delivered the desired progress in evolving effective, coherent, pro-poor development strategies. The Government of Bangladesh has, in principle, also determined that it will phase out project funding in favour of programmes. The Sector Wide Approach applied in the Health Sector is an example of putting the theory into practice.
- (xviii) The response in the Natural Resources Sector has been the formation of an effective donor co-ordination mechanism (Local Coordinating Group) and a move in principle towards programmatic funding through carefully targeted budgetary support .
- (xix) This thinking has already produced a functional analysis and futures study for the livestock sub-sector under the DoF parent ministry (Ministry of Fisheries and Livestock) and a Fisheries Sector Review and Future Development Study.
- (xx) What is missing is the link between donor thinking and the DoF perception of its needs for sector development. This is perhaps not surprising in a Department that has seen continuous project funding from donors over many years, with little parallel pressure for strategic thinking (until FTEP II second half, and Fourth Fisheries Project).
- (xxi) The question arises of whether it is worthwhile in strategic terms to pressurise a reluctant DoF into institutional analysis and reform, or whether the required service delivery to the poor can be addressed another way. DFID is already developing a programme to target budgetary support for agriculture (including fisheries) at the Upazilla level. Under this scheme, the DoF Upazilla staff would be involved, but there would be a limited role for DoF Headquarters.

- (xxii) The EoP Review Team argue that this is not a viable solution in the Fisheries Sector. Although support to Local Government (LG) should undoubtedly be the major focus, the benefits delivered to the poor will only be sustained if their natural resources are effectively sustained and managed. In a country where both inland and marine resources are facing clear threats, the oversight roles of coordination, planning, monitoring, regulation, research and management cannot be addressed piecemeal through the patchwork of LG. There are differing institutional roles to be allocated.
- (xxiii) It is essential for the future of the sector that DoF (centrally) identifies the priorities and defines the roles and responsibilities of the various stakeholders (public sector, private sector and Civil Society institutions).
- (xxiv) In this context, the donor community could assist in moving forward sector development by supporting DoF institutional analysis (in a wider sectoral context) , and then providing budgetary support to establish the capacity in key functional areas most relevant to their (donor) priorities. This would inevitably mobilise support for HR development and reinforce the gains made under FTEP II.

Recommendations

- (xxv) The case for support to the sector is strengthened by the positive livelihoods outcomes achieved for women and the poor under FTEP II. The Project has demonstrated that aquaculture can bring increased income to poor men and women (although not the very poor) and can contribute to increasing the social mobility and empowerment of women. On these grounds the EoP Review Team makes the following recommendations:
- no attempt should be made (by donors) to protect the Training Wing in the absence of a MoFL commitment to wider reform of DoF via the development of a comprehensive plan for implementation of national sector policy
 - intermittent support to the Training Wing could be part of a package, contingent upon commitment of MoFL/DoF to participate in a full donor-funded functional analysis resulting in production of a national strategy for the sector
 - should such a process be agreed promptly, provision could be made for FFP to provide some immediate consultancy support (local or international) to help the Training Wing establish itself in DoF (in line with institutional support component of FFP)
 - such an institutional analysis should be founded upon the conclusions of the FSRFDS and should adopt the approach already piloted by DANIDA in the Department of Livestock Services (i.e. already approved by MoFL)
 - funding for this process would best come via the LCG rather than any single donor to emphasise their joint commitment to the FSRFDS approach

- the donors may wish to send a clear signal that the step wise project-based approach has been abandoned, and that the process of functional analysis and identification of strategic funding gaps, is a pre-condition for further support to DoF (any such support being programmatic)
- if DFID proceed with their planned Local Government Agricultural Development Programme (LGADP), it would send an excellent message if the DoF Training Wing and Extension Cell could participate in the process as a formal liaison point for the DoF Upazilla staff.

Overall conclusions

- (xxvi) Twenty nine key lessons learned are summarised in Table 3, and many more are given in the text boxes. Overall, FTEP II has shown that it **is** possible to deliver knowledge and techniques to poor people on a scale sufficient to improve their livelihoods (Project Memorandum stated problem), and the Project should be considered a substantial success.
- (xxvii) The addition of extremely challenging additional institutional targets at the MTR was entirely justified in principle, but in reality left insufficient time for achieving a sustainable product. This did not, however, in any way impede the delivery of the original logframe targets, which is remarkable in the absence of any additional resources. **The FTEP II Team and the DoF staff should be congratulated on that achievement**
- (xxviii) It is, however, clear that building commitment and consensus for institutional change takes a long time and should be catered for in project design. Commitment for change must first be generated at the top levels of Government not just in departments.
- (xxix) Incremental change has its value and has delivered benefits, but the time is now ripe for more substantial institutional change and donor agencies should make their policies and funding approaches very clear to client institutions.
- (xxx) The completion of FTEP II, and the sustainability issues arising, offer an entry point for DoF and the donor community to engage in further debate on strategic support to the Sector.

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LIST OF ACRONYMS USED IN THIS REPORT

| | |
|---------|--|
| AES | Aquaculture Extension Strategy |
| AFO | Assistant Fisheries Officer |
| BAFRU | Bangladesh Aquaculture and Fisheries Resource Unit |
| CAP | Country Action Plan |
| CBFM2 | Community Based Fisheries Management Project |
| CtC | Child to Child training |
| DAE | Department of Agricultural Extension |
| DD | Deputy Director (DoF) |
| DFO | District Fisheries Officer |
| DG | Director-General, DoF |
| DHRDS | Divisional Human Resources Development Strategy |
| DLS | Department of Livestock Services |
| DoF | Department of Fisheries |
| DT | Divisional Trainer |
| EoP | End of Project |
| EPICC | Extension Policy Implementation Coordinating Committee |
| FA | Fisheries Assistant |
| FFP | Fourth Fisheries Project |
| FTEP II | Fisheries Training and Extension Project |
| FTI | Fisheries Training Institute |
| FSRFDS | Fisheries Sector Review and Future Development Study |
| FYP | Five Year Plan |
| GoB | Government of Bangladesh |
| HR | Human Resources |
| HRD | Human Resource Development |

| | |
|-------|--|
| LCG | Local Coordinating Group |
| LGADP | Local Government Agricultural Development Programme |
| HRM | Human Resource Management |
| MIS | Management Information System |
| MoA | Ministry of Agriculture |
| MoE | Ministry of Education |
| MOFL | Ministry of Fisheries and Livestock |
| MoU | Memorandum of Understanding |
| MTR | Mid-Term Review |
| NFEP | North West Fisheries Extension Project |
| OPR | Output to Purpose Review |
| OVI | Objectively Verifiable Indicator |
| PCR | Project Completion Report |
| PGTS | Pondside Group Training Session |
| PRA | Participatory Rural Appraisal |
| PRS | Poverty Reduction Strategy |
| PTI | Primary Teachers Institutes |
| SWAP | Sector Wide Approach |
| TC | Training Centre |
| TFO | Thana Fisheries Officer |
| TIMS | Training Information Management Systems |
| TNA | Training Needs Assessment |
| TTC | Teacher Training College |
| TW | Training Wing |
| SLA | Sustainable Livelihoods Approach |
| UAECC | Upazilla Agricultural Extension Coordinating Committee |
| UFO | Upazilla Fisheries Officer |

1. INTRODUCTION TO THE REPORT

1.1 The project process

1.1.1 The project was designed in 1996, as a continuation of the first Fisheries and Extension Training Project (FTEP I), and was one of a suite of ODA/DFID fisheries sector initiatives with an aquaculture focus implemented over a 10+ year period.

1.1.2 The project commenced in 1998 and has been implemented over 5 years. There was a comprehensive Mid-Term Review (MTR) in January 2001 which led to an expansion of emphasis which specifically included institutional development and reform in the Department of Fisheries (DoF). The Logical Framework was amended accordingly with changes to the Purpose and Output 1 and the addition of several OVs. There was an exhaustive Output to Purpose Review (OPR) in March 2002 which detailed progress on all major project objectives and OVs, and particularly examined progress on the changes made during the MTR. In addition, the project participated in DFID B Gender and Livelihoods Review and was responsive to the recommendations arising from these processes.

1.1.3 The End of Project (EoP) Review is the final element of the project process.

1.2 The EoP Review: Terms of Reference and Approach

1.2.1 The detailed TORs are at Annex 3. In essence, the Review Team was asked to:

- complete the DFID Project Completion Report (PCR) form, matching actual against expected performance
- review and discuss areas of specific importance arising from the MTR and OPR
- synthesise and make accessible, the key lessons learned from the project

1.2.2 The review approach:

- review as far as possible the large volume (83) of project documents
- very limited ground truthing of specific issues in two field areas
- discussions with key stakeholders in Dhaka (project and non-project)
- discussions with other relevant projects and supporting agencies

1.2.3 The FTEP II project team provided a major Working Paper up-dating progress since the 2002 OPR. This, plus the comprehensive cover of the OPR report negate the need for a large and detailed account of the project (other than as required in the DFID PCR form at Annex 4). The current report, therefore, focuses on key issues and lessons learned from the project, and their strategic implications for any future donor support to fisheries livelihoods.

1.2.4 The Review Team:

- Shamsun Nessa – Gender Specialist
- Jim Parker – Training Specialist
- Barry Blake – Institutional Specialist (Team Leader)

2. OVERVIEW OF PROJECT OBJECTIVES

2.1 Project Rationale

2.1.1 The core rationale (1996) was that there were substantial numbers of poor people in Bangladesh involved in aquaculture in various ways and to various degrees, and that considerable scope existed for improving the benefits these people received from their investment in this activity. In modern terms, there were major opportunities to increase the capital assets and to improve livelihood outcomes of the poor, thereby reducing poverty.

2.1.2 The problem addressed by the project was how to deliver existing knowledge and techniques to poor people involved in aquaculture on a sufficient scale to make a significant impact (on their livelihoods). The focus of the project was therefore on increasing the capacity and availability of service providers (training) and understanding and meeting the needs of fish farmers (extension).

2.2 Project Design

2.2.1 The OPR noted that FTEPII was conceived (1996/97) before DFID had fully developed its sustainable livelihoods approach, and that it would be unlikely for a project of this type to be supported under present DFID approaches to poverty reduction. The changes in DFID thinking are reflected in the fairly radical revisions to the Project Purpose, Output 1 and the associated OVIs proposed in the MTR (Sections 2.4 and 3.1).

2.2.2 These revisions effectively changed the project focus from simple grass roots delivery, to direct delivery plus institutional reform/improved governance. Poverty reduction was to be addressed directly as originally intended, but with sustainability issues addressed simultaneously via re-organisation and reform of the supporting institutional environment. This was clearly a highly desirable direction in terms of sustaining the project benefits, but too much for DoF and thus turned a relatively simple (understandable) project into a complex and very different animal.

2.2.3 These changes were proposed in January 2001 and approved in September 2001, leaving around 21 months to reform an institution noted for its resistance to change. This was an extremely challenging task for a project team that had, to that time, focused on delivering the numerical training and extension targets of the Logical Framework. The degree of difficulty has been very clearly demonstrated by the slow progress made by the Fourth Fisheries Project which has always included an institutional change component.

2.2.4 The Logical Framework also contained, and retains, some challenging Purpose assumptions. The DoF is assumed to have a revenue budget sufficient to maintain an appropriate extension service, and is also assumed to have the management capacity to support a continuous extension service. The first of these has never been in sight in recent years. The DoF relies to a major extent on development budgets (externally funded projects) for extension delivery, and its field and headquarters capacity to manage and deliver the necessary level of extension support has never been considered adequate even within DoF. The assumptions imply a major policy shift within GoB towards vastly increasing revenue funding and improving the capacity for planning and management in the fisheries sector.

2.3 Broad project expectations

Super Goal: A sustainable increase in the living standards and economic security of poor people in Bangladesh

Goal: To sustainably increase aquaculture production by poor farmers in Bangladesh

2.3.1 The Super Goal calls for a sustainable increase in the living standards and economic security of poor people in Bangladesh. This is an appropriate Super Goal, being a broad, long-term, objective for the nation as a whole. However, the OVI refers to very specific increases in income for 33,800 fish farmers adopting improved techniques. The projected increases in income were Tk 1000 for seasonal ponds and Tk 2500 for perennial ponds. The DoF-trained farmers realised increases of Tk 2411 and TK 4278 respectively, substantially exceeding the targets.

2.3.2 Meeting the OVI target for a relatively small number of people is clearly a contribution to achieving a broader objective, but the value of the project to the Super Goal ultimately depends on the spread of the benefits available, across the whole of Bangladesh. There are indications that the increase in income realised by farmers trained under the project will be sustained, but it is not clear whether the service providers trained under the project will be able to continue to transfer the benefits of their improved capacity post-project (Section 4.1). It is thus prudent to conclude that the project has demonstrably increased the income of trained farmers, and that, given continuing formal and informal knowledge transfer, the benefits could be spread much wider to make a major contribution to the Super Goal.

2.3.3 The Goal requires that there is a sustainable increase in aquaculture production by poor farmers in Bangladesh. The OVI refers to the same 33,800 farmers, differing in that the specified increases are in yield per decimal (from 2 – 6kg for seasonal and 6 – 10 kg for perennial ponds). The project recorded increases from 3kg to 6kg (seasonal) and 4 to 7kg) per decimal (perennial) respectively.

2.3.4 In general, the project has been extremely successful in demonstrating that investment in training and investment in extension can generate direct and tangible benefits to the poor (women and men) in terms of increased income. The level of the gains depends to an extent on the kind of extension approach used (see Section 3.5), but it is the constraints to sustainability, not the validity of the approaches adopted (based on the original Logical Framework), which have yet to be resolved (Section 4.1).

2.4 The Project Purpose

Purpose: Improved capacity of Department of Fisheries (DoF) to deliver (directly and/or indirectly) appropriate support to pond farmers and their families in a sustainable manner

2.4.1 The MTR revision added the words “*in a sustainable manner*”, and this had a major impact on the expectations of a five-year project with 21 months to run.

2.4.2 With the difference in words came new OVI all requiring institutional commitment from DoF. The new indicators involved DoF:

- funding some extension activities from its own revenue
- investing in training follow-up to non-DoF Project trainees
- using its FTEP II-trained Divisional Trainers to train on other DoF projects (i.e. broadening the role across the institution)
- using project-trained Upazilla (i.e. non-HQ) staff in fisheries planning

2.4.3 The original Purpose OVI were highly numerical, with a bottom line that the project should train at least 108,000 fish farmers country-wide, with 5,000 women receiving training in three selected project focus areas (Faridpur, Chandpur and Natore). The project had trained 105,424 farmers by January 2003 and is confident of achieving the full target by EoP. The logframe indicators were unclear with respect to targets for women. The Purpose projected a total of 5,000 women trained in the three model districts, but gave no country-wide target. The project has trained 23,483 women in total, approximately a quarter of all farmers reached. This is a high proportion in the context of Bangladesh.

2.4.4 The OVI also set poverty-related targets, for example: 40% of trainees should have ponds < 0.5 acres of pond and 10% should have an annual income of < Tk 20,000 per year (household income). The respective figures achieved were 89% and 46%, substantially exceeding the targets. However, the accessibility of aquaculture benefits to the very poorest people is limited. Those without access to ponds or land may only benefit as wage earners.

2.4.5 The new OVI were met to varying degrees (Annex 4). DoF funded some Pondsides Group Training Sessions (PGTS) and made some follow-up visits to the schools programme. The kishoree girls programme for training village children was followed up rigorously, but the planning for Upazilla staff

was not received with great enthusiasm. Some Divisional Trainers (DTs) were used on other DoF projects, but there are in fact few such projects.

2.4.6 In summary, the project has substantially met expectations with respect to delivering the original Purpose, but the addition of the explicit sustainability dimension reduces the certainty with respect to the revised Purpose.

Box 1 Lessons learned include:

Project design:

- as projects are replaced by programmes, the issues arising in FTEP II will become less significant. However, it is worth noting that where assumptions are really critical (killer or near killer), the Purpose at least, should embrace a pathway towards addressing those assumptions

Project review:

- again, an historical issue. The execution of an annual OPR provides an early opportunity to identify issues arising from project design and emerging real world realities. Where donor policies are continually evolving this is especially important
- the fact that a project no longer fully meets emerging policy criteria does not always mean that the new broom will fit the old cupboard. Substantial revision of project approach and capacity might be needed rather than an “add on”

3. OUTPUT LEVEL: KEY COMPONENTS AND ASSOCIATED ISSUES

3.1 Institutional development and organisational change in DoF

Output 1: DoF strategy, procedures and organisational structures for providing training to DoF staff and small NGOs in place and operational

3.1.1 Output 1 was revised to become the vehicle which delivers sustainability, and was radically changed from its original form: “*Government of Bangladesh and small NGO extensionists trained*”. This has had major implications for the way in which DoF delivers both training and extension. It required a strategy for human resource management that cut across project boundaries, which in turn suggested some new form of central coordination mechanisms to allow the various other DoF projects (and NGOs), to access the valuable training resource developed under FTEP II. The original DoF Training Cell did not have the mandate or the capacity to undertake the associated tasks. It was, therefore, necessary under FTEP II, to develop an HR strategy and to reform the institutional arrangements for training management.

Management Information Systems in support of HR development

3.1.2 The project has succeeded in establishing the basis for a core HR development strategy (the DHRDS, see Section 3.3). This was achieved by a

major consultative process which led to formal approval of an overall approach to Training Needs Assessment (TNA) and the design of supporting electronic information systems (Training Information Management Systems – TIMS). The potential now exists for storing, accessing and analysing HR development data, and for making rational decisions regarding training which meet the requirements of both the institution and the individual. This has been a major project achievement, but there are some concerns over sustainability.

3.1.3 The TIMS essentially comprise three databases, one which holds a wide range of personal data for the purpose of TNA (qualifications, training provided, performance, areas of specialism etc), a second which holds detailed course information, and a third for monitoring and evaluation. An enormous amount of time has been invested in setting up these databases, and the training and monitoring systems represent a level of sophistication and detail not often found in government fisheries institutions. During FTEPII there was a central drive to ensure the requisite information on courses and trainers was provided to the centre for in-putting to the system. It is hard to see the enthusiasm for this effort being maintained, in the context of all these databases. Such systems are of value only if they are genuinely valued and regularly used and maintained by the supporting institution. The databases were designed to meet the specific needs of the project, and may need to be adapted for DoF purposes. Links to the administration system might offer the chance for added value.

3.1.4 The TNA database holds a very broad spectrum of information on all the registered individuals, for example, 70% of staff at Upazilla Fisheries Officer (UFO) level and above have submitted their details to the system (487 staff out of 700 to whom questionnaires were sent). If this is followed up by DoF to the point of completion, it would offer a very valuable management tool, beyond the TNA function. At present, it appears to be hard to access complete lists of DoF staff, designations and postings, given the frequent transfers and changes of function. Hopefully, the TNA database will be maintained and developed by DoF and will evolve into one component of a wider move to modern MIS and improved personnel management in the Department.

3.1.5 In this context, FTEP II also initiated the next steps to take the field level DHRDS beyond TNA into improved management of human resources (it should be emphasised that the DHRDS did not reach beyond the out-posted staff to the DoF HQ). A Human Resource Development and Management Vision Committee was established, a Vision for 2020 was prepared and a five year guideline paper for moving towards this vision was prepared. Many of the required changes (e.g. salaries, service conditions, performance assessment and reward) are largely beyond the scope of a departmental project, requiring a substantial reform of the Bangladesh Public Service as a whole. FTEP II nevertheless contributed to increased awareness in the DoF of the issues and challenges.

The Training Wing

3.1.6 The original institutional basis for administration of training programmes in DoF was the Training Cell. This unit was not set up to implement an HRD strategy which cuts across the whole institution. The creation of a Training Wing (TW) with a clear DoF-wide coordination and facilitation mandate was considered essential to the implementation of an HRD strategy. Towards the end of the project, this TW has been set up, and this must be seen as a major achievement that implies commitment on the part of DoF to move forward on the basis provided by FTEP II. There are, however, some concerns over the sustainability of the TW:

Table 1 Potential constraints to the survival of the Training Wing

| Constraint | Possible Underlying Reasons/Issues |
|---|---|
| Insufficient staff experience of HRD and resulting lack of confidence in the wider DoF regarding capacity | HRD has not been a priority in DoF (or elsewhere in GoB?) and there are very few experienced staff available |
| Uncertainty over appointment of the TW Director | Unknown. The nominee is Head of the Training Academy at Savar, and has yet to be formally posted to TW. The DoF Director of Training is, and will remain, at Faridpur anyway – who will actually oversee the TW? |
| Insufficient funds for operations | Although a Tk 2 Lakh budget has been allocated, most training funds are invested in projects. Although this may increase, major additional revenue funds will be very hard to find without very senior support |
| Lack of acceptance of a coordinating role for TW by DoF Project Directors | DoF remains project driven. There is no real coherent institutional environment, simply a building hosting many projects run as discrete entities by senior staff. Passing over one project element to another DoF entity means loss of control and revenue control |
| Limited understanding of the advantages and functions of the TW, and of the nature of HRD and HRM | The project has, in a very short time, tried to put over some fairly complex ideas. An HRD strategy has been developed along with a 5 year HRM action plan and a 2020 vision. Reaching towards reformed HRM, is conceptually alien to the GoB Public Service. Training is a source of personal income and travel; awarding it on a strategic, needs-based, institutional basis is a threat |
| A general resistance to change at senior levels | Resistance to institutional reform is almost a defining characteristic of public sector institutions. When changing a system threatens established livelihood strategies, without obvious benefits for staff – why change? No suitably persuasive argument has yet been developed to convince senior staff that it is in their interest, and in the institution's interest, to initiate change. The situation is not helped by the absence of a consistent cadre of top level staff to form a base for change (only 3 of 5 Directors posts substantively filled and 2 due to retire) |

3.1.7 Against this slightly gloomy picture, the OPR (2002) pointed out that there are some clear indicators which might be used to demonstrate commitment to the HRD process, and there have since been some positive gains which might indicate a potentially sustainable future for the TW:

- the DoF has unequivocally posted three professional staff and three support staff to the TW and a further three staff have been nominated though not yet unequivocally posted (Table 2)
- one of these staff (at Assistant Director level) has specific training and experience in HRD
- the DG has issued instructions that TW staff (below Deputy Director level) will not be posted after three years, as is the normal Public Service practice, offering scope for continuity
- the Ministry of Fisheries and Livestock has approved a new budget account number for the TW and a token sum of Tk 2 Lakh (revenue funds) was allocated for the first year
- Divisional Trainers created through FTEP II have been used to provide training under other projects
- other donor projects in DoF (DANIDA and DFID) will be implementing their training programmes through the TW

Table 2 Training Wing current staffing position

| Post | Status |
|----------------------|--|
| Director | Nominated but not yet permanently posted; retains role of Head of Training Academy |
| Deputy Director | Presently occupied by the Head of the original Training Cell |
| Assistant Director 1 | Appointed |
| Assistant Director 2 | Appointed |
| Research Officer 1 | Appointed – MIS |
| Research Officer 2 | Nominated but not appointed |
| Research Officer 3 | Not yet nominated |
| Support staff x 3 | In place |

3.1.8 Individually, these are not convincing indicators of sustainability, but together they offer some cause for optimism, although there are some killer issues. It is vital to resolve uncertainty over the appointment of the Director of the TW, since this is crucial to an effective and influential institution within DoF. The designated Director TW remains Head of the Savar Fisheries Academy, and the situation is further complicated by the fact that the overall DoF Director of Training is not currently the designated TW Director. The DoF Director Training is currently out-posted from Dhaka as head of a donor funded project). This is a serious line management issue which requires resolution, hopefully when the existing Director of Training retires (later in 2003).

3.1.9 The allocation of Tk 2 Lakhs could lead to larger disbursements in future years, but there seems little chance that any significant level of revenue

budget will be available in the near future. It is also possible that the budget will be disbursed to the training centres and Training Academy rather than managed by the TW. In the absence of revenue funding, the TW will be dependent on current donor projects (notably FFP) to promote and demonstrate its role and capacity.

3.1.10 A related potential killer issue is the need for the TW to convince other Project Directors that the unit offers a worthwhile and reliable service. This is an uphill task, since handling of project training funds offers major opportunities for patronage and income generation. Relinquishing control has many implications which will only be addressed if a strong lead is given from the top. The major hope in this context is current GoB acceptance of the need to move from projects to a programmatic approach. When this finally filters down to DoF, the enabling environment for an effective TW may emerge. At present the odds on survival seem less than even without further donor support.

Box 2 Lessons learned include:

Training Wing:

- change in DoF is a slow process, and cannot be addressed in the short term
- the only chance of sustaining institutional change is to engage senior level support and identify an in-house champion to push through the process
- sustaining institutional change cannot be driven only from within a department – there must be support, and ideally pressure, from the parent Ministry or other higher echelons of Government
- the commitment of higher authorities must be reflected in budgetary allocation – money for effective operation empowers and brings respect and recognition to an institutional function
- donor agencies must clearly demonstrate their own policies by providing support to the change process where an entry point emerges. As with policy making, institutional reform is rarely a continuous linear process, and opportunities must be seized as they arise
- in-house capacity for emerging areas of institutional change is inevitably thin on the ground. Specific expertise in change management must be hired in whilst departmental capacity is developed
- pressure must be encouraged from those who need services – the private sector, and the poor themselves, perhaps via local government

MIS:

- Keep it simple, and keep it understandable
- engage as wide an audience as possible beyond the project envelope, particularly those who might find the systems useful
- try and match the requirements for sustainability with the interests of fund providers as the concept develops
- only invest in information systems which will meet a clear need on the part of the client post-project
- even systems not needed post-project may contain some information of value to the institution, and this should be preserved

3.2 Extension Staff Training

Output1: DoF strategy, procedures, and organizational structures for providing training to DoF staff and small NGOs in place and operational.

DoF staff training

3.2.1 The principle product of FTEP II and its predecessors, FTEP I and the BAFRU TFODP, is demonstrably increased competence and confidence of DoF staff from DFO level down. This is reflected in greatly improved levels of trust between farmers and government staff, effective extension interventions and increased production from the ponds of the primary stakeholders. This view is based on project M&E data and on interviews and observations during the MTR, the OPR and this current review.

3.2.2 When asked for their opinions of FTEP II, stakeholders at District level and below unanimously said that it was a 'successful project'. When tasked why, they cited:

- the **progressive** and **inclusive** training of almost all DoF staff from DFO level down over the successive generations of the project
- within the FTEP II generation of the project, the **rational approach of first training DTs** (now Master Trainers) to provide the department with an in-house Training-of-Trainers capacity, and then using these to train 'technician level' staff (FAs and AFOs). It was not lost on staff that these DTs were selected on the basis of their performance on previous UFO/TFO training programmes, thus providing continuity
- the **quality** of the training, both of DTs and AFOs/FAs, with follow-up being an important element (widely practiced in teacher-training, but not normally applied to in-service training of extension staff). Heavy emphasis on appropriate training materials and real materials, participative approaches and small group sizes for ultimate farmer training (10-16 as opposed to the average of 25 for other projects)
- the well-established **Pond side Group Training Session** (PGTS) which forms the basis for most of the staff training programmes is widely seen to be the benchmark for successful on-farm training activities
- genuine implementation of the **whole training cycle** (Divisional Human Resource Development Strategy), with needs identified at farm level resulting in new training modules being produced and delivered to DoF staff to allow them to address these needs (e.g. PRA techniques, savings and micro-credit management ,small cage aquaculture and Galda culture)
- **tight management** of the training systems and activities, giving all stakeholders the 'feel good' factor of being part of a highly professional operation
- **financial support/facilitation**, ensuring that funds (albeit modest) were available for transport, training materials and snacks for farmer training

3.2.3 This comprehensive staff training process has undoubtedly *improved the capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families*, by endowing the department with: an in-house staff training capacity (DTs), training management systems (or at least an understanding of these) and more confident and competent staff at field level.

3.2.4 Whether this is *sustainable* is another issue. The view of most stakeholders was that FTEP-type staff training activities would cease with the closure of the project. This is not an immediate problem, as 72 of the original 75 DTs are still in post and the current generation of DFOs/UFOs/AFOs/FAs have almost all undergone training. Their enhanced skills will be directly transferable to other project activities (for example one Upazilla selected at random in Faridpur had 5 donor-funded extension projects on-going, other than FTEP II, at the time of the visit of the PCR team.). However, there are two threats to the survival and utilisation of this enhanced capacity:

- these other donor projects will all finish within the next few years and as yet there are no clear indications that a subsequent mechanism for funding field-level extension activities has been identified, either through the GoB revenue budget or through a donor programme support approach. Even if either of these mechanisms are established, there will almost certainly be a lag phase between the two regimes when field staff will be under-resourced
- this 'human capital' within DoF will erode with time, both through staff leaving the service and through lack of on-going up-dating and use of DHRDS-type systems

3.2.5 Staff views on the post-project scenario ranged from:

- scepticism that the project system would change (based on observation of donor behaviour over the last 30 years)
- to a feeling that the project system would continue but be 're-branded' as a compromise to suit all parties
- to a deep-seated belief that projects had had their day and that they would be replaced by programmes (funding mechanisms unspecified)

3.2.6 A suggestion made by several staff was that there would be a need for 'refresher courses' within the next two years. This suggestion would support the argument for sustained assistance to the fledgling Training Wing to enable it to facilitate this process, even if it took some time to develop its capacity to do so.

Box 3 Lessons learned include:

Opportunities:

- **sustained and progressive project initiatives in departmental staff development at field level can produce an enhanced capacity for service delivery**
- **field staff respond as much to an enhancement of their skills (and therefore enhanced social status) and good management as they do to financial incentives to enable them to conduct their work**
- **substantial investment in in-house training capacity can develop a valuable resource that requires minimal maintenance**

Threats:

- **maintenance of this training resource, although not requiring substantial resources, will be necessary**
- **the move from projects to programmes (assuming that this happens) is likely to create a hiatus during which field staff will be under-resourced and under-utilised**

NGO staff training

3.2.7 In addition to DoF staff training, FTEP II conducted a limited pilot programme of staff training for small NGOs, including NGO selection, training need assessment and curriculum development, residential training and follow-up. The rationale for this approach is that, with limited numbers of field staff, the DoF must collaborate with other agencies with a greater presence at village level if they are going to reach a significant number of the ponds potentially available for aquaculture (estimated at 5 million).

3.2.8 At the time of the OPR, 320 NGO staff had been trained (as against the OVI target of 192). The degree of follow-up support and the amount of subsequent farmer training were, however, disappointing. It was recognised in the OPR that there was potentially a good fit between DoF and NGO staff and it was recommended that the planned detailed impact assessment of this pilot programme should be completed in order to inform future DoF strategic planning activities.

3.2.9 The detailed assessment has now been completed on the pilot programme, which included 29 residential course for 420 staff from 314 NGOs. This resulted in many 'lessons learned' but also highlighted some key questions that still remain unanswered (as is the case with analysis of other roles of NGOs in Section 3.6):

- follow-up (coaching) was considered to be an essential component of the training by both DoF and NGO staff and the project offered to fund 5 of the 6 planned follow-up visits, with DoF funding the sixth out of Upazilla revenue funds (under a directive from the DG). To receive this coaching, NGOs had to make a request directly to the Upazilla

Fisheries office. Of the 314 NGOs involved, only 199 signed up for the follow-up programme

- by the end of the project only 123 NGOs had actually participated in this programme, with 240 follow-up visits out of a total possible 995 visits (24%) under project funding and 69 visits out of a possible 199 (35%) through revenue funding
- all the reasons for low achievement of these follow-up targets are unclear, but poor coordination and cooperation between DoF and NGO at field level are the most obvious
- the 'multiplier effect' whereby trained NGO staff go on to train farmers was patchy. In some cases a significant amount of on-farm aquaculture training had occurred in others it had not
- whilst NGO staff had generally not adopted the demonstrated PGTS in its entirety, they had selected those elements that they particularly liked and ignored others (e.g. systematic training planning, reduced trainee group sizes, field as opposed to classroom training, some of the FTEP II training materials)

3.2.10 Overall, there is potentially a good fit between the characteristics of DoF and local NGOs for grass-roots service delivery (see Chapter 3 of "*Fisheries Training and Extension in DoF: The FTEP-II Experience*" document). However, there is still some way to go to establish mutual trust and understanding at both field and headquarters levels. For extension delivery, most stakeholders believe that the most pragmatic way forward at the moment is for funding agencies (DoF, donors etc.) to contract NGOs for specific extension delivery activities to ensure that expectations are clearly understood by both parties and that the potential conflict of interest between micro-credit and extension delivery is minimised.

Box 4 Lessons learned include:

Opportunities:

- NGOs have a presence in all villages in the country
- they specifically target women (due to easier access and better repayment record)
- they have access to multiple funding sources
- they are community (livelihoods) based, rather than technology based
- the pilot programme has demonstrated that DoF-NGO collaborative training can significantly improve NGO extension service delivery

Threats:

- there is mutual suspicion between NGOs and government agencies at all levels
- DoF seem reluctant to adopt positive engagement with NGOs as part of their strategic plan
- NGO field level staff have multiple agendas and little fisheries knowledge
- NGO staff are reluctant to adopt the DoF 'package approach'. They will select the elements that suit them (maybe not even for use in fisheries-related activities)
- DoF might be reluctant to contribute to this general capacity building of NGOs
- similarly, DoF investment in NGO staff training does not result in the same degree of measurable increased fish production as investment in AFO/FA training

3.3 Fisheries Training Centres and Fisheries Training Academy

Output1: DoF strategy, procedures and organisational structures for providing training to DoF staff and small NGOs in place and operational.

3.3.1 Direct involvement of FTEP II with the DoF's training centres was not planned in the project logframe as it was assumed that: *'GoB and NGOs (would) provide appropriate venues for the delivery of training courses'*. However, this assumption proved to be false as these institutions were simply acting as venues for sporadic project-managed training activities, had minimal revenue budgets and were in a very poor state of repair.

3.3.2 The project therefore developed innovative funding mechanisms to renovate and equip the Fisheries Training and Extension Centre, Faridpur, the FTI, Chandpur, the Fish Hatchery and Training Centre, Kotchandpur, and the Technology Demonstration and Training Centre, Natore. This ensured that there were functional venues for staff training activities in the command areas of Faridpur, Chandpur and Natore.

3.3.3 Subsequently, following the introduction of the sustainability agenda at the MTR, the project undertook two initiatives that have particular relevance to the future of these Training Centres:

The Divisional Human Resources Development System (DHRDS)

3.3.4 This system starts with the identification of farmers training needs by Upazilla staff, prioritisation of these needs at Divisional level and the subsequent training of field staff in priority areas at the Fisheries Training Centres, coordinated by Training Wing. The Training Wing chooses the appropriate venue, recruits suitably qualified DTs and passes the budget over to the Training Centres to manage the day-to-day aspects of the training.

3.3.5 This allows the Training Wing to rationalise the use of the Training Centres to move towards a position of regular programming and funding for these institutions. This approach has only been piloted so far, with 26 courses having been organised and managed by Training Wing (see Chapter 2 *"Fisheries Training and Extension in DoF: The FTEP-II Experience"* publication for details), but has already highlighted some of the major prerequisites for the institutionalisation of the system, including a number relating to Training Wing (quoted from Chapter 2, *"Fisheries Training and Extension in DoF: The FTEP-II Experience"* publication).

3.3.6 Training Wing must be responsible for reviewing the training proposals submitted by DDs and preparing the budget considering the following points:

- funds must be deposited in the Training Centre's account one month before the course starts
- Training Wing will monitor the quality of training materials purchased by the Training Centres

- Training Wing will take the initiatives to implement all project-led training through the DHRDS
- Training Wing will prepare training management guidelines for better and uniform training management with the assistance of FTEP II

Functional analyses of Savar Fisheries Training Academy and four Fisheries Training Centres

3.3.7 Detailed analyses of these centres have provided valuable baseline information to inform a wider-ranging review of the Fisheries Training Centres and Fish Seed Multiplication Farms which should be undertaken as a part of DoF strategic planning.

3.3.8 Similar analyses should be completed for all the DoF training/production facilities to ensure a rationally planned future for all of them. Some of the issues that will have to be addressed have already been identified, including:

- at present these institutions are only used sporadically for training activities and all of these are project-driven (DoF and donor funded)
- all of these institutions are operating significantly below training capacity
- DoF's in-house training specialists (DTs) are only posted at three of the centres (1 DT is posted at another centre but as Farm Manager with no training role)
- there is no regular revenue funding and no planned training programme
- there is confusion over the roles and reporting procedures of these institutions (fish seed production cf. training: training activities reporting to Director level, not Director Training or Director Training Wing or Extension Cell, production activities reporting to Extension Cell)
- there is a lack of a clear definition of specialisation (either by staff grade or subject area) of the centres, other than Savar (officer grade training) and Kulna (shrimp training)
- there is little justification for the fish seed farms merely competing with private hatcheries. There is a far stronger case for them to play a vital role in the maintenance of pure-bred broodstock (maybe the argument is different for the Galda hatcheries?)

3.3.9 In addition, other stakeholders have raised issues such as:

- does DoF need in-service staff training centres, given the large number of similar facilities in the GO and NGO sectors?
- should they be privatised (cf. DAE)?
- should they offer certificated courses (cf. DAE)?

3.3.10 In conclusion, FTEP II has achieved significantly more than was envisaged in the original project design in contributing to the debate on the future rationalisation of these centres. The Functional Analysis clearly indicated that the farms compete with, and may even impede the development of, the private sector, a situation also highlighted by the Fisheries Sector

Review and Future Developments Study. A core conclusion of the Functional Analysis was that DoF should completely shift the focus of farms from income generating ventures for their staff, to non-profit centres of excellence for service delivery and the production of high quality genetic material to protect the future of the sector. This suggestion is in line with the call for wider institutional reform of the DoF put forward in Sections 6 and 7 of the is report.

Box 5 Lessons learned include:

Opportunities:

- a systematic in-service training planning process can work within DoF, with the Training Wing and Training Centres playing an integral part
- the Training Centres represent a substantial resource that the DoF could utilise in a number of productive ways

Threats:

- the Training Wing may not have the capacity/commitment to further refine and develop the DHRDS
- other projects and programmes may not be prepared to route their training budgets through Training Wing
- DoF may not have sufficient commitment to continue the Training Centre review process and articulate a clear vision for their future, sustained, development and use
- DoF may not be prepared to develop the Training Centres as specialist service providers to communities, the sector and their staff, and provide the necessary recurrent funding and appropriate staffing
- donors may not be prepared to commit to coherent support of the Training Wing and the Training Centres

3.4 Training Materials and Resources Centre

Output 2: Training and Extension Materials produced

OVI: Appropriate training materials developed for each course delivered.

OVI: Through surveys and field-testing, demand-led extension materials developed to promote appropriate aquaculture.

3.4.1 FTEP II have achieved impressive results in this area, with their Media Development Unit (MDU) having coordinated the development of appropriate training manuals and extension materials in response to needs identified at field level. These were all up-dated following the DFID-B Gender Review.

3.4.2 The MDU has also established a training and extension materials resource centre for DoF. This has involved:

- ensuring that materials in use by various projects are made readily available to a wider audience

- retrieving useful materials archived from previous activities and no longer in use/available
- producing a catalogue of these resources and circulating this to other training and extension staff in DoF and projects
- classifying the collection for easy reference and monitoring of lending

3.4.3 The amount of work that has gone into establishing this resource was substantial. The key questions now are where these materials and systems should be located and who should maintain, up-date and distribute them post-project to ensure that this invaluable resource is maintained?

3.4.4 Options already discussed within DoF are (i) to retain the Resource Centre in Training Wing (Matshya Bhaban) and (ii) to re-locate it to the Fisheries Training Academy (Savar). A third option might be to disaggregate the collection into staff training materials and field-level extension materials and to house the former in the Training Wing and the latter in a re-vitalised Extension Cell.

3.4.5 This third option is complicated by: (i) the fact that many of the materials contain both Training-of-Trainers elements and extension materials (that staff will subsequently use with farmers); (ii) the Extension Cell currently has no Resource Centre and (iii), the department already has a library and Information Officer, located in different places, whose roles are not clearly defined.

3.4.6 Decisions on location of resources should be taken during DoF strategic planning on the basis of two principles: (i) somebody has to take responsibility for maintaining these resources (to avoid further 're-inventing of the wheel') and (ii), they must ultimately find their way to where they are needed, i.e. at the Training Centres and in the Upazillas (and in the Union Resource and Learning Centres, if these are adopted as part of the Aquaculture Extension Action Plan and associated sub-strategies/plans).

Box 6 Lessons learned include:

Opportunities:

- **the project has produced a valuable Resources Centre which can service departmental and project needs**
- **this includes systems to up-date materials and develop new ones according to need**

Threats:

- **this resource/management system may deteriorate without dedicated staffing and funding**
- **the department may not articulate a clear resources management strategy**
- **the resource may be seen as a 'finished product'; and simply be archived somewhere**
- **the new manager of this resource may feel that protecting it is more important than encouraging its widespread use**

3.5 Impact of FTEP II Extension Approaches

3.5.1 The primary means by which the project set out to achieve its Purpose, i.e.: *Improved Capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families, in a sustainable manner*, was through Output 1: *DoF strategy, procedures, and organizational structures for providing training to DoF staff and small NGOs in place and operational*. These approaches have been addressed in Sections 3.2 (Extension Staff Training), 3.3 (Fisheries Training Centres), 3.8 (Aquaculture Extension Strategy) and 3.1 (Organisational and Institutional Change in DoF).

3.5.2 In addition, various extension activities were planned, but it was envisaged that these would concentrate on materials production, hence Output 2: *Training and Extension Materials produced*. However, in the project design it was assumed that: *DoF Revenue budget sufficient to maintain appropriate extension service and DoF management capable of supporting continuous extension service*. These assumptions proved to be invalid, so project extension initiatives had to include not only materials development but also overall management and funding support.

3.5.3 The approaches promoted or piloted had all been developed through previous project activities (BAFRU, NFEP, FTEP I, DANIDA etc.) and had already shown varying degrees of potential. By systematic and thorough refinement, implementation and M&E, FTEP II has achieved a thorough understanding of these various approaches and their various strengths and weaknesses:

Pond Side Group Training Sessions (PGTS)

3.5.4 This approach (developed initially by BAFRU) differs most significantly from the various other group approaches developed over the years (e.g. Model Village, Fishery Village, Trickle Down and Package Programme) in terms of group size. PGTS groups have a maximum of 16 members, whereas the others have more, typically around 25. This relatively small group size allows for meaningful participation and hands-on practice.

3.5.5 Combining this approach with a systematic training management process (group formation, TNA, training and M&E) and high quality staff training has resulted in a system that is universally acknowledged by beneficiaries to be 'effective' and 'enjoyable'. Project M&E data shows that this has, in turn, led to significant adoption rates and increased yields. Detailed reports on approach, methodology and impact (yield, livelihood and gender) of the PGTS have been prepared by the project (Chapter 5, "*Fisheries Training and Extension in DoF: The FTEP-II Experience*" publication, June 2003.).

3.5.6 The MTR team, concerned about sustainability, added a purpose level OVI: *80% of Upazillas (in model Districts) conducting PGTS second production cycle are funding at least one group per Upazilla from revenue budget*. This has only been partially achieved, despite the presence of project

staff and a letter from the DG requiring that a proportion of the Upazilla travel budget be used for this purpose, suggesting that without further funding dedicated to this purpose the programme will not be sustained.

3.5.7 A further recommendation from the OPR team that funding of PGTS activities could become a core element of DoF operations involving targeted budgetary support (with a view to the stated future objective of donors and DoF to move towards a programmatic approach) was also not taken up, despite the fact that the merits of the system and the inadequacy of revenue funding mechanisms were beyond doubt. The OPR also recommended that the obvious 'new home' for the management of PGTS training should be a revitalised Extension Cell. No progress has been made in this direction either.

Farmer Exchange Programme

3.5.8 It is a well-known fact that farmers learn more from their peers than from any other source, and many projects in Bangladesh have facilitated farmer exchange programmes to encourage this process (NFEP, BRAC, CARE etc.). FTEP II aimed to standardise the approach to these exchange programmes.

3.5.9 The project built on the relationships they had developed with farmers during the PGTS process and selected 'trusted key farmers' and topics for study during the final training session (impact assessment). Groups of 10-12 farmers with similar interests were then assembled at district level and appropriate tours arranged and coordinated by nominated AFOs or FAs. 21 of these Farmer Exchange Visits were carried out; 72% of the participants were male and 28% female.

3.5.10 The tours were highly appreciated by farmers and AFOs/FAs alike and farmers have stated that they supported their neighbours in solving problems with the new practice and are maintaining contact with DoF. A good indication of the enthusiasm the AFO and FA had for this programme was the effort they had put into the preparation of training materials and leaflets for the tours.

Secondary School Teachers Aquaculture Development Programme

3.5.11 This approach was developed and used by NFEP and NFEP II and staff from these projects assisted FTEP II with the development of their programme. This programme aimed to enhance the capacity of secondary school teachers to teach freshwater aquaculture and IPM as part of the agriculture syllabus and (importantly), involved the school management committee and UFOs.

3.5.12 At the end of the project 331 secondary school teachers (out of a target of 336) had received 12-day residential courses and resource boxes from the project and over the life of the project approximately 300,000 children (40% of whom were girls) have been taught by these teachers.

3.5.13 All planned follow-up visits by UFOs under project funding were carried out; however, only 35% of the planned additional DoF funded follow-up visits

added at mid-term (*UFO/AFO/FAs undertake at least one follow up visit to schools in addition to the five visits supported by the project*) were conducted. This casts doubt on the sustainability of the programme within DoF. As suggested by the project, it would be more appropriate for the Department of Education to incorporate this into a capacity building programme for all secondary schools with the support of DoF and other line ministries.

3.5.14. Preliminary analysis of baseline data and subsequent impact assessment shows encouraging results (see Chapter 7, *“Fisheries Training and Extension in DoF: The FTEP-II Experience”* publication):

- the teachers were highly appreciative of the training and their delivery greatly improved (according to the teachers themselves, head teachers, DoF staff and pupils)
- the proportion of pupils achieving A grades in agriculture increased significantly as compared to control schools
- production increases in the ponds of participating schools and
- 25% of school ponds formerly leased out having been brought back under direct management

Teacher Training Institutes (TTC and PTI)

3.5.15. This component was intended to strengthen the schools programme by ensuring that newly graduated teachers have a sound knowledge of aquaculture and IPM. In November 1999 it was established that there were 11 Teacher Training Colleges (TTC) including an all-women college in Mymensingh. However there are none in Natore as suggested in the project documentation. At primary level there are 53 government and 1 private Primary Teachers Institutes (PTI).

3.5.16 The project delivered 12 days residential training to 7 TTC Lecturers and 47 PTI Agriculture Instructors. A subsequent impact assessment showed that they found the training both effective and relevant. However, whilst the PTIs retained some linkage with DoF, with UFOs making follow-up visits at 9 PTIs (19%), the TTCs did not.

Bank Staff Development Programme

3.5.17 The provision of credit facilities for farmers was seen as an essential ingredient for aquaculture development at project design stage and the methodology proposed built on initiatives that were in progress in NFEP at the time with the Janata Bank. These initiatives failed and following meetings between the Bank and the two projects it was decided to adopt a different approach, using small NGOs as intermediaries between farmer groups and the banks.

3.5.18 Despite agreement by all parties that this was the best way to proceed and the signing of a Memorandum of Understanding between FTEP II and Janata Bank, continued administrative delays delayed the disbursement from the bank to the NGOs and the programme has stalled.

3.5.19 Anecdotal evidence from other projects (e.g. IFAD, DANIDA) suggests that the use of small NGOs as intermediaries between the banks and farmer groups is, indeed, the best way to administer this type of micro-credit, provided that the NGOs are carefully selected and managed and that the primary loan is secured.

Child to Child (CtC) Fish Farming Awareness Programme

3.5.20 The FTEP II approach is based on a pilot programme conducted by BAFRU with BRAC schoolchildren in Mymensingh. The training involves a mixture of games, practical sessions and discovery sessions and the children are also given two games to take home and play with their friends to reinforce the key points of pond fertilisation and fish feeding.

3.5.21 It was originally intended that AFOs/FAs would undertake this work, but it soon became apparent that they already had a heavy work load and that they did not all feel comfortable working with young children. Female graduates from BRACs Non Formal Primary Education Programme, known as *Kishoree*, were identified as more suitable trainers and a MoU was agreed between BRAC NFPE management and FTEP II to support the programme.

3.5.22 Two sets of materials were then developed by the project for this intervention:

- a residential training course for BRAC education Assistants (*Kishoree*), and
- a pack of games and activities for these village children to play with family and friends (CtC)

Training of Trainers courses were delivered to 247 *Kishoree*, though 48 dropped out for personal reasons (it is estimated that a replenishment rate of 25% per year would be necessary to sustain the programme). In turn, 14,690 children (53% girls) received training from the *Kishoree*.

3.5.23 Impact assessment of the programme indicated a significant increase in production from the ponds of the parents of the trained children. In addition a number of positive livelihoods outcomes were identified within the participating families (see Chapter 6, "*Fisheries Training and Extension in DoF: The FTEP-II Experience*" publication). However, this was not repeated from the ponds of parents of children who merely played the games with the trained children and the impact of the programme on the community as a whole was limited.

3.5.24 Clearly this activity will not be sustained by DoF after the end of the project. BRAC are in a much better position to carry this initiative forward. However, it was interesting to note (at OPR) that whilst the BRAC NFPE management had signed the original MoU, their Fisheries Division was not aware of it.

3.5.25 A final important finding of the livelihoods review of this programme was that impact was limited amongst the poorer sections of the community who were pre-occupied with far greater social and economic concerns such as dowry, food insecurity, arsenic poisoning, lack of work and poor education.

Extension Management

3.5.26 This is not referred to in any of the project documents and, indeed, was never intended to be a significant project activity. However, due to the faulty assumptions in original project design, FTEP II has been involved with every stage of the extension process, as the strategic management and financial support provided at Upazilla level were essential to the achievement of project targets.

3.5.27 This gives rise to concern about FTEP II extension activities after the project closes. It would be expected that some of the pilot activities would be abandoned due to departmental prioritisation of efforts. However, even the mainstream activities such as the PGTS, will not be sustained post-project, according to Upazilla staff.

3.5.28 Whilst the project have been successful in preparing a 'new home' for their staff training activities, no such home exists for their extension management activities (unless they are adopted by another project, which would again only be a short-term solution).

Box 7 Lessons learned include:

Opportunities:

- the PGTS is a tried and tested extension methodology. Evidence suggests that it is the most effective of the group methods
- all DoF staff are familiar with the PGTS and the department possesses the management capability and staff training capability to sustain it
- Farmer Exchange Visits are considered to be valuable by both DoF staff and farmers. A standardised methodology, designed to derive maximum value from such visits, has been developed
- FTEP II has refined the methodology for the schools programme and it appears to be highly effective. UFOs are committed to the approach. MoE should be involved
- there are opportunities to link micro-credit and extension, provided that small NGOs act as intermediaries and the primary loan is secured
- there are interesting opportunities to work with large NGOs like BRAC with child-centred awareness-raising/educational exercises

Threats:

- the effective PGTS will die without further management support and dedicated funding
- once FTEP II is finished, field staff will devote all their attention to other project driven activities where management support and funding will remain (in the short term)
- there will be no recurrent funding from DoF for Farmer Exchange Visits or a continued school teacher programme. (Although DoF staff are familiar with the methodology and could use it with other projects/agencies)
- little progress in establishing links between DoF and other agencies and ministries
- the management difficulties of working through small NGOs for both micro-credit and extension
- lack of capacity and revenue funding of Extension Cell to sustain

3.6 The Role of NGOs and Private Sector in Service Provision (Networking)

Output 3: Co-ordination mechanisms for all extension approaches established and strengthened.

OVI: 1 Extension projects in Bangladesh identified and network established, agreed and in operation with regular forums by end of year 1.

2. Regional and national extension newsletters strengthened and being distributed quarterly to all extension projects in Bangladesh by the end of year 1.

3. NGO extension forums for Faridpur, Chandpur and Natore strengthened and project staff meeting quarterly by year 1.

4. Links and collaboration with Teacher Training Colleges in Natore and Chandpur established by end of year 1.

5. Provision of credit from commercial banks to participating farmers increases overall aquaculture credit disbursements by EoP.

3.6.1 Collaboration and linkages between DoF and other development agencies is of utmost importance for development of the sector and this principle is firmly established in the Aquaculture Extension Strategy and Action plan. FTEP II has taken several initiatives in this context and a number of these have already been addressed in Sections 3.2 (Extension Staff Training) and 3.5 (Extension Approaches). Other project initiatives are described below.

NGO-DoF Networking Forums

3.6.2 The concept of Fisheries Networking Forums was designed to bring stakeholders together to share information about fisheries policies, projects and programmes. Because FTEP II was an extension and training project, and the project document assumed that NGO Forums already existed in the project Model Districts, the early model was based on DoF/NGO participation and a largely extension and training related agenda. The ultimate goal was that these forums would develop to encompass other stakeholders (e.g. banks and private sector) and other issues.

3.6.3 Over a two-year period the project facilitated a total of 7, 8 and 10 forum meetings in Natore, Comilla (managed from the Chandpur office) and Rajbari (managed from the Faridpur office). The results were mixed, ranging from planned meetings not happening and meetings breaking up due to acrimonious debate over issues like credit, to very positive and constructive exchange of views and identification of opportunities to cooperate. Overall, it appears that the initiative lost support when the stakeholders realised that the project was not going to fund their on-going activities and when the differences of opinion/agendas between DoF and NGO staff emerged.

3.6.4 Experience from other projects over the years suggests that such GO-NGO forums can work well if they have a specific purpose (e.g. achieving project goals with the NGO partner usually as a grass-roots implementer and GoB partner as the managing agent) and have external funding. These forums do not generally evolve into self-sustaining bodies serving the mainstream programmes of the stakeholders. FTEP II's experience seems to be consistent with this pattern.

3.6.5 Despite the investment in training NGO staff, FTEP II was unable to demonstrate that this had a direct benefit in terms of fish production (as was the case with the DoF staff training). This raises the question of the value of training NGO staff for service delivery (with follow-up and net-working) as against simply funding programmes through them. Small NGOs offer a special challenge since they tend to recruit relatively poorly qualified (cheap) field staff with very limited technical knowledge (FTEP II Lessons Learned,

Chapter 3, June 2003). Whilst this might increase the impact of training, it also raises the question of sustainability, since these staff have a high turnover rate, and limited access to the resources necessary to deliver extension services. Further study is required to fully understand the ways in which DoF could best use its resources to have the greatest impact on NGO performance – but improved mutual trust remains a prerequisite for partnership.

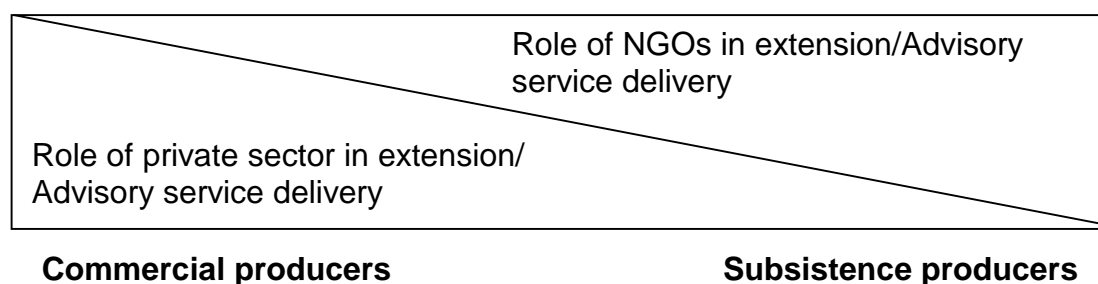
Newsletters

3.6.6 Lack of DoF commitment to producing regular departmental newsletters has stalled this initiative.

Potential role of the private sector in extension service delivery

3.6.7 The role of the private sector in extension service delivery has only recently been seriously considered by DoF. Indeed, it is now included (if only in principle) in the Aquaculture Extension Strategy. FTEP II have been engaged in this debate and have generated some useful information through their limited work with banks and fry traders. This development will again have to be taken on by DoF (Extension Cell?).

3.6.8 The consultants' view is that, as part of a strategic planning process, DoF should consider the roles of the various existing and potential service providers. It could be that the private sector should be the main front line service provider at the commercial end of the aquaculture industry and that small NGOs should fulfil the same function at the 'subsistence' end. (This would reflect what is tending to happen already in the field). This could be represented thus:



3.6.9 This diagram is intended to reflect the kind of situation reported by DANIDA in the shrimp industry, where some of the private hatcheries supplying post-larvae to small-scale farmers also provide advice on preparation of grow-out areas and on stocking and husbandry (M Akester, pers. comm.). The same source also reported that buyers are interacting with the farmers and encouraging them to come together in private cooperatives that would be able to guarantee a certain level of supply in return for consistent demand (and presumably favourable pricing). DANIDA has also been providing extension training for private sector fish seed suppliers to enable them to offer advice to their buyers on stocking and husbandry. A

possible future scenario is thus one where farmers can pick and chose where they buy their seed according to the support on offer, and where the “entrepreneurs” at both ends of the aquaculture chain (seed supply and product purchase) find it in their interests to provide support to small farmers. The role of DoF would then be much more of watchdog and quality assurance, both in a technical and social protection sense.

3.6.10 However, this scenario assumes that the levels of seed purchase and the levels of production are high enough to encourage private sector engagement. In reality, there will always be a large number of very small-scale producers with limited purchasing power and influence. The diagram implies that NGOs will continue to have a role in providing training and advice to these farmers, as well as offering micro-credit for start-up and pre-harvest costs. This kind of grass roots support would continue to require the kind of funding which small NGOs have always relied on from the donor community. The role of the larger NGOs should, like the role of DoF, become more strategic in nature, and their support would ideally be targeted at key pro-poor aspects of aquaculture where the private sector will not reach.

Box 8: Lessons learned include:

Opportunities:

- the principle of networking forums at District level seems to be seen as potentially valuable by stakeholders
- if individual DoF or NGO managers are pro-active and positive, networking forums can work
- integrated extension (coordinated at Upazilla level) is accepted as a guiding principle by DAE, DLS and DoF
- there are opportunities for DoF to also work with NGOs and the private sector for front-line service delivery

Threats:

- the practicalities of bringing different agencies together are challenging, particularly if outside funding is unavailable. NGO-DoF relations seem to be particularly strained
- both DoF and NGOs have the culture that any activity must be project financed
- personality clashes between DoF and NGO managers can halt the establishment of forums
- the modalities for achieving integrated extension are yet to be agreed
- Extension Cell capacity for driving forward initiatives for inter-agency links (GO, NGO and private sector) is insufficient
- the DoF's strategy may not clearly give the mandate for DoF staff to work with and through NGO and private sector agencies

3.7 Gender approach and impact

3.7.1 The project Logical Framework clearly specified the need for women and girls to be involved in the training programmes but had no specific gender

policy in terms of equality between men and women. After the DFID B Gender Review this was addressed, and the project promoted equality and gender awareness through a pro-women recruitment process and inclusion of specific gender related issues in training course modules. Country-wide women comprised approximately 25% of all farmer trainees and 50% of all school children trained were girls.

3.7.2 Some specific issues arise in training women farmers, notably the social difficulties of using men as trainers, the degree of illiteracy amongst poor women and the constraints upon women's time as a result of household duties.

3.7.3 The Review Team Gender Specialist took a snapshot of women's views from one project area, and came up with conclusions for the particular circumstances of those sites:

- the financial capital available to the women had increased allowing the purchase of e.g. cows, gold, clothes and land – opportunity for diversification of livelihoods strategies and reduction of vulnerability
- the disposable income was increased allowing for re-investment in ponds and still being able to send children to school
- the status of women in the household had increased, with reduced abuse and even sharing of household chores by the men
- increased mobility – the women were more confident and able to move out of the house unaccompanied
- there was increased interaction between women outside the home on a range of issues including fish production

3.7.4 These benefits must be viewed in the context of wider social change in rural Bangladesh, but the project has nevertheless made a clear contribution to the empowerment of women through increasing their income generating potential.

Box 9 Lessons learned include:

Opportunities:

- women can benefit directly from DoF extension and a pro-woman recruiting strategy in DoF could yield substantial improvement in women's lives
- money is only one benefit; the increase in social status in both family and community may also be significant
- aquaculture may be a valid entry point for livelihood diversification and reduction of vulnerability
- knowledge transferred to women may be passed on through the family
- mixed gender training groups offer opportunities to increase the confidence of women
- male and female trainers should work together

Threats:

- use of predominantly male trainers restricts access to women and may limit participation during training; women to women training is most effective
- over-reliance on written materials should be avoided given low literacy rates amongst poor women
- the low numbers of DoF female field staff limits the impact that DoF can have through extension
- simple percentage targets in project documents for women trained can detract from a more meaningful engagement with gender issues

3.8 The Aquaculture Extension Strategy (AES)

Output 1: DoF strategy, procedures and organisational structures for providing training to DoF staff and small NGOs in place and operational.

3.8.1 Reports on numerous interventions involving DoF have highlighted the need for change within the organisation if desired outputs are to be achieved in a sustainable manner. Indeed the FTEP II mid - term review stated that: "The management structures within DoF are not appropriate to take over the extension programme developed by the project. The current organisational structure of DoF is around projects, funded from both the development budget and from external donors. This structure does not permit the DoF to provide a standard core of extension services in a continuous manner". The Fourth Fisheries Project is beginning to work with DoF to develop the Aquaculture Extension Strategy to move away from the project-oriented approach and put in place a more permanent extension structure. All projects and donors in the fisheries sector are to collaborate with the DoF in this effort.

3.8.2 The Aquaculture Extension Strategy has now been produced and an associated Aquaculture Extension Action Plan is at draft final stage. FTEP II staff were heavily involved in the development of these documents and took the lead in two of the seven themes that run through both, i.e. Human

Resource Development (for aquaculture extension) and Extension Approaches (for aquaculture). Unfortunately, due to the unexpectedly long time it took to develop these documents, FTEP II were not able to use them as a reference for their extension activities towards the end of the project period (as had been planned) and key staff could not sustain their contributions through to the completion of the Action Plan as by this time they were fully engaged in the wrap-up and reporting of their project.

4. SUMMARY OF PROJECT PERFORMANCE

4.1 Ownership, understanding and sustainability

4.1.1 At start of project, DoF had a wide range of aquaculture specialists, many with overseas technical training, and a good understanding of current technologies. The gap between this knowledge and its realisation in terms of increased production by farmers was the result of poor capacity for information transfer and farmer support.

4.1.2 As a result of FTEP II (building on a range of previous projects), the DoF now has a cadre of top class master trainers (DTs) with wide respect and substantial status and self esteem. These staff have been given a reinforced sense of mission and confidence to deliver extension to primary beneficiaries. This had been much appreciated by the DoF as a whole, and the DG is particularly content that the FTEP II training, for the first time, embraced not only the “professional” grades, but also the Fisheries Assistants and Assistant Fisheries Officers. It remains a fact that many of these staff have no fisheries background at all, and sorely need capacity building. The ownership of the staff training component of the project is thus extremely high, as is understanding of the project approach.

4.1.3 The inclusion of extension in the project has led to some confusion over the distinction between training and extension. This was perhaps exacerbated by the fact that FTEP II embraced extension, but was not mandated to focus on the much needed strengthening of the DoF Extension Cell. Nevertheless, the status of the DoF field staff has been reported as significantly enhanced in the eyes of trained farmers as a result of training quality and subsequent increased production. DoF ownership of this component is thus considered strong at the decentralised level (UFOs and DFOs and their staff) but perhaps not in Headquarters.

4.1.4 The adoption of a highly consultative approach to developing a DHRDS appears to have led to wide understanding of the process amongst those involved (e.g. Divisional Trainers), but is less clear how much the wider DoF has engaged in, and understood this process. The attempt to progress beyond HRD to holistic HRM may have been even less well understood in the existing Public Service environment, and it seems unlikely that there is wide understanding or ownership of that additional step. It is likely that, as the project increased in complexity, staff outside the central project environment found it to follow the various threads.

4.1.5 Ownership of the Training Wing itself may perhaps suffer from this later complexity of project approach, and it would be optimistic to assume that the ownership of the FTEP II will be automatically transferred to the TW. There are a variety of views amongst the senior staff consulted, as to the need for the TW. At one extreme there is agreement that such central coordination would improve efficiency, benefit the institution and reduce leakage from training funds. At the other extreme, there is a view that the Savar Training Academy should have control of all the Training Centres, and would provide all the necessary coordination. This latter view does not embrace the need for an HRD strategy and perhaps highlights the major uncertainty over the sustainability of the TW. The questions remain at EoP of who wants the TW, and what do they expect it to deliver?

4.1.6 The current DoF Director of Training is due to retire within a year. Should his replacement be posted in Dhaka and take on responsibility for the Training Wing, there would be a case for substantially increased optimism. Influence within DoF at Director level will be essential if the TW is to survive as an effective unit.

4.1.7 The overall conclusions with respect to sustainability are:

- the Training Wing is extremely vulnerable at project end and may not survive the close of the project without further support (internal or external). Survival depends, to an extent, on institutional reforms which are still a long way off in DoF, but appointment of a senior Dhaka-based Director of the TW would provide a chance for sustainability
- funding and management support for the Training Centres may be so erratic as to preclude implementation of a coherent strategy to improve service delivery in their command areas. The Centres may thus die slowly or remain as sporadic contributors to the development process
- the impact on schools and their children will survive as long as there are trained teachers with resource boxes, but some form of mentoring from DoF is probably essential to maintaining motivation and standards
- small NGOs benefited from training, but in the absence of a mechanism for continuing partnership with DoF outside of a project context, this relationship will not survive
- there are indications that the livelihood gains made by women and men fish farmers are likely to be sustained as long as the socio-economic, political and environmental circumstances under which they operate do not radically change adversely
- the improved capacity of the DTs (and thus the field staff) is a major achievement, but will inevitably erode over time without reinforcement, and this may not happen through a purely DoF revenue-funded approach
- the improved capacity of these field staff has led to significantly increased DoF capacity, particularly at Upazilla level. This capacity can usefully be deployed in other project and programme activities, but will again erode over time without reinforcement

4.1.8 In summary, the benefits to DoF staff originally anticipated during project design have been delivered, and the benefits to primary stakeholders have also been realised. There will undoubtedly be some sustainability of these benefits, since even without reinforcement, the many committed UFO/DTs will not forget all they have learned, and they always manage to do some work with or without revenue funding. The difference made to the AFOs and FAs, some of whom had little or no fisheries experience, will be even more enduring, for as long as they remain in aquaculture.

4.1.9 The new strategic targets set at the mid-term review are less certain. The survival of the Training Wing is given less than an even chance without additional external assistance, and in the absence of an active and coherent HR strategy, the Training Centres are likely to suffer a similar fate, remaining project driven and intermittent in their contribution. The MIS systems will not survive as they stand unless the wider DoF finds a use for them, and they cannot thrive unless HR development is a central thrust of departmental management policy. Elements of these systems could be adapted to suit DoF needs (e.g. in administration).

4.1.10 This pessimistic assessment assumes, however, that no further support is forthcoming from any quarter, DoF or otherwise. FTEP II has laid an excellent foundation for a strategic approach to HR development and there is an opportunity for the donor community and DoF to build on this foundation in the spirit of the new approaches towards development support currently being pioneered in Bangladesh. Some of the options are discussed in Sections 6 and 7.

4.2 The exit strategy – the activities which must survive post-project

4.2.1 The OPR report gave detailed consideration to exit strategy components and to strategic options for DoF. The project has now effectively exited, and it is appropriate to examine what strategy has been put in place to address the key activities outlined as important, and what consequences this has for future sustainability.

4.2.2 The OPR made the point that it would be unrealistic and inappropriate for DoF to continue all project activities. The report listed some 55 project activities, of which 31 were considered essential as exit strategy activities. These may be boiled down to a few core activity areas in terms of likely post-project requirements:

Box 10 Key activity areas for project sustainability

Training:

- continued needs assessment for DoF staff
- continued training of DoF service providers at all levels
- course monitoring and evaluation by DoF staff
- rationalisation of Training Centres
- follow-up mentoring for trainees
- training of Training Wing staff and infrastructure development

Extension:

- farmer needs assessment
- farm level baseline surveys, livelihood studies and M & E
- Upazilla level planning, management and M&E
- district level TNA coordination, planning and M&E
- support to capacity building of the Extension Cell

Central Management:

- logistical support to Training Centres
- inter-project liaison or coordination on extension and training
- extension and training materials development and production
- completion and implementation of the AES
- development and maintenance of an appropriate MIS system
- overall coordination of training and extension activities
- facilitation of SLA, gender and poverty reduction focus

4.2.3 These activities assume many things, but key amongst these are:

- funds will be available to carry on with core functions
- materials produced under FTEP II will be maintained and up-dated
- systems established under FTEP II will be maintained and up-dated
- the Training Wing will exist and be mandated to, and capable of, overseeing, facilitating and coordinating all these activities
- the Extension Cell will be up-graded to match the capacity of the Training Wing and the two will act in partnership
- the DoF and MoFL fully endorse and support the HRD strategy
- the wider DoF has ownership of the HR processes and organisation
- DoF will be able to access donor funds

4.2.4 Put simply, the pre-project condition was one of project-driven, piecemeal, training and extension delivered in an un-systematic fashion by relatively poorly trained staff with limited motivation and confidence. Given failure to deliver on the above key activities, the worst case scenario is a step back to this situation with the difference that staff are now better trained and for the time being, better motivated, more confident and better equipped. In the absence of a coherent management framework, much of the gains would soon be lost.

4.2.5 It is unlikely that the conditions necessary to sustain the FTEP II gains can be achieved under the current institutional arrangements and approach to planning and management in DoF. The lack of revenue funding and the continuing operation of DoF in project-driven boxes are killer conditions. The minimum requirements for long-term sustainability are:

Box 11 Core needs for sustainability of FTEP II gains

For the training (HRD) gains:

- a revision of the operational style and objectives of DoF (in the short to medium term)
- sufficient recurrent funds for the TW to drive and develop implementation of the HR development strategy (DHRDS) in the field and to extend the strategy to HQ (immediate)
- an enforced instruction from Top Management that all project training should be co-ordinated by the Training Wing
- a Director level DoF staff member to have oversight of the Training Wing (immediate to short-term)

For the gains in extension delivery:

- a revision of the DoF role in extension delivery and implementation of the AES (short-medium term)
- a strengthened and effective Extension Cell developed in parallel with the Training Wing (short-medium terms), to meet the needs of the AES
- recurrent funds for field operation to permit coherent planning and service delivery at the Upazilla level (immediate)
- partnerships with NGOs, private sector and Local Governments to help deliver extension services at the field level

4.2.6 Given that the DoF presently has neither the Human Resources, nor the revenue budget (a major assumption from the Logical Framework) to reach out to the large number of potential beneficiaries (with expectations raised by FTEP II), **sustaining the benefits of FTEP II requires a major strategic shift by the DoF.** This need is further emphasised by the shift in donor policies from project to programme, an approach now formally backed by the GoB. It will not, in the future, be possible to plug the gaps in an uncoordinated fashion by multiple project activity. A new strategy for fisheries will require careful institutional analysis of the sector, and the changing role of DoF in that sector.

5. STRATEGIC IMPLICATIONS FOR DoF

5.1 The role of FTEP II in promoting change

5.1.1 The OPR for FTEP II and successive reviews of FFP have pointed out that in order to address the GoB policy objectives, the DoF requires a strategy for the sector and plans to implement that strategy. As a result of these recommendations a DoF strategic planning team has been formed, and a start has been made, although progress has been slow. The planning process has moved straight to developing a series of detailed sub-strategies for areas perceived as important, rather than beginning with a comprehensive institutional analysis (along the lines of the recent Department of Livestock study). Despite the fact that this is not an ideal approach, it nevertheless represents a major step forward by DoF and could provide an important opportunity to promote institutional change.

5.1.2 One product of this process is the Aquaculture Extension Strategy which resulted from collaboration between DoF, FTEP II and FFP. The timing of its completion has prevented FTEP II from utilising the AES to inform its processes and exit strategy, but they have contributed significantly to the process. FTEP II staff have, in fact, contributed to the overall process of promoting institutional change in a range of other ways:

- contributing to the beginning of a new systematic planning capacity within the department
- contributing to the process of rationalising the roles of the Fisheries Training Centres, the Fisheries Academy and Fish Seed Multiplication Farms (through Functional Analyses of Training Centres/Farms)
- analysis of pilot partnership arrangements between DoF and other extension agencies (NGO and GO)
- evaluative reviews of various mainstream and pilot extension approaches (both direct and indirect)
- work on HRD/HRM processes and the development of an HRD Strategy and Action Plan, which will recur in all of the other sub-strategies and the overall strategy
- the demonstration, through facilitating the establishment of the Training Wing, of a practical example of a departmental (rather than project) service unit

5.2 A new role for DoF ?

5.2.1 The current DoF strategic planning process is a major advance, but in the absence of an overall functional analysis it as yet begs some key questions, the most important of which is:

- what **should** the role of the DoF be in support to the modern fisheries sector in Bangladesh?

5.2.2 DoF has historically been driven by the production targets in successive Five Year Plans, and has focused primarily on hands on delivery of support to

aquaculture. This has largely been achieved through donor funded hatchery and fish farm development and extension provision on a project basis. The overall approach has very much been hands-on, direct delivery.

5.2.3 The sector has evolved, and the Fisheries Sector Review and Future Developments Study (FSRFDS - 2002) concluded that the private sector has taken over the lead in most areas, particularly in provision of fry for shrimp and fish culture. The role of DoF and its many fish farms is thus in major need of revision, and a new relationship with the private sector is required.

5.2.4 Extension delivery has, to a large extent, become the province of the NGOs. Most major fisheries projects rely heavily on NGOs to deliver at the field level (e.g. DANIDA, MACH and CBFM2), and even projects embedded in DoF (e.g. FFP) resort to the same delivery service. DoF simply does not have the staff to cope. A more strategic view of the role of NGOs outside of the project box, is essential to the future sustainability of the FTEP II benefits.

5.2.5 What then should be the role of DoF? This question has recently been asked of the fisheries authorities in Uganda, post-decentralisation, where exactly the same issues of capacity and relationships with private sector and civil society have emerged. It was concluded that this role is essentially one of policy, planning, promotion, guidance and support to decentralised Local Governments. The function of the fisheries body was to:

- provide a sound policy and legislative framework
- promote awareness of the value and vulnerability of the sector
- support and co-ordinate the technical and economic development of the sector and build capacity at the local level (including advice to private sector and civil society)
- guide the implementation of policy and laws at the local level
- support regulation as needed at the local level and help to enforce the law directly on the larger water bodies
- co-ordinate local efforts to integrate management of shared waters

5.2.6 The implication is that a modern fisheries department should provide the necessary policy and (effective) institutional framework for sector development, and from this base should, in the context of FTEP II, provide technical advisory services and staff training to the sector (including extension providers). The role is of guide, trainer, monitor, coordinator and arbiter. The major difference in the Uganda context, is that responsibility for natural resources management is devolved or delegated to Local Government and this raises the question of the role of the Union Parishads and Upazilla authorities in the Bangladesh context (Section 6).

5.2.7 This discussion of DoF strategy leads to some conclusions with respect to the sustainability of FTEP II, given the core needs identified in Box 11 (Page 41). If DoF is to develop a coherent strategy for sector development it will need to:

- re-organise and reform on the basis of a comprehensive functional analysis
- identify funding mechanisms to implement its reformed approach to, and role in, sector development
- form strategic partnerships with other natural resources agencies, the private sector, NGOs and Local Government

5.2.8 These are major tasks beyond the current experience of the DoF, and it follows that external support will be required in terms of both funds and expertise. Human Resource Development will undoubtedly arise as one of the key functional areas of a reformed DoF. The new Training Wing, and its driving HRD strategy, plus the AES, thus offer an entry point to take forward the process of reform on a pilot basis (although it should be recognised that the part is only valid on the basis of clear GoB commitment to the whole).

5.2.9 Following through this preliminary argument for donor community support to protect the gains made under FTEPII (in the context of wider institutional reform), it is necessary to consider the strategies of the donors themselves.

6. DONOR STRATEGIES AND PRIORITIES

6.1 Overview

6.1.1 In the past, DFID has addressed extension service delivery through a series of projects, notably with the Department of Agricultural Extension (DAE), BAFRU and FTEP I. Long-term investment in the DAE has produced extension policy, strategy and plans, but sustainable solutions remain evasive. The institutional mechanisms developed included project-driven integrating structures at all levels of government from the Upazilla (the Upazilla Agricultural Extension Co-ordinating Committees) to a central national body (EPICC). This system involved fisheries to a varying degree at local level, but never led to formal integration or even communication at the macro level. The system was, in reality, a parallel system to existing Local Government arrangements, and it is now being phased out at EoP. New approaches, more integrated with long term Local Government development, are needed to facilitate delivery of all extension services at field level.

6.1.2 The donor community is, in general, now taking a far more strategic and holistic approach to natural resources and poverty reduction through a programmatic rural approach (reflected very clearly in the new DFID Chars project). The current focus on projects is being phased out and replaced by SWAPs as in the Health Sector where more than 130 projects have been replaced by a single multi-donor funded programme. The Local Coordinating Group (LCG) now has a leading role in this process of donor supported change. The LCG was established as a talking shop and information exchange forum, but has evolved into an advocacy and strategic planning group which directly promotes new initiatives. The Fisheries Sector Review and Future Development Study is a case in point (FSRFDS).

6.2 Fisheries Sector Review and Future Development Study (FSRFDS)

6.2.1 The LCG jointly funded and guided a major review of the fisheries sector in 2002. The resultant documentation is not the end product of this process, merely the start. The LCG is now promoting the findings of the review and seeks to use the arguments put forward to stimulate the kind of change in the fisheries sector that will earn support from both the GoB and the donor community. The principle conclusions of the study were that there are both major opportunities for livelihood improvement and economic growth in the sector, but that these are matched by very serious threats. The review concludes that well considered strategies, good management and well targeted investment are the keys. It also emphasises that new perspectives and approaches will be required if the potential benefits are to be delivered to the nation.

6.2.2 The review specifically highlights the need for policies and supporting institutional frameworks that can respond to changing responsibilities, can coordinate more effectively and can focus on service delivery. The underlying message is that, to protect the resources and contribute to poverty reduction and economic growth, the Department of Fisheries needs to re-examine its role in relation to sector needs and the contributions of civil society and the private sector. The central finding was that a new strategy is essential, and this supports the conclusions emerging from the FTEP II EoP review.

6.3 The DANIDA approach

6.3.1 DANIDA is an active member of the LCG, and has practiced what the Group preaches. Their approach to institutional reform is particularly instructive. A single adviser has been placed in the Ministry of Agriculture and the Ministry of Fisheries and Livestock. From this strategic disposition of resources has arisen the Institutional Analysis and Future Development initiative for Department of Livestock Services (DLS), and support, in partnership with DFID and the LCG, for reshaping of the agriculture sector. DANIDA are also supporting an inter-ministerial Integrated Agricultural Development Plan Working Group which brings together MoA and MoFL.

6.3.2 Under the same programme DANIDA have also placed an adviser in DoF, primarily as a facilitator of specific (aquaculture) projects. This adviser also works closely with the DFID projects to promote institutional reform, for example in support to the role of the Training Wing. The same adviser shared a key role in the FSRFDS contributing to the LCG process. The DLS approach is exactly what the FSRFDS has advocated for the DoF, which operates under the same line Ministry (MoFL).

6.4 DFID B gender and poverty strategies and FTEP II

6.4.1 The DFID B approach is guided by a range of key strategies, including those for poverty reduction and gender equality, which have in turn informed the new Country Assistance Plan 2003-2006 (CAP). The Gender Equality Strategy Review (2001) concluded that despite efforts to include gender

perspectives in DFID projects, these tended to remain, at that time, add-ons which were not fully integrated or essential project components. Gender analysis was limited, the gender dimension was often missing from the project review process and there were few women-specific initiatives. A good deal of effort has been invested in changing this, and FTEP II has participated in that process. Gender analysis has become an integral part of the project monitoring approach, awareness of the importance of this has been passed on to the project staff and a specific gender training module has been developed for trainers and for field staff.

6.4.2 Sustainability of this approach in the DoF environment is questionable, but projects like FTEP II, and CAGES (CARE) have demonstrated that the fisheries sector can provide a valuable entry point for services in support of women's empowerment. Continued reinforcement of the message is required through a major institutional change process if gender equality is to become a consistent feature of sector policy in the post-project era. In the national context, there are GoB initiatives (such as the effective provision of grants to all girls at secondary schools), that DFID can build on in their cross-sectoral activities.

6.4.3 The fisheries sector is also an extremely valid entry point for addressing poverty, and the FSRFDS emphasises the importance of the sector as a safety net for income and food for the rural poor. FTEP II has demonstrated that aquaculture projects can deliver direct and tangible benefits to the poor (though not necessarily the very poor). However, the same reservations remain with respect to the current approach and policy application of the DoF, and change is needed to institutionalise the gains made under a wide range of donor and GoB funded fisheries projects. The DFID Poverty Programme Review emphasised the need to create poverty analysis and criteria for institutional development projects where benefits to poor people will be largely indirect. This would clearly be a major issue in the context of fisheries sector reform. The review asked the questions:

- a. is the institution a sector leader where reform would lead to large scale impacts?
- b. is the institution innovative?
- c. would institutional reform be strategic within the objectives of the overall sectoral strategy?
- d. will institutional support generate policy insights and impacts?
- e. are time frames for institutional change realistic?

6.4.4 To this should be added :

- f. **does the institution have an essential role to play in its sector – can the sector be developed on pro-poor basis without it?**

6.4.5 The answers, in the context of DoF reform are positive for a, c and d, and not proven for b. The answer with respect to e, in the context of FTEP II attempts to reform a small element of DoF, is no (21 months) and the same appears to be the case for FFP (five years) although 19 months remain. In

reality, it is not a question of time, but of will and commitment. Without these, infinite time will not deliver change.

6.4.6 The answer to question f. is crucial. The Fisheries Sector Review and Future Developments Study (FSRDFS) emphasized the need for a review of the priorities and needs of the sector, along with a reappraisal of the role that a modernized DoF should play in the future. The FSRDFS suggests that partnerships are the key to the future of the sector. A range of public sector institutions (eg the water agencies), private sector bodies, plus NGOs, Local Governments and communities will all have a role to play. In this potentially complex matrix of partners, it is possible to envisage a situation where DoF itself, becomes marginalized, and has only a minor part (non-essential role) to play. It is argued in Section 7 of this report that this would not be appropriate, but it nevertheless remains a possibility in the absence of institutional change in DoF and MoFL.

6.5 DFID B Country Action Plan

6.5.1 The CAP is based on the GoB Poverty Reduction Strategy, and DFID are working to build a shared, prioritised, set of actions for delivery on this basis. The CAP identifies six priority areas for DFID action, all of which have major relevance to the livelihoods of all rural communities including those involved in fisheries. Two of these priority areas are particularly germane to the areas identified as critical to the sustainability of the FTEP II benefits:

- a public sector that is more accountable and responsive to the interests of poor women and men
- effective demand by pro-poor groups for resources, services and realisation of rights

6.5.2 The first of these links directly to the arguments with respect to institutional reform put forward in previous sections. Whilst FTEP II and similar projects have undoubtedly increased the **capacity** of DoF (and to an extent NGOs, teachers and farmers themselves) to respond to the needs of the poor, it is still questionable whether there has been an increase in the accountability or responsiveness of the institution as a whole. The concept that a government department exists, at least in part, to provide help to disadvantaged groups as well as to meet its production targets remains alien.

6.5.3 The second of these CAP priorities highlights the problem the poor in rural communities have in accessing information and understanding what services they are entitled to receive from government in support of their livelihood strategies. This is a key question in extension provision, and raises the issue of the level of service provision that DoF (and other GoB extension agencies) could, and should, be able to provide to the huge number of rural communities in Bangladesh. Do projects like FTEP II, which deliver genuine benefits, raise expectations that institutions like DoF cannot currently meet?

6.5.4 FTEP II was successful in targeting the poor (though not the very poorest) as measured by income levels and land and pond ownership (Annex

4). These people have realised production increases as a result of extension, and if this has been genuinely successful, it should have raised expectations that DoF will provide further support. In the current post-FTEP II circumstances, and with the prospect of projects drying up, some means must be found to both identify the extension needs of poor people in rural communities and to empower the poor to demand services from Local Government. DFID is currently designing a new approach to Local Government support that may offer options (Local Government Agricultural Development Plan).

6.6 DFID B - a revised approach to service delivery?

6.6.1 DFID is considering a pilot approach to improving service delivery in agriculture via support to Local Government. This is similar in principle to the support to decentralised government provided by DFID and other donors in Uganda, and involves provision of funds direct to the Upazilla. Using one or more Districts on a test basis, it has been proposed that DFID should provide funds to the Upazillas in parallel with the Annual Development Budget provided as a block grant by GoB. This fund would be utilised by Local Government on the advice of the Upazilla officers responsible for agriculture, fisheries and livestock. A proportion of the funds might be ear marked for extension and for M&E.

6.6.2 Each of the Union Parishad Standing Committees (SCs) would receive a proportion of the funds with guidelines as to expenditure categories, and the Upazilla natural resources officers would support the SCs. If this system were matched by community awareness and mobilisation, the UP would ultimately be using the extra resources to respond to community demand, including natural resources extension needs.

6.6.3 This system recognises the importance of bringing decisions about resource use down to the primary user level, and attempts to use existing structures of Local Government (e.g. the Upazilla Development Coordinating Committee) rather than creating new UAECC style institutions. However, there is no direct role for the sectoral line ministries. The integration at local level will not be reflected at the macro level, and the EPICC experience will not be repeated.

6.6.4 It would seem essential that Local Government ultimately takes over first line responsibility for delivery of services in natural resources management, and this change process is underway in many parts of the world. It is nevertheless dangerous to assume that this approach negates the need for a central oversight body. Ideally, the process that DFID is piloting would have been designed in partnership with a consortium from the relevant departments of the two ministries responsible for agriculture, fisheries and livestock. These departments would then have taken over the role of monitoring the impact of the pilot. This situation is presumably being addressed, for the future at least, via the inter-ministerial Integrated Agricultural Development Plan Work Group fostered by DANIDA.

6.6.5 At present the reality is that such specific inter-institutional collaboration and innovation is rare (and difficult for the donors to create), and the challenge of institutional reform is not only to improve responsiveness to the needs of the various stakeholders, but also to generate an enabling environment for integrated natural resource development.

6.7 The GoB perspective

6.7.1 The programme approach is now being adopted by GoB, and line ministries are beginning to feed the message to departments that, in the future, projects will disappear and be replaced by strategic programmes. It is probably fair to say that, in DoF at least, the implications of this message have yet to impact on any major scale. With recognition of this as a reality, may come the acceptance of the need for institutional change to take on a new operational framework.

6.7.2 Some movement is already evident. The Ministry of Agriculture is planning its future via a Plan of Action for Agriculture and the inter-ministerial Integrated Agricultural Development Plan Working Group draws MoFL and MoA together in a strategic planning forum. DoF has its draft AES and the beginnings of a Human Resources development strategy, but the public sector is, in general, on the move and fisheries is being left behind. There is no reason for this to be the case, since The Sixth Five Year Plan (FYP) contains many policy and strategy provisions for fisheries at the head of which (Sub-section fisheries, Section 6 para a.) is:

- development of skilled manpower..... expanded institutional /organisational capabilities to plan and implement development activities

6.7.3 Section 5 of the FYP states the policy objectives. Second and third amongst these are:

- to generate additional employment in fisheries with a view to help poverty alleviation through.....aquaculture management practices
- to improve the socio-economic conditions of the fishermen, fish farmers, traders and others engaged in the fishery sub-sector

6.7.4 There is thus coherence between the views in this report regarding the need for overall institutional development, HR development and an increase in the responsiveness of the DoF to the needs of the poor.

7. LESSONS LEARNED, CONCLUSIONS AND RECOMMENDATIONS

7.1 Lessons learned - summary

7.1.1 Given:

- the performance of FTEP II
- the identified constraints to sustainability

- donor strategies, activities and priorities
- GoB policies and plans

the question remains of what, if anything, should be done to protect the gains delivered under FTEP II? It is useful first to summarise the lessons learned under the various FTEP II areas of activity:

Table 3 Summary of key lessons learned from FTEP II

| FTEP II Focus Area | LESSONS LEARNED |
|---------------------------------------|---|
| Strategic issues | 1. The key to sustainability is a clear long-term strategy; this must be built in from day one. The Training Wing has emerged too late |
| | 2. Building commitment and consensus for institutional change takes a long time, and an internal champion is needed |
| | 3. Commitment for change must be generated at the Ministry level, not just the department; arguably this should be the starting point |
| | 4. Donor agencies must make clear their own policies by offering direct support to encourage institutional reform and sector strategies |
| | 5. Incremental change is useful, but in the case of DoF this approach has not yet delivered; it is time for a more radical shift |
| | 6. The capacity for change management is scarce and high quality external advice will be essential to the process |
| | 7. Pro-poor drivers for institutional change must be identified from within the stakeholder community, not just in the donor community |
| | 8. Keep it simple – ensure that the processes of institutional analysis and subsequent reform are well understood |
| Extension training delivery | 9. Sustained and progressive staff development can yield improved services to beneficiaries even in the absence of a coherent strategy |
| | 10. Improved self-esteem can be as important as cash rewards to staff, but lack of operational funds can erode enthusiasm & benefits |
| | 11. For junior staff, training is not enough; follow-up support in getting started with farmers is essential |
| | 12. NGOs benefit substantially from training; they offer a nation wide presence, built in focus on women and the poor and access to alternative funds |
| | 13. However, DoF/NGOs attitudes preclude strategic partnerships for service delivery; this is a constraint to maximising client benefits |
| | 14. Further study is necessary to fully understand the ways in which DoF could best have an impact on the delivery of services by NGOs |
| Training Centres and Training Academy | 15. A coherent in-service training planning process can work in DoF, but requires the Training Wing and Training Centres working together |
| | 16. It is not clear whether DoF has the resources or the inclination to sustain either the Training Wing or the Training Centres |
| Materials | 17. The training and extension materials produced are an excellent resource, but this requires careful nurturing if it is to be sustained |
| Extension approaches | 18. The PGTS have proven to be highly effective, but it cannot be sustained without management and funding through DoF |
| | 19. The schools approach is also successful and should hopefully survive through the enthusiasm of teachers and UFOs |
| | 20. Farmer exchange visits have been highly valued by all, but are also unlikely to survive without further funding |
| | 21. Other than NGOs, there has been little progress linking DoF and other service delivery institutions; DoF remains inward looking |
| | 22. These issues are all exacerbated by the failure to strengthen the capacity of the DoF Extension Cell |
| | 23. Aquaculture extension can substantially increase the incomes of |

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|---|--|
| | the poor, but may not directly help the landless very poor |
| | 24. Aquaculture extension can be used to specifically target the livelihoods of women, and may bring wider social benefits |
| The role of the NGOs and private sector | 25. Whilst networking NGO forums are potentially valuable are they practical? The problems of BADS and COFCON illustrate reality |
| | 26. The DoF/NGO mutual negative view of each other requires adjustment and perhaps a government policy directive as guidance |
| | 27. The private sector is a major player, but the role for DoF remains ill-defined; they still compete through hatcheries & farms. A clear mandate is required based on a coherent sector strategy |
| National Aquaculture Extension Strategy | 28. Sub-component planning can usefully take place in the absence of an overall sector strategy , but joining the bits together is not the ideal way to formulate the way forward for DoF |
| | 29. Collaboration between projects and sub-groups of DoF is vital |

7.1.2 This summary demonstrates the linkages between the sustainability of the various components of FTEP II and the wider strategic issues debated in this report.

7.2 Conclusions

7.2.1 The overall conclusion from the EoP Review is that the original intention of the project, to improve the quality of DoF trainers and to improve the capacity of DoF to deliver extension services, has clearly been addressed. It is also concluded that the gains in personal capacity and personal confidence will remain amongst the DoF trainers and field staff who have actively participated in the project, as (in the short term) will the benefits from the training resources accumulated.

7.2.2 It is further concluded that the direct benefits received by farmers (both women and men) under the project have been widespread and tangible in terms of capital assets gains. There is some indication that these benefits may be sustainable and may result in at least mid-term improvement to livelihood outcomes. These benefits have been biased towards the poor, although it is still questionable how far the landless very poor could benefit from such approaches.

7.2.3 The analysis of lessons learned, however, suggests that there are several areas where some of the project gains will be lost at EoP. These losses include erosion of field approaches (notably the PGTS), and dilution of the institutional changes (the Training Wing) and associated coherent strategies for HR development. It is concluded that further support would be needed to protect these gains.

7.3 Recommendations

7.3.1 no attempt should be made (by donors) to protect the Training Wing in the absence of a MoFL commitment to wider reform of DoF via the development of a comprehensive plan for implementation of national sector policy

- 7.3.2 intermittent support to the Training Wing could be part of a package, contingent upon commitment of MoFL/DoF to participate in a full donor-funded functional analysis resulting in production of a national strategy for the sector
- 7.3.3 should such a process be agreed promptly, provision could be made for FFP to provide some immediate consultancy support (local or international) to help the Training Wing establish itself in DoF
- 7.3.4 such an institutional analysis should be founded upon the conclusions of the FSRFDS and should adopt the approach already piloted by DANIDA in the Department of Livestock Services (i.e. already approved by MoFL)
- 7.3.5 funding for this process would best come via the LCG rather than any single donor to emphasise their commitment to the FSRFDS approach
- 7.3.6 the donors may wish to send a clear signal that the step wise project-based approach has been abandoned, and that the process of functional analysis and identification of strategic funding gaps, is a pre-condition for further support to DoF (any such support being programmatic)
- 7.3.7 If DFID proceed with their planned Local Government Agricultural Development Programme (LGADP), it would send an excellent message if the DoF Training Wing and Extension Cell could participate in the process as a formal liaison point for the DoF Upazilla staff.

7.4 Concluding justification

7.4.1 It is extremely tempting, in the light of the last ten years experience, to focus all donor resources on development at the Local Government level. The gains are clear, and the pathways short. This is undoubtedly where the bulk of future emphasis should lie. However, the fisheries sector has special characteristics shared only with some other wild renewable natural resources.

7.4.2 The inland resources, and to an extent the marine aquatic resources of Bangladesh, are under threat. Whilst the potential identified in the FSRFDS for aquaculture may be realised by private sector development, the overall management and protection of the wild resource base cannot. It is not possible to manage the complex inland water bodies on an Upazilla by Upazilla basis. There is a need for central research, consequent policies, plans and regulations for management. There is also need for an oversight body to take ultimate responsibility for the nation's resources. This applies in many areas of fisheries such as quality control, post-harvest products and monitoring of genetic resources.

7.4.3 It is true that it would be necessary to engage many institutions in this oversight and advisory role, but logically, the DoF should, in an appropriate form, be the centre of the web. Should the recommended approach fail, it may take many years to achieve this situation.

Annex 1 Review Team Itinerary

| Day | Activity BB = Blake (Institutions); JP = Parker (Training); SN = Nessa (Gender) |
|----------------------|---|
| Monday 26/5/03 | Arrive Dhaka: Briefings BB, JP – FTEP II and DFID |
| Tuesday 27/5/03 | Meetings Dhaka BB, JP – DoF, FFP/DFID; review scheduling |
| Wednesday 28/5/03 | Meetings Dhaka, BB - DoF, FTEP II, DANIDA; briefing SN JP to Faridpur |
| Thursday 29/5/03 | Meetings Dhaka, BB – DANIDA, DoF staff, FTEP II staff, ASIRP JP – return from Faridpur, meetings with DFID SN - review of data and background, planning with BB |
| Friday 30/5/03 | Review Team meeting: agreement of report structure and detailed planning of remaining time; report drafting; BB, JP, SN |
| Saturday 31/5/03 | Meetings Dhaka, BB/JP – Health Sector, DoF, FTEP II staff SN – review of data and background material (Dhaka) |
| Sunday 1/6/03 | Meetings Dhaka, BB – DoF, BAU JP – Report drafting (Dhaka) SN – data review and assessment of gender impact (Dhaka) |
| Monday 2/6/03 | Meetings Dhaka, BB/JP – DoF, FTEP II on PCR forms SN - on field assessment (day trip) to Meghdubi, Gazipur |
| Tuesday 3/6/03 | Preparation for reporting meeting, team progress review BB JP, SN Report drafting, BB,JP,SN |
| Wednesday 4/7/03 | Reporting meeting, report writing BB,JP,SN |
| Thursday 5/7/03 | Draft report review BB,JP; report revision and PCR form revision JP – departed pm |
| Friday 6/7/03 | BB completion of first draft report and hand over to ITAD/FTEP II |
| Saturday 7/6/03 | BB departed am |

ANNEX 2 People Met

| | |
|--------------------|---|
| People met: | Alan Brooks, Team Leader, FTEP II |
| | David Brown, Regional Coordinator, FTEP II |
| | Ferdous Parveen, Project Director, FTEP II |
| | Tim Robertson, DFID |
| | Martin Leach, DFID |
| | Nasaruddin Ahmed, Director General, DoF |
| | Arne Andreasson, Team Leader FFP |
| | Richard Gillet, Institutional Specialist, FFP |
| | Md. Nazrul Islam, Director Inland, DoF |
| | Momtaz Begum, DC Training Wing |
| | Duncan King, DFID |
| | Jorgen Hanson, PPSU, DANIDA |
| | Md. Shahidul Islam, DD (Aquaculture), DoF |
| | Rafique Islam, PCD FFP |
| | Giasuddin Khan, Chief Fisheries Extension Officer/DD Shrimp Cell, DoF |
| | Mr Sanaullah, Designate Head of Training Wing, DoF |
| | Nasir Uddin Humayan, AD Planning Cell, DoF |
| | Abul Hashem Sumon, AD Training and Extension, FFP |
| | Mustafizar Rahman, AD Training Wing |
| | Mr Akhter Ali Sarkar, AC Training Wing |
| | Nazmud Huda Khan, AC Training Wing |
| | Zillur Rahman, FFP |
| | Md Saraj Uddin, DFO Chandpur |
| | Zoarder Shibendra Nath, Principal, FTEC, Faridpur |
| | Nibedita Dey, Instructor (DT), FTEC, Faridpur |
| | Mesba Uddin Ahmed, PCD, IFAD Project, Faridpur/Director Training DoF |
| | Sarder Golam Mostafa, FA, Boalmari, Faridpur |
| | Md. Babar Ali, AFO, Boalmari, Faridpur |
| | Ali Azam, DFO, Faridpur |
| | Zia Haider Chowdhury, UFO (DT), Alfadanga, Faridpur |
| | Paul Thompson, CBFM 2 |
| | Mark Walker, Policy Specialist, ASIRP, DAE |
| | Michael Akester, Advisor, DANIDA |
| | Professor Salahuddin Ahmed, University of Dhaka |
| | Keith Fisher, Sectoral Advisor, ASIRP, DAE |

ANNEX 3 Terms of Reference for FTEP-II End of Project Review

1. Project Title

Fisheries Training & Extension Project – Phase 2

2. Background

The aim of the Fisheries Training and Extension Project, Phase 2 (FTEP-II) is to strengthen the training and extension capacity of the Department of Fisheries (DoF) and develop their skills in particular technology packages so that they are better able to address and respond to the needs of poor fish farmers and fisherfolk in Bangladesh. However, following a mid-term review in 2000, the project is increasingly placing more emphasis on the organisational reform of the extension and training sector.

Core activities continue to support a broad range of training and extension follow up components implemented through three main components. Firstly, improving the capacity of the Department of Fisheries (DoF) to deliver training directly to farmers through their primary extension agents (Assistant Fisheries Officers and Field Assistants). Secondly, to improve the capacity of DoF staff to deliver training to farmers through secondary extension agents such as NGO extension staff, secondary school science teachers and BRAC *Kishoree* girls. Finally, to improve the networking and institutional activities of DoF. The key OVI's from the log frame for these activities relate to fish production and income increases for a target number of adopting farmers but following the MTR of 2000, additions were made to purpose level OVI so that the increasing involvement in developing institutional capacity may be reflected.

Since project inception the main focus of the training component has been to improve the capacity of the Departmental staff to carry out their own ToT interventions and provide the necessary skills and knowledge base for the aforementioned primary extension agents, mainly the AFO and FA.

The project mid-term and the DFIDB gender review made a number of specific recommendations (and changes to the log frame) that were accepted by the project steering committee. These changes were principally aimed at improving the sustainability of the institutional changes brought about due to the project activities both at the field level for extension services and at an organisational level for human resource development (HRD) strategies.

Since completion of original logframe targets were well on track and most likely to be easily achieved, recommendations by the March 2002 OPR consultancy team continued to focus on two key areas; i) embedding successful extension interventions as mainstream activities into DoF through the FFP supported National Aquaculture Extension Strategy and ii) support the development of a Training Wing, pilot Divisional HRD strategy and initiate systematic approaches to training management and, providing the foundation for a more broader and overarching strategic HRM/D within the department. Challenging and ambitious activities were added to the original project planning documents to reflect this.

The project documentation states that the project will run from July 1997 to June 2002. Project activities did not start until March 1998. An extension up to June 2003 was proposed and accepted by both implementing governments. Therefore for the purposes of official documentation the project period is six years including a one year no cost extension. However, the actual working period of the project shall be 5¼ years.

3. Overall objectives

The overall objective of the consultancy is to:

- Assess progress towards the PIMS markers set in the Project Memorandum and overall achievement of the project's objectives including revised outputs using DFID's Office Instructions as a guideline (OI Vol. II: I 1).
- Assess implementation of 2002-2003 planned outputs set in the "Building on Success" OPR report, April 2002.
- Determine progress towards institutional and organisational change within the Department of Fisheries through development of a strategic human resource development programme.
- Document and present key lessons learnt to DFID, DoF and key partners.

4. Methodology

The consultancy is seen as working very closely with the TA team, and as this is an end of project review greatest emphasis must be placed on determining the overall performance according to tasks set in the project documents and periodic review recommendations and, to highlight key lessons learnt for not only the implementing organisations but also a wider audience.

This, along with the tasks below, will contribute to the EoP report, in a format to be decided by the Team Leader, covering the issues indicated in this TOR, as well as completion of the standard DFID PCR form. Additional concerns falling outside of the review can be raised with DFID in an informal manner.

The team will receive a briefing from DFID with regard to the TORs for this review and the FTEP-2 project office will be responsible for the operational aspects of the review. The itinerary will be finalised on arrival in Bangladesh.

The team members will undertake meetings and field visits as required to undertake their TORs and meet with project, DoF, project beneficiaries and other key stakeholders. The team members will, in addition to conducting the review, participate fully in writing a draft report for submission to DFID prior to

departure. A team of two expatriate international consultants is proposed. The members of the team are listed below:

- Barry Blake, (Institutional & Organisational Assessment) – Team Leader
- Jim Parker, (Training & Extension)
- AN Other, (Gender). A national consultant will join the team to specifically review the

Additional DFID-B will attend the OPR presentation and may join the review team for some or all of the fieldwork. These additional team members include:

- Tim Robertson, DFIDB Natural Resources & Environment Adviser (livelihoods, natural resources and environment).
- Duncan King, DFIDB Rural Livelihoods Programme Adviser (livelihoods, natural resources)
- Amita Dey, DFIDB Social Development Adviser (poverty, equity and gender issues)
- Najir Ahmed Khan, Programme Support Officer

5. Scope of work

The consultants will review project documentation (point 10), and work with staff from the Department of Fisheries, the DoF/TA project team, national consultants and liaise with other key agencies to address the following tasks:

- review the extent to which the project has supported the development of a fully functional Training Wing guided by documentation, Divisional HRD strategy (DHRDS), effective training management and MIS to support initiatives in best-fit strategic HRD practices.
- review the relative impact of FTEP-2 supported extension provided by DoF on primary stakeholders. Specific consideration should be given to each of the different approaches used or piloted by the project. These would include not only the small group pondside training sessions carried out by the DoF primary extension agents (AFO/FA) but also the use of secondary extension agents such as school teachers, *Kishoree* girls and the local NGO extension agents.
- Particular attention should be given to project activities highlighted in the DFID-funded gender review¹ and highlight the lessons learnt, best practices and constraints in supporting the position of women to access to resources and services, and ensuring their ability to participate fully in society.
- determine how the project has impacted on the transition from project and “production” based delivery to a high quality client oriented service at the Upazilla ‘field’ level and at a national strategic level, particularly its involvement with FFP in developing a National Aquaculture Extension Strategy (NAqES).

¹ Because of the failure of poor women and girls to benefit fully from development in the past, future DFID programmes will focus on this issue in support of the PRS objective to advance the position of women in their new Country Assistance Programme (2003-2006).

- Related to the above capacity building of training and extension approaches, assess the progress made in sustainable institutional reform of HRD management, extension delivery systems and comment on the current understanding of DoF's role in reforming the Department to ensure a more effective and responsive institution, particularly taking into account the challenges presented in the findings and recommendations from the Fisheries Sector Review and Future Developments Study.
- Guided by logframe OVI determine progress in specific project areas of extension work with farmers, especially the unique follow up support provided, training of DoF staff, NGO workers (direct selection and by network forums), school teachers, university graduates, bank officials and children through the use of innovative child to child training kits. Special consideration may be given to the economic viability of the project (refer to IRR calculation), impact on livelihoods (refer to project studies and Vol 2 of MTR) and 'Purpose' statement relating to "Improved capacity of DoF to deliver".
- Review the study of training centres, farms and fisheries academy recommended as a sub-component of a broader strategic review.
- Assess the progress made in developing extension and training materials and strategic implications of maintaining specific resource centres at different DoF locations e.g. Training Wing, Training Centres and Divisional offices.

It is important that the consultants clearly define key lessons learnt in delivering this project for the benefit of both GoB, DFID and key partners. Specific emphasis may be placed on apparent gap in ease of implementation between direct input supply versus change management processes leading to institutional reform. What are the key messages to be fed into current thinking for DFID-B programme implementation?

6. Expected Outcomes and Deliverables

Before departure the team will present their findings to project and DoF, partners and DFIDB Advisers. The date and presentation venue will be arranged by the project Team Leader. This will present an opportunity to discuss the findings to a wider audience, incorporate feedback into the report and reach agreement of key issues.

A draft copy of the report, prepared in MS Word and will be left with DFID before departure and a final copy sent to DFID within 14 days of arrival back home.

7. Competencies and Expertise Required

Consultants will be appointed with the following competencies.

- Good understanding of the natural resources sector (preferably the fisheries sector) and development issues in Bangladesh;

- Strong institutional and organisational development skills and knowledge of governance issues in Bangladesh
- Experience of working with government agencies in Bangladesh
- Experience of DFID's policy and commitment to poverty reduction;
- Understanding of change management and organisational, institutional process in development agencies;
- Understanding of gender, equity, poverty issues in Bangladesh
- Good understanding and familiarity of using the sustainable livelihoods approach.
- Excellent drafting, communication skills and team working will be required

8. Conduct of Work

The consultants will facilitate the process of the review and the preparation of the report. They will work from the FTEP-II office in the Department of Fisheries and it is the intention that consultants will also be able to avail themselves of office space in the BETS office in Gulshan 1², will provide logistical support and facilitation as and when required.

The FTEP-2 Team Leader and Project Director will be responsible for allocating responsibility for different aspects of the review and liaising with DFID advisers as appropriate and other key agencies.

9. Inputs and timing

The in-country review will take place from 26th May.

The total input will consist of 15 days, indicatively broken down into:

- 1 day preparation (reading briefing materials)
- 12 days in-country
- 2 days report writing

10. Briefing Information

- Government of Bangladesh Project Proforma: Fisheries Training & Extension Project (1997)
- DFID Project Memorandum for FTEP-2 (Full document) 1997
- Livelihood Impact Assessment Report 2000
- DFIDB Programme Poverty Review (Summary Paper; Annotated Bibliography) June 2000
- DFIDB Gender Strategy. March 2000
- FTEP-2 Mid Term Review Report Vol. 1 and 2, January 2000.
- Agricultural Services Innovation and Reform Project (ASIRP) Improving the quality of the development process, September 2001 (internal document only)
- OPR 2002 Working Paper, February 2002

² House No. 10, Road No. 135, Gulshan-1, Dhaka-1212, Bangladesh. Telephone Numbers : (88-02) 9889923-24. BETS is one of the local members of the ITAD RLP M&E consortium.

- OPR “Building on Success” March 2002
 - EoPR Working Paper 2003. (Includes list of over 60 project documents).
 - “*The Future for Fisheries*”. Findings and recommendations from the Fisheries Sector Review and Future Developments Study
- “*Women and Girls First*”. DFID Bangladesh Country Assistance Plan 2003 – 2006 (draft).

ANNEX 4 DFID PROJECT PROGRESS REPORT

Monitoring ID :

Type of Report: Project Completion Report

For Project Completion Reports complete Parts A B and C but it is not necessary to complete the Outputs/OVI field in Part A.

(Italics: additions following Mid Term Review)

PART A.

| | | | |
|------------------------|----------------------|-----------------------|---|
| Country: | Bangladesh | Project: | Fisheries Training and Extension Project – Phase 2 |
| Project Officer | Tim Robertson | Start Date: | July 1997 |
| Date of Visit: | 26 May – 7 June 2003 | End Date: | June 2003 |
| Date of Report: | June 2003 | MIS Code: | 39-504-027 |
| | | Risk Category: | Medium |

| Project Budget | Spend in period under review | Cumulative spend | Forecast for current financial year |
|-----------------------|-------------------------------------|-------------------------|--|
| £3,465,911 | £793,346 | £3,391,346 | |

| Goal Statement | OVI |
|---|--|
| <p>Super Goal:</p> <p>A sustainable increase in the living standards and economic security of poor people in Bangladesh.</p> | <p><i>Income from aquaculture for 33,800 adopting farmers increases by an average of Tk1,000 (sales and consumption) for a seasonal pond farmer and Tk2,500 (sales and consumption) for perennial pond farmers.</i></p> |
| <p>Goal:</p> <p>To sustainably increase aquaculture production by poor farmers in Bangladesh.</p> | <p>Fish production by at least 33,800 pond farmers (defined at purpose level) increases from 2 - 6Kg/decimal for seasonal pond farmers; and from 6 - 10Kg/decimal for perennial pond farmers, increasing production by at least 3,200 tonnes by the year 2002.</p> |

| Purpose Statement | OVIs |
|---|---|
| <p>Capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families improved.</p> <p><i>Revised following the Mid Term Review (MTR): Improved capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families, in a sustainable manner.</i></p> | <p>Country - wide (excluding Faridpur, Chandpur and Natore Districts)</p> <ul style="list-style-type: none"> • 95,500 primary stakeholders of which 40,000 have less than ½ acre of pond, 19,000 of which have less than ½ acre of cultivable land and 10,000 of which have a household income of less than Tk20,000 per year, trained by AFOs/FAs at pond side sessions. • 30,000 farmers (12,000 < ½ acre of ponds; 5,500 < ½ acre of cultivable land; 3,000 < TK20,000 HH income) adopting cost effective and appropriate guidelines for fish culture after receiving training from AFOs and FAs. <p>Faridpur, Chandpur, Natore districts</p> <ul style="list-style-type: none"> • 7,500 farmers receive 6 small group pond side training sessions in fish culture delivered by AFOs/FAs in each of the 30 Thanas of Faridpur, Natore and Chandpur. • 5,000 women receive training in small groups on appropriate pond culture activities. • 3,800 farmers adopting cost effective and appropriate guidelines for fish culture. • DoF field staff contact and collaborate with 75 small NGOs working in fish culture, group formation and education by EoP. • One secondary school in each of the 30 Thanas establish and maintain a fertile school pond in collaboration with DoF by EoP. • 4,500 children of which 50% will be girls, in G6-G10 in participating secondary schools, understand the basic steps of |

| Purpose Statement | OVIs |
|-------------------|---|
| | <p>good fish culture by EoP</p> <ul style="list-style-type: none"> • 14,400 children, of which 50% will be girls, from 1,440 villages understand the basic steps of good fish culture from child-child extension kits <p><u>Added following the MTR:</u></p> <ul style="list-style-type: none"> • <i>80% of Upazillas conducting PGTS second production cycle are funding at least one group per Upazilla from DoF budget</i> • <i>UFO/AFO/FAs undertake at least one follow up visit to schools in addition to the five visits supported by the project</i> • <i>UFO/AFO/FA undertake follow up visits to NGOs, banks making aquaculture loans, kishoree in CtC programme</i> • <i>75% of all DoF-funded courses use Divisional Trainers as trainers to run the courses</i> • <i>Participating Upazillas (where FTEP II is working) carry out DoF-supported fisheries planning</i> |

| | |
|---|-----------------------------|
| General progress assessment - Project Purpose | 2 (largely achieved) |
| Justification | |
| <p>The OPR position remains at EoP. The project scores 1 on the original Logical Framework and 3 on the document revised during MTR. On this basis the OPR gave an average assessment of 2 reflecting the overall merit of the Project response to the project objectives. At EoP, however, it is necessary to consider whether the formal Purpose as stated in the current logframe has indeed been largely achieved.</p> <p>The Purpose requires improvements to DoF capacity to be achieved in a sustainable manner. Given that this capacity is invested largely in the staff of the DoF, and they have clearly improved dramatically, and will not suffer a memory loss at EoP, the Review Team has elected to</p> | |

interpret the sustainability element in this context and has awarded a 2 for the Purpose. This counters the limited success enjoyed with the new OVIs added to the Purpose at MTR. Performance against the original Purpose and OVIs was outstanding and merits 1.

The reasons for failure/ limited progress on the new Purpose/OVIs sustainability agenda remain as at the OPR:

- Progress towards the ‘sustainability’ outputs requires first establishing active engagement with senior DoF staff and thoroughly analysing the institutional and organisational context - activities that the project did not have to do during its earlier phase.
- The change of project emphasis exposed the fact that three of the original assumptions at Purpose level were faulty. These related to DoF’s commitment to the development of fish culture for poor farmers (implying commitment to the necessary organisational change), DoF’s revenue budget being sufficient to sustain extension activities and DoF’s management capable of supporting continuous extension service.
- With the ‘sustainability’ agenda being simply added onto the original logframe, the project subsequently found themselves pulled in two different directions, one towards achieving the original Purpose and the other towards achieving the amended Purpose.
- The MTR would have served the Project better if it had either completely re-worked the logframe to reflect a new purpose (including re-visiting the assumptions), or left it as it stood.

General progress assessment - Project Outputs

2 (largely achieved)

Justification

The same dilemma exists for the OVIs. Progress against Outputs 2,3 and 4 (unchanged at MTR) has been good in most cases.

Output 2. The training and extension materials produced are an excellent resource for the DoF, and the materials circulated to schools and to village children have been widely utilised (individual score 1)

Output 3. A great deal of progress was made, but the final results are somewhat patchy. The NGO Extension Forums were established but were found to be difficult to sustain; links with the PTIs were followed up by DoF, but there was less commitment to the Teacher Training Colleges; credit schemes through banks failed to take off (individual score 3)

Output 4. A substantial M&E system has been established and has produced a substantial capacity to assess the impact of Project activities (individual score 1)

Output 1. This was changed radically from just a “staff trained” remit to require that new strategies, procedures and organisational structures should be in place and operational by EoP. Given a 21 month timescale with no extra resources, no fundamental Project restructuring and an institution not yet ready for change, this was an over-optimistic revision. The Project responded well and the key OVI with respect to formalising the Training Cell (now a Wing) has been achieved. Irrespective of the sustainability of that institution, this has been a major

achievement on the part of DoF and the Project team. Given that this Wing has only just been set up, the appropriate score for that OPVI should be X since it is too early to know its fate. However, taking into account the varying degrees of progress on the other new OVIs and the strong performance on the original OVIs, the score for this Output is given as 3. The clear point is made that on the original targets this would have been 1, leading to an overall score for Outputs of just over 1. Summing the scores for the four Outputs now yields a score of 2. This is perhaps an unsatisfactory use of the scoring method, but necessary under the circumstances.

| Log Frame Level | | | |
|-----------------------------------|-------------|--------------------|----------|
| Inputs/Activities | | Performance Rating | Comments |
| (a) Appropriateness (quality): | (a) DFID | Rating | |
| | (b) Partner | Rating | |
| (b) Efficiency (quantity): | (a) DFID | Rating | |
| | (b) Partner | Rating | |
| (c) Sufficiency (timeliness) | (a) DFID | Rating | |
| | (b) Partner | Rating | |
| OVERALL ASSESSMENT ¹ : | | Rating | |
| | | | |

¹ Including conditionality aspects where relevant

PART B. (*Italics: Additions following Mid Term Review*)

| Purpose | Progress | Comments |
|--|---|--|
| <p>Capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families improved.</p> | <p>The capacity of DoF in these respects has demonstrably improved as:</p> <ul style="list-style-type: none"> • All DoF staff from Division level down (together with a few HQ staff) have an enhanced understanding of training planning, delivery and evaluation. • Their confidence and competence have increased, particularly at field level. • They have experience of working with and through other agencies involved in extension and training. • A significant number of NGO staff, bank staff, school teachers and teacher trainers have enhanced confidence and competence in training, extension and/or teaching. • DoF has an in-house team of 72 highly competent staff trainers (DTs). • A fledgling Training Wing has been established, with the support of the DG. • The department has a rationalised and enhanced stock of appropriate training and extension materials. | <p>Against all the original indicators, FTEP II has been very successful. However, since project design, both DFID and DoF agendas have changed. This is particularly true for DFID, who no longer support production-orientated projects, TCO staffing or single (sub)-sector approaches.</p> |
| <p><i>Improved capacity of DoF to deliver directly and/or indirectly appropriate support to pond farmers and their families, in a sustainable manner.</i></p> | <p>While the above are finite resources, they will erode over time. Replenishment of these resources (i.e. sustainability) will require further programmatic support. DoF, in its current form, will not (or cannot) do this.</p> | <p>The changed agendas were added on to the project at Mid-Term. Whilst the project has done the best it could to accommodate these new agendas, it could not have been expected to achieve the new OVIs without a more fundamental revision of the project log frame.</p> |

| OVIs | Progress | Comments |
|---|---|---|
| <p>Country - wide (excluding Faridpur, Chandpur and Natore Districts)</p> <p>1. 95,500 primary stakeholders of which 40,000 have less than ½ acre of pond, 19,000 of which have less than ½ acre of cultivable land and 10,000 of which have a household income of less than Tk20,000 per year, trained by AFOs/FAs at pond side sessions.</p> | <p><i>Numbers trained countrywide:</i></p> <ul style="list-style-type: none"> • 105,424 farmers trained by FTEP II (i.e. 98% of target). • (Of these 39,798 have completed evaluation session). <p>In addition:</p> <ul style="list-style-type: none"> • 15,058 Farmers trained through NGOs. <p>Note re secondary impact:</p> <ul style="list-style-type: none"> • 24,985 additional 'Fellow Farmers' trained following session 6 commitment to train fellows. • Estimated 800,000 additional farmers aware of DoF and fish culture through the programme (30% of communities). | <ul style="list-style-type: none"> • Target number of farmers trained achieved by September 2002 . • All planned Districts were carrying out PGTS training by EoP, so will have relevant skills in-house. • PGTS group formation by trained NGO staff has been poor to date (424 staff trained), but monitoring and evaluation results suggest that these NGOs use the training for their own ends (which may not be carp polyculture training). These results suggest that the training has built the general human capacity of the NGOs in training management and delivery...this is a positive outcome but may not be an appropriate use of scarce resources of DoF. |

| OVIs | Progress | Comments |
|------|--|--|
| | <p><i>Targeting:</i></p> <ul style="list-style-type: none"> • 93,317 <= 0.5 Acre of pond (89%)..... • 38,715 <= 0.5 Acres of crop land (37%)..... • 48,471 <= 20,000 Tk per year household income (46%)..... <p>In addition:</p> <ul style="list-style-type: none"> • 21,840 = Fulfil all above criteria (20%) • 24,495 = Female farmers (23%) | <ul style="list-style-type: none"> • As against 40% in the OVI • As against 20% in the OVI • As against 10% in the OVI • The success of in exceeding OVI targets shows that, with appropriate guidance, DoF staff can focus on specified groups if this is a project-driven objective • However, analysis of targeting following the MTR and impact assessment at EOP showed that most of the project's direct beneficiaries were within the categories of middle income and socially poor. The helpless and bottom poor, because they do not own ponds, are only reached through spillover effects. Thus the rich and middle income categories have had disproportionately greater access to the programme • No mention of women in the indicators. • Increased use of PRA has focussed project development activities beyond the simple criteria in this OVI. |

| OVIs | Progress | Comments |
|---|---|---|
| <p>2. 30,000 farmers (12,000 < ½ acre of ponds; 5,500 < ½ acre of cultivable land; 3,000 < TK20,000 HH income) adopting cost effective and appropriate guidelines for fish culture after receiving training from AFOs and FAs.</p> | <p>Adoption estimated through the number of farmers carrying out advice given during training and successfully growing more fish. Data collected during evaluation session (No. 6).</p> <p><i>Overall:</i></p> <ul style="list-style-type: none"> • 29,788, out of 34,881 evaluated were classified as adopters (85.19%). <p><i>Targeting and adoption:</i></p> <ul style="list-style-type: none"> • 79,497 Adopters with <= 0.5 Acre of pond (46%)... • 32,918 Adopters with <= 0.5 Acres of crop land (37%)..... • 41,292 Adopters with <= 20,000 Tk per year household income (46%)..... • 20,867 Adopters women (23%) | <ul style="list-style-type: none"> • ‘Adoption’ not defined in logframe, however, the project has developed an evaluation approach based on adoption of practices and an understanding of these. • In addition, the project has continually developed M and E tools, increasingly incorporating participatory approaches. • Overall adoption far exceeds target of 28%. • Analysis indicates that stocking recommendations were not adopted substantially by any of the trained categories of stakeholder (farmers trained by DoF, schools, NGO, CtC). Farmers continued to overstock despite recommendations. Analysis of the reasons for this (better indigenous knowledge, training, inability due to supply problems) should be investigated further before a similar training/approach is used. <ul style="list-style-type: none"> • As against 11% in OVIs. • As against 5% in OVIs. • As against 3% in OVIs. • No indicator for women in OVIs |

| OVIs | Progress | Comments |
|---|--|--|
| <p>Faridpur, Chandpur, Natore Districts</p> <p>3. 7,500 farmers receive 6 small group pond side training sessions in fish culture delivered by AFOs/FAs in each of the 30 Thanas of Faridpur, Natore and Chandpur.</p> | <p>Numbers trained in Model Districts:</p> <ul style="list-style-type: none"> • 10,252 farmers trained, i.e 127% of target. • (All of these have completed evaluation session) | <ul style="list-style-type: none"> • Totals exceeded by September 2002. • The programme started earlier here than in other Districts and therefore exceeded targets |
| <p>4. 5,000 women receive training in small groups on appropriate pond culture activities.</p> | <ul style="list-style-type: none"> • 2,770 women trained, i.e. 55% of target (37% of farmers trained) | <ul style="list-style-type: none"> • The logic of this indicator is unclear, as women are not mentioned in country-wide OVIs (1 and 2) but in the Model Districts represent 67% of the target group. Does this proportion reflect the gender-wise training needs of fish farmers? Does it allow for the considerable cultural and religious differences from region to region? Is it realistic/appropriate when 97% of AFOs and FAs are male? |
| <p>5. 3,800 farmers adopting cost effective and appropriate guidelines for fish culture.</p> | <ul style="list-style-type: none"> • 8,734 farmers adopting in FCN, 85.19% of farmers. | <ul style="list-style-type: none"> • As against project target of 30%. • As with country-wide figures for adoption, achievement is impressive. But meaningful measurement of adoption is difficult. |

| OVIs | Progress | Comments |
|--|---|--|
| <p>6. DoF field staff contact and collaborate with 75 small NGOs working in fish culture, group formation and education by EOP.</p> | <ul style="list-style-type: none"> • 420 NGO staff trained by project from 314 NGOs. • 199 NGOs agreed to accept DoF's offer of follow up. Out of a possible 995 (FTEP II supported) visits only 240 (24%) were carried out by 123 AFO/FA. • UFOs have attended NGO District Forums. <p><i>Notes:</i> Livelihoods assessment indicates that where AFO/FA support NGOs well and NGOs are committed then the programme is successful.</p> <p>Production of farmers trained overall did not increase significantly over control farmers indicating although knowledge increased for NGO trained farmers, this was not sufficient to allow them to grow more fish/increase profit.</p> | <ul style="list-style-type: none"> • Many more NGO staff trained than planned due to interest from NGOs and relatively low costs to project. • Low rates of subsequent collaboration between these NGO staff and DoF staff (particularly with respect to requesting follow-up visits from AFOs/FAs) with 'hands off' approach by project. • The AFOs/FAs who worked with the NGOs reached 94 farmers (through training and follow-up of NGO staff) each per year. • Contrast lack of support (offered by DoF or requested by NGOs) for small local NGOs with high levels of support to CtC programme (OVI 9.) (BRAC). This Indicates a "relationship" issue with small local NGOs. |
| <p>7. One secondary school in each of the 30 Thanas establish and maintain a fertile school pond in collaboration with DoF by EoP.</p> | <ul style="list-style-type: none"> • 331 School teachers from 268 rural secondary schools received 12 day residential training course in pond aquaculture and teaching resource box. • 304 School teachers were provided with at least 5 follow up visits from DoF (UFO). The remaining 27 teachers were from "control" schools and are currently receiving follow up support. <p><u>Additional Outcomes:</u></p> <ul style="list-style-type: none"> • A range of indicators show that management of school ponds has improved substantially, these include fertility, production, record keeping and inputs. E.g. production from the ponds of trained school teachers increased from 4.61 kg/decimal before to 7.71 kg/decimal after training. An increase of on average 3.31 kg/decimal for each school. This generated more income (439 compared to 232 Tk | <ul style="list-style-type: none"> • Many more schools than planned as OVI numbers were too low to justify developing and running courses. • Could not achieve OVI 8. Numbers of children to be taught from 30 schools. |

| OVIs | Progress | Comments |
|--|---|--|
| | per decimal from controls) and more profit (207 compared to 132 Tk/decimal). | |
| <p>8. 4,500 children of which 50% will be girls, in G6-G10 in participating secondary schools understand the basic steps of good fish culture by EoP</p> | <ul style="list-style-type: none"> • 300,064 Children trained through Agriculture courses to EoP. • Co-educational, rural schools targeted (female registration = 45%). However, only 40% (120,064) of trained agriculture students were girls • Baseline and impact assessment completed. • Secondary impacts: 420,224 parents (70%) and 60,032 community members (20% of the number of children trained) said they received useful information from the trained children. <p><u>Additional outcomes:</u></p> <p>a) The number of students achieving an “A” grade in agriculture increased for both the G8 (from 23 to 42%) and G10 (from 47 to 74%) pupils. This is compared to a reduction in the number of students receiving grade A (G10 and G8) in the control schools (and compared to other topics)</p> <p>b) Significant increase in pre-post training aquaculture knowledge scores of children</p> | <ul style="list-style-type: none"> • Whatever the criteria used in the impact assessment, targets achieved for ‘understanding the basic steps...’ will be massively over the OVI targets. • This is more of an awareness programme than an extension programme and was thus measured as such, i.e looking at spread within the family/community etc. |
| <p>9. 14,400 children, of which 50% will be girls, from 1,440 villages understand the basic</p> | <p>Child to Child Extension programme:</p> <ul style="list-style-type: none"> • 247 “Kishoree” girls trained in training of village children course. | <ul style="list-style-type: none"> • Targets met by EoP. • Again an awareness programme, • Apparently significant transfer of knowledge |

| OVIs | Progress | Comments |
|--|---|--|
| <p>steps of good fish culture from child-child extension kits</p> | <ul style="list-style-type: none"> • 14,690 Village children (52% girls) trained by kishoree girls. Children trained from 1,300 villages. • Pre training survey carried out on 2,924 village children. Impact assessment carried out in 2002. <p>Secondary impacts:</p> <ul style="list-style-type: none"> - Each trained child played with on average 3 friends resulting in direct outreach to an additional 44,070 children. An additional 8 children on average saw but did not play the games. - All parents of trained children had played or seen the games (29,380 people). | <p>to the community, but....</p> <ul style="list-style-type: none"> • Limited impact in terms of production improvements. Why? |
| <p>10. 80% of Upazillas conducting PGTS second production cycle are funding at least one group per Upazilla from DoF budget</p> | <ul style="list-style-type: none"> • On average 37% of Upazilla's carrying out DoF funded groups from revenue budget to September 2002. Since that time no additional groups by DoF carried out. <p><u>Note:</u></p> <ul style="list-style-type: none"> • Target set after project steering committee meeting in Sept 2001. • Massive District to District variation. | <ul style="list-style-type: none"> • This requires a commitment of Tk1,500 for a PGTS series of 11 sessions (5 group formation, 5 training sessions and 1 evaluation session). • This means using less than 10% of the Upazilla 'contingency' fund of Tk19,000 p.a. (which is officially supposed to cover 144 field visits per year). • Letter from DG to all DFOs required all AFos/FAs to allocate 10 days field visit per year to PGTS activities, i.e. from group formation to session six, to be funded from the Upazilla travel budget head (the major part of the contingency fund). • This order needs further follow up by senior DoF staff. |

| OVIs | Progress | Comments |
|---|--|---|
| <p>11. UFO/AFO/FAs undertake at least one follow up visit to schools in addition to the five visits supported by the project</p> | <ul style="list-style-type: none"> • 34% of schools received an additional visit under revenue budget <p><u>Notes:</u></p> <ul style="list-style-type: none"> • All project supported DoF follow up visits carried out (target = 1,225) • Target set after project steering committee in September 2002. | <ul style="list-style-type: none"> • This DoF funded follow up is dependant on the personal interest of the UFO. In some individual cases it was well over one per year, in others it was none. • DoF HQ and Upazilla level planning is needed to establish priorities. Follow up to the schools programme may not be considered a high priority. |
| <p>12. UFO/AFO/FA undertake follow up visits to NGOs, banks making aquaculture loans, Kishoree in CtC programme</p> | <p>Follow up visits to NGOs:</p> <ul style="list-style-type: none"> • Out of 421 NGO staff trained by the project, 199 agreed to receive formal follow up from DoF. However, AFO/FA collaborated and agreed follow up with 123. • Out of possible 995 FTEP II supported follow up visits, 24% carried out. Out of 199 possible follow up visits under revenue budget, 35% carried out <p>Follow up visits to banks making aquaculture loans:</p> <ul style="list-style-type: none"> • Janata Bank: All banks and NGOs that participated in project training visited by the UFO. No loans forthcoming. | <ul style="list-style-type: none"> • Planned substantial increase in the post-training 'contact and collaboration' not significantly achieved. • Apparent inability of FTEPII to address internal bank issues, therefore powerless. Potentially good way for DoF to provide support to banks and NGOs, but many problems to overcome. • However, discussions with farmers indicated that lack of credit was not usually a major constraint to adoption of improved aquaculture practices; however, lack of appropriate credit for other purposes is a problem. |

| OVIs | Progress | Comments |
|---|--|---|
| | <p><i>Follow up visits to Kishoree:</i></p> <ul style="list-style-type: none"> • Only AFO/FA involved: 1085 visits from total of 1235 (88%) of targeted. Under revenue budget, 163 out of a possible 192 (88%) achieved | <ul style="list-style-type: none"> • The one secondary 'extension' activity where follow up has been enthusiastically undertaken by DoF staff. Why? |
| <p>13. 75% of all DoF-funded courses use Divisional Trainers as trainers to run the courses</p> | <ul style="list-style-type: none"> • <i>There are very few DoF funded courses and no central monitoring of these. Of these some have employed DTs (Galda Project, Bagda Project, Package Programme). One has even used the DHRDS (Broodbank Project).</i> • <i>Some donor projects (where the bulk of training takes place) have requested DTs to run (or manage) them, e.g. FFP, ADP, CBFM, DANIDA Programme.</i> | <ul style="list-style-type: none"> • Problems of verification. Training Cell should be notified of all DoF courses and forms have been distributed for the purpose. However, few training providers have completed and returned these. |
| <p>14. Participating Upazillas (where FTEP II is working) carry out DoF-supported fisheries planning</p> | <ul style="list-style-type: none"> • 120 (29%) of Upazillas have returned completed plans (format developed by FTEP II) since September 2002. | <ul style="list-style-type: none"> • This task successfully completed by many Upazillas though plans not returned to FTEP II. Despite training of all offices in planning and providing an agreed format, this activity not enthusiastically applied. • This planning was in response to a request by many UFOs for help in areas where FTEP II overlapped with FFP. Now this is no longer an issue planning may not be a problem for Upazilla offices. • Further, all extension planning carried out by projects (top-down) |

Attribution

The project has achieved its quantitative targets and so has delivered increases in fish production and income in the villages where it has been working as a result of its activities.

The PGTS extension model has been refined and proven to be highly effective. Other secondary extension models were piloted with varying degrees of success. The results have been thoroughly analysed and reported.

There is highly skilled core of staff trainers (DTs) and a higher level of professionalism and competence amongst UFOs, AFOs and FAs due to the project's staff training programmes.

There is a well-documented training and extension materials resources centre together with a wide range of new training manuals and associated training aids. These are valuable resources for DoF.

Training and extension management systems are in place within DoF, (most notably the Training Wing and the Divisional Human Resource Development Strategy) that bring together all the elements of aquaculture training and extension necessary to provide a high quality, needs-based service to farmers. These are not yet fully established.

The project has demonstrated values of professionalism and commitment that have 'rubbed off' on DoF staff who have been associated with it.

There has been a change in attitude of some HQ DoF staff towards HRD and targeting poor farmers. However this has been limited and the project has been severely constrained by three assumptions in the log frame that were unrealistic in terms of the level of this commitment and DoF's ability to fund and manage extension activities.

Purpose to Goal

Insofar as the project has achieved its original Purpose it has exceeded the Super Goal OVI targets of increased returns for both seasonal and perennial pond farmers:

Seasonal pond target: Tk1,000, achieved: Tk2,411

Perennial pond target: Tk2,500, achieved: Tk4,278

The project has also exceeded both the Goal OVI targets of increased production for seasonal and perennial ponds and total increased production by 2002:

Seasonal pond from 2.87 to 5.93 kg/dec. (3.06 kg increase)
Perennial pond from 4.11 to 7.28 kg/dec. (3.17 kg increase)

Total production increase from 39,798 farmers who have completed one production cycle: 9,229 tonnes.

The project has not, however, reached the point where these increases can be achieved across the remaining villages in Bangladesh in its absence, i.e. *sustainably*. This would require further commitment by, and capacity building of, DoF.

This emphasis has significantly increased since the MTR but, given that organisational change is a slow process and that FTEPII only started taking a 'root and branch' approach 21 months prior to the PCR, it is not surprising that demonstrable change to date has been limited.

DOES LOGFRAME REQUIRE REVISION?

N/A

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

No

Quality of Scoring

Given the short duration (12 days), the review relied heavily on the substantial project documentation and wide ranging discussions with Project staff and with other stakeholders both inside and outside the DoF. The previous OPR provided a very clear guide as to what questions to ask and where to focus. The FTEP II team provided a large working paper and a set of 8 chapters of lessons learned from a draft publication. Only two one day field trips were made to ground truth specific issues.

Lessons learned, and suggested dissemination. For PCRs comment on (i) Project Level Lessons, (ii) Sector Level or Thematic Lessons, and (iii) General Development Lessons.

The project has been very successful in generating both direct benefits and a very wide range of lessons have been learned. These are detailed in the EoP Review Report. Some key points are extracted here

Project level lessons

DoF staff training

1. Sustained and progressive staff development can yield improved services to beneficiaries even in the absence of a coherent strategy
2. Improved self-esteem can be as important as cash rewards to staff, but lack of operational funds can erode enthusiasm & benefits
3. For junior staff, training is not enough; follow-up support in getting started with farmers is essential
4. NGOs benefit substantially from training; they offer a nation wide presence, built in women and poor focus and access to funds
5. However, DoF/NGOs attitudes preclude strategic partnerships for service delivery; this is a constraint to maximising client benefits
6. A coherent in-service training planning process can work in DoF, but requires the Training Wing and Training Centres working together
7. It is not clear whether DoF has the resources or the inclination to sustain either the Training Wing or the Training Centres
8. Survival of the Training Wing and the strategic approach to HR development piloted by FTEP II requires wider institutional change
9. The training and extension materials produced are an excellent resource, but this requires careful nurturing if it is to be sustained

Extension approaches

10. The PGTS has proven to be highly effective, but it cannot be sustained without management and funding through DoF (or donors?)
11. The schools approach is also successful and should hopefully survive through the enthusiasm of teachers and UFOs
12. Farmer exchange visits have been highly valued by all, but are also unlikely to survive without further funding
13. Other than NGOs, there has been little progress linking DoF and other service delivery institutions; DoF remains inward looking
14. These issues are all exacerbated by the failure to strengthen the capacity of the DoF Extension Cell
15. Aquaculture extension can substantially increase the incomes of the poor, but may not directly help the landless very poor
16. Aquaculture extension can be used to specifically target the livelihoods of women, and may bring wider social capital benefits
17. Networking forums at District level offer advantages but are very difficult to maintain outside a project envelope

Role of the private sector and NGOs

18. Whilst networking NGO forums are potentially valuable are they practical? The problems of BADS and COFCON illustrate reality
19. The DoF/NGO mutual negative view of each other requires adjustment and perhaps a government policy directive as guidance
20. The private sector is a major player, but the role for DoF remains ill-defined; they still compete through hatcheries & farms. A clear mandate is required based on a coherent sector strategy

Strategic planning

21. Sub-component planning (e.g. the Aquaculture Extension Strategy) can usefully take place in the absence of an overall sector strategy, but joining the bits together is not the ideal way to formulate the way forward for DoF
22. Better collaboration between projects and sub-groups of DoF is vital to sustainability of FTEP II gains and to DoF's future development

General

23. The ultimate pro-poor benefits of the project will depend not so much on DoF but on the farmers themselves and their ability to capitalise
24. The project has imparted status, self esteem and professional confidence to DoF staff, and this will endure irrespective of other issues

Sector Level Lessons

25. The need for NR sector service delivery continues to far exceed the capacity of government agencies despite many extension projects
26. New solutions must be found, and the focus must be at the Local Government level to reduce leakage and increase accountability
27. But, it is not appropriate to totally by-pass the central line agencies (especially in fisheries) since overall guardianship of national resources cannot be delegated to a large and diverse number of local authorities and communities
28. This implies that the sector requires a two pronged approach with primary focus on Local Government sectoral support plus carefully targeted support to Ministries and departments. There are good lessons in the DANIDA approach to sector development in Bangladesh
29. Supporting sectoral Human Resource Development projects in the absence of an overarching sector or sub-sector strategy with an appropriate institutional framework is not a practical approach to the problems – HRD for what is the obvious question
30. The reluctance for inter-institutional collaboration in NR management is a worldwide phenomenon, and requires serious attention from the donor community. Only demonstration of tangible benefits will serve; papers and forums alone will convince nobody
31. Donor cooperation in terms of actions as well as policies and information exchange offers excellent opportunities to promote change

General Development Lessons

32. It is inevitable that donor policies and priorities will change over the course of a five year project. The temptation to move the goalposts should be resisted during project review unless the necessary resources and time frame to address major change can be provided
33. Annual OPR is essential as a means of avoiding the need for radical change at MTR as a result of internal and external issues arising
34. It is also inevitable that projects cut across wider development issues in a country; in this case, the role of government in the delivery of extension services. The likely impact that the need for wide institutional or sector reform may have on a project should be considered during design
35. Commitment to strategic change must be sought at a very senior level; departmental heads do not have the necessary authority
36. Donor agencies need to make their policies very clear, along with the kind of support they are prepared to offer
37. The capacity for change management is very scarce in developing country public services and carefully targeted advisory support is key
38. Pro-poor drivers for institutional change must be identified within stakeholder communities, not just by donor agencies
39. Keep it simple – policy formation and institutional development are not linear processes, but beware a piecemeal approach
40. Many of the constraints on project sustainability would be negated under a programme approach
41. Not all components of a development project need, in themselves, be sustainable to make a successful project in poverty/gender terms

Part C

Key Issues / Points of information. For PCRs comment on sustainability

The major changes made at the MTR left the Project Team 21 months (after the approval process) to design and promote uptake of institutional change - to have new organisational structures and processes **in place and operational** by EoP. This would be an ambitious target in any institutional environment. In fact, the DoF made a major commitment in principle by establishing a Training Wing, and appointing a number of staff. Not surprisingly, this did not happen until the penultimate month of the Project, and it is not possible to assess whether or not the changes will be sustainable. The early indications are that, as a result of a wider need for institutional change in DoF, and the very limited availability of revenue funds, the Training Wing will be unlikely to flourish without further external support.

On the other hand, the direct and tangible benefits to the DoF staff will remain, at least in the medium term. The benefits passed on to poor communities by trained staff should also remain in terms of increased income from aquaculture production, and resultant livelihoods opportunities. The downside of this is that, in the longer term, in the absence of funds to train new staff entrants, or to deliver extension training, the benefits will erode to an extent, and the opportunities for multiplier effect will not be fully realised. The solution to this situation perhaps lies both with the GoB and the donor community.

| Recommendations | Responsibility | Date for completion |
|---|--------------------------------|-------------------------|
| 1. No attempt should be made (by donors) to protect the Training Wing in the absence of a MoFL commitment to wider reform of DoF via the development of a comprehensive plan for implementation of national sector policy | Local Coordinating Group (LCG) | As soon as possible |
| 2. Intermittent support to the Training Wing could be part of a package, contingent upon commitment of MoFL/DoF to participate in a full donor-funded functional analysis resulting in production of a national strategy for the sector | DFID/LCG | |
| 3. Should such a process be agreed promptly, provision could be made for FFP to provide some immediate consultancy support (local or international) to help the Training Wing establish itself in DoF | DFID/Fourth Fisheries Project | Ideally within 3 months |
| 4. Such an institutional analysis should be founded upon the conclusions of the FSRFDS and should adopt the approach already | LCG | |

| Recommendations | Responsibility | Date for completion |
|---|-----------------------|----------------------------|
| piloted by Danida in the Department of Livestock Services (ie already approved by MoFL) | | |
| 5. Funding for this process would best come via the LCG rather than any single donor to emphasise their commitment to the FSRFDS approach | LCG | |
| 6. The donors may wish to send a clear signal that the step wise project-based approach has been abandoned, and that the process of functional analysis and identification of strategic funding gaps, is a pre-condition for further support to DoF (any such support being programmatic) | LCG | |
| 7. If DFID proceed with their planned Local Government Agricultural Development Programme (LGADP), it would send an excellent message if the DoF Training Wing and Extension Cell could participate in the process as a formal liaison point for the DoF Upazilla staff | DFID | |
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| Review team: | Barry Blake, Jim Parker, Shamsun Nessa |
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|--------------------|---|
| People met: | Alan Brooks, Team Leader, FTEP II |
| | David Brown, Regional Coordinator, FTEP II |
| | Ferdous Parveen, Project Director, FTEP II |
| | Tim Robertson, DFID |
| | Martin Leach, DFID |
| | Nasaruddin Ahmed, Director General, DoF |
| | Arne Andreasson, Team Leader FFP |
| | Richard Gillet, Institutional Specialist, FFP |
| | Md. Nazrul Islam, Director Inland, DoF |
| | Momtaz Begum, DC Training Wing |
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| | Md. Shahidul Islam, DD (Aquaculture), DoF |
| | Rafique Islam, PCD FFP |
| | Giasuddin Khan, Chief Fisheries Extension Officer/DD Shrimp Cell, DoF |
| | Mr Sanaullah, Designate Head of Training Wing, DoF |
| | Nasir Uddin Humayan, AD Planning Cell, DoF |
| | Abul Hashem Sumon, AD Training and Extension, FFP |
| | Mustafizar Rahman, AD Training Wing |
| | Mr Akhter Ali Sarkar, AC Training Wing |
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| | Paul Thompson, CBFM 2 |
| | Mark Walker, Policy Specialist, ASIRP, DAE |
| | Michael Akester, Advisor, DANIDA |
| | Professor Salahuddin Ahmed, University of Dhaka |
| | Keith Fisher, Sectoral Advisor, ASIRP, DAE |

Scoring system:

1 = completely achieved

2 = largely achieved

3 = partially achieved

4 = only achieved to a very limited extent

5 = not realised

x = too early to judge extent of achievement

ANNEX 5 Key reference documents

1. Project Memorandum, September 1997
 2. Technical Assistance Project Pro-Forma, July 1997
 3. FTEP II Mid-Term Review Vols I and II, January 2001
 4. FTEP II OPR Report, March 2002
 5. FTEP II End of Project Working Paper, May 2003
 6. FTEP II Draft Report on Lessons Learned, June 2003
 7. ASIRP Performance of Extension Service Providers Bangladesh, March 2003
 8. DFID B Country Action Plan, April 2003
 9. The Future for Fisheries – draft findings and recommendations of the Fisheries Sector Review and Future Developments Study, April 2003
 10. Majid MA, Development of Fisheries in Bangladesh, October 2002
 11. Shamsul Huda, Fishing in Muddy Waters: Policy Process for Inland Fisheries in Bangladesh (2003)
 12. Department of Agricultural Extension Strategic Plan, May 2003
 13. A Brief on Department of Fisheries, Bangladesh, July 1999
 14. ASIRP An Occasional Paper on Human Resource Interventions (HRD & M) in the DAE, 1992 – 2002 (K Fisher)
 15. DFID B Gender Equality Strategy for DFID Bangladesh, March 2002
 16. DFID B Gender Equality Strategy, First Annual Review, June 2001
 17. FFP Supervisory Visit Reports, November 2001, and June 2001
 18. Government of Bangladesh Sixth Five Year Plan, Fisheries and Livestock Sub-Sector – Fisheries
 19. FTEP II The impact of fisheries extension training on the livelihoods of the poor in Bangladesh (D Brown), February 2002
 20. FAO/DFID Background Paper for the Development Partner Workshop (LCG Agriculture) on PRSP and the Plan of Action for Agriculture, May 2003
 21. DANIDA/DLS Institutional Analysis and Future Development of the Department of Livestock Services, May 2003
 22. DFID B Rural Livelihoods Strategy
 23. DFID B Programme Poverty Review Summary Paper, June 2000
 24. DANIDA/MoA Introduction of the Integrated Agricultural Development Plan to the Local Coordinating Committee, January
 25. FTEP II OPR Wrap-up Meeting Decision Papers, May 2002
 26. Government of Bangladesh National Fisheries Policy, 1998
- FTEP II Functional Review of DoF Training Centres (2002/3?)

ANNEX 6 LIST OF PARTICIPANTS AT REPORTING MEETING 4/6/03

Venue – Riggs Hotel, Gulshan 1

| | |
|-----------------------|---------------------------|
| David Brown | FTEP2 |
| Alan Brooks | FTEP2 |
| Tim Robertson | DFID |
| R Sarker | BAU |
| Martin Leach | DFID |
| Nasiruddin Md Humayan | DoF |
| Md Abul Hashem Sumon | DoF |
| Aktar Jahan Chowdhury | DoF |
| Md Shahidul Islam | DoF |
| Md Rafiqul Islam | DoF |
| Ferdous Parveen | FTEP2 |
| Sk Mustafizur Rahman | DoF |
| Najir Ahmed Khan | DFID |
| Keith Fisher | ASIRP |
| Bill Collis | MACH |
| Chris Morrice | SUFER |
| Duncan King | DFID |
| Richard Gillett | FFP |
| Arne Andreasson | FFP |
| Mike Akester | DANIDA |
| Gerard Hendriksen | REFPI |
| Mahfuz Ahmed | World Fish Centre |
| Paul Thompson | CBFM 2 |
| Momtaz Begum | DoF |
| Frank Boeren | CARE |
| Md Sanaulah | DoF |
| Humayan Kabir | FTEP2 |
| Sue Phillips | Social Development Direct |
| Julian Barr | ITAD |
| Mina P Costa | FTEP2 |
| Luftur Rahman | FTEP2 |
| Ayesha Begum | MOFL |