

DFID PROJECT PROGRESS REPORT - Annex D

Monitoring ID :

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

PART A.

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

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

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

Outputs /OVis	Progress	Comments
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	Planned (period under review)	Actual (including comments if required)	Planned for next period
Output 1. Sustainable and equitable community-based systems of managing and enhancing inland open-water fisheries established and operational.	<p>Ensure effective identification and targeting of poor and vulnerable groups in all project communities and develop viable strategies ensuring their livelihoods; develop a more targeted and effective strategy for stocking of floodplains and development of sanctuaries; limit stocks to funds raised by FMCs Joint training in biological fisheries management and data collection and use; also basic community involvement in fisheries management. Review BIMs from gender perspective; develop alternative livelihood proposals</p>	<p>Assessment of FFP's 50 open-water community-based management sites undertaken. FFP proposes to concentrate on 20 successful and potentially successful sites while providing assistance with AIGA to 30 unsuccessful sites.</p> <p>Positive cost:benefit outcomes from stocking have not been proved. Limited evidence of positive outcomes from sanctuaries and habitat restoration.</p> <p>Recommended training due to be completed during next period.</p> <p>Two further BIM studies undertaken (both now include one paragraph on impacts on women)</p>	<p>Revisit and improve categorisation of sites, develop strategy to improve capacity of fisheries management committees (FMCs) in all sites, develop programme of support for successful FMCs beyond FFP.</p> <p>Support ongoing collection and analysis of production data. Monitor and evaluate experience with enhancement measures. Learn and document lessons.</p> <p>Develop and complete programme of training for field staff</p> <p>Continue and complete programme of BIM studies. Review and analysis of findings</p>

<p>Output 2 Institutional arrangements for sustainable and equitable management and development of shrimp polders established and operational</p>	<p>Confirm availability of land for developing shrimp polder, with BWDB establish realistic program of development; Decisions by Nov 2003 to curtail work, or agree extension; need to ensure (i) no leases renewed, public canals clear of leases for private or collective use in development areas (ii) document impacts on private landowners and <i>khas</i> land lease-holders, finalize/execute mitigation agreements (iii). prior agreement with CBO for post-construction O&M (iv) practical proposals for strong representation at block and polder level by landless people; and (v) construction schedule agreed with the community.</p>	<p>BWDB has confirmed availability of land (including leasing/compensation arrangements with land owners and lessees). Progress with [iii] [iv] [v] has been very slow and although some social mobilization has occurred, little can be taken forward unless construction works proceed.</p>	<p>Construction of shrimp polders now contingent on extension of IDA (World Bank) credit beyond December 2004. If construction does go ahead, it is essential to link FFP work with shrimp polders with related initiatives in shrimp culture, livelihoods and coastal management, recognizing the presence and needs of poorer households in these areas.</p>
<p>Output 3. Environmental sustainability of shrimp fry collection increased</p>	<p>Stronger emphasis is required both for shrimp fry collectors and other potentially disadvantaged groups in and outside the polder area. Planned TA should proceed by 30 October 2003 with input from a national AIGA specialist.</p>	<p>An alternative income generating project proposal developed by livelihoods expert is not considered feasible for implementation by FFP due to the time constraints and resources involved.</p>	<p>Remains essential to support the needs of poorer households (including shrimp fry collectors). NGOs to provide AIGA training and make suggestions about linkages to other sources of credit for affected communities within inside and outside the polder</p>
<p>Output 4 A national aquaculture extension strategy developed, approved, coordinated and implemented</p>	<p>Develop extension strategy based on wider partnerships; future PRA impact surveys of who participates in pond culture. For households trained in similar programs, one male and one female household member should be included. Impact studies should draw fully from gender and poverty disaggregated information and future studies should include exploration of secondary impacts</p>	<p>Good progress has been maintained in this area, with most targets being met or exceeded. Draft aquaculture extension strategy has been prepared and is awaiting approval. Further information on poverty and gender perspectives is being assembled, but this has yet to focus into guidelines for future initiatives. The</p>	<p>AES to be finalised and approved. Strategy for aquaculture investment developed (including LEAF). Develop capacity to use participatory evaluation and analysis techniques. Undertake analysis of impacts of FFP activities</p>

	for these groups Constraints to women's participation in training should be documented, and focus groups with women/other groups supplemented by household case studies.	into guidelines for future initiatives. The workshop for female extension staff still requires to be run. Secondary impacts of project activities appear to be more limited than expected, though further information is needed.	on poor and vulnerable households and household members (e.g. women). Ensure guidelines for how PRA and other social impact approaches to be brought into routine practice to be included in monitoring and evaluation strategy. Finalise plans, run and evaluate female extension staff workshop
Output 5 Understanding of aquatic resource and biodiversity conservation improved.	Mainstream the aquatic biodiversity component and identify a location for its database; extend work to get preliminary data on how sanctuaries and stocking program - contribute to or degrade aquatic biodiversity. The DOF to broaden coastal program and use techniques developed to evaluate aquatic biodiversity within alternatively managed coastal. Connections may be made with SUFER project to link with Khulna University	Limited progress in mainstreaming biodiversity. Progress has been made in preparing the Biodiversity Conservation Assessment Framework (BCAF) and GOB/Ministry of Environment's initiative towards finalization of a National Biodiversity Strategy and Action Plan.	Network and coordinate with selected institutions for mainstreaming biodiversity issues in national policies (including the importance of biodiversity to fishing livelihoods) The Draft national biodiversity strategy is expected by March 2004. Arrangements for longer-term establishment of the biodiversity database need to be finalized.
Output 6 Socially and ecologically sound <i>hilsa</i> management plan developed and implemented	Assess by March 2004 potential social impacts on fishing communities, emphasise poorer groups, inform management plan and ensure mitigation strategies are realistic, with options for AIGAs to reduce fishing pressure, particularly when critical. Sanctuaries should not preclude local households from fishing adjacent where they live but only cover part of that fishing area. The monitoring program should be developed	Assessment of social impacts of Hilsa management plan ongoing	Assessment of social impacts due to be completed in March 2004

	<p>for hilsa and other key species, to show incremental impact on aquatic biodiversity in the Meghna River system. Draft Management Action Implementation and Mitigation Plan presently under review by the DOF. This to be submitted to IDA before finalizing and recommendations concerning adversely impacted fishers should be included.</p>		
<p>Output 7 Capacity of DOF to manage and support the sector and implement National Fisheries Policy strengthened</p>	<p>With TA team support, and based on FFP/other experience, a review of lessons learned and good practice in working with NGOs, and develop guidelines for both parties to work more effectively together.</p> <p>M&E to be institutionalised by building central database, feeding policy/decision process. MOFL and DOF to confirm longer-term staff commitment to strengthened M&E and communication function by March. 31 2004.</p> <p>An experienced National Consultant Training Advisor to be deployed by November 2003, define clear mandate, role and responsibility for Training Wing, based on developing an efficient and focused group relying on effective networking, coordination and outsourcing.</p> <p>To address strategic needs, the TA team's priorities would be to:</p> <ul style="list-style-type: none"> (a) provide focused strategic social and technical inputs to address key constraints in achieving the project's purpose level aims; (b) ensure poverty, equity and gender lessons properly understood and 	<p>Review of FFP and other experience of good practice in working with NGOs, and development of guidelines is outstanding</p> <p>M&E functions continue to improve, MIS concepts gaining interest within the DOF. Major concern is potential lack of provision to support M&E post-project. Progress with institutionalisation of M&E difficult to ascertain.</p> <p>National consultant training advisor was appointed in December 2003. The training advisors' report requests further support to clarify the roles and responsibilities of the training wing. A general training needs assessment has been done but needs to be more specific and greater coverage of staff.</p> <ul style="list-style-type: none"> (a) The technical assistance provided has delivered, though continues to be constrained by ad hoc demands for implementation assistance, and unnecessary restrictions on external access. (b) The ongoing monitoring and evaluation work is improving the 	<p>Review of FFP/ other experience of good practice in working with NGOs, and development of guidelines to be completed.</p> <p>DOF to confirm longer-term commitment to M&E urgently. M&E sub-sector strategy to indicate how M&E institutionalisation will be achieved (e.g. how the ME database will be used to feed information into policy making).</p> <p>Training policy to be adopted by DOF before June 2004. This should outline the role and responsibility of the training wing and how gender and poverty awareness training will be ensured for DOF staff.</p> <ul style="list-style-type: none"> [a] To strengthen the focus on improving project performance, individual work-plans with specific targets and milestones need to be established for the TA team, and performance in meeting project objectives should be assessed at the next project review. [b] TA team to develop and

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

project's output to purpose assumptions, including: "NGOs that have the capacity to support community management can be identified"; "Consensus on appropriate institutional arrangements and technical interventions achievable"; and "Management and staff of DOF internalize change process". It can also be attributed to the invalidity of the assumptions implicit in the project's approach. These include the assumption that DOF shares the project's concern with reducing poverty and that TA inputs would be able by themselves to create the necessary institutional and attitudinal changes within the DOF.

General progress assessment - Project Outputs

3

Justification:

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

PART B.

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

Attribution

Purpose to Goal

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

from money lenders. In some cases, rural elites have captured the project benefits and poorer have become worse off.

DOES LOGFRAME REQUIRE REVISION?

Both the logframe and the GoB's project pro-forma should have been revised at the mid-term review stage. The project's OVI's do not fully capture the themes and issues of implied in the project outputs - e.g. strategy development and institutional organization and conduct, links between biodiversity and sustainability, links between production, costs and resource access, wider livelihood implications. However, due to administrative constraints it is not considered worth revision at this late stage in the project.

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

No

Quality of Scoring

3

Lessons learned, and suggested dissemination

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

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

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

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

In future, DOF project design should require that support for the implementation of project activities is contingent on collaborative strategy development within DOF.

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

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

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

PART C.

Key Issues / Points of information

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

Institutional development

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

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

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

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

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

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

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

(see comment above)

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

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

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

FFP has planned a series of workshops to improve coordination between DOF, NGOs and CBOs (i.e. FMCs). The review was able to observe one of these, and was concerned by the dominance of the agenda and content by the DOF. It is important that the remaining workshops in this series are facilitated by objective experts rather than by DOF staff and that they include NGO field staff rather than their district officers.

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

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

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

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

- Comment on how the project can support the key outcomes of the Fisheries Sector Review and Future Developments.

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

Open-Water Fisheries & Community-Based Management

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

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

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

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

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

In the small number of successful sites such success can be partially attributed to good NGO performance. Although the majority of NGOs are able to mobilise communities, they do not have fisheries management skills. To date, NGO field staff have not received the training they need in community based fisheries management and in the majority of cases (often related also to the general levels of NGO motivation and performance) , NGOs have not succeeded in promoting the equitable distribution of project benefits.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Freshwater Aquaculture Extension & Training

- Assess the progress towards reaching poorer households particularly in achieving training objectives and wider livelihood outcomes.

Although a sample survey of training impact has been done and reported, this does not provide the analysis of this component's secondary impacts on poverty and wider livelihoods. This analysis remains to be done, and it will be important to understand more about the potential poverty linkages of aquaculture development.

- Assess to which extent the monitoring system is effective in determining and understanding the social context of the beneficiaries and who the project is actually working with through the training programme or extension reach and the inclusion of women.

The interim report of the sample survey of training impact does not demonstrate a high level of understanding about the social context of the beneficiaries and the review recommends that the capacity to undertake this analysis is developed and implemented during the remainder of the project.

- Comment on the opportunities for creating linkages, coalitions and alliances with other projects and government agencies working in service delivery in the NR sector to improve the institutional capacity of DOF to address these issues.

Although these opportunities exist, they have not been investigated extensively by the project and given the reluctance that DOF has around FFP developing external links, unless a significant shift in attitude and approach is brought about, such opportunities are unlikely to have an impact on DOF before the end of the FFP.

- Comment on the sustainability of the extension approach and its incorporation into the NAqES for future implementation as part of a DOF led strategic extension plan. How does the approach link with other Departmental extension initiatives and comment on a 'harmonisation process' to incorporate extension activities within the strategic plan.

The Aquaculture Extension Strategy, though complete in a draft form for over a year, is still not approved and adopted for development. Other strategy elements are still being developed, despite considerable effort to stimulate the process, and there is yet little evidence of a broader and more coherent approach emerging, even though such an approach is directly available via the FSRFD

Shrimp

- Comment on FFP actions to support the implementation of relevant aspects of the Shrimp Action Plan

Progress in developing the shrimp polders has been very slow and although some social mobilization has occurred, little can be taken forward unless construction works proceed. Before doing so it would be essential to link this with current approaches to coastal development and management, recognizing the presence and needs of poorer households in these areas, to ensure that this component was properly linked in with related initiatives in shrimp culture, livelihoods and coastal management, and to take forward identified AIGAs.

- Assess preparations and designs for shrimp polder development in light of required needs of water management for environmentally friendly shrimp cultivation and social issues related to ownership of land and leases of khas canals.

(see comment above)

- Assess process for preparation of construction work as agreed in the Aide-Memoire from the last mission

BWDB has confirmed availability of land (including leasing/compensation arrangements with land owners and lessees) as required by October 2003 review mission. Further progress will be contingent on a request being made, and approved by WB, to extend the current IDA credit period.

- Assess progress in the identification of alternative livelihoods for shrimp fry collectors and initiation of activities to support alternative livelihoods for this vulnerable group

A proposal for an alternative income generating project associated with the polders was developed by the livelihoods expert deployed as recommended in October 2003. Although the review mission has not seen this proposal, FFP does not consider that the proposal is feasible as it currently stands. The review mission recommends that rather than providing AIGA projects as alternatives to those unable to benefit from FFP initiatives, AIGA training and assistance to communities in accessing NGO support are provided by FFP as part of ongoing initiatives where appropriate.

Monitoring and evaluation systems

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

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

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

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

- Assess the revised M&E approach and DOF's commitment to institutionalise monitoring and evaluation into its regular activities

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

Gender

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

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

As recognised in DFID's RLP Gender Review, the failure to undertake and incorporate an analysis of gender inequality as part of the project design has

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

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

Environment

- Review progress in integrating environmental/biodiversity issues in the work of all components

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

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

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

II.	Coastal Shrimp Aquaculture	Final decision regarding shrimp polder rehabilitation contingent upon extension of IDA credit for FFP beyond Dec '04	WB	May'04
		Initiate linkages with other coastal zone management/ coastal aquaculture projects.	FFP	Apr'04
		NGOs to provide AIGA training and make suggestions about linkages to other sources of credit for affected communities within inside and outside the polder	FFP/DOF	Jul'04
III.	Aquaculture Extension and Training	Finalise plans for/run female extension staff workshop; provide participatory evaluation training for further analysis of AET impact on gender and poverty	FFP/DOF	Apr'04 (carry out by Jul '04) Sep'04
		Amend LEAF piloting manual to address gender and poverty issues effectively; assess similar approaches in other sectors and develop strategy/costed overview to incorporate into future funding strategies	FFP/DOF	Amend Mar'04 Overview Jun'04
		Feed experiences and lessons learned into strategy for investment in aquaculture development, to link with Action Plan	FFP/DOF	Sept '04
IV.	Aquatic Biodiversity Conservation	Preparation of potential work programmes up to December 2004 <i>and alternatively June 2005</i>	GEF/DOF	Immediate
		Complete and agree exit strategy for sub-component	GEF/DOF	May'04
		Assess social impacts of Hilsa management plan	DOF/NGOs	May'04
		Develop biodiversity assessment framework and protocols for incorporating biodiversity monitoring within all fishery development initiatives	DOF/ MOFL-MOE	Mar'04
		Network and coordinate with selected institutions for mainstreaming biodiversity issues in national policies	DOF/ MOFL	Jun'04
		Biodiversity database uploaded on appropriate website.	GEF/DOF	Jun'04
		The importance of biodiversity on fishing livelihoods to be incorporated in NFS	GEF/DOF	Oct'04
		Monitor and evaluate impact of training for hatchery operators	DOF/GEF TA	June '04
Evaluate biodiversity impact of shrimp polders	GEF-TA	June '04		

Institutional Development	Commitment from DOF obtained to ensure TA team concentrates for remainder of FFP on strategic issues and critical lessons learned, and not on implementation issues.	FFP/DOF	Urgent
	Confirm with DOF arrangements for: (a) continuation of M and E work with DOF; (b) monitoring to include outcome and process monitoring	DOF/MOFL	Mar '04/ July '04
	Targeted work-plans/milestones for TA team; finalise work plan to June 2005	FFP/DOF	Mar '04 Jun '04
	Training policy for DOF staff, including gender and poverty awareness training, to be adopted	DOF	Jun '04
	PCD to confirm that the rehabilitated FETCs/fish seed farms are being used for the intended purposes. PCD to submit operation plan for the 20 FETCs and 2 RTCs, rehabilitated under this project.	FFP	March '04
	Sub component strategies and action plans to be completed:	FFP/DOF	Sep '04 (see below)
	-- Open Water Fisheries (strategy) (action plan)		Jun '04 Sep '04
	-- Shrimp (strategy) (action plan)		Apr '04 Jun '04
	-- Monitoring and Evaluation (strategy) (action plan)		Apr '04 Jun '04
	-- Aquaculture (strategy) (action plan)		Apr '04 Jun '04
National Fisheries Strategy and action plans to be drafted and finalised	FFP/DOF	Aug.04 (draft) Oct '04 (final)	

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

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

Scoring system:

1 = likely to be completely achieved

2 = likely to be largely achieved

3 = likely to be partially achieved

4 = only likely to be achieved to a very limited extent

5 = unlikely to be realised

x = too early to judge extent of achievement