

# Projects Review Mission



**BGD/97/041 : Integrated Horticulture and Nutrition Development Project**

**BGD/97/017 : Empowerment of Coastal Fishing Communities for Livelihood Security**

*Undertaken for:*

Government of Bangladesh  
Food and Agriculture Organisation  
United Nations Development Programme

# **BANGLADESH**

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## **Projects Review Mission**

### **Final Report**

**BGD/97/041 : Integrated Horticulture and Nutrition Development  
Project**

**BGD/97/017 : Empowerment of Coastal Fishing Communities for  
Sustainable Livelihoods**

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**28 February 2005**

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## Executive Summary

*The Integrated Horticulture and Nutrition Development Project (IHNDP) and the Empowerment of Coastal Fishing Communities for Livelihood Security (ECFC) are two projects in UNDP Bangladesh's portfolio of sustainable agricultural development and Natural Resources Management projects under current national execution. With an estimated cost of US 5.65 million over a five year period (Nov 2000-Nov 2005) built around 121 villages centred on 15 Horticulture Development Training Centres (HDTC) across the entire country, IHNDP aims at enhancing the level of food-security and nutrition by improving the efficiency of the horticultural production system and associated support services such as marketing, processing, post-harvest loss preventions etc. With an estimated cost of US 6.27 million over a six year period (Nov 2000-Oct 2006) covering all 8 Upazilas of Cox's Bazaar district the ECFC Project, on the other hand, aims to bring about positive qualitative and quantitative changes in the lives of poor coastal fishing communities hitherto left largely outside of any support from formal institution.*

*In the broader context of development goals both aim at the ultimate reduction of poverty. Both projects are individually well integrated and highly relevant at the national level and within UNDP's rights-based priority areas of right to participation, right to survival and right to livelihoods. Where one focuses on enhancing the level of food security and nutrition by improving production efficiency and access to knowledge and information, the other pursues it through community empowerment to leverage available services from the Government and the development of alternative income opportunities.*

*Project effectiveness in terms of its impact on the target population, gender mainstreaming, training and partnerships have been relatively successful. Both projects targeted the poor at the lower end of the income distribution, however there was greater homogeneity among beneficiaries of the ECFC project than for the IHNDP. While both projects explicitly targeted women as agents of change, there was a variation with the percentage of women being higher in the case of the IHNDP. Perhaps the biggest strength for both projects has been the awareness and skills training provided to coastal villagers and horticultural producers. At the same time, while the training provided to Government staff has been substantial in both projects, it has been the critical factor in the transfer of technology in the case of IHNDP. Partnerships with both Government and other service providers, NGOs, varied between the two projects with the ECFC project dependent on a very effective partnership between Government line agencies and NGO service providers while IHNDP was largely implemented through Government agencies.*

*Project operations followed a similar pattern in both cases. A Technical Advisory Group (TAG) provided support to a Project Management Unit (PMU) which was supported by FAO as the Implementing Agency contracted for both projects. The technical support provided by FAO through a wide range of technical specialists contributed significantly to the success of both projects. However, financial disbursements for both projects have lagged significantly behind targets. With one year to go before the end, the IHND project has disbursed about 61% of their allocation (actual expenditures reported up to September 2004) while in the case of ECFC, with about two years before project end, about 59% (up to September 2004)*

*has been disbursed. The issue is not in the inability of the project to meet the financial targets, but that the targets set were far too optimistic and perhaps unrealistic. This was further exacerbated by a tendency in both projects to reallocate unspent expenditures in one year to the next without any commensurate work plan to address this. There is a critical need for a rational allocation of unspent funds matched by a realistic work programme.*

*With an explicit goal of group mobilisation and empowerment as an end in itself, perhaps the most outstanding success achieved by the ECFC project has been in the area of social mobilisation. ECFC has formed a total of some 248 village organisations (VOs) divided equally between men and women groups across a total of 117 villages. It has succeeded in empowering a group of people who had hitherto been unable to provide themselves with an identity, had limited knowledge of the strength of collective organisation and difficulty in managing their livelihoods. The formation of the village organisation has been an important vehicle for communities to share experiences, identify their needs, pool resources and raise each others awareness socially, politically and economically. In contrast, IHNDP had a comparatively diminished emphasis on community mobilisation. Group formation was pursued as a vehicle of project implementation largely for the transfer of technology and a total of nearly 1,250 farmer groups, of which 75% women, were organised. Although the groups did not display the same degree of social dynamism as that of ECFC, the emphasis on nutrition by the project did however have an impact at least in terms of information, knowledge and awareness for the participants while the beginnings of social mobilisation in the marketing of horticultural products by some groups were also seen. Almost as a corollary to the social dimension, the impact of both projects on the people has been visual and substantial. There is considerable evidence that the project has impacted positively on those who have been directly involved.*

*Perhaps the most tangible impact of both projects has been on the financial side with the generation of savings and the utilization of micro capital grants by the village organisations and groups. In the case of ECFC, a total of some Tk 7.0 million has been saved by the VOs while in the case of IHND, a total of some Tk 6.2 million has been deposited with banks as savings by the groups. While the VOs have made some efforts in the use of the funds in the ECFC project, the savings mobilised under the IHND project have been left in the banks. The absence of any well thought out policy as to how the project could facilitate the use and management of savings by the beneficiaries is an important criticism of the project that needs to be addressed.*

*The exit strategy for both projects is focused on the financial and institutional steps that need to be taken to ensure continuity. An aspect of exit strategy that is applicable to both projects is that of serving as an example for other development projects and therefore the need for documentation as part of an overt information sharing and communication strategy particularly since both projects dwelt significantly on making people the centre piece of project actions. Where the essence of ECFC has been that of community development, the project should during the remaining period progressively phase out of direct technical support to VOs commencing immediately with the ones that were initially established (37 villages). In the final analysis, it is likely that the success of the VOs would also depend on the management of the funds (grants and own savings) and therefore it would be critically important that explicit*

*and legal recognition be granted to this aspect and measures taken to assist the VOs by linking them to financial institution or NGOs involved in microfinance – be it as a grant or as a loan. With respect to unutilised project funds, a review of a realistic re-allocation of such funds be undertaken including between funds categorised under national execution (NEX) and the technical agency (FAO).*

*The most important aspect for an exit strategy for the IHND project, similar to the ECFC project, is the institutional support for the legal identity for the FGs and their linkage to some agency or financial institution for a more effective utilisation of their own savings so as to derive a greater and wider impact from those investments. This could extend to a revised priority setting for the use of funds that would focus on more commercial and market orientation including post harvest activities. A review of unutilised project funds should include a reallocation between NEX and the technical agency (FAO) to ensure a more effective use of the funds during the remaining project period. A critical aspect of the strategy would be support for measures involving self financing of the HDTCs. This would also include a review of the organisational structure of DAE to establish horticulture as a distinct division on its own without it being subsumed as part of food crops. Finally, to ensure continuation of the beginnings undertaken through the nutrition dimension of the project, the approach would be to link the programme to the ongoing National Nutrition Project of the Government.*

*From the overall perspective of project design, the lessons from the two projects cover a wide range of issues that include ensuring the participatory process, training, partnerships, realistic budgeting and the integration of exit strategies to ensure an easy transition from external support to standard institutional operational systems at the end of the project period.*

*Future UNDP programming of support to Bangladesh in the field of food and agriculture need to be based on parameters that include target orientation, community focus and empowerment, replicability, resource management, sustainability, partnerships and impact assessment as the basis for programme interventions. Based on these parameters, suggested areas include improving income and earning capabilities of the targeted population on their ability to contribute and participate in the development of the supply chain through strengthening farm to market linkages. This would imply the development and strengthening of market linkages between producers and consumers through value addition, improved processing and handling; improved marketing – organisational and infrastructural support; as well as improving food safety standards. Project support aimed at the development and transfer of ‘soft assets’ such as management skills, systems, quality control methods and innovative organisational modules based on community empowerment could be the operational elements for interventions in the areas referred above.*

## List of Abbreviations

ADR	Assessment of Development Results
AIGAs	Alternative Income Generating Activities
BARI	Bangladesh Agriculture Research Institute
BGD	Bangladesh
BOBP	Bay of Bengal Programme
CBOs	Community Based Organisations
CEP	Community Empowerment Programme
CCA	Common Country Assessment
CCF	Country Cooperation Framework – UNDP
CTA	Chief Technical Advisor
DFID	Department for International Development (UK)
DFF	District Federation of Fishers – Cox’s Bazaar
DoF	Department of Fisheries
ECFC	Empowerment of Coastal Fishing Communities for Livelihood Security Project
ERD	Economic Relations Division, Ministry of Finance
ESBN	Estuarine Set Bag Net
FAO	Food and Agriculture Organisation of the United Nations
FO	Fisheries Officer
GEF	Global Environment Facility (UNDP)
GoB	Government of Bangladesh
HACCP	Hazard Analysis and Critical Control Point
HDTCS	Horticulture Development and Training Centres
HRDP	Horticulture Research and Development Project
HYVs	High Yielding Varieties
ICZM	Integrated Coastal Zone Management
IFI	International Financing Institutions
IHNDP	The Integrated Horticulture and Nutrition Development Project
MCC	Micro-Capital Credit
MCG	Micro-Capital Grant
MDG	Millennium Development Goals
MoFL	Ministry of Fisheries and Livestock
MOI	Ministry of Industry
Mt	Metric tonne
MTE	Mid-Term Evaluation
MTOs	Mother Tree Orchards
MYFF	Multi-Year Financial Framework
NAP	National Agricultural Policy of GoB
NEX	National Execution
NGOs	Non-Governmental Organisations
NPD	National Project Director
ODA -UK	Overseas Development Organisation (renamed DFID in 1995)
PD	Project Document
PRA	Participatory Rapid Appraisals
SCL	Sustainable Coastal Livelihoods
SEG	Small Enterprise Group
SMO	Social Mobilisation Officer of ECFC
SPs	Service Providers
TA	Technical Assistance
TAG	Technical Advisory Group of ECFC
UNDP	United Nations Development Programme
FIVIMS/ VAM	Food Insecurity and Vulnerability Information Mapping System; Vulnerability Analysis Mapping
VO	Village Organisation
VRC	Village Resource Centre
WFP	World Food Programme

## **Acknowledgements**

The Review Mission (hereafter referred to as the Mission) wishes to acknowledge with thanks and gratitude the assistance received by those directly or indirectly associated in the delivery of both projects under review. The Mission met with many individuals and specialists who kindly shared their thoughts on the progress of both projects and a vision for the future of UNDP's programme both in natural resources and in poverty alleviation.

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The Mission met several times with Mr. Jørgen Lissner, UNDP Resident Representative, Mr. Larry Maramis, Deputy Resident Representative (P) and Ms. Shireen Kamal Sayeed, Assistant Resident Representative and is grateful for the open and frank discussions held with them. In particular we would also like to express our gratitude to Ms. Ayshanie Medagangoda Labé without whose support the mission could not have been undertaken with such effectiveness and efficiency.

Finally, we would like to thank all those people from the villages who have participated in the projects concerned, as they are the ultimate beneficiaries and those we are trying to assist to enhance their livelihoods and future opportunities.



## I. Introduction

Packaged within the context of the programme area of environment and food security agreed between the Government and UNDP under the Country Cooperation Framework 2001-2005 (CCF), the Integrated Horticulture and Nutrition Development Project (IHNDP) and the Empowerment of Coastal Fishing Communities for Livelihood Security (ECFC) are two projects that fall within UNDP Bangladesh's sustainable agricultural development and Natural Resources Management portfolio under current national execution. Both projects have undergone mid-term evaluations and are in the last stages of their implementation period.

This report reflects the conclusions of a mission<sup>1</sup> whose main purpose was to review the two projects with a view to providing guidance and suggestions to UNDP in the context of the ensuing formulation of the next multi-year funding framework (MYFF) 2004-2007. More specifically, the objectives were to (i) assess the policy dimension of the Government and of UNDP interpreted through the coherence of goals and objectives of both projects including an assessment of any changes introduced or lack thereof; (ii) their performance in terms of efficiency, effectiveness and impact including outlining of exit strategies and, (iii) in the context of the targets set out in future strategies for Bangladesh such as in the PRSP, the Agriculture Sector Review and MDG, recommend future programming directions in the agricultural sector in its broadest interpretation. The report is based on field trips to a sample of both project areas and extensive discussions with Government and project staff, NGO and other service providers development partners and beneficiaries. The main report is structured to bring out commonalties in concept, integration and performance of the two projects with an eventual objective of providing some future directions for UNDP to pursue under its next new MYFF exercise. The report is supported by four Primary Annexes, two of which cover the two projects in greater detail, a specific annex on the financial dimensions of the projects under review and an annex on the cross cutting issue of gender mainstreaming, food security and nutrition. In addition there are a series of Secondary Annexes which cover Terms of Reference for the Mission, Mission Itinerary, Core People Consulted, Study Methodology and Summary Curricula of the Reviewers. The main report itself is presented in four sections. The first section of the report provides a brief description of the two projects. The second section reviews the policy environment and the convergence of project goals with that of the Government and UNDP, while the third presents an analysis of development results of both projects in terms of effectiveness, efficiency and impact. The concluding section provides recommendations for UNDP in the field of the agricultural sector for the ensuing MYFF 2004-2007.

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<sup>1</sup> The mission was composed of Iqbal Sobhan, Team Leader FAO/Investment Centre; S.P Ghosh, Horticulturist ; P. Schoen, Economist ; H. Rashid, Financial Management Specialist, and I. Chakravarty, Nutrition Specialist. This mission was joined by a team of Government of Bangladesh counterparts representing different line ministries (Mr. Md. Mizanul Haq (Economic Relations Division), Mr. Md. Harun Or Rashid (Ministry of Fisheries & Livestock) Mr. A.N.M. Rokon Uddin (IMED), Mr. Mashiur Rahman (Planning Commission), Mr. A T M Ziaul Haque (Ministry of Agriculture), Ms. Syeeda Sultana (Water Resources & Rural Institution Division).

## **II. The Projects**

### ***Integrated Horticulture and Nutrition Development project (IHND)***

The IHND project aims at enhancing the level of food-security and nutrition by improving the efficiency of the horticultural production system and associated support services such as marketing, processing, post-harvest loss preventions and nutritional know-how etc. The project is also designed to improve the nutritional status of the targeted beneficiaries through creating an environment in which households have increased nutritional awareness and get sufficient access to fruits and vegetables throughout the year. With an estimated resource allocation of US 5.65 million provided by UNDP over a five year period (Nov 2000-Nov 2005) the project is built around 121 villages centred on 15 Horticulture Development Training Centres (HDTC) spread across the entire country. With the objective of the introduction and transfer of technology of a variety of horticultural crops to small and functionally landless farmers particularly women, the project concentrates on social mobilisation, training and capacity building in horticulture crops and in food based nutrition, institution building and piloting community initiatives through micro capital grants. Group formation has concentrated on women (75 %) and men (25%) and has followed the normal progression of group formation, regular meetings, self mobilised savings and group operated bank accounts. The Department of Agricultural Extension (DAE) under the Ministry of Agriculture executes the project with the support of the Food and Agriculture Organisation of the United Nations (FAO) as the UN implementing agency. See Annex I for a more detailed assessment of the project.

### ***The Empowerment of Coastal Fishing Communities Project (ECFC)***

Based on a sustainable livelihood approach, the project aims to bring about positive qualitative and quantitative changes in the lives of poor coastal fishing communities hitherto left largely outside of any support from formal institutions. This would be pursued through (i) assisting communities to empower themselves to collectively address their problems and needs; (ii) introducing various economic and community welfare activities that would be operated and managed by their community organizations, and (iii) facilitating sustainable conservation and management of coastal marine and estuarine fisheries resources and habitats through strengthening of community-based management of the resources. The project strategy includes the enhancement of access to information, assets and resources as well as employment and skills for the fishing communities. It involves promotion of self managed village level organization for men and women separately, improved access to extension and social services, promotion of alternative income options including technologies and enterprise development, mobilization and facilitation of access to financial resources through institutional credit organizations, strengthened capacity for community based disaster management, and finally, strengthening community based management for sustainable coastal fisheries. With an estimated resource allocation of US 6.27 million provided by UNDP to be implemented over a six year period (Nov 2000-Oct 2006), the project covers a total of 117 villages and paras (hamlets) where fishing communities constitute the majority of the population, in all 8 Upazilas of Cox's Bazaar district including the off shore islands of Kutubdia, Moheshkhali and St.

Martin's as well as the coastal upazilas of Pekua, Chokoria, Sadar, Ukhyia, Ramu, and Teknaf. See Annex II for a more detailed assessment of the project.

### III. The Policy Environment

#### *At the National level*

Both projects are individually well integrated and highly relevant at the national level. In the broader context of development goals both aim at the ultimate reduction of poverty. Where one focuses on enhancing the level of food security and nutrition by improving production efficiency and access to knowledge and information, the other pursues it through community empowerment to leverage available services from the Government and the development of alternative income opportunities. The underlying theme of both projects, though not explicitly stated, is that of a better management and use of natural resources. In the case of ECFC the link with NRM was clearly more definitive since the “sustainable conservation and management of coastal marine and estuary fisheries resources and habitats...” was an immediate objective of the project. The link was somewhat indirect in the case of the IHND project with the focus being on increasing productivity through the introduction of higher value horticultural crops. A significant contribution of the IHND project is also the fact that it introduced for the first time the concept of food based nutrition in contrast to the traditional health centred approach to nutrition.

Both projects were however part of a number of other measures pursued by the Government. The IHND project reflects the continuation of an exercise begun about two decades ago for the transformation of Bangladesh's agriculture through crop diversification. Crop diversification basically translates into a focus on a spectrum of horticultural high value crops and has been the object of attention in a number of plans and reviews. Specifically, it is a carry over from a previous UNDP/ADB financed FAO executed Horticulture Research and Development Project which focused on the establishment of the horticulture training and development centres and strengthening the national research institutions, DAE, BARI, BADC, related to horticulture. The project integrates well with the objective of poverty alleviation through value addition and market orientation of agriculture stated under the recently concluded Actionable Policy Briefs under the Agricultural Sector Review (ASR) and also implicit in the directions for the future outlined in the PRSP. However, while it conforms within the overall strategy of commercialisation of agriculture ***there is no explicit plan of action dealing with horticulture nor is there any direct reference to it in the Actionable Policy Briefs under ASR.*** In contrast, the nutrition intervention in the project was distinctly different from the nutrition support provided under the Government's other programmes. The food based approach adopted under the project was a distinct positive departure from the health centred approach that has characterised most past efforts of the Government.

In a similar vein, the ECFC fits explicitly within the overall National Fisheries Policy of 1998 whose second objective is “poverty alleviation through self employment and improvement of socio-economic conditions of the fishers”. The integration of the project within overall Government strategy is even stronger in the Draft Marine Strategy (July 2003) that assigns the responsibility for general livelihood support of fishing communities on the Department of Fisheries (DoF) to offer those who can no

longer sustain a livelihood from fishing an alternative safety net to escape poverty. Although a definite enunciation of *a policy on coastal fishing has not yet been established* the project has initiated a beginning in awareness building for management of a depleting resource.

### *At the UNDP level*

In the more general UN context both projects are in conformity with the UN priority areas under the “rights-based” approach to development used as the basis for the UN Common Country Assessment even though some of the rights have been enunciated after the design of the projects. Both projects address the “right to participation” through associative activity and empowerment, the “right to survival” through support to nutrition, health, water and sanitation, and the “right to livelihoods” with activities in income and employment creation. At the same time both projects significantly supported in mainstreaming the role of women in the development process. The projects also address some of the goals underlined in the context of the Millennium Development Goals (MDG) although the articulation and establishment of the goals came during the project implementation period.

Within the context of UNDP’s portfolio of activities in the country, although nominally slotted within the programme area of energy and environment of the CCF 2000-2005, both projects could as easily have been considered within the context of the programme area of decentralised governance for poverty alleviation.<sup>2</sup> Acknowledging the evolving nature of the CCF, there is a perception of a somewhat defused structure of UNDP’s involvement and of the role that the interventions within them are expected to achieve.

### *At the Project level*

From the policy perspective neither project have had much of an impact at the local level or been able to have an input at the national level. Both have been implemented in a form of an “enclave” environment concentrating on the objectives set by the project alone with not much linkage with other actions or projects of the Government at the local level. To the extent that ECFC focused on community mobilisation with the objective of leveraging other Government activities, it was perhaps more successful than IHND which operated essentially on its own. Both however face pending policy decisions that have been raised but have not been resolved. Thus for instance, in case of ECFC, although the focus is on artisanal fishermen, the Marine Fisheries Ordinance (MFO) does not recognise artisanal fishery as a specific category. The MFO focus is somewhat heavily on fishing and technology less so on the fishing communities. Thus, although the project has organised the fishing communities, they are yet to be recognised by DoF as representative bodies. The focus on technology is even stronger in case of IHND. VOs established by the project are yet to have any legal identity and are therefore constrained from undertaking a variety of other supportive actions that could have contributed to overall project impact. In contrast

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<sup>2</sup> There appears to be a substantial degree of overlap of programme areas and activities in the web presentation of the CCF.

the IHND project was based on existing GoB horticultural centres and could be the base for future institutional base for horticultural

#### IV. Project Performance

Project performance is assessed under broad headings of effectiveness, efficiency and impact of the interventions.

##### *Effectiveness*

Project effectiveness is assessed across a number of parameters dealing with the modalities of project implementation. These cover parameters such as target population, training and partnerships.

**Target Population.** Within the context of poverty alleviation as an overriding goal, both projects aimed at providing support to lower income groups and both were relatively successful in doing so. Where ECFC targeted the poor majority in fishing communities in coastal areas with no or very small land holdings and virtually no access to government services, IHND targeted landless, small and marginal farmers. Two observations are however worth noting. First, while documentation on the income levels of the beneficiaries is not available, preliminary reviews and visits to groups in both projects appear to indicate a more *homogenous group of the targeted poor with respect to the ECFC project but less so for the IHND project*. Second, *in both projects there was more consistency of beneficiaries being in the targeted category among female groups than among male groups*. While group formation in the IHND project was undertaken by Government agencies the use of the platform of horticulture (and therefore, implicitly, some amount of land ownership) could perhaps be the reason for a less consistent group of beneficiaries.

**Gender mainstreaming.** Both projects concentrated on women as the main agents of change. In the case of ECFC, however, the numbers of women and men groups were equal. This was due to the fact that as only men went out to fish and the focus on resource management required a voluntary restraint by fishermen not to fish for a period of two months, alternative income earning for the men was considered a critical objective of the project. In the case of IHNDP, the focus on women was considerably greater with about 75 % of the groups being women. The inclusion of nutrition measures and the focus on women also contributed to a positive impact on children though this needs to be confirmed by proper assessment using specific nutrition related indicators.

**Training.** Perhaps the biggest strength for both projects has been the awareness and skills training provided to coastal villagers and horticultural producers. While the full impact of the training provided is yet to be seen, there is enough evidence to indicate that, in the case of the coastal fisher folk, making them aware of the livelihood options contributed to a reduction in their perception of the risks faced by them. The situation is similar in the case of the horticultural producers but the depth and impact has been constrained by other factors. On the other hand, the training provided to Government staff has been substantial in both projects, but in the case of

IHNDP has been a critical factor in the transfer of technology, a driving force in the project.

**Partnerships.** The operational modalities for the two projects were different. In the case of ECFC, project implementation was undertaken through a very successful partnership between GoB line agencies and NGO service providers, an aspect that was apparent from the success in forming groups from the target category of fishermen at the lowest end of the income distribution and the activism reflected by the group members. Although ECFC itself had a more holistic approach, the involvement of NGOs, because of their knowledge and background, contributed to better implementation of the project. In contrast, IHNDP was largely implemented by Government using the limited staff of the horticultural centres. The combined effect of a technology-centric project with no or very limited partnership with local agents of change, NGOs or CBOs, resulted in the formation of groups whose sustainability may be in question unless further measures are undertaken to sustain them.

### *Efficiency*

Project implementation has varied significantly between the two projects. ECFC is largely a social process project exposed to the difficulty of changing perceptions, mindsets and understanding and consequently required some time to gather momentum. IHNDP, on the other hand, was more focused on the dissemination of technology and somewhat less focused on the social dimension, except in its focus on nutrition.

**Project Operations.** Project operations followed a similar pattern in both projects. A Technical Advisory Group (TAG) provided support to a Project Management Unit (PMU) supported by FAO as the Implementing Agency contracted for the project. The technical support provided by FAO through a wide range of technical specialists contributed significantly to the success of both projects. However, both project **PMUs** faced initial start-up setbacks. In the case of ECFC, this was compounded by inappropriate financial management, which compromised project actions significantly in the initial period. Indeed it is perhaps a tribute to the persistence of the CTA that the project has achieved the success it has. In the case of the IHND project, implementation was undertaken reasonably well through the horticultural centres (HDTC). The issue is whether the centres can continue their role after the project – an aspect of financial autonomy. Given that the horticultural centres can be to some extent self financing, there is a need to address this issue in a formal way ensuring appropriate accountability of financial management.

**Financial Disbursements.** Financial disbursements for both projects have lagged significantly behind targets. With one year to go before the end, the IHND project has disbursed about 61% of their allocation (actual expenditures reported up to September 2004) while in the case of ECFC, with about two years before project end, about 59% (up to September 2004) has been disbursed. Budgetary allocations for both projects were divided between FAO as the technical agency and GoB, with a larger share being channelled through FAO. While disbursements were behind target in both cases, expenditure under national execution were substantially behind target. *The issue is not due to the inability of the project to meet the financial targets per se, but*

*rather, that the targets set were far too optimistically high and were perhaps unrealistic.* This was further exacerbated by a tendency in both projects to reallocate unused balance in one year to the next without any commensurate work plan to address this. There is a critical need for a rational allocation of unused funds matched by a realistic work programme<sup>3</sup>. This is particularly relevant in the present context when both projects are due to close with fairly substantial amounts of unused funds that could be reallocated and utilised.

## ***Impact***

Project impact is assessed against the concept of a sustainable developmental model covering a number of parameters including social, human, environmental, financial and physical. It also looks at the process of transformation and institutional changes effected by the project.

**Social Impact.** With an explicit goal of group mobilisation and empowerment as an end in itself, perhaps the most outstanding success achieved by the ECFC project has been in the area of social mobilisation. ECFC has formed a total of some 248 village organisations (VOs) divided equally between men and women groups across a total of 117 villages. It has succeeded in empowering a group of people who had hitherto been unable to provide themselves with an identity, had limited knowledge of the strength of collective organisation and difficulty in managing their livelihoods. The formation of the village organisation has been an important vehicle for communities to share experiences, identify their needs, pool resources and raise each others awareness socially, politically and economically. The establishment of the Village Development Committees (VDCs), the District Fishers Federation (DFF) based on the Upzilla Fishers Federations (itself based on the VOs), and supported by measures in education, health, capital management and skills enhancement has laid the foundations for a sustainable and evolving institutional structure that, in addition to generating a sense of social security particularly among women who have to live alone for several months, is able to leverage service delivery from existing Government services. In contrast, the IHND project had a comparatively diminished emphasis on community mobilisation. Group formation was pursued as a vehicle of project implementation largely for the transfer of technology and a total of nearly 1,292 farmer groups, of which 75% women, were organised. Although the groups did not display the same degree of social dynamism as that of ECFC, the emphasis on nutrition by the project did have an impact at least in terms of information, knowledge and awareness for the participants while the beginnings of social mobilisation in the marketing of horticultural products by some groups were also seen.

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<sup>3</sup> For both projects the objectives, inputs, activities and outputs were planned to cover 5 years although the UNDP financial commitment for the projects at the time of signing was only for the period of 2000-2002. The balance was earmarked according to UNDP's then financial administration mechanism which was in line with APL requirements. Many changes were introduced in early 2001-2002 in UNDP projects (as directed by the reform with the UN) to streamline the financial practices among UNDP funded projects. Earmarked funds (with requests from all GoB/Implementing agencies) were incorporated into the existing budgets. In addition, Implementing Agency budget figures for national and international personnel inputs were as per perfunctory costs and budgets were said to be 'indicative'. The delayed start in both projects combined with these changes contributed to inflated budgets in both cases. Proposals for a rational decrease in the budgeting was always seen as limiting resources from both UN implementing agency and the GoB.

**Human Impact.** Almost as a corollary to the social dimension, the impact of the ECFC project on the people has been visual and substantial. There is considerable evidence that the project has impacted positively on those who have been directly involved. There has been an advance in the knowledge of the poor, vulnerable and marginalized both among the fisher folk and among the farmers. The formation of the VOs in ECFC and the training provided to them has transformed the participants. The members of the VOs are now able not only to identify and articulate their problems and with the educational support provided to them the initial beginnings of human asset creation can be seen. Further, the provision of sanitary latrines with linkages to local health centres could also have contributed to better health and nutritional status. The human impact of the IHND project, as with the social impact, was somewhat less than the ECFC project, largely due to a lack of emphasis in project design. Nevertheless, the nutritional messages provided under the project, even if information as to the extent of self consumption is not available, appear to have contributed significantly to awareness creation among the project participants. An additional area where the project has had an impact has been in the area of awareness and understanding among local Government staff and Fisheries Officers (FOs) in particular and of the difficulties that coastal people are exposed to.

**Environmental Impact.** An underlying theme in both projects has been the issue of better management of natural resources. In the case of ECFC this has meant creating awareness and initiating measures aimed at a better management of a depleting fish resource base in the coastal areas. In the case of IHND, though not explicitly stated, the implication has been a better utilisation of land and improved land husbandry to provide both increased income and better nutrition to a target population. In point of fact, confirming the environmental impact for both projects has been difficult. In both cases however, evidence of improved understanding of resource management measures among project participants could be seen, perhaps more so in the case of the ECFC project. Overall environmental impact will take a much longer time in addition to the fact that it is unlikely to be achieved on a piece-meal project basis and will require measures on a sub-sectoral basis.

**Financial Impact.** The financial impact for both projects can be seen through the generation of **savings and the utilisation of micro-capital grants** to the VOs. An offshoot of group formation has been savings mobilisation for both projects. In the case of ECFC, a total of some Tk 7.0 million has been saved by the VOs while in the case of IHND, a total of some Tk 6.2 million has been deposited with banks as savings by the groups. The mobilisation of savings by these target group of people reflect, perhaps more than anything else, the faith and commitment that they have for the project and must be counted as a significant positive impact of the project. Some of the savings have gone towards supporting emergency needs of some of the fishermen while some have gone towards supporting the activities of the VOs, UFA and DFF. While the VOs have made some efforts in the use of funds in the ECFC project, the savings mobilised under the IHND project have been left in the banks. *The absence of any well thought out policy as to how the project could provide advice to VO members as to the options for the use and management of savings is an important criticism of the project that needs to be addressed.*



Originally established as micro-credit support, UNDP took a policy decision to convert the micro-credit element of the project to micro-capital grant (MCG) for the village organisations. While part of the MCG in ECFC has gone to the establishment of community infrastructure, village resource centres, which served a very useful role in village mobilisation, the major focus for both projects was the use of MCG for funding collective income earning activities. If the mobilisation of savings reflects one positive aspect of the project, the use of MCG for collective income earning activities was the other. However, the actual financial impact of the projects on the participants has been variable and holds important considerations for the future. In the case of ECFC, the sporadic development of alternative/additional income generating activities (AIGAs) make it difficult to assess any general definitive financial impact accruing from the project on the participants, particularly when the project is aiming to encourage a degree of self restraint from fishing for a period of two months as part of resource regeneration and management. In the case of IHND, the benefits accruing to participants are somewhat clearer and vary depending on what horticultural crops are being produced.

Even if the financial impact for both projects can be shown to be substantive, there are ***issues of financial sustainability and replicability*** that need to be addressed. UNDP's decision to convert the funds into direct one-time grants to the VO while useful as seed money for the particular VO, limits its contribution only to that particular VO without much prospect of any wider impact. To their credit, with the objective of spreading the benefits from the grants to a larger group, some VOs in the ECFC project have taken their own decision to revolve the funds. Some have even gone to the extent of providing individual loans to participants from their (the VOs) own savings. This does not appear to have happened in the case of IHND where VOs have kept the saved funds for themselves. There is little doubt that project sustainability depends critically on income earning options for the beneficiaries in both projects. ***Restricting the funds only for the use of the particular VO raises questions of replicability as the overall costs for such an exercise would be far too high for the Government to emulate on a large scale.*** Even if UNDP itself is not involved in micro-credit operations, it is incumbent upon it to seek partners who would provide the support required. ***Poverty alleviation requires not only the dissemination of improved technology but also assistance for the poor to increase their command over resources to help them bail out of poverty.*** Perhaps the most credible evidence of success and sustainability, increased income and employment, can be to some extent assured only if the financial access for beneficiaries is provided irrespective of which agency provides it.

**Physical Impact.** Both projects have had an important physical operational dimension. In the case of ECFC, the establishment of the Village Resource Centres (VRC) has had a profound impact on the target population as it operated as a focal point and rallying centre, which the group identified as entirely their own, putting it to multipurpose use such as for community schools, recreational centres. In the case of IHND, strengthening the horticultural centres assisted the Government substantially by strengthening and bringing to an operational level a facility whose benefit will remain for a long time. It amounts to strengthening the technical base of the Government's ability to undertake horticultural development in the future.

## *Sustainability and Exit Strategy*

Sustainability of project activities for both projects will be a function of finances and the institutional bolstering that both projects have succeeded in achieving during the project period. An exit strategy should therefore look at three levels: a policy exit – ensuring that policies that should ensure continuation of the activities supported under the project are in fact in place; an operational exit – ensuring that a changed management of the project will continue on going activities, and, a financial exit in the context of a resource management phase<sup>4</sup>. In the environment that it is extremely unlikely that Government resources will flow at the same rate as during the project period, sustainability will depend on, in the case of ECFC, **the extent with which the VOs remain active and are able to revolve the finances generated from those MCG projects that supported the enterprise development and their own savings**. This emphasises, in addition to officially allowing VOs to revolve the funds, the issue of **technical support** from an agency, preferably a professional service providing organisation, to train VOs in the management of funds. In the case of IHND this will depend on the extent to which the HDTCs are able to continue their operations in addition to the issue, as in the ECFC, of encouraging VOs to use their funds and generate a sort of multiplier impact.

The exit strategy for both projects is therefore focused on the financial and institutional steps that need to be taken to ensure continuity. An aspect of exit strategy that is applicable to both projects is that of serving as **an example for other development projects** and therefore the need for **documentation as part of an overt information sharing and communication strategy** particularly since both projects dwelt significantly on making people the centre piece of project actions. Careful documentation of project processes, experience and approaches in the form of lessons, guidelines or manuals for use by others needs to be carried out. Both projects have built a strong body of experience in their work with the communities, much of it developed or improved through “learning by doing”. It is important not to lose the experience after disbanding of project institutions. This work needs to be documented in a pragmatic, targeted way through the development of guidelines, manuals, training materials and presentations aimed at specific potential users (GOs, NGOs, village and community organisations, federations, donors and others).

**ECFC:** Where the essence of ECFC has been that of community development, the project should during the remaining period progressively phase out direct technical support to VOs commencing immediately with the ones that were initially established (37 villages). Close surveillance of the performance of those villages and corrective measures taken should be instituted for the remaining villages. This would include a selection of the criteria for graduation. In the final analysis, it is likely that the success of the VOs would also depend on the management of the funds (grants and own savings) and therefore it would be critically important that explicit recognition be granted to this aspect and measures taken to assist the VOs by linking them to a financial institution or NGOs involved in micro-finance – be it as a grant or as a loan. This could include the prospect of instituting a community based accounting system and development of a savings and lending manual for use by the VOs. With respect to unutilised project funds, a review of a realistic re-allocation of such funds be

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<sup>4</sup> See Annex I and II for detailed steps on an exit strategy for both projects.

undertaken including between funds categorised under NEX and the technical agency (FAO). On the institutional side, there is a critical need for a legal dimension to the VOs perhaps by registering them as independent voluntary association of persons bound by an approved constitution under the Societies Act of the Registrar of Joint Stock Companies. This legal recognition would provide the VOs with an identity to work as primary organisation with the Upazila Federation of Fisheries and the District Federation as the next tier. Finally, although it may be beyond the project period a greater effort should also be given to the classification and development of a Coastal Fisheries Policy.

**IHND:** In a similar vein to ECFC, the institutional support for the legal identity of VOs would need to be one of the first steps of an exit strategy. In consonance with this, linking the VOs to some agency or financial institution for a more effective utilisation of funds of their own savings and funds provided to them as grants for a wider impact needs to be undertaken. This could extend to a revised priority setting for the use of funds that would focus on more commercial and market orientation including post harvest activities. A review of unutilised project funds should include a reallocation between national execution (NEX) and technical agency (FAO) to ensure a more effective use of the funds during the remaining project period. A very critical aspect of the strategy would be support for measures involving self financing of the HDTCS.<sup>5</sup> This would also include a review of the organisational structure of DAE to establish horticulture as a distinct division on its own without it being subsumed as part of food crops. With respect to the nutrition dimension of the project, to ensure continuity of the beginnings undertaken by the project, the exit strategy would need to focus on establishing (GO-NGO) linkages with similar ongoing programmes of the Government, particularly the National Nutrition Project being implemented by DAE in 136 upazilas of 42 districts, Nutritional Surveillance Programme and Homestead Food Production Projects both implemented by Helen Keller International. This could be supported by a variety of other measures including expanding the school nutrition programme, integrated nutrition of trainers and community based nutrition education.

## Lessons Learnt

Participatory  
Process  
Training  
Partnership  
Realistic Budgeting  
Exit Strategy

From the overall perspective of project design, the lessons from the two projects cover a wide range of issues. Although presented as distinct elements there is a significant degree of linkage and overlap between them. Perhaps the most important message is the fact that poverty alleviation measures need to have two absolutely critical elements: they have to be **process oriented** and they have to be **participatory** in nature. ‘ If the poor are to be empowered by the development process and to eventually help themselves in sustainable ways, they have to take the central role in defining both the problems they face and the solutions to those problems.’ Process orientation and participation in turn requires time involving experimentation with new forms of organisational structures. With the recognition that Government services are not well trained for multi-tasking and are divided along subject matter lines, the importance of **capacity building** becomes crucial. Training needs to cover all stake holders, beneficiaries, Government, NGOs and other service

<sup>5</sup> See Annex 1 for full details.

providers. Project implementation is most effective when undertaken in **partnership** with other change agents. While the two projects adopted different approaches on this issue, there is general agreement that particularly with respect to social mobilisation, partnership with other change agents is a more effective approach that allows the government to concentrate in the provision of services where it has a comparative advantage. Recognition that projects emphasising a participatory process driven approach requires time in implementation needs to be translated into matching **realistic budgetary allocation**. An appropriate phasing of activities need to be matched with a similar budgetary allocation commensurate with the phasing which avoids any form of bunching of expenditure. Finally, projects must have an in-built and **realistic exit strategy** to ensure an easy transition from external support to standard institutional operational systems at the end of the project period.

## VI. Future Programming

### *Parameters for future programming*

Target Orientation  
Community Focus and  
Empowerment  
Replicability  
Resource Management  
Sustainability  
Partnerships  
Impact Assessment

The overriding goal of the future programme for UNDP remains as the contribution to the eradication of poverty and to attain Sustainable Human Development for which the MDGs are milestones. Within the context of the rights based approach that the current projects are anchored, the future programme must be explicitly based on a number of parameters that would ensure a direct link towards the attainment of those goals. The parameters are not new

and indeed have been more or less inherent in the design of current interventions but nevertheless need to be emphasised. Inevitably, given the inter-linkages between these parameters it would be prudent to perceive them in a continuum and not as discrete factors for consideration. Above everything with over 60% of the population of Bangladesh below the poverty line, UNDP support must be explicitly **targeted to the poor** and vulnerable section of the community. A reinforcing dimension to the target orientation would be to ensure that programmes in the future are firmly designed with a **community and empowerment focus**. To its credit, a major focus of UNDP's activities in Bangladesh in the past had been directed towards the mobilisation and empowerment of local communities and the rationale for continuing the focus through community empowerment remains as strong as ever. Recognising that UNDP's interventions, to a considerable extent, aim at developing modules for wider expansion, interventions need to ensure that any future project takes into account the element of **replicability**. The requirement for replicability implies the need to be aware of the overall financial and institutional constraints faced by Government during project design. In similar vein, the question of **sustainability** is linked both to the issue of continuity after project, in terms of support provided by the project but perhaps, more importantly, the prospect of sustainability of activities undertaken by beneficiaries. Ensuring sustainability for beneficiaries itself will have an impact in terms of replicability and should remain the foundation for future actions.

If the focus on **community and empowerment** reflect one dimension of current and future UNDP area of activities, an equally important dimension would be that of **resource management**. In the particular context of Bangladesh resource management would need to branch out of the limitation of the physical dimension (land) into the dimension of human assets focusing on abilities and the provisioning of services. The design of interventions supporting this line of activities will almost necessarily require the building of **partnerships** and will also require a continuous process of **impact assessment** to feed into the project.

### *Suggested Areas for future Interventions<sup>6</sup>*

The starting point for identifying the future direction for UNDP operations in Bangladesh has to be the eradication of **poverty and the attainment of the sustainable human development and a contribution to reaching MDG**. The selection of possible areas for future UNDP support would depend on the extent to which the interventions are able to contribute to three elements that lead to the eradication/alleviation of poverty. They are: (i) increasing income and employment; (ii) reducing vulnerability, and (iii) reducing social exclusion. Interventions that contribute to these three elements would itself integrate with the UNDAF priorities including those of the PRSP and MDGs for Bangladesh. The choice would involve capitalising on areas of UNDP's comparative advantage and value addition from activities left out by other donors.

It is perhaps timely also to recognise that the traditional stratification of UNDP interventions in convenient sectors/subsectors needs a change. The identification of the poverty and food insecure people and areas through FIVIMS and/or VAM<sup>7</sup> should be the first step in the identification of a future programme for support. This approach, in turn, would implicitly address the element of **vulnerability** and allow the forging of partnerships and alliances with other agencies, notably WFP, who specifically base their interventions on those parameters. The characteristics of the target population and their coping mechanisms would itself suggest measures that could be the basic elements of the future programme.

While the development of **policies that support the poor** and influencing the enabling environment remains a critical aspect of any programme support, the objective of UNDP support would also be promoting and advocating the **development of technical and institutional models for wider replication** across the entire country, be it through the Government's own funding and/or through support from International Financing Institutions (IFIs).

In the broader nexus of rural space and in the context of the food and agriculture sector, Bangladesh's farmers have performed remarkably well. Aggregate production has increased steadily over the last few years. Yet, despite the country's relative success in increasing aggregate production, food security remains a major problem for

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<sup>6</sup> This is based on a provisional analysis of Bangladesh's position in the field of food, agriculture and rural development and UNDP's mandate in development. The proposals are by no means meant to be exhaustive and are subject to further review and discussion.

<sup>7</sup> Food Insecurity and Vulnerability Information Mapping System; Vulnerability Analysis Mapping

a substantial portion of the population. Addressing the issue of hunger and food security should therefore remain a major focus for UNDP particularly since it falls as the first priority in MDG. From the perspective of assistance to the country however, there is a strong argument for little or **very limited role in direct production support** from UNDP.

On the contrary, improving income and earning capabilities of the targeted population by concentrating on their ability to contribute and participate in the **supply chain** would be a more rationale approach for future support. There is a growing body of literature that has shown how **strengthening farm to market linkages** which are “efficient” “agile” “adaptable” and “aligned” have contributed to breaking out of traditional poverty traps. In the context of Bangladesh this would imply the development and strengthening of market linkages between producers and consumers through:

- **value addition, improved processing and handling;**
- **improved marketing – organisational and infrastructural support; as well as**
- **improving food safety standards.**

Project support aimed at **the development and transfer of ‘soft assets’** such as management skills, systems, quality control methods and innovative organisational modules based on community empowerment could be the operational elements for interventions in the areas referred above. The application of this approach on the overlap between the distribution of the target population and the distribution of marketable surplus would be the first steps in selection of a programme of support.

## PRIMARY ANNEXES

**ANNEX I**

**A Review of:**

**Integrated Horticulture And Nutrition Development Project  
(BGD/97/041)**



## PROJECT INTERVENTION

### • Background

The Integrated Horticulture and Nutrition Development Project (BGD/97/041) referred to as IHNDP is funded by UNDP and GoB, and implemented under NEX arrangements by Ministry of Agriculture (MoA) with the Department of Agricultural Extension (DAE) as the Government Executing Agency. The UN Implementing Agency is FAO.

The project originated as one of two projects that developed out of a precursor Horticultural Research and Development Project (BGD/87/025), which was jointly funded by the Asian Development Bank (AsDB) and UNDP. Under that project, the horticultural research capabilities of Bangladesh Agriculture Research Institute (BARI) were strengthened and local selections of fruit, vegetable and spice crops were carried out. The infrastructure and buildings of the Horticulture Development (Demonstration) and Training Centres (HDTCs) used by the current project were established at that time.

Concurrently, a second and much larger project was developed based on the findings of Horticulture Research Development Project (HRDP), funded from AsDB investment funds and which targeted the development of commercial horticultural production in the North West of the Country, called the North West Crops Diversification Project (NWCDP).

IHNDP is specifically targeted for the landless, marginal and small farmers from selected villages surrounding the 15 HDTC's of the project (which were deliberately located in areas of high potential for horticultural development). Land classification in Bangladesh is somewhat confusing, as the landless designation does not necessarily mean they are entirely without land resources (this category can have up to 0.49 acres (approx 2,000 m<sup>2</sup>). See table below for details of the land classification system in Bangladesh.

**Table 1. Landholding size distribution in Bangladesh<sup>8</sup>.**

Classification (ac = acres)	Number	Area (acres)	Homestead Area (Acre)	Incidence of rural poverty % <sup>9</sup>
All holdings	17,828,194	20,484,564	1,318,429	45
Landless (0.00-0.49 ac)	9,386,345	1,422,407	473,336	64
Marginal (0.50-1.49 ac)	4,194,304	3,755,551	322,414	44
Small (01.5-2.49 ac)	1,872,089	3,568,410	186,548	34
Medium (2.50 to 7.49 ac)	2,077,790	8,281,738	270,821	25
Large (over 7.5 ac)	297,666	3,456,458	65,310	16

Bangladesh has traditionally focussed on rice cultivation which is well adapted to the seasonal inundation pattern in the country. However, there are areas (significant in

<sup>8</sup> BBS 2000 Yearbook of Agricultural Statistics, quoting The Bangladesh Census of Agriculture 1996 (Rural), BBS.

<sup>9</sup> Department of Agricultural Extension Strategic Plan 2002-2006.

absolute terms, though of considerably less geographical area compared to the rice lands), suited to the culture of higher value horticultural (in its widest sense) crops.

The current cropping pattern for horticulture is largely driven by monsoonal flooding, which means that only high land (land that remains unflooded) is suitable for culture of high value perennial crops. Annual vegetable crops can be grown over a wider area, but is again constrained by a seasonal flooding pattern, and therefore in many cases is confined to the dry winter period, with summer production requiring the same unflooded land as for perennials. Other constraints also apply, specifically soil type, depth and irrigation availability.

The focus in the past on increasing rice production through the use of packages of inputs and High Yielding Varieties (HYV) necessarily involved working with larger farmers who had access to land and resources. DAE thus had little interaction with the landless and marginal farmers. Under the current project DAE had the opportunity to work with these disadvantaged farmers and developed its own skills in farmer group organisation through a participatory approach as well as introduction of sustainable subsistence farming systems to enhance food and nutrition security for the most vulnerable rural households.

The horticultural crops promoted by the project, as well as having an effect on household nutrition when directly consumed, also, because of their inherent higher yield characteristics than rice, and their higher price structure, have allowed sale of surplus production to improve household income. As can be seen from the table above, the landholding size is closely and inversely related to the incidence of rural poverty. Culture of high value crops off smaller landholdings is therefore an appropriate strategy for alleviating poverty.

The project headquarters is contained within DAE and located at Khamarbari, Dhaka, with field level activities conducted through its 15 HDTCs situated in areas of high potential for horticultural crops. Each centre has focused on delivering its message to between 5 and 7 villages in its immediate vicinity, where a network of grower groups mobilised by the project are the bedrock of the project intervention strategy at grass roots level. These grower groups are specifically targeted to ensure 75% female participation.

The Development Objective and its four Immediate Objectives are stipulated in the Project Document as being:

- To enhance the level of food security and nutrition by improving the efficiency of the horticultural production system and associated support services through the application of modern technologies and diversified cropping patterns that will bring about greater productivity and higher incomes to the small farmer communities in a sustainable manner. Also to improve the nutritional status of the population through creating an environment in which households have sufficient access to fruits and vegetables at affordable prices and the necessary knowledge and skills to prepare and consume these foods to compliment their diet, specifically targeting the poor women farmers of Bangladesh.

- To develop sustainable capability among low income communities, specifically poor women farmers, in increasing productivity and year round production of horticultural crops (fruits, vegetables and spices), through the introduction of superior quality planting materials and seeds, and promotion of production skill.
- To minimise post harvest losses, improve post-harvest handling and maximise primary producer profits and income through the promotion of on-farm and community-based produce handling methods as well as to enhance marketing support services.
- To promote income generating activities, including agro-processing, to enable the optimum utilisation of horticultural produce to supplement family incomes, with additional support from micro-credit and food assistance programmes, especially for poor and disadvantaged women.
- To increase the nutritional awareness among the beneficiaries and to develop a comprehensive food-based nutrition programme to reduce malnutrition in the target groups comprising of mainly women and children.

Project activities have included:

- Training and follow-on extension including limited MCG support to the beneficiaries to help them adopt developed technology to allow them to improve production as well as market horticultural crops;
- Training of technical personnel to assist in the transfer of technology;
- Training of nursery men and women who would then receive “elite” materials for propagation to raise the quality of horticulture material;
- Assisting in developing improved handling (grading, sorting, packaging, storing) of horticultural produce; and
- Providing nutrition awareness and educational programmes to improve household nutrition security.

The project takes as its ultimate beneficiaries the farmers of the selected villages, but also targets institutional strengthening and capacity building of the officers and officials of the DAE itself, as well as members of the supply/marketing chain and partner NGO’s and other institutions.

By its nature the project is technology driven, with heavy emphasis on “Training and Demonstration” both on the land at the HDTC’s and in the farmers fields, with a target of 31,400 men and women who benefit from the training programme (this includes farm women, homestead owners, marginal farmers, landless farmers, primary school teachers, school children, unemployed rural youth and NGO’s activities<sup>10</sup>).

The project was designed to be implemented under the direction of a National Project Director (NPD) assisted by a long term International Senior Horticulture Programme Development Expert and a National Project Coordinator (NPC). They would be

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<sup>10</sup> See Project Document, Page 28

supported by an extensive team of short term International Technical consultancies, and a team of long term National Technical Specialists to undertake and oversee project implementation on the ground. Backstopping support would be provided by FAO.

In line with DAE Policy, the concept of group formation has been to enhance service delivery to the farming communities. The project was expected to assist the formation of small, relatively homogeneous groups of farmers in the project villages, to act as insertion points for technology transfer. These were seen as the bedrock of the project intervention strategy at grass roots level. This was a very interesting innovation for the Department as the project took on the role, via the front line staff of the Department, of group formation and development. No specific targets were given for group formation, but the MTE assessment was that “the current number of existing groups should be strengthened rather than expanded”<sup>11</sup>.

The project also provided “seed” money, in the form of a grant (the MCG), where individual grower groups would submit a semi-commercial proposal for horticultural activities that, once vetted, would be supported by the project to allow these resource poor groups to expand their income earning potential. This was designed to allow groups to develop relevant business skills with an eye on the future use of self mobilised savings generated under the project group approach.

- **Project Interventions and Impact**

IHNDP has at the time of this macro review, completed four years of implementation with the major impacts identified as being:

***Horticultural Development and Training Centres:*** The HDTCs are the backbone of the project. They are the physical centres for much of the project interventions in the communities serviced by them, and are also an excellent resource for development of new technology, demonstration of “riskier” but ultimately more beneficial production practices to a naturally conservative and sceptical farming community. They are also production units for the basic plant material needed to drive the horticultural production system – for example, grafted true-to-type fruit tree germplasm, early season vegetable seedlings, improved cultivars of traditional fruits, vegetables and spices.

A typical HDTC covers several hectares, has office facilities, two training rooms, dormitory accommodation for training participants, nursery production facilities consisting of simple stand out areas and some rudimentary shade, simple protected structures for vegetable seedling raising, mother tree orchards, demonstration plots and germplasm collections. Some HDTC’s are equipped with specialised propagation facilities for mushroom spawn production, micro-propagation facilities and agro-processing centres. Most HDTCs also propagate coconut for the Prime Ministers Programme and handle other programmes in the area for the Food Crops Wing of the DAE and in collaboration with the District Agricultural Officer for the Field Service Wing of the Department.

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<sup>11</sup> Mid Term Evaluation Mission , 2003, report page 13.

Staffing for the project consists of the Officer-in-Charge (who frequently has major administrative tasks to perform as well as other duties for the Department) and a Horticulture or Assistant Horticulture Development Officer who are all agricultural graduates. In addition, Horticultural/Agricultural Overseers (the equivalent of technical level staff), Malis (skilled gardeners) and labourers handle the day-to-day operations of the centres. The Overseer grade also frequently works in conjunction with the Block Supervisor (BS) of the Field Service Wing to support and backstop the project community groups and are thus a main focal point of this project for its interaction with the beneficiary groups.

The Centre operations also coordinate project interaction with the beneficiaries in their area, undertaking coordination of kitchen garden/nutrition garden demonstrations, training events, and MCG programmes.

***Social Mobilisation:*** The farming community in project villages have been organised through the formation of relatively homogeneous groups of landless, marginal and small scale farmers (men and women). About 18,000 beneficiaries have been organised into 1,250 groups (up from 16,000 and 987 respectively at the time of the MTE when it was recommended that the existing groups should be strengthened rather than expanded). Female participation remains high at ca. 75% in line with the original design. These farmer groups form an important subset of all project beneficiaries which include NGO farmers, wholesalers and traders, but who are not targeted for group formation.

Unlike most donor supported developmental projects where group formation has been carried out through the involvement of NGOs, IHNDP has successfully formed groups using BS officers of DAE. This has positive implications for the sustainability as the skill transfer to BS's should remain with the Department so their work could continue into the future, though more extensive upgrading of their skills could be tackled in the remaining time of the project.

The groups were formed primarily as recipients for technology and inputs, and as such were not taken through a full group development process to assist in such areas as conflict resolution and leadership development. The importance of assisting these groups to take on a self help mode only arose after the MTE in 2003 and the fielding of a specialised support consultancy in 2004.

Each group member was encouraged to save a fixed rate of between Taka 5 to Taka 10 per week. By the time the MTE took place over 987 farmer groups had opened bank accounts with total savings of Taka 1.88 M. This increased to 1,182 groups with opened bank accounts and combined savings of Taka 2.6 M by October 2004. Group money through small savings and the MCG, has provided the 'right to participation' and helped group members to remain united. With a significant increase in the volume of saving deposits, communities have developed a better sense of financial security and with new skills are beginning to use the savings as a trust fund for community welfare.

The increased participation of women and their involvement with production and marketing of horticultural crops/produce has added a new, and interesting dimension of integrating village women in production and value addition of perishable

horticultural crops. Female groups in the project area were seen to have improved their livelihood through project related technical and development assistance. The International Community Development Consultant to the project found that this approach was a very important contribution to ensure sustainability. The following findings were highlighted at the time:

- The group approach, under IHNDP was found to be an effective approach;
- The success of nutrition education and horticulture development as entry points validated the fact that in Bangladesh food security and nutrition for better health holds a very high priority need;
- Compulsory savings as a group pre-condition was reviewed as the binding and commitment factor for group work, solidarity and cohesion; and
- Government official sanction and legitimacy facilitated strong women's participation. Otherwise their participation would have been difficult in many conservative rural communities targeted by the project.<sup>12</sup>

It was also noted that the motivating force sustaining male groups in particular, was to tap into the immediate benefits of the project, such as access to training, planting material, the MCG fund, and, as such the ongoing sustainability of these groups after project closure was likely to be short lived. However, the female only groups, were found to be motivated by the long term improvements to family health and welfare accruing from the group approach itself, combined with the increased knowledge arising from interaction with the project. The continued operation of these groups was seen to be integral to the ongoing improvement in their family welfare, and as such, it boded well for the longer term sustainability of their group organisations.

The need for crop diversification has been well recognised by small farming communities and the campaign for food-based nutrition has received due attention in households of the poor.

New relationships, attitudes and values among the beneficiaries in the project area have also emerged and the farmers seem to be motivated towards change as seen through the initiation of market oriented production practices under the MCG scheme. It is expected that with further credit support, the group farmers would be able to move from subsistence farming to semi-commercial farming by adopting high value horticultural crop systems.

***Training and Capacity Building:*** The development of the technical capability of the beneficiaries is clearly a core element of IHNDP. Development of technical competence and skills of both farmers, as well as the horticulture extension personnel, was achieved through:

*Training of Trainers (TOT)* – for Extension Officers of DAE, especially the HDTC technical staff, the district Subject Matter Specialists (SMS), Upazilla Agriculture Officers (UAO), BSs and others to create a critical mass of trainers; and

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<sup>12</sup> Sing, Bishan and Tapati Saha, 2004: Technical Report: Mission to Strengthen Community and Gender Development Approaches Integrated Horticulture and Nutrition Development Project (BGD/94/041) Executive Summary.

*Beneficiary Training* – for farmer group members, nurserymen, NGO farmers associated with horticulture production, community child caring, food based nutrition, home scale processing, post harvest management and other related areas.

Some 2,000 government officials and field level officials involved in project activities and related to horticulture development activities have also received training in different courses. These officials continue to be involved in farmer training and provide follow-on extension support to project beneficiaries.

***Study tours and overseas training:*** Two groups of project female farmers were taken on study tour to Nepal and Thailand, where the differences in culture and attitudes to female participation in farming, and trading for example were seen. However logistical difficulties in organising female participation on these tours proved very difficult due to the inherent conservatism of the local communities. The project initiated a programme of in-country study tours where groups of female farmers from an HDTC catchment went on a reciprocal tour to another project HDTC in a different region of the country. These proved very successful and allowed a widening of awareness and discussion and learning through exchange of experiences. Government officers and officials also benefited from this programme both as facilitators but also as participants on dedicated study tours aimed at enhancing technical horticultural and nutrition skills.

These training activities were pivotal to the project achieving its central objectives of enhancing productive capacity and creating an awareness of nutrition issues in the diet of the project beneficiaries. They were reinforced through the technology transfer and demonstration part of the project.

Project interventions have therefore allowed beneficiaries to:

- Become organized and increase their self-confidence;
- Gather knowledge and learn technical skills on a variety of new crops; and
- Access much needed inputs to allow them to apply their new skills and knowledge.

To date more than 44,000 persons have been trained (made up of group farmers, their family members, wholesalers, school staff and pupils and traders) in a range of appropriate subjects from production technology through to simple processing techniques, food preparation and nutrition awareness.

***Technology Transfer:*** Technology transfer has been achieved through:

- *Organisation:* The prime reason under IHNDP for group formation was to act as a vehicle for technology transfer in the village communities, this allowed group extension approaches to be adopted, and to allow all members of a group to gain access to, and benefit from, the project training and demonstration activities. Each group member was expected to impart training received to other group members upon return from training; village level demonstrations either of processing, planting systems or nutrition were to be conducted through the various groups;

- *Farm/village Based Demonstration:* Participatory field demonstrations in the project villages, where specific project technical interventions or packages were carried out in participation with the group members under the prevailing field conditions. These included items such as preparation of recipes with the prevailing utensils available or planting of vegetable nutrition gardens depicting multiple species. Most of these demonstrations were ephemeral in nature and have to be taken up by the farmers themselves for further propagation. The perennial crops component of fruit trees has a clear sustained impact however as the trees once planted continue to grow, develop and produce fruit; and
- *HDTC Horticulture Demonstration:* In addition to farmer field demonstrations, many of which were also undertaken at HDTC's sites some specific long term demonstrations/productive assets were also established by the HDTCs themselves. Primarily these consisted of investment in plant and machinery such as agro-processing, mushroom spawn production, tissue culture facilities and greenhouses. These were seen as enhancing the capacity of the HDTC to supply necessary inputs to the local farming system. Particularly for the perennial fruit crops, permanent plantings of new cultivars of fruit (for local evaluation as to market potential) and production blocks of recommended fruits propagation material were established. A quality planting material production programme undertaken by the HDTCs and production programmes of private nurseries has helped in distributing seeds and other planting material of improved germ-plasm in larger quantity.

While demonstration effects of short gestation vegetables are comparatively quick, the impact of demonstrating fruit crops such as banana (e.g. high density banana) have also been seen in many areas (Natore, Feni, Mymensing). Similarly, success of vegetable demonstrations has inspired women groups to apply for MCG funding for the production of vegetables in leased lands. The technology transfer programme of the project has created a confidence building environment as a result of which project beneficiaries have preferred to opt for fruit, vegetable and spice production in more than 90% of MCG applications. Technology transfer in post harvest management and marketing have also sensitised and increased awareness for the need for better post harvest handling and marketing as shown by the case studies illustrated below in Primary Annex III.

The formal M&E system of the project, while good at capturing inputs and activities was not so good at capturing change and monitoring the impact of the project activities. There is little doubt that the project has had a huge impact on raising awareness of nutrition information and imparting production technology, but more effort needs to go into defining and documenting the extent of this achievement in the final year of the project.

### ***Nutrition Intervention and Support***

Major project nutrition education activities such as in-service training of officials and field extension staff, farmer training, food preparation demonstrations and school nutrition education for the students of Grade VIII and IX have helped in raising awareness of the food values of fruits, vegetables and spices grown locally by the



farmers in and around their homesteads and fields. The knowledge on nutrition and food values has without doubt resulted in some dietary diversity. Female members of the project and their children are consuming more vegetables and locally grown fruits for household nutrition security than in the past. Nutrition education and horticultural crop production supplements and complements the nutritional intake and capacity building of the poor for food security and nutrition for better health. A dietary survey and food consumption assessment exercise conducted in recent months (October, 2004) has shown that:

- Project households have consumed 55%-61% vegetables and 59%-64% of fruits produced in their own gardens, while only 13%-20% of produce are being sold;
- Due to project interventions the consumption of leafy vegetables, “yellow and orange vegetables”, vitamin “C” rich vegetables has also increased in project households;
- Complementary feeding of 5 months to 7 months old children has also improved in project villages;
- Increased awareness of the role of vitamins and minerals in the diet and appropriate sources of these essential nutrients; and
- Community Initiatives through Micro Capital Grant (MCG) have grown.

For a more detailed discussion on the achievements made under the nutrition component of IHNDP, as well as a way forward see Primary Annex IV.

### ***Micro-Capital Grant***

MCG as a one time block grant is interest free and non-repayable. MCGs aim at supporting non credit-related activities and both IHNDP and ECFC projects have initiated MCG schemes on a pilot basis to provide initial support for project beneficiaries since late 2003. There are nevertheless important differences in both the approach and degree of freedom of interpretation of the guidelines between these projects. IHNDP took a much narrower interpretation of the UNDP guidelines which have prevented it undertaking some of the more flexible options available under ECFC. Essentially confining MCG's to a close interpretation of the project activities, has meant that only grants that were horticultural or nutritional in nature were funded. This precluded funding of other livelihood enhancing investments such as livestock, opening of shops, or setting up rickshaw pullers which without doubt would have been preferred income generating options for some of the project beneficiaries. Up to November 2004, a total of 314 MCGs had been provided with a total value of Taka 9.22 M (ca USD 154,000). As indicated earlier, more than 91% of the money disbursed has covered production of crops for sale, which reflected the bottom up priorities of the participants. This is not surprising given the focus of the project training on production technology. Unlike ECFC, community level infrastructure development activities did not receive priority in the MCG scheme of the horticulture project.

The following table indicates broad MCG activities and disbursement levels to date.

### Micro Capital Grant Activities and Disbursement levels to November 2004

Name of Activities	No. of Projects	Amount in Taka	Percent
Fruit production	94	3,258,550.00	36.3
Vegetables production	163	4,123,250.00	44.7
Spice crops production	33	1,025,600.00	11.1
Plant nursery	10	342,700.00	3.7
Food Processing	7	236,900.00	2.6
Bee keeping	7	234,600.00	2.6
<b>Total</b>	<b>314</b>	<b>9,221,600.00</b>	<b>100</b>

This table shows vegetable production, followed by fruit production (short gestation crops such as banana and papaya) received greater focus than other activities as would be expected. It is thus, implied that the beneficiaries preferred to invest MCG capital mainly for the promotion of immediate income generating activities. As the MCG was provided not to any individual but rather a group, crop production programmes have been initiated as a group activity and on land acquired through the payment of lease money drawn from the MCG. As a result, members who had no cultivable land could also draw a benefit from the farming activity. MCG support for post production down-stream activities and towards diversifying income avenues as means to mitigating risks of production failure has not, however, been widely adopted.

The introduction of project beneficiaries to semi-commercial production practices underpinned by MCG support, could have been better structured. There is a clear need to develop more business skills in the groups participating in the MCG process as production technology in itself does not provide sufficient support to ensure successful commercial production. More work should have been done on the identification of market opportunities, economic assessment of business ventures, training of beneficiaries in simple budgeting tools and profit and loss assessment as well as sensitivity analysis. This should be a major focus for the remainder of the project.

### Exit Strategy and Recommendations

Although much thought has gone into developing an exit strategy for the project, a clear unidirectional approach is unlikely to work with such complex objectives, with groups of farmers and other beneficiaries at various stages of development within the educational process of intensifying horticultural production and nutrition awareness raising. In addition, several late activities were added to the project, post MTE, in a classic example of “scope creep”. Specifically these are floriculture and the school nutrition programme combined with the school nutrition garden activity.

Two aspects need to be looked at in this context. Firstly the actions and activities to be undertaken within the remaining time of the project to help ensure bedding down knowledge and modified behaviour in the target population, and secondly actions and

activities to be taken to facilitate continuing development of the target population beyond the project life.

That being said several areas need attention and are discussed below:

Outstanding issues to be achieved by the project to fulfil its objectives need to be identified and their completion needs to be a priority in the workplan for the remaining time of the project.

The whole community development process has come rather late in this project (in contrast to ECFC), with the design of technological interventions, establishment of demonstrations and running of training programmes all receiving higher priority in the early years of the project. The project did not consider itself a community development or empowerment project and simply saw these groups as a convenient entry point for technology into the farming system. Group formation was confined to a coalescence of groups. However, and again post MTE, more emphasis has been placed on strengthening these groups, so that they are more effectively able to tap alternative support from civil society, and thus provide a reason for their continued existence, other than depending on the binding material of group savings and a common interest in pursuing horticulture and nutrition interests.

The issue of replication of these groups also needs to be considered. These technologies, once embedded in the communities serviced by the project, are a resource to draw upon, and perhaps refine with experience and with on-farm experimentation. This should be seen as a resource around which each HDTC can be drawn upon as successful examples and as an opportunity to promote “farmer-to-farmer” training. However, to bring this knowledge to adjacent communities the BSs and HOs of the DAE need to have their own skills of “group work” enhanced. In addition, the technical packages of the project need to be simplified and tested for relevance at the BS farmer interface so that the project can leave behind a suite of simplified extension publications.

The combined skill enhancement and ground-truthing of project extension messages is the objective of a proposed series of workshops to be facilitated by the Community Development team of the project in the final year.

The exit strategy for existing groups will depend very much on their own motivations and resource constraints. The most vulnerable groups are the landless, and the project should focus therefore on:

- Building an internal structure and capacity to tap into other civil service support systems. The empowerment of these groups leading them to place demands on other service providers in the area will be an important success criterion;
- Continue support for intensive homestead production systems for food availability enhancement for the family farm. A graduation process of groups that have demonstrated knowledge on these systems including simple agro-processing and nutrition knowledge should be fostered;

- For selected groups, continuation of the MCG process to allow them access to productive assets (rented land primarily) and their ongoing support through business skill development;
- For marginal and small farmers, skill enhancement of income generating activities (primarily horticultural crop production) through ongoing support in terms of economics of production, access to market information and better understanding of the marketing process remain important. This can be done through the use of their own land assets or through use of rented land from absentee landlords;
- For all groups a process of decision making on the allocation of accumulated resources through a visioning exercise and setting of performance benchmarks that will allow them to assume power over their own lives. For example, continuing group activities and savings up to the point where every member can assume the risk of taking productive assets on hire under self management, or retention of the savings as a self-help provision for redistribution to members in time of need;
- The narrowing of focus for the remaining time of the project to achieve outstanding items from the Project Document, intensification of the community development activities and the focus on market integration for selected groups within the given timeframe.
- The HDTC network is seen as pivotal in driving change in the farming system, Their continued development will be essential after closure of the project, both to service existing growers, but also to replicate the success of this project and to update technology and solve problems for farmers. Each HDTC needs to take stock of its own position through a formalised planning process to identify its strengths and weaknesses and to define its constraints, as well as to design a long term development plan that will guide its progress into the future. This should look into prioritisation of areas of work, linkages to, and acting as a demonstration outlet for research, privatisation of income earning activities. Capital investment and rationalisation of plantings and establishment of market information support for local communities and focus of activities on market priorities for the area (what crops/products does are there that they have an advantage in supplying); and
- Technical staff of the HDTCs also need to be able to keep their technical skills up to date and to provide solutions to farmer problems, preferably in real-time, and **not wait until they have had an appropriate training course by accessing information electronically**. In this regard, provision of broadband internet connection in each HDTC and training in its use, needs to be undertaken to improve internal communication within the project, but also to allow the professional and technical staff of the HDTCs access to the wealth of technical information now available on the web.

### ***Documentation of Project Benefits and Publicity***

The introduction of an MCG scheme and utilization of the grant money mainly in the production of vegetables, fruits and spices will accelerate the income flow to group members. The success stories of the MCG activities may trigger commercial/semi-commercial scale production of horticultural crops through credit support of commercial banks and other financial institutions. (A select number of success stories are illustrated in Primary Annex III).

All the above project benefits/impacts must be documented and publicised both in the project area and other areas showing high potential for horticulture.

Immediate actionable issues at project level include:

- Documentation of ‘success stories’ with economic analysis and follow up actions for consolidation of already accrued gains and their sustainability. Wider publicity of the messages through organizing field days, motivational tour and extension literature is essential; and
- HDTCs should move towards becoming “Horticulture Technology Information and Service Centres” providing a single window service approach where farmers can receive technical information as well as having access to improved production inputs such as seeds, planting materials of elite varieties, bio-fertilizers, bio-control agents, mushroom spawns and micro-propagated plants.

### ***Privatisation of Services and Public Good Service Provision***

Institutional support of DAE through the continued development and expansion of the role of the HDTCs and selected DAE staff will also be important. The gradual privatisation of input supply will need to be supported, such as through the promotion of specific enterprises supplying critical inputs as well as partial privatisation of the input supply functions of the HDTC itself. HDTC’s will still have a role as a ‘public good service-provider’ in providing access to knowledge which the local community cannot develop itself.

### ***Self Financing Of HDTCs And Expansion Of Their Role In Information Access***

The most obvious income generating activity for the HDTC’s is in the realm of plant material supply. This can cover supply of final planting material such as seedlings of superior or out of season vegetables or grafted fruit trees of superior clones. It can also cover the supply of certified true-to-type propagation material under a private nursery programme. This would also constitute the beginning of a plant certification programme. Only those nurseries purchasing true-to-type grafting material from HDTC’s would be entitled to specify on their sign boards and labels this quality assurance. The project Consultant on Plant Propagation developed simple specifications for such a system to be implemented through a voluntary agreement, Departmental Regulation or full support by a policy intervention and suitable

legislation (a draft legislative framework was produced by the project for consideration by Government) could also be considered<sup>13</sup>.

The project supports all the HDTCs to establish ‘Mother Tree Orchards’ (MTOs) with elite varieties of important fruit crops and by way of the establishment of large numbers of demonstration plots on land owned by farmer’s themselves, with improved varieties of fruits (such as Amrapali mango and China-3 litchi). HDTC has also skill in tissue culture and mushroom spawn production which have been created at the HDTC, Mymensingh for example, and designed for semi-commercial scale production. Creation of such basic facilities with a nucleus stock of improved materials may enable the HDTCs to become self-financing through production and sale of these seeds, seedlings, planting materials of desired varieties and mushroom spawns in large quantity in the future.

DAE is already providing a revolving fund to HDTCs on a limited scale subject to the condition that borrowed money has to be deposited back along with 10% annual profit. Internal resource generation to meet some expenditures such as training and critical support service items now being provided by the IHND project, a Revolving Fund Scheme (RFS) with the essential policy guidelines may be considered as follows:

- A one time block grant may be provided to create pack-house facilities, including the establishment of a multi-chamber mini-cold storage at selected HDTCs as common infrastructure facility for value addition of group members produce for better marketing in high priced markets both within and outside the country; and
- The services for sorting, grading, packaging and storage of commodities for off-season marketing may be provided on a payment charge basis as normally done by private cold storage and similar service providing agencies.

Such steps will help not only the generation of resources of the HDTC but may also be a demonstration of technology for agribusiness entrepreneurs. This type of investment should only be entertained once the relevant HDTC has undertaken a comprehensive review of its strengths, weakness, constraints, opportunities and market potential.

### ***Community Mobilization in New Areas***

The “Farmer Group Planning Process” and “Group Capacity Building Programme” as proposed by the International Consultant and National Consultant on Gender and Community Development of the project needs careful consideration. With reference to these approaches, each HDTC has had to pilot the ‘Group Capacity Building Programme’ with a commitment to cover not less than 10 groups in each area (this was designed to work with existing groups and take them from their current formative stage through to higher levels of group operation and coherence. The Horticulture

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<sup>13</sup> Costas Gregoriou, Consultancy Report on Plant Propagation, BGD/97/041 August 2004, Annex 5, 6 & 7.

Overseers (HO) and BSs were trained in such a way so that field application of community mobilisation and strengthening could be carried out as part of their regular work load with minimum material and organisational cost.

As a key exit strategy, DAE or MOA should institutionalise such an approach and use the HDTCs as the institutional focus for continuing these operations. This exit strategy will lead to the encouragement of an integrated and collaborative working relationship between HOs and BSs in community (group) development areas.

This will need a redefinition of the relationship between the Food Crops Wing of DAE (responsible for HDTC's) and the Field Service Wing of DAE (responsible for BSs and actual extension delivery to farmers). Perhaps the transfer of specific tasks to the HDTC on a Temporary Detached Duty (TDY) basis could be considered to bring line authority to bear in a simplification of the current situation. This is outside the realm of the current project but this type of '*modus operandi*' will have to be worked out to allow implementation of this element.

The project should prepare a list of three categories of groups based on their developed capacity, savings accrued and developmental activities undertaken to gradually phase them out of the project. Starting with the best performing groups and intensifying project support and attention towards the least well performing groups. Project management should also take the initiative to register these groups with appropriate governmental and public sector agencies to allow them to acquire legal status. As savings from groups are held in national banks such as the Krishi Bank, it should be possible to develop MOUs between groups and these banks to enable the groups to develop a sustainable financial management system. HDTCs should help these groups develop linkages with GO/NGO/private sector agencies for sustainability and consolidation purposes of group activities. Possible collaborative arrangements can defer immediate expenses and even inputs that otherwise would be unavailable to the groups. Partnerships with Community Based Organisations (CBOs) should be attempted by project management.

### ***Priority Setting in Micro-Capital Grant (MCG) Support***

MCG is provided exclusively for non-credit purposes to farmers in the project for flexible financing of small-scale initiatives. Funding support for rural enterprise development activities is a priority and business approach to improve beneficiary incomes as well as rapid technology transfer should take greater predominance. The MCG should be a bottom up participatory process, not an externally imposed set of priorities. Beneficiaries should be left to identify what they think is a lucrative market opportunity, and what is within their capacity to exploit. The following might be a few areas that MCG funds could be utilised for, although the ultimate decision should be up to the MCG recipients themselves:

- *Nursery and seed production:* Where seed, seedlings of improved varieties recommended for the locality are multiplied in sufficient number to meet local needs. Community nurseries should raise rootstock seedlings for vegetative propagation of elite fruit varieties, for which scion/bud sticks can be collected from the HDTCs. Where group members have already received nursery training they should be identified as preferred MCG beneficiaries. Short

course training for produce marketing including packaging, storing of seeds and others may be provided by the project. In addition to income generation, such community nurseries will be a source of quality planting materials of improved varieties for their faster spread. In sum then, this suggestion is made under the *proviso* that beneficiaries identify the opportunity themselves and are therefore likely to be committed to the process. Seed production is an inherently risky business, and vegetable seed differs from staple crop seed in that the produce generally cannot be consumed if there is a market failure or over supply. Economic comparisons that relate risk to reward for seed as opposed to fresh vegetable production have not been made under this project.

- *Post Harvest operations:* Some reduction in post harvest losses should be considered as a strategic requirement to increase household food security. MCG support for post harvest management, grading, pre-cooling, sorting, packaging, storage and transportation should be integrated with production practices and community based post harvest management facilities. Although the current market system in Bangladesh does not reward grading nor improved post harvest handling, and losses are priced at the offer price, the scope for MCG's in this area seems on the whole limited. Simple storage for commodities such as onions to shift farmers from the low priced harvest season to the higher priced season and when combined with an onion/garlic production, for example, may be an MCG consideration. This activity is rather value additive rather than really formative in basis.
- *Marketing:* Through farmer training on marketing awareness on the price differential of quality, intra-seasonal and inter-seasonal price differences and market-to-market price difference have increased. These trained groups should be encouraged to access MCG support. Marketing is integral to the planning of MCG's rather than being a separate MCG by itself. They must start with an identified market opportunity, factors and costs of production and sensitivity analysis and production of a product that meets the prevailing market expectations.

### ***Alternative Commercial Crops***

There is a need to strengthen the commercial elements of horticultural production for marginal and small farmers to intensify their economic productivity through the capture of the higher yielding and higher return horticultural crops. More remunerative crops such as spices, floriculture, off-season vegetables, and traditional fruits that are currently short in supply, could be targeted for this outcome.

### ***Newly Introduced Project Activities***

Recent project activities under the Integrated School Nutrition Programme component, combined with school nutrition garden and floriculture, will not have sufficient time to mature by the end of the project. Development of a homestead system approach to food based nutrition and expanding the school nutrition programme encompassing both nutrition education and school gardening to capture sustainable gains in nutrition of children and adolescents will be desirable. The nutrition programme should effectively be mainstreamed through linkage to other



government bodies and donors in the sector. This project has successfully demonstrated a food based nutrition approach to rural poor communities. However, a more comprehensive homestead based system approach to integrated food production combined with the successful nutrition education strategies developed and implemented under this project should be taken up for wider application. The focus of such a system that utilises the land around the household has much broader geographic replication potential than a market based system that requires access to larger areas of land, and particularly for summer production, access to the scarce resource of permanently un-flooded land.

Similarly, strengthening the post harvest management and marketing system to a desired level will need time.

### **Policy Dimensions for Future Programming in Horticulture Sub-sector**

#### ***National Policies and UN Interventions in Horticulture Sub-Sector***

Crops contribute 71% of the agricultural output, of which cereals, namely, rice and wheat predominate. Horticulture, including vegetables, cover only 5% of the total area. However, in 1999/2000, horticultural crops only covered 8.6% of the land area devoted to rice, although statistics indicate that the yield of product was 27% of the rice crop (a three fold increase in production intensity) and the value (simple average of mid season – hence lowest- prices) was 34% of the rice crop. For those areas endowed with the potential for horticultural crops production, this represents a more economically desirable land use option for the community as a whole. The higher returns are not only beneficial to the producers, but the increase for input demand for many of these crops also stimulates the local rural economy through both on-farm and off-farm employment generation. In more recent years, non-cereal crop production has increased, accelerating from just over 1% per annum between 1990 and 1996 to 3.2% per annum between 1996 and 2000. Vegetable production has increased substantially by about 84% during the 1990s. This is a positive trend which will have had an important impact on the nutritional standard of the rural population and the amelioration of an endemic nutrition situation of the more vulnerable population groups.

In the 5th Five Year Plan (1997 to 2002) GoB took up a horticulture development programme, which in more recent times has become the encouragement of tree and fruit crop plantations. In addition, GoB started offering bank loans for development of agro-based industry and initiated several projects such CDP, ASSP, ADIP, SAIP, IADP, NCDP and Horticulture Research & Development (HRD) and Integrated Horticulture & Nutrition Development (IHND) with the objective of diversifying agriculture to ensure food security of the growing population, improve nutrition and encourage higher farmer incomes.

The Agriculture Sector Review (ASR (Crop-Sub Sector Report), 2004 of MoA emphasized that the public sector has to play a more active role in improving the production by assisting farmers to compete with neighbouring countries. It further suggested that appropriate policy and institutional reforms can help to enhance the profit margins and increase export. Diversifying crop production to non-rice crops including industrial crops, improving processing, product development and post

harvest management are some of the other thrust areas identified in the ASR. However, the ASR did not specifically tackle the policy environment for horticultural crop production, nor even raise it as a specific issue. It therefore needs its own policy environment to support its continuing development. In addition, there is no coherent strategy mapped out to match support to the potential that this agricultural sub-sector offers.

The essential difference between horticulture and staple crops is the issue of price volatility and risk. Policy interventions aimed at relatively less perishable and supply inelastic products such as rice will not appropriately support a high value crops sector. What is required is a clear market led intervention to identify opportunities as feedstock to the research system to develop production packages that meet this need, and through a development process to bring out economic production factors. In addition, an extension of the resulting technology to farmers together with monitoring of their production through the market chain to identify further market related issues for a research focus should also be considered. The circle continues from development, to extension, to production to the market and back to research in a continuous loop and is an important understanding of agricultural development.

Some specific actionable policies relevant to horticulture as recommended in the ASR 2004 include:

- A mass awareness drive on tree plantation and threatening biodiversity conservation;
- Formation of farmer managed marketing associations for fresh and processed horticultural products;
- Establishment of an Agribusiness Development Fund to provide flexible financing to promote agro-processing, packaging and transportation;
- Development of a land policy and profitable cropping pattern for improved utilization of cultivable and non-cultivable land;
- Encouraging the establishment of multipurpose mini-cold storage and use of plastic crates for handling, processing and preservation of horticulture;
- Quality certification of agricultural products including phytosanitary measures under marketing and agribusiness component; and
- Research attention in product development and quality improvement for value addition of fruits and vegetables.

The UN's CCA for Bangladesh of September, 2000 acknowledges the need for diversification of a non-cereal-based cropping pattern towards a substantial production increase in high-value crops such as fruits and vegetables. The CCA also observed that farmers are often reluctant to diversify towards production of more profitable and nutritionally valuable crops although this reflects a dated production driven approach where it is perceived by planners that "more is better" and that if only farmers are given more technology or more input subsidies produce will increase and that this will find a profitable place in the market. Farmers are justifiably, however, reluctant to take up this approach as it increases price volatility and increases their risk exposure. A better acknowledgement would be for planners to champion a market led approach where the needs of the market are determined and production is tailored to meet, in turn, these needs. An example of this would be off season production during high price periods.

The horticulture sector is also relevant to three clusters of rights identified in the CCA framework, these being:

- Food and Nutrition (Right to Survival);
- Employment/Income (Right to Live); and
- Empowerment/Association (Right to Participation).

Organising brainstorming meetings with different stakeholders both in government and NGOs, including market operators and financial institutions to develop a policy paper outlining short-term and long-term strategies and an action plan to mainstream the horticulture sub-sector in rural development could be a further action for Government to initiate.

### ***Existing Extension Services for Horticulture in GoB***

DAE with a total staff compliment of 23,000, is the focal department in government providing support to farmers in transferring technology and other developmental activity programmes in agriculture, including horticulture.

The New Agriculture Extension Policy (1996) envisaged an efficient extension service, including a ‘demand-led extension’ as one of its key components. Seasonal cereals and perishable horticultural crops (including tree fruits and plantation crops) are not the same. There is a need to treat perishable horticultural crops differently deserving a careful focus on production, post production management and marketing for sustainable and planned growth.

“Market-research-extension-farmer” linkages have to be strengthened as all future development in horticulture will essentially be market led and technology based. The inter-group dynamics need to be reoriented where farmers are seen as servicing the market, extension is seen as servicing the farming community, and research and development are seen as servicing the Extension Service and the farming community. The extension support service in horticulture will require funding support and some short and long term initiatives will be required to improve the horticulture sub-sector.

In view of the recent thrusts to diversify the crop sector, alternate institutional arrangements, including a private extension service for High Value Crops (HVC) needs careful consideration. The ability to benefit from improved technology for example, could then be closely linked with the ability to pay, thus excluding marginalized sectors of the rural poor, and again concentrating extension efforts on larger farmers. More specialised service units, consultancy services, expert services, establishing leaf nutrient and pesticide residue analysis facilities, setting up of food processing and training centres will go a long way towards developing a sound horticulture industry.

### ***Regulatory Measures for Food Safety***

Consumers worldwide are becoming more conscious of the quality of food and are showing their preference for high quality products through their changing purchasing habits. Food safety and sanitation are considered to be a key issue to ensure overall

food security in Bangladesh. Under actionable policies of the ASR (2004) quality certification of agricultural products including phytosanitary measures have been included as an important key item. A National Taskforce on Food Safety has already been formed by government to address issues such as food safety standards, control systems and mechanisms of implementation. For horticultural commodities, both fresh and processed, stringent quality control measures have been prescribed by many countries. To ensure a strong presence in the global market, particularly of fresh horticultural produce, Bangladesh needs to meet the challenges on global safety requirements. This needs to take account of the prevailing market channels for horticultural produce where the majority of produce currently purchased by exporters and processors is sourced from the wholesale wet markets<sup>14</sup>. There is thus no traceability, which is a necessary precursor for any certification system.

Food control and food safety in Bangladesh is a multi-sectoral responsibility but which has no separate co-ordinating mechanism. Although food safety has a focus of many relevant policies of GoB including the basic food laws, Pure Food Ordinance 1959 and the Pure Food Rules, 1967 have not incorporated Codex standards, guidelines and practices including HACCP (Hazard Analysis and Critical Control Point) for agri-food commodities. Presently no single organization has responsibility to oversee or co-ordinate food control activities. As far as an Accreditation Body is concerned, a draft act has been prepared and sent to different ministries for comment but this is still pending enactment.

Presently food control activities are poorly implemented. Prevailing food laws and regulations do not embody recommendations of Codex, Sanitary and Phytosanitary (SPS) measures or TBT (Technical Barrier to Trade) Agreements. In more recent times genetically modified (GM) foods have become another important issue. Formulation of a comprehensive Food Safety Policy, along with institutional arrangements to operationalise these is essential. Technical Assistance is needed to build awareness, preparation of technical regulations, SPS and TBT accomplishment guidelines, certification, accreditation norms and their reinforcement procedures. For horticulture, the export code of Good Agricultural Practice (GAP) and EU Pesticide Regulations are also considered to be obstacles and must be addressed to get access to supermarket chains of developed countries. The environmental requirements at international levels, including accompanying procedures to assess compliance are also important for export of horticultural commodities. These are all clearly in the realm of private enterprise, and as each market and purchaser have their own requirements, individual businesses should make the effort to understand their market and meet their requirements. Public sector involvement, if any, should be confined to providing information on the various systems and perhaps provision of training. However, this is the role of big businesses that are contemplating large scale processing or export to world markets, and they should take on the responsibility of providing information, training, guidance and technical support to their farmer production base.

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<sup>14</sup> A. Brown Strengthening the Marketing System for Horticulture Products BGD/97/041 report of first consultancy mission , January 2004 .Fig 3.

### *Agribusiness Policy*

The ASR (2004) (“Marketing and Agribusiness Section”) suggested the formulation of a comprehensive ‘Agribusiness Policy’ in collaboration with the private sector to cover production, processing, preservation, quality control, product standardisation, market development, pricing and value chain linkages and management.

The National Agricultural Policy (NAP) of GoB identified 18 specific objectives, of which eight are relevant to agribusiness development. The support programmes proposed under the NAP Plan of Action for agribusiness and agro-processing comprise a mixture of policy initiatives, traditional interventions and ambitious proposals to intervene in new areas. With regard to agribusiness NAP focused mainly, however, on crop agriculture, whilst the different tasks of co-ordination with other ministries, agencies and linkages among different stakeholders in the value chain has remained largely un-addressed. The piece-meal pace to a common definition of agribusiness in various policy documents needs further expansion. GoBs export policy for 2003 to 2006 aims at non-traditional commodity sectors, such as including agro-processing, agro-products and agro-processing, together with leather which are listed among the highest priority sectors.

The Industry Policy, 1997 of MoI has set out policy guidelines for the development of manufacturing and service industries, including agro-industry. The Industry Policy identified 24 broad strategies of which only a small number have direct relevance for agribusiness development. Although the Industry Policy is pro-agribusiness, so far there has been very limited action in support. Export oriented crop sector activities including import substitution, particularly at a time when WTO regime is in place, also needs special policy support. An IFC (International Finance Corporation) study completed in November, 2001 on export potential for agribusiness showed that exporting fresh fruits and vegetables from Bangladesh has limited comparative advantage at present although in processed form may have opportunities.

Imports of products, which could otherwise be grown in Bangladesh, are increasing. There is a segment in the home market for high quality products, which is not catered for at present and which could be met by home production. Bangladesh has recorded huge amounts of imported fresh fruit, vegetables and spices in volume and value terms (in 1993 USD 42 M was imported which grew to over USD 100 M by 1998). Major import items have been onions, peas, dates, apples, oranges and grapes, many of which can be grown in Bangladesh.

A future “Agribusiness Policy” should therefore focus on the production, quality standard, pricing, and the development of an import substitution programme which should receive equal emphasis with agro-processing programmes, where supportive strategies are currently more specific and better defined.

**ANNEX II**

**A Review of:**

**The Empowerment of Coastal Fishing Communities For  
Livelihood Security Project  
BGD/97/017**

## PROJECT INTERVENTION

- **Background**

The Empowerment of Coastal Fishing Communities For Livelihood Security Project (BGD/97/017) (hereafter referred to as ECFC) is being funded by UNDP but implemented by the Ministry of Fisheries and Livestock (MoFL) under National Execution modalities. It receives technical assistance from FAO. The project commenced at the end of 2000 and was due to be completed at the end of 2005. It was, however, extended as a result of recommendations from the Mid-Term Review Mission conducted in November 2003.

The project originated from social and environmental fishery objectives and specifically targeted socio-politically and economically marginalized vulnerable coastal fisherfolk in the district of Cox's Bazaar. The relevance and importance of the project is stated in the Project Document (PD) as being:

“Coastal people, particularly the poor majority in fishing communities, have small land holdings [and in many cases no land holdings at all] and have little or no access to government land. In the water, due to over-fishing, pollution of the coastal ecosystem and marginalisation, they are faced with stressed and depleting fisheries resources. Coastal communities, due to their often remote and often inaccessible locations, have reduced access to the government's development, social services and extension schemes, which inland agrarian communities are beginning to take for granted.” (Project Document: Page 1).

In addition, the project was formulated in line with UNDP's Community Empowerment Programme (CEP).

The coastal population is significant, representing just over 20% of the total Bangladesh population with resource and other asset poor artisanal fisher folk constituting the majority of these coastal communities.

The majority of fishing communities face a unique combination of problems as a result of geographical location and low access to institutionalised services. With a combination of dwindling resources on land and in water, and with few alternative income generating options together with being low down in priority terms of the development agenda, impoverished coastal communities have become even more marginalized and isolated from services for which they are entitled to such as health and education. Livelihood security for the majority of such families is derived by increasing their use and access to perceived “free” natural resources with consequent environmental and natural damage causing increasing stress on fish populations, polluting the coastal ecosystem, environmental and habitat degradation, and an array of other negative impact activities on water and land masses. In addition, these people face recurring, and often devastating natural disasters such as cyclones and flooding with loss of life and property. It is also recognised that coastal fisher folk lack organisation, economic, social and political power and the capacity, or ability, to address their needs. Coastal people have vulnerable livelihoods, few alternatives or viable options for livelihood changes.

ECFC was the outcome of a joint effort between the Government of Bangladesh (GoB), UNDP and FAO to provide assistance for the long-term change in fishery development and fisher folk communities. The project emerged as a result of a series of Participatory Rapid Appraisals (PRA) and stakeholder analyses under the Bay of Bengal Programme (BOBP) itself funded by FAO and ODA (UK) and a complementary UNDP/FAO Sustainable Food Security Mission's recommendations focusing on the building of an understanding of inter-connected problems confronting fishing communities in the coastal areas. The project concept of fisheries management was based on a participatory, stakeholder and a community management approach. The promotion of alternative income generation activities and enterprises among the fisher folk was identified as a fundamental project strategy for assisting fisher folk to move away from marine capture fisheries. Project modalities were identified to organise and "empower" communities, allowing them to collectively address their problems, raise their "voice" to demand their entitlements to public services and simultaneously to give them access to media and other information sources.

The three immediate objectives of the project were defined as the following:

1. To help communities to ***empower themselves*** to collectively address their problems and needs, through organization, management, access to information and improved linkages with local government institutions.
2. To enable the ***enhancement of socio-economic well being*** in coastal fishing communities through organization, mobilization of savings, facilitation of access to credit, promotion of alternate income generation enterprises, improved access to extension and social services, and improved capacity to cope with natural disasters, in order to work towards sustainable human development.
3. To ***facilitate sustainable conservation and management of coastal marine and estuarine fishery resources and habitats***, through strengthening of participatory, stakeholder and community-based approaches, organization and empowerment of communities and promotion of alternative income generation opportunities.

The bulk of project activities (10 of the 11 Outputs) were not directly designed to relate to fisheries activities, but rather to social mobilisation and support to general livelihood improvement (including Alternative Income Generating Activities (AIGAs) such as vegetable gardening, small livestock management, sewing, post harvest processing, and other non-fisheries activities).

The project was designed to be managed by a team of Government and FAO consultants (both international and nationally recruited) with backstopping support from FAO. The team included a Project Director and Chief Technical Advisor (CTA) as Team Leader of an advisory panel of experts which constituted the Technical Advisory Group (TAG).

Other implementation instruments included contracting NGOs as Service Providers (SPs) to work alongside government Fisheries Officers (FOs) in the delivery of project activities. These activities were designed to cover eight thematic areas of



intervention (social mobilisation, disaster preparedness, income generation, school based primary education, community participation in coastal fisheries resource management, legal aid support).

The project also provided “seed” money in the form of Micro-Capital Grant (MCG) provision, to be accessed by Small Enterprise Groups (SEGs) for investment in a particular AIGA sub-project.

Finally, there was tremendous encouragement for Village Organisation (VO) members to commence a savings scheme which would be used to run the VO, be used as a revolving fund and as an insurance savings service for families who had experienced the loss of a family member out at sea.

- **Project Context and Livelihood Assets**

Although the Project Document (PD) was written at the end of the 1990s, its understanding of the marine and coastal fishery is very clear. The PD captured accurately the issues of resource stress and ultimate depletion, the symbiotic relationship between coastal communities and their dependency on the coastal and estuarine fishery, and recognised the issue of local governance as well as the delivery of services at community and household levels by local government.

In this context, the livelihood asset base of coastal, marginalised communities is determined. Their asset stock is limited with few alternative options available for sustaining a livelihood, whilst simultaneously meeting the needs of the family. In every regard these communities are vulnerable to factors over which they have little knowledge or no control at all<sup>15</sup>.

- **Project Strategy**

The project strategy was based on the recognition that the marine fishery is under threat from over extraction of fish and which could be attributed to the livelihood approach adopted by coastal communities. In order to protect the dwindling fishery, the point of focus had to be the communities along the coast who were perceived to be damaging the fragile stocks of existing fish and shrimp with consequent negative effects in the ecological chain.

Interestingly the project adopted a strategy of working with communities by first identifying the need to encourage group formation (and also along gender lines), and then using these VOs as the vehicle for further project activities including awareness raising, education and health, grant disbursement and politicalisation with respect to their relationship with local government and other communities. In addition a tiered, but community based management of natural resources system (based on Upazilla and District fisheries representation) was also promoted. Once the level of awareness of organisation, education, health and a series of livelihood options (AIGAs) would be

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<sup>15</sup> See the paper produced by the Sustainable Coastal Livelihood Project of DFID which analyses coastal community environments from the point of factors that shape the lives of fisherfolk in the Asian Sub-Continent of India, Bangladesh and Sri Lanka. <http://www.ex.ac.uk/imm/>. They state that, ‘Many people in the coast of South Asia are vulnerable and for many that vulnerability is increasing’, Page 6, SCL Working Paper 1. In their working Paper 2, they continue by saying, “The conflicts between resource users usually result in the fairly early appearance of resource depletion and habitat destruction that prompts governments to start moving towards control, prevention and conservation initiatives” page 17. This is certainly the case with reference to ECFC.

“sufficient”, the project managers could then discuss the issue of improved natural management of the fishery itself.

If it is accepted that the artisanal fishery is in decline the following data supplied by the “Fishery Sector Review and Future Development Study Formulation” completed in June 2003 shows the very real, on-going proof of this demise in comparison to inland or even coastal aquaculture. Note the very low returns to labour for PL collectors in the second table, for example, as well as real projected annual decrease in the value of coastal and marine capture fisheries:

**Table 1: Summary of Employment Added**

Type of Fish Activity	Current (Tk)	10 years (Tk)	Projected Annual Increase (%)
Seed supply	11,990	86,572	45.79%
Inland aquaculture production	805,770	2,435,660	20.23%
Coastal aquaculture	152,680	435,550	18.53%
Inland capture fisheries	964,995	824,687	-1.63%
Coastal/marine capture fisheries	271,610	150,250	-4.47%

Source: FSRFD, page 9

**Table 2: Marine Fisheries Sub-sector**

Type of fishers	Output (mt)	Value added (Tk M)	Employment	Returns to Labour Tk/day
Commercial gill net fishers	430,157	23,968	114,308	698
Artisanal ESNB/gill net	30,259	1,404	17,500	267
Artisanal ESNB/Beach seine	103,394	1,348	32,561	138
Shrimp trawl	7,864	397	2,100	630
Industrial Trawl	15,326	83	900	307
PL Collectors	2,500	1,377	185,000	25
Total	589,500	28,577	352,369	2,065

Source: FSRFD, page 22

- Past performance of the projects (effectiveness, efficiency and impact)**

The project has continued to perform well over the last year since the MTE mission took place. Nevertheless there are issues of efficiency, effectiveness and impact which are only now beginning to be seen.

All three elements are inter-connected and separating them is not straight forward. The project continues to operate as before albeit with modifications as recommended during the MTE mission.

## Project Effectiveness

### *Project Modalities*

**Target Population:** Certain activities have developed well, such as the principles of village organisation, the raising of awareness of alternative livelihood strategies away from a dependency on capture fisheries. The project brought into its fold 117 villages located in all Upazillas of the District. This represents good geographic coverage. The instrument for implementation at the village level was the VO but divided by gender. The result was the establishment of a total of 248 VOs (123 male VOs and 125 female VOs) and by extension covering some 15,000 households and about 100,000 people. This, however, is only about 30% of the original target project population envisaged in the PD, and only 2% of the population for the District as a whole (The PD had indicated that the target beneficiary population would be closer to 300,000 people or 7% of the District population).

**Table 3: VO Numbers and Percentage of Cox's Bazaar Population**

Key Characteristics of ECFC Project	Quantities
Number of VOs	248
Average Number of members per VO	60
Number of VO members (also equals number of Households)	14,756
Average Household Size (number of people)	7.7
Project Population actually involved	103,292
Cox's Bazaar Population	4,500,000
Percentage of Cox's Bazaar Population included in the project	2.5%
Original Target Population	300,000
Percentage of Original Target Population	37.9%
Actual Percentage of Cox's Bazaar Population included in the project	7%

Source: This mission's calculations.

The project has been supremely effective in targeting both primary and secondary beneficiaries. According to the Consolidated Baseline Survey Report<sup>16</sup> completed in early 2004, fisher villages are defined by the fact that “at least one member of most of households of a village involved in fishing activities”. Given this definition the number of active fishermen in the 117 village was found to be in the order of 6,800. This translates to 6.8% of the actual population involved with the project being classified as fishermen. The baseline survey also indicates that of these active fishermen 57% have at least one secondary occupation in addition to fishing.

Other indications of the project include the emphasis of support for women and by extension, children. The project successfully assisted the communities to work through the creation of village resource centres, schools and general awareness creation of alternatives to fishing, small enterprise creation as well as the need to improve safety at sea and preparations for the impact of cyclones or other potentially catastrophic climatic related events such as floods.

<sup>16</sup> Consolidated Baseline Survey Report, Volume 1: Main Report, Parvin Saltana, January 2004, page 15.

**Training:** The project has also been effective in the delivery of skills and awareness training of coastal villagers and although the impact is yet to be seen fully, those involved will surely have a longer list of livelihood options that may not involve as much risk as they once were perceived to have. To one degree or another some 15,000 people at village level were directly involved. It is difficult to estimate the number of government staff who were involved but possibly as many as 100 on the assumption that 8 to 10 FOs from each Upazilla participated in the process.

The project of disbursement of MCG monies continues to take place although the move towards legalising or formally recognising the VOs continues to be a necessity of the project.

**Partnership Development:** The project was implemented on the basis of contracted staff, contracted NGO Service Providers and partnering Social Mobilisation Officers (SMOs) with local Government Marine and Fisheries Officers (FOs). This approach allowed the project to take advantage of agents of change who had the proven experience of working at the village and household level and the “tools” to do so effectively. It also had the advantage of allowing FOs to become aware of the social difficulties and constraints of coastal people who, up until this point fell outside of direct support from government. This proved particularly effective as the FOs should now be able to view the issue of fishery management holistically with people firmly at the centre<sup>17</sup>. It is hoped that the lessons from this partnership success will carry through to other activities of local government.

### **Project Efficiency**

The project is a social process project exposed to difficulties of changing perceptions, mindset and understanding on all sides of the pressures and limited possibilities open to people on the margins of economic contribution. This has inevitably shown itself in the efficiency of delivery. Project operations and financial control could have been better managed and projected outputs should have been realised at an earlier stage. The following areas are worth highlighting in more detail.

**Project Operations:** The use as well as performance of the TAG could have been better. A database has been developed, for example, but as yet this has not been shared widely and reports generated from this data set should have fed into the decision-making process more efficiently.

**PMU changes:** For the first three years of the project the PMU was struggling to come to terms with the tasks assigned it as well as issues of appropriate financial management. Indeed, the direction given to members of the project team were compromised as a result of this inertia. The skill of the CTA in persisting with delivery was certainly commendable. Nevertheless, the structure of the project management unit should have been addressed earlier and corrections taken – it was left to the MTE to point to suggested solutions to this.

**REDS:** There was an attempt by the project to introduce a private sector element, which, would have been more appropriate had development been economically more

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<sup>17</sup> It needs to be stated that government staff numbers are rather limited across the District. In Kutubdia for example there are only 30 operational staff for the Upazilla – although there appear many more support staff in and around the Upazilla headquarters buildings.

mature in the target communities. In the light of this the MTE had recommended that the REDS component be abandoned and for the allocated REDS budget to be transferred to the MCG budget. This was duly carried out.

**Financial Disbursement:** Financially, the project has not disbursed monies in line with its original or subsequent amended budget plans. This is not a point for criticism but rather the reality that there is a tendency to be overly optimistic in the ability of recipient beneficiaries to absorb funds on-cue. For this reason the project was perhaps over-budgeted. In future, programming and project design need to be more realistically approached. (For more detail on this area see the section in the report on Review of Financial Experiences for ECFC) In the case of ECFC out of a total of some USD 6.27 M budgeted, to date only USD 3.95M has been spent. This represents 66% of the total allocated.

## **Project Impacts**

The impact of this experiment in community empowerment is best analysed using the Sustainable Livelihoods approach which highlights impact in the social, human, environmental, financial and physical areas. It also looks at the processes of transformation and institutional elements that are involved.

### ***Social Impact***

The approach adopted by the project was clearly socially targeted. Its primary objective was *empowerment* of a group in the population who had an inability to provide themselves with an identity, had limited knowledge of the strengths of collective organisation, and difficulty of managing the vulnerable livelihoods successfully in a near vacuum of service delivery. To date the approach of community based organisation of education, health (including nutrition through homestead gardening practices), capital management and skill enhancement has been correct. This is not to say that the target fishing communities are now on the road to economic success but rather that the potential for change has been demonstrated.

Organisationally the project has provided impetus to setting up the District Fishers Federation (DFF) in which the 8 Upazilla Fishers Associations are linked and which are supported in turn by the VOs. The democratic operation of the DFF and its supporting institutions has also added social capital to the fishing communities. They now have the beginnings of representation and a vehicle for engagement in dialogue with other bodies including Government, business and other organisations in the country and even beyond the borders of Bangladesh. There are even possibilities of developing ties with other coastal communities in other parts of the Bay of Bengal.

### ***Human Impact***

The impact in terms of human change has also been substantial although time will tell if the Small Enterprise Groups, will for example, continue to provide a living for those who have started in this venture or whether they will need further support and skill enhancement in the future. In project villages, education programmes, even if limited, have also been a starting point for the growth of the human asset stock.

The project has raised the awareness of the difficulties that coastal people are exposed to amongst local government staff in general and fisheries officers in particular. It has enhanced an awareness of partnership between government, service providers and the community through various bodies such as the DFF which will, it is hoped, contribute to the linkages between civic society and its constituent parts.

It is not certain whether the health of the village participants has changed but presumably through the homestead gardening programme, and post-harvest handling efforts some improvement has been achieved.

### ***Environmental Impact***

In terms of environmental impact this can only be viewed with reference to the coastal fishery, open waters and estuarine areas. It is perhaps too early to record changes in the stock of fish or whether naturally occurring fish nurseries are making a recovery. According to the Consolidated Baseline Survey Report in early 2004, the status of the fisheries resource is not good. “The marine fisheries resource is declining day by day. According to fisher’s fish production in the seas, based on the catch trend [this] decreased to 50% [of what it was] 5 years ago, 75% [of what it was] 10 years ago and 95% compared to 20 years.”<sup>18</sup>

The important element here is to accept that open capture fishing is a declining practice. The livelihoods of people closer to the coast will be affected as much by their practices as it is by the “heavy” extractive practices of the trawler and commercial industry.

### ***Financial Impact***

It is extremely difficult to provide evidence of financial changes that have occurred as a result of this project and for a variety of reasons not least of which is that this information has not worked itself into the data collected and been analysed in a coherent form<sup>19</sup>. Financial income does not appear to have changed dramatically however, in the last two or three years since project activities started in earnest.

***Savings***<sup>20</sup>: The project has also been instrumental in supporting a savings programme which has gone towards supporting the DFF, UFA, VO as well as emergency schemes. In one village alone the male VO had saved 50,000 taka whilst the female VO had saved 58,000 taka over the last years. Data from the project suggests that to date some Taka 7 M (ca. USD 116,000<sup>21</sup>) have been saved in VO accounts. The real question relates to what this money be used for, where it is “banked”, and how it is managed. This last point is vitally important and must be addressed.

***MCG***<sup>22</sup>: The MCG activity has been successful. To date 416 MCGs have been awarded grants worth just under USD 550,000. The following table illustrates the breakdown of MCGs awarded and the their status:

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<sup>18</sup> Consolidated Baseline Survey Report, Volume 1: Main Report, Parvin Saltana, January 2004, page 19.

<sup>19</sup> discussing the level of income with project staff the mission was informed that those fishers who go out to sea for a period of six months can earn up Taka 6,000 per month under wage to the boat owner.

<sup>20</sup> For further detail see section on Financial Review of ECFC of this overall report.

<sup>21</sup> Exchange rate as of 13-12-04: USD 1 = Taka 60

<sup>22</sup> For further detail see section on Financial Review of ECFC of this overall report

MCG description	Proposals outstanding	MCGs about to commence	MCGs in operation	Total MCGs	Value of MCG (USD)
Business Enterprise Development	58	161	98	317	270,777
Community level infrastructure development	23	46	24 completed	93	271,514
Resource regeneration	1	3	2	6	3,921
<b>Total</b>	<b>82</b>	<b>210</b>	<b>124</b>	<b>416</b>	<b>546,212</b>

Source: MCG Information Report, November 2004

The success of the MCG system has allowed small groups<sup>23</sup> access to grant capital, on condition of submission of a proposal, which would not otherwise have been available to them. This has certainly been effective and contributed to the development and empowerment of local communities. The monitoring and evaluation system being developed by the project will provide feedback as to how success this has been in practice and therefore a reflection of the efforts of the team.

### ***Physical Impact***

Physically the project has assisted the established VOs to construct Village Resource Centres which have also been used as community schools and doubled as recreational centres. The project has also allowed those VOs who have saved money to on-lend this money to VO members as well as small enterprise groups for venture businesses. In most cases these SEGs have borrowed money to fund projects in the areas of poultry, aquaculture, sewing, and vegetable gardening or other small scale homestead practices.

### **• Lessons**

In the main, the principle of centralising the targeted village communities so firmly in the project has been its very strength. The rights based approach of the project recognises that though these communities may not have centre stage in the “great debate” they nevertheless have the right to be represented and heard. “If the poor are to be empowered by the development process and to eventually help themselves in sustainable ways, they have to take the central role in defining both the problems they face and the possible solutions to those problems. External operators are there to facilitate, listen and respond”<sup>24</sup>.

<sup>23</sup> An example of this relates to the case where 10 beneficiaries involved in the MCG have used their grant to develop betel leaf cultivation in Utter Moheskhalipara of Teknaf. They received Taka 51,120 from the project in December 2003, and made a contribution themselves of 45% of the grant value. It was recorded that by March 2003 they had already had a return of Taka 96,000 and were able pay back to the VO account Taka 23,370 by November 2004 as part of the contribution to the original taka 51,120. This MCG supported business group was expecting to be able to sell the rest of their betel-leaf production for a further Taka 120,000. From the fund, an another amount of Taka 20,000 has already been re-distributed to a further 5 VO members for another betel leaf cultivation business. MCG Report 30 November 2004.

<sup>24</sup> Page 8, SCL Working Paper 1.



The MTE Mission identified a series of lessons which remain valid at this point in time and are worth repeating below. These core lessons include:

Lesson	Detail
1	<i>Participatory development</i> works even though it may be slower than other forms of development.
2	<i>Government services are not well trained for multi-tasking.</i> Government departments are designed along subject matter lines and as such staff in these departments find it difficult to view problems holistically. Appropriate training and focus on cross-subject development and appreciation are important
3	ECFC has been a <i>process</i> project. Communities have embraced village organisation as a tool to control their livelihoods more effectively.
4	<i>Burden sharing</i> of responsibility needs to be seen as a positive management approach to handling public sector money. This applies to donor cooperation as much as to beneficiaries working together.
5	Projects with five years or more duration need an opportunity to develop sensible <i>exit strategies</i> long before the end of the project. This may be difficult but is necessary.
6	There is nothing problematic with experimentation in a project. However, experimentation needs to be <i>proportional</i> to the size of the project.
7	<i>Partnerships</i> can work between GOs, NGOs and VOs given the right circumstances and degree of capacity built and education received. ECFC is a good example of this although this area still needs to be developed further.
8	<i>The experiences of the community development, social development and partnership building need to be properly documented and circulated.</i> Other programmes and projects working in other areas of the country need to be aware of these experiences. A dialogue on this approach needs to take place now with other natural resource projects.
9	There is a tendency to be over-cautious when budgeting programmes rather than be realistic in approach. This leads invariably to apparent under-spend and a false belief that when this occurs the project managers actually make “savings”.
10	The need for ex-post evaluation with social development projects is critical although difficult. For this reason it has been recommended that a graduation process for VOs in the case of ECFC for example is a way of examining impact and effect whilst the project is still building capacity and on-going.



## PROJECT EXIT STRATEGY AND RECOMMENDATIONS

### Strategy

The project managers have developed an exit strategy for their activities, which appear sensible, building, in the main, on recommendations mapped out by the MTE mission in November 2003. This series of thematically related activities is broken down along each community, Upazilla and project lines.

Nevertheless the following recommendations should be considered to assist in fine tuning the withdrawal of the project from participating villages.

### Recommendations

***Village Graduation:*** The MTE mission recommended that the project commence exiting from the first spell villages (i.e. the initial 37 villages), review the performance of these without project support and apply the lessons from this to the remaining 80 villages during the final year or year and half of the project. This seems not to have happened for various reasons but mainly due to the varying degrees of progress in the first spell villages. Although this may be the case much can still be learnt from the difficulties of exiting and witnessing the fortunes of villages as they struggle to sustain the progress of development. The project cannot “hang-on” to villages because they are perceived not to be “ready”. This is all part and parcel of the graduation process and development of a communities ability to go forward. The project must “let go” at some point and doing so now with those villages who are most “advanced” should take place within the first quarter of 2005. The project managers must also develop the criteria for graduation such as number of SEGs formed, number of training undertaken or duration that businesses have been operative. This is one suggestion for graduating villages from the project – others could be based along thematic lines for example.

***Documentation:*** There appears little or no finalised formal documentation of the project experience which can be circulated to other projects in the geographic area, within Government itself or amongst donors. A baseline was undertaken although the data has not been synthesized by the project – a later Consolidated Baseline Report was produced although it does not indicate changes taken place since 2000 for example in income or health. There is an urgent need to bring closure to this and it is recommended that this commence immediately.

Other parties in the project include the work carried out at the Fisheries Research Institute (FRI) in Cox’s Bazaar which also needs to be appropriately documented.

The working approach of partnering Service Providers (NGOs) under contract, and Local Government agents, in particular DOF staff, who have been assigned to work alongside the Social Mobilisation Officers (SMOs) of ECFC, has also been an important area necessitating documentation. There has been the experience of “learning by doing” for government officers whose main focus has been science oriented rather than community oriented.

The approach and practical application of the methodology should perhaps be seen as a “show case” for other community development programmes or those which work with communities whose livelihoods are directly threatened or are in decline. Few projects sincerely put people at the centre of the development effort although many may claim to do so. In the case of ECFC the coastal fisher folk have become central to the discussion of livelihood change and the search for improved social equity.

The strength of appropriate and carefully developed documentation will allow those at the macro, meso and micro level of decision making and policy formulation to be equipped with the knowledge reflecting reality on the ground.

### **Practical Recommendations for follow-up Action**

- ***Coastal Fishery Policy:*** UNDP and FAO need to work with GoB and other donors including the World Bank, Dutch Aid and DFID in particular, to discuss the development of a policy specifically for coastal areas. For this, greater awareness of other projects needs to take place, e.g. ICZM, Char Livelihood Development Project and Settlement Project-II.
- ***Coastal Fisheries Classification:*** GoB, with assistance from the donor community, in particular those agencies that have experience with minority group recognition such as DFID in the Chars of Northern Bangladesh for example, need to begin the process of classification of fisheries as a special group. The absence of this special recognition is in contrast to the commercial fishery sector or trawler businesses which operate in the waters along Cox’s Bazaar and are licensed as legitimate operators.
- ***Documentation:*** The project needs to seriously ensure the experience gained through ECFC is shared with other projects operating with similar resource poor and marginalized groups of people. Careful documentation of project processes, experience and approaches in the form of lessons, guidelines or manuals for use by others needs to be carried out. The project is building a strong body of experience in its work with these communities, much of it developed or improved through “learning by doing.” It is important not to lose this experience after disbanding of project institutions. This work needs to be documented in a pragmatic, targeted way through the development of guidelines, manuals, training materials, presentations, etc., aimed at specific potential users (GOs, NGOs, village and community organisations, federations, donors and others). This culminates in the development of a clear Communication Strategy which adopts a structured approach respecting the balance between communication, dissemination and publicity for the different levels which respectively are at grassroots, Upazillas/District, and at the national level which would help develop relevant policy.
- ***Learning from Others:*** ECFC should also be learning from other projects of a similar nature either nationally or internationally. Other projects with relevant work experience include DFID’s Community Based Management Fisheries Project, ICZM and the GEF Project on Biodiversity (which is coming to a conclusion by the end of the year).

- ***Awareness building and information sharing:*** Awareness building and information sharing for others outside of the project through such activities as publications, a newsletter, seminars or workshops. The project needs to start to publicise its positive experiences and outcomes, and thus contribute to building awareness of problems of poor artisanal fishing communities. This should possibly be taken up by UNDP or FAO to carry forward and build awareness nationally. This was highlighted during the MTE mission of the project.

## **FUTURE PROGRAMMING**

- **Convergence of UNDP/FAO Intervention and National Policy**

The interventions of UNDP and those of national policy converge strongly in the area of poverty alleviation. Indeed this is seen by both as the primary objective in Bangladesh. On other counts the instruments selected to meet this objective include improved governance, encouraging participation in decision-making, improved management of the limited or fragile natural resources available, gender mainstreaming, raising the level of income, attention to education and health.

In the case of fisheries, numerous GoB policy documents (see Annex 2 for a list of these) refer to one degree or another to the natural resource sector in general and fisheries in particular. Poverty alleviation is also central to the Country Cooperation Framework (CCF) of UNDP in particular and to the Common Country Assessment (CCA) of the UN in general.

- **Impact of UNDP/FAO Intervention on policies and budgets (micro and macro levels)**

The question of how far the project has affected relevant local, national, sectoral (and budgetary) policies and the level of support from governmental, public, business and civil society organizations is not easy to answer. It would certainly be the case that the impact of the project may not have been particularly economic or even environmental but rather social. This impact at local national and sectoral levels is discussed briefly below.

- **Local Level**

There is considerable evidence that the project has impacted positively on those who have directly been involved. There has been an advance in the knowledge of poor, vulnerable and marginalized fisher folk (and by extension possibly of other similarly placed people) and the livelihood strategies adopted who have limited options available and little or no engagement with policy formulation.

VO formation has been an important vehicle for communities to share experiences, identify their needs, pool resources (for example numerous Village Resources Centres were established) and raise each others awareness socially, economically and politically. The work undertaken in building alternative skills for income generation was a particularly encouraging output of the project. In addition, all ministries from government have been active to one degree or another at the local level.

The setting up and organising a District Fishery Federation and supporting Upazilla fishery associations has provided identity for many involved. There is a vehicle for expressing concerns and raising one's voice through a system which supports and promotes democratic principles. It is however not perfect but is evolving.

- **National Level**

Nationally the project has had no impact at all as far as this review is concerned. There appears to be little knowledge by other projects in other areas of the country, and little cross-linkages with donors, or ministries of the project has taken place. Interestingly, although the project is multi-dimensional it has not drawn the attention of other ministries. The line ministry does not seem to share the experiences of its successes or failures. The model has not therefore been discussed by others in the Ministry of Local Government, Ministry of Health or Ministry of Education. Their participation at the Steering Committee seems to draw no attention at all.

- **Sectoral Level**

Sectorally the experiences of the project have not been particularly widely felt, adopted or even discussed. This is in part to the general weakness of producing analysis from the data collected to date and no circulation for discussion with others in development. Without this analysis and distribution it is not surprising that sectorally the impact is minimal.

Fisheries development and management in particular, and natural resource development in general, continues to operate in isolation to the experiences gained from ECFC. It is recognised that although currently important fisheries is a declining contributor to national GDP, this is not so widely accepted. Indeed, its contribution to the global market is equally minimal. In the case of shrimp exports for example Bangladesh exports account for only 3% of the world market.<sup>25</sup>

Government's commitment in general and DOFs in particular is not however, explicitly demonstrated in any manner to ensuring that measures of sustainability after the withdrawal of the donor takes place from the project.

- **Specific recommendations, directions, approaches, and strategies that can provide guidance to future programming of UNDP**

The conclusions drawn from this exercise, to be considered as a pre-Assessment of Development Results (ADR), is detailed below according to social development, natural resource development and policy development.

- **Social Development (and Community Development)**

UNDP's future programme needs to continue to be people based supporting community management systems of fragile environments whose existence comes under threat. Although the communities such as those in Cox's Bazaar live on the margins of service provision from Government and therefore receive little interest

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<sup>25</sup> The total export volume of shrimp from Bangladesh equals 30,000 MT. This is in contrast to the production of 100,000 MT of shrimp from one producer in Thailand alone.

from business investment as well, and who are also vulnerable to shocks, are exposed to risk and live with uncertainties, they still continue to survive displaying extraordinary resilience. However, these strategies are weak and not sustainable in the long term. Swinging from problem to problem is not a long term solution and contributes little to the local economy let alone the national one. Given a little financial and educational assistance, options become available allowing an exit from a difficult livelihood to be at least considered.

- **Natural Resource Development**

The natural resources available to marginalized people have tended to be those which are fragile themselves and vulnerable to environmental shocks. They tend to be the least productive economically although vitally important in the environmental cycle. Recognising that these areas do not provide limitless possibilities a management approach must be adopted if the entire system is not completely depleted. Limiting its extraction or use must be a priority for government and donor alike and recognising that some activities are in decline must also be taken on board. Supporting the work and efforts of projects such as the Biodiversity Project or the development of an Integrated Coastal Zone Management Plan in the coastal area is critical.

- **Policy Development and Strengthening**

**Data and Analysis:** Generally all future projects must be directed to apply a proportion of their time and budget to ensure that proper and appropriate data is collected early, and within a realistic timeframe, and which is then subjected to rigorous analysis which is subsequently released for discussion. The baseline is an essential element of the development process.

**Integrated and Holistic Approach<sup>26</sup>:** Programmes and projects need to be developed along integrated lines. It is simply not possible the work with marginalized people who are extremely poor (in all their livelihood assets) without taking a holistic and integrated, participatory approach to solving issues that matter to them and which will lead to improved and sensible solutions. This covers education and health (and nutrition elements), political as well as economic recognition and the resultant participation in policy formulation that can be acted upon. This means that future programming should have more than one ministry named as a co-manager even though there might be a nominated lead ministry in each case.

**Limit the Priorities:** The government as well as UNDP and FAO need to realistically set a limited number of priorities based on multiple and hierarchical objectives which would be met by appropriate instruments of change. The highest priority should be poverty alleviation with a specific focus on the very poorest, marginalized communities. The ECFC project has provided a model which has, at least socially, proven to be implementable as well as successful because it is recognised by the communities as potentially providing a local solution to their empowerment. The challenge therefore is to use the lessons from this and replicate this elsewhere. UNDP should champion this course and become a focal point for this experience. To do this

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<sup>26</sup> “The processes that affect sustainable livelihoods are not limited to single sectors, locations or levels, especially in the coast. The poor depend on different sectors for their livelihoods: sometimes, they collect fuelwood for sale, other times they pull beach seines, or work in the gardens. Their children need schools and health services, they take their produce to markets on roads and rely on water being supplied through village pipes”, page 6 SCL Working Paper 1.

UNDP and FAO will have to trade-off various other objectives with a strong focus on social development. Clearly this puts the emphasis of policy on poverty alleviation through community development rather than focusing on income generation as the means to an end.

***Rights-Based<sup>27</sup> and People Centred:*** What is clear is that UNDP policy needs to remain focused on the use of a rights-based approach identifying the options and realistic opportunities available to allow people to be able to make decisions as how best to live their lives. Policy needs to reflect the needs and rights of constituents from the national level through to each sector of society so that together the lives are improved without jeopardising the natural resource basis on which the vast majority of Bangladeshis depends.

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<sup>27</sup> UNDP's Second CCF for Bangladesh states clearly that "Results indicate that empowerment of communities, combined with democratisation, decentralisation of decision making and mobilization of resources can make anti-poverty efforts more effective. The pro-poor community empowerment programme has achieved impressive results. Page 5, UNDP, CCF for Bangladesh (2001-2005).

**ANNEX III**

**Organisation And Financial Management**

**With Reference to:**

**The Integrated Horticulture and Nutrition Development Project  
BGD/98/045**

**and**

**The Empowerment of Coastal Fishing Communities For  
Livelihood Security Project  
BGD/97/041**

## Organizational and Financial Management

### *Project Management*

The Empowerment of Coastal Fishing Communities for Livelihood Security (ECFC) project has a personnel strength of 10 support staff funded through the NEX budget line, 13 national consultancy support staff under the FAO budget line and 17 GoB staff (Marine Fisheries Officer (MFO), Upazilla Fisheries Officers (UFO) and Assistant Fisheries Officers (AFO)). The number of project personnel in Integrated Horticulture and Nutrition Development (IHND) project is 11 support staff funded under the NEX budget, and 14 long-term and short-term national consultancy support staff under the FAO budget. Twenty one government staff in each of the 15 Horticulture Development Training Centres (HDTC) in the 15 districts across the country were also appointed to work on the project. DAE Block Supervisors (BS) located in the command area of each HDTC also supplement the activities, in addition to their normal extension duty. The responsibility for implementing and co-ordinating the project as well as undertaking day-to-day management of the field level activities has been vested with the respective NPD who is supported by a full time National Project Coordinator (NPC). In the case of ECFC project the NPD is also supported by a full-time field based Deputy (DNPD). International consultancy support comprising both short-term and long-term experts compliment the TA team.

The separate roles and performance of each of the agencies involved is discussed below in more detail:

**GoB** - Two NPDs have been involved in the ECFC project since its beginning. The DNPD was appointed only in June 2003 but replaced during the course of 2004. The service of the UFOs and the AUFOs for ECFC project activities have been made available on time-share basis from the beginning. Marine Fisheries Officers (MFOs) were appointed to the project only in late 2002.

Similarly in case of IHND project two NPDs and two senior horticulture development experts were involved with the project since its beginning. National Project Coordinator (NPC) was appointed as per project plan. The service of the HDTC staffs for IHND project activities was made available on full-time basis from the beginning.

*Performance (ECFC): The NPSC has so far met four times since the start of the project to discuss policy issues and to have overview about the implementation status of the project as a part of its monitoring responsibility. Many important changes in the Government's Project Document (known as the TAPP) were brought through revision which necessitated amongst others:*

- *the incorporation of seven Social Mobilization Officer (SMO) posts*
- *finalizing the criteria for the selection of service providers, extension of project period*
- *extension of the contract of TAG Team Leader and so on.*
- *Incorporation of the coastal community radio expert*
- *Incorporation of Micro-capital grant portfolio managers etc*



*The TAPP was revised at the initiative of DOF and MoFL. Upazilla Project Implementation Committee has been meeting once a month at upazilla level to review progress and co-ordination of project activities - a meeting which is chaired by the UNO and attended by all concerned (upazilla level) GoB and NGO officials, project officials and VO/VDC representatives.*

*The meeting is generally conducted as a workshop and day by day monthly work plan for GOs and SPs is prepared, discussed and agreed. The activities of the SPs are planned within the framework of their Letter of Agreement (LOA) while the activities of GOs are planned on the basis of proposals put forward by the VDCs, SMOs, and concerned departments. Decisions are taken on the basis of a review of progress towards the previous months work plan and a remedy is suggested in the case of under performance with the threat of a penalty in cases of successive failure by any party.*

A quarterly budget to finance GO activities is also prepared within the framework of UPIC decisions under the NEX modality. The UFO coordinates the implementation of these activities together with the SMOs and fund as then released from the NEX budget. Although the PMU was not particularly effective at the beginning of the project it has been transformed in line with the MTE mission's recommendation of November 2003.

*There was a great deal of dependence on the CTA and TAG members previously. Contrary to his role as advisor and facilitator, the CTA's role has not been as advisor but rather as Implementator. Indeed, this might have caused a potential threat to the performance and delivery of TAG. The NPD's diminished role, as a result has also impacted negatively on appropriate team building and project delivery. Although a well developed and integrated team has not been well developed compromising project fishing communities have nevertheless been mobilised effectively.*

*Performance (IHND): The NPSC has so far met four times to discuss policy issues. HDTCs are managed by a group of technical DAE personnel under the general supervision of the NPD and with day-to-day technical guidance of NPC, in particular. A quarterly budget is prepared to finance HDTC activities within the framework of NEX budget lines.*

**FAO** - The Team Leader of TAG joined the ECFC project in December 2000 and has been in post since then. The first Senior Horticulture Development Expert joined the IHND project in 2000. The first batch of consultancy support staff joined the ECFC project during the last quarter of 2001 followed by the full complement early in 2002 while it happened in IHND project in the first quarter of 2001. International consultancy support was made available in both projects in line with project document. Two separate Task Force were also established within FAO to review and monitor project activities, which has been chaired by the FAO Representative and attended by representatives from DoF, MoFL, UNDP and PMU for ECFC project and DAE, MOA, UNDP and PMU for IHND project. The Task Force meetings have been held as and when required.

The Social Mobilization Officers (SMO) were appointed in the first quarter of 2003 and Service Providers (SP-NGO) were contracted and mobilised between November

and December 2002. A total of 13 Non-Government Organisations (NGO) are involved as contracted development partners/agencies to support the PMU in implementing project activities. International consultancy short term support commenced from the middle of 2002.

*Performance (ECFC):* The following key performance indicators shows mixed results in terms of efficiency of implementation although on the whole management performance has been good.

- *FAO support is crucial to ECFC project implementation. TAG has been responsible for overall programme development, implementation and supervision and been instrumental in delivering a holistic problem solving approach using integrated policy, co-ordinated efforts and sharing responsibilities between development partners under their general guidance;*
- *The first batch of consultancy support staff joined the project in the last quarter of 2001, which was a year after the project commenced. The SMOs joined the project also a year late commencing their duties in the first quarter of 2003 whilst the SPs started their activities only at the end of 2002;*
- *Much of the equipment and human resource/service input has not been made available to the project in a timely manner although this may have been beyond the control of the PMU to solve;*
- *The output from TAG and international consultancy group seems to be poorly supervised; and*
- *Lack of effective monitoring has been observable.*

*Performance (IHND):* FAO support is also crucial in IHND project implementation. Technical Advisory Group is responsible for overall programme development, implementation and technology transfer. A truly holistic problem solving approach is pursued to integrate development of horticulture and nutrition intake for the improvement in family health vis-à-vis increase in family income of the small and marginal farmers, particularly women farmers.

**UNDP** - UNDP support is provided in the form of financial and technical inputs. Funding modalities were set up immediately after the appointment of the NPD. Quarterly advances are made regularly to the project account on the basis of a work plan and *Requests for Fund Advance (RFA)*. Budgets have been revised a number of times already to accommodate the revised work plan and to account for adjustments due to delayed commencement of project activities. Project vehicles and other equipments were procured as originally planned. The interface with other related projects such as the Global Environment Fund (GEF) for bio-diversity management has been arranged for ECFC project and with NCDP for IHND project with activities and matched funds.

## Overall Assessment of Development Results (ADR)

### Social Mobilization

#### ECFC Project

Village Organizations: Fishing communities were selected in seven (now eight) Upazillas of Cox's Bazaar district effectively. Both men and women of the community in these 117 villages have been mobilised into Village Organizations (VO). Village Development Committees (VDC) were formed in each village to plan and undertake consensus based development activities. A network of VOs was established under the umbrella of the Upazilla Fishers' Federation (UFF) and District Fishers' Federation (DFF). A total of 248 VOs have been formed almost equally split between men and women. An Executive Committee has also been established for each VO with democratically elected office bearers.

Initial savings are mobilised and deposited into the bank account opened for each VO and which is then managed by VO designated office bearers. A recent report suggests that about Taka 7 M have so far been accumulated in all the VO accounts which represents an enormous level of savings. With this the communities have emerged with a better sense of security and confidence. VO savings can and have been used to assist VO members to meet emergency as well as livelihood based needs.

VO members continue to met monthly and 93 VDCs have been formed in project villages up until September 2004. Each VDC is represented by a male and female VO office bearer. VOs and VDCs have therefore emerged with clearly identified needs of social participation to improve their quality of life .

Village Resource Centers (VRCs) have also been set up represented by a building constructed on land purchased in the name of VO. The VO members have understood their problems and are now capable of analysing their needs and prioritising the means to overcome identified problems. The demand for social organization as created within the fisherfolk community provides a very clear purpose and mandate and has a better reason to exist.

UFF have been formed in each upazilla. The office bearers of men and women VOs have selected, through consensus, the seven-member UFF committee at the higher level. The roles and responsibilities of the upazilla committee are formulated through a participatory planning process.

The district level apex body in turn is the DFF which has a democratically elected committee of its own. The practice of organising monthly meetings with different Government officers at Upazilla HQ has been initiated through a well-developed link between concerned upazilla level GOs and NGO service providers (SP).

Fisheries Management Organizations (FMO): Active fishermen and gear/boat owners have been organized into FMOs in order promote appropriate fisheries resource management practices. Active fishermen go to the sea for fishing and their livelihood solely depends on fishing are identified as the principal agent of fisheries resource management. As FMOs have been organized on the basis of type of gear six Fisheries

Management Committees (FMC) represent gears such as Longline, Trap, ESNB, MSBN, Gill Net and Beach Seine. An Action Plan has been drawn up by the FMCs including supporting government to put in place a ban on catching shrimp larvae, organising demonstrations at the district level in support of government decision, and identifying persons and outlets involved in promoting the sale of monofilament gill nets.

## IHND Project

*Farmer Organizations:* The small, marginal and landless farmers in selected four or five villages surrounding HDTC of 15 districts have been mobilized into groups under IHND programmes. Women and men farmer groups of between 10 and 15 members have been formed as homogenous groups. A total of 17,802 farmers representing 4,112 men and 13,688 women are mobilized into 1,292 farmers groups. Initial savings were accumulated and deposited into the bank account for each group and in turn operated by group designated office bearers. The Assistant Horticulturist of the HDTC has also been involved in bank account operation as guardian of the group and certifies each resolution for withdrawal of any money from the bank. A recent report suggests that about Taka 6.2 M have so far been accumulated in the group account as member's savings. Each group member saves Tk.5 and Taka 10 per week. With this amount of savings the farmers has emerged with a better sense of security and confidence. After two and half year's of project intervention the group members have demonstrated their desire for increased wealth and expectation for a change through the management of new technology and better knowledge.

## Status of Farmer Groups by Gender and by Membership

Category of farmers	Cumulative					
	Number of groups			Number of farmers		
	Male	Female	Total	Male	Female	Total
1. Landless	152	474	626	2,127	6,609	8,736
2. Marginal	89	438	527	1,253	5,868	7,121
3. Small	52	87	139	734	1,211	1,945
Total	293	999	1,292	4,114	13,688	17,802

*The farmer groups in the IHND project are not developed as formal associations of persons within the framework of any institution. It is true that the sustainability of community development depends largely on organizational strength and as such it should gradually become established through an institutional framework. The process of institutionalisation of the farmer groups remains largely absent, both in thought and action. It appeared to this Mission that although technology transfer was the overall project objective in terms of group formation the MCG facility was a critical element in its success, although the beneficiaries have received different skill training under this project as part of their secondary objectives. The possibility of forming groups by family members remains very strong because of the smaller size of Village Group.*

## **GO-NGO Collaboration**

### ***ECFC Project***

The project has been able to sensitise national, district and upazilla level personnel of relevant development, extension and community welfare departments of the government and NGOs working in the coastal area to crucial issues confronting the coastal fishing communities and the coastal fisheries zone. A general commitment is pledged by most government officials to support this project and to establish better linkages with their own on-going programmes. The profiles and objectives, implementation methodology and target outcome approaches of ECFC have been shared with more than 489 GO/NGO implementation partners through district level need-based training and workshops. They are now well-versed with fishing community development issues and approaches including participatory methods, extension and training techniques and livelihood and gender aspects of community life.

Two DoF officials from Cox's Bazaar district received training in China in order to meet the *change management* demands of the sensitised community in order to improve aquaculture and fisheries management. Four other government staff (including two women) visited various artisanal fishing villages and coastal aquaculture sites in Vietnam to improve their knowledge in fisheries conservation and management. So far 45 VO members have participated in "Experience Sharing Visits" of community leaders (VOs) to Indian villages with similar programmes.

### ***IHND Project***

The project was able to raise the awareness of farmers living around the selected HDTCs and relevant extension officers of DAE working in the project area. A general commitment was pledged by most DAE officials to support this project and to establish better linkage through their own on-going programmes.

The IHND Project Document stated its objectives, implementation methodology and target outcome approaches to be limited to farmer groups and DAE staff. Other Government departments and NGOs working in the area were not involved. The integration effort remains confined to horticulture and nutrition alone. The community development approach involving broad-based GO/NGO implementation partners was not part of project design. The project thus has remained technology and production driven.

## **Alternate Income Generation**

Priority has been attached to the development of a strategy for mobilizing fishing communities in the ECFC project and small farmer communities in IHND project towards skill-based alternate income generating activities (AIGAs). A number of initiatives have been undertaken to involve VO members and farmer group members in developing alternative income generating enterprises. To date about 1,326 men and women have been trained in ECFC project while the number of training recipient in IHND project is more than 3,500. The training was conducted on different activities including:

- (a) Homestead vegetable and Fruit gardening;
- (b) Duck and Chick rearing;
- (c) Goat and Cow fattening;
- (d) Coastal Aquaculture;
- (e) Food and Fish processing;
- (f) Nag-pi production and processing; and
- (g) Solar Fish Drying;
- (h) Vegetable soup preparation
- (i) Tree planting and grafting

### **Micro-capital Grant (MCG)**

*ECFC*: A good number of Small Enterprise Groups (SEGs) were developed from among the VO members in ECFC project and supported with skill training and with finance. Many such groups are in the process of being formulated in the project villages. Farmers in IHND project were already organized as self-motivated SEGs. Micro-capital grants were designed to provide financial resources to VOs and Farmer Groups in order to allow their members to either establish business enterprises or expand existing business, undertake community based economic re-engineering activities to improve their chances of obtaining higher and sustainable income through better use of their skill and knowledge and utilization of Common Property Resources. It has been stipulated that financial resources under the MCG scheme would be provided to VO and Farmer based groups under the AIGA programme. To date a total of 323 such grants have so far been approved for this purpose in ECFC project and a total amount of Tk.16,421,880 (\$273,698) has been disbursed. A total of 3,783 VO members have so far been involved in alternate/additional income generating small-scale businesses from funds agreed by the VOs (MCG plus Savings). In case of IHND project a total amount of Taka 9.22 M has so far been disbursed under the MCG systems to 314 farmer groups up to November, 2004. MCG recipient groups under IHND project have invariably started a large number and variety of activities under this project but with particular concentration on fruit, vegetable and spice crop production.

Although micro-credit has been changed to Micro Capital Grants as a result of a policy shift within UNDP, it has not affected the project objectives or a shift in focus of supporting VO members in undertaking additional income generating activities thereby providing livelihood security. The implementation team, however, has had to adapt to take this into account, which has not done as easily as hoped. The one time grant best seen as a matching fund for SEG's income generating projects (as identified by using PRA methods with technical support from the project team and NGO/GoB counterparts) and provided without a service charge or even interest has been used as *seed money* by VO fund managers and which has accelerated the equity mobilization process among its members. Channelling capital from FAO directly to VO accounts has consolidated the spirit of mobilization and raised VO expectation that seed money received from MCGs can boost their own savings as well. Indeed, VO members themselves have decided to revolve the fund (savings/return by SEG group) in order to spread the benefits of micro-finance both vertically and horizontally although they have started this without giving consideration of training in lending and credit operations nor in the development of an Operational Manual or Handbook. A

nominal service charge is levied to borrowers of VO funds and which is ploughed back into the fund itself. In the absence of an articulate policy on revolving funds many different forms of surcharges have evolved to solve the issue of increasing the value of the fund.. VO members are only now in a position to access funds which can meet emergency as well as small venture capital needs. Although UNDP has withdrew from disbursing funds as credit and moved into the MCG market, its objective of increasing the access of fisherfolk to micro-finance has actually made an invaluable contribution to the community by allowing the a revolving fund system to be tested and therefore emerge as a viable local level initiative.

A recent estimate shows that Taka 862,873 has been earned in profits from the 317 MCG supported businesses. Most of the Small Enterprise Groups (SEG) have started paying back MCG money into the VO account from their profit and so far Taka 456,650 has been received in different VO accounts. The VO fund is being revolved with a small service charge being levied by the group members. The participatory planning process has been adopted to identify additional income generating opportunities in project villages which have been prioritised on the basis of standard scores. In addition to this fund, an amount of Tk.16,290,840 (\$270,777) has been disbursed in grant form for the implementation of 93 community infrastructure development projects.

IHND: The situation with alternate/additional income generation has been found to be somewhat different in IHND project. In pursuance with MCG guidelines, the MCG recipient Farmer Groups in this project have started to see growth in their asset base but have not yet developed into a system of apportionment of the benefit. The use of group funds for productive purposes has not yet started and the objectives of social mobilization have not yet been transformed into observable results. The idea of spreading benefits through micro-finance modality has not yet conceptualised. Moreover, the savings fund of the non-MCG recipient groups is lying idle in the bank account. As the savings are not invested as capital and/or equity, the objective of saving is neither achieved nor leads to empowerment. The capacity of the groups to manage this fund along with MCG funds has not been developed. The process of financial management, in real terms, has not yet started among farmer groups and limited book keeping is maintained at the group level generally by project staff.

## **Budget and Expenditure**

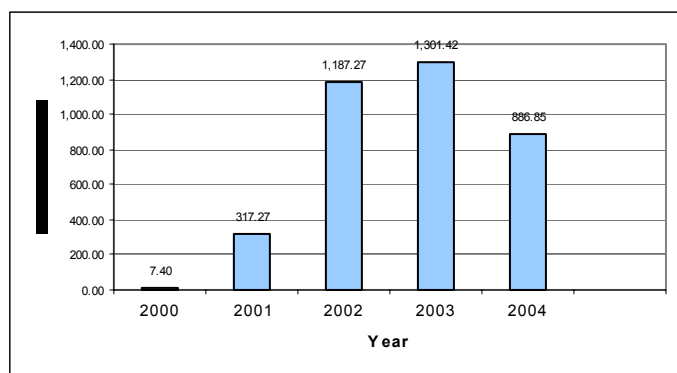
### ***ECFC Project***

The ECFC project budget of \$6.269 M was allocated between FAO and GoB in accordance with agreed implementation modality. Of this \$4.9 M was allocated for FAO and \$1.364 M for the Government under NEX.

An analysis of the budget reveals that a total amount of project expenditure could reach up \$3.9 M up until December, 2004, Actual expenditure of \$3.7 M was recorded up until September, 2004. This represents about 62% of the total budget with a no-cost extension of one year. Out of the total disbursement, FAO expenditure has represented \$3.392 million or 69% and NEX expenditure represents \$0.5 million or 37% of their respective allocation.

### Year-Wise Comparative Statement of Budget and Expenditure To December, 2004

Year	Budget (\$)	Code	Actual Expenditure (\$)	Percentage
2000	15,950	B	7,404.00	46%
2001	1,156,020	C	317,270.00	27%
2002	1,597,443	H	1,187,265.40	74%
2003	1,411,338	I	1,301,416.00	92%
2004	1,089,716	J	886,849.00 (Up to Sept, 2004)	81%
<b>Total</b>			<b>3,700,204.00</b>	<b>59%</b>
2004		Oct.-Dec. (estimates)	202,869.00	
			3,903,073.00	62%
Total Budget			6,269,549.00	
2005			2,365,476.00	38% (of Total Budget)



On the whole the project budget *has always been too optimistic* over the periods under review. Allocations of \$0.735 M for in-service training and administrative support under NEX allocation for the remaining period of the project may be cited as examples. Similarly a \$0.0271 M allocation for

2005 for Rural Enterprise Development support under FAO may be referred to as an example of being over ambitious. Necessary attention should be given now to rationalise the budget in view of the remaining time and planned activities in the light of project objectives with a revised mapping outline.

### *IHND Project*

An analysis of the budget for IHND Project reveals that about \$3.435 M has been spent in the four years up until September, 2004. This is about 60.7% of the total budget of \$5.655 M for the full five years ending in December 2005.



The budget for IHND Project of \$5.655 M has been allocated between FAO and GoB in accordance with an agreed implementation modality in the proportion of \$3.4 M and \$2.255 M for FAO and GoB under NEX arrangement respectively. An analysis of the budget reveals that total project expenditure could reach \$4.249 M by December, 2004 including actual expenditures of \$3.435 M up to September, 2004. This is about 75% of the total budget of \$5.655 M for five years ending in December 2005. Out of the total disbursement, FAO expenditure represents \$3.03 M or 89% and GoB expenditure represents \$1.215 M or 54% of their respective allocation. Resources left from the NEX budget lines estimates in 2004 could be reallocated for implementing the activities planned for 2005.

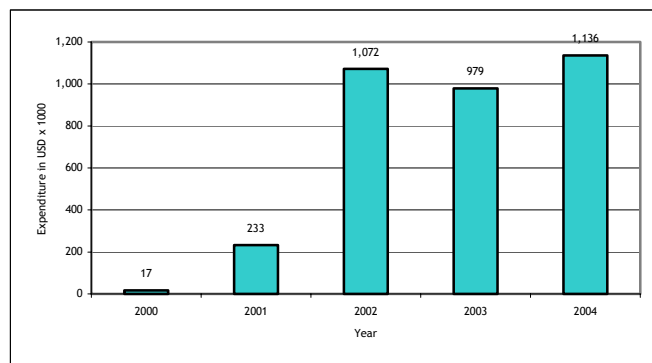
The budget has, on the whole, been too ambitious over the period under review. The unspent amount comprises allocations, for which no activity line can be matched. The allocations of over \$0.6 M under mission costs and \$0.15 M for farmers training under GoB/NEX allocation for the remaining period of the project may be cited as examples of administrative decisions on budgeting (see footnote 3)<sup>28</sup>. Necessary attention should be given to rationalise the budget in view of the remaining time and planned activities in the light of project objectives. Necessary attention should be given to rationalise the budget in view of limited time, unmet objectives and planned activities, and not simply as a way to spend unspent monies.

**Year-wise comparative statement of budget and expenditure up to December, 2004**

Year	Budget (\$)	Code	Actual Expenditure (\$)	Percentage
2000	192,685	E	16,623	9%
2001	575,975	G	232,541	49%
2002	1,778,865	H	1,071,782	60%
2003	1,210,282	J	978,650	81%
2004 (up to Sept)	1,949,557	K	1,136,036	58%
<b>Total</b>			3,435,632	61%
2004 (Oct-Dec estimate)			813,521	
<b>Total</b>			4,249,153	75%
<b>Total Budget</b>			5,655,855	
<b>Unspent Balance</b>			1,406,702	25%

<sup>28</sup> After a through review of the budget in 2003-2004 in consultation with the NPDs and FAO, USD 0.6 M was kept under mission costs Budget Line 16.02 (UNDP) for administrative reasons.

UNDP project budgets have been revised in each year in order to reflect the status of actual delivery in financial terms and to adjust changes in future financial estimates. In every revision the unspent amount has been pushed to next years creating a huge budget line allocation



but without having an achievable work plan in place for the corresponding period. Even though a rigorous exercise was done during 2003-04 period to make both the project's budget more realistic and have them streamlined yet the work plans for 2005 shows no extraordinary promise to manage the expenditure of unspent funds but, rather, to implement what is feasible within the agreed project objectives.

## Recommendations

### *Institutionalisation of Fishermen Organization*

A legally constituted entity provides the vital strength and recognition of any organisation. The same is true for VOs. Fishermen Organizations (FOs) should be registered with the Registrar of Joint Stock Companies under the Society's Act as an independent voluntary association of persons bounded by an approved constitution. This legal recognition would provide the FOs a legal basis and an identity for each VO to work independently in the network of VOs under a three tier organisational structure. The VOs first tier should be considered as the Primary Organization while the Upazilla Federation of Fishers and District Federation of Fishers should be considered as next tiers in line.

### *Institutionalisation of Farmer Groups*

A legally constituted entity is the most vital strength of any organization. The same is true for farmer groups in IHNDP as well. The farmer groups should be assisted to become organisations with a legal entity and recognised as a *voluntary association of persons* within the framework of a legal institution. The farmer organisations should be registered with the Registrar of Joint Stock Companies under the Society's Act as independent voluntary association of persons bounded by an approved constitution. This legal entity provides the organisation a formal identity and allows them to work independently. The provision for networking among groups should be created either around the village or the HDTC, so that the presence of the groups can be felt in the society and their voice is heard.

### *Management of VO/Group Funds*

A recent estimate shows that a little more than Taka 7.0 M has been accumulated in 248 separately held VO bank accounts. The amount of savings in 1,292 Farmer Groups account is about Taka 6.2 M. Group savings and project grants in IHND project should be placed into a revolving fund and managed by the VOs themselves. All resources accumulated in the group fund should be utilised for income generating purposes, either jointly or individually within a simple structure of rules and procedures for savings and lending. It is expected that this could be done both efficiently and cost-effectively.

It is anticipated that the fund will increase geometrically as a factor of the revolving nature of the fund. A substantial amount will therefore be held by each VO/Group. Fund management has now become crucial to secure effective, economic and efficient utilization of funds and to ensure accountability and transparency. This financial resource should be seen as the connecting thread between VO/Group members. In order for funds to be effectively managed the following two recommendations should be considered:

Community Based Accounting: Accounting of financial transactions is the key to appropriate financial management. A simple accounting system should be introduced for keeping records of the VO/Group funds. The system should provide appropriate financial reports at regular intervals and these should be circulated at monthly meetings in order to ensure accountability.

Savings and Lending Manual: Savings and lending eventually became the primary function of the VOs among many other community development activities in ECFC project. This function involves management of resources for which a set of approved rules and procedures should be developed and put into operation.

Training: VO/Group members should be facilitated to receive continuous training on fund management, community based accounting systems, savings and lending modalities for the remaining period of the project. In case of ECFC project, an appropriate administrative set-up should gradually be established at the federation and upazilla levels to oversee the financial and programme management functions of the VOs. A budgetary system should also be gradually implemented at the different levels in the organization with the necessary provision for administrative expenses to be incorporated in the VO, upazilla and federation budgets.

GO and NGO Collaboration:

NGOs and civil societies should be involved in the transformation of farmer groups into formal community based organizations. Other support services such as health and sanitation, education, disaster management, could have been incorporated as part of an integrated development approach within the group programme. Other government departments working in the area with similar development programmes could also be involved and the experiences of other development projects should be shared with beneficiaries of IHND project.

## SELECT CASE STUDIES FROM ECFC

### ***CASE STUDY 1:***

#### **Sufia – A Successful Woman VO Member, Tajiakata, Moheshkhali**

Sufia (35yrs) lives in Tajiakata village in Moheshkhali Upazila, a remote Island of Cox's Bazaar district. Her husband Osman, the only earning member of the family, is a poor fisherman and is not well. He has very little scope for fishing with others. They have five children. Sufia has to take up the livelihood challenge of maintaining her family. But her illiteracy and conservativeness of the society has made her life all the more difficult. She has no access to information and nor any scope for undertaking an income generating activity.

In June, 2003, Sufia became a member of the Village Organization (VO) of Tajiakata under the ECFC project. Within a short time, she was elected as the secretary of the VO by virtue of her leadership and dedication qualities. Gradually, she has been able to enhance her capacity through more involvement in project activities and received training in different areas such as organizational management, leadership development, primary health care and sanitation, disaster preparedness, fisheries resource management, alternative income generating activities, gender issues, savings mobilization and accounts management.

Sufia took a loan of Taka 1,500 from the VO savings fund initially and purchased three goats. After six months, the number of goats increased to six with new borne calves. She then sold three goats for Taka 5,000. She learned about rearing goats and eventually got a loan of Taka 3,500 from the government's livestock department and purchased a further 11 goats. The number of goats has now increased to 19 with 8 new goats within five months. Again, she sold nine goats for Taka 15,000. At present, she has 15 goats and an estimated monetary value of Taka. 20,000. Sufia returned the VO money from her first income.

She has received training on fish culture from the fisheries department and has started a fish culture enterprise in her own small pond this year. After two months, the total value of fish production will be around Taka 8,000.

Due to increased access to the government departments facilitated by the project, Sufia received a loan from BRDB and has established a grocery shop at the local market. She is running the shop efficiently. Her husband has also been involved as a source of family labour. Sufia has also started spending money on her husband's medical expense, who is gradually improving both physically and mentally. The monthly income of the family is now in the range of Taka 6,000 to Taka 7,000. This has allowed them to renovate their small house. As part of her increased awareness on proper sanitation and hygienic practices, she set up a sanitary toilet in the vicinity of her house. She is sending her children to school. She stopped her children from catching fish fry from the sea and she has stopped her husband from cutting mangroves (Baine).

Under her leadership, other VO members are also improving health and sanitation

practices. Along with her VO co-member she approached the UP chairman and has managed to secure an allocation for constructing a village road.

She now has access to information and other offices of government and NGOs. She has delivered a speech on her VO and developed a radio programme for fishermen. There is no doubt that her respect has increased within and outside her family. She also became the Vice President of the UFF and is a popular leader in her village and in Moheshkhali Upazila.

## **CASE STUDY 2:**

### **Charpara Matshajibi Mohila Sangatan: Symbol of Solidarity and Development**

Charpara, is a coastal fishing village, located at the eastern tip of Moheshkhali island. It has long remained remote geographically, economically and politically from the mainland. After being involved in the project fishers formed the 'Charpara Motshojibi Mohila Sangathon (*Charpara Fishing Women Organization*)' in May, 2003. It is an organization 'of the community, by the community and for the community'. From an initial membership of 25, in the first year, it has increased to 90 covering all the households of the village. They sit together every two weeks, raise money for savings and welfare,; discuss different problems of the village and plan accordingly to overcome these. As of December 2004, the members had accumulated Taka 68,000 in savings.

Prior to the formation of VO, most members were confined to their conventional household activities. Only a few women used to rear poultry to maintain their lives. Due to socio-religious restrictions and the remoteness of the island, female members even felt shy to talk in front of any outside male. They were not aware of different livelihood options and development aspects such as sanitation, education, health, disaster preparedness, resource management and the possibilities of alternative income generating activities. They used to defecate in the open field or in the bushes. Even local elites "hesitated" to go through the village although now they view the community as a 'vote bank' and as an integrated source of social power.

Female members purchased land utilizing their VO savings and constructed a Village Resource Center ( VRC) . For equip the VRC, they purchased furniture and other assets such as chairs, tables, a fan and a television. One VO member named Anjumanara went to West Bengal, India on study tour saving Taka 35,000 which she then desposited into the VO bank account to increase the organsational fund. This fund has revolved among VO members already to supplement family income.

After being involved with the project, tangible changes were found in attitude, behaviour and performance. They now prepare development plans covering different aspects that affect their livelihoods. Almost 60% households have taken up the initiative to install a sanitary latrine. They have been able to develop some local infrastructure using resources from local government,. Some of them are working as Community Health Activists (CHA), income generation activities (IGA) activists and volunteers for disaster preparedness. Most of the village organization (VO) members are engaged in different additional income generating activities such as homestead gardening, net making, goat rearing, poultry rearing, bamboo based handicrafts

(*mora*) making etc.

Twenty women members collectively started a net making business using a micro-capital grant of Taka 66,240 from the project. 15 members are engaged in a cow and goat rearing enterprise using savings from the VO fund. From the net making business, they have already earned Taka 70,000 and have nets worth Taka 100,000 for sale. The group has returned Taka 33,120 (50% of the MCG) to the VO from their initial income and have shared the balance between themselves .

As part of the project initiative to mobilize government resources for project beneficiaries and as a consequence of project initiated decision at UPIC, Bangladesh Rural Development Board (BRDB) has granted a group loan of Taka 300,000 among 30 households of the Charpara women community to purchase 30 cows, which is quite unusual for a fishing community. The number of animals has now grown to 39, including calves over a period of one year. By now each household managed to earn around Taka 1,000 to 1,500 from the selling of milk. The members paid the loan instalment in time and are now in the process of borrowing another higher loan amount from BRDB. In addition, the local livestock department has granted them Taka 40,000 to purchase cows and goats for two households. One family has purchased four cows and another 11 goats. Seven calves have already been added to the herd. The value of milking cows and their offspring now stands at approximately Taka 95,000. They have already earned an additional Taka 9,000 from selling seven goats.

Three VO members have received training in sewing from the Women's Welfare Department. Following skill development training, one of the members has started her own sewing business in the locality and managed to already start earning Taka 1,000 a month. One VO member has been trained up by the Livestock Department of MFL as a poultry and livestock vaccinator . She earns between Taka 800 and Taka 1,000 from the vaccination service in the locality.

All members are more aware about the implications of disaster preparedness and coastal resource management. Men from the same village who were earlier engaged in catching fish fry, have been motivated by the women to stop this practice. Destructive fishing activities have lessened significantly in the territory around the village. For limited sea accidents, women have restrained their men from going to sea without a radio or life jacket. The women, along with their husbands have also planted mangrove saplings for habitat restoration and coastal resource conservation.

What was thought of a “utopia” to many women members, has now become a reality through a process of organisational management and appropriate leadership. Solving village level problems has become a part of regular life and they want to go beyond the local territory to show their progress and empowerment. It is noteworthy that women who have traditionally been thought of as shy and extremely loyal to the patriarchy dominated society have turned around and made considerable progress in the domain of social, political, human and economic challenges.

Women communicate with the GO and NGO officials to get support and training on a regular basis. The villagers have been able to resolve most of the family issues among



themselves. One woman is a member of the Upazilla level gender mainstreaming committee. She plays a vital role in resolving at least 11 family conflicts such as divorce, repression on violence against women. She has referred two cases to the Upazilla level women affairs committee. They have decided to stop giving and taking dowry. They are trying to ensure basic education of their children through regular schooling. Using their own money, they have purchased a piece of land, established a plantation on fallow land and resolved conflicts over khas land with the assistance of the UNO. The VO members have also leased out a pond and started a fish culture enterprise with financial assistance from the Youth Department and technical assistance from the Department of Fisheries. Male counterparts are also now consulting with them as to which course to take with respect to family and other social decisions. Women have therefore gained both family and social respect and now play a major role in upgrading the activities of the male VO in the same village.

### **CASE STUDY 3: Kamardiar Uddan O Pusti Unnayan Samity, Natore**

#### ***Background:***

Kamardiar is a village located about 3.5 kilometers south east of Natore. The village is near the Chalan Beel of Natore. Most of the villagers are paddy farmers. Most of their land are inside the beel much of it depressed wetland. In 2001, five farmer groups (two landless and one marginal female, one landless and one marginal farmer) were organised under the initiative of the HDTC agriculture overseer. Among the groups Kamardia Uddan O Pusti Unnoyan Samity, a marginal male farmers group was found to be very much proactive from the very beginning. Most of the members of the group were young but none of them had any job. They were essentially paddy farmers but the land they owned was not adequate to grow enough for their family for the whole year. To supplement this they were forced to work as labourers for about five to six months of the year .

Md. Jalaluddin, also a member of the group is a vegetable trader of 28 years age. His business involved buying vegetables from nearby villages and sell these in Natore market. He also was aware that vegetable and fruit farming can be profitable because there are not many farmers who know how to grew vegetables. He was the driving force to organize the group.

After couple of meetings with some 20 villagers, a farmer group in Kamardiar village finally became established with 12 members. The committee was democratically formed and group activities had started with the mobilization of savings from its members. They have opened a bank account in Janata Bank, Patuapara B with the help of the Agriculture Overseer and have deposited monthly savings into the account.

#### ***Group Income***

In January 2003 the group managed to get acquire 0.34 acre of land based on a lease arrangement and started to plant tomatoes (although this was the off seasonal). They were so excited that they could not wait until the next growing season. As a result of this they harvested only a few kilograms of tomato, a quantity too small to make any profit from. They even failed to meet the expenses involved. As a result they had to

suffer a loss. The following summer , they again tried with summer chili but due to heavy rainfall they again failed to make a return. Although they were unsuccessful they were not disappointed, but rather they tried to understand the reason of their failure and discussed this with HDTC officials to try and rectify this in the following season.

Having a total savings of Taka 21000 by October 2003, they prepared a production plan with the help of the HDTC Overseer to grow winter vegetables and banana. In November 2003 they planted cabbage. By December 2003 they became aware of the project and submitted a plan for MCG assistance to grow more banana.

Jalal and Fajlul Hogue's joy knew no bound after getting the grant. They collected the "mehersagar" variety of banana and planted those in the cabbage field. To start with, the plot looked very unimpressive. The group wanted to make some money by selling cabbage and for the first time they made a net profit of Taka 6,000 from cabbages. They had 423 banana plants at the beginning and when they completed their harvest in November 2004 they could sell 400 bunches with a net profit of Taka 14,000. The rest of the plants could not grow well. Jalal and his friends are happier and have already managed to secure the lease of a further 4 bighas of high land, where they are plan to cultivate more banana and vegetables. With the original banana plots, they are expecting a profit of Taka 30,000 next year with little additional investment other than their own labour and experience.



**ANNEX - IV**

**Nutrition and Gender**

**With Reference to:**

**The Integrated Horticulture and Nutrition Development Project  
BGD/98/045**

**and**

**The Empowerment of Coastal Fishing Communities For  
Livelihood Security Project  
BGD/97/041**

(A)

**Integrated Horticulture and Nutrition Development Project  
(BGD/97/014)**

***COMMENTS ON THE OVERALL PROJECT***

The project has been effective in empowering women and improving their nutritional status.

Certain specific points need to be highlighted include the following:

- The programme could have formed better linkages with other related programmes related to health, nutrition, agriculture and environment – both Government and Non-Government sectors. This would have ensured better coverage, implementation, success and sustainability. The exit strategy also would have been better; and
- Indicators for specific targeted objectives could have been instituted both at baseline as well as at the end using a proper sampling frame work with justification, particularly on Food Security and Nutritional Status.

The following biological dividends are likely to be realised and could be assessed in a quantifiable manner in collaboration with local PHCs or other agencies active in the area:

- Reduction in anaemia and xerophthalmia;
- Reduction in LBW, low birth prevalence and under weight for age prevalence in young children;
- Better pregnancy outcome; and
- Better school attendance and performance (higher I.Q.).

A coordinated approach of Horticultural production vs. intake vs. income generation vs. preservation and processing with proper monitoring would have given Government a sound database for future planning.

**Cost-effectiveness:** An immediate cost effectiveness calculation may not seem to be encouraging. In terms of the overall social, economic and biological dividends, the project could be cost-effective, self-propagating and self-expanding in the long run.

**Pre-Exit Phase:** The project should have a “Pre-Exit Phase” monitoring and evaluation, with direct interaction and dialogue with target groups, village leaders, implementators and the planning department of Government. A Pre-Exit Phase should be followed by the Exit Phase, where the responsibilities of Government should be indicated in consultation with linkages found with other ongoing programmes with similar or related objectives.

### ***SPECIFIC COMMENTS ON FOOD/NUTRITION AND GENDER RELATED ISSUES***

The average Bangladeshi diet comprises mainly of cereals. Daily energy requirements are partly satisfied by the consumption of starch-based foods. A lack of awareness of nutrition often prevents the intake at times of nutritionally rich vegetables, even though, many impoverished farmers and households do grow these crops for cash income.

As with the case of fruits, vegetables belong to the group of ‘protective foods’ which provide essential vitamins and minerals. The average daily diet needs a supplement of vitamin A, C, D, thiamin, riboflavin, folic acid, among others, and minerals such as calcium, iodine and iron. Vegetables are also needed to provide a degree of palatability to the diet. The estimated total production of vegetables as envisaged in the fourth 5-year plan was around 2.5 million tons. According to nutritional surveys conducted on dietary requirements and considering the current population of Bangladesh, a per capita recommendation of 215 g/capita/day seems to be the norm. Projections of demand for the year 2004 will be 10 million tons. More vegetable consumption is perhaps the cheapest option to arrest malnutrition together with an increase in income allowing additional calories to be supplemented.

Recently there has been a determined effort to develop the horticulture sector, realizing the vital role these crops can play in alleviating malnutrition, prevalent in some form in more than 81% of the population.

Food security and nutritional problems are key issues facing Bangladesh today. Only a small percentage of people have access to nutritious food whilst the majority are forced to survive on subsistence diets that are unbalanced and devoid of essential food ingredients that can be considered wholesome. Household food insecurity is principally caused by poverty, and malnutrition is directly connected to food sustainability, food accessibility and nutrition awareness at household level. Despite the fact that current production levels are low, horticultural crops/commodities form an important and integral part of the national diet providing the required vitamin and minerals. This problem is currently assumed to be high priority, in view of the fact that there severe deficiencies are observed in the diet of the people.

### ***MALNUTRITION, POVERTY AND FOOD SECURITY***

**Malnutrition:** Of all the options available to tackle the national malnutrition problem, the most practical and sustainable option would be to adopt a *food-based nutrition approach* whereby a gradual improvement of the nutritional standards could be achieved through the consumption of nutritionally rich fruits and vegetables that can provide the basic requirements of the essential vitamins and minerals together with increased income leading to higher availability of calories in diet. Acute food insecurity in Bangladesh is reflected in endemic malnutrition which is a direct consequence of poverty and also lack of a nutrition awareness. Energy-protein deficiency and micronutrient deficiencies are the most serious problems prevalent among the poor. The principal micro-nutrient deficiencies are related to iron, vitamin A and iodine.

**Food security:** Food security is affected by low incomes and poor purchasing power of low-income groups. Horticultural crops can be effectively utilized in arresting malnutrition. Of the strategies currently available to nutrition planners, these crops offer the cheapest alternative in reaching nutrition targets within the shortest time and provide a sustainable solution to cope with micronutrient deficiency with enhanced income as well. The promotion of home and school gardening and diversification of cropping systems in rural areas would provide an alternative on-farm income generating opportunity and need to be carried out concurrently with nutrition education. Nutritionally vulnerable groups have little access to these health-giving foods, despite the fact that these crops are easy to grow, prepare and consume. Most horticulture crops are only seasonally available. Strategies have to be developed to increase production during the off-season using available technologies in order to provide sufficient quantities of fruits and vegetables to households and to markets in urban areas at affordable prices year round. These strategies should be supported by appropriate support services such as marketing, credit, agro-processing and post-harvest loss prevention to ensure maximum profit to the poor farmers.

**Food processing and preservation:** Food processing and preservation at home, community as well as industry level needs to be encouraged both for enhanced income due to value addition and better nutritional status. This will also ensure food security round the year.

**Food safety:** Food safety and food quality are integral parts of the system which should cover issues such as a Development of Proper Standards, Quality Control (QC) and personal hygiene.

Over and above this there is a close linkage between agricultural extension, environment and health to ensure the success of such programmes.

### **Improved Nutritional Objectives**

#### **a) Direct Objectives**

The following objectives are directly related to Nutrition Interventions:

- Increase nutrition awareness among the beneficiaries; and
- Development of a comprehensive food based nutrition programme to reduce malnutrition in the target groups comprising mainly of women and children.

#### **b) Indirect Objectives**

The following interventions support nutrition and gender related objectives significantly:

- a. Develop Sustainable capability among low-income communities, especially poor women farmers:

- Increase productivity of horticultural crops round the year;
  - Introduce superior quality planting materials and seeds; and
  - Promotion of production skills.
- b. Strengthening a post harvest support system:
- Minimise post harvest losses;
  - Improve post harvest handling;
  - Maximise primary producers profits and incomes;
  - Promote on farm and community based handling methods; and
  - Enhance market support services.
- c. Promote Income generating activities:
- Agro-processing; and
  - Micro-credit and food assistance programmes, especially for the poor and the disadvantaged women.

### **Activities undertaken by the IHND Project on Nutrition**

Targeted training, motivation, demonstration, and education:

- School children;
- Household women and elders; and
- Encourage consumption of horticultural commodities and allied products for all.

Issues covered:

- Training of Trainers on food based strategies;
- Training on house hold food processing;
- Child caring practice-education for farmers;
- Development of new recipes;
- Information on Nutrition and Health Education for farmers;
- Information on Dietary supplementation with vegetables, fruits and spices for farmers; and
- IEC materials.

### **An Outcome of Nutritional Support**

- Food security (in respect of fruits/vegetables/spice) enhanced;
- Developmental indicator for nutritional status not covered;
- Enhancement of overall production/income/availability may have lead to an increased intake;
- Innovative recipes may have had a supportive role; and
- Impact assessment to monitor the improvement in nutritional status using simple indicators will help in evaluating the expected objectives of the project.

## **Nutrition and Gender Related Indicators**

- Improvement in the Nutrition status of women, children and elders;
- Reduction in malnutrition (if any) including micronutrient deficiencies(e.g. anaemia) in vulnerable population;
- Food security and food availability at domestic level for longer periods;
- Per capita consumption of fruits, vegetables and spices at affordable prices;
- Balanced diet incorporating more vegetables and fruits in daily diet;
- Increase in economy and improvement in living standards (food security, drinking water, sanitation, health, etc.);
- Range of processed foods available for home and village level enterprises;
- Enhanced income from processed products for home and village level processors;
- Enhanced income for growers, traders and fair prices to consumers; and
- Possible export market for some of the products.

## ***RECOMMENDATIONS AND EXIT STRATEGY***

### **Recommendations**

The project had a definite objective of enhancing the nutritional awareness of the community and reducing malnutrition in women and children. The following actions are suggested to be done in the remaining year of the project, which can highlight the cost effective and sustainable impact of food-based intervention strategies in relation to Nutritional Security and reduction of malnutrition:

1. Link to other horticulture and/or food-based programmes of the Government/NGOs in Bangladesh for example, the National Nutrition Program (Ministry of H &FW), which has a similar programme being implemented by the DAE, GoB in 42 Districts of the country;
2. Recognition of the groups formed by the project as a partner for Government and NGOs. while preparing action plans;
3. Recognition of trainers created by the project for conducting similar activities in related programmes of Government and NGOs; and
4. To assess developmental benefits by putting simple indicators in place such as:
  - Reduction of malnutrition in vulnerable groups;
  - Health status;
  - Food security and diet;
  - Environmental support;
  - Economic benefit to women; and
  - Food processing and preservation at home level/community level/industry level.

## **Exit Strategy**

1. Form linkages of the groups with similar ongoing programmes of Government in DAE, Department of Health and Family Welfare and other related sectors. e.g. Link to the project for “Household Food Security through Nutrition Gardening” (HFSNG) a sub-project of the National Nutritional Project, (MoH), being implemented by DAE. The project covers 136 Upazillas in 42 selected districts;
2. Create a quick appraisal format for nutritional impact assessment to highlight intervention strategies;
3. Integrated nutrition “Trainings the Trainers” created for other programmes in the area (integrated trainings);
4. Home level agro-processing to be strengthened;
5. Creation of vegetable/fruits and spices gardens to be continued; and
6. Create linkages to existing Government and other supportive infrastructures e.g. Primary Health Centres.

**(B)**

**Empowerment Of Coastal Fishing Community For Livelihood Security  
(BGD/97/017)**

***COMMENTS ON THE OVERALL PROJECT***

**A. Nutrition**

There was no specific nutrition linked objectives and hence there were no indicators or any monitoring system included for this. However, indirect inputs provided indicate that the project may have helped in the improvement of the overall nutritional status. Other improvements include:

- Probable enhancement in family incomes;
- Increased availability of alternate foods;
- Improved sanitary coverage (latrines); and
- Enhanced knowledge on water usage pattern.

It will be worth adding a few simple indicators to measure the nutritional benefits as on add-on advantage as the project a further two years to run.

**B. Gender**

- The communities covered included about 50% women;
- The formation of strong community groups enhanced the security of women who manage their families for many months at a time when men go to the sea for fishing; and
- Burden of women might have also reduced with regards to food security due to alternate food based income generation strategies.

***Observations***

A simple monitoring schedule for nutrition and environment related benefits should be put in place. This will strengthen the project objectives improve planning for future programmes as guide to Government.

Gender related benefits could be assessed using indicators for some of the following parameters for women as well:

- Health related benefits;
- Nutrition support vis-à-vis food security;
- Personal income enhancement;
- Sanitation linked benefits;
- Environmental support linked benefits;
- Child rearing practices/convenience; and
- Overall saving of time and energy by women.



## ***RECOMMENDATIONS AND EXIT STRATEGY***

### **Recommendations**

The project has several diversified interventions, which may have given a multi pronged support to the overall nutrition and health status of the community together with social security, particularly for women. It will be worth taking up the following actions during the remaining two-year period of the project:

- Linkage of the VOs to other existing GO/NGO programmes in the area;
- Recognition of VOs by Government organisations as a partner in the planning process for the area, as trainers for other projects and programmes as a central body to manage finances, if needed;
- Assess developmental benefits achieved in the area of health/nutrition and related issues. Simple indicators may be put in place for a rapid assessment by local project staff;
- Assess the development benefits in the area of social security and empowerment, particularly for women. Social and selected economic indicators may be selected; and
- It has to be ensured that the empowered community, including women, continue to have social security, generated after withdrawal of project supporters.

### **Exit Strategy**

Ensure a sustainable existence of VOs (Village Organisations) through:

- Linkages with similar developmental programmes of Government;
- Registration;
- Recognition by Government as a partner for future projects;
- Recognition as a change model for nutrition, education and agriculture;
- Link to women's organizations and others empowered by NGOs already in the area, to ensure support; and
- Highlight to the community the benefit acquired on health and nutrition. These actions will support both nutritional as well as the gender sensitive objectives.

## ***OVERALL RECOMMENDATIONS***

### **1. Food Security and Safety**

In terms of lost and sub-standard human living standards the effect of food insecurity is most critical. To ensure food security the areas that need to be addressed on a priority basis are food production and the purchasing power of the poor.

#### ***(a) Food Production and preservation***

Food processing and preservation, both at the level of household/community level in rural areas and at the industry level needs to be strengthened. This will lead to value addition, better economic dividends and ensure balanced nutrition all the year round.

### ***(b) Purchasing Power Of The Poor***

In order to expand access to food, the purchasing power of the poor can be increased through targeted interventions that enhance the skills and micro-entrepreneurship potential of the poorest segment of the population, particularly women. Interventions that have achieved a broad national coverage of vulnerable women include rural income diversification initiatives through support services for start-up capital and training. To enable access to these programs, women from high food insecurity households need to be specifically supported. Women's participation in development will be a crucial part of success of all programmes.

### **(c) Nutritional Security of the Urban People**

It is essential to develop suitable strategies to ensure nutritional security of urban population particularly the poor who have no direct access to agricultural facilities. The food supply programme through Government and the voluntary sectors need to be supported extensively to bring communities together to make them self-sufficient and self-reliant e.g. through fair price shops and well managed street food outlets.

## **2. Reduction of Malnutrition**

The nutritional status of vulnerable groups can be improved through ensuring adequate food supplies, agricultural diversification, homestead food production, use of locally accessible communication strategies, and local fortification of certain foods, if appropriate (by inter-mixing).

Currently several international multi-donor projects for mainstreaming food security and nutrition are under implementation. The largest among them is the Bangladesh Integrated Nutrition Project (BINP) which has been escalated to the level of national importance under the title of "National Nutrition Program" (NNP). Such initiatives provide crucial links for targeting people for general food security support. However, effective implementation of national plans and policies such as the National Plan of Action for Nutrition (NPAN), continue to require a major focus so the programme does not become individualistic. Linking nutrition to the environmental sanitation, hygiene and other health related inputs, *viz.* public health strategies, will be essential.

## **3. Integrated Programme Development with Gender Sensitivity**

Integrated programmes of food security/nutritional need an environmental sanitation/hygiene and primary health care to be linked with income generation and for these strategies to be developed comprehensively. The objective should include not only empowerment of women but also their security in all other respects as well. This should be made a nodal issue of all such programmes.

## **4. Incorporation of Nutritional Objectives in all Programmes**

All developmental programmes should make nutritional indicators a part of the evaluation and monitoring system so as to ease an assessment of nutritional changes.

This will ensure:

- Proper coverage of nutrition related inputs;
- Better community participation;
- Increased nutritional benefits;
- Inter-sectoral coordination and sustainability; and
- Broad policies can be developed by planners and programme implementation officers based on sound nutrition and health related data.

## **5. Monitoring and Impact Evaluation**

For all programmes the benefits received in terms of nutrition and food security will be a built-in factor. Simple and targeted indicators should be put in place to assess the dividends received to ensure that the development objectives are being met.

## SECONDARY ANNEXES

**Two- Projects Review Mission**

**General Terms of Reference (TOR)**

**BGD/97/041: Integrated Horticulture and Nutrition Development Project**  
**BGD97/017 Empowerment of Coastal Fishing Communities for Livelihood Security**

**Project Code :** BGD97041 & BGD97017 (BL 16.03-UNDP)  
**Project sites:** Bangladesh  
**Review Duration:** 21 November-23 December 2004  
**Experts:** 5 Experts ( 4 international, 1 national ) and GOB counterparts

**Introduction**

With a population of around 140 millions Bangladesh is the 8<sup>th</sup> most populous nation in the world. Nearly 84 % of the total population live in rural areas and are directly or indirectly engaged in a wide range of agricultural activities. The share of agriculture in the country's GDP declined from about a 50% during the 1970s to 30% in the late 1990s. Within this, crops contribute 71% of the agriculture sector, (livestock 9%, fisheries 10%, and forests 10%) Agriculture sector generates employment for about 63 percent of the labour force. In 2001-2002 agricultural exports of primary products constituted 9.4 % of total exports of the country. Lack of required capital, inadequacy of appropriate technology, post harvest losses, price volatility for agricultural commodities, and limited knowledge of the population about nutrition, particularly the importance of vitamins and minerals and the role fruits and vegetables can play in supplying these essential nutrients, are considered as major constraints for food security sector of the more vulnerable population groups. On top of this, the availability of cultivable land is decreasing. Only 2.5 % of the land is under permanent crops with the remainder mainly occupied by rice and wheat crop. Horticulture (including vegetables) represents only 5% of the total area, though, through higher yields and generally higher prices attained in the market, horticultural crops contribution to national diet and Gross Value of Agricultural Product (GVAP) is disproportionate to its land use. The horticultural sector has been relatively neglected and relegated to play a minor role in food production, as the priority was given to cereal and staple substitute production in the past, in the attempt to achieve self-sufficiency. This has led to a nutritional regime over dependant on the consumption of rice with associated deficiencies of essential vitamins and minerals in the diet of the poorest sectors of society. However, both this project and a precursor project Horticulture Research and Development (BGD/87/025) coincided with a growth of non-cereals crop production, mostly horticultural products, accelerating from 1.01% p.a. over 1990-1996 to 3.21% p.a. over the 1996-2000 period. Production of vegetables increased 84% between 1992-93 and 2000-2001<sup>29</sup>.

Fisheries sector acquires unique status in the national economy, socio-cultural settings, rural livelihoods as well as food and nutritional security of Bangladesh. Because of its vast span, conducive agro-climatic conditions and immense potential for development, the sector continues to provide direct and indirect livelihood opportunities to a large number of people. It is estimated that about 1.28 million people depend directly on fisheries and 3.08 million on aquaculture for their livelihoods. Besides, about 12 million people are also indirectly involved in the sector. The country produced a total of 1.78 million tons of fish during 2000 - 2001<sup>30</sup>. Out of this about 40,000 tons of fish and fish products were exported. The sector thus contributes significantly to the national GDP<sup>31</sup> (5.98%), export earnings (6.28%) and food security. The sector's development goal is to attain fish self sufficiency, socio-

<sup>29</sup> Actionable Policy Brief and Resource Implications - Agricultural Sector Review (Crop Subsector) MOA, GOB August 2004 Chapter 1.

<sup>30</sup> Fisheries Week Report – 2002. DOF.

<sup>31</sup> Bangladesh Bureau of Statistics Pocket Book, 2002. 475 p.

economic enhancement of fishing communities and fish farmers, earning hard currency and poverty reduction through conservation and sustainable utilization of fisheries and aquaculture resources.

### ***Integrated Horticulture and Nutrition Development project (IHND)***

UNDP funds the BGD/97/041-integrated horticulture and nutrition development project with the objective of improving the food and nutrition security situation by increasing the availability of horticultural produce on continuous basis for the project beneficiaries and to supplement the national effort towards self-sufficiency and ameliorate the endemic malnutrition situation. The project is meant to enhance the level of food-security and nutrition for the project beneficiaries by improving the efficiency of the horticultural production system and associated support services such as marketing, processing, post harvest loss preventions etc., through the application of modern technology transfer programmes, and diversified cropping patterns that will promote the production and the productivity and higher incomes to the small and marginal farming communities working with the project in a sustainable manner. The project is also designed to improve the nutritional status of the targeted beneficiaries through creating an environment in which households have increased the nutritional awareness and get sufficient access to fruits and vegetables at affordable prices throughout the year.

The project is designed to build around 121 villages centered around the 15 Horticulture Development Training Centres (HDTC)<sup>32</sup> which were developed in an earlier precursor project (Horticultural Research and Development Project) in 15 Districts of the Country having the highest potential for horticulture development. The target beneficiaries of the project are the landless (0-49 decimals of land), marginal (50-149 decimals of land) and small (150-250 decimals of land) farmers, particularly women from the surrounding catchment areas of these Horticulture Centres, with more than 1,800 farmers participating in the project.

### ***The Project BGD97017-Empowerment of Coastal Fishing Communities (ECFC)***

The development objective of the project is to promote livelihood security of the poor coastal fishing communities. The project concept is based on the Sustainable Livelihood Approach whereby the intervention is aimed at different dimensions. These include the vulnerability context - peoples' coping and adaptive strategies for disaster management, their livelihood, assets and capitals, access to information, resources management and skills development. It involves promotion of self managed village level organizations for men and women, improved access to GO/ NGO based extension and social services, promotion of alternative / additional income options including technologies and enterprise development, mobilization and facilitation of access to financial resources through institutional credit, strengthened capacity for community based disaster management, and finally, promoting community participated management for sustainable coastal fisheries.

The coastal fishing communities, who are one of the poorest and disadvantaged segment of the population and most prone to recurrent natural disasters, are the primary target group of the project. The project covers a total of 117 villages and paras (hamlets) where fishing communities constitute the majority of the population, and is being implemented in all 8 Upazilas of Cox's Bazaar district. It covers the off shore islands of Kutubdia, Moheshkhali and St. Martin's as well as the coastal upazilas of Pekua, Chakoria, Sadar, Ukhyia, Ramu, and Teknaf.

## **2. The Review Mission**

Food and Agriculture Organisation of the United Nations implements both the Horticulture and the Fisheries projects. Ministry of Agriculture and the Ministry of Fisheries and Livestock are the GoB executing agencies for Horticulture and Fisheries projects respectively. Launched in 2000, the Horticulture project would end in late 2005 while the Fisheries project would end in 2006. Mid-term Evaluations have been conducted in 2003 for both projects. Thus Horticulture project and the Fisheries project have 1 and 2 years left respectively out of their 5 years duration for each.

In 2002 UNDP decided to engage into a full fledged portfolio review to ensure adherence with the UNDP policy on microfinance and internationally accepted best practices. The mission concluded that UNDP does not have a comparative advantage in supporting microfinance in Bangladesh and that little to no added value is to be expected from the present projects for the development of the microfinance

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sector in Bangladesh. Mission also recommended that all UNDP supported projects with a microfinance component would discontinue and switch this resource to micro-capital grants for non credit-related activities. Guidelines were prepared to facilitate the conversion from micro credit to micro grant. Both horticulture and fisheries projects initiated the Micro-capital grant scheme on a pilot basis in providing the initial support to the project beneficiaries. The success or the shortcomings of this pilot initiative is yet to be documented. It is expected that this review mission would be able to do so.

In the wake of finalising important policy documents by the Government of Bangladesh and the United Nations such as Agriculture Sector Review, Livestock Policy, UN Common Country Assessment, Millennium Development Goals Progress Report, Poverty Reduction Strategy Paper, and the United Nations Development Assessment Framework (UNDAF) - whereby UNDP would embark on its next Country Programme Cycle - UNDP is extremely interested in reviewing these two projects to look for lessons learnt and possible feedback into the above process.

The review is expected to determine the value and importance of both the projects and to provide specific recommendations, directions, approaches, and strategies that can provide guidance to future programming of UNDP in addition to any policy level feedback as a supplement to the ASR.

Specifically, the key tasks for the review team is expected to focus on are:

1. Document how far the interventions in the two projects and national policies correspond, and the effects of any policy changes; how far the projects affected relevant local, national, sectoral (and budgetary) policies and priorities (positively or adversely); and the level of support from governmental, public, business and civil society organizations.
2. Provide Government and the United Nations Development Programme with sufficient information to make an informed judgment about the past performance of the projects (its efficiency, effectiveness and impact), and to **provide a clearly defined exit strategy** with practical recommendations for follow-up action.
3. Taking into consideration the lessons learnt, experience gained, the comparative advantages and the niche at hand, and the targets to be met under the PRSP/MGGs, recommend UNDP on its future programming in Agriculture/Food Security and Fisheries Sectors.

## **2.1 Methodology**

- The review mission will work independently and will keep UNDP, FAO and the Government of Bangladesh informed about the progress of the mission.
- The team leader will prepare a work plan in consultation with the other members of the team Government of Bangladesh, FAO, UNDP and the project team.
- The mission will review all relevant Project/FAO/UNDP documents and relevant policy related materials.
- The team should make visits to selected sites of both projects in order to obtain the views of the target groups, direct beneficiaries and other stakeholders.
- The mission will consult with Government especially those departments related to the project and those government agencies involved in agriculture, horticulture and fisheries activities.
- The mission will get in touch with major donors and CSOs/NGOs and national institutions involved in the relevant sector activities.
- The mission will maintain close liaison with the UNDP in the review process.
  - A debriefing meeting will be convened by the Government for all concerned during which the Mission Team will present its findings. Comments from all stakeholders will be noted for incorporation into the final review report. The Team Leader will be responsible for finalisation of the report and submission to UNDP.
  - UNDP will ensure circulation of the review report to all concerned.

## **2.2 Mission Composition**

The experts to carry out the review should have higher degree (preferably PhDs) in their respective field of experience. They should have proven ability to assess technical aspects and components of development projects/programme. Those with proven experience (10-15 Years) in policy analysis, reviewing project outputs, outcomes and development impacts and experience of

reviewing UNDP funded projects/programmes will be preferred. Experience in the South Asian context, Bangladesh in particular, and familiarity with GOB institutions would be an added advantage. Proficiency in English is a must. Preferences will be given to UNDP/FAO roster consultants who have been involved in specific fields of the agriculture sector in Bangladesh in view of the essential inputs related to the future programming of UNDP Country Programme. The Mission team will be composed of the following experts :

Policy & Institutional Expert (FAO Headquarters)  
Fisheries Expert (international)  
Horticulture Expert (international)  
Nutrition Expert (international)  
Management & Financial Expert (national)

Adequate support services and logistics will be provided to the mission to accomplish its task. UNDP will make necessary arrangements as required for the duration of the project.

#### **2.4. Expected outputs**

At the end of the process, the Review Mission Team shall present the following:

- i. A PowerPoint presentation summarizing the review findings, to be presented at the mission debriefing to the Project Management Teams, Government of Bangladesh (ERD, MOA, MOFL), FAO UNDP and other interested development partners, i.e. those of Local Consultative Subgroups of Agriculture, Food Security, Fisheries and Livestock etc.
- ii. A draft Mission Report (hard and soft copy) with executive summary with the main findings and recommendations. The document will also outline the future role and the comparative advantage of UNDP's involvement in horticulture, Nutrition and Fisheries sectors in Bangladesh for its next country programme cycle. It will also provide any additional supplements to the ASR as may be.

#### **2. Background documents**

The following background documents will be made available the mission on arrival.

- CCF 1996-2000; CCF 2001-2005 CCA, 2000  
([http://www.undg.org/documents/1748-Bangladesh\\_CCA\\_1999\\_-\\_Bangladesh\\_1999.doc](http://www.undg.org/documents/1748-Bangladesh_CCA_1999_-_Bangladesh_1999.doc)) ([http://www.undg.org/documents/1707-Bangladesh\\_CCA\\_2000\\_-\\_Bangladesh\\_2000.pdf](http://www.undg.org/documents/1707-Bangladesh_CCA_2000_-_Bangladesh_2000.pdf))
- IPRSP-Bangladesh, PRSP thematic documents related with agriculture, Fisheries, food security and Nutrition  
(<http://www.lcgbangladesh.org/prsp/index.php>)
- Policy Documents (Fisheries, Agriculture and Food Security/Nutrition)  
(<http://www.bangladeshgov.org/moa/moa.html>;  
<http://www.bangladesh.gov.bd/>;
- <http://www.bangladesh.gov.bd/mofl/fri/index.htm>;  
<http://www.mofdm.gov.bd/>)
- Project Document and TAPPs, Budgets and progress reports: BGD/97/041, IHND, BGD97017
- Consultants reports (national, International)
- Mid Term Evaluation Reports



### **Annex 1 : Scope of the Review Mission**

The review mission could incorporate the following key issues within its analytical framework:

#### **Relevance**

- ✓ Analysis project's coherence with the National Priorities and United Nations Development Corporate priorities. Analysis of relevance would focus on the extent to which the design was cost effective/appropriate.
- ✓ Analysis of project's coherence with the Government of Bangladesh development policy and sector policies (horticulture, Nutrition, Fisheries, Food Security, Agriculture)
- ✓ Identified key stakeholders and target groups (including gender analysis and analysis of vulnerable groups such as the disabled); Institutional capacity issues and effectively promoted local ownerships; lessons learned from past experience and ensured coherence with current/ongoing initiatives

#### **Effectiveness**

Whether behavioural patterns have changed in the beneficiary groups institutional levels; and how far the changed institutional arrangements and characteristics have produced the planned improvements (e.g. in technology transfer, communications, productivity, ability to generate actions which lead to economic and social development); Whether any shortcomings at this level were due to a failure to take account of cross-cutting or over-arching issues such as gender, environment and poverty during implementation.

#### **Impact**

- ✓ To what extent the planned goal have been achieved, and how far that was directly due to the project;
- ✓ How far enhanced economic and social development resulted from improved institutional capabilities and communications;
- ✓ How the economic effects were spread between economic growth, salaries and wages, and budget, and how this relates to the project's overall objectives.

#### **Sustainability**

How did **institutional capacity** enhanced: the degree of commitment of all parties involved, such as Government (e.g. through policy and budgetary support) and counterpart institutions; the extent to which the project is embedded in local institutional structures; if it involved creating a new institution, how far good relations with existing institutions were established; whether the institution appears likely to be capable of continuing the flow of benefits after the project ends (is it well-led, with adequate and trained staff, sufficient budget and equipment?); whether counterparts were properly prepared for taking over, technically, financially and managerially;

**Socio-cultural factors**, whether the project is in tune with local perceptions of needs and of ways of producing and sharing benefits; whether it respects local power-structures, status systems and beliefs, and if it seeks to change any of those, how well-accepted are the changes both by the target group and by others; how well it was based on an analysis of such factors, including target group/ beneficiary participation in design and implementation; and the quality of relations between the external project staff and local communities.

**Financial sustainability**, whether the products or services provided were affordable for the intended beneficiaries and remained so after funding ended; whether enough funds were available to cover all costs (including recurrent costs), and continued to do so after funding ended; and economic sustainability, i.e. how well the benefits (returns) compared to those on similar undertakings once market distortions are eliminated.

**Technical (technology) issues**, whether (i) the technology, knowledge, process or service provided fits in with existing needs, culture, traditions, skills or knowledge; (ii) alternative technologies were considered, where there was a choice; and (iii) the intended beneficiaries were able to adapt to and maintain the technology acquired without further assistance.

Wherever relevant, **cross-cutting issues** such as gender equity, environmental impact and good governance; were appropriately accounted for and managed from the outset of the project.

ANNEX VI

Mission Itinerary

Date	Day	Main Action and Location	Participants	Activity
19/20-11-04	Friday/ Saturday	Arrival of Team	All Team Members	-
21-11-04	Sunday	Briefing meeting in Dhaka with UNDP and FAO	All Team Members	-
22-11-04 to 25-11-04	Monday- Thursday	Field Visit to Cox's Bazaar	All Team – but broken up into two groups for village visits in the District	Travel to Cox's Bazaar  Meeting with: GoB officials – DC/ADC/UNO  Meeting with heads of participating Gos – DO (DAE), DLO, DSWO, DD-BRDB, DWCA, DMO, Divisional Forest Officer  Meeting Fishery Officials (Director of Marine, PSO marine Fisheries Survey, BFRI, BFDC)  Visit to ECFC project villages – eg. Balaghata, Bandarban
26-11-04	Friday	Dhaka	All Team	Background reading
27-11-04	Saturday	Dhaka	All Team	Background reading
28-11-04	Sunday	Dhaka	All Team	Visit to IHNDP staff offices, presentation and discussion
29-11-04	Monday	Field visit to IHNDP sites	All Team	Tebunia, Natore and Mymensingh
30-11-04	Tuesday	Field visit to IHNDP sites	All Team	Tebunia, Natore and Mymensingh
1-12-04	Wednesday	Field visit to	All Team	Tebunia, Natore and

		IHNDP sites		Mymensingh
2-12-04	Thursday	Field visit to IHNDP sites	All Team – two groups	Visit to Pabna HDTC, DAE and beneficiaries
3-12-04	Friday	Dhaka	All Team	Report Preparation and Data Collection
4-12-04	Saturday	Dhaka	All Team	Report Preparation and Data Collection
5-12-04	Sunday	Dhaka	All Team	Report Preparation and Data Collection
6-12-04	Monday	Dhaka	All Team	Report Preparation and Data Collection
7-12-04	Tuesday	Dhaka	All Team	Report Preparation and Data Collection
8-12-04	Wednesday	Dhaka	All Team	Report Preparation and Data Collection
9-12-04	Thursday	Dhaka	All Team	Report Preparation and Data Collection
10-12-04	Friday	Dhaka	All Team	Report Preparation and Data Collection
11-12-04	Saturday	Dhaka	All Team	Report Preparation and Data Collection
12-12-04	Sunday	Dhaka	All Team	Report Preparation and Data Collection
13-12-04	Monday	Dhaka	All Team	Departure of Horticulture Expert
14-12-04	Tuesday	Dhaka	TL/FE/NE/FME	Report Preparation
15-12-04	Wednesday	Dhaka	TL/FE/NE/FME	Seminar and Mission Presentation to Donors and Beneficiaries
16-12-04	Thursday	Dhaka	TL/FE/NE/FME	Public Holiday in Bangladesh
17-12-04	Friday	Dhaka	TL/FE/NE/FME	Departure of Fisheries Expert
18-12-04	Saturday	Dhaka	TL/FE/NE/FME	Report Preparation
19-12-04	Sunday	Dhaka	TL/FE/NE/FME	Report Preparation
20-12-04	Monday	Dhaka	TL/FE/NE/FME	Report Preparation
21-12-04	Tuesday	Dhaka	TL/FE/NE/FME	Report Preparation

22-12-04	Wednesday	Dhaka	TL/FE/NE/FME	Report Preparation
23-12-04	Thursday	Dhaka	TL/FE/NE/FME	Departure of Nutrition Expert

***Key:***

TL = Team Leader

FE = Fisheries Expert

HE = Horticulture Expert

NE = Nutrition Expert (the input was split into two inputs during the course of the mission).

FME = Finance and Management Expert

**ANNEX VII**

**People Consulted**

<b>CORE IHND TEAM</b>		
<i><b>Name</b></i>	<i><b>Organisation</b></i>	<i><b>Position</b></i>
Mt Mukhlesur Rahman	ERD-MOF	Joint Secretary-UN
Mr A.S.M Abdul Halim	MOA	Secretary
Mr Shekh Enayet Ullah	MOA	Add. Secretary
Tariq Hassan	DAE	Director General
AK Rashid Uddin Ahmed	DAE	
David Doolan	FAO International Consultant	Horticulture Programme Development Expert
A. B. Siddique	Consultant	National Project Coordinator
Md. Amiruzzaman	Consultant	Food Processing Specialist
A K Fazlul Bari	Consultant	Participatory Training Specialist
Mr. Momen Nurul Naser	Consultant	Post Harvest Specialist
Shapan Kumar Das	Consultant	Monitoring Specialist
Prof. Shamsul Alam	Consultant	Marketing Specialist

<b>CORE ECFC TEAM</b>		
<i><b>Name</b></i>	<i><b>Organisation</b></i>	<i><b>Position</b></i>
Mr Iqbal U. A. Chowdhury	MOFL	Secretary
Ms Rokeya Sultana	MOFL	Joint Secretary
Mr Nasir Uddin	DOF	Director General
Zafar Ahmad?	DOF	National Project Director
Dilip Kumar	ECFC	FAO CTA to ECFC – Cox’s Bazaar
Apuba Deb	ECFC	National Consultant – Socio-Economist
Nowshed Alam	ECFC	National Consultant – Fish Processing Expert
Wajed Ali Shah	ECFC	National Consultant – Monitoring and Evaluation Expert
Ishrat Zakia Sultana	ECFC	National Consultant – Radio Programme Development
Nurun Nabi Talukudar	ECFC	National Consultant – Enterprise and Marketing Specialist
Farque Ahmed	ECFC	National Consultant – Socio-Economist
Zillar Rahman	ECFC	National Consultant – Livestock

<b>Other People Consulted</b>		
<i>Name</i>	<i>Organisation</i>	<i>Position</i>
Jørgen Lissner	UNDP – Bangladesh	Resident Representative
Larry Maramis	UNDP – Bangladesh	Deputy Resident Representative
Shireen Kemal Syeed	UNDP – Bangladesh	Deputy Resident Representative
Ayshanie Labé	UNDP - Bangladesh	Programme Officer
Michael Andersen	Royal Danish Embassy	Counsellor
A. Rahman Siddiqui	Royal Danish Embassy	Advisor to Counsellor
Duncan King	DFID - Bangladesh	Fisheries Advisor
Mike Scott	DFID - Bangladesh	Senior Livelihoods Adviser/Consultant
Bui Thi Lan	FAO - Bangladesh	Resident Representative
Subash Dasgupta	FAO - Bangladesh	Assistant Representative
Sayedur Rahman	FAO - Bangladesh	
Lalita Bhattacharjee	FAO Consultant - Bangkok	Nutritionist to IHNDP
Biplab Nandi	FAO - Bangkok	Senior Food and Nutrition Officer

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- Sustainable Coastal Livelihoods Project, South Asia, Final SCL Working Paper 7: Sustainably Enhancing and Diversifying the Livelihoods of the Coastal Poor, IMM, J Campbell
- Sustainable Coastal Livelihoods Project, South Asia, Final SCL Working Paper 4: An Approach to Developing Informing and Influencing Strategies, IMM, J Campbell
- Sustainable Coastal Livelihoods Project, South Asia, Final SCL Working Paper 1: The Sustainable Livelihoods Approach in the Coastal Context, IMM, J Campbell
- Sustainable Coastal Livelihoods Project, South Asia, Final SCL Working Paper 2: The Policy Process and Coastal Complexity, IMM, J Campbell
- The Future For Fisheries: Findings And Recommendations From The Fisheries Sector Review And Future Developments Study, April 2003, Dhaka, Bangladesh, DFID, USAID and the World Bank
- Various documents from ECFC regarding:
  - Participatory Result Oriented And Evaluation, November 2004
  - Exit Strategy Plan of Action
  - Formats for MCG Set Up and Evaluation

**Government Policy Documents relevant to the Fisheries Sector<sup>33</sup>**

- Environment Policy and Implementation Plan (MoEF 1992)
- Livestock Development Policy (MoFL 1992)
- National Tourism Policy (MoCA&T 1992)
- National Forestry Policy (MoEF 1994)
- National Energy Policy (MoEP&MR 1996)
- New Agricultural Extension Policy (MoA 1996)
- National Women Development Polciy (1997)
- National Fisheries Policy (MoFL 1998)
- National Policy for Safe Water Supply and Sanitation (MoLFRD&C 1998)
- National Agricultural Policy (1999)
- Industrial Policy (MoI 1999)
- National Water Policy (MoWR 1999a)
- National Shipping Policy (MoS 2000)
- National Rural Development Polciy (MoLDRD&C 2001)
- National Land Use Policy (MoL 2001)
- The National Strategy for Economic Growth, Poverty Reduction and Social Development (ERD December 2002).

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<sup>33</sup> The Future For Fisheries: Findings And Recommendations From The Fisheries Sector Review And Future Developments Study, April 2003, Dhaka, Bangladesh, DFID, USAID and the World Bank



**ANNEX IX****Study Methodology**

The Review Mission duration was from 19 November 2004 until 24 December 2004 with the data collection and interviews being conducted in both project areas of Cox's Bazaar and in a number of selected Horticulture Centres outside Dhaka. The Team was composed of nine members, of which four were Government nominated staff from both various interested Ministries and line Departments.

Meetings were held in Dhaka with UNDP, FAO, DFID, Department of Fisheries, MOFL and the Ministry of Agriculture and its Department of Extension.

Of the Mission members one was a former internationally appointed Consultant to IHNDP. Two of the team members had been involved with the MTE of ECFC whilst the nutrition specialist had been involved in nutrition programming in Bangladesh during the very recent past. The team nevertheless gathered data and studied available documentation including the PDs, annual progress reports and contextual documentation such as the Common Country Assessment for Bangladesh. In addition, interviews of ECFC and IHNDP staff were conducted. Local Government staff, Service Providers (ie NGOs and GOs), villagers in both participating and non-participating villages and communities, examination of micro-projects funded by the project and discussion with consultants, and donor agencies involved were also approached.

The mission discussed the projects with as many people as possible giving them a chance to present their views in reply to open-ended questioning on various aspects being explored.

A presentation was held in Dhaka on 17 December 2005 and led by mission leader, and supported by mission colleagues. A question and answer session was also programmed to take advantage of participating groups from each project area. This was chaired by UNDP.

**Summary Curricula Vitae of Evaluators*****Dr Iqbal Sobhan – Policy Expert/Economist/Team Leader:***

Dr Sobhan, is a senior staff of the FAO Investment Centre. He has over 35 years experience (25 with IC, 3 with WB, rest with national Governments) in development economics covering both project and policy aspects, including development administration. He has also led several country strategy programming, evaluation and technical assistance formulation missions for WFP and UNDP. With a focus on the development of investment projects, he has led multidisciplinary teams on numerous IC project formulation missions in over 22 countries in Asia and Africa for all major IFIs including WB, AsDB, AfDB and IFAD. He has worked in all agricultural sub-sectors covering commodity production, tree crops, marketing and rural development, community empowerment and has specific experience in poverty alleviation projects particularly microfinance projects involving participatory approaches in project design. He also has field experience in macro-planning and has been involved in formulating innovative interventions such as in the development of food banks and in designing interventions in HIV/AIDS.

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***Dr Indira Chakravarty – Nutrition Expert:***

Professor Indira Chakravarty is a specialist in community nutrition, food safety and food security. She has consulted on the impact of the environment on health and nutrition related issues including food safety and food security as long and short term specialist for FAO, WHO, UNICEF, UNDP, IDRC, UNU and WASH. She has implemented several projects both at national and international levels and has worked in Asia, Africa, Europe and the USA. In Bangladesh, she prepared the National Plan of Action (NPA) as a consultant for FAO. She has also worked on other occasions in Bangladesh for WHO, IDRC and other national agencies and contributed to the preparation of a programme Safety of Street Foods in Dhaka.

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***Paul Schoen – Economist/Fisheries Livelihood Expert:***

Mr Schoen is a natural resource economist with over 14 years of international experience in development projects. After undertaking three university degrees (Hull University, London School of Economics and Wye College in the UK) he completed various long and short term assignments in Papua New Guinea, Bangladesh as well other parts of Asia, Africa, Latin America and the Caribbean and CIS States. He is

experienced in economic and financial analysis, agricultural project identification, project-preparation, appraisal and evaluation and cost-benefit analysis. Although mainly natural resource based he has completed missions that have included fisheries, sustainable livelihood analysis, business development planning, environmental economics, irrigation and water economics, agricultural economics, small farm business development and management improvement. He has worked with, led and managed multi-disciplinary consultancy teams for bilateral and multilateral agencies as well as the private sector. A recent consultancy was as Project Design Economist for DFID in Bangladesh on the “Chars Livelihoods Project”. He has undertaken numerous project management and supervisory missions for UNDP, DFID, EC, Tacis, Phare, IFC and Dutch Aid-Senter. He lead the team that conducted the MTE ECFC in November 2003.

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***Dr Harunur Rashid – Financial Management and Auditor Expert:***

Dr Rashid is a Project Financial Management Specialist / Donor Reporting Specialist. He completed his studies in commerce and accounting at the University of Dhaka and his PhD at the University of Calcutta, India in 1987. His subsequent education was in Advanced Research Methodology, Bureau of Economic Research, University of Dhaka, Introduction to Data Processing, Department of Statistics, University of Dhaka and Financial Management Training Methodology, BASC, Dhaka and MAS, USA. His consultancies have concentrated in recent years on NEX implementation modalities in Bangladesh for UNDP. Other consultancies have included work for DFID in Vietnam and the Philippines covering the design of evaluation methodology, field Survey and report management. Dr Harunur Rashid has published widely on the subjects of corporate accounting and social responsibility as well as credit and loan systems in Bangladesh. He is also a member of various Bangladesh and international accountancy associations and is also the In-Country Director, Marie Stopes Clinic Society, Bangladesh (Partner, MSI UK). He continues to be Senior Lecturer at the University of Dhaka in accountancy and corporate responsibility.

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***Dr SP Ghosh – Horticulture Expert***

Dr Ghosh is a highly experienced horticultural specialist. He completed degrees in agriculture and horticulture both in India and then subsequently in Russia where he undertook a PhD at the Timiriazev Agriculture Academy, Moscow. He has successfully completed various assignments as Team Leader for FAO, AsDB and the World Bank in Asia and the Pacific and maintains strong working relationships with the Indian Council of Agricultural Research (ICAR), New Delhi where he was until

2000 their Deputy Director General for Horticulture. Until recently he was Senior Horticulture Programme Development Expert, in Bangladesh for IHND before being programmed to take up a the position of Team Leader/Agriculture Project Management Specialist for the Ministry of Agriculture on the AsDB financed Northwest Crop Diversification Project.

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