

**Local Level Institutional Arrangements
in ECFC Project**
a case study

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(PDO-ICZMP)**

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FOREWORD AND ACKNOWLEDGEMENTS

PDO-ICZMP focuses on the development of **models of good practice to enhance the capacity of communities to improve their livelihoods** (output 4). An important task of this component is to translate the general objectives of ICZMP into practical priority actions that effectively contribute to the achievement of the overall goal of reducing poverty and vulnerability in coastal areas. This is a continuous process in which inventories, surveys, case studies and piloting are essential to help in the identification and formulation of priority actions.

Based on practical experiences, models of good practice will be designed. It is strongly felt that the ongoing efforts in different parts of the coastal zone are crucial in the future development of decentralized resource management for enhancement of livelihoods.

Local level institutional arrangements in the project on Empowerment of Coastal Fishing Communities (ECFC) for Livelihood Security implemented by the Department of Fisheries with assistance from FAO and UNDP has been found innovative and promising and an attempt has been made to do a case study of this initiative.

Within the limited scope of time and resources, the case study was accomplished during May-July 2003. There are few project (ECFC) documents, which have highlighted relevant institutional issues. An attempt has been made here to compile and synthesize them, so that these can be used in a coherent manner. A few focus group discussions (FGD) with the fishers and discussion with the ECFC project team were held to get a better perspective. However, this exercise should not be viewed as an evaluation of the ECFC project, nor it has ever been the intention. The purpose of this case study is to have a better insight about the institutional process in ECFC project in order to learn lessons for a coastal development strategy and to build on what have been found successful, achievable and replicable.

Members of the ECFC project team positively contributed to the study through discussion, sharing project information and arranging FGDs in the field. Dr. Dilip Kumar (Team Leader) was instrumental from the outset. He actively participated in the design of the study and guided the whole exercise to the end. Dr. Muslehuddin Ahmed (National Project Director) also provided guidance through discussion and facilitation. Besides, Mr. Ashok Kumar Das (Deputy National Project Director), Mr. Mohammad Hasan (Senior Upazila Fisheries Officer), Dr. Wazed Ali Shah (Monitoring and Evaluation Expert), Mr. Faruq Ahmed (Socio-Economist), Mr. Apurba Krishna Dev (Coastal Aquaculture Specialist), Mr. Nasir Ahmed (Marine Fisheries Officer), Ms. Shaoli Jharna and Mr. Sohel Ahmed (Social Mobilization Officer) may be particularly mentioned in this respect. Last but not the least, members of the VOs provided valuable information and insight in the FGDs without which this study would not have been possible. All these contributions are acknowledged with gratitude.

Local Level Institutional Arrangements in ECFC Project

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ACRONYMS

ADAB	Association of Development Agencies in Bangladesh
AGM	Annual General Meeting
AIGA	Alternative Income Generating Activities
ASA	Association for Social Advancement
BCAS	Bangladesh Center for Advanced Studies
BDPC	Bangladesh Disaster Preparedness Center
BELA	Bangladesh Environmental Lawyers Association
BoBP	Bay of Bengal Program
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
CCF	Country Cooperation Framework
CDS	Center for Development Services
CDS	Coastal Development Strategy
CNRS	Center for Natural Resources Studies
DFID	Department for International Development
DNPD	Deputy National Project Director
DoF	Department of Fisheries
DPHE	Department of Public Health Engineering
EC	Executive Committee
ECFC	Empowerment of Coastal Fishing Communities
Env. & Forests	Environment & Forests
EPI	Expanded Program on Immunization
ERD	Economic Relations Division
FAO	Food and Agriculture Organization of the United Nations
FGD	Focus Group Discussion
FMO	Fisheries Management Organization
GMF	Grameen Matsya Foundation
ICZM	Integrated Coastal Zone Management
ISDE	Integrated Social Development Effort
LGED	Local Government Engineering Department
LGRD	Local Government Resource Division
LoA	Letter of Agreement

MoFL	Ministry of Fisheries & Livestock
NGO	Non-Government Organization
NPSC	National Project Steering Committee
OSAD	Organization for Social Action and Development
PDO	Program Development Office
PMU	Project Management Unit
PPW	Participatory Planning Workshop
PRA	Participatory Rural Appraisal
RIC	Resource Integration Center
SLF	Sustainable Livelihood Framework
SP	Service Provider
TAG	Technical Assistance Group
TARD	Technical Assistance for Rural Development
UHPO	Upazila Health and Family Planning Officer
UN	United Nations
UNDP	United Nations Development Programme
UNO	Upazila Nirbahi Officer
UPIC	Upazila Project Implementation Committee
VDC	Village Development Committee
VDF	Village Development Fund
V-MIS	Village Management Information System
VO	Village Organization
WATSAN	Water & Sanitation

GLOSSARY

Bahaddar	Owner of fishing boat
Bazar	Market
Chanda	Subscription / extortion
Company	Owner of more than one boat
Dadondar	Provider of loan; traditionally acts as moneylender cum trader
Goloigga	Second in command in fishing boat
Gram Sarkar	Village government
Jailla	Fisherman
Jaladas	A Hindu caste engaged in fishing
Jele	Fisherman
Kaibarto Jaladas	A caste of Hindu community
Keang	Buddhist temple
Lakshmi	Hindu Goddess of wealth
Madrassa	Muslim religious School
Mahajan	Traditional moneylender
Majhi	Chief fisherman in fishing boat
Mandir	Hindu temple
Masjid	Mosque
Mastan	Muscleman
Matsyajibi	Fisherman
Nag pi	Fish paste
Nath	A Hindu caste
Para	Neighborhood
Puja	Hindu religious offering/festival
Purdah	Social seclusion (for women)
Rakhayan	An ethnic community
Samity	Cooperative society; association
Sardar	Traditional leader
Saree	Traditional dress of woman
Salish	Traditional court for mediation
Samaj	Traditional/informal institution
Soudagar	Trader
Union	Administrative unit under upazila comprising several villages
Union Parishad	Local Government at the union level
Upazila	Administrative unit under district comprising several unions

1. INTRODUCTION

1.1 Context

One of the main outputs of the Integrated Coastal Zone Management Plan (ICZMP) project will be a Coastal Development Strategy (CDS) and one of the building blocks or element that will feed the CDS is “community capacity to enhance livelihoods” (Output 4). Within this framework models of good practices (Output 4.3) are being explored. The case study on the institutionalization process of the Empowerment of Coastal Fishing Communities for Livelihood Security (ECFC) project has been undertaken with the objective of better understanding of the local level institutional setting in a particular context (Output 4.2).

1.2 General description of the ECFC project

ECFC project (BGD/97/017) was launched in December 2000. Department of Fisheries (DoF) under the Ministry of Fisheries and Livestock (MoFL) is the executing agency of the project while FAO is the UN implementing agency, which provides technical assistance to the project (Project Document, 2000). The project is funded by the UNDP. The budget of the project is US\$ 5.89 million (UNDP Bangladesh, 2003). Following sub-sections describe some important aspects of the project.

1.2.1 Background

The need to improve the livelihood conditions of the coastal fisherfolk community was first sensitized in the late 80’s when a survey on marine fisheries was carried out under FAO funded Bay of Bengal Program (BoBP). This was followed by a workshop organized by the DoF in 1994, which recommended for immediate intervention. ECFC project was initiated based on the experiences and lessons learnt through these efforts and it is the first initiative of this kind.¹

1.2.2 Geographical and population coverage

The project aims to enable and facilitate participatory community based fisheries management and sustainable livelihood development of coastal fishing communities in all eight Upazilas of Cox’s Bazar district (see Figure 1).²

Women and men from coastal fishing communities are the primary target group of the project. The target households are those from which members undertake fish catching activities in the sea, along the shore, in the channels and in the estuaries. They include fishing laborers and artisanal boat owners and their families. The project covers around 30,000 households (ECFC, 2002a).

ECFC project has developed some basic criteria for the selection of fishing villages (for details see Appendix A). The selection criteria in the first spell were:

- ◇ Villages in which at least 70 percent of the households depend primarily on fishing in coastal waters for their livelihoods;
- ◇ Where majority of the families are resource poor and landless; and
- ◇ Villages deprived of the benefit of development projects.

¹ ‘Under the Country Cooperation Framework (CCF), UNDP has taken up such project for the first time in Bangladesh that provides community level interventions to empower the highly deserving group of most disadvantaged and highly vulnerable section of rural poor’ (quoted from Ahmed and Kumar, 2001).

² There were seven upazilas at the outset. Later, a new upazila named Pekua was constituted comprising some unions of Chakaria.

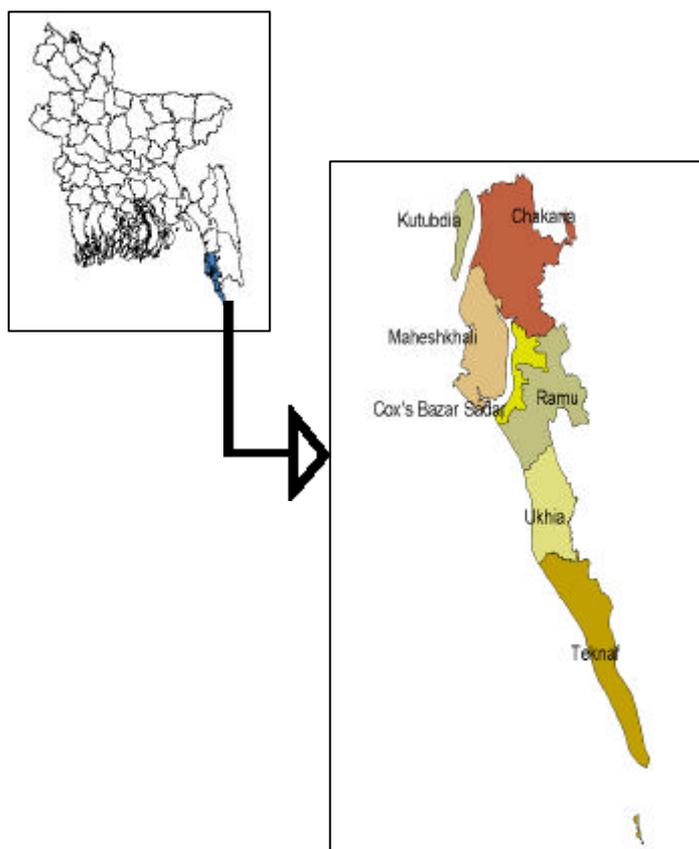


Figure 1: Project area of ECFC

For selection of the villages for the second spell the criteria's have been elaborated as follows:

- ◇ The village should be inhabited by at least 60 percent fisher households;
- ◇ Households are resource-poor and have low income;
- ◇ Households are landless (owning not more than 0.5 acre); Villages are mostly deprived of development efforts, either from Government or NGOs; poor infrastructure; poor health, WATSAN and education facilities;
- ◇ Homogeneity of conditions among fishers; no sharp social and economic stratification; willingness to participate in development work.

The distribution of fishing villages under the project is shown in Table 1.

Table 1: Fishing villages in ECFC project

Upazila	First spell (2001-2003)	Second spell (2003 onwards)	Total
Cox's Bazar Sadar	7	7	14
Chakaria	9	21	30
Pekua		22	22
Kutubdia	6	9	15
Moheshkhali	4	11	15
Ramu	1	0	1
Ukhiya	3	0	3
Teknaf	7	10	17
Total	37	80	117

Source: ECFC, 2003a

1.2.3 Project objectives

The main objective detailed out in the Project Document (2000) of ECFC is “to promote the livelihoods security of the poor through access to assets and resources” (for details see Appendix B). This is accompanied by three immediate objectives as follows:

- ◇ 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;
- ◇ 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; and
- ◇ to facilitate sustainable conservation and management of coastal marine and estuarine fisheries resources and habitats, through strengthening of participatory, stakeholder and community based approaches, organization and empowerment of communities and promotion of alternative income generation opportunities.

1.2.4 Project management institutional arrangement

The DoF is implementing the project. It works closely with other concerned government departments and ministries, NGOs, financial institutions and selected private sector organizations.

At the national level, a National Project Steering Committee (NPSC) provides overall guidance and direction to the project. The Secretary of the Ministry of Fisheries and Livestock chairs the NPSC and the National Project Director is the Member-Secretary. The NPSC has senior policy-level representatives from concerned agencies, like, DoF, FAO, UNDP, ADAB; key concerned Ministries (ERD, Planning, Fisheries & Livestock, Agriculture, LGRD, Environment & Forests, Land, Water Resources, etc.). The committee meets once in six months.

The National Project Director who is based in Cox’s Bazar district heads a Project Management Unit (PMU). He is supported and assisted by DoF officials at the district and upazila levels and a Technical Advisory Group (TAG) provided by the FAO. PMU meets once in a month with all the officials of DoF, TAG members and coordinators of partner NGOs (a sample minutes of the meeting is presented in Appendix C).

District level concerned GO and NGO officials meet bimonthly to review progress, to discuss issues of coordination and to facilitate the implementation of project activities.

The Upazila Project Implementation Committee (UPIC) is comprised of representatives of Village Development Committee (VDC) of each participating village, concerned *Union Parishad* members, the Deputy National Project Director (DNPD), representatives of government extension and services agencies (e.g., BRDB, Department of Social Services, Directorate of Agriculture Extension, LGED, Health & Family Planning, etc.) at the Upazila level. The UPIC meets quarterly chaired by the Upazila Nirbahi Officer (UNO). The Upazila Fisheries Officer acts as the Secretary of the UPIC.

The project has contractual agreements with thirteen NGOs. They are involved in implementation of different project components (see Table 2).

Table 2: Sectoral distribution of partner NGOs

Sector	Service Provider
Social mobilization	GMF; Bastab
Primary Health Care, Water & Sanitation	RIC; CDS
Community Based Fisheries Management	CNRS; BCAS
School Based Primary Education	OSAD; Catalyst
Alternative Income Generation	TARD; Tribedi
Disaster Preparedness	BDPC; ISDE
Legal Aid Support	BELA

These NGOs are termed as Service Provider (SP). The service providers and the project staff sit in quarterly “Participatory Planning Workshop (PPW)” and “Monthly Coordination Meeting” with the VDC members (for a sample PPW Plan, see Appendix D).

1.2.5 Project component and activities

The project components and activities are briefly described in the following paragraphs (ECFC, 2002a):

- ◇ *Social mobilization*: including mobilization, motivation and formation of village organizations (VOs) in the fishing communities; form management committees of the VOs; develop by-laws and constitutions; assist the members in handling financial resources; training on organization management, leadership development, conflict management; aware the fishers on their rights;
- ◇ *Alternative income generation activities*: including technical and management training; identify and assess market potential; establish market channels; establish linkage with input providers; preparation of cost and revenue plans for successful activities; promote ‘community activists’ to facilitate/coordinate livelihood activities;
- ◇ *School based primary education*: develop and operate schools for community children primarily the girls; assist the graduates in getting admitted in the local school; facilitate the formation of School Management Committee within the community for proper management of the schools;
- ◇ *Primary health care*: identify the areas where additional primary health care services are required; establish an effective chain with local hospitals/health centers; including skilled community activists; ensure effective services of expanded program on immunization (EPI) for the children in collaboration with VO leaders and UHFPO; training on primary health care issues;
- ◇ *Water and Sanitation*: Identify the existing support services of government and NGOs; analyze perceptual issues, practices, attitude of the community towards sanitation aspects; train up community members on WATSAN and hygiene issues; carry out a survey on the arsenic level of the tube-well water; assist community members in constructing cemented platform and drainage line; work closely with the Upazila level DPHE office;
- ◇ *Disaster preparedness*: including vulnerability analysis and coping mechanisms study; awareness raising on preparedness and preparation of local emergency action plans (using the models developed by Disaster Management Bureau); disaster management related training; facilitate formation of community level disaster management committee;

- ◇ *Legal awareness and support*: legal aids for claims related to business, accidents, family laws, insurance, etc.; legal awareness on family laws; awareness building on Rights and privileges related to fisheries activities;
- ◇ *Support to renewable energy based utility appliances*: assess and review available energy based utility appliances; identify possible areas where such appliances could be installed; design, establish demonstration plot and training on biogas, solar drier, solar cooker, solar powered lighting and other electric appliances;
- ◇ *Community based fisheries management*: includes assistance for the VDCs to come with the plans for conservation and management of coastal/marine resources; assist communities with participatory review of current fishing practices; identify ‘critical coastal/marine areas’ and identify measures for preservation/protection of the species; develop an action plan to protect coastal resources from destruction at larval stage; create mass awareness against on-going massive pollution in the coastal areas of the country; evaluate effectiveness of present licensing system of the mechanized and non-mechanized fishing boat; etc.

1.3 Study Objectives

Main objective of the case study is to understand the ongoing institutional arrangement at the local level facilitated by ECFC Project with focus on its sustainability. In this context, answers are sought to the following questions.

- How management arrangement and activities at a local level can contribute to enhancing household livelihood conditions?
- What are the promising functional arrangements between the main institutional actors?
- What role the local functional organizations / institutions play in the overall socioeconomic development of the fishers?
- How the institutions operate within the broader framework of the local governance?
- Does UP/other local government structure facilitate or obstruct the functioning of the local institutions?
- How to make local institutions more responsive and sensitive to vulnerable groups and weaker sections of the community, like the poor and the women?
- How to deal with the issues of legal and social acceptability of these institutions?
- How the local institutions can be effectively linked vertically and horizontally?
- How the structure can operate within a complex milieu of institutions and formations including NGOs, formal and informal social institutions and government extension agencies?
- How to deal with the financial viability of the institutions?

1.4 Methodology

For analyzing the local level institutional arrangement of the ECFC project, following main sources of information were used:

- ◇ Focus Group Discussion (FGD) with the local level functional institutions;
- ◇ Interview with the fishers;
- ◇ Discussion with project personnel;
- ◇ Project documents; and
- ◇ Relevant documents from other sources.

During the months of May and June of 2003 the FGDs and interviews were been carried out. FGDs were carried out in three locations (Kutubdia, Teknaf and Chakaria). In Teknaf and Chakaria, FGDs were conducted separately with male and female VOs, while a joint FGD was conducted in Kutubdia (see Table 3). During the field visits, discussions with the project officials, NGO people and field level staff of Department of Fisheries contributed substantially to prepare this report.

Table 3: Schedule of FGDs

Date	Place	VO participant			Others	
		Male	Female	Total	PDO-ICZMP	ECFC
25/5/2003	Dakshin Kaibartopara Matsyajibi Sangathan , Kutubdia	11	8	19	2	2
26/5/2003	Bahar Chhara Para Purush Matsyajibi Sangathan, Teknaf	10	NA*	10	2	2
	Bahar Chhara Para Mohila Matsyajibi Sangathan, Teknaf	NA	12	12	1	1
26/6/2003	Laikhharchar Jaliapara Purush Matsyajibi Sangathan, Chakaria	20	NA	20	1	2
	Laikhharchar Jaliapara Mohila Matsyajibi Sangathan, Chakaria	NA	17	17	1	2
Total		41	37	78		

* NA = Not Applicable

1.5 Structure of the report

In Chapter 2 structure and functioning of the institutions facilitated by the project has been described. Chapter 3 presents the activities of the institutions. Chapter 4 describes the processes involved in the functioning of the institutions. Chapter 5 describes gender issues and Chapter 6 illustrates the constraints in the proper functioning of the institutions. Chapter 7 scrutinizes the sustainability issues of the institutions. Chapter 8 presents a synthesis and lessons learned.

1.6 Review process

The draft report has been shared with members of the PDO/WARPO and ECFC project teams. Their comments and suggestions have been incorporated in finalizing the study. Review meetings were held with concerned members of the ECFC project team on 26-27 July for discussion and validation of the report.

2. LOCAL INSTITUTIONS

2.1 Structure

The project is facilitating formation of four different types of institutions at different tiers. At the *para*/village level, The Village Organization (VO) is considered as a basic pillar for social mobilization and empowerment of fishing community. VOs are formed separately for men and women.

The project considers the Village Development Committee (VDC) as one of the most important platform for coordination of activities undertaken by male and female VOs. The VO members organize themselves into a VDC. VDC collectively addresses and manages the needs and concerns of several communities that constitute a village. The VDC is a decision-making and advisory body, which represents all VOs within a village.

Under the purview of the VOs and VDCs different types of groups may be included, like Fisheries Management Organization, Community Health Activists, School Management Committee, IGA activists, Small Entrepreneurs Group, Volunteer of Disaster Preparedness, etc.

These two tiers of institutional arrangements (VO and VDC) are functioning in most of the project area. The project is also facilitating formation of fishers' network at the upazila and district level. At the Upazila level, Upazila Network is formed and at the district level, Fisher's Federation has been formed. Figure 2 illustrates the structure.

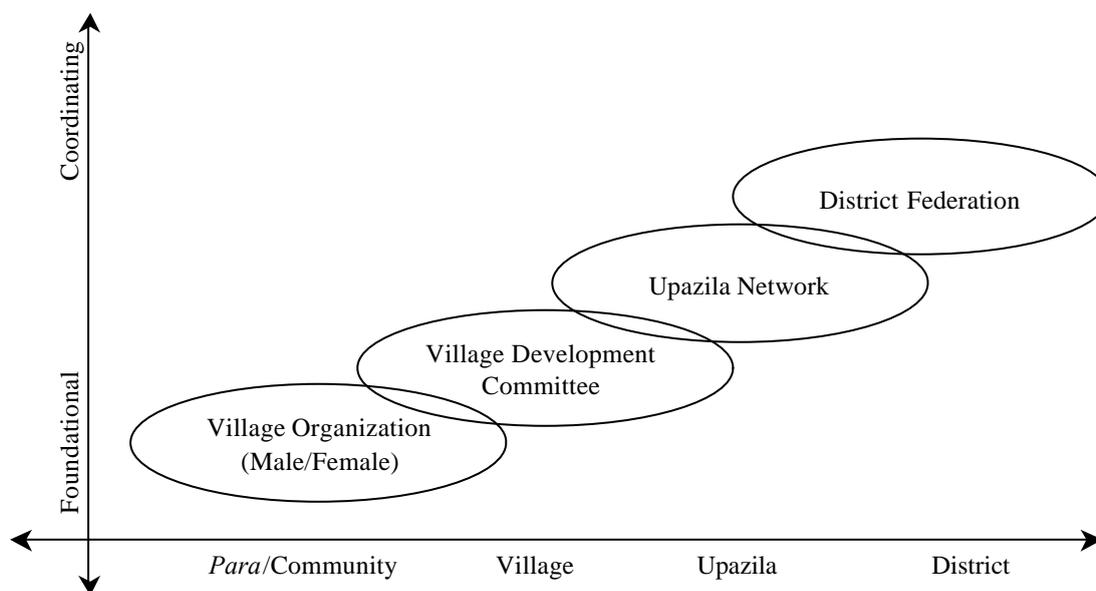


Figure 2: Types of institutions facilitated by ECFC project

Upazila Network at the upazila level has been recently constituted. This process was completed in July 2003. A Upazila Network consists of seven members (President, Vice President, Secretary, Treasurer and three members). Of the seven members, at least three should be women. The members are elected from and by the VO Executive Committee members. To maintain equitable distribution of portfolios among the VOs and VDCs only one person from a certain VO/VDC can compete for a certain portfolio and when there are too many VOs/VDCs, clusters of nearby VOs/VDCs are formed (ECFC, 2002b).

At last stage of the institutional ladder, upazila network members met in a general meeting on 12 August 2003 and formed a District Federation (DF) to coordinate and liaison at the district level. A nine-member committee was formed with a President, a Vice-president, a Secretary, a Treasurer and four Members.

Moreover, for sustainable conservation of fisheries resources different gear-based Fisheries Management Organizations (FMOs) at the district level are in the process of formation. Depending on the gears used by the fishers, like – Estuarine Set Bag Net, Marine Set Bag Net, Gill Net, Beach Seine, Traps and Longline, six FMOs have been proposed. These organizations will be comprised of the fishers using the specific gear. They will analyze the fisheries situation and identify conservation measures.

So far, 218 VOs and 77 VDCs have been formed in 117 villages. The highest number of VDCs are in Chakaria upazila (96), followed by Moheshkhali (34) and Kutubdia (30). There are efforts to form as many women's VO as possible (see Table 4).

Table 4: Status of VOs and VDCs as of June 2003

Upazila	No of Villages	No. of VOs			No. of VDCs	Savings of VOs (Tk)
		Male	Female	Total		
Cox's Bazar	14	14	14	28	10	196,750
Ramu	1	2	2	4	1	19,150
Ukhiya	3	3	3	6	3	22,430
Moheshkhali	15	18	16	34	15	91,585
Kutubdia	15	15	15	30	8	126,621
Chakaria*	52	48	48	96	32	254,399
Teknaf	17	12	8	20	8	79,850
Total	117	112	106	218	77	790,785

* include Pekna upazila

Source: ECFC (office records)

2.2 Steps of formation

2.2.1 Village Organization

The project has definite approach and steps for the formation of VOs, like – identification of community focal point, conducting several sessions of PRAs and selection of office-bearers. In the first round of PRA, sessions are conducted separately for men and women for rapport building; participatory assessment of fisheries resources and fishing related activities; understanding of livelihood pattern and social setup; identification of problems and assessment of needs; motivating and making them realize the need for getting themselves organized.

For the selection of the members of the VOs, some criteria have been emphasized. It has been mentioned in the Framework of VOs (ECFC, 2002b) that the membership will be basically confined to the persons :

- ◇ who are permanent resident of the area; depends exclusively / partly on fishing or fishery related activities for their livelihood; part time fishers should spend at least 100 labor days in fishery related activities;
- ◇ age ranges between 18-60;
- ◇ who are absolutely or functionally landless and should not possess more than 0.5 acre of land;

- ◇ monthly income not more than 2,000 taka (during lean fishing period) and 4,000 taka (during peak fishing period);
- ◇ if illiterate, s/he should be enthusiastic to be literate through adult education program;
- ◇ acceptable to the wider community of the village; should not be a criminal or be involved in torture, repression, illegal divorce, fraudulent activities, hijacking, etc.;
- ◇ abide by rules and regulations of the organizations;
- ◇ interested to take active part in development and collective actions as and when required;
- ◇ interested in savings and attending meeting of the VO; and
- ◇ have solidarity and team spirit.

Usually after 15 days of the first PRA, second session of PRA is organized in the same community to make them realize the need and purpose of the organizations; participatory review of similar organizations formed in the past; causes for their collapse and enlisting mistakes to be avoided; setting quality standard for the executive committee members and office bearers and identification of potential persons and facilitating formation of VOs separately for men and women.

For the selection of VO Executive Committee, open meetings are conducted with men and women separately. The portfolios are confined to the genuine fishers, men and women.

2.2.2 Village Development Committee

For formation of VDC, representatives are selected from the VOs of the concerned village. Generally project officials convene a mass meeting where all the members of the VOs are present. In that meeting, they select the members through vote by raising their hands. From each VO, one to three member (s) can be nominated for the formation of VDC. Initially the committee is selected for a period of two years.

2.3 Role of facilitating agencies

The DoF staff at the upazila level motivates the people of the communities in organizing themselves into VOs. Initially, it took them several visits to the community to motivate them by explaining the benefits of being organized and forming groups. Prior to this, the officials identify focal points or contact persons for each village/community who help them in the motivational process. The project has developed selection criteria for Village Focal Points (Ahmed and Kumar, 2001). These are:

- ◇ active in social work;
- ◇ involved in decision making at the village level;
- ◇ have religious influence;
- ◇ acceptance in the community;
- ◇ good relation with upazila offices and Union Parishad;
- ◇ can contribute in terms of time, material and other resources;
- ◇ well associated with organizations/cultural activities;
- ◇ having high reputation;
- ◇ remain attached with village development activities;
- ◇ representative of poor and womenfolk;
- ◇ honest; and
- ◇ educated (not essential).

In December 2002, a Letter of Agreement (LoA) was signed with two NGOs (GMF and Bastab) to provide services to the Social Mobilization Component of the project. According to the Terms of Reference they facilitate the communities in organizing VOs and VDCs.

After the initial formation of the institutions, the Service Providers (SPs) play an important role. They facilitate the VOs to select interested individuals for receiving training and form groups with them.

The original idea was that the NGOs would form local level institutions (VOs and VDCs). Because of procedural delay in contracting NGOs, the project staff themselves started forming these institutions (the first spell institutions). NGOs have initiated project implementation from January 2003 and they took over the facilitating role of building institutions.

2.4 Mandate

The VO is in a position to execute certain decisions and undertake certain activities supported by the majority of the members with a view to achieve the following objectives (ECFC, 2002b):

- ◇ unite the poor and marginal fisherfolk of the area so that they can raise their voice and attain collective bargaining power for the welfare of the community;
- ◇ identify and assess resources available locally and take individual and collective measures for additional / alternative income generating activities (AIGAs) so that their dependence on the depleting/stressed marine fisheries resources is reduced and simultaneously the standard of living is upgraded;
- ◇ organize training for the members for enhancing skill for income generating activities;
- ◇ assist the members in creating marketing channels so that the members can get fair price of their products;
- ◇ assist in developing habit of savings among the group members;
- ◇ assist in eradication of illiteracy from the village;
- ◇ assist in sustaining ethnic culture;
- ◇ assist in undertaking development works so that condition in the arena of community health, nutrition, cleanliness, sanitation, supply of potable water, family planning etc. improves;
- ◇ assist in developing and sustaining leadership qualities, confidence, awareness and responsibilities of the members;
- ◇ assist in developing sense of solidarity among the members so that they come forward to take collective actions so that the social dignity and self-respect of the community members is enhanced;
- ◇ assist in networking with other similar organizations and take part in implementing different activities of the project; and
- ◇ assist community members in conflict resolution.

To address the problems, different kinds of groups or organizations emerge which are collective enterprises within the VOs, for the provision of various social services and for community based management of natural resources.

In defining the mandate of the VDC it has been mentioned in the Framework of VOs (ECFC, 2002b) that 'the VDC is the local apex body which plays the role of mediator / communicator / negotiator among the VOs of that village. VDC takes proactive role in decision making process in case of any issue that affects the whole village.' However, VDCs also perform following tasks:

- ◇ Facilitate consultation among the people of the village/community;
- ◇ Initiate village level welfare and development projects and activities;

- ◇ Promote and manage collective action to address community/village problems, like – building of link roads within the village, organize periodic medical camps, etc.;
- ◇ Mobilize resource to manage the Village Development Fund (VDF) to support village development initiatives; and
- ◇ Take responsibility for the upkeep and development of the Village Resource Center.

2.5 Working procedure

Meeting interval of the VOs primarily depends on the community decision as the availability of the fishers is influenced by the fishing period. Procedures are as follows.

- In the VO framework, at least a fortnightly meeting is suggested in the first year (ECFC, 2002b). Later frequency can be decided in consultation with the VO members.
- Meeting should be held in presence of at least 50 percent of the members. If a regular meeting is to be cancelled due to unavoidable circumstances, the Secretary informs two days beforehand.
- Executive Committee can organize an urgent meeting after serving notice 24 hours beforehand.
- At the end of each fiscal/calendar/Bengali year, an Annual General Meeting (AGM) is organized. The VO President chairs the meeting; the EC members submit their annual performance report and discuss on their successes and failures. Annual budget, expenditures and financial proposals is discussed in the AGM and approved by minimum two-third majority of the general members.
- VDC meets bi-monthly. The President of the VDC convenes the meeting.

For fortnightly meetings, members of female VOs sit inside the house due to cultural practices. In some areas it is necessary to have female project officials to motivate the females properly³.

Day to day livelihood activities influence the functioning of the institutions. Meeting dates are fixed depending on fishing time. Fishers go out for fishing in the Bay, usually for a period of 10-15 days at a stretch. Sometimes, some fishers are out for fishing for 5-6 months and the meetings cannot be held during this period.

2.6 Management and accountability

2.6.1 Village Organization

Each VO has an Executive Committee (EC). A “Framework for Formation, Functioning and Management of Village Organizations of Coastal Fisherfolk” was formulated in April 2003 and VOs are currently being reorganized following this framework by the SPs (NGOs). According to the framework, the EC may have seven to eleven members. Among them are one President, one Vice-President, one General Secretary, one Treasurer and four to seven EC members. According to the framework of VOs, the responsibilities of the EC are (ECFC, 2002b):

- ◇ opening and maintaining bank account, money collection and expenditure;
- ◇ updated account keeping on income and expenses and updating information on the resources and properties of the VO;
- ◇ annual auditing and submission of accounts in the annual general meeting;

³ It should be mentioned here that four out of seven Social Mobilization Officers (SMOs) are female and 50% of the Community Organizers are female.

- ◇ proper maintenance and documentation of all records and registers;
- ◇ organizing AGM and events of common interest;
- ◇ operating savings schemes, taking proper steps for undertaking IGAs, marketing of products and loan recovery;
- ◇ maintaining solidarity and cohesion within the group;
- ◇ building awareness about importance of community based resource management and conservation of resources; and
- ◇ establishing and maintaining linkages and co-operation among VOs within a village and also among male and female VOs.

2.6.2 Village Development Committee

The roles and responsibilities of the VDCs are defined shallowly. But as the main objective of the VDCs is to coordinate the interests of the VOs (Project Document, 2000) the members of the VDCs have to perform some activities, like

- ◇ Manage and operate Village Development Fund and Village Resource Center;
- ◇ Coordinate the activities of the partner government agencies and NGOs;
- ◇ Convey the needs and demands of the VOs in the coordination and planning meetings; and
- ◇ Manage various conflicts within VOs.

2.7 Linkages

Local level functional organizations maintain formal and informal linkages with various types of institutions at different levels. In the formal institutional arrangement of the project four different types of actors could be recognized:

- ◇ individuals at the community level (fisher men and women, children, youth, etc.) who form groups for different income generating activities and for obtaining services from the SPs;
- ◇ institutions (VO, VDC, Upazila Network) formed by the community and facilitated by the project;
- ◇ agencies (government departments like DoF, BRDB, LGED, etc. and NGOs); and
- ◇ individuals at agency level (officers of concerned departments and NGOs, UNO, UFO, etc.).

VDC is the foremost important point for the fishing community for linking with formal institutions like government agencies and NGOs. In the quarterly meeting of the UPIC, the VO representative sits with the concerned officers of government agencies at the upazila level. In the Participatory Planning Workshop (PPW) the representatives from the VOs interact with the SPs (NGOs) to design activities for the following months. Monthly coordination meetings are used for coordinating and monitoring the activities of the SPs.

Officially there is no linkage arrangement of VOs / VDCs with other local level institutions (like, School Management Committee, Bazar Committee, Disaster Management Committee, etc.). But members of the VO or VDC may be the members of these committees. Sometimes, the VOs use *madrassa* or school as venue for training and other meetings and they have to take permission from the concerned management committee.

Also there is no established and regular link with the Union Parishad. But, in some committees facilitated by the SPs, Union Parishad Chairman or Members are included. For example, ISDE is

facilitating formation of Village Disaster Preparedness Committee where UP Chairman is the President of the committee. The project from the very beginning deliberately kept the UPs out of the institution building process apprehending “undue interference and hegemonic influence” of the UP stalwarts, assuming that the VOs and VDCs at the formative stage would be too weak to withstand the pressure and influence of the UP leaders. Linking with the UP might be considered at a later stage.⁴

2.8 Legal status

The VO or VDC is not registered with any department. The DoF facilitates the formation of these groups under the purview of general rules and agreements of the project.

2.9 Level of participation of poorer sections

The participation of the poorer section of the society has been particularly emphasized by the project. The aim of the formation of local level institutions is to organize the poor and marginal fishermen and women of the village to empower them so that they can analyze their own situation, develop realistic plans and implement development actions for their own and collective welfare. So, in the selection of the members of the VOs emphasis have been placed on the economic criteria. Membership is basically confined to the members of the households with lower economic status (ECFC, 2002b).

⁴ This has been revealed in discussions with the project officials.

3. ACTIVITIES

3.1 Planning

3.1.1 Village Organization

VOs identify their needs and develop their procedures and by-laws with the facilitation of the project. VO identifies possible alternative income generation options and accordingly training needs are identified. Apart from income generation objective, the VOs identify training needs for capacity building on primary health care, disaster preparedness, management of accounts, etc.

VO identifies individuals for training. They select the members of the organizations who will receive training given by the Service Providers on various issues, like, fish cultivation, cow fattening, homestead gardening, poultry rearing, food processing, sewing, fish drying, net making, primary health care, disaster management, etc. In some cases, the VO selects individuals to become Community Activists, who receive in-depth training. They provide training to other villagers and are expected to provide the services after the withdrawal of the SPs.⁵

VO leaders participate in the training depending on the nature of training, like, leadership training, management of accounts and office expenses, etc. In some trainings, like, community based disaster management, dry fish processing etc., the whole community participates.

VO decides where the services interventions will take place, like, selection of site for hatchery, selection of ponds for fish cultivation, selection of yards for vegetable gardening, identification of area for mangrove plantation, site selection for nursery, etc.

VO members participate in the baseline survey, resource mapping, village mapping, PRA and related project activities.

VO members / representatives (office bearers) participate in the participatory planning exercises of GOs and NGOs at Upazila level, which is held quarterly. They also participate in the monthly project progress review meetings.

3.1.2 Village Development Committee

VDC in the monthly coordination meeting identifies possible interventions for the following month in accordance with the quarterly plan.

To generate Village Development Fund through working schemes, the VDC prepares income-generating schemes. Presently, the budget is provided by the project with a condition that 20 percent of the cost should come from the VDC.

3.2 Managing activities

3.2.1 Village Organization

VO collectively takes decision regarding savings deposit. The rate is fixed by the VO members, which usually ranges from 10 to 20 taka per month. Up to June 2003, 218 VOs have accumulated taka 790,785, averaging taka 3,620 per VO (Table 4). VO maintains an account in a local bank. Before withdrawal of any amount of money from the account it has to be discussed in the meeting and signature of the President, Secretary and Treasurer are required to draw money from the account.

⁵ These activities have started recently following recruitment of the NGOs.

VO withdraws money required for special purposes like, buying of nets, helping distressed fisher at a rate fixed in the general meeting.

VO members decide about the inclusion of new members in the organization. Upon general consensus, decisions regarding inclusion of new members are taken.

VO coordinates the management of the income generating activities undertaken by VO members, for example, vegetable gardening, fish cultivation, tree plantation, etc. One half of the income earned through these activities accrues to the VO account and the rest is kept by the members doing to the activity.

VO gives loan at low interest rate to the members to undertake short-term income-generating activities.

VO looks after the infrastructures and facilities (like, hatchery, solar panel) provided by the project through partial contribution from VOs.

The knowledge gained from various trainings by the members of the VO is shared and discussed in the fortnightly meetings of the VOs.

3.2.2 Village Development Committee

VDC coordinates the activities implemented by government departments and SPs. In the UPIC, government departments review plan of activities, where VDC members also participate.

The activity plans prepared in the PPW are reviewed in the monthly coordination meeting, where VO represents and share with all the GO / NGO partners at Upazila level.

VDCs are taking initiatives to generate income, like establishment of hatchery, solar panel, etc.

VDC operates and manages Village Management Information System (V-MIS), though at a small scale. In future, they have plans to improve the efficiency. The project has a plan to establish Village Resource Center, which would be managed by the VDC. The project would facilitate the formation of Village Development Fund, which would be operated by the VDC.

3.3 Monitoring and evaluation

3.3.1 Village Organization

VO monitors the transactions of the VO fund. Before drawing any amount of money from the VO account, a general meeting has to be held and consent of at least two-third of the members are required in favor of a decision and it has to be written in the resolution book. Moreover, to withdraw money, the resolution book has to be shown to the Bank officials.

VO members, especially the Executive Committee members, monitor the income generating activities undertaken by different groups. VO also keeps record of the activities of different departments and SPs working with the project.

VO with the help of project officials conducts periodical PRAs to monitor the status and changes of the community and progress and impact of the project. VO also facilitates and evaluates their progress with outsiders.

VO maintains a set of records/registrar books on various subjects.

3.3.2 Village Development Committee

In the monthly coordination meeting, the VDC reviews the activities undertaken by different organizations and VOs.

4. PROCESSES

4.1 Partnership among different interest groups

Majority of the poor fishers was not attached to formal institutions. During the initial phase of the project when PRA with the fishing community was conducted, few formal institutions were found in the project area, like, *Keang* (Buddhist Temple) Committee, *Masjid* (Mosque) Committee, Cyclone Shelter Committee, Primary School Committee, *Bazaar* Committee, *Rakhayan* (minority ethnic group in Cox's Bazar) Development Foundation, Club, NGO organized group, Grameen Bank's groups, *Rakhayan* Buddhist Welfare Organization, Fishermen Cooperative, boat owner's association, etc. (ECFC 2002c)⁶. Experiences of the fishermen community with them were not always satisfying.

After formation of the Village Organizations many interest groups started to exert influence over the functioning of the groups. They could be formal or informal and might have direct or indirect impact. A schematic diagram on the relationship of different interest groups has been presented in Figure 3. The names inside the circle indicate those who have relationship with the VO as an entity. The names outside the circle indicate those having relationship at an individual or cluster level. The figure is elaborated in the subsequent paragraphs.

VO is the lowest level formal functional institution of the project. It has direct relationship with the partner organizations of the project, that is, government departments and NGOs. In the monthly and quarterly meetings, the representatives of VO sit with the concerned officials. On the other hand, the service providers (both government and non-government) come to the locality of the VOs to provide services. In the monthly and quarterly coordination meeting the VO has some opportunity to interact with other VOs and VDCs and they are able to know about others.

This networking facilitates the accessibility of the fishers to the information about the services of government departments and they are getting opportunities of interaction with the government officials, which helps in establishing relationship between service providers and service receivers (Box 1). VOs are not only influenced by formal institutions, informal institutions also affect their functioning.

Box 1: We interact with others

We are very much benefited by attending uapzila level meetings with the officials of different government departments as well as NGOs. In these meetings we can share our opinion, we can place our requirements, we can discuss our problems and issues and strengths, we can make our comments. The good thing is that we can come to know the activity plans of different departments and NGOs, which help us to organize ourselves to utilize the services effectively.

- President, Male VO, Kutubdia

⁶ This could be substantiated by the findings of another study on the socio-economic condition of the fishermen that about 47% of respondents are affiliated with different organization and 53% are not. Among them 36% are member of the NGOs, 3% of fisherman association, 5% of local community like *Puja* committee, *Masjid* committee etc. and 3% of other clubs and societies. In terms of nature of membership, 45% are general members, 25% president/secretary, and 1% executive member. The reasons are – 34% for obtaining recommendations to get loan, 6% to get loan from the association, 6% to organize the community and 1% to settle dispute among communities (Kleih et al., 2003).

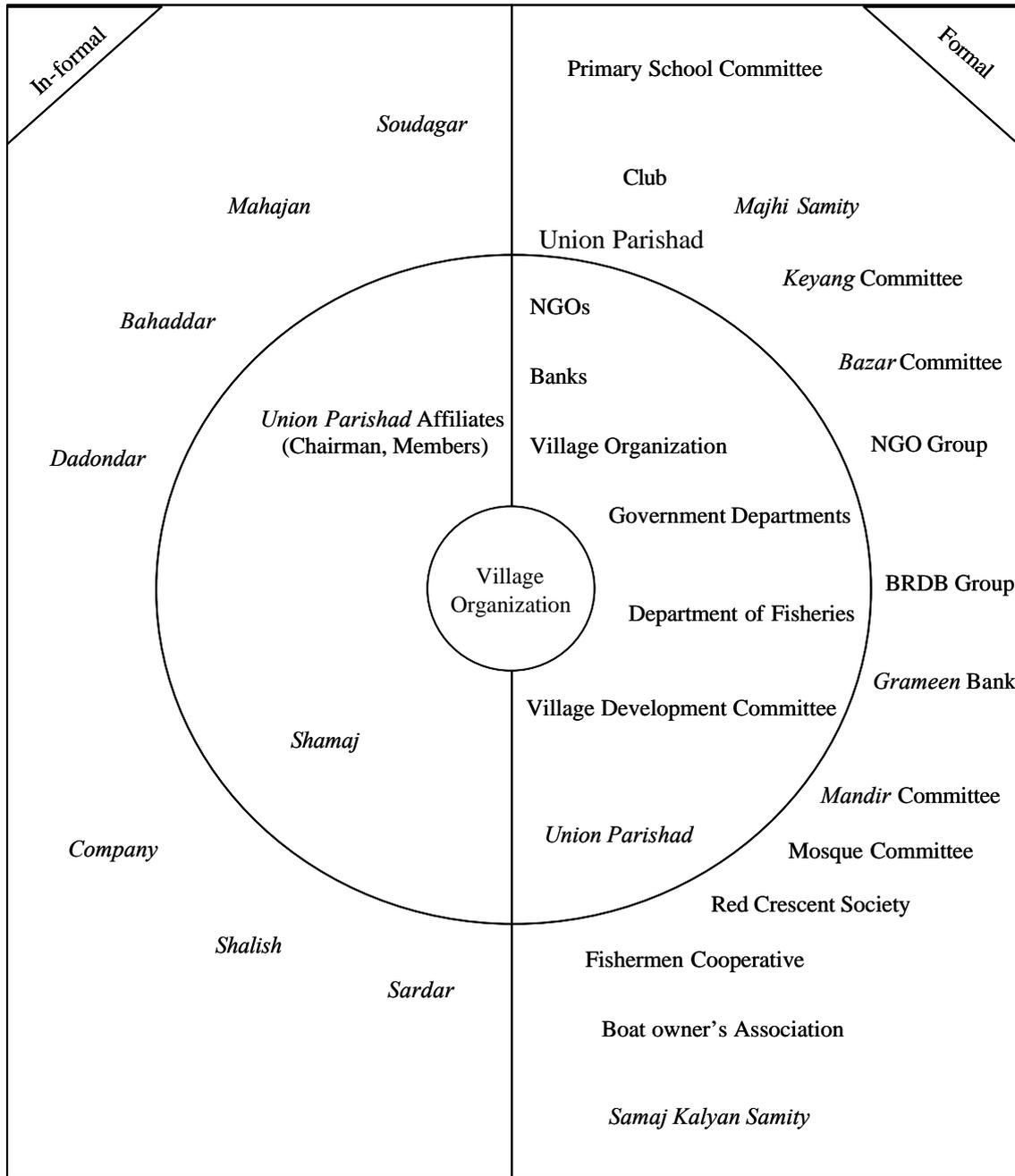


Figure 3: Relation of VOs with different interest groups and institutions

Social norms, values, beliefs and practices influence the formation and functioning of the institutions. The influence may be explicit or latent. The VO has a jurisdiction over a micro-community or *para* (neighborhood), which usually has strong presence of *samaj* (informal village institution often led by social/religious leaders). The basic premise is to utilize the traditional social network of the households as much as possible, particularly to manage conflict and maintain cohesion. It is observed that sometimes due to inter-household feud, the VO is divided.

The VO also has relationship with local interest groups, like, *Bahaddar* (boat owner), *Dadondar* (money lender against advance purchase of fish), local political leader, UP Chairman and members, etc. Overall functioning of the VOs and VDCs are affected by their influence and relationship at individual or household level. Some examples are illustrated below.

Historically, the fishers have very strong relationship with the *Bahaddar* and *Company* (owner of more than one boat). They provide employment to the fishers and in case of emergency help them (Box 2). They maintain a relation of trust and reciprocity with the fishers, especially with the *Majhi* (chief fisher) and the *Goloigga* (2nd in command in the fishing boat). But this is basically done to protect their investment and control.

Box 2: Bahaddar is a patron

We, 25/30 fishers, go to sea for fishing for a period of five months in Bahaddar's boat. During off-season, we can borrow from the Bahaddar. In emergency, for medical treatment, daughter's marriage, cyclonic disaster, if we go to the Bahaddar, he always helps.

- Certain member, Male VO, Kutubdia

The fishers take loan at the advent of fishing season from the *dadondar* on condition that they will have to sell the fish to the *dadondars* at fixed price. The *dadondar* lends money to them with no collateral, no explicit interest rate and no repayment schedule, except a commitment by the fisher that the latter would deliver him all the catches until the credit is adjusted. Even many well-off fishers take *dadon* (loan) from the *dadondar* to get protection against harassment from other *dadondars*. Otherwise, they face huge pressure to sell fish to any *dadondar* and they are at risk of losing the catch without getting any price. They consider it as a symbol of security for being associated with trust.

But the rules are changing. For example, earlier the loan was considered seasonal and if the volume of the catch was not sufficient to cover the debt, the deficit was written off. Now the debt remains and the fisher has to repay the money in the following season by giving fish. The fishers also take loan from the *Mahajan* (private moneylender) in case of emergency and sometimes they sell fish to the *Soudagar* (trader). The *Sardar* (traditional leader) have a fading influence among the traditional fisher communities in some areas. Inter-household relationship among the fishers is also determined by some traditional norms and social sanctions. For example, in some areas depending on fishing gear every family is entitled to place a net in a specific location in the waterways, which is considered as a traditional use right in fisheries management. Depending on the family status more advantageous positions are allocated.

VO members maintain close relationship with the village level institutions, e.g., *Samaj Kalyan Samity* (Social Welfare Association) in Koibartopara in Kutubdia. There are 85 members in this association. Many VO members are members of this association. All the VO members in this village maintain network with this association and participate in collective social activities, e.g., *Puja* (Hindu religious festival), funeral, wedding ceremony, repairing small roads, helping disaster victims, etc. They also keep network with *Majhi Samity* (association of the fisher/boat operator) to protect their collective interests including *Salish* (mediation). In case of necessity, the fishers collect *Chanda* (subscription) from every individual decided in the community meeting to create common fund for special purposes, like, organizing religious ceremonies or helping distressed households. Sometimes the regular VO meetings are used as platform to discuss common issues.

VO members have to go to the UP Chairman for different reasons. For example, the VO members once collected certificates from the UP Chairman prior to joining their overseas training in India. The UP also plays a crucial role in conflict management.

VO members have close relationship with the Red Crescent Society. The Society provides weather information and education on disaster preparedness. Some of the VO members are also members of other local institutions, like, the *Masjid* (mosque) Committee, *Mandir* (temple) Committee, *Madrassa* (Muslim religious school) Committee, Clubs, etc.

Fisher women, who are also VO members, maintain relationship, through membership, with different groups organized by NGOs (BRAC, ASA, Grameen Bank, etc.) and BRDB in order to obtain loan, education for children, health education, etc. They have developed some clubs of their own in the localities for different purposes.

4.2 Conflict management

The VO may have conflicts within itself or with other interest groups for various reasons (see Box 3).

Box 3: Managing business

Two or three come and then nobody comes. We, the president and secretary, go from door to door and bring them by saying 'let's go brother we have meeting today'. We have to tell 32 people. This is a hard work .

- Secretary, Male VO, Kutubdia

One contractor (of road repairing) engaged laborers to take earth from my pond without asking me. I complained about it but the contractor did not care. He continued the earthwork. Then I went to the UP Member. He listened to me, came to the spot and asked the contractor to stop taking earth from the pond. The contractor obeyed the UP Member.

- President, Male VO, Kutubdia

One of our members was assaulted. Some terrorists tried to rape her. They failed but she was physically injured. We took her to the upazila hospital and then went to the Upazila Fisheries Officer. He gave some money for medicine. We complained to the UP Chairman against the culprits. The Chairman arranged a Salish. But on that day nobody was available as witness and the offenders were cleared of the charge.

- Secretary, Female VO, Teknaf

The rate of savings deposit sometimes becomes a bone of contention. The relatively better-off members try to increase the rate while the relatively worse-off do the opposite. So rigorous discussion in the general meeting is held to come to an agreement.

There are instances of financial embezzlement by some office bearers. Where these are identified, the offender is removed from the position with the help of project officials and is replaced by another.

During the lean fishing season, some fishers engage in different livelihood activities. So they cannot manage adequate time to attend the meetings and group activities, though they have much interest in the organization. The leaders have to take great effort to pull them together.

Sometimes the VO members become involved in the group activities of other NGOs. They cannot give proper attention to the VOs' activity nor they can deposit their monthly savings regularly. This

hampers the overall performance. Conflicts also arise during selection of individuals for committees or for training. In that case, decisions are taken based on majority vote.

Sometimes the VO has to face conflict from outside. As they become stronger, the severity of conflict increases. One convener of a district level committee has faced several death threats. Sometimes, the local rich victimize them through false litigation.

Thus it could be seen that the VOs try to manage through various means, such as, intensive persuasion, maintaining network of VOs, with UP and with government departments. Sometimes they seek help from project officials.

4.3 Consensus building approach

The VO builds consensus through discussion within the organization. Until now the general practices of consensus building rotate around resource mobilization, general management and benefit sharing.

4.3.1 Resource mobilization

System of savings (rate, use and management) varies among VOs. Some VO members save ten taka each per month, and they have decided to save for three years and then they would utilize this fund. Some VO members save twenty taka per month and they do not have any decision relating to withdrawal of fund. A common decision exists in all the VOs that they would keep their savings in the bank in separate VO account. Fund can be withdrawn by joint signature of VO President, Secretary and Treasurer following a decision in the VO meeting.

The VO is supposed to meet regularly. But members of some male VOs go to the sea for a period of four to five months for fishing. It interrupts their savings practice as well as activity planning and sharing. So they decided in a meeting that they would deposit five months' savings at a time before they go to the sea.

4.3.2 General management

VOs select members for training offered by ECFC partner NGOs and government departments, through discussions in the VO meeting. When training dates are between two meeting dates and selection has to be made urgently, the VO executive committee selects candidates and get them endorsed in the following meeting.

4.3.3 Benefit sharing

Until now the VOs seem to be keen in raising common assets, like VO fund, hatchery, nursery, etc. The VO gives loan to its members Rate of interest on loan and amount of loan are decided in the general meeting. Money earned against the interest is added to the VO fund.

4.4 Social acceptability

Initially the villagers were not motivated enough to get organized. Project officials endeavored to motivate them. Through their constant contact and efforts, the people become motivated. They have started to do things collectively. After the initial mobilization and formation of VO, neighboring households become interested to join the organization. They have asked the leaders to include them as members.

On the other hand, the VOs are getting social recognition from other interested groups also. Now the government and NGO officials have started to recognize them and their access to these offices have also increased. Moreover, this is generating interest among the others towards the VO. This has created self-esteem among the VO leadership also (Box 4).

Box 4: Enhanced image of VO

Ei dhoroner lokera age ashto na. Kato kashto hoeche amader bujhate....tomra shangathane asho. Shono era ki bujhate chachhe? Amdar ki bhalo bolche na kharap bolche? Ei bishoyer upor tomra shono.Shonar par achhte achhte egie ashe. (These types of people did not come earlier. It took great effort to convince them. We told them 'Please come to the meeting. Listen what the outsiders are saying. Are they telling good or bad?'After listening all these they were convinced and came forward.).

- President, Kaibarta Para VDC, Kutubdia.

VO samporkey ekhon sobai jane. VO leader hishabey johkon traininge jai, meetinge jai, UNO'r pashey boshi, ehsob dekhey sobai ekhon daam dey (Now everyone knows about VO. People see us that we, as leaders of VO, go to training, meet the UNO and that is why they now count us).

- President, Male VO, Kutubdia

5. GENDER MAINSTREAMING

5.1 State of fisherwomen

The fisher women are bounded by overall socio-economic, socio-political and socio-physical make-up of the community. Being constrained by land and sea, the women are physically handicapped to live in such system, which is not always able to meet even their basic needs. The physical setting in which they live generally restricts their mobility and interconnectedness. Lack of physical assets, like, road and communication network, medical and health facility, educational facility, impedes their development. Moreover, their territory is frequently ravaged by natural disasters and it is commonly agreed that women are more seriously affected by natural disasters than men. Thus socio-physical and socio-cultural settings contribute to the poorer socio-economic condition of the fisher women, which further aggravate their situation. To make up the income deficit fisherwomen are traditionally involved in cash earning and cash saving activities, like, net making and mending, fish processing and small-scale retail trade of fish apart from their day-to-day household works. They also take part in shrimp fry collection and fry selling.

Women are basically engaged in home-based activities. However, there appears to be differences among the communities. The Buddhist (*Rakhayan*) and Hindu women engage in income generating activities, such as fish trading, fish paste or *nag pi* preparation, fish drying and small business and trading, while Muslim women engaged in household and post harvest processing activities. On the other hand, the livelihoods of the widows depend on fish drying and marketing, homestead farming and small business and trading (ECFC, 2002c).

Women in the fisher community are overwhelmed by social rules, norms, values and beliefs (see Box 5). These restrict their mobility and decision making process and put responsibilities on their shoulder to maintain their 'purity'.

Box 5: Rituals and beliefs

Availability of fish in the sea, the safety of the fishermen and peace and tranquility in the village – everything depends on the chastity and purity of women on shore.

Any work, such as sailing boat, weaving net, and sowing seeds in the field is being commenced by the woman. Because the fishermen think that the woman is the bringer of fortune. The goddess Laxmi belongs to women folk. The auspicious beginning is done by the woman so that the goddess Laxmi favors them.

If one does not put gold ornament on the nose it does harm to her husband.

If the wife does not cover her head with saree at the time of her husband's departure for the sea it does harm to her husband.

If the wife leaves the pond after bath without drying up the hair it does harm to the husband.

If a woman takes food before a man, she will be deserted by fortune. It is also not good for a woman to go to bed before the man goes to bed.

It is a sin to call husband by name.

(Source: Habib, 2001)

5.2 Gender issues in the project

The project has recognized the crucial role of women in the overall livelihood of the fishing community, by stating that:

‘Women in coastal communities like women from poor households everywhere carry the burden of looking after their families. And this is particularly problematic given the long absences of their men at sea. For all practical purposes they are the female head of the households. The daily grind of collecting water, fuel, cooking, childcare, and occasional enterprise to add to the family income is a heavy burden (Project Document, 2000).

The problems of fisher women are recognized as well:

‘.....one might get feeling that the coastal communities are exclusively populated by men. And this indivisibility is itself a symptom of the problems that women face in coastal communities. Women in fishing communities do not fish, nor do they take the fish to the market as several of their South Asian sisters do. But they play a crucial role in processing fish for the market and in making and mending nets (Project Document, 2000).

The project has recognized the disadvantaged position of women and has put special emphasis on their empowerment process.

Separate Village Organizations have been formed for men and women. The main reasons behind the formation of separate village organization for women as described by the project officials are as follows.

- The women are more vulnerable among the poorest section of the society. If they are organized then it would be possible for them to improve their livelihood conditions.
- The number of female-headed households in the fishing community is quite high. They usually engage in small-scale businesses (particularly in fish selling) for their livelihood.⁷ Organizing them into groups would facilitate their livelihood improvement.
- In the fishing community the male usually stay out of the home for 4-6 months during fishing season. During that time the women in the households remain most insecure.
- One objective of the institution building process is to maintain a gender balance.

In the project document, it has been proposed to maintain a clause regarding presence of women in VDC meetings. Women representation should be 50 percent but must not be less than 35 percent.

5.3 Towards gender balance

In general fisher women are not organized. Only some clubs and NGO groups composed of women are present in the community (ECFC, 2002c). The functional institutions facilitated by the project are having impact over the overall condition of the women in many ways.

Women are realizing the benefits of being organized in groups. They have started to think collectively. In the fortnightly meetings they collectively assess their existing problems and identify the probable causes behind them. They also try to find ways and means to overcome these problems through collective efforts.

There is huge interest among the neighbors. Many women are now trying to be involved with the VOs. For example, Coastal Women Fishers VO in Bahar Chhara Para village of Teknaf upazila was

⁷ Kleih et al. (2003) observed that main source of the female headed household is fish trading (30%) followed by net making and repairing (20%), fish drying (17%), making bamboo fish packer (13%), fish processing (12%) and others (8%).

formed in January 2003 with 23 members. It created a lot of enthusiasm and interest among other women and the number of members started increasing. In a couple of months, 13 new members were enrolled; the membership increased to 36 and stabilized (Figure 4).

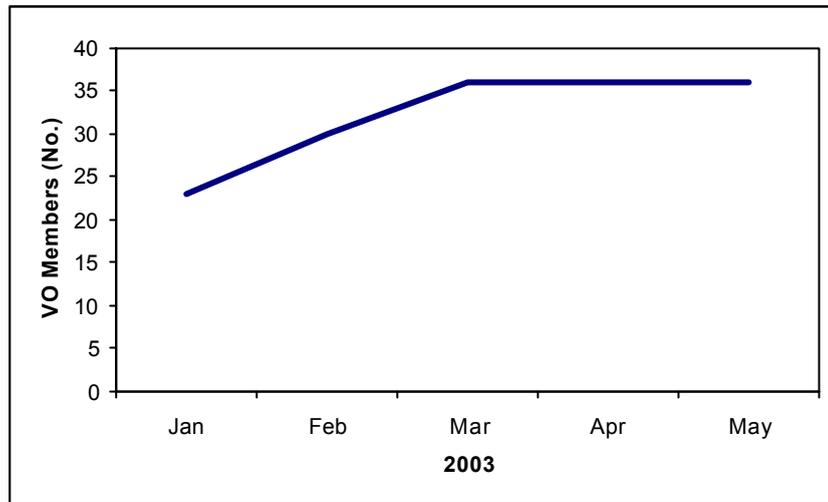


Figure 4: Membership in Bahar Chhara Para Coastal Women Fisherfolk VO

So far slightly less number of female VOs (106) have been formed compared to male VOs (112). Average number of members per female VO is 57, which is close to that of male VOs (average 59 members per VO).⁸ Seemingly women do not lag behind men in terms of interest and enthusiasm in areas where both types VOs exist. In five upazilas of Cox's Bazar out of seven, the number of female and male VOs is almost same. It is only in Kutubdia and Teknaf upazilas, the number of female VOs is much less than that of male VOs.

Members of women VOs are receiving many types of training, like, alternative income generating activities, primary healthcare, water & sanitation, community based fisheries management, community based primary education, disaster preparedness, legal aid support, etc, which is giving them better access to information and knowledge.

After receiving training, women gradually engage in many types of income generating activities with better skill and knowledge, like, homestead gardening, poultry rearing, net making, food processing, etc., along with their traditional role in preparing and repairing fishing gears.

Training on primary health care, primary education, government laws and rules regarding family and social welfare and disaster preparedness is enabling them to be more aware of their disadvantaged conditions and surroundings, reasons behind such conditions and ways and means to overcome these (see Box 6).

Mobility of the women has increased. They are coming to the upazila and district headquarters to attend meetings, workshops and trainings. They are also attending training at home and abroad, e.g., India.

They are receiving appreciation from husband and other household members as an income earner.

⁸ These estimates are based on VOs formed up to March 2003.

Box 6: Looking for future

Without eating, without buying anything, we are making savings to use in future.

- Certain member, Female VO, Teknaf

There was no idea before. We ate what our husband used to bring. If husband brought 10 taka then we managed with that. If he did not bring anything, we did not eat. But now we understand that we should not wait for husband. We shall engage in activities by ourselves. If needed we shall go to the sea.

- Certain member, Female VO, Teknaf

Take an example. There was much discussion in our village about marriage of a girl. The mother of the girl came to me. She said that she wanted to get the girl married but she does not have much money. I told her, "Don't you worry. Take money from our fund." She took five thousand taka and the wedding ceremony was successfully arranged.

- President, Female VO, Chakaria

Earlier, even at the age of 10-12 years, girls were wedded. But now situation has changed. There is a law and we know it. Before 18 years of age, girls cannot be wedded.

- Certain member, Male VO, Teknaf

I need to buy oil and soap. If I have one saree, I want to buy another. I want to fulfill my needs. Hopefully I shall get some opportunity through this organization.

- Certain member, Female VO, Chakaria

Despite these achievements, women face some problems with regard to participation in group activities. Some of the reasons are summarized below.

- Women engaged in organizational activities face criticism from the elders of the society in many villages. Though seemingly local elites and political leaders are not hindering their activities, it may be possible that the women groups are not yet considered as threat to the "social balance".
- Woman has to take permission from her husband to join the VO. without support from their husband and other elders of the household, it is difficult for them to join the organization. Sometimes their husbands do not give permission to attend the training and meetings in front of males. This is prominent especially for newly married Muslim women.
- Day to day household chores (like, cooking, child care, etc.) make the women 'time-poor' and restrict their effective participation in organizational activities. Sometimes it is difficult for them to attend the meetings though the meeting times are fixed according to their convenience. For example, in the female VO in Bahar Chhara Para it has been observed that the average rate of presence was 65 percent and overriding domestic activities have been mentioned as the prime cause.
- Members who live far away from the meeting place often find it difficult to attend meetings.
- It is difficult to get full-fledged participation of women from all communities. It has been observed by the project officials that accumulation of wealth and economic richness has an inverse relationship with participation in the organizations. Social seclusion through *Purdah* hinders participation of Muslim women.
- Many women depend on their husbands for monthly deposit of savings and the financial benefits that the women receive from the income generating activities are often grabbed by their husbands.

6. CONSTRAINTS

6.1 Social

Marine fishing is traditionally recognized as primarily a profession of members of particular Hindu castes, such as *Das*, *Jaladas*, *Kaibarto Jaladas*, *Nath*, etc. The Bengali vernacular of fisher '*Jaladas/Jele/Jailla*' bears the resemblance of a caste specifically ascribed for being the 'slave of water'. By vice of caste rule they have limited networking resulting in lower level of social capital besides having lower financial and physical assets. They live in confined geographical entity and are bounded by strong and unbreakable rules⁹, which in one hand restrict their mobility and on the other hand limit their social capital¹⁰. Given the low social status associated with fishing, these communities have traditionally occupied the lower ranks of the social hierarchy in rural communities. On the other hand, due to poor livelihood conditions neighboring marginal and landless farmers belonging to the Muslim community are also entering this profession to meet their livings, which is further pushing the hereditary fishers towards edge. The new entrants do not like to be termed as *Jele/Jailla*, instead of being addressed as *Matsyajibi*.

Social rules and norms take differential face on man and woman. While men are enjoying a wider space women are confined basically in homebound territory. This is particularly true for Muslim communities. Due to *Purdah* in some locality, women cannot attend the training and meetings and some are forced to withdraw their membership from the organization / VO.

The socio-economic cleavages¹¹ of the society affect functioning of the institutions. The people have to face constraints from others as individual and as community¹². With gradual progress and development of the organizations as the power balance of the community is changing the fishermen are facing problems from the elites and influential (Box 7).

One of the most influential groups in the life of the fishermen is *Bahaddar* or *Company*. The *Bahaddar* wants the fishers to work in his boat. If the VOs become stronger in terms of creating employment opportunities for the fishers, especially for the poor, then they may not be interested to work in *Bahaddar*'s boat anymore. Moreover the *Bahaddar* keeps control over the livelihoods of the fishers. They compel the fishers to work for him for five months in place of four months' contract. As a result the families of these fishers become indebted, because household expenses were arranged for four months by the male members before going to the sea.

At the initial phase mobilization of the fishers was also difficult, as they had bitter experiences of the past. In some areas, the fishers had been organized by local influential persons and were cheated subsequently. So many of them had doubt about new moves by the project and they were not interested to take part in such kind of initiatives (Box 8).

⁹ 'Although they live within the reach of modern means of entertainment, they try to keep up their own sense of values and their mainstream of culture in the course of their life. The society, culture and personality of these fishermen are not nurtured by the present urban civilization. They have many legends handed down from generation to generation' (quoted from Habib, 2001).

¹⁰ The benefits of trust, co-operation and willingness to help out in times of need are referred to as social capital (DFID, 2001).

¹¹ Socioeconomic stratification based on ownership pattern of means of production could be observed in the fishing community. Households owning boats and gears are limited and in most of the cases 4-5 households own them together. The rest works as labor (Ahmed and Kumar, 2001).

¹² Kleih et al. (2003) identified that major problems that the community face with others are – buy fish by force and offering less prices for fish (21%); no social mix with upper and middle class (14%); terrorism (9%); no invitation on occasion (8%); no cooperation from police and government (6%) and obstructing religious ceremony (5%). While 31% have no problems with other communities.

Box 7: Vengeance of the power brokers

Bahaddar never wants that the fishers build their own organization. Bahaddars want fishers' organization should break.

- Certain member, Male VO, Kutubdia

When the rich people of this neighborhood saw that they couldn't control the poor anymore, they hired mastans (musclemen) from outside and shot one villager. The villager was their man. He sued a false case against 17 members of our organization. Many of us were in the prison for some days. We can't stay in house at night.

- Certain Member, Male VO, Chakaria

Box 8: Bitter experience

We, fishers, did many cooperatives! Whoever collected subscription from us, cheated us. Earlier there was a cooperative. Government gave one boat and a project. One took away the boat and another one took over the project. We, 135 persons, have gone downwards.

- Certain member, Male VO, Chakaria

Marine fishers usually go to the sea for a long period (around 4-6 months). During that time it is not possible for them to arrange meetings and other income generating activities.

6.2 Institutional

The fishers are not generally well informed about the formal banking rules and regulations. It becomes difficult for them to handle the account efficiently. So, at the earlier stage they did not deposit money in the Bank. It has been observed in Kutubdia that during the initial phase of formation, someone who pretended to help them in this matter misappropriated savings of the VO members. The fishers could not get the money back and proper functioning of the VO slowed down for several months.

Without proper marketing channel selling of the products produced by the fishers is hampered. This works as a disincentive for the people engaged in alternative income generating activities.

At the outset, all types of transaction costs impeded functioning of the VOs. For example, in some VOs the leaders appropriated the transportation costs required for going to the Bank to deposit monthly savings. The general members considered it unfair. In some VOs money saved at the early stage were not deposited in the Banks. Now these are being corrected as awareness of the members are increasing.

The VO or VDC does not have any specific space or meeting place for them. Sometimes meetings are held in one of the member's house. This impedes the proper functioning of the meetings as the convenience of the house owner has to be taken into consideration. In some areas the meetings and trainings are held in the premise of school or *madrassa* or in open yards. This is particularly problematic during rainy season as the places are not always available.

The register books are supplied by the project and the institutions do not have to pay anything for them. This may retard in developing the ownership.

In the intervention area majority of the target group is engaged in fishing or fish related livelihood activities. Traditionally they do not have adequate experience on land based livelihood activities. After receiving training in income generating activities without proper market linkage, it becomes difficult for them to gain economic benefit.

As most of the members of the VOs are poor, they have no prior experience of operating medium or large-scale enterprises. They lack proper orientation on business management and lack of experience could lead to some initial failure.

6.3 Financial

To have economic power, VO members are saving money. Though the rate is fixed in consensus it is difficult for some members to deposit savings every month. This is specially observed in the female VOs as sometimes they have to depend on their husband for the money. Thus the objective of attaining financial autonomy is hampered. On the other hand, in some older VOs the system of monthly savings acts as a barrier for inclusion of new members. The new members have to deposit the same amount of money as the older members had accumulated in the pretext that new members would harvest equal benefits and should contribute equally.

It is commonly agreed that as a source of fund some portion of the conveyance allowance given to the participants by the NGOs during training sessions should be deposited in the VO fund. But it has been revealed that it is not always possible for the trainees to do so. Moreover, the conveyance allowance seems to be an incentive for attending the training.

6.4 Statutory

There are different views and perceptions over having a legal status. Though in most of the cases the participants have not yet thought about it, they possess positive attitude towards having legal identity. Having formal recognition, getting help from the government departments and other organizations are perceived as the major impetuous. On the other hand the project officials and some VDC leaders have strong arguments against having legal status at this stage. In their opinion, this will draw attention of the corrupt people and in the long run they would capture the institutions.

7. SUSTAINABILITY

7.1 Maturity of the institutions

The maturity of the local level institutions can be defined in terms of worldviews of members, internal norms and trust, external linkages and networks, technologies and improvements and lifespan (Pretty and Ward, 2001). But they are not mutually exclusive and some overlapping may be observed. The status of the VOs could be described in the following ways.

- *Worldviews and sense making*: Individuals and VOs are looking inwards – making sense of new reality and they are adjusting to changes. But apparently no significant changes in the attitudes, beliefs and values are observed. With maturity the VOs will be self-determined and shape reality by looking forward.
- *Internal norms and trust*: Rules and norms tend to be externally imposed. The VOs have some recognition that they have the capacity to achieve something.
- *External links and networks*: The organizations have vertical and horizontal linkages with gradual realization that information can flow upwards. But still the VOs depend on the external facilitators to sustain activities. With maturity the institutions would be linked to many external agencies and would be strong enough to resist external coercive force.
- *Technologies and improvements*: Organizations have limited capacity to experiment and adoption. With maturity they will be able to have more experiments based on ecological principles, which will lead to adaptation and innovation.
- *Life span*: The VOs are initiated by external agencies and internal variation is limited. They will be engaged in different activities and will pass threshold with maturity.

7.2 Aspects of Sustainability

Institutional sustainability is achieved when the institutions have the capacity to continue to perform over a longer period on their own. This could have many dimensions or aspects, like financial, social, environmental, institutional and political. The following sub sections describe them.

7.2.1 Financial

Financial sustainability is usually associated with the ability to maintain a given level of income and expenditure over time. Maintaining a given level of expenditure requires that the income, which supports that expenditure, should flow continuously over time (see Box 9).

The institutions supported by the project affect economic well-being of the community through information sharing, coordination of activities and collective decision-making. Individuals are utilizing the scopes available to them. After receiving training on income generating activities the people are becoming involved in different cash earning activities. Sometimes they take loans. The members are also taking collective action to mobilize resources, e.g., leasing in ponds for aquaculture. Some portion of the benefits will be returned back to the VO fund. In the Framework of Village Organizations (ECFC, 2002b) four main sources of fund have been identified:

- ◇ monthly savings of all the members;
- ◇ donation/contribution from any legal source;
- ◇ profit from IGAs undertaken by the VO; and
- ◇ loan from any legal sources.

Box 9: Self-help

Sairakhali Jaladaspara is a village of Chakaria Upazila under Cox's Bazar district. Livelihood of seventy one (71) traditional fisher families of this village has declined due to depleting fishery resources. They lost their homestead due to coastal erosion. They are hard-core poor without even few square yards of land. They have managed to settle in a forestland.

With facilitating support from the ECFC project, the communities have realized that until and unless they are organized they may not be able to gain access to GO and NGOs led various welfare services and other supports. With this realization, they have organized themselves into two village organizations (VOs) - one for men and the other for women. With the assistance of the project, they have been able to see light in their village. Under synergy program of UNDP project, the SEMP (UNDP) project has established a solar power station in the village, providing adequate electricity to light all the 71 family houses for 5 hours – 6 pm to 11 pm.

The management of the station came on the shoulder of the community, which has agreed in the very beginning. After careful calculation, LGED estimated that an amount of Tk 50 per month as energy charge for each household would be just adequate to bear the maintenance cost of the plant to take it to sustainable operation. However they find that it is almost impossible to pay the amount on the part of the poorest households, and hence the collection was not adequate and regular. The communities themselves solved this problem. The VOs (both men and women) met and formed a Plant Management Committee and opened a bank account and created the fund. They meet together and discussed among themselves and decided that they would save more for raising fund so that they can run the plant properly. As per decision, the things are running accordingly and now they have the ability to bear the cost from their own sources. Now the children can read and write and women can do works like knitting, stitching, net making, etc., to support their family income.

In order to contribute in the processes of 'fund' generation, the ECFC project is in the process to provide each VDC with US\$ 3,000 as "matching grant". This money would contribute in the "Village Development Fund" (VDF). The idea is that the VDC would manage the VDF. VDC shall lend to VO for income generating activities following a sub-group approach. The respective VO shall be responsible to pay back the money to the VDC.

7.2.2 Social

Participation and ownership are key ingredients in attaining social acceptability in institution building and an initiative is socially sustainable if it rests on a particular set of social relations and institutions, which can be maintained or adapted over time.

Though the VOs and VDCs are formed with project support, the people have started to feel the importance of the organization. At the initial stage of the project it was not always possible for them to think about their future or about post-project situation. Even bitter experience with other organizations in the past initially restrained them from participating in the activities effectively. Once they started interacting with the activities of the project officials and partners they became enthusiastic. Discussion with older VOs revealed that they are very much affirmative to the organizations and they have strong desire to keep the organizations going (Box10). This indicates that with gradual maturity of the organizations development of trust, reciprocity, common rules, norms and sanctions and connectedness and networks occur.

Box 10: Getting strong

Earlier we were not organized. I was alone. Now as we brought all fingers together then why it will not be stronger?

- President, Koibarto Para VDC, Kutubdia

Ora chhilo 'Raja' ar amra chhilam 'Kaua'. Ekhon amra shab ekotro hoe onare 'Kaua' banaichhi. (They were king and we were crow. Now all together we made them crow.)

- Certain member, Male VO, Chakaria.

7.2.3 Political

So far the institutions are enjoying support from the government (project). After phasing out of the project the relevant Government Departments, particularly Department of Fisheries and NGOs, especially those who are involved now with the project as Service Providers have to continue their support to the institutions. It has been revealed during discussion that the community has expectation on government support (Box 11).

Box 11: Continued support needed

Sarkari hole bhalo habe. Aro beshi madat paoa jabe. Shahajjo-Sahojogita paoa jabe. Ekkhan dam hoibo. Alap-alochanay basha jabe. Bipod-apode o dekha jabe. (If the institutions are formalized with the government then it will be good. We can get more help. We can get strength. There will be value. We can sit together in discussion. We can help each other in bad time.)

- Certain member, Female VO, Teknaf

In the IPRSP (ERD, 2003), emphasis has been placed on building grassroots level initiatives outside the domain of local government to create a demand-driven receiving mechanism 'from below', to act as a pressure mechanism on the quality of governance, to lead to improve networking capacity and act as a risk-insurance mechanism. For greater 'agency role' of the poor, measures would be taken for building institutions for the poor at sectoral, sub-national and national levels with emphasis on developing new institutional ways and means for their collective empowerment.

7.2.4 Institutional

The project is giving training on various aspects of organization management, leadership development, income generating activities to the members of the organizations, etc. Moreover, the project has been facilitating a process of developing 'Community Activists' – skilled persons having training from the projects on different topic – in order to sustain the 'knowledge and information' provided by the project. The leaders and office-bearers are also trained on participatory and situational analysis. These will enable them to effectively monitor their status. Village Resource Center and Village Management Information System also give them access to information.

The networking arrangement of the project is bringing different government departments and SPs (NGOs) in the same platform with the objective of developing the socio-economic condition of the fishing communities. This is creating a favorable institutional environment for the betterment of the

fishers. Moreover, building of networks with government departments and NGOs would enable the VOs to establish their access to services in future.

7.2.5 Environmental

One of the main objectives of the project is to ensure protection and conservation of coastal and marine resources and the basic premise of the project is to reduce pressure on coastal and marine resources by providing alternative income generation opportunities and empowering the communities.

The project is making the people aware of the importance of marine resources and use of environment friendly technologies. They identify the 'critical areas' and make the fisher aware of the government laws, acts and rules regulating the fisheries. FMOs will formulate effective conservation measures (for example, stopping fishing for a certain period of time, develop fishing practices according to the existing laws, etc.) and the local level institutions will try to implement those.

On the other hand, use of renewable energy based appliances (e.g., solar panel, solar drier, biogas plant) by the community is encouraged and are being introduced to the VOs, which helps in enhancing the vision of the members to adopt life-supporting natural resources management through conservation.¹³

7.3 Threats

In the post-project situation the sustainability of the institutions might be threatened by various factors. Some of them are discussed below.

- *Community imperfections:* 'Empowerment of community' is a loose and rather vague term. With all the imperfections¹⁴ empowerment of the community does not ensure an equal distribution of benefits among the members. Even, the mechanism adopted for empowerment may widen the existing inequalities. For example, the *Bahaddar* represents a very strong institution, which has been sustained over centuries. But this type of institution does not ensure equal well-being of all stakeholders in the system.
- *Covering interests of the 'poorest' of the poor:* Though the target group of the project is the poorer section of the society, institutions facilitated by the project may miss the poorest, because, the poorest who are also the most vulnerable is busy with their livelihood activities from dawn to dusk and may not have enough time and resources to meet the 'transaction cost' required to join the group activities.
- *Lack of enabling environment:* Absence of any formal linkage arrangement with local government institutions the project-driven institutions may be sidetracked from the main development trend and even conflicts might be created. For example, government is introducing *Gram Sarkar* (Village Government) whose primary responsibilities include coordinated development planning through 'Community Action Plan' (Rahman and Ahmed, 2003). NGOs are promoting group-based activities with different approaches and objectives. These complexities might make the local environment non-conducive for the sustainability of the institutions.

¹³ The project has so far installed one solar plant in Sairakhali village in Chakaria, which provides electricity to VO 70 members for domestic purpose. Five VOs have so far received solar driers for fish drying. Bio-gas plants are yet to be installed, though it has been planned.

¹⁴ Some important imitations identified in the development literatures are – communities are not always 'natural' social unit and communities are often not cohesive, harmonious social entities (Gebret and Rerkasem, 2002; Uphoff, 2001; Palteau, 2000)

- *Absence of exit strategy:* In the absence of clear-cut exit strategy there is possibility of creating sudden vacuum in the vicinity of the project-facilitated institutions. Even institutions with devoted community support might not be able to rejoin the missing links. For example, in absence of government instructions there is very little chance that government officials will sit together with NGOs and community people to coordinate their activities for the development of the fisher community.
- *Conflicting institutional interests:* The project is facilitating formation of VOs at the neighborhood level and VDCs at village level. The desired objective of having financial solvency to address local needs and desire might be overlapping. This may create conflict of interests among these institutions.
- *Burning out of trust and interest:* Progressive development of interest and trust is imperative to maintain the flow and zeal that the community is having now. But it may disappear all of a sudden if the members could not see any immediate benefit. It should be mentioned that their past bitter experiences with government-initiated cooperatives have restrained them from taking part in the institutions for a long time in some areas.
- *Dis-empowering the 'empowered':* The measures taken by the project are basically focused on amelioration of 'individual's incapability' rather than on 'community's incapability'. Empowerment¹⁵ should lead to relational change in power along with enhancement of individual's capability. Failure in attaining change in power relationship undermines the true notion of empowerment.
- *Communities do not exist in isolation:* Successful achievement of 'socio-economic enhancement' of the community by 'empowerment' might not ensure 'effective conservation of coastal resources'. Financial benefits (The ratio of national wage indices for agriculture and fisheries labors is 100:109; BBS, 2002) will pull new people in the fishing occupation. A new set of fishers will emerge with the same kind of needs and threaten the institutions.

¹⁵ Empowerment has two important aspects – enhancing the individual's capability and controlling over processes related to changes in power (Kolavalli, 1999).

8. CONCLUSION

8.1 Synthesis

Local level institutions are new in the ECFC project area. They are growing. So far 77 VDCs have been formed and many of them need time to be functional. Upazila networks and district federation have been formed only recently. It would be interesting and useful to see how they function when they are fully established.

NGOs have been recruited only recently and many VOs and VDCs are now undergoing reorganization. Matching fund for institutions have not yet been disbursed. It is apprehended that all the processes might not be completed within the project period. One should not expect miracles to happen overnight. In that case, the institution building process in ECFC project should continue for a reasonable period of time, at least in limited areas.

The vibrancy observed in the fishers' community about the institutions is an example that shows how disadvantaged people could be motivated waiting for little opportunity and recognition. The interventions made by the ECFC project provide the people materialistic support (e.g., providing seed fish, matching grant, building of schools for community children, etc); technical assistance (e.g., training on income generation activities, awareness raising, information sharing, etc.) and more conducive local environment (e.g., creating more access to the government officials, facilitating access to the formal credit sector, etc.) for their development.

Participatory planning and coordination of the service interventions of the project partners (both Government and NGOs) with the community proves to be an important drive towards socio-economic enhancement of the community, which also ignites community's self-initiatives. The institutions are deliberately de-linked from local government but which might have some possible set back, unless addressed in a proper perspective.

Though the community based fisheries management through building of Fisheries Management Organization is in infancy, it needs effective facilitation for a reasonable period of time.

8.2 Issues and concerns

In the light of the above discussions few issues and concerns are evident and need proper attention.

- One major concern that has been raised by the communities again and again is about the enabling environment pertaining to law and order. This merits proper attention as all the achievements of the community could be vanished all of a sudden.
- Possible 'exit strategy' of the project should be thought off so that vacuum is not created after the completion of the project. Instead of stopping activities in a short period (as indicated in the Inception Report 2001; Ahmed and Kumar, 2001), phasing out of the project should be done step-by-step and certain amount of resources could be set aside for long-term facilitation and monitoring of the performance of the institutions.
- For effective linking of the institutions with the local government, some advisory position in the institutions might be created to encompass the Union Parishad affiliates. After the starting of full and effective functioning of *Gram Sarkar*, the functional jurisdiction of the VDC has to be redesigned.
- Some existing mechanisms at the Upazila level could be used, especially like, UDCC, Law & Order Committee, Rural Development Committee, Disaster Management Committee, Rural Social Services Program Implementation Committee, Social Welfare Committee, NGO

Coordination meeting, etc, for continuation of the on-going coordinating activities at the Upazila level in the post – project situation.¹⁶

- At the Upazila level there is no such coordination arrangement, which would be leading to the development of socio-economic condition of the fishers. To continue the existing inter-institutional coalition and partnership among government agencies, NGOs and the community, a separate forum could be formed at the upazila level with facilitation by UFO.
- Monopolization is very much prominent in the fish market. Few traders control the whole market and they take bulk of the profit. In this regard, some institutional arrangements could be considered for market intervention.
- To make the local leaders more aware and responsive to the institutions, proper orientation of the local leaders is necessary. For this purpose, some orientation workshops for the local leaders could be arranged by the project.
- The role of the DoF is crucial. In the National Fisheries Policy of 1998, it has been mentioned that one of the main objectives is ‘to alleviate poverty by creating opportunities for self-employment and by improving the socio-economic condition of fisherfolk’ (PDO-ICZMP, 2001). Under this purview the tasks and responsibilities of the departmental officials could be broadened.

8.3 Lessons learned

The pertinent question is what makes ECFC project unique. The following may be summarized from the case study attempted here.

- *Targeting specific livelihood group*: The main target of the project is one of the most disadvantaged livelihood groups in the coastal zone, the artisanal fishers, who live on natural resource.
- *Gender balance*: ‘Fishermen’ in conventional literature give the impression that this is the men’s world. The project, since its inception, targeted the ‘fisherfolk’, not limiting its coverage to those men who lay ‘nets’ in the water, but also to women who manage the households and perform a host of supportive activities. In the institution-building process, almost equal number of VOs for women and men has been constituted.
- *Empowerment of the poor fishers*: Local power brokers (like, *bahaddar* and *company*) are active players in the institutional chain, particularly in the VDC. But they cannot be office bearers in the committees. This is a manifestation of a positive bias towards the poor fishers and is conducive to their empowerment.
- *Complete chain*: Institutions have been formed from the community (VO) to the district (Federation) level, which has made the process more or less all-inclusive.
- *Coordination and linkage*: Inter-agency coordination and linkage has been epitomized by the composition of the Upazila Project Implementation Committee (UPIC), which includes representatives from six GoB agencies (e.g., Department of Fisheries, BRDB, Department of Social Services, Directorate of Agriculture Extension, LGED, Health & Family Planning) and is coordinated by the Upazila Nirbahi Officer. Efforts have been made to link this forum to local government by accommodating concerned UP Members in the UPIC.
- *Partnership strategy involving NGOs*: NGOs have been contracted for the delivery of certain services to fishers’ community. The specialty lies in the fact that NGOs have been contracted for

¹⁶ For a review on the local governance in the coastal zone see PDO-ICZMP, 2003 (WP018).

specific sectors instead of specific region. In selecting the partner NGOs, specialization and expertise in particular fields have been considered as the main criteria. For example, BELA has been selected for providing legal aid and CNRS for natural resources management.

- *Holistic approach*: Within the framework of ECFC project, seemingly independent components have been combined as a package for enhancement of livelihoods. Among these components are: facilitation of increasing access to natural capital (fisheries management); physical capital (water and sanitation); social capital (social mobilization, local level fishers' institutions, NGO coverage, linking government agencies and NGOs, legal aid, disaster preparedness, etc), human capital (primary health care, education, training) and financial capital (savings, alternative income generation, matching grant). All these together help in developing a holistic approach to targeted development for the poor. The project provides an arena where a comprehensive package for enhancement of livelihoods of the coastal fishers is being tested through combining essential components.
- *Resource conservation*: Gear-based networks at the district level are to work for conservation of fisheries resources. This objective reinforces the hypothesis of beneficiary-participation in resource management.
- *Viability*: VOs are the main pillars in the institutional chain. Efforts are being taken to strengthen them financially through savings program and providing matching grant. These are effective measures to achieve financial viability.

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APPENDIX A: GUIDELINES FOR SELECTION OF FISHING VILLAGES

Government of the Peoples' Republic of Bangladesh
 Department of Fisheries
 Empowerment of Coastal fishing Communities for Livelihood Security
 (DoF/UNDP/FAO Project : BGD/97/017)

Guideline for the selection of fishing villages- 2nd phase

Background:

Procedures followed in the first phase:

1. Preparation of a preliminary list of fishing villages by the respective Upazilla Fisheries Officers and reviewing the same at the District level Monthly meeting of the DOF.
2. Collection of the list of fishing villages prepared by the GOB Project "Strengthening of Coastal Marine Fisheries Management".
3. Finalisation of the list of fishing villages to be selected for project intervention by participatory review of both the lists through focus group discussion during the project Orientation Workshop. The workshop was participated by the Upazilla Fisheries Team members (UFOs, AFOs and Fisheries Extension Officers of all the seven upazillas), representatives of local NGOs and district level representatives of concerned government departments like DAE, DOLS, Department of Social Services, Department of Women and Child Affairs, Department of Youth Development, Department of Primary Education, Marine Fisheries Station of BFRI etc.
4. The following three basic criteria were followed for the selection of villages during the group discussion:
 - Villages in which at least 70% of the households depend primarily on fishing in coastal waters for their livelihoods.
 - Where majority of the families are resource poor and landless
 - Villages deprived of the benefit of development projects
5. The list of villages were further examined through field validation before final selection.

Basis of selection of villages for the 2nd phase:

Some of the basic criteria for the selection of fishing villages for undertaking development works under ECFC

- The village should be inhabited by at least 60-70% fishermen who maintain their livelihoods based on fishing or related activities
- Households are resource poor; low income level; incidence of poverty
- Households are landless (absolute landlessness); families can have homestead land and small pieces of arable land not exceeding 50 decimal land (functional landlessness)
- Villages are mostly deprived of development efforts, either from GO or NGOs; poor infrastructure; poor health, WATSAN and education facilities
- Homogeneity of condition among fishermen; no sharp social and economic stratification
- Willingness to participate in development works

Procedure:

1. First of all, mention of the participatory approaches adopted for the selection of villages for the 2nd phase.
2. Mention of the criteria based on which new villages will be selected.
3. Try to get feedback on the criteria; if the participants are willing to change/amend/modify the criteria based on their experience and the reality of the locality; it can be done on the basis of consensus.
4. Adopting brainstorming technique, ask for proposed names to be included for the second phase of the development intervention.
5. Develop a primary list of the villages and fit the names into the table-1. Try to accumulate information about the transience of the fishermen. Only those villages will be taken into consideration where fishermen have permanent residence.
6. For subjective judgment of the villages (table-2), scoring is done. For each criterion, total 10 marks are allocated. For each village, each criterion will be analysed by the participants; then marks can be allocated for the particular village.
 - There are some hamlets (para) which are known as '*jelepara/ jaillapara*'. The title of the para itself denotes the type of occupation. Those villages can be enlisted primarily. Again there are villages where fishermen constitute a certain portion of the population. In case of judging aggregation of the fishing families in a particular village, try to know the total number of households. Then try to assess the number of fishing families. Convert the later in terms of percentage; then convert the percentage value out of ten.
 - Consider the issue of poverty; try to get first hand experience on the observation of the participants about the housing condition, infrastructure, access to electricity, education, health facilities, water and sanitary condition etc. Evaluate all these points and let the participants suggest a score.
 - Consider the case of landlessness. If the fishermen are absolutely landless or functionally landless, they will get higher score. Villagers with some arable land (below 50 dec.) will get lower score. The score has to be fixed on the basis of consensus.
 - Try to assess the present activities of development activities, if there is any, in the village. Consider the issue of remoteness. Try to know if NGOs are working there or not; try to know the development efforts of the GoB. Take all these issues into consideration; then allocate score. Villages with no or very limited development efforts will get higher score.
 - Consider the issue of the homogeneity of the social structure of the fishermen villages. In a stratified society, it is difficult to avoid/ignore the influence of the powerful class. Better to consider fishermen village where all are bearing mostly similar characteristics.
 - Consider the issue of willingness of the villagers. There are some participants who might give some information. For accuracy, better to share with the fishermen directly.
 - Add all the scores horizontally, from the total score rank of the villages can be determined. Then a primary list of prioritized names of villages is developed.
 - Lastly, before finalization of the villages, eye survey should be done for validation of the information. Only then, an authentic list of fishing villages can be obtained.

APPENDIX B: PROJECT IMPLEMENTATION FRAMEWORK

Core components ↓	Project intervention milestones →			Anticipated outputs / impact ↓
Preparatory actions	<ul style="list-style-type: none"> ▶ Establishing PMU & field offices ▶ Fielding of project personnel (NPD, Team Leader, M. Fish. Officers, National experts & GS staff) ▶ Procurement of office, transport, communication & training equipment. 			<ul style="list-style-type: none"> ● Well established PMU and field offices with required personnel, adequate office space & necessary facilities for office, communication, mobility and training.
Grounding the project	<ul style="list-style-type: none"> ▶ Information collection / review ▶ National level project launching workshop ▶ Rapport building with potential GOs and NGOs ▶ Constituting Project Steering Committee (PSC) at national level ▶ Preliminary selection of fishing villages 	<ul style="list-style-type: none"> ▶ Project sensitization workshops at district level for potential GOs and NGOs ▶ Orientation / training workshops for DOF personnel attached to project ▶ Selection of NGO partners ▶ Comprehensive training of GO and NGO staff 		<ul style="list-style-type: none"> ● Available information support ● Windows for linkage with other GOs/NGOs ● Well oriented, motivated, highly skilled and harmonised project team consisting of full and part time officers deputed by DOF, international and national consultants and field personnel of implementation partners sensitive to problems of vulnerable group of poor coastal fishing communities and committed to work for their well being and sustainable human development ● National level mechanism for inter-sectoral coordination
Organizing the target communities		<ul style="list-style-type: none"> ▶ Site selection, rapport building / entry activities ▶ Situation analysis through PRAs and detailed sex-disaggregated bench mark survey to take stock of constraints and needs, challenges and opportunities ▶ Identification and study of existing fishermen organizations/ cooperatives to know their current status and identify ailments and their causes ▶ Local fishing communities mobilized to organise themselves into Village Organizations (VOs) separately for women and men ▶ Establishing Village Development Committees (VDCs) as per the desire of the communities ▶ Capacity building of community organizations through training of office bearers, creating mass awareness and community managed economic and welfare activists ▶ Leadership and managerial skill development of office bearers and community leaders 	<ul style="list-style-type: none"> ▶ VOs evolve their own constitution and by laws and develop into a formal organization (possibly a cooperative) ▶ VOs establish village community centres ▶ VOs / VDCs conduct participatory planning for taking development actions ▶ Coastal Community Radio Unit (CCRU) established and broadcast of coastal community related programmes on regular basis 	<ul style="list-style-type: none"> ● Communities organised into self managed and self directed community organizations (VOs/VDCs) ● Community organizations empowered to think their problems and concerns, plan and take actions to address such issues themselves and also through demanding their political entitlement ● communities convinced the necessity for the existence of VOs/VDCs ● Communities released from the control of the present system created by boat owners, traders, money lenders and other vested interest groups

<p>Core components</p> 	<p>Project intervention milestones</p> 		<p>Anticipated outputs / impact</p> 	
<p>Sustainable livelihood development through income generating and community welfare activities including preparedness to cope with natural disasters</p>		<ul style="list-style-type: none"> ▶ Creating mass awareness about the value and advantages of savings, health & hygiene, and education. ▶ VOs office bearers and community activists trained in savings management. ▶ Establishing functional linkages between local Gov. institutions and communities (VOs & VDCs) ▶ Networking of VOs and facilitating their representation in Project Steering Committees. ▶ Mobilising social, extension and other support services including primary education and basic health care provided by GOs and NGOs. ▶ Creating mass awareness and education on disaster preparedness to reduce impact of natural disasters through mass media (radio) and participatory awareness and motivation 	<ul style="list-style-type: none"> ▶ VOs mobilising savings and starting savings/credit schemes. ▶ Improving access to credit through providing matching grants & also facilitating credit from other institutions ▶ Facilitating VOs to create VDF ▶ Training of participating GOs & /NGOs personnel in improving their services to communities ▶ Making contractual arrangements with NGOs for providing primary education & health care services to communities. ▶ Promoting selected members as community health workers and providing necessary training to them ▶ Providing matching grants for such services including allowances & encouraging VOs/VDCs to continue such services through their own fund ▶ Assisting VOs for improving certain infrastructure facilities for the communities by mobilising WFP food aid for development programme ▶ Training of community leaders/ activists in disaster preparedness and sea safety in collaboration with GOs & NGOs ▶ Facilitating increased access to early warning system. ▶ Assisting the communities to survive and revive from disasters through appropriate technologies and approaches. ▶ Developing viable group life insurance scheme & discuss ways & means for implementation 	<ul style="list-style-type: none"> • VOs and VDCs operating community managed savings / credit schemes for improved livelihood • Enhanced confidence of institutional financial organizations in community managed savings/ credit schemes and offering institutional credit to VOs. • Increased access of the communities to extension, primary education, community health and other welfare services provided by GOs and NGOs. • Enhanced quality of social and extension services delivery by GOs and NGOs. • Communities managing certain essential services like primary education and community health. • Improved infrastructure facilities for the communities • Communities aware of natural disasters and their causes and better prepared to face and cope with such calamities • Communities aware of sea safety measures and better accessed to early warning system • Draft viable group health and life insurance schemes for the considerations of the communities/government. • Enhanced socio-economic status of women in family and in the society

<p>Core components</p> 	<p>Project intervention milestones</p> 		<p>Anticipated Output/ impact</p> 	
<p>Community based management of coastal fisheries resources and habitats</p>		<ul style="list-style-type: none"> ▶ Identification of alternative income generating options for men and women through participatory techniques and expert advice ▶ Skill training for different income generating vocations ▶ Training office bearers of VOs and community members to building desired technical and enterprise management skills and facilitating market of their products. ▶ Facilitating income generating activities through community managed savings/credit schemes. ▶ Establishing Rural Enterprise Development Service (REDS) to promote community managed business 	<ul style="list-style-type: none"> ▶ Participatory review of coastal ecosystem and fisheries resources and various development activities impacting the ecosystem by the fishing communities ▶ Participatory review of current fishing practices and gear use and their impact on aquatic biodiversity and fisheries ▶ Mass awareness campaign on the need for and benefits of responsible fisheries including FAO code of conduct in this regard ▶ Facilitating formation of fishers' groups by fishery to look after the needs and develop management approaches ▶ Identification of stakeholders of fisheries, conducting stakeholders analysis & facilitating organising Fisheries Management Advisory Committees (FMACs) by fishery to better manage coastal fisheries through consensus of various groups. ▶ Communities and their FMACs plan, design and implement fishery management measures including closed area/season approaches, establishing artificial reefs, rehabilitation of mangroves & promoting community imposed ban on destructive fishing. ▶ Advocacy movement to support pollution control, mitigation of damage & rehabilitation and conservation of coastal habitats 	<ul style="list-style-type: none"> • Improved and diversified economy of coastal fishing villages / communities. • Community managed business established • Reduced fishing pressure • Communities well aware of the importance and value of rehabilitation / protection/ conservation of coastal fisheries and habitats for sustainable livelihood. • Communities taking key role in monitoring and management of coastal fisheries and compliance of fisheries acts and regulations

Important Assumptions

It is assumed that once the communities are economically and socially empowered through alternative viable income generating opportunities and other welfare and awareness programme they would participate and follow a stakeholder management approaches for the management of coastal fisheries resources thereby reducing and eventually putting a ban on destructive fishing, inspite of the fact that the project would cover only 71 fishing villages of Cox's Bazar out of over 200 fishing villages in the district.

It is also assumed that non-fishers from the adjoining rural areas and also from other parts of the country will not enter into fishing profession once the fishing pressure is released.

APPENDIX C: MINUTES OF MONTHLY PROJECT PROGRESS REVIEW MEETING ON JUNE 02, 2003

Government of the People's Republic of Bangladesh
Empowerment of Coastal Fishing Communities for Livelihood security
(GOB, UNDP, FAO Project: BGD/97/017)
ADB Hatchery Campus, Charpara, Cox's Bazaar

Memo No. 167 Date 15.06.03

Minutes Monthly Project Progress Review Meeting 02 June 2003

The monthly project progress review and monitoring meeting for the month of May 2003 held at the District Fisheries Office, Department of Fisheries, Cox's Bazar on 2 June 2003. Dr. Mosleh Uddin Ahmed, National Project Director (NPD), Department of Fisheries (DoF) presided the meeting.

Dr. Dilip Kumar, Team Leader, BGD/97/017, Senior/Upazilla Fisheries Officers, Marine Fishery Officers of the DoF, Cox's Bazar District, Project Coordinators/representatives of SPs, Social Mobilization Officers (SMOs) and National Consultants of the project participated in the review meeting.

1. Following issues were discussed and decisions made accordingly

1.1 Baseline survey conducted by partner NGOs

Two-day long workshop/baseline survey review will be held on 19 and 20 June 2003 at ADB Hatchery Conference room, Cox's Bazar. The Project Coordinators of CDS, RIC, OSAD, CATALYST, CNRS, BCAS, BDPC, ISDE, and BELA will present the major findings of their respective assigned baseline survey.

1.2 Participatory Planning by GO and NGO partners at Upazilla level

Schedules for PPWs at the Upzilla level has been prepared and as shown in the Table. Concerned Upazilla Fisheries Officers and SMO will be responsible for organizing the PPWs.

Upazilla	Date of PPW
Sadar	24 June
Ramu /Ukhiya	25 June
Moheshkali	26 June
Chakaria	27 June
Kutubdia	28 June
Teknaf	29 June

1.3 UPIC meeting at the Upazilla level

UPIC meeting should be organized immediately in Chakaria, Kutubdia, Sadar and Ukhiya Upazilla.

1.4 Project Villages

Two villages at Chakaria/Pakua (Magnama Srikudaya and Omkhali) and one village at Teknaf (Shalparidip Jaliapara) have been validated for the second spell project villages, and a total of 117 villages would be the total geographical coverage of the project.

1.5 Monthly report

Report should be precise and quantitative and should include necessary achievements in accordance with their monthly plans.

1.6 Village/Upazilla organizations

Bastab and GMF should collect the name of each VO, VDC and Upazilla office bearers/executive committee and submit to the PMU by June 2003.

1.7 Environment day

It was agreed that the project will also participate and observe Environment Day on 5 June, 2003. The Upazilla and VO members will participate in the day and Fishermen's Federation at the District level will review the progress and will propose/prepare their future plans.

2.0 Review of GO and NGOs participation and their progress on project implementation

2.1 Review and performance of partner service providers

- Services and field staff placement of CNRS found unsatisfactory and noted far behind from their target/programme. The CNRS should take necessary steps to update their performance as planned.
- OSAD and CATALYST should establish primary schools immediately in accordance with their LOA and should coordinate with S/UFOs and SMOs for any assistance, if needed.
- TARD and Tribedi have been conducting training for Men and Women VO members on different areas and as identified by the 3rd and 4th round PRAs. It

was decided that these trainings should follow its demonstration or should link up with NGOs for additional support, such as credit, needed for its benefits from the trainings.

- In consultation with Office Bearers of VOs, CDS and RIC should establish community latrines in the project villages. All decisions related to setting up community latrine should be reflected in the VO resolution book.

2.2 Upazilla wise project implementation

2.2.1 Sadar Upazilla

- Project Management expresses thanks and gratefulness to the World Vision (WV) for construction of internal (within village) roads and develops drainages of Choufaldandi fishing village.

2.2.2 Kutubdia Upazilla

- In response to VO members' interest, project decided to initiate carp nursery Demonstrations.
- Project management expresses thank and gratefulness to the Department of Upazilla Primary Education for supplying as many as 130 sets of books for primary schools established by the project (CATALYST).

2.3 Moheshkali

- Project management thanked the Women Affairs Department (WAD) of the Upazilla for including 10 women VO members as beneficiary (each women VO members will receive 30 Kg rice and Tk 90 per month).
- In response to the interest of VO members of Gotibanga, Mudirchara and Gotibanga Jaladaspara, project would support for demonstration on carp nursery and culture in seven ponds.

2.4 Ramu Upazilla

- Project Management thanked Upazilla Education Officer for contributing 30 sets of books for primary education programme of the project.
- It was decided that at least one fish culture demonstration will be established at Patcherdip.

2.5 Ukhiya Upazilla

- Project management thanked LGED for establishing community based semi-sanitary latrine at project villages.
- OSAD should finalize school sites and should start operational from June 2003.

2.6 Chakaria Upazilla

- All SPs of the project should develop better coordination and cooperation with their respective Upazilla GO departments. They should also mobilize the available support and resources for greater benefits of project villages, such as Public Health Engineering department have set-up 185 semi-sanitary latrines in project village of grater Chakaria, Red Crescent and ISDE trained 40 VO members on disaster preparedness.

2.7 Teknaf Upazilla

- Project will provide necessary inputs, such as fish fry to establish carp culture demonstration in one of the project villages.
- UFOs/SMOs should mobilize LGED resources and services for arsenic test for hand tube-wells of project villages.
- OSAD should establish all primary schools within June 2003.

The NPD thanked all participants for attending in the monthly project progress review meeting.


(Dr. Mosfeh Uddin Ahmed)
National Project Director, ECFC project
Cox's Bazar

APPENDIX D: PARTICIPATORY PLANNING WORKSHOP (MARCH-JUNE) FOR KUTUBDIA UPAZILA, 27 FEBRUARY, 2003

Empowerment of Coastal Fishing Communities for Livelihood Security Project (ECFC)
GOB/UNDP/FAO Project

Sl.	Activities	Period (Months)				Remarks
		March	April	May	June	
Government Agencies						
Department of Fisheries						
1	Carp nursery					
	i) Selection of nursery ponds					
	ii) Training on Carp Nursery & Demo					
	iii) Pond preparation & stocking Spawn					
	iv) Post stocking management & follow up					
2	Demonstration based plant nursery -					
	i) Site selection					
	ii) Nursery bed preparation					
	iii) Seed sowing & Management					
3	Upazila level monthly meeting of VO/VDC/GO/SPs					
4	Orientation training of GO, NGO, Field staff					
5	Plantation of coconut saplings					
BRDB						
1	Group Formation					
2	Training of group members					
3	Loan disbursement					
Department of Social Welfare						
1	Loan Disbursement					
LGED						
1	Construction of Herring bond road					
2	Construction of HTW Platform					
3	Public Toilet Construction					
4	Construction of Drain					
Department of Agriculture						
1	Homestead gardening Training					
2	Vegetable production					
3	Sensitization of nutrition					
4	Demonstration based plant nursery training					
Red Crescent						
1	Mass awareness Campaign on Natural disaster					
2	Training of disaster Management					
Department of Primary Education						
1	Establishing school					
2	Book Disburse among Vos school					
Department of Cooperative						
1	Assist to prepare By-laws & Code of conduct					
Department of Health & Family Planning						
1	Sensitization of EPI					
2	Sensitization of family planning					
3	Staff Training of GO/NGO					
4	Disbursement of Contra septic					
NGO's						
GMF						
1	PRA 1 in second phase villages					
2	PRA 2 and facilitating VO formation in Second Phase villages					

Sl.	Activities	Period (Months)				Remarks
		March	April	May	June	
3	Selection of VO Representative					
4	VDC Formation					
5	Dfs Training					
6	Training of VOs member					
7	VOs networking					
8	Reporting.					
TWSDA						
1	PRA 3 rd & 4 th (New Village)					
2	Training of VOs members (old village)					
3	Fish drying processing & Marketing					
4	Plantation					
5	Identification of AIGA					
6	Training of AIGA					
7	Contact of micro credit related organization					
8	Marketing & market linkage for village produce					
CATALYST						
1	Baseline survey (Education)					
2	Selection of Village					
3	House rent for school establishment					
4	Selection of teacher					
5	Selection of Student					
6	Disbursement of materials					
7	Training of teacher					
8	Opening of school;					
9	Day observe					
CDS						
1	Baseline Survey					
2	Selection of Health activities					
3	Orientation Training					
4	Training of health service					
5	Join planning with HO					
6	Regular meeting with VO					
BDPC						
1	IGD					
2	Sensitization meeting at Upazila level					
3	Sensitization meeting at Union level					
4	Identification of Change Agents (Both 1 st and 2 nd Phase villages)					
5	Training of Change Agents on Disaster Management					
6	DMT /FAT Training					
CNRS						
1	Resource survey and resource mapping					
2	Change of Resource & impact evaluation					
3	Awareness raising activities including Day Observation					
4	Village level meeting					
5	Gear / Fisheries based grouping of fisherman					
6	Fisheries management group formation (FMC).					
7	Monitoring of fish landing center					
8	Survey on mangrove and plantation					
9	Participatory Action Plan Development by FMC					
10	Baseline survey					
BELA						
1	Need assessment/ Base Line Survey on Legal aids					
2	Design & Preparation of materials					

Sl.	Activities	Period (Months)				Remarks
		March	April	May	June	
3	Training for the leaders of village organizations					
4	Training of community members women / men on legal issues					
5	Selection & installation of sites for billboard					
6	Meeting with Govt. Organization on legal issues					
7	Legal aids to fishermen					
8	Coordination meeting on relevant matters at different level.					