

## CIDA'S WOMEN IN DEVELOPMENT POLICY

CIDA's Women in Development Policy is founded on a number of basic principles. One is that Women in Development is a societal and development issue; it is not primarily a women's issue. A second principle is that structural changes in institutions are necessary for sustainable improvement in the well-being of women and society as a whole. A third is that effective development requires the participation of women from developing countries as decision-makers in the development, implementation, monitoring and evaluation of CIDA-sponsored programs and activities.

The goal of the WID policy is to strengthen the full participation of women as equal partners in the sustainable development of their societies.

The objectives of the policy are:

- 1 To encourage, respond to, and support initiatives in and among developing countries in order to:
  - increase women's participation in economic, political and social processes;
  - improve women's income levels and economic conditions;
  - improve women's access to basic health and family planning services;
  - improve women's levels of educational achievement; and
  - protect and promote the human rights of women.
- 2 To promote the elimination of discriminatory barriers against women.
- 3 To promote and support policies and activities among CIDA's partners, in Canada and overseas, that enable them to effectively integrate gender considerations into their development work.
- 4 To build the institutional capacities of CIDA so that gender considerations are fully integrated into policies, programs, projects and activities.

## CIDA'S GENDER STRATEGY IN BANGLADESH

The Gender Strategy of CIDA's Bangladesh Program has been developed to guide the implementation of CIDA's WID Policy in all program and project activities.

The goal of the strategy is to promote GENDER EQUITY through the empowerment of women.

The objectives of the strategy are to:

- a ensure that gender equity is an integral part of CIDA activities in Bangladesh;
- b promote the participation of women in development;
- c contribute to the strengthening of the national institutional infrastructure, both public and private, responsible for promoting the social, legal and economic status of women.

The implementation of the strategy entails:

- working with Canadian executing agencies, donor consortia, and Bangladeshi institutions to develop a common understanding of gender issues and of their significance to the delivery of CIDA's program in Bangladesh;
- encouraging Bangladeshi initiatives aimed at protecting and improving the legal status of women in Bangladesh;
- supporting Bangladeshi efforts to strengthen women's national machinery (government departments dealing with the status of women) through institutional support;
- assisting women in working towards decision-making positions where they can influence policy.

The Gender Strategy involves three interdependent, overlapping phases:

### THE BASELINE:

- the development of viable, strategic objectives through the use of social gender analysis.

### PHASE ONE: FROM CONCEPT TO ACTION

- the integration of gender equity into the planning and implementation of projects and programs.

### PHASE TWO: NEW INITIATIVES

- within the new directions of CIDA's Country Policy Framework for Bangladesh, the identification of innovative projects that will promote the empowerment of women as effective development planners and decision-makers, through policy influence and institutional strengthening.

## 1 THE BASELINE

To achieve the goals of the Bangladesh Country Policy, we need an understanding of the factors that influence the lives and relationships of Bangladeshi women and men. In particular, we should look at factors that constrain or promote their respective participation in, and benefit from, development projects. From the outset, it is clear that women are disadvantaged in all areas: they have a lower life expectancy, literacy rate, wage rate, and access to economic resources.

The Bangladesh Program Gender Strategy requires that measures be taken to ensure that, at a minimum, women's lives will not be adversely affected by a project and that, over time, women will benefit equally with men. However, the strategy reaches beyond this short-term goal. It seeks in the long-term to promote more equitable relations between women and men; to maximize women's economic, social and political potential; and to enable women to become development decision-makers on par with their male counterparts.

Social gender analysis is a key tool in understanding how societies are organized and function, and in identifying target groups to benefit from project interventions. Social gender analysis involves identifying the social groups in a community to determine their characteristics, relationships, differences in access to resources, as well as their varying levels of advantage, constraint and opportunity. It also involves the identification of differences in the responsibilities of men and women, both in the household and in the workplace; of how men and women interact and how their responsibilities complement each other. An understanding of these different roles,

responsibilities and relationships is essential in order to plan for change.

Specific conditions vary between social groups, within and between regions, and these conditions change continually through time. Given the complexity and constant change of the social environment of any project (as well as the changes brought about by the project itself), it is important that project designs be based on a social gender analysis and that the analysis continue throughout the project's life.

The following section looks briefly at some important factors affecting CIDA's activities in Bangladesh using social gender analysis. It attempts to look at gender relations in the changing family structure and in rural households, and describes women's work, their rights and legal status, and their involvement in decision-making.

### A Woman's Role in the Family

Although evolving social and economic conditions have changed life for many families, traditional values continue to be highly honoured. A woman's status is still mainly determined by the occupation and income level of the men in her family: first of her father, then of her husband and his family, and finally of her sons. When married, her status will depend on her husband's age in relation to his brothers. Her status increases as she has children, especially sons, and as she ages.

Men are expected to provide fully for their families' needs. Rising poverty has led to an increasing inability to fulfil this duty, resulting in high rates of male desertion (either temporary or permanent), and growing numbers of female-headed households without resources and assets. There are also many women who cannot count on their husband's continued support throughout their lives because of large age differences between husband and wife. In total, about 17 per cent of women aged 40 to 44 are widowed, divorced or separated (Khan, 1989).

Sons are preferred over daughters, due in part to their income-earning potential. Boys often begin working on the family land or for wages from an early age; daughters, although working with their mothers at least as soon as their brothers, seldom earn wages. When girls marry, they leave their parents' home and take with them a dowry. With limited resources, this provision of property or goods at marriage is a very hard price for families to pay.

Under such circumstances, boys are favoured over girls in receiving scarce resources, such as education and food. Girls generally eat after the men have finished their meal, and women after having served everyone else. The incidence of chronic, long-term malnutrition is, as a result, higher for girls and women than for boys and men.



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### The Role of Purdah in Today's Society

*Purdah* literally means curtain or veil, and refers to the seclusion of women. In one sense, *purdah* involves the confinement of women within their homes and the veiling or covering of women outside their homes. More broadly, *purdah* refers to the separation of women's world of home and domestic tasks from the public male world of fields, markets, roads, towns, or the wider economic, social and political domains (Chen, 1990).

The seclusion of women was traditionally followed as the ideal family situation. It was usually practiced in joint families where more than one generation and several brothers' families lived together and the men of the household were earning or producing adequate means to meet their families' needs. The practice of *purdah* is still regarded as the ideal way of life by many Bangladeshi men and women, but to maintain it today

requires a secure and above-average income. While economic pressures have forced many women to abandon *purdah*, it remains a strong undercurrent in Bangladeshi society, and conditions the behaviour and relationships between women and men.

As long as their family still has a plot of land to live on and includes a male member, women have a place to live and to work, even if there is no land to farm. Women who have been deserted by their husbands, however, and have lost the means to maintain a minimum physical space to live in, are in a desperate situation, economically and socially. Not only have they no means of subsistence or secure housing for themselves and their children; they no longer have the 'protection' of a man in society.



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### The Rural Household

A woman's class position depends on the occupation and assets (including land) of the male head of her household. Since seven out of eight Bangladeshis live in rural areas, economic and social status are mainly related to access to land, through ownership or tenancy arrangements. Although 85 per cent of the population depend on agriculture for their living (either directly or indirectly), most landholdings are relatively small, about two acres or less in size. In fact, only 2.5 per cent of rural households own more than ten acres of land and can afford to live according to traditional values.

While it is demeaning to the women to leave home to seek employment, and dishonourable to the men to admit that they cannot support their families, households with less than two acres of land often have no choice. Over 65 per cent of rural households are landless or functionally landless

(owning less than half an acre of land), and must rely on finding continuous paid employment to provide sustenance. It is virtually impossible to find such employment under conditions where agricultural work is seasonal and labour is abundant and poorly paid. Non-agricultural wage labour, domestic services and fuel-gathering provide employment to women, but at the lowest rates. As these households can rarely meet their own needs, they must depend on relief programs and borrowing to survive.



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## Women's Work

At all social levels, women are responsible for child care, cooking, cleaning, laundry and most household maintenance. Middle and affluent-class families usually hire domestic help, a factor enabling some urban women to pursue careers.

The majority of women, however, must perform their own household duties. Without such services as running water or access to efficient fuels, domestic chores are physically demanding and time-consuming. Collecting fuel, carrying water, cleaning, cooking and tending animals must be done before and after the day's employed labour, meaning that women work longer hours than men. Children must often be taken to the work site or looked after by an older child, usually a daughter.

Women's productive work, while crucial within agricultural production systems, is usually devalued. It includes: husking, storing and preserving rice seed, cleaning and milling grain for consumption, stripping jute fibres, caring for livestock and poultry, and tending to vegetables. It is estimated that, in rice production alone, women's labour accounts for at least 25 per cent of value added (Scott and Carr, 1985). Women's fruit and vegetable production contributes 28-46 per cent of family income (World Bank, 1990).

Most of women's productive hours are thus spent in activities which fall into the category of unpaid and undervalued work. In addition, work that is often counted as domestic may in reality be a necessary component of agricultural production or small business.

The majority of the paid female labour force in rural areas is employed in casual agricultural labour and construction work, under conditions that are physically demanding, insecure and poorly paid. The female wage rate in rural areas is less than 40 per cent of the government minimum wage for agricultural labourers (Khan, 1989), but women of deprived households, especially in rural areas, have few alternatives. Their low level of literacy (estimated at 12 per cent) and numeracy, allows employers to take advantage of women's need for work by paying them even less than the minimum wage. Real wages have actually decreased since the 1960s: where a day's field work in 1970 earned 4 kilos of rice, the same work in 1984 bought only 3 kilos (Hossain, 1987).

Some possibilities for more secure and better paid work are available (mostly in urban areas), in pharmaceuticals, electronics, glass factories, the garment industry and fish-processing plants. Some 34 per cent of all paid female workers are employed in manufacturing, and half of the workers in the tea industry are women. There are also few (but gradually increasing) numbers of professional women employed in the public service and as teachers and health workers.

### Women's Rights and Legal Status

The Constitution of Bangladesh grants equal rights to women in all spheres, except those governed by Muslim Personal Laws. Legislation supporting these rights, however, has not been effective in practice. While the legal minimum age of marriage is 18 for women and 21 for men, and dowry has been prohibited, it is still customary for girls to marry at 15 or 16 years of age and for their parents to give money or property as dowry to the groom's family. Penalties of fines and imprisonment for demanding dowry are not effectively enforced.

Muslim Family Law holds men responsible for the support and protection of their wives and children, but under current economic conditions, increasing numbers of women are being deserted and find themselves without means to obtain the support to which they are legally

entitled. Although legal redress exists for complaints concerning divorce and maintenance of children, few women find it possible to have access to the law because of severe financial limitations, as well as lack of knowledge of their legal rights.

Women are entitled to inherit a proportion of the estate of their fathers and husbands, but less than the proportion assigned to their brothers or sons. Women do not generally claim their inheritance as daughters, however, for fear of being denied the right to visit the parental home after their parents' death.

While kidnapping, rape and sexual exploitation for gain are subject to life imprisonment or death, violence against women persists. Few women, however, would ever come forward to press charges against these acts of violence because of the social stigma attached to them.



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## **Women as Decision-Makers**

Although Bangladeshi politics are traditionally a male domain, women are slowly making inroads: there are now 30 seats reserved for women in the national parliament, and three nominated women members per local body at the Local Government level.

With the help of non-governmental organizations and political parties, women are slowly starting to influence policy. The Bangladeshi government's Fourth Five-Year Plan, released in October 1990, recognized the need for the integration of women into Bangladesh's development process, and the importance of investing in women's economic activities, as well as health and education. As an indicator of the government's commitment to this effort, there is a Department of Women's Affairs, and a senior woman official with responsibility for the integration of women's issues into the work of the Ministry of Planning.

## **Social Gender Analysis: The Results**

This brief look at factors governing gender roles in Bangladesh indicates the importance of understanding the social context, and the roles and interaction of men and women in home, work and community situations. It reveals gender (and class) differences and inequalities, and some of the structures that perpetuate these differences. Even within the same socio-economic class, women are worse off than men in nutrition, health, education and social status.

Women's overlapping responsibilities for domestic work, productive work, health and the care of children means that their lives, their work and their needs are by nature intersectoral. Programs and projects can help to improve women's lives and therefore be more effective by building on and linking with each other: support for crops, water, energy and income generation must be integrated with health, nutrition, family planning and education.

Social gender analysis gives us the information necessary to identify the opportunities and strategies to effect positive change within communities.

The next section will illustrate how social gender analysis has been applied within CIDA's program in Bangladesh.

## 2 FROM CONCEPT TO ACTION

The second step in CIDA's Gender Strategy in Bangladesh is to integrate the promotion of gender equity into the planning and implementation of current projects and programs.

Many projects targeting women and poverty alleviation have tended to treat women as welfare recipients, an approach which often overlooked women's productivity and their need for self-reliance. The labour involved in road maintenance and construction work, for instance, although providing important revenue in the short run, does not lead to better jobs or lives.

Projects offering training for income generation through handicraft production may increase women's workload, and not generate the income needed to support their families.

Support geared to women's productive roles in farming, marketing and food processing can offer much potential for permanent change. Literacy training, capacity building, consciousness raising and group strengthening help women to identify and work towards their long-term strategic interests.

The following are examples of measures being taken by CIDA's Bangladesh Program to improve women's participation in current project activities.



CIDA Photo: Rogi Lemayne

### Health and Population

Population growth continues to be one of the most critical development challenges for Bangladesh in the 1990s. In the past, projects have generally focused on family planning targeted to women, without paying sufficient attention to broad social and economic pressures for having children, or to the relationships between women's general living conditions (i.e., poverty), their health, the health of their babies and the number of children they bear.

Only in Bangladesh and Nepal do women have a shorter life expectancy than men, at 54.9 years for Bangladeshi women compared with 55.6 years for men (1989). It is estimated that one in six 15-year-old girls will not survive her childbearing years; a third of them will die in pregnancy or childbirth

(Population Crisis Committee, 1988). High rates of infant and child mortality, at 125 per 1000 live births, and of maternal mortality, at 6 per 1000 (Bangladesh Bureau of Statistics, 1989), indicate the urgent need for increased access to health services. Because a woman cannot be sure that a child will survive infancy, she is reluctant to limit her pregnancies. Child survival is a precondition for reducing fertility and, consequently, population growth.

In addition, women's physical modesty must be considered: many gynaecological problems are not treated because women are reluctant to expose themselves to male doctors. Husbands often go to clinics and describe their wives' symptoms in order to obtain medication for their wives.



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CIDA, as a member of a World Bank donor consortium, has taken a leading role in identifying health disparities between genders by working with the Government of Bangladesh to establish performance indicators for the *Fourth Phase of the Population and Health Project*. The project focus is to be broadened from female reproductive health to all aspects of female health, and all statistics and research will be gender-disaggregated. Efforts will be made to have women represented at all levels of health services delivery systems. Child survival, family planning and more general health services are to be delivered together.

### **Skills for Economic Self-Reliance**

Given abundant labour and limited alternatives to agricultural work in rural areas, poverty and malnutrition are widespread. Almost 70 per cent of rural residents and 41 per cent of urban residents do not have sufficient income to meet basic consumption needs. Both the absolute number of people and the proportion of the population living below the poverty line are growing (Hossain, 1987).

Government policy and programs have generally considered women as members of male-headed families, requiring income-generating activities to supplement the male bread-winner's income. This perspective undervalues the needs of increasing numbers of women who provide the sole support for their families, as well as those whose income contribution is necessary to meet the basic needs of their families.

The number of female-headed households is increasing; approximately 15 per cent of all rural



CIDA Photo: John Hadden



CIDA Photo: Dilip Mehta

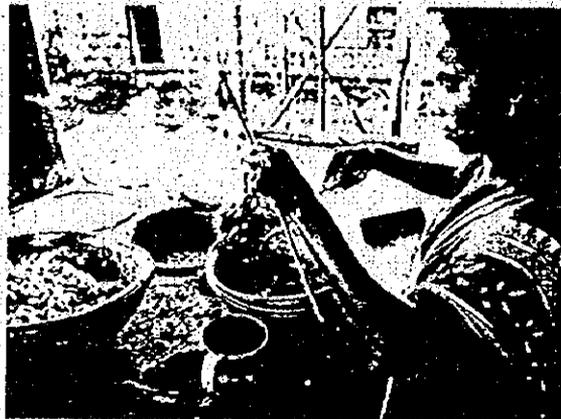
households are headed by a female but among the landless this figure is 25 per cent (UNIFEM/UNDP, 1989). With so many women responsible for the support of their families, efforts are needed to achieve greater productivity returns to women's labour, as well as to broaden the range of their income-earning activities. Support has been found to be most effective when channelled collectively through women's groups and organizations formed to initiate processes of empowerment.

Non-governmental organizations (NGOs) have been found to provide effective means of transferring resources and skills directly into the hands of the rural poor, particularly to women. The NGO approach of group formation and training as a basis of credit support has been highly successful.

The Bangladesh Rural Advancement Committee (BRAC) is an example of NGOs receiving CIDA support which target the rural landless for poverty reduction. BRAC provides the poor with the means of meeting immediate basic needs, and helps build local institutions that will strengthen the

long-term capacity of the community to solve its own problems. Women are full participants of these groups. The organization conducts a socio-economic survey of the target group, organizes groups of landless villagers, provides training in skills development and extension services, and supplies credit for productive activities.

Non-formal education provides appropriate training channels in situations where most women cannot leave their family responsibilities for more than a few hours a day. Many girls and women have now been given opportunities through BRAC to attend school or skills development/technical training programs.



CIDA Photo. Roger Lemayne

*Training in the processing of silk cocoons*

## Agriculture

In this sector, projects have generally provided support for inputs (such as seeds and fertilizer) for commercial crop production, typically a male domain. Social gender analysis reveals that women's agricultural activities focus on vegetable cultivation, post-harvest and food processing, which receive only minimal support. There are few female extension officers, and almost no funds for research into small livestock, horticulture, or labour-saving technologies for food processing. Furthermore, women are very restricted in their access to credit.

*The Crop Diversification Project in Bangladesh, supported by Canada and the Netherlands, is aimed at improving dietary diversity by increasing productivity and consumption of tubers, oilseeds and*

pulses. With the help of social gender analysis, this project identified specific activities that would promote gender equity. While researching improved seed varieties, project staff are also conducting household and marketing surveys among women to see how these seeds can be adapted to facilitate post-harvest processing and to contribute to dietary diversity. They are also increasing the number of women extension officers (through support for training), and ensuring the hiring of women as lab technicians.



CIDA Photo: Roger Lamoyne

## 3 NEW INITIATIVES

Current project and program planning and the on-going application of social gender analysis is adding to our understanding of Bangladeshi society. The next step in the Gender Strategy is to take up new initiatives that contribute to gender equity through the empowerment of women in Bangladesh. These initiatives are derived from CIDA's Country Policy for Bangladesh which stresses the importance of supporting policy changes through dialogue, and policy effectiveness through institutional strengthening.

Existing efforts to integrate women into project level activities will be complemented by stronger links and dialogue with sectoral line Ministries and with the Department of Women's Affairs. These initiatives will be pursued through Canada's membership in the Local Consultative Group Sub-Committee on WID. Members of this Sub-Committee are concerned multilateral and bilateral donors (including UNICEF and the

World Bank) which coordinate donor dialogue with the Government of Bangladesh, and share among themselves their wide-ranging experiences in promoting women's interests.

A Gender Fund has been established by CIDA in Dhaka which is designed to provide funds to women's organizations, both governmental and non-governmental, that are promoting women's socio-economic and political empowerment.

The targeted groups are women's organizations supporting and advocating policy and/or legislative reform to safeguard women's legal rights. The Gender Fund will also finance short-term research activities for planning and enhancing women's access to resources. Funded activities are expected to strengthen the institutional capacity of women's groups and reinforce domestic and international linkages between them and other interest groups. These efforts



CIDA Photo: John Flanders

should also promote gender awareness in Bangladesh, contributing to an environment more sensitive to women's rights.

To ensure the success of current and new initiatives, CIDA resources have been directed towards staff training and consultations with our development partners, emphasizing social gender analysis and planning. A briefing module on the Bangladesh Gender Strategy has been developed and is available for use by all project and program partner institutions. Assistance to CIDA on the management of gender initiatives is being provided by a WID Monitor in the field, and a WID Coordinator in CIDA Headquarters.

Specific initiatives will be developed over the next few years built on our experience in the field at the project level, and through our partnerships with women's organizations.

Measurable progress has been accomplished. Strategic directions for the future will be defined by Bangladeshi women. The core of CIDA's Gender Strategy requires that in all our development work we take the time and effort to seek and to listen to women's points of views and opinions. This approach will allow us to be catalysts and supporters of Bangladeshi women in their efforts to achieve gender equity through empowerment.



CIDA Photo: Roger Lemoyne

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A list of related resources is available at CIDA Headquarters in Hull and at the Canadian High Commission in Dhaka.

*Women welders from the  
Interpares Destitute Women Project*



ODA Photo: Dhip Mehta

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**GENDER AS A CROSS-CUTTING THEME  
IN DEVELOPMENT ASSISTANCE -  
AN EVALUATION OF CIDA'S WID  
POLICY AND ACTIVITIES, 1984-1992.**

**EXECUTIVE SUMMARY.**

July, 1993.

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**EXECUTIVE SUMMARY  
TABLE OF CONTENTS**

---

I. INTRODUCTION .....	01
II. CIDA'S WID POLICY - AN ASSESSMENT .....	02
III. WID STRATEGY AND PROGRAMMING.	
III.1 The WID Integration Strategy .....	05
III.2 The Key Role of the WID Country Strategies .....	06
III.3 A High-risk Shift from Women-specific Projects to Policy Dialogue .....	06
III.4 A Lack of Consistent Implementation .....	07
III.5 Sharing Attention with Other Cross-cutting Themes .....	07
III.6 Effectiveness of the WID Policy in Influencing the Work of CIDA Officers .....	07
III.7 Effectiveness of the WID Effort, by Sector .....	08
III.8 The Influence of CIDA's WID Policy on Other Organizations .....	09
IV. THE ORGANIZATION AND MANAGEMENT OF WID ACTIVITIES.	
IV.1 Effectiveness of CIDA's WID Organization .....	10
IV.2 WID Resources have been too few .....	11
IV.3 Lack of Rationale for the Allocation of WID Resources, Country by Country .....	12
IV.4 "WID Gaps" in CIDA's Management Cycle .....	12
IV.5 Insufficient Accountability for WID Results .....	12
V. CONCLUSIONS AND RECOMMENDATIONS .....	13

**EXECUTIVE SUMMARY**  
**GENDER AS A CROSS-CUTTING THEME IN DEVELOPMENT ASSISTANCE**  
**AN EVALUATION OF CIDA'S WID POLICY AND ACTIVITIES, 1984-1992.**

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**I. INTRODUCTION.**

In 1984, CIDA adopted a Policy Framework and Implementation Strategy for Women in Development, followed in 1986 by a plan of action for the period 1986-87 to 1990-91. Part of this plan of action was a commitment to undertake an evaluation study of the new policy, after five years. The objective of the study was to examine how effectively the new policy was integrated as a "cross-cutting" theme in all CIDA's activities, and how it has influenced development results. As the evaluation study progressed, several questions among those listed in the Terms of Reference emerged as particularly important. These included:

- Are the objectives of CIDA's WID policy sufficiently clear, and are they fully integrated with the primary objectives of the Agency overall?
- Has the appropriate level of resources been devoted to WID in light of its declared high priority in the Agency?
- Has CIDA succeeded in making its officers, and its contractors, accountable for the full integration of gender issues in their work?
- Has the commitment to produce "WID country strategies" fully integrated with CIDA's policy framework and programming in each country been fulfilled?
- Has CIDA achieved gender equity in those areas in which the Agency has a relatively high degree of control, such as in scholarship and training programs?
- Has CIDA organized itself effectively to administer its WID activities?

The main report of the evaluation study attempts to address these questions, among others. It does so within constraints, including a lack of "baseline" data that would enable precise comparisons before and after the WID policy was

rather than on ultimate results, a decision dictated by the broad scope of the evaluation, and time and budget constraints.

The methodology of the evaluation study included several lines of enquiry, and several types of data collection and analysis. The study team reviewed and assessed all of CIDA's WID country strategies, examined all documents from design to evaluation for a sample of 21 projects, conducted surveys of CIDA's staff, executing agents and partners, held "focus group" discussions, and undertook case studies of CIDA's WID activities in six countries. Data collection was systematic, and used structured instruments such as written questionnaires, where possible.

## II. CIDA'S WID POLICY - AN ASSESSMENT.

The evaluation study team were asked to examine "... the reasons for success and failure [of the 1984 WID policy] ... and the appropriateness of the policy itself." At the same time, CIDA approved a new statement of WID policy in February 1992, named the "Interim WID Policy" pending the outcome of this evaluation study. Therefore, comments on the appropriateness of the WID policy need to take into account both the 1984 policy and the 1992 "interim" policy.

The researchers identified some weaknesses in the WID policy statements. In particular, some important policy linkages were not sufficiently visible. These linkages were with CIDA's "first principle" of "putting poverty first", with CIDA's preferred mode of operations "encouraging self-sustainability", and with other "cross-cutting" policies such as environment, human rights, and good governance.

As well, the researchers encouraged CIDA to indicate relative priorities in its statement of WID policy, distinguishing between short-term and long-term priorities. Short-term WID objectives are likely to emphasize basic needs [health, nutrition, literacy, and curbing violence, for example], while long-term WID objectives may emphasize institutional change, changes in law, the removal of discriminatory barriers to women, and human resource development.

Lastly, the researchers identified some gender-related issues where the WID policy should be more clear. These included the role of men as well as

women in working for gender equity, the relationship between family breakdown and female and child poverty in developing countries, and the question of focus on women who are the "poorest of the poor".

Nevertheless, the researchers found that the 1984 WID Strategy and Implementation Plan was well conceived overall, and that five years of refining the WID policy, and increasing experience with its implementation in CIDA, have laid a good foundation for the future.

Despite this relative success, the researchers caution that CIDA cannot "declare victory" in its efforts to incorporate gender perspectives in its work, and move on to new themes. Continuity and a stable long-term commitment are essential, and the researchers found that CIDA needs to re-affirm its WID policy and strategy which are basically sound. This essential continuity is not assured. Working within the framework of the 1984 policy, CIDA's WID efforts had strong momentum for several years. From 1986 to 1990, in particular, much was accomplished. About half of CIDA's professional staff received WID training, one-third of its country programs developed written WID strategies, and many Posts engaged a WID coordinator. Projects submitted for approval were subject to scrutiny of their gender implications, and the number of WID-specific projects increased substantially. There was a high level of innovation, with new types of WID projects and programs started, and with gender treated in new ways. Some Branches made substantial gains in the participation of women in their scholarship and traineeship programs. As well, there was an active research program, and a number of reports were published.

In many country programs, there was increased awareness of gender, and increased activity related to gender issues, compared with the early 1980s. New projects often had significant WID components, in addition to being designed with gender issues in mind, and many existing projects were "WID retro-fitted". Most CIDA staff believe that CIDA's WID effectiveness improved over the past five years, and the researchers' observations generally confirm this positive outcome. The area of WID programming in which staff report CIDA to be most successful is "implementing projects that benefit women only", and the area in which the Agency is reported to be least effective is "engaging in WID policy dialogue in regard to economic reform and structural adjustment programs".

In comparison with most other aid donors, with the multilateral development banks, and with most U.N. agencies, CIDA did very well indeed. As a result, the researchers believe that Canada's reputation internationally for enlightened gender policies was enhanced, and, as well, CIDA exerted a significant, although impossible to measure, influence for the better on the gender policies and practices of many organizations throughout the developing world.

However, in the past three years, momentum has been lost. The number of WID-specific projects, and their total budgets, have dropped precipitously. Participation by CIDA staff in the WID training courses has declined to very low levels. The WID Steering Committee has come to be regarded as ineffective, and there have been disputes about the staffing and focus of the WID Directorate. To some extent, the attention of CIDA's management has been directed to other "cross-cutting" issues such as "human rights", "good governance" and "environmental impact". In 1992, surveys of CIDA staff found a high level of skepticism about the likely effectiveness of CIDA's WID efforts, and about the commitment of the Agency to WID. In the judgement of the researchers, some of the factors that led to a loss of momentum were as follows:

- The 1984 WID policy emphasized the importance of senior management commitment to WID, but did not emphasize sufficiently that this commitment could only be demonstrated by the allocation of adequate staff and budget resources, by giving the WID organizational mechanisms sufficient authority, and by setting targets and deadlines.
- While many WID activities set out in the 1986 WID Plan of Action had target completion dates, there were some important omissions, such as a deadline for completion of WID Country Strategies for all CIDA's country programs.
- The policy emphasized accountability, but did not identify the key accountability of the vice presidents, and of the country program directors, for the implementation of cross-cutting policies such as WID. In most instances, WID monitoring mechanisms at the Branch and country program levels were not put in place, allowing significant differences to emerge in how well gender issues were taken into account across the Agency.
- The policy said that the WID objectives must be measurable, but

measurable targets were seldom put in place. Even in cases where the participation of women was substantially within CIDA's control, for example in the proportion of scholarships awarded by the Agency to women and men, the commitments of CIDA to gender equity were not stated as firm numbers and deadlines. As with other aspects of WID, a lot was left to the individual officer.

- The "integrationist" approach, which was central to the policy, proved two-edged. For those who were not committed to action on gender issues, a minimal involvement of women allowed the tag "WID integrated" to be applied to a project or program, obscuring its true status.
- The policy over-estimated the incentive effect that would result from making WID a consideration in the personnel appraisal system, and under-estimated the intensity of both incentives and accountability systems that would be required to change the professional behaviour of CIDA staff to the extent envisaged by the policy.

A result of these implementation difficulties is that CIDA staff are ambivalent about the prospects that CIDA [along with other donors] will significantly improve gender inequalities in developing countries in the next decade. Many officers commented on this, some cautioning modest expectations and realism, and some expressing optimism about the catalytic role donors can play in assisting positive social change in cooperation with agencies of the recipient country.

### III. WID STRATEGY AND PROGRAMMING.

#### III.1 The "WID Integration" Strategy.

The main WID "strategy" set out in CIDA's 1984 Policy Framework and Implementation Strategy was that every CIDA officer should "integrate" gender perspectives into all of his or her work. For this to succeed, there must be an adequate definition of "WID-integrated" and this, in turn, requires that CIDA have a clearly stated notion of what "gender equity" is in a development project.

Over the past several years CIDA and other agencies have used a number of definitions of "WID integrated", none of them satisfactory. Measures of WID effectiveness have been "effort-oriented" rather than "results-oriented". The

various definitions have allowed projects that do not resolve important gender issues to be described as "WID-integrated" on the grounds that some attempt has been made to involve and benefit women. The question whether women are adequately involved, and have benefited adequately, is not addressed. Many of CIDA's WID objectives use vague language, such as "encourage, promote, support, improve, increase, collaborate". Terms that would fix accountability (such as "targets", "deadlines", "require", "must" or "will achieve", for example) are seldom used.

The researchers also observed in the field that WID integration is seldom an effective stand-alone strategy. That is, if there was no substantial focus for WID activity in a country program, and no WID expert resource person available to project team leaders on a day-to-day basis, then the "integration" of gender issues into projects and programs tends to be shallow.

In light of these conceptual confusions, the researchers found that "WID integration" is too vague a concept to provide for adequate accountability, or to be a stand-alone strategy for CIDA's WID efforts.

### **III.2 The Key Role of the WID Country Strategies.**

A serious weakness in CIDA's WID effort is that only about one third of CIDA's country programs have WID strategies, and only half of those contained plausible mechanisms to ensure women's participation in the planning, management, monitoring, and evaluation phases of CIDA's programs and projects. Only 14% of bilateral staff report that the CIDA WID country strategy (if there is one), and the general CIDA WID policy, have had a major influence on their country program. 33% report that there has been no significant influence.

### **III.3 A High-Risk Shift from Women-specific Projects to Policy Dialogue.**

There has been an evolution in CIDA's thinking about WID, over the past decade. CIDA's 1992 Interim WID Policy gave more prominence to "policy dialogue" than did the 1984 WID Strategy and Implementation Plan. However, this shift is not yet reflected in many WID country strategies, nor has it been clearly defined and "operationalized".

In general, WID policy dialogue has been recommended without discussion of method. "Policy dialogue" is a vague term that can mean different things to different people. While attention has shifted to "policy dialogue", the

traditional women-only projects have been relatively neglected. In some instances, this is deliberate. While more than three-quarters of CIDA's WID "country strategies" do deal with traditional women-specific activities, several of the strategies are critical of the approach, expressing concern that these women-specific activities might ease the pressure to address gender concerns in other aspects of CIDA's country program. These sentiments do not seem to the researchers to be well based. They note that, while direct aid to poor women might do little to change gender relationships in the short-term, it is reasonable to expect that women whose basic needs are met, and who are educated, can pursue their own gender interests more effectively.

#### **III.4 A Lack of Consistent Implementation.**

Both at the level of the individual officer's work, and at the level of CIDA's country program, there has been disproportionate reliance on individual initiative to implement the WID policy. The result has been inconsistency. For example, the variety of approaches from one Post to another is striking. In each of the six countries which the research team visited, CIDA has organized to implement the WID policy in different ways. This variety relates to different conditions in each country, but is also a result of a lack of structure and accountability.

In those cases where implementation of the WID policy has been vigorous and successful, the key has often been the competence and long-term commitment of one person - sometimes a locally-engaged-staff WID coordinator, sometimes a CIDA officer appointed WID PTL, and sometimes the project manager for the executing agency on a major WID project.

#### **III.5 Sharing Attention with Other Cross-cutting Themes.**

The research team encountered considerable uncertainty in the field regarding CIDA's intentions with WID. Various themes in development have been mooted in different regions and were seen, by some persons whom the researchers interviewed, as competing with WID.

#### **III.6 Effectiveness of the WID Policy in Influencing the Work of CIDA Officers.**

CIDA officers are not as knowledgeable about CIDA's WID policy and procedures as the research team expected. One in three report being "knowledgeable only of the general intent of WID". As well, the attitudes of

CIDA officers to WID are mixed. Virtually everyone agrees that gender inequality is a constraint to development; but a little more than half the Bilateral staff believe that it is "not among the most serious ones".

There is a certain amount of polarization among CIDA staff regarding WID: some believe that WID is the key issue in development while others believe that it is of minor importance. CIDA cannot assume that the case for the importance of WID has been made, or that the Agency's commitment to achieving gender equity in all its activities has been fully demonstrated. There are a substantial number of staff who do not believe either proposition.

About two-thirds of Canadian Partnership Branch staff believe that the WID policy and action plan has had a major influence on their work; the other third report minor or occasional influence. Bilateral staff are split evenly between those who believe that CIDA's WID policy and action plan have been a major influence on their country program in the past five years, and those who believe it has been a minor influence. About half of CIDA's bilateral staff believe that CIDA projects have not achieved the ideal of promoting the interests of women equally with men except to a small degree. However, most staff agreed that CIDA's WID effectiveness had improved over the past five years.

These differences of opinion and behaviour among the CIDA officers reflect the mixed results of CIDA's WID training effort. CIDA's WID Action Plan for 1986-87 to 1990-91 stated that basic training in gender analysis would be mandatory for all professional staff. In response, the Training and Development Section has offered the Harvard Women in Development course since 1985 and a course in Social/Gender Analysis since 1990. In 1985 and 1986, 452 staff took the Harvard WID course. This initial high level of training activity decreased in following years, until by 1991 fewer than 30 CIDA staff were taking the WID training courses each year. A very good WID training effort in the mid-1980s had "run out of steam" by the end of the decade, and the participation of CIDA officers was not significantly revived by the offering of a new Social/Gender Analysis course in 1990-91.

### III.7 Effectiveness of the WID Effort, by Sector.

The researchers and CIDA officers agree in their observations that the Agency has been most effective in WID in the following areas:

- Institutional support to women's organizations

- Projects that benefit women only
- WID in population/health and nutrition

and least effective in:

- Eliminating discriminatory barriers
- WID policy dialogue and structural adjustment
- WID in industry, mining, energy and infrastructure

### III.8 The Influence of CIDA's WID Policy on Other Organizations.

The researchers found that CIDA's Canadian Partnership Branch staff are too optimistic about how permanent and beneficial an impact the Agency has had on Canadian partner organizations' WID policies and programming. More than three quarters of partners believe that CIDA's WID policy has had, overall, little or no influence on their work. The least influenced have been for-profit executing agencies.

The researchers also conducted interviews with the staff of WID units in twelve multilateral development organizations, and found that CIDA is regarded as one of the most progressive aid agencies in its attitudes to gender, in its WID policy, and in its willingness to take a stand on gender issues when they arise in a multilateral context. However, although Canada and Norway were frequently mentioned as the two countries that have most influenced U.N. organizations regarding WID, the degree of influence is generally thought to be small. Nevertheless, CIDA's influence on the U.N. organizations is perceived as being greater than its influence on the multilateral development banks. The banks are influenced most by the direct funding of initiatives for women under their auspices. Advocacy without financial support does not lend Canada a high profile in the Banks.

The influence of CIDA's WID policy on other organizations has been substantial in the case of partners who are largely funded by the Agency, and in the case of some international NGOs. Organizations that receive little funding from CIDA, for-profit executing agencies, and organizations such as the multilateral development banks that receive substantial funding but little or none that is ear-marked for WID, are less influenced by CIDA's WID policy.

## IV. THE ORGANIZATION AND MANAGEMENT OF WID ACTIVITIES.

### IV.1 Effectiveness of CIDA's WID Organization.

In 1983, CIDA established its first WID Directorate, and set a new direction that focused on WID as a professional responsibility of the CIDA officers rather than on their attitudes to the role of women. Staff were to be accountable for achieving WID objectives, and responsible for obtaining the skills and information they needed to do so. The strategy was to professionalize CIDA's work in WID by defining WID objectives, making resources available, and holding staff accountable.

In November 1984, CIDA adopted a WID Policy Framework and Implementation Strategy, based on the new approach, and in 1986 a WID Action Plan for 1986-87 to 1990-91 was adopted. At the end of this period, CIDA developed a new statement of WID policy which became the Interim WID Policy of 1992.

The 1986 WID Action Plan had anticipated that the WID Directorate would be part of Policy Branch, and would have only a limited role in technical support to project teams. However, implementation of the new policy did not follow these lines. Instead, the WID Directorate was transferred to the Professional Services Branch which provided expert technical advice to "generalist" program managers throughout CIDA.

Each bilateral Branch, and some individual programs, designated officers with part-time responsibilities for WID. However, this responsibility was often nominal since some officers had neither the time nor the expertise to play a substantial role in managing WID, and the designated officer changed frequently. Therefore, the effective responsibility for providing advice on WID to program managers in the Bilateral branches fell to staff of the WID Directorate and to consultants. Consultants were used so extensively that a "parallel delivery system for WID" evolved.

At present CIDA is considering what overall approach it might take in the future. The evaluation team noted that, whatever approach the Agency adopts, it is difficult for the WID Directorate to be both oriented to research/strategy/policy, and immersed in the operational detail of implementing WID in projects and programs. The types of staff skills needed are different, and whatever the staff skills, the immediate demands of operational requirements tend to displace longer-term thinking when the same staff attempt both at

once. Specifically, the researchers stated:

- The WID Directorate has not been well placed in the organizational structure of the Agency to influence policy: As well, the heavy work load of the Directorate staff, day-to-day, as primary resource officers and secondary resource officers has tended to "crowd out" the important, but seldom urgent, functions of research, policy and strategy development. There are too few staff in the WID Directorate to fulfill both functions effectively, even too few to fulfill one completely adequately.
- If the WID Directorate is to be the centre of WID policy and strategy development in the Agency, the day-to-day implementation of WID should be delegated either to the CIDA Branches [which would then need to staff appropriately to fulfill the function] or to an executing agency. Delegating to the Branches would require each Branch to appoint a full-time staff person to manage WID in the Branch, and, on past experience, there is a danger that the such staff would be diverted to other duties over time. Delegating to an executing agency also presents difficulties. A large number of individual consultants are employed by the WID Directorate and by other parts of CIDA, but no CEA has emerged with a "critical mass" of WID expertise to be a major resource to CIDA and to bring a higher level of coherence to the use of consultants in implementing CIDA's WID policy.

In light of these issues, the researchers considered three alternatives for the location and organization of the WID Directorate: the status quo; move a strengthened WID Directorate to Policy Branch, supported by full-time WID coordinators in each Branch [traditional model]; or move the WID Directorate to Policy Branch and delegate many implementation tasks to an executing agency [partnership model].

#### IV.2 WID Resources have been too few.

The researchers found that the resources expended on WID by CIDA expanded rapidly from 1986 to about 1989, and then appear to have contracted equally rapidly, although the lack of fully reliable data makes the researchers hesitant to be too emphatic about this.

#### IV.3 Lack of Rationale for the Allocation of WID Resources, Country by Country.

The researchers used the [admittedly somewhat unreliable] WID expenditure data kept by CIDA's Corporate Memory to explore whether CIDA's WID expenditures in particular countries are related to need, as evidenced by the level of discrimination experienced by women in those countries. A regression analysis indicated that there is no relationship between need and either the total CIDA WID dollar expenditures or the WID proportion of all CIDA bilateral expenditures in that country.

#### IV.4 "WID Gaps" in CIDA's Management Cycle.

To see whether CIDA's intentions in regard to WID are adequately reflected in planning documents and contracts with CEAs, the study team examined all of the documentation for twenty-one projects and conducted telephone interviews with ten Canadian executing agencies. They found that the weakest links in CIDA's cycle of planning and implementation, from a WID perspective, are [1] the definition of WID objectives in the WID PAM Annex, and [2] the lack of enforceable WID conditions in the Memoranda of Understanding with recipient countries and in contracts with Canadian executing agencies. They also found that gender issues are seldom treated in depth in CIDA's project evaluations.

#### IV.5 Insufficient Accountability for WID Results.

The architects of CIDA's 1984 WID Policy Framework and Implementation Strategy gave careful thought to the question of accountability. They intended to put in place systems and practices that would ensure accountability. In the event, they have been only partially successful. The WID strategies and the WID PAM annexes have provided only a partial framework for WID monitoring and evaluation, and CEA contracts have not been sufficiently precise regarding WID targets to be achieved. The inclusion of WID in officers' performance appraisals, and the inclusion of gender issues routinely in project and program evaluations, have tended to become mechanical exercises or to be neglected.

In the research team's judgement, one reason for CIDA's relative lack of success is that accountability for WID within CIDA has been too vague and diffuse. When everyone is responsible, no one is responsible. Rather than relying on everyone in CIDA being accountable for non-specific "integration"

of WID into their work, it would be more effective to focus on the specific responsibilities of key managers (operations Vice-Presidents, and country program directors) for the WID achievements of their Branches and programs. Such accountability would be strengthened if Evaluation and Audit Division conducted evaluations or comprehensive audits of country programs, and if the country program directors reported annually to the WID Steering Committee.

## V. CONCLUSIONS AND RECOMMENDATIONS.

The evaluation report makes seven recommendations:

- 1: Refine the WID Policy.
- 2: Allocate appropriate resources to WID.
- 3: Concentrate WID efforts appropriately.
- 4: Upgrade the WID skills of CIDA staff and partners.
- 5: Improve WID in CIDA's human resource development programs.
- 6: Clarify and strengthen WID accountability and incentives.
- 7: Review CIDA's WID organization.

### Recommendation 1: Refine the WID Policy.

In general, the researchers found the 1984 WID policy sound, and the 1992 policy an improvement, in that it extended the scope and strengthened policy statements in several areas. However, the researchers suggest that four aspects of the Interim Policy be improved: its integration with CIDA's overall objectives, its specification of priorities, its integration with WID country strategies and with other "cross-cutting" themes, and its clarity on some questions of intent that are commonly misperceived.

- CIDA's WID policy statements should more visibly reflect the first principle of Canada's ODA, "putting poverty first", and CIDA's focus on "encouraging self-sustainability". The links between the WID policy and other "cross-cutting" policies such as environment, human rights, and good governance, should be described more clearly.
- CIDA's WID policy should state long-term strategy and short-term priorities. Short-term WID objectives are likely to emphasize basic needs [health, nutrition, literacy, and curbing violence, for example], while long-term WID objectives may emphasize institutional change, changes in laws, the removal of discriminatory barriers to women, and

education of girls and women.

- Refer in the general statement of policy to the WID country strategies as a key part of CIDA's WID policy, and make a commitment to produce a comprehensive set of WID country strategies by a firm date, for approval by the WID Steering Committee.
- Clarify the intent of the policy in regard to the role of men as well as women in working for gender equity, the relationship between family breakdown and female and child poverty in developing countries, and the question of focus on women who are the "poorest of the poor".

**Recommendation 2: Allocate appropriate resources to WID.**

For WID to be part of the mainstream of CIDA's work, the scale of resources devoted to WID must be more than a peripheral part of CIDA's expenditures. How much this should be, specifically, is a matter for CIDA to decide. However, CIDA needs better measures of what resources are actually spent to improve gender equity.

The true level and trend of resource allocation to WID has been somewhat obscured by CIDA's keeping statistics based on unverified intentions to spend program and project budgets on women. Where the researchers obtained figures on which they could rely fully, such as budgets approved for WID Type A projects, there has been a declining trend in expenditures and in the number of WID projects, for several years.

As well, in the researchers' opinion, the number of staff and budget resources allocated to the WID Directorate have not been adequate to the task. The staff and consultant resources (in the WID Directorate, the Branches, the Posts, and perhaps a WID executing agency) should be adequate in total to undertake all of the functions needed to fulfill CIDA's WID mandate.

**Recommendation 3: Concentrate WID efforts on some key priorities, as well as continuing to integrate a gender perspective into all CIDA's work.**

CIDA should prepare a plan to target its WID expenditures effectively by country, emphasizing those countries where women are most disadvantaged; although taking into account readiness and capability as well. In the past, there has been insufficient attention to relative need.

The WID Directorate, in cooperation with the Branches, should develop a WID expenditures plan each year, that balances short-term aid to the poorest women with longer-term efforts to remove systemic inequities in gender relationships. The WID Steering Committee should consider and approve this plan. Apart from being good planning practice, the researchers expect that setting measurable short-term targets will help regenerate a sense of WID momentum.

CIDA should set WID priorities within country programs. CIDA needs to combine expert attention to gender issues in all its programs and projects with activity targeted to redress specific gender inequities. There should be a balance between "integration" and "concentration".

#### **Recommendation 4: Improve the WID skills of CIDA staff and partners.**

CIDA is unusual among aid agencies in having made WID training mandatory, and in having trained a majority of its professional staff. However, three problems remain. First, a large number of staff do not believe that gender inequalities are among the most important constraints to development. Second, for those who are convinced of the importance of WID, a few days of training is barely a beginning for an officer who wishes to become competent in gender analysis, or even to be able to recognize gender issues when they occur. Therefore, the researchers suggest that CIDA not regard the training job as done when many staff have taken a first WID course, nor think that training alone, among all of the professional development options, is sufficient to develop professional competence in gender and development.

CIDA needs to provide more evidence to its officers of the importance of gender inequities as a cause of poverty, and the importance of WID to producing self-sustainable development.

Rather than rely on *ad hoc* opportunities to influence its partners' approach to WID, CIDA should develop a written strategy and action plan to maximize the influence of its WID policy on different categories of partners. As part of this, CIDA should study partners' needs for, and interest in, gender analysis training, with emphasis on identifying practical tools (specific knowledge and skills) that various categories of partners can use in their work.

Part of improving the WID skills of CIDA's staff and partners is improving the state-of-the-art of gender analysis in development programs and projects.

CIDA should make a special effort in cooperation with other aid organizations to improve gender analysis in all sectors, especially in those that have not traditionally been a focus of WID, such as energy, transportation, telecommunications, and infrastructure.

**Recommendation 5: Improve WID in CIDA's human resource development programs.**

Education is extremely important to improving the relative position of women in developing countries, and is an area in which CIDA can control outcomes such as the proportion of women participants in scholarship and training programs. Gender equity in CIDA's scholarship and training programs deserves a full evaluation study to itself. However, on the basis of the limited examination possible within the wider scope of the present evaluation, the researchers suggest that CIDA could improve the implementation of its WID policy in scholarship and training programs by the following actions:

- Make a commitment to achieve equal participation by women and men in scholarship and training programs [equal numbers of awards and equal expenditures per-participant] overall in the Agency by 1995, in each geographical region by 1997, and in each scholarship and training program by the year 2000.
- Make a commitment to increase the percentage of scholarship and training awards to women, with annual targets by region, by country and by program, to ensure that the 1995, 1997 and 2000 goals are met.
- Develop a strategy to remove constraints to meeting the goals. This strategy should consider each scholarship and trainee program, the Technical Assistance Regulations, and operational aspects such as: incentive mechanisms for CEAs and for government partners to meet targets; eligibility of private sector/government persons; target sectors for scholarships and training; mix of short-term and long-term training; mix of in-country and out-of-country training; and constraints experienced by women in various age groups.

**Recommendation 6: Strengthen WID accountability and incentives.**

Accountability for WID within CIDA should be improved by defining gender-related objectives in a quantitative measurable way in the PAM WID annex of each project and program, obtaining clear and enforceable commitments to

achieve these WID objectives in MOUs and in CEA contracts, and fixing more clearly the responsibilities of the Vice-Presidents and the country program directors for WID results.

CIDA should define WID objectives in a measurable way. Rather than call every program in which CIDA has made some effort to be gender sensitive "WID integrated", CIDA should state in specific terms what full gender equity would involve in the program, and set out a plan to make reasonable and measurable progress towards it. The PAM WID Annex should state measurable [quantitative] targets, relate them to the task of closing a socioeconomic "gender gap", and state milestones to be achieved, with dates where possible. As well, CIDA should clarify and strengthen the statements of WID responsibilities in memoranda of agreement and understanding, and in contracts with executing agencies. The objectives set out in the WID country strategy should be made more clear and more concrete, focusing on results rather than process, setting measurable [quantifiable] targets, and specifying a schedule and deadlines for achieving various targets.

The key responsibility for WID implementation should be that of the country program director. Each country program director should be required to present a WID country strategy to the WID Steering Committee for approval by a fixed date. Thereafter, each country program director should report annually to the WID Steering Committee, in a written progress report, on the implementation of the approved WID country strategy.

To ensure accountability, CIDA's Audit and Evaluation Division should conduct an evaluation, or comprehensive audit, of each WID country program once every five years, and report results to the WID Steering Committee.

#### **Recommendation 7: Review CIDA's WID organization.**

CIDA's WID organization has been highly decentralized. The researchers suggest that the cross-cutting dimension of WID should be strengthened in the following ways:

- The authority of the WID Steering Committee needs to be enhanced if it is to play the key role in ensuring accountability for WID, as described elsewhere in these recommendations.
- The resources of the WID Directorate need to be increased substantially to enable it to complete its responsibilities adequately;

and its location within CIDA should be conducive to a renewed emphasis on policy development.

- If CIDA is able to adopt all of the recommendations of the WID Steering Committee on the staffing and organization of the WID function in CIDA, then it should do so. If person-year constraints preclude the adoption of all of these recommendations, then CIDA should consider a partnership model for its WID organization, whereby policy development/strategy/representation responsibilities reside with a WID Directorate in Policy Branch, and the support functions are contracted to a WID Executing Agency.
- As the WID Steering Committee suggests, CIDA's WID policy should be renamed the "WID and Gender Equity Policy", and the WID Directorate the "WID and Gender Equity Directorate".
- In light of the difficulty the evaluation team experienced in gathering together basic WID documents, the researchers suggest that CIDA designate a unit responsible for maintaining a WID document collection and data base, including all WID studies, strategies and training materials produced by the Agency, or by partners under the auspices of CIDA.

#### **Main Priorities for Action.**

All seven recommendations are important, and each has many aspects that could provide scope for useful action. However, among them, three actions which would greatly improve CIDA's WID performance are:

[1] insist that all country program directors present a written WID country strategy to the WID Steering Committee for approval by a fixed date, and require each to report annually to the Steering Committee on progress against plan;

[2] routinely make the statements of WID objectives in the PAM WID annex into contractual obligations of the executing agency, and provide clear incentives for the executing agency to achieve them; and

[3] where it is within CIDA's control to ensure that women and men are involved on an equal basis, such as in scholarship and training schemes, make a firm commitment to achieve equality by a stated date.

資料12 CIDAのバングラデッシュ国別政策 (英文)

**COUNTRY POLICY FOR  
BANGLADESH**

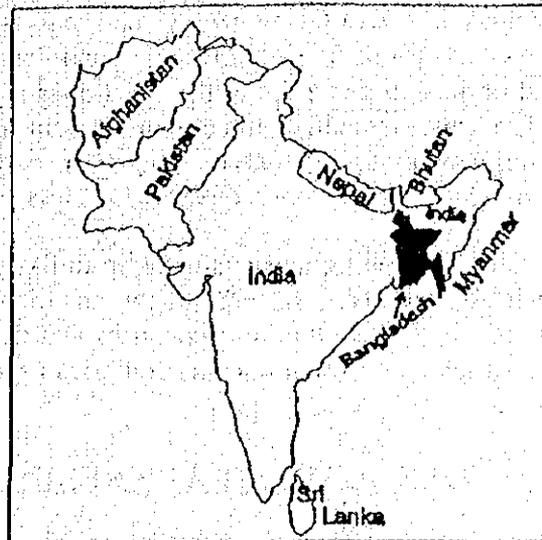
# COUNTRY POLICY FOR BANGLADESH

## TABLE OF CONTENTS

	Page
1. SOUTH ASIAN OVERVIEW . . . . .	1
2. BANGLADESH AT PRESENT . . . . .	2
2.1 Politics and Institutions . . . . .	2
2.2 The Economy . . . . .	2
2.3 Social Challenges . . . . .	3
2.4 The Environment . . . . .	4
2.5 Development Potential . . . . .	4
3. BANGLADESH DEVELOPMENT SCENARIO FOR THE 1990s . . . . .	5
4. CANADA'S DEVELOPMENT STRATEGY FOR BANGLADESH . . . . .	6
4.1 Goals: . . . . .	7
4.2 Objectives: . . . . .	7
5. INTEGRATED CIDA POLICY AND PROGRAM STRATEGY . . . . .	8
5.1 Integrated Policy Dialogue and Conditionality Strategy . . . . .	8
5.2 Institutional Strengthening . . . . .	8
5.3 Canada/Bangladesh Linkages . . . . .	10
5.4 Implications . . . . .	10

## 1. SOUTH ASIAN OVERVIEW

South Asia is home to more than a fifth of the world's population, and more than half of the world's absolute poor. At the same time, it has one of the developing world's largest industrial economies. In addition to Bangladesh, the South Asian region includes India, Pakistan, Afghanistan, Sri Lanka, Nepal, and Bhutan. Each country varies significantly from the others in size, economic potential, social patterns, cultures, and political systems. Nonetheless, the development problems all these countries face are very similar.



After four decades of relative economic isolation, South Asia is struggling to become integrated into the global economy. At the top of its agenda are the twin goals of economic policy reform and structural adjustment. The latter goal refers to those necessary changes in policies, institutions and practices which will make national economies more efficient and equitable, and more open to the outside world. Unfortunately, these reforms are beginning just as the global pool of savings is diminishing, and the flow of development aid from many donor countries is slowing down. Changes in the aid budgets of industrialized countries have made Japan the largest bilateral donor to all of the South Asian countries.

In addition to economic reform, South Asian countries are also undergoing fundamental political change. In the past, their central governments lacked either the ability or the will to bring about basic policy reforms and create social cohesion.

In the post-independence era, nationalist one-party systems dominated. Now, the forces at work are increasingly ethnic, religious and regional. Pluralism and democratic processes are on the rise; but instability and political violence are also evident. The countries in the region suffer not only from social divisiveness, but also from chronic weakness in the institutions required to manage development.

Demographic and population trends are alarming. Despite declining fertility rates, South Asia's population is likely to grow to about 2.8 billion between 2025 and 2040. The youthful age structure (39 per cent under the age of 14) will produce a surge in the labor force well beyond the overall population growth rate. It will also place enormous pressure on limited health and education systems, and could create a pool of politically disaffected youth.

South Asia is also facing massive environmental degradation. It can be traced to population growth, urbanization, deforestation and economic development. The world's atmosphere and oceans could suffer in the years ahead from the continuing deterioration of the South Asian environment. India's investment decisions in energy alone will have major ramifications for global emissions of carbon dioxide. Global warming could have particularly serious consequences for parts of South Asia.

Finally, continuing tensions between India and Pakistan may well impede progress toward regional stability. In 1988, between 15 and 25 per cent of total central government expenditures in South Asian countries was devoted to defence, compared with 10.6 per cent for all low and middle-income countries as a group.

## **2. BANGLADESH AT PRESENT**

### **2.1 Politics and Institutions**

In 1991, for the first time in the country's history, a government was democratically elected. Despite a majority in Parliament, the new government faces a difficult political balancing act. It must respond to the demands of the people for rapid economic and social improvement. At the same time, it cannot ignore traditional interest groups, nor the structural reforms expected by the international donor community. The government's success in balancing these at times conflicting interests will decide its political future and the future of democratization in Bangladesh.

The political failure of previous governments to deal effectively with a complex socio-economic environment was exacerbated by the weak institutional capacities of both the public and private sectors.

### **2.2 The Economy**

The 1970s were, in economic development terms, a lost decade for Bangladesh. All resources had to be devoted to emergency relief, reconstruction and rehabilitation. This reality influenced the relationship of the foreign donor community with the Government of Bangladesh, resulting in a generous and consistent flow of aid funds over the last two decades.

During the 1980s, Bangladesh's real Gross Domestic Product growth rate averaged 4.2 per cent per year, largely from agriculture sector activities. In 1990, agriculture generated 38.1 per cent of GDP, provided 57 per cent of all employment and nearly 50 per cent of export earnings. Income per capita reached only US\$ 180 in 1989 and is inequitably distributed. Measured in these terms, Bangladesh is considered among the eight poorest countries of the world.

To accelerate growth, a structural adjustment program was adopted in 1986. The program has produced mixed results. On the one hand, Bangladesh has maintained good macro-economic balances and has increased reserves. On the other hand, real GDP growth has averaged 3 per cent per year, versus a projected 5.5 per cent. Savings and investment as a percentage of GDP have fallen to levels below those recorded at the start of the program. Higher economic growth rates will be possible only if there is an increase in saving and investment, led by a more vibrant private sector.

By the late 1980s, dependence on foreign aid reached new heights. In 1990, 38.6 per cent of the government's budget and close to 100 per cent of the Annual Development Plan were financed by foreign contributions.

In 1991, the Government entered a second phase in its structural adjustment program, adopting a five-year development plan (1991-95) which calls for the acceleration of GDP growth to 5 per cent per year. The goals of this ambitious plan are to alleviate poverty, generate employment, develop human resources, and increase self-reliance.

### 2.3 Social Challenges

Bangladesh is the most densely populated country in the world. Its population of 113 million (1989) is growing by 2.5 per cent per year. The government has had a family planning program since 1975, which succeeded in decreasing the rate of population growth from 2.9 per cent in the early 1980s. However, the population of Bangladesh is projected to total 213 million by the year 2030.

Rapid population growth has contributed to increased numbers of landless households and to growing poverty in urban areas. It has over-stretched already weak social services and worsened the human impact of natural disasters. In response to the population crisis, the family planning program is being expanded and made more effective by developing links with maternal and child health care services.

Poverty, as measured by the World Health Organization's minimum daily caloric intake standard, now affects about 72 million people, of whom about 54 million are classified as absolute poor. Although the proportion of the population deemed to be living in poverty has remained fairly stable, the absolute number of poor people has increased.

The Population Crisis Committee has said that the status of women in Bangladesh is the lowest in the world. Women have a shorter lifespan than men, and their nutritional intake decreased during the 1980s. Wife desertion, among other factors, has resulted in between 15 per cent and 25 per cent of the poorest households being headed by women.

Women have nevertheless proved to be agents of social change in rural areas. Poverty has forced them to abandon seclusion and to seek work outside the home. This is gradually changing negative attitudes toward women's presence in public areas. Women's

participation in the labor force, although still very low, has delayed their age of marriage and enhanced their status both within their families and in their communities.

Government programs in education, health, family planning and poverty alleviation are financed to a large extent by foreign assistance. Because of the size of the population, public expenditure per capita in social sectors is very low, and the effectiveness of these programs needs to be considerably improved. Furthermore, deficits in government budgets have tended to lead to cuts in planned public expenditures in social programs. The social impact of poverty is reflected in a high incidence of malnutrition, very low life expectancy, and the gradual breakdown of the traditional family support unit.

Non-governmental organizations (NGOs) have been successful in mobilizing and empowering the poor, but their programs reach only about 10 per cent of the total target population. Further NGO involvement in development activities is obstructed by government regulations and control, and by the NGOs' limited institutional capacities.

A revealing conclusion reached by the World Bank in its 1991 report on Bangladesh states that, despite a 56 per cent increase in aid flows to Bangladesh between 1984 and 1989, there was no overall change in the incidence of poverty during this period.

## 2.4 The Environment

Recurrent floods, cyclones and tidal waves and the potential impact of global warming make Bangladesh one of the most environmentally vulnerable areas in the world. This situation is further aggravated by the impact of poverty and high population density, as well as the absence of a mutually satisfactory water-sharing agreement between India and Bangladesh. The financial and human impact of natural disasters is reflected in very low rates of economic growth in years when natural disasters occur, together with massive destruction of infrastructure and loss of life. The 1991 cyclone killed 138,000 people; 28 million people were left homeless in the 1988 flood.

Growing rural migration to urban areas is adding pressure on a very rudimentary urban infrastructure. In rural areas, the environment continues to be degraded by deforestation, desertification, reduced levels of land fertility, water contamination, and gradual loss of animal habitat and species.

## 2.5 Development Potential

Despite this difficult situation, progress occurred during the 1980s in certain sectors. For example, Bangladesh is now virtually self-sufficient in rice production. Over a short period of time, a dynamic garment export industry has developed which in 1990 contributed 40 per cent of total export earnings. The contraceptive prevalence rate has increased from 8 per cent in 1975 to 33 per cent in 1989. Despite major natural disasters and external shocks

to the economy, the government has consistently maintained sound macro-economic policies. Financial sector reforms and other efforts to liberalize the economy have also been adopted.

These accomplishments indicate that, despite Bangladesh's structural weaknesses and the destructive impact of natural disasters, the potential to develop does exist. Some of the economic and institutional reforms needed to realize this potential over the medium- to longer term are already in place; others are planned over the next three-year period. Finally, a democratically elected government has recently taken office for the first time in the country's independent history.

### 3. BANGLADESH DEVELOPMENT SCENARIO FOR THE 1990s

Bangladesh is at a crossroads. Its development performance in the 1990s will decide its future as a viable nation. Rapid population growth, poverty, environmental degradation, and marginal economic growth, if left unattended, threaten to bring about a total decay of the political, economic and social systems.

A critical factor in improving Bangladesh's political system will be the priority given to the establishment of democratic institutions and to good government.

Human rights will remain a concern. The Government's adoption of difficult economic and institutional reforms could result in civil unrest.

Continued efforts to implement the structural adjustment program will see the introduction of appropriate *economic policies and institutional reforms*. It is expected that Bangladesh will maintain its record of good macro-economic management, with respect to monetary policy, exchange rate management, and economic liberalization. However, progress in fiscal management, privatization and domestic resource mobilization is expected to continue to lag behind established targets.

As international Official Development Assistance declines, Bangladesh will have to rely increasingly on foreign private and domestic investment for broader based growth and employment creation. However, protectionism abroad, and slow growth in per capita incomes will work against a rapid development of the industrial sector. Bangladesh will have to compete for private foreign investment with other Asian economies that offer skilled labor forces, better industrial sectors, and more stable political environments.

Agriculture will remain an important contributor to GDP and the largest source of employment for some time to come. Food imports will continue to drain scarce foreign exchange. Food aid, consistent with domestic policies that encourage agricultural production, will still be needed to ensure food security.

Slow progress in changing women's status in society and limited government capacity to provide budgetary resources to health, family planning and other social sectors will probably not allow the government to meet its current population targets of a growth rate of 1.65 per cent by the year 2000, and a net reproduction rate of 1 per cent by the year 2015.

Urbanization will increase rapidly, seriously affecting the quality of the human environment in urban areas. The informal sector will continue to grow, NGOs will be active in both rural and urban areas.

*Environmental issues* could reach a breaking point within the next 15 to 20 years. Global warming could further reduce the land area, due to rising sea levels. In rural areas, the integrity of ecosystems will be seriously threatened by the high pressure of population on land, affecting species and ecosystem diversity.

Environmental protection, natural resources management, and natural disaster preparedness are clearly major priorities for the 1990s. In rural areas, efforts will be needed to maintain the integrity of inland, coastal and marine ecosystems. At the institutional level, appropriate environmental regulations should be developed and enforced, particularly in regard to environmental protection (water, land and air) and environmental impact assessment.

#### **4. CANADA'S DEVELOPMENT STRATEGY FOR BANGLADESH**

The 1980s saw substantial growth in Canadian assistance to Bangladesh. Total annual disbursements through all country-to-country channels grew from \$65.1 million in 1979/80 to \$130.1 million in 1989/90. The bilateral program covered eight sectors: capital projects in the energy, transportation and industrial sectors; technical assistance and local cost funding in population and health, agriculture and water sectors; commodities for balance of payments support; food aid; and rural development projects.

In the 1990s, however, economic circumstances in Canada and the need for reform in Bangladesh argue for a major change in Canadian policy toward that country, and in the priorities of the Canadian International Development Agency's program there.

It has become clear that poverty reduction in Bangladesh can take place only within a policy environment which allows for a more equitable access to resources, and an institutional capacity sufficiently strong to implement these policies effectively. It is also clear that Bangladesh must become more self-reliant in mobilizing its own resources for development.

To increase the impact of Canada's assistance to Bangladesh, the new program will be based on the development of an appropriate policy dialogue strategy, complemented by an institutional strengthening and linkage program. The resulting policy framework would mean: (i) a more integrated approach to policy dialogue and conditionality; (ii) a more

focused involvement in critical development areas; (iii) institutional strengthening; and (iv) a narrower program scope.

The following are the goals and objectives of Canada's future development assistance program in Bangladesh:

#### 4.1 Goals:

- To strengthen institutional capacity and support policy changes conducive to sustainable development.
- To promote the transition of the Canada-Bangladesh relationship from one of dependence upon donors to one of greater self-reliance.

#### 4.2 Objectives:

- To strengthen the capacity of key economic and social institutions to support public and private sector policy changes and development.
- To strengthen the capacity of community based institutions to increase the productive capacity and empowerment of the rural poor, particularly women.
- To assist Bangladesh in reducing fertility rates and maternal and infant mortality through effective family planning and related mother and child health services.
- To assist Bangladeshi institutions in achieving foodgrain self-sufficiency, crop diversification and improved water management.

The program goals are long-term in nature and will move the focus of the program from poverty alleviation at the village level to policy reforms and institutional strengthening which are preconditions to rapid, sustainable growth and poverty reduction. The goals also indicate that policy and institutional reforms are seen as critical catalysts in a process of change.

## 5. INTEGRATED CIDA POLICY AND PROGRAM STRATEGY

The challenge facing CIDA is to manage the transition to a new program, and at the same time, adjust the ongoing program to incorporate the new elements of this Country policy.

The new program will build on previous CIDA investment in innovative, successful activities in critical areas of Bangladesh's development. For example, CIDA involvement in agricultural policy development has contributed in part to the rapid expansion of agricultural production in Bangladesh in recent years. Similarly, early CIDA involvement in family planning has given Canada a prominent position with regard to health and gender policy issues, within both the government and the donor community.

### 5.1 Integrated Policy Dialogue and Conditionality Strategy

The timely implementation of policy and institutional reform is a critical factor in ensuring Bangladesh's future viability as a nation. The framework for this reform is the Policy Framework Paper (PFP), as agreed to by the Government of Bangladesh with the World Bank. This framework is a comprehensive package of planned policy and institutional reforms which provides Canada with the framework needed to dialogue effectively with the government and with other donors. Canada supports in particular the thrust of the PFP in areas such as fiscal management, agriculture, health and population, poverty reduction, women and the environment.

CIDA's new country policy proposes a more structured approach to policy dialogue, accompanied by the introduction of selective conditionality linked to the PFP, with the explicit understanding that if performance targets are not met, Canadian aid flows to Bangladesh will be affected.

### 5.2 Institutional Strengthening

Bangladesh's current *institutional capacity* to develop appropriate policies and to design and implement development programs is a major impediment to the country becoming more self-reliant. Efforts to strengthen the managerial and operational capacity of Bangladesh's institutions receiving CIDA assistance have been undertaken. The success of these initiatives is, however, contingent upon political decisions to introduce and implement reforms to make these organizations more effective and self-reliant.

Institutional strengthening linked to policy development will be the focus of the agricultural program. The project portfolio will consist of four major activities: (i) agriculture sector policy development; (ii) introduction of non-cereal food crops and related policy support; (iii) a multi-disciplinary regional water management program with increased emphasis on flood control and environment; and, (iv) provision of fertilizer (potash) which will also generate counterpart funds for institutional development.

Involvement in population and health programs will be focused on activities that will strengthen the government's capacity to deliver effective health and family planning programs. A gender strategy proposed by Canada and accepted by the government and the donor consortium will be closely monitored for effective implementation. Greater NGO involvement will be encouraged in the implementation and monitoring of this project. A plan to ensure a larger government involvement in planning, financing and delivery of the health and family planning program has been developed and is a key element in reducing donor dependency.

Building upon the work done with government and local NGOs, CIDA will give increased emphasis to strengthening community-based organizations dealing with empowerment of the poor.

*Environmental policy* will focus on: (a) institutional strengthening of government and non-government organizations responsible for water management; (b) implementation of an environmental review process introduced by Canada in the World Bank-led Flood Action Plan; and, (c) potential involvement in institutional strengthening of the newly formed Department of the Environment.

In energy, the bilateral program will shift emphasis from provision of capital goods to human resource development and institutional strengthening. Energy projects will focus on management, policy-making and planning in the natural gas sector through technical assistance.

Institutional support will also be given to disaster relief and preparedness agencies. Bilateral funds will contribute to the Bangladesh Water Development Board in improving water resources and flood management practices as part of the Flood Action Plan.

### Women in Development

CIDA's Bangladesh Program adopted a Gender Strategy in 1990. Central to the strategy is the concept of *gender equity*, or the achievement of equivalent status of both sexes within a social and economic context that provides enough scope for women to develop their autonomy. The objectives of the strategy are to: (a) ensure that gender equity is an integral part of CIDA activities in Bangladesh; (b) promote the participation of women in development; and (c) strengthen the national institutional infrastructure, both public and private, responsible for promoting the social, legal and economic status of women. The implementation of the strategy entails: (a) working with Canadian Executing Agencies, donor consortia, and Bangladeshi institutions involved in our program to sensitize them to gender aspects of development and to ensure that attention is given to social-gender analysis; and to gender issues within projects; (b) promote Bangladeshi initiatives aimed at protecting and improving the legal status of women in Bangladesh; (c) support Bangladeshi efforts to strengthen women's national machinery through institutional support; and, (d) assist women in moving to professional level policy- and decision-making positions.

### 5.3 Canada/Bangladesh Linkages

Canada's various Official Development Assistance delivery channels will encourage increased partnership. The Canadian Partnership Branch will work closely with the Canadian NGO community in fostering increased links with Bangladeshi NGOs. Specifically, CIDA will assist Canadian NGO initiatives to define a new relationship with their partner organizations in Bangladesh. CIDA will support the activities of Canada-based groups interested in presenting workshops and seminars on Bangladesh's development. Such activities will enhance the analytical capacity of the program and raise the awareness of the Canadian public about Bangladesh and its development process.

Within Bangladesh, CIDA will continue to support local NGOs, giving increased attention to institution building and policy development activities. In cooperation with the International Development Research Centre, CIDA will develop a project with the Bangladesh Institute of Development Studies to monitor the impact of structural adjustment on the poor. This enhanced monitoring, policy analysis and development capacity will be used by the Government of Bangladesh in its discussions with the International Monetary Fund and the World Bank on the structural adjustment program.

Within the professional and academic community in Canada there is a growing interest in Bangladesh. A "knowledge network" project will be established to encourage the publication of position papers on Bangladesh's economic, social and cultural issues. A similar network will be developed in Bangladesh to link up with its Canadian counterpart.

### 5.4 Implications

This program's shift will take place over a 4-6-year period. The implications of the proposed framework are far-reaching. The size and nature of the Canadian aid program will change as industrial, commodities and capital projects are phased out, and food aid further decreases. Canada will increase its focus on policy and institutional development, which should, in turn increase the effectiveness of Canadian assistance and Canada's role in policy coordination within the donor community. With appropriate Government of Bangladesh policies and continued donor support, it is hoped that Bangladesh will move towards a more sustainable development growth path.

(資料12の抜粋)

CIDAのバングラデシュCountry Policy

(1) バングラデシュに対する援助

1970年代	Emergency relief and rehabilitation (バングラデシュは1971年に独立、復興のための救済中心の援助)
1980年代	1979/80年のC\$65.1 millionが10年後には約2倍になった。 インフラストラクチャーの整備。 Capital projects: エネルギー、交通、工業など。 Technical assistance: 人口、健康、農業、水資源など。 Commodities for balance of payment: 食糧援助、農村開発など。
1990年代	カナダ国内の不況とバングラデシュ自身の改革の必要性から、institution buildingおよびself-relianceに重点。これまでは、食糧援助が全体の半分近くを占めていたが、現在は1/3くらいに減少している。バングラデシュの自助努力を促そうとしている。従来、8部門にわたり53件のプロジェクトを支援してきたが、部門を限定して、プログラミング・アプローチを取るようとしている。また、南アジア地域内協力へと移行することにより、バングラデシュから多少撤退しようとしている。

援助総額は、1972年から1993年までで、C\$2 billion(約2000億円弱)の  
グラント供与。カナダにとっては、最大の被援助国になっている。

(2) CIDAの「バングラデシュ国別援助政策」

(Country Policy for Bangladesh 1990-1995)

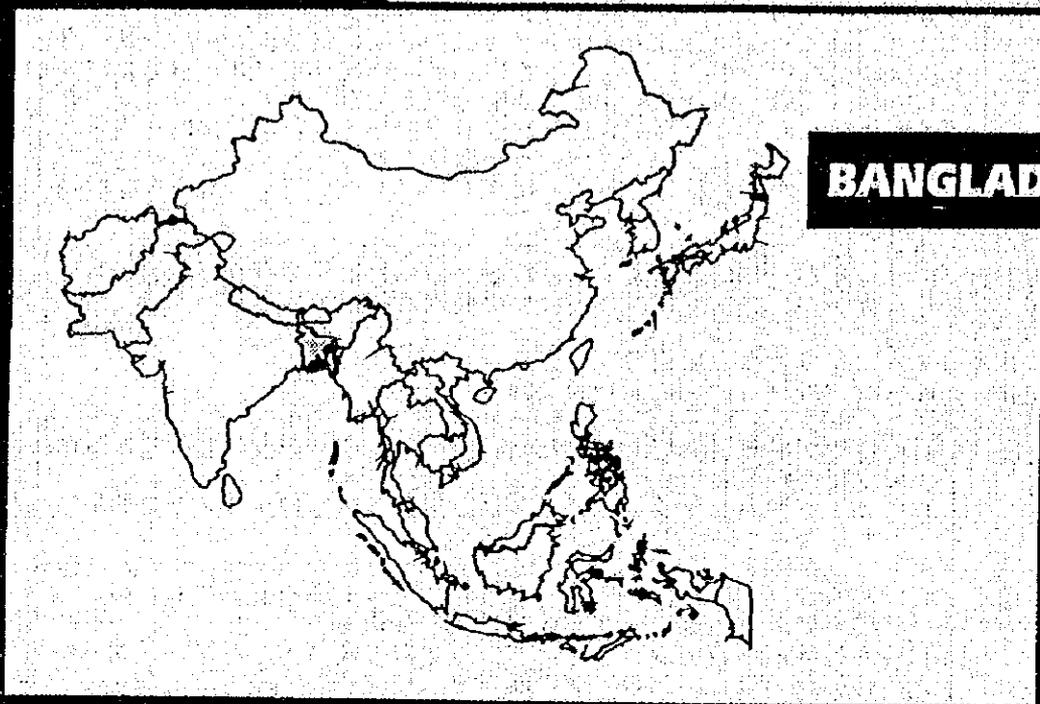
上位目標	(1) 持続的開発に必要なInstitutional Capacityの強化と政治改革の支援が行われる。 (2) カナダとバングラデシュの関係が援助国依存型からより自助努力型に変更することを促進する。
目標	(1) 政府及び民間部門に関する政策変更及び開発を支援するため、重要と思われる経済・社会機関の能力強化をする。 (2) 農村地域の貧困層、特に女性の生産能力及びエンパワーメント強化のために、地域の機関の能力を強化する。 (3) 効果的な家族計画及び母子保健サービスを通じて、出生率、妊産婦死亡率、乳児死亡率の低下のための支援する。 (4) 食糧自給、作物多様化、水資源管理を達成するためにバングラデシュの関係機関を支援する。
成果	(1) 政策対話と選択的条件付け(オファー方式)の重視 (2) 政府の機構強化(institutional strengthening) - 特にCIDAの援助を受けている機関の能力強化 - ジェンダー・ストラテジー(BPGS)の効果的実施 - 農村の貧困軽減対策 - 環境政策(水資源、洪水対策、環境庁の強化) (3) カナダとバングラデシュの関係強化 - カナダとバングラデシュのNGOの連携 - IDRCとBIDSの協力 (4) 将来の方向性 - このようなプログラムになるまでに4~6年はかかる。 - 工業関連、援助物資、資本投入型の援助、および食糧援助は減少し、政策及び機構強化や開発が強化されるようになる。 - 他のドナーの調整役的存在になることを望む。 - バングラデシュが持続的開発を達成するようになることが望まれる。

**CIDA**

資料13 アジア地域におけるCIDAのプログラム：バングラデッシュ

**PROGRAMS**

**IN ASIA**



**BANGLADESH**

**ASIA BRANCH  
JUNE 1993**



Canadian International  
Development Agency

Agence canadienne de  
développement international

## TABLE OF CONTENTS

	Page
■ PREFACE . . . . .	1
■ CIDA'S STRATEGY IN ASIA . . . . .	2
■ MAP . . . . .	3
■ GOALS AND OBJECTIVES . . . . .	4
■ PROGRAM OVERVIEW . . . . .	4
● CONTEXT . . . . .	4
● STRATEGY . . . . .	6
■ COUNTRY FACTS . . . . .	8
■ DISBURSEMENT PROFILE . . . . .	9
■ BILATERAL PROJECTS . . . . .	10
■ CANADIAN PARTNERSHIP PROGRAMS . . . . .	23
■ MULTILATERAL PROGRAMS . . . . .	24



## PREFACE

This publication is part of a series\* entitled "CIDA Programs in Asia," produced by the Policy, Programming, and Evaluation Division of the Asia Branch, with input from other Asia divisions and CIDA branches. It is not an official publication, but a working document made available to the public for information purposes.

The information booklets are designed to provide general information on CIDA's major programs in Asia, as well as some background on the political, economic, and social situation of the country in question. The series is designed for use by CIDA employees, other departments and organizations of the Government of Canada, and other levels of government, as well as partners in the business community, non-governmental organizations, academics, and other readers interested in CIDA programs in Asia. In the context of this publication, the expression "Canadian official development assistance (ODA)" means the portion of ODA administered by CIDA.

## PUBLICATION SERIES

"CIDA Programs in Asia" produced by the Policy, Programming, and Evaluation Division of the Asia Branch consists of a series of 18 publications. The publication titles are as follows:

Overview  
South Asia  
South-east Asia

ASEAN  
Bangladesh  
Cambodia  
China  
India  
Indonesia  
Malaysia  
Pakistan  
Philippines  
Nepal  
Regional Institutions  
South Pacific  
Sri Lanka  
Thailand  
Vietnam

## CIDA'S STRATEGY IN ASIA

In recent years CIDA's Asia strategy has shifted away from an isolated project-oriented approach to development towards broader policy interventions. Strategic themes such as policy dialogue, partnership, institution building, sustainable development, and human rights and good governance have become the cornerstone for CIDA's future planning and programming.

In the Asian context, the need to create durable partnerships and linkages between Canadians and their Asian counterparts has been of particular importance. These changes are a result of shifting development needs and priorities in Asia as well as Canada's current domestic climate and evolving foreign policy priorities. The program's mission is:

**"To involve Canadians in cooperation for sustainable development in Asia, in a manner that builds relationships and promotes Canada's long-term interests."**

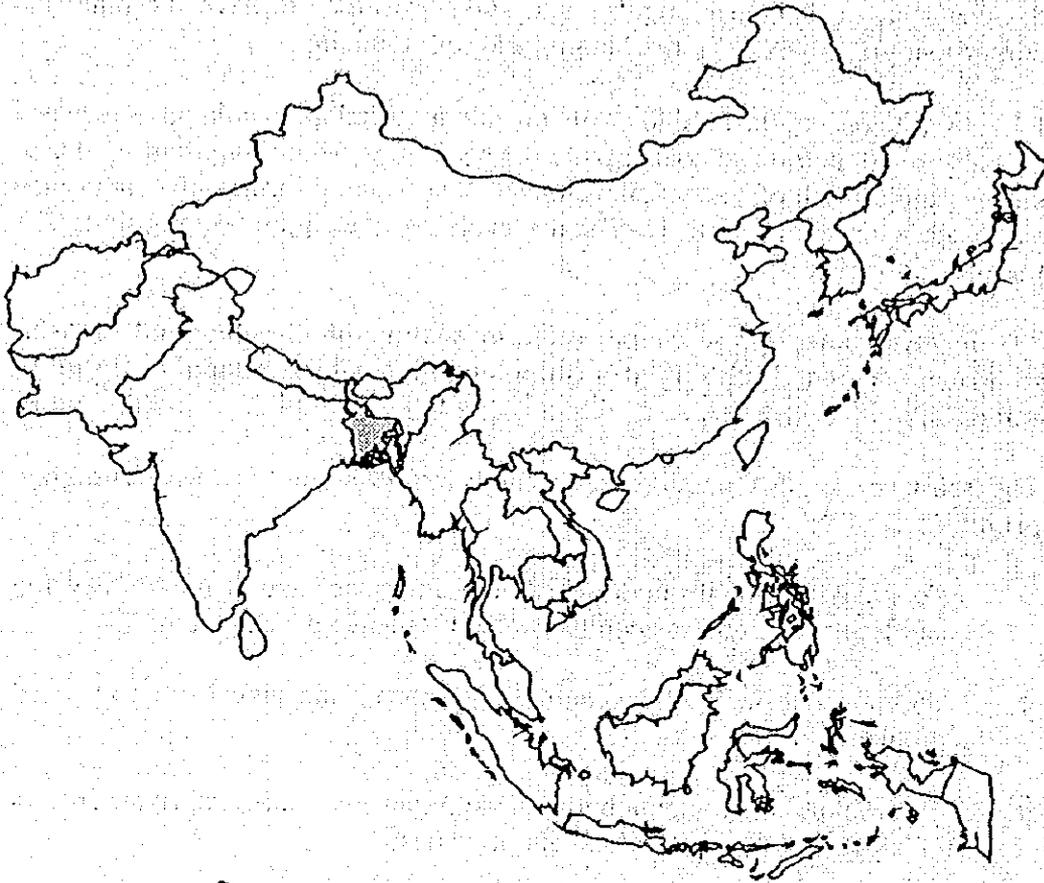
The substance of this mission statement is reflected in five broad program priorities:

- ◆ To strengthen the institutional capacity in Canada and in Asia to develop and implement policies conducive to sustainable development;
- ◆ To cooperate in resolving national, regional, and global environmental problems;
- ◆ To promote collaboration between the Asian and Canadian private sectors in support of Asian development priorities;
- ◆ To foster institutional linkages and networks between Canada and Asia;
- ◆ To encourage respect for human rights and promote good governance.

An important step for developing such cooperation is to improve understanding among interested Canadians of the nature of Canadian international development assistance programs in Asia. An important mandate of CIDA is to maintain a meaningful dialogue with Canadians.

A key component of the Asia strategy will be to work more closely with CIDA's partners to define the challenges in Asia and plan how we can best pool Canadian talents and resources to meet these challenges. The Asia program is committed to ensuring that Canada's development assistance activities remain flexible to changing circumstances in Asia and continue to reflect Canadian values, capacities, priorities, and interests.

# BANGLADESH



## GOALS AND OBJECTIVES

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### GOALS

- Strengthen institutional capacity and encourage policy changes conducive to sustainable development
- Promote the transition of the Canada-Bangladesh relationship from one of donor dependency to a partnership based upon greater self-reliance

### OBJECTIVES

- Strengthen the capacity of key economic and social institutions to influence public and private-sector policy changes and development
- Strengthen the capacity of community-based institutions to increase the productive capacity and empowerment of the rural poor, particularly women.
- Assist Bangladesh in reducing fertility rates, as well as maternal and infant mortality, through effective family planning and related mother and child health services
- Assist Bangladesh in achieving foodgrain self-sufficiency, crop diversification, and improved water management

## PROGRAM OVERVIEW

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### CONTEXT

Bangladesh is one of the poorest countries of the world, with an estimated per capita annual income of US \$210. Its economy is affected by a large trade deficit and heavy reliance on official development assistance. Poverty now affects about 72 million people, of which about 46 million are classified as destitute; an increase in absolute terms from levels found in the early 1980's. Average real per capital income in recent years has grown by 1.3 per cent per year, and GDP growth has been averaging slightly less than 4% per annum, both of which are well below the rate of other South Asian countries. Some success has been experienced in mobilizing the poor, but poverty reduction programs reach only about 10-15 per cent of the total target population. Malnutrition and malnutrition - related diseases remain at unacceptable levels.

Bangladesh is a relatively homogeneous nation, ethnically, linguistically, and culturally. Despite frequent political disruptions, there is an internal stability. Recurrent floods, cyclones, tidal waves, shifting river beds, and the potential impact of global warming make Bangladesh one of the most environmentally vulnerable areas of the world. Agriculture remains the cornerstone of the economy, contributing 35.1 per cent of gross domestic product in 1992, about 40 per cent of export earnings, and employing about 60 per cent of the workforce.

On the political front, 1990 was an important year in Bangladesh's history. After nine years of power, a popular uprising brought about the downfall of the regime of President Ershad. For the first time in the country's 19-year history, free and fair elections were held in February 1991. The Bangladesh Nationalist Party, led by the current Prime Minister, Begum Khaleda Zia, won a majority. Subsequently, the nation opted for a parliamentary system of government.

On the economic front, Bangladesh has made some significant progress. Since May 1990, the government has undertaken some initiatives which have led to stabilization of the economy: some major policy and institutional reforms are now in place, and there have been significant improvements in all macro-economic indicators over the past two years. The country is now virtually self-sufficient in rice production, and, over a relatively short period of time, a dynamic garments export industry has developed which accounts for 53.5 per cent of the total exports in the fiscal year 1992.

The dependency of the Government of Bangladesh on foreign assistance, which grew considerably during the 1980's, is now on the decline. Recent policy reforms have led to an increase in the local revenue portion of the Annual Development Plan to approximately 30 per cent. Major efforts to increase domestic resources mobilization and public revenues, and to better focus public expenditures have contributed to the gradual reduction in dependency. Investment in targeted programs will provide a safety net to that segment of the population vulnerable to the impact of rapid structural changes.

## STRATEGY

Canadian cooperation with Bangladesh began shortly after Independence in 1971. Initial programs were oriented to relief and rehabilitation of infrastructure, particularly in the railway sector. Programming evolved into the 1980's to include capital projects in the energy, transportation, and industrial sectors; technical assistance in population and health, agriculture, and water sectors; commodities for balance-of-payments support; food aid; and rural development projects. Current programming is moving away from infrastructure projects into support for institutional strengthening.

In 1991 CIDA adopted a new policy framework for Canada's official development assistance (ODA) towards Bangladesh. The program goals are long term in nature and will move the focus of the program from poverty alleviation at the village level, to policy reforms and institutional strengthening which are preconditions to rapid, sustainable growth and poverty reduction.

In Bangladesh, as in some other countries, the growth potential goes unrealized largely because of inappropriate policies, inefficient allocation of resources, and weak institutions. Policy reform and institutional strengthening are, therefore, viewed as critical catalysts in the process of change. While the past year has seen substantial progress in stabilizing the economy and establishing appropriate policies, the emphasis now needs to shift to accelerating the implementation of these policies, and development of the institutional tools which they require.

Policy dialogue with the Government of Bangladesh aiming at reform and institutional strengthening in critical areas such as economic and fiscal management, democratization, equitable growth, and poverty reduction have become an increasingly important component of Canada's development assistance program in Bangladesh. The program has shifted emphasis from balance-of-payments support and infrastructure type of projects to more institutional strengthening, human resources and policy related activities in the areas mentioned earlier. Canada is increasingly focusing on quality of public investment as a critical determinant of future assistance efforts. This is expected to result in increased program impact and manageability.

While a sustained rate of economic growth is essential for effective poverty reduction in Bangladesh, equally important is the need for the government to give higher priority to public investment in the social sectors. Investment in health and family planning, human resource development and targeted programs could help the people of Bangladesh to make the transition from an agriculture-based economy to a more diversified economic base.

Experience gained from the process of development planning and implementation in Bangladesh demonstrates clearly that due to a lack of effective people's participation, development activities have only limited success in achieving stated objectives and ensuring sustained delivery of project benefits. In contrast, experience has shown that the sooner local people participate in the planning process, the better are the results for a successful, sustainable project. Cross-sectoral programming activities such as the role of women, environment, institutional strengthening as well as poverty reduction will be considered in all Canadian-financed projects.

Over the past two years a Gender Strategy and an Environment Strategy have been established and are currently being implemented.

The Gender Strategy has focused on building partnerships in working towards its goal of promoting gender equity through the empowerment of women. These partnerships have been through project related activities, and through the establishment of a Gender Fund to support and strengthen both Government and Non-Government Organizations advocating women's legal and human rights.

The Environment Strategy recognizes that Bangladesh's overall development process needs to be strengthened by the integration of environmental considerations with macro-economic and sectoral policies. The goal of this Strategy for Bangladesh is to strengthen the public and private institutional structure responsible for legislating, policy making, planning and enforcing environmental development in Bangladesh. CIDA will continue to apply Canadian federal environmental standards to all its projects, as well as pursuing a proactive environmental approach through the Flood Action Plan, and providing support for institutional strengthening of the Department of Environment, and encouragement of environmental awareness and public education. An Environmental Initiatives Fund administered by the Canadian High Commission has been established to support activities that reflect the goals of the Environment Strategy in the local environmental community in Bangladesh.

## FACTS ON BANGLADESH

- Official name: Peoples Republic of Bangladesh
- Population: 106.7 million (1990)
- Projected Population growth: 1.8% (1989-2000)
- Population density: 740 per sq. km. (1991)
- Area: 144,000 sq. km.
- Illiteracy: 65% (1990)
- Infant mortality: 105 per 1,000 live births (1990)
- Gross national product per capita: US\$210 (1990)
- Inflation: 9.6% (1980-90)
- Debt load: US\$11.4 billion (1990)
- Official development assistance receipts: US\$2103 million (1990)
- Official development assistance from Canada: \$109.96 million (1991/92 estimate)
- Canada's rank among donors : Fourth
- Volume of trade with Canada: Imports Cdn.\$94.2 million  
Exports Cdn.\$31.0 million  
(1992)

**Sources:** World Bank Development Report 1992, World Bank Human Development Report 1992, UNDP

## DISBURSEMENT PROFILE

(\$ million net)<sup>1</sup>

Channel	1987/88	1988/89	1989/90	1990/91	1991/92 <sup>2</sup>	TOTAL <sup>3</sup>
Gov't- Gov't	60.35	88.79	77.66	70.66	62.20	359.66
Canada Fund	.35	-	.45	.50	1.00	2.30
ICDS(4)	.27	.21	.43	.52	.20	1.63
NGO(5)	3.51	5.36	4.14	1.80	7.11	21.56
INGO(6 )	-	-	-	.01	-	.01
INC(7)	.08	.01	.01	.06	.23	.39
IHA(8)	.82	2.52	-	.00	4.29	7.38
Food Aid	67.57	55.02	47.27	46.18	34.56	250.60
<b>TOTAL</b>	<b>132.59</b>	<b>151.91</b>	<b>129.96</b>	<b>119.73</b>	<b>109.59</b>	<b>643.78</b>

SOURCE: CIDA Annual Reports

### NOTES:

1. All disbursements of assistance are shown net, i.e., minus capital repayment of ODA loans made prior to April 1986. Since that date all new bilateral development assistance has been in grant form, to all countries.
2. 1991/92 figures are estimates only.
3. Total Canadian ODA as shown in CIDA's Annual Report may be larger as it includes ODA provided by other organizations or levels of government. Discrepancies in totals are due to rounding.
4. Institutional Cooperation and Development Services Program.
5. Non-Governmental Organizations Program.
6. International Non-Governmental Organizations Program.
7. Industrial Cooperation Program.
8. International Humanitarian Assistance Program.

BANGLADESH

## BILATERAL PROJECTS

### AGRICULTURE AND WATER RESOURCES

#### **The Agriculture Sector Team (Phase III) 170/16670**

\$3.5 million contribution 1991-94

**Objective:** This project was designed to provide technical assistance to the Bangladesh Ministry of Agriculture and analytical support to the Canadian High Commission in Dhaka. Phase III continues to provide technical assistance services to the Ministry of Agriculture with the aim of increasing their institutional capabilities for long term policy development and strategic planning.

**Implementation:** Phase III is implemented by Deloitte and Touche, in association with the DPA Group Inc., Halifax, Nova Scotia and Talisman Projects Inc., Vancouver, British Columbia.

**Current Status:** Phase III field activities began in September 1991.

#### **Food Grain Storage (Phase II) 170/11328**

\$6.2 million contribution for Phase I; 1982-88

\$13.4 million contribution for Phase II; 1988-93

**Objective:** In Phase I of this project, CIDA provided funds for the construction of 29 food grain warehouses of 500 to 1000 tons capacity. A Canadian engineering firm provided technical assistance and supervised the construction program. The second phase of this project, which is now operational with a budget of \$13.4 million, is focusing on the rehabilitation of 39 food grain storage depots, the construction of three others, and a training component.

**Implementation:** Carr and Donald and Associates of Toronto (now called CDA Engineering Ltd.) have been providing technical assistance and supervision for the construction program under Phases I and II.

**Current Status:** Project completion is scheduled for June 1993.

**Wheat Program ( Phase II ) 170/15156**

\$2 million contribution; 1991-93

**Objective:** Through the International Wheat and Maize Improvement Centre (CIMMYT) in Mexico, CIDA is assisting the Bangladesh Agriculture Research Institute to expand and diversify its wheat research program. This involves research on pesticide use, fertilizer and irrigation. Major project emphasis is placed on the development of high-yielding and disease-resistant wheat varieties, and on institutional development.

**Implementation:** CIMMYT is the implementing organization.

**Current Status:** The project is operational but is being phased down for completion mid 1993. The contribution noted above will be reduced to reflect changes. This Phase II will be the final stage of CIDA financial support and therefore is designed to assist in institutionalizing and enhancing the sustainability of the wheat program prior to termination of external support.

**Bangladesh Rice Research Institute (Phases III) 170/10739**

\$5 million contribution for Phase III; 1981-93

**Objective:** Since 1977/78, CIDA has contributed \$5.7 million to assist Bangladesh to develop and improve its capacity for increasing rice production by strengthening the institutional and technical capabilities of the Bangladesh Rice Research Institute. Australia, the United States and the Ford Foundation are also supporting this project.

**Implementation:** The project is being executed by the International Rice Research Institute of the Philippines.

**Current Status:** The project is operational with completion scheduled for June 1993.

**Crop Diversification Program 170/12827**

\$34.4 million contribution; 1989-98

**Objective:** This ten-year, multi-donor project was designed to increase production and consumption of non-grain crops (pulses, potatoes, oilseeds and other crops as recommended). An estimated 834,000 Bangladeshi farmers will benefit from this project over the ten-year period. The project is being co-financed with the Netherlands, with CIDA's share of the project committed for the first five-year period and with the possibility of participation for the final five years.

## **BANGLADESH**

**Implementation:** The project is implemented through the Bangladesh Ministry of Agriculture. CIDA has selected Agrodev, in association with Agriteam and Prince Edward International, to manage the Canadian inputs for the first five years.

**Current Status:** The Canadian executing agency was mobilized in 1990. The project is operational with Phase I of the project reaching the midway mark.

### **Project Support Unit (PSU) 170/17550**

\$1.3 million contribution; 1991-93

**Objective:** The objective of the Project Support Unit (PSU) is to provide support to the CIDA program in Bangladesh, with a view to strengthening project delivery in a cost-effective manner.

**Implementation:** The support services include administrative and logistical support to all smaller CIDA-funded projects for which it would not be cost-effective to operate independently. The executing agency for Phase I is Deloitte and Touche of Guelph, Ontario.

**Current Status:** The project is operational. Phase I of the project will be completed July 1993 and Phase II will follow on immediately.

### **Small-Scale Water Control Structures III 170/13827**

\$13.8 million contribution; 1988-93

**Objective:** The main objectives of the project are to improve the management and utilization of water resources, and to strengthen the capacity of the Bangladesh Water Development Board (BWDB) to implement new projects and to operate and maintain completed schemes. This will ultimately result in increased agricultural production and farm incomes in the areas served by the project.

Since 1978, three co-financed projects have been implemented to provide technical assistance services of a Canadian executing agency to the BWDB in support of Food for Work and World Bank financed construction of water-control structure schemes and appurtenant structures. The current project (Phase III), which is complementary to an International Development Association (IDA) credit of US\$40 million, also aims at improving the financial management, costing, and benchmark and evaluation studies of the project, as well as undertaking specific activities aimed at increasing involvement of

women and other local beneficiaries in the planning, design, implementation, and operation/maintenance of structures and schemes, and ensuring adequate attention to environment.

**Implementation:** Northwest Hydraulic Consultants Ltd. of Edmonton and Vancouver is the Canadian executing agency providing the technical assistance on engineering, training, and environmental aspects. Deloitte and Touche of Guelph, Ontario were contracted to undertake the modernization of accounting and operation/maintenance costing activities. A local Bangladesh firm, Kranti Associates, is under contract with the BWDB, financed by CIDA, to carry out the benchmark and evaluation studies.

**Current Status:** Phase III field activities, which began in 1988, are scheduled to end in 1993. However, CIDA has been requested to provide two additional years of technical assistance to complement an extension in the IDA credit disbursement period.

**Northeast Regional Water Management Project (NERP) 170/13339**  
\$17 million contribution; 1988-95

**Objective:** The improvement of water resource management in the greater Sylhet and Mymensingh districts of Northeast Bangladesh. This will be achieved through providing assistance to the Government of Bangladesh with interdisciplinary water-resources planning and development, and through structural and non-structural interventions, aimed at improvements in flood control, drainage, and irrigation (FCDI) in the project area. The project is a major component of the World Bank coordinated Flood Action Plan (FAP) for Bangladesh. CIDA is sponsoring, through this project, the membership of a Canadian environmentalist on the FAP's panel of experts.

Major outputs will include a regional water-resources development plan to guide future development; new infrastructure and improved operation and maintenance of FCDI infrastructure to increase agricultural productivity on about 25,000 hectares; an enhanced data base; and improved institutional performance through better trained and equipped government personnel.

**Implementation:** The project is being implemented in two phases: the development of the interdisciplinary regional water-resources management plan (1991-93), and implementation of structural and non-structural measures (1993-96). Shawinigan Lavalin Ltd., of Montreal, and Northwest Hydraulics Ltd., of Edmonton and Vancouver, have been contracted for both phases to provide technical assistance to the

## BANGLADESH

Bangladesh Water Development Board and the Government of Bangladesh's Flood Plan Coordination Organization. Dr. Pat Lane, of P. Lane and Associates of Halifax, has been contracted as the environmentalist on the FAP panel of experts.

**Current Status:** The regional planning phase will lead to the finalization of the regional plan by August 1993. Water-resources infrastructure has already reduced flood damage, increased agricultural production and farm income, increased employment, and slowed impoverishment in a relatively small portion of the overall project area. However, benefit realization has not always been satisfactory. The project is addressing a variety of problems, namely: inappropriate project (infrastructure) designs, flood damage to completed infrastructure, insufficient maintenance budgets, conflicts between end users, and inadequate participation of intended beneficiaries in all phases of project conceptualization and implementation.

The environmentalist is assisting in ensuring that environmental impact assessment and natural-resource management issues are adequately addressed in this project and in all other components of the FAP.

**Current Status:** The project is operational.

### **Baral Basin Development 170/13337**

\$2 million contribution (to end of feasibility), 1989-94

**Objective:** The project goal is to increase agricultural production through improved irrigation, flood control, and drainage in the Baral Basin in Northwest Bangladesh. The project potentially includes the design and installation of a pumping plant, agriculture extension services, and the provision of operational and maintenance financing, together with support for rural enterprise groups.

**Implementation:** The project is being executed in two phases: a feasibility study by Tecult/Acres will be followed by project implementation.

**Current Status:** The feasibility studies are tentatively scheduled to begin in May 1993 and be completed by mid-1994.

## POPULATION

### Fourth Population and Health Project 170/17126

\$28.3 million contribution; 1992-97

**Objective:** The aim of the project is to support the objectives of the governments Fourth Population and Health Project, which are to: reduce the fertility rate; reduce morbidity and mortality in children under five; reduce maternal morbidity and mortality; reduce disability, morbidity and mortality from poverty-related diseases; improve the nutritional status of women and children; and improve effectiveness and efficiency in the planning and delivery of family planning and health services.

The project covers a five-year period (1992-97) and comprises 63 sub-projects totalling Cdn.\$692 million. The project is co-financed by the Government of Bangladesh and an 11-member consortium composed of Australia, Canada, Denmark, the European Community, Germany, Japan, Netherlands, Norway, Sweden, the United Kingdom, and the International Development Association.

The purpose of CIDA's contribution to the project is to strengthen the capacity of the Ministry of Health and Family Welfare of Bangladesh to improve health and family-planning services delivery.

CIDA's contribution will support the following components: provision of oral contraceptives; strengthening family planning and health management information systems to improve the government's capacity to adequately manage and monitor project implementation; preparation of a human resources development master plan; and supporting NGOs operational research to improve service delivery in the future.

**Implementation:** Specific components of the project will be implemented by UNICEF, the United Nations Fund for Population Activities and the World Health Organization, acting as the executing agencies to the consortium. The consortium members were involved in the design, and will be involved in the monitoring of the entire project, with particular attention being given by each respective member to the components it funds.

**Current Status:** The project is operational.

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## BANGLADESH

### **Bangladesh Household Survey Capability 170/12488**

\$3.1 million contribution; 1986-93

- Objective:** The purpose of this project is to develop an accessible and reliable data base for planning and policy making within the Government of Bangladesh. This is being done by strengthening the Bangladesh Bureau of Statistics capacity to carry out a program of integrated household surveys.
- Implementation:** The project is being implemented through a multi/bilateral agreement with the United Nations Development Program as the responsible organization. CIDA has contracted a monitor, Alan Sunter Associates of Ottawa.
- Current Status:** The project is scheduled for completion, December 1993.

## POVERTY REDUCTION

### **The Rural Poor Program (Rural Development) 170/15072**

RPP I -- \$22.9 million contribution; 1983-90

RD-12 -- \$52.7 million contribution; 1990-95

- Objective:** Under RPP I, CIDA co-financed the "rural poor" component in the World Bank's Rural Development II Project. The Canadian component provided credit, training, and technical assistance to cooperatives for landless farmers and women. Other donors contributing to this project are the United Kingdom, the International Development Association, and the United Nations Development Program.
- CIDA's second rural poor project (RD-12) involves the provision of skills; training, and credit facilities for income-generating activities and the strengthening of the capacity of the Bangladesh Rural Development Board to implement, sustain, and develop its Production and Employment Program for the landless.
- Implementation:** E.T. Jackson and Associates is the Canadian executing agency for the project, and Fulcrum Associates has been contracted as project monitor.
- Current Status:** The project is operational, but is currently in the process of being substantially restructured. Contribution figures noted above may be adjusted to reflect restructuring.

**Proshika Kendra Phase IV 170/15102**

\$18.0 million contribution; 1989-94

**Objective:** This is the fourth phase of a project with a Bangladeshi NGO, Proshika Kendra, that CIDA has assisted since 1975. Proshika helps empower and increase the self-sufficiency of the rural poor through group formation, literacy, health, skills training, and the provision of credit for income generation. CIDA's contribution is also assisting Proshika to build up its institutional capacity to organize and support larger numbers of rural poor.

**Implementation:** The project is implemented by Proshika Kendra, and Horizon Pacific International of Vancouver is the project monitor.

**Current Status:** The project is operational.

**Comilla Proshika Phase IV 170/16506**

\$5.0 million contribution; 1991-93

**Objective:** This is a further phase of a project with Comilla Proshika, a Bangladeshi NGO that CIDA has supported since 1975. Comilla Proshika assists disadvantaged rural poor by organizing them into groups, providing them with literacy, health and skills training, and operating a credit scheme to allow them to undertake income-generating projects. This project will help alleviate poverty and promote participatory, self-reliant, sustainable socio-economic development in the rural areas served by this NGO.

**Implementation:** The project is implemented by Comilla Proshika.

**Current Status:** This project is operational but is being phased out this year - one year ahead of original planning. The contribution noted above will be reduced accordingly.

**Rural Maintenance Program 170/13916**

\$1.7 million contribution through bilateral food aid; 1985-88

\$5.0 million contribution; 1989-95

**Objective:** In this project, Canada's contribution to CARE Canada is used to cover some of the administrative costs associated with a major project providing employment for 61,000 women in the maintenance of rural infrastructure. The project provides year-round maintenance on 61,000 miles of rural, earthen, farm-to-market roads and will provide

## BANGLADESH

the women with a stable cash wage. In addition, self-managed income-generating activities will be investigated for project participants, with the objective of institutionalizing the program with the Government of Bangladesh.

The overall program (\$100 million for the period 1985-95) is funded from the proceeds of the sale of Canadian wheat (food aid), covering 90 per cent of the crew's salaries and CARE's local operational costs, and by the Union Parishads which contribute 10 per cent of the crew's salaries.

**Implementation:** The project is implemented in Bangladesh by CARE Canada.

**Current Status:** The project is operational.

### **Grameen Bank Project 170/15070**

\$10.1 million contribution; 1990-93

**Objective:** The Grameen Bank is an indigenous bank in Bangladesh that promotes the socio-economic development of landless and assetless rural men and women through the creation of income-generating activities, group formation, provision of credit, and skills training. The Grameen Bank first received international support for its activities in 1981. At present, a consortium of seven major international donors are providing \$85 million to the Grameen Bank.

**Implementation:** This multi-donor project is implemented by the Grameen Bank and monitored by the donor consortium, with the support of the Donor Liaison Office in Dhaka, Bangladesh.

**Current Status:** The project is operational with 100% of CIDA funding expected to be completed by March 1993.

### **The AKFC/BRAC Rural Development Program 170/12824**

\$10.5 million contribution; 1990-94

**Objective:** This project is designed to provide funding to the Bangladesh Rural Advancement Committee (BRAC), an indigenous Bangladeshi NGO, that aims at increasing the productive capacity and empowerment of the rural poor in Bangladesh through the provision of credit, basic literacy and skills development training. Currently, a consortium of eight major international donors are funding BRAC. This support

translates to an amount of Canadian \$60 million over a period of three years. The CIDA contribution aims at expanding and strengthening BRAC's administrative and operational structure and delivery services, and reducing its dependence on donor funding with a view to becoming a self-sustaining institution.

**Implementation:** In this country focus project, CIDA is providing funds to the Aga Khan Foundation Canada (AKFC), a Canadian NGO working with BRAC.

**Current Status:** The project is operational and a Phase II is being planned with AKFC.

## RAIL TRANSPORTATION

### **Bangladesh Railway Program (Phase II) 170/11977**

\$95.96 million contribution for Phase II; 1988-98

**Objective:** The Rail II program concentrates on training, through the provision of advisors and equipment for the construction of a railway training academy; and on the provision of equipment, locomotives, and technical assistance for the maintenance of motive power.

**Implementation:** Several Canadian consultants and suppliers are involved in this project: CPCS, International Rail Consultants, General Motors, Beauchemin/Beaton/Lapointe, and Transconsult. Several other consultants will be involved in ancillary studies.

**Current Status:** The Rail II program is operational.

## ENERGY

### **Gas Field Appraisal 170/11317**

\$46.26 million contribution; 1985-93

**Objective:** This project helped Bangladesh to define gas reservoirs in existing fields and to increase its capacity to bring proven fields into full production.

**Implementation:** A Calgary firm, Challenger International Services, was selected to conduct the drilling program and training. The CIDA monitor was Mega Engineering, Calgary. Reservoir engineering expertise and training was provided by Intercomp-Kanata Management Ltd., Calgary.

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## BANGLADESH

**Current Status:** The project is completed, with the exception of the reservoir engineering component. No further phases are being planned.

### **University of Alberta/BUET -- Institutional Linkages Program 170/13022** \$4.75 million contribution; 1987-94

**Objective:** The project is supporting an institutional linkage program between the University of Alberta and the Bangladesh University of Engineering and Technology, in the fields of energy and water. It involves improving academic programs, equipment and library facilities; staff upgrading, and development of a framework for future linkages.

**Implementation:** The University of Alberta is the responsible Canadian organization. The monitor is MEGA Engineering.

**Current Status:** The project is operational and a mid-term evaluation concluded that the linkage project is so far successful. A Phase II of the project is currently being planned with the University of Alberta.

## PROGRAM AID

### **Fertilizer 1986 170/11312** \$57.09 million contribution; 1986-95

**Objective:** To promote greater agricultural production in Bangladesh by increasing the availability of potash for the agriculture sector. Canada is providing muriate of potash, and the services of a research monitor and procurement monitor. Funds generated from the sale of fertilizer will be used by the Government of Bangladesh to pay family welfare assistants under the Population IV project.

**Implementation:** The project began operations in 1988 and is managed by CIDA. The research monitor was contracted in late 1988. The procurement monitor was contracted in 1989.

**Current Status:** Total disbursements to date are \$37 million.

### **Industrial Commodities 170/11318** \$47.4 million contribution; 1987-95

**Objective:** To increase the budgetary resources available to the government for development purposes and the stock of critical raw materials.

## BANGLADESH

**Objective:** To increase the budgetary resources available to the government for development purposes and the stock of critical raw materials, balance-of-payments support will be provided through the supply of competitive Canadian industrial commodities -- aluminum, copper, sulphur, woodpulp and zinc, etc. -- to Bangladesh.

**Implementation:** This project is a follow-up phase to the \$50.5 million project (1983-87). Monitoring and commodity-related research is being conducted by Panicle International, Ottawa. Canadian suppliers of commodities are contracted directly by Bangladesh buying agencies.

**Current Status:** Total disbursements to date are \$8 million. The project is on-going.

## PUBLIC PARTICIPATION

**NGO Policy Education Project 170/17722**  
\$300,000 contribution; 1993-94 (Phase I)

**Objective:** This project is aimed at promoting public participation in development policy decision-making related to Bangladesh. It is intended to increase the capacity of Bangladesh and Canadian NGOs to engage in policy analysis, research and education activities that will

constituencies in Bangladesh and issues in the areas of Environment, Poverty Democratic Rights.	increase the awareness of public Canada regarding policy Alleviation and
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**Implementation:** Inter Pares, Ottawa, and CUSO are the responsible Canadian Organizations.

**Current Status:** The project is operational.

## CANADA FUND FOR LOCAL INITIATIVES - 170/17417

This annual fund, which is administered by the Canadian High Commission in Dhaka, is used to support small projects initiated by community groups and voluntary organizations in Bangladesh. Priority is given to projects focusing on social development and to those which are targeted to Bangladesh women. The fund for 1993/94 is \$300,000.

1993/94

balance-of-payments support will be provided through the supply of competitive Canadian industrial commodities -- aluminum, copper, sulphur, woodpulp and zinc, etc. -- to Bangladesh.

**Implementation:** This project is a follow-up phase to the \$50.5 million project (1983-87). Monitoring and commodity-related research is being conducted by Panicle International, Ottawa. Canadian suppliers of commodities are contracted directly by Bangladesh buying agencies.

**Current Status:** Total disbursements to date are \$8 million. The project is on-going.

## **PUBLIC PARTICIPATION**

### **NGO Policy Education Project 170/17722** \$300,000 contribution; 1993-94 (Phase I)

**Objective:** This project is aimed at promoting public participation in development policy decision-making related to Bangladesh. It is intended to increase the capacity of Bangladesh and Canadian NGOs to engage in policy analysis, research and education activities that will increase the awareness of public constituencies in Bangladesh and Canada regarding policy issues in the areas of Environment, Poverty Alleviation and Democratic Rights.

**Implementation:** Inter Pares, Ottawa and CUSO are the responsible Canadian Organizations.

**Current Status:** The project is operational.

## **CANADA FUND FOR LOCAL INITIATIVES - 170/17417**

This annual fund, which is administered by the Canadian High Commission in Dhaka, is used to support small projects initiated by community groups and voluntary organizations in Bangladesh. Priority is given to projects focusing on social development and to those which are targeted to Bangladesh women. The fund for 1993/94 is \$300,000.

## CANADIAN PARTNERSHIP PROGRAMS

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In 1991/92, CIDA channelled approximately \$7.63 million to Bangladesh. Total disbursements covered 95 projects.

During 1991/92, allocations for the Non-Governmental Organizations (NGOs) Programs covered 86 projects amounting to an estimated \$7.11 million.

In 1991/92, CIDA disbursed \$0.23 million for one project through its Industrial Cooperation Program (INC) in Bangladesh.

Disbursement through its Institutional Cooperation and Development Services (ICDS) Program amounted to \$0.29 million for the implementation of 8 projects during 1991/92.

## MULTILATERAL PROGRAMS

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Canada is an active member of the multilateral system -- a network of international organizations working together for global solutions to global problems. Canadian involvement consists of the provision of funds, and subscription to capital, to international financial institutions and UN programs and agencies.

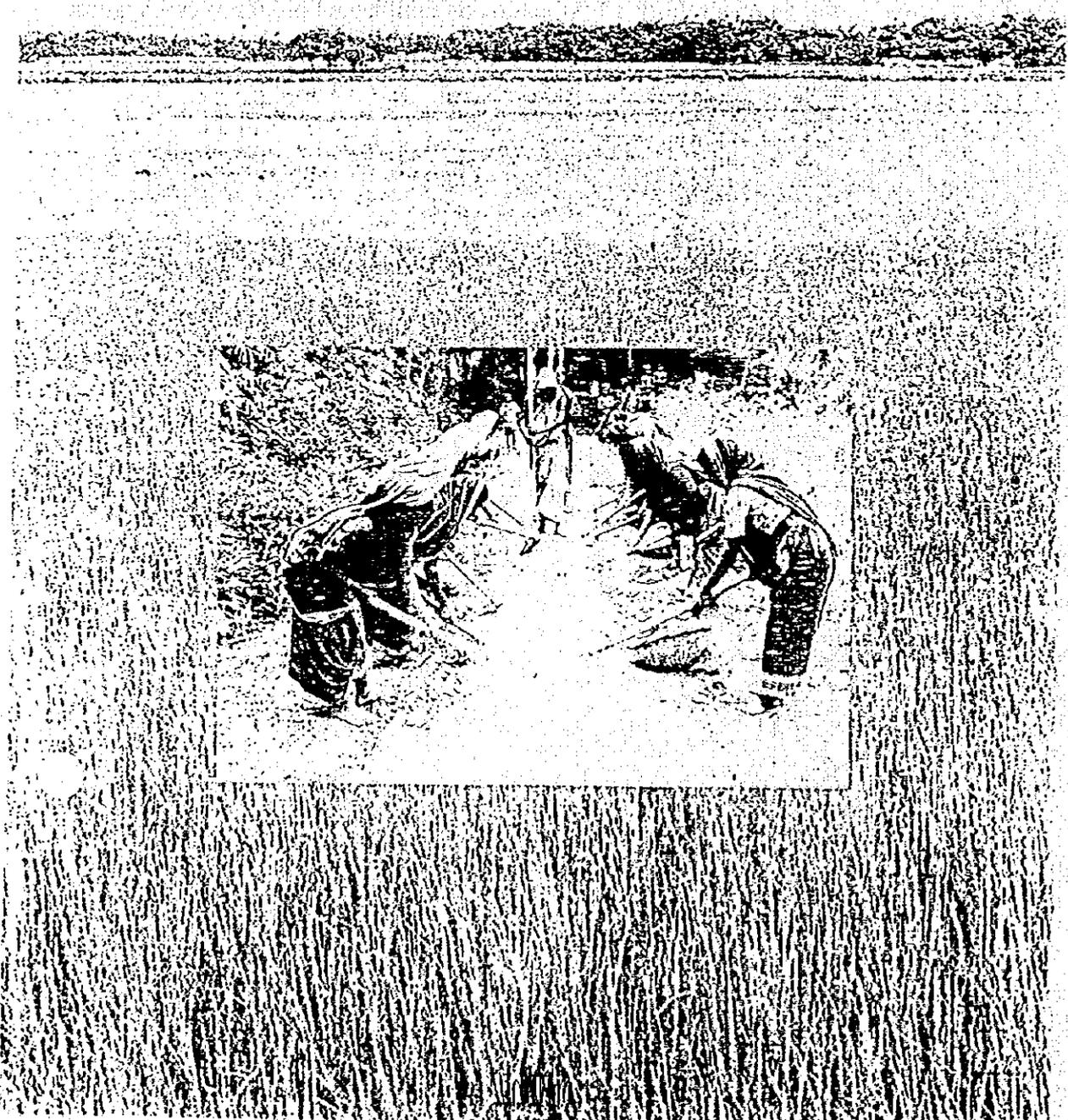
To obtain further information on multilateral programs, we suggest that you contact Multilateral Programs Branch directly.



# Canada-Bangladesh Cooperation

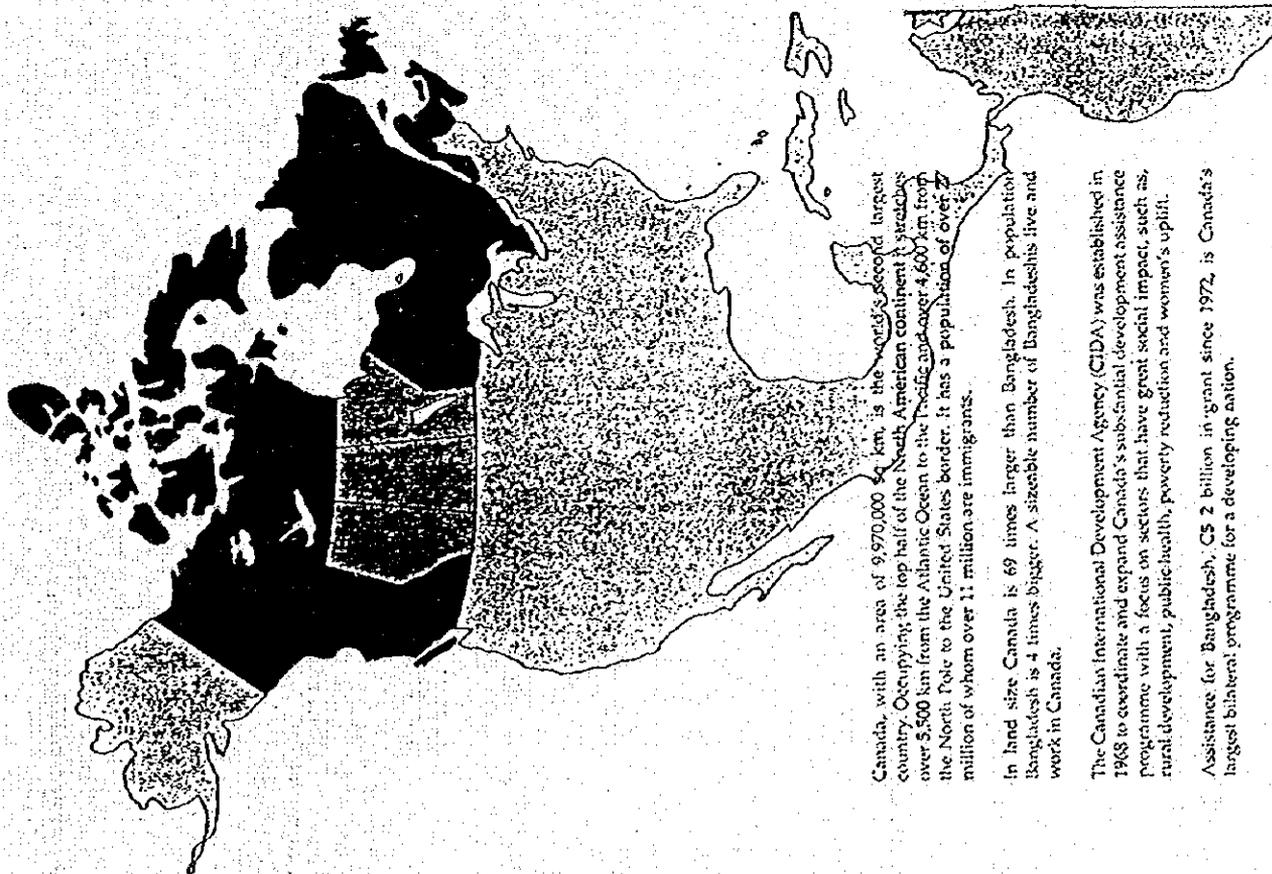


## AN ENDURING PARTNERSHIP



# Canada-Bangladesh Cooperation

## AN ENDURING PARTNERSHIP



Canada, with an area of 9,970,000 sq. km, is the world's second largest country. Occupying the top half of the North American continent, it stretches over 5,500 km from the Atlantic Ocean to the Pacific and over 4,600 km from the North Pole to the United States border. It has a population of over 27 million of whom over 11 million are immigrants.

In land size Canada is 69 times larger than Bangladesh. In population Bangladesh is 4 times bigger. A sizeable number of Bangladeshis live and work in Canada.

The Canadian International Development Agency (CIDA) was established in 1968 to coordinate and expand Canada's substantial development assistance programme with a focus on sectors that have great social impact, such as, rural development, public health, poverty reduction and women's uplift.

Assistance for Bangladesh, C\$ 2 billion in grant since 1972, is Canada's largest bilateral programme for a developing nation.

Canadian International Development Agency

Canada-Bangladesh Cooperation  
AN ENDURING PARTNERSHIP

December 1993

Editorial Consultant: Enamul Haq

## CONTENTS

### FOREWORD

- 1 INTRODUCTION 1
- 2 BUILDING PARTNERSHIP 4
- 3 POVERTY REDUCTION 7
- 4 AGRICULTURE AND FOOD 15
- 5 WATER 19
- 6 POPULATION AND HEALTH 22
- 7 BUILDING CAPACITY 26
- 8 SPECIAL FUNDS 28

ACRONYMS AND GLOSSARY  
MAPS

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# 1

## INTRODUCTION

Geographically, Canada and Bangladesh are located on opposite sides of the globe. The physical distance is enormous. But that has never stood in the way of Canada becoming a close development partner of Bangladesh. The relationship has stood the test of time. It has been an enduring partnership.

In providing it liberal assistance, Canada's concern has remained focused on the priority needs of Bangladesh in reconstructing its war-ravaged economy, strengthening its capacity to move forward and upgrading the living conditions of its people.

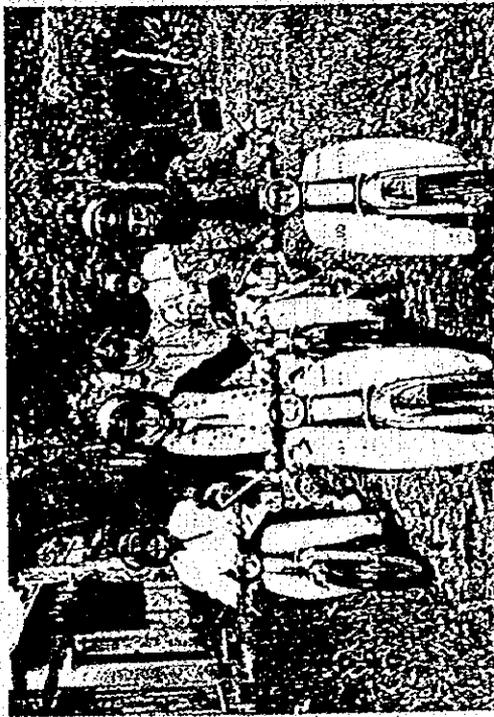
During the 1970s all resources of Bangladesh had to be devoted to emergency relief and rehabilitation, leaving very little for new development initiatives. In the next decade, its GDP growth averaged 4.2 percent a year, with agriculture contributing the most. Income per capita reached only US\$ 220 in 1993.

By the late 1980s, dependence on foreign aid reached new records. In 1990, 38.6 percent of the government's budget and close to 100 percent of the Annual Development Plan were financed by foreign contributions.

In 1991, with a widely acclaimed democratic government ushered in office, the country entered a second phase in its structural adjustment under the fourth five year plan which calls for acceleration of GDP growth to 5 percent a year. By 1992-93, dependence on foreign contributions for ADP was brought down to 73.8 percent.

*CIDA-assisted projects like Rural Development-12, Rural Maintenance Programme, Vulnerable Group Development, Food for Work and special fund support to scores of big or small NGOs are part of considerable efforts by Bangladesh at addressing the gigantic problem of poverty.*

*The results raise hope for the future and call for more vigorous efforts.*



*Priti Kana Bhandari, Manjita Choudhury, Geetaram Das, Shefali Mondol and Tapasirani Banik set on their motorbikes ready to go to their assigned villages in Sierpur district. They train RMP's women workers to 'graduate' to a self-supporting existence.*

A structural adjustment programme initiated in 1986 has produced mixed results. On the one hand, Bangladesh has maintained good macro-economic balances, increased foreign exchange reserves (US\$ 2.2 billion) and by late 1993 brought down inflation to a very low level but, on the other hand, real GDP growth has averaged only 3 percent a year against a projected 5 percent. Higher growth will be possible only if there is an increase in savings and investment, led by a more vibrant private sector.

### SOCIAL CHALLENGES

Population explosion has been identified by Bangladesh as its number one problem. Low economic growth, widespread poverty and social disparity are accentuated by this explosion. Canada has been an active partner in the country's efforts at tackling these issues.

A family planning programme initiated in 1975 has succeeded in helping decrease the rate of population growth from 2.9 percent in the early 1980s to 2.1 percent by 1993. However, the present population of over 110 million is projected to become double in just over 30 years.

The rapid growth in population has led to an increase in the number of landless households and to growing poverty. It has overstretched the existing weak social services and worsened the human impact of natural disasters. In response to the population crisis, the family planning programme is being expanded and made more effective by developing links with maternal and child health care services.

Poverty, measured by the requirement of minimum daily caloric intake, affects about 72 million people, of whom 54 million are classified as absolute poor. Women have a shorter life span and their nutritional status is very low. Male migration and wife desertion, among other factors, have resulted in 15 to 25 percent of the poorest households being headed by women.

Women have nevertheless proved to be hopeful agents of social change in rural areas. Poverty has forced them to abandon

seclusion and seek work outside the home. This is gradually changing negative attitudes towards women's presence in public areas. Women's participation in the labour force, although still very low, is helping delay their age of marriage and enhance their status both within their families and in the communities.

Non-governmental organizations have been quite successful in mobilizing and empowering the poor but their programmes reach only about 10 percent of the target.

Recurrent floods, cyclones and tidal surges and the potential impact of global warming make Bangladesh's environment highly vulnerable. The financial and human impact of natural disasters is reflected in retarding the economic growth and in massive destruction of infrastructure and loss of life. The 1991 cyclone killed 138,000 people. As many as 28 million people were left homeless in the 1988 flood.

Growing rural migration to cities is adding pressure on a very rudimentary urban infrastructure. In rural areas, the environment continues to be degraded by deforestation, desertification, reduced land fertility, water contamination and gradual loss of animal habitat and species.

### DEVELOPMENT POTENTIAL

Despite this difficult situation, progress has been recorded in certain sectors. Bangladesh is now virtually self-sufficient in rice production. Over a short period of time, there has developed a dynamic garment export industry which in 1992-93 contributed 52.4 percent of the total export earnings. The contraceptive prevalence increased from 8 percent in 1975 to over 40 percent in 1993. Financial sector reforms and other efforts to liberalize the economy are showing encouraging results.

These accomplishments indicate the potential for development. Some of the economic and institutional reforms needed to realize this potential are already in place; others are planned over the coming years.

## BUILDING PARTNERSHIP

The 1980s saw substantial growth in Canadian assistance to Bangladesh. The total annual disbursements through country-to-country channels grew from C\$ 65.1 million in 1979-80 to C\$ 130.1 million a decade later. The bilateral programme covered capital projects in energy, transportation and industry; technical assistance and local cost funding in population, health, agriculture and water; commodities for balance of payments support, food aid, and rural development.

In the 1990s, however, economic circumstances in Canada and the need for reforms in Bangladesh argue for a major change in the policy and priorities of CIDA's programme.

To increase the impact of assistance, the programme will henceforth be based on an appropriate policy dialogue complemented by institutional strengthening and linkages. This would mean a more integrated and better focused involvement in critical development areas.

### OBJECTIVES

The goals and objectives of Canada's future development assistance for Bangladesh are:

- To strengthen institutional capacity and support policy changes conducive to sustainable development;
- To promote transition of the Canada-Bangladesh relationship from one of dependence upon aid to one of greater self-reliance;

- To strengthen the capacity of key economic and social institutions to support public and private sector policy changes and development;
- To strengthen the capacity of community based institutions to increase the productive capacity and empowerment of the rural poor, particularly women;
- To assist Bangladesh in reducing fertility rates and maternal and infant mortality through effective family planning and related mother and child care services; and
- To assist Bangladeshi institutions in achieving food self-sufficiency, crop diversification and improved water management.

The new programme will build on earlier investment in innovative and successful activities in critical areas. CIDA involvement in agricultural policy development has contributed in part to the rapid expansion of farm production in recent years. Early involvement in family planning has given Canada an eminent position with regard to health and gender policy issues within both the government and the donor community.

### CHANNELS

Canadian assistance is delivered to Bangladesh through three major channels:

- bilateral or government-to-government;
- multilateral, in which Canada funds international organizations administering projects; and
- special programme support, in which Canada responds to initiatives of non-government organizations.

Assistance for Bangladesh is the largest Canadian bilateral programme and, within Bangladesh, Canada is among the major donors in annual disbursements. Since 1972, Canada has disbursed over C\$ 2 billion as grant to Bangladesh. Bilateral food aid has formed an important component, followed by commodity aid and project assistance in key sectors. Major recipients include rail transportation, agriculture, population, rural development, irrigation, flood control and energy.

## MAIN THRUST

While continuing to fund the development activities of multilateral and non-governmental organizations, the main thrust of Canadian cooperation has been to support a series of projects of the Government of Bangladesh. Currently, there are 30 such projects involving expenditure in hundreds of millions of taka.

Within these projects, and through special funds and other activities, the Canadian programme also helps address such pervasive developmental issues as gender and environment. The key goal of all these projects is long-term sustainable development with a focus on poverty alleviation.

## INSTITUTIONAL LINKAGES

An area that receives strong support from CIDA and several other home institutions is building linkages between Bangladeshi and Canadian organisations. CIDA has been a major contributor to a CS 5.7 million fund which has helped 9 Canadian universities establish partnerships with Bangladeshi universities, institutes or NGOs in running programmes in disciplines having significant bearing on development. Currently, the universities of Alberta, New Brunswick and Queen's are running such joint programmes with the Bangladesh University of Engineering and Technology, the University of Dhaka and a well-known NGO BRAC respectively. These three programmes will receive an enhanced funding of over CS 4.9 million. Mid-term evaluations showed that the linkages are bearing fruit.

Canada's International Development Research Centre is working on a project with the Bangladesh Institute of Development Studies to monitor what the impact of structural adjustment will be on the poor. This enhanced monitoring and policy analysis will be available to the Government of Bangladesh for its discussions with the International Monetary Fund and the World Bank on structural adjustment.

# 3

## POVERTY REDUCTION

Poverty reduction has remained a constant target of all CIDA-assisted projects in Bangladesh. This is sought to be achieved through rural development and empowerment of the disadvantaged men and women to enjoy a better social and economic life. CIDA addresses this key issue through a multi-pronged approach.

### RD-12

The CIDA-supported RD-12 project is the biggest on-going poverty alleviation programme of the Bangladesh Rural Development Board. It is focused specifically on the assetless and landless rural poor and is being implemented in 139 *thanas* of 17 districts. These districts were identified early in 1984 as having the highest percentage of assetless and landless people in the country.

The main component of the project is credit for members of the primary cooperative societies, organized separately for men and women, to enable them to engage in income generating activities. The target of mobilizing 365,000 members into 14,500 primary societies has been achieved 14 months ahead of schedule. Now vigorous efforts are on to achieve lending and other targets. A revolving fund has been established to service the credit needs of the members. The allocation for the fund is CS 15.5 million or about Tk 477 million.

The effects of the project are increased employment and income resulting in an improved standard of living of the assetless

men and women. About 2,175,000 household members are deriving benefits indirectly.

By October 1993 the project had disbursed Tk 1,066 million (CS 35.5 million) reaching over a quarter million assetless men and women borrowers in the 139 *thanas*. The repayment rate has been relatively high at 92%, compared with rates attained in other credit programmes for the rural poor.

RD-12 aims at creating self-employment for the target groups as well as strengthening BRDB's operational capacity. It promotes the creation of organizational structures which will foster local leadership and reduce exploitation, enabling participation of the rural poor in local affairs and markets and thus help ensure an adequate supply of inputs and services to themselves.

The project has trained up nearly 3,000 dedicated field and management personnel whose expertise will prove an invaluable asset for the nation in its quest for restoring human dignity and self-reliance to a vast segment of the disadvantaged people.

A Canadian Resource Team supports the operation of the project.



RD-12 coop members at work in Muktagachia

## A TALE OF THREE WOMEN

Kandigan is a small village 3 kilometres away from Muktagachia thana town in Mymensingh district. Juthika Rani Das, 28, and Shibani Das, 25, are among the



many assetless women of the village and have lately become Rural Development-12 coop members. Juthika's family consists of her husband and 3 children - one son and two daughters, all school-going. Shibani's family is made up of her husband and 2 school going sons. Taking a loan of Tk 2,000 each they have built up a slow-moving but fairly steady business of making bamboo and cane baskets.



Shibani has also bought a cow and a goat. The loans are repayable with interest in 52 months. So far they have not defaulted. They also contribute to the programme's compulsory savings scheme. Their children look fairly healthy and their thatched houses no longer leak. Both admit they and their children no longer go to bed hungry.

Muktagachia thana has 273 villages, 63 of them have come under RD-12 since 1988. Of 4,906 assetless families of the thana 1,863 are now covered by RD-12. A total of 7,118 women and 650 men coop members have by end-July 1993 been given loans amounting to over Tk 9 million with a recovery rate of 91%. Loans have been given for such self-employment activities as rice husking, bamboo-cane work, poultry, vegetable gardening, small businesses, tailoring, rearing cows, woodwork, pisciculture, betel-leaf growing, goat raising, animal fattening and peddling wares. Through the programme's compulsory savings the coop members have already accumulated Tk 1.7 million in a common bank account.

Mirza Shateen Akter, 28, holding a master's degree in political science, heads a team of 25 as Thana Rural Development Officer at Muktagachia. She is an attractive woman and single. That's no disadvantage, she asserts. Quite a few of her team members are women and most of their target groups are women. Shateen is quite enthusiastic about the programme and happy about her loan recovery rate. She explains that despite working under the limitations of a government programme they are competing well with a number of NGOs which have more funds to offer and enjoy much greater flexibility in operation. Good luck to Shibani.



## GRAMEEN BANK

The Grameen Bank promotes socio-economic uplift of landless and assetless rural men and women through income-generating activities, group formation, credit, and skills training. The bank first received international support in 1981. During 1990-93 a consortium of seven international donors provided \$85 million to it. Canada's contribution was CS 10.1 million. As a result the bank is on its way to becoming self-supporting.

## BRAC

The Bangladesh Rural Advancement Committee (BRAC) aims at increasing the productive capacity and empowerment of the rural poor through education, credit and skills training. Currently, a consortium of eight international donors are funding BRAC's programmes.

CIDA's contribution of CS 10.5 million aims at strengthening BRAC's administrative and operational structure and expanding delivery services, and helping it become a self-sustaining institution.

*Amirunnessi, 46, of Bibichar in Talika Union of Sherpur district 'graduated' in December 1992 after nine years with RMP. She used to be an assetless person but now she owns a tea shop in the local market, husks rice, raises chickens, works as a midwife and immunizes poultry in the area. All her five daughters have been married away. The only son looks after the tea shop with help from his ailing father.*



*Amirun has now become the president of the local BRAC coop society. She is all praise for the support given her by the RMP teachers. She says her compulsory savings and skills training under the RMP have proved to be her best assets.*

## 4

# AGRICULTURE AND FOOD

Bangladesh has achieved phenomenal success in achieving its agricultural objectives, in part due to CIDA programmes. The country was able to achieve virtual food self-sufficiency by 1993, two years ahead of target as set in its current fourth five year plan (1990-95). It has even had to look for export markets for its surplus rice. The other target of significantly increasing the production of vegetables, pulses, oilseeds and tubers is being vigorously pursued, as the diets of common people contain as little as half the quantities of these foods which are needed for a minimum standard of nutrition.

Self-sufficiency in food does not, however, mean that individual families will have enough money to buy rice or any other food. As such, it remains necessary to continue with programmes that provide jobs or relief to those who have no means of livelihood. These programmes ensure that the poorest of the poor receive a little dignity by themselves being able to provide for the food needs of their families. If the economy can expand quickly enough, creating jobs faster than the population growth, there is the hope that relief programmes will not have to be continued indefinitely.

CIDA's agriculture and food programme in Bangladesh is designed to achieve policy reforms, technological improvements and nutritional support while the economy of the country adjusts and expands.

## THE STORY OF A CREW OF 15

Parveen, 30, is one of a 15-member all-women RMP crew maintaining 15 miles of village roads for last eight years in Betia Milita Union of Manikganj district. Solenon, Moynat, Balasi, Misson, Ayesha, Rizza, Jabeila, Bari, Shanti, Rakimic, Zarina, Rokya, Basiron and Taghamu are her gang mates. All were assetless, very poor, and without a male member to support them. Any damage to a road is repaired by them as soon as weather permits. Roads keep the village economy moving.



Parveen, like the others, is now worried because they have graduated — from total assetlessness to some assets which can generate a reasonable income to support their families. Their children have grown up, received some education, and many are able to earn. Under RMP's compulsory savings scheme, each member has by now accumulated at least Tk 10,000 in a bank account. Out of a regular wage of Tk 720 they have been saving Tk 120 per month. Most of them have acquired a small piece of land, a house, some milk cows, goats and chickens, and a vegetable garden. They have been given skills training by RMP.

But graduation also means it is time for them to yield place to a new crew of poor women who have no one to support them. That's RMP's way to poverty alleviation among rural women. Parveen says, she would be happy to continue to work for RMP but she is grateful for whatever it has done for her.



Parveen's crew mates at work

## PROSHIKA KENDRA

Proshika Manobik Unnayan Kendra (Phase IV 1989-94) is supported with a Canadian funding of CS18 million. This is a Bangladeshi NGO that CIDA has been assisting since 1975. The Kendra helps empower and enhance the self-supporting ability of the rural and urban poor through group formation, literacy, health and skills training, and provision of credit for income generation. CIDA's contribution is also assisting it to build up its institutional capacity to organise and support larger numbers of rural poor.

The beneficiaries under the Kendra's different programmes total over 2.9 million people in 4,009 villages in 31 districts of the country.



Rashida Parveen, 20, runs a Proshika Kendra's non-formal school for 30 dropouts in Nookhanda village near Manikganj district town. She has passed secondary certificate exam, is single and earns Tk 450 or CS 15 a month. She is not unhappy with the low wage as she lives with her parents in the same village. She takes good care of the children who maintain a satisfactory record of discipline and learning. The only problem she faces is the collection of Tk 5 from each of them as tuition fee. They say they are poor and can't pay.

## CROP DIVERSIFICATION

The Crop Diversification Programme (CDP) is a joint initiative of the governments of Bangladesh, Canada and the Netherlands. The first phase of the 10-year programme will be completed by March 1995.

It was launched in 1990 to assist the government agencies in developing and promoting new technologies for pulses, oilseeds and potatoes, and in expanding their processing and marketing within the country. This project will be long-term in nature given the time necessary to develop new varieties of crops and to get them in widescale production by the farmers. However, because of the success of producing a surplus of rice, paddy prices have come down, thereby increasing farmer interest in how to grow other crops. This project is assisting this process.

Most farmers in the project's 90 target thanas own less than a hectare of land. These thanas have 19,000 villages and a population of 20 million.

Women, often left out of development projects, are recognized in CDP for the important role they play in agriculture, family decision-making and in choosing what the family eats. In fact, farmers of small land holdings and rural women are its main target groups.



Grain corn is now being grown on a fairly large scale in the northern districts of Bangladesh as part of the Crop Diversification Programme.

## POTASH PROJECT

The CIDA-assisted potash project involves the delivery of Canadian potash to private distributors to make it available to the farmers throughout the country. The government uses the sale proceeds to finance a number of other vital programmes.

Canada has been providing potash to Bangladesh since the 1960s to promote balanced nutrition of crops. Funds were first provided for a research project to determine the need of potash fertilizer for different soils and crops. Its first phase confirmed that many soils need potassium for balanced nutrition of crops both in relatively older terrace and hill soils as well as in the floodplains, especially when HYV crops are grown. Encouraged by these findings, enhanced funding was provided for a second phase to cover more soils and crops.

## RICE AND WHEAT RESEARCH

Since 1977-78, CIDA has contributed CS 5.7 million in strengthening the institutional and technical capabilities of the Bangladesh Rice Research Institute. The objective was to help the country achieve self-sufficiency in rice by developing improved varieties and increasing productivity.

Through the International Wheat and Maize Improvement Centre in Mexico, CIDA has been assisting the Bangladesh Agriculture Research Institute to expand and diversify its wheat research programme. This involves research on the use of pesticides, fertilizers and irrigation. Major emphasis was laid on the development of high-yielding and disease-resistant varieties and on institutional development. CIDA's support for the second phase was designed to enhance the sustainability of the programme.

## AST

In all these activities, the CIDA-funded Agriculture Sector Team has been providing advice and assistance to the Ministry of Agriculture in planning policy changes and adopting

appropriate technologies. The team consists of both Canadian and Bangladeshi specialists.

It assisted the Ministry in developing the sectoral strategy and priorities for the current five year plan. AST has also strengthened the capability of the Ministry and the agriculture division of the Planning Commission by training officers in project analysis, development of management information systems, and by providing computers. AST (and CIDA) take pride in having been associated with the Ministry during the time that so much success has been achieved in the agriculture sector.

*Women in Bangladesh suffer a host of disadvantages, especially in the rural society. Poverty plays a vicious circle. The population grows as more children are produced in the quest of sons who from an early age can sell labour. Low nutrition and poor health services cause heavy child and maternal mortality. Lack of faithful employment drives the farmer families to sell off everything and turn assetless. Families stand deserted as more and more men stream to the cities only to be condemned to back-breaking labour and inhospitable slum life. Over 65% of rural households are estimated to be either totally landless or own less than half an acre. The number of assetless rural families headed by a female is as high as 25%.*

## 5

# WATER

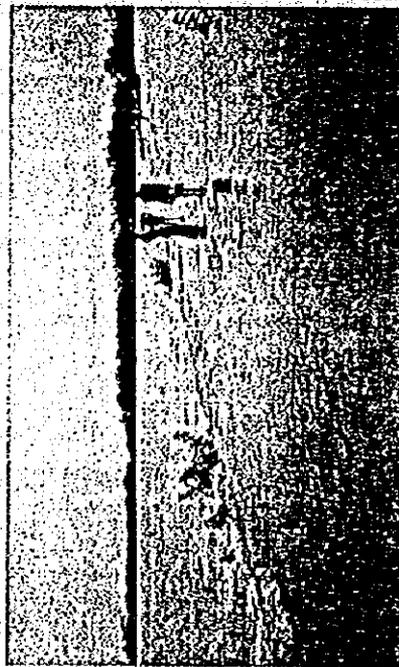
Water has always been nature's greatest bounty for Bangladesh and also the cause of its greatest misery. The annual monsoon flood is something that the people of the country have learnt to live with for centuries. But floods at times assume critical proportions. Such floods occur owing to heavy rainfall in the country or in the upper reaches of its mighty rivers. About 20.3 million acres or nearly 57 percent of the total area of the country go under water in normal years. Following the disastrous floods of 1987 and 1988, the Government of Bangladesh undertook a comprehensive review of its flood policy. A number of studies were carried out and in June 1989 the Government requested the World Bank to develop and coordinate a five-year Flood Action Plan (1990-95) as part of a long-term flood control programme.

Canada is providing CS 17 million for a series of 8 specialist studies leading to the preparation of the North East Regional water management Project (NERP) or FAP 6 under the Flood Action Plan. Canada's approach to NERP is a comprehensive one which takes into account, in particular, the need for public participation and the inter-relationships between the water question and all other aspects of life in Bangladesh. The studies have already led to the preparation of 45 projects and programmes which will be available for feasibility studies before implementation. This will be in pursuit of the plan's objective of creating an environment for sustained economic growth and social improvement with due attention to the phenomenon created by increasing depletion of natural

resources and growing landlessness of the rural population. NERP's water management plan will aid the overall development strategy for the region, first to cover the fifth five year plan period up to the end of the century and then to cover the next three plan periods upto 2015.

The studies carried out aim at improvement of water resource management in the region. This will be achieved through providing assistance to the Government of Bangladesh with interdisciplinary water-resources planning and development, and through structural and non-structural interventions for improvements in flood control, drainage and irrigation. Important principles that are being followed are participation of the beneficiaries at all stages of a project, full considerations of environmental aspects in planning and emphasis on operation and maintenance issues.

The North East Region covers an area of about 24,500 sq km. of greater Sylhet and Mymensingh districts. The greater part of it is taken up by the *linor* basin which comprises the floodplains of the Meghna tributaries, and is characterized by the presence of numerous large, deeply flooded depressions between the rivers. This vast alluvial plain possesses some 6,000 permanent shallow waterbodies, known as *beils*, surrounded by large areas of seasonally flooded plains.

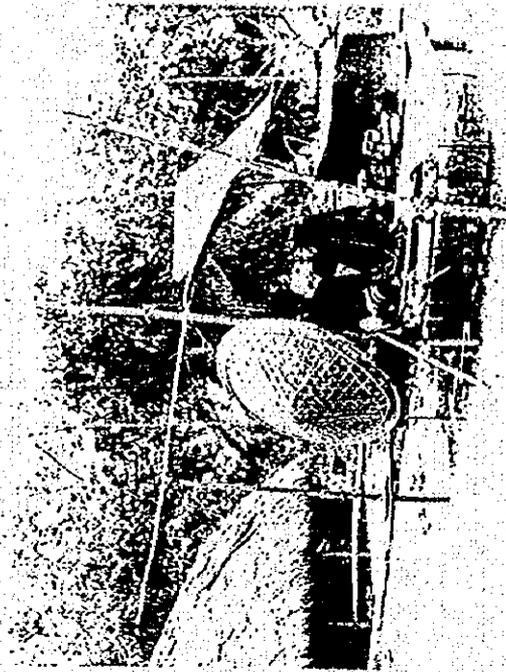


*This is what flood does to quite a high-metalled road in Sylhet district*

NERP

## OTHER PROJECTS

Since 1978, three co-financed projects have been implemented to provide technical assistance services of a Canadian executing agency to BWDB in support of Food for Work and World Bank financed construction of water-control structures. For phase III Canada provided CS 13.8 million. It aimed at improving the financial management of the project as well as undertaking specific activities targeted at increasing involvement of women and other local beneficiaries in the planning and maintenance of structures and ensuring adequate attention to environment.



*Driven by flood, a family has taken shelter on a mechan.*

NERP

## 6

### POPULATION AND HEALTH

Canada's long involvement in the population and health programmes of Bangladesh has always been targeted at strengthening the government's capacity to deliver effective services.

The country's Fourth Population and Health Project with a CIDA funding of CS 28.3 million supports the objectives of reducing child and maternal mortality, improving health and nutrition status and bringing down the population growth rate to a tolerable level. It covers a five-year period (1992-97) and comprises 63 sub-projects which are to cost CS 692 million. It is co-financed by the Government of Bangladesh and an 11-member consortium, of which Canada is a partner.

CIDA's contribution will support the following components:

- provision of oral contraceptives;
- strengthening family planning and health management information systems to improve the government's capacity to adequately manage and monitor project implementation;
- preparation of a human resources development master plan;
- operational research of the NGOs to improve service delivery in the future;
- Family Welfare and Health Assistants providing doorstep family planning and health services; and
- technical monitoring in liaison with the government.

CIDA's contribution will also provide technical project support. The consortium members were involved in the design and monitoring of the entire project, with particular attention being given by each member to the components it funds.

In terms of field staff, supervisory support and physical infrastructure the country's population programme has over the years acquired the capability of delivering service and supplies at the doorstep of the vast mass of client-population. With the current level of commitment of the government, non-government agencies and the donors it is expected to yield substantial results.

The demographic goal of the fourth five year plan (1990-95) is to bring down the national fertility rate from the 1990 level of 4.5 percent to 3.4 percent in 1995 by raising the contraceptive prevalence rate to 50 percent. This calls for an acceleration in recruiting new acceptors of family planning methods. This no doubt is a challenging task which the family planning machinery will have to accomplish. An increase in contraceptive practice, the trend of rise in age at marriage among girls below twenty and the expanding mass awareness of the population issues are hopeful signs.



*A Family Welfare Assistant of the Family Planning Department immunizing a child against deadly diseases. Mother and child health care is now an integral part of the family planning programme.*

## IODIZING SALT

Canada is a major donor to a US\$ 8 million UNICEF fund supporting a vital health programme under which every citizen of Bangladesh will be protected against iodine deficiency disorders.

Acute iodine deficiency in food arising from heavy flushing of soil by rain and floods has resulted in about 40 million people or 36 percent of the population of Bangladesh suffering from such severe disorders as goitre, dwarfism, deafness, muteness, cretinism, squint, physical disability and mental retardation. About 11.5 million of them carry visible goitre.

But all those disorders in the human body are preventable by a regular intake of iodine. An adult needs only 150 micrograms of it per day or 50 milligrams per year. That amounts to just about 3 grams in a lifetime. This can be had easily by adding a tiny amount of iodine to edible salt.

The people of Bangladesh consume 600,000 tons of salt a year. By a law enacted by the government in 1989 it is now mandatory to add iodine to edible salt. Under the multi-donor programme all the 265 salt factories of the country are being equipped with salt iodization plants free of cost. The total annual requirement of 70 tons of potassium iodate costing US\$ 1.5 million are also being provided free. That way the cost of iodizing a kilogram of salt is only 10 *paisa* or less than one percent of its retail price. A locally designed and fabricated plant costs US\$ 11,500.

Although the funding looks modest, the benefits are to reach every citizen.



*Iodizing salt in a factory near Dhaka*

## BUILDING CAPACITY

A major objective of Canadian assistance has been to help Bangladesh strengthen its infrastructural capacity for long-term development. To this end, several CIDA projects are currently being readjusted.

Canada has supported rural electrification in Bangladesh for a number of years and is currently discussing with the Rural Electrification Board how best to provide line construction materials through import support.

Canada has had a large project of assistance to Bangladesh Railways concentrating on technical assistance and training, in particular on the rehabilitation and maintenance of locomotives.

The Railway Programme (Phase II) with a CIDA funding of C\$ 95.96 million concentrates on training, through the provision of advisors and equipment, and on the provision of spares and technical assistance for the maintenance of motive power.

By the end of the programme its successful execution is expected to result in increase in locomotive reliability, productivity, traffic volume and revenue as well as improved customer service.

Since 1972 Canada has been assisting this railway through a series of projects oriented towards rehabilitation and improvement in its operating capacity. By now, Canada has provided it assistance worth C\$ 160 million. A major component has been the supply of 90 diesel electric locomotives

and their maintenance. The railway is a prime mode of surface transport and covers a length of 2,746 route kilometres.

### SUPPORT PROJECTS

An industrial commodities project with a CIDA funding of C\$47.4 million is designed to increase the government's budgetary resources for development and to build up stock of critical raw materials. Balance-of-payments support has been provided through Canadian industrial commodities like aluminium, copper, sulphur, woodpulp and zinc. This is a follow-up of an earlier C\$50.5 million project (1983-87).

Efforts are being made to strengthen the managerial and operational capacity of the institutions receiving CIDA assistance to make them more effective and self-reliant.



NGOs like BRAC and PROSHIKA have been training up thousands of poor men and women around the country in mulberry nursery, silkworm rearing, reeling and weaving as part of their successful income generating programmes.

## SPECIAL FUNDS

### CANADA FUND FOR LOCAL INITIATIVES (CFLI)

This fund complements CIDA's bilateral and multilateral activities through support to development projects initiated by community groups and voluntary organisations in Bangladesh. CFLI, previously known as the Mission Administered Fund, supports hundreds of organisations, many of them in very remote areas of the country. Its priorities are projects which directly benefit the most needy, including women, girls and marginal farmers and families in the rural areas. Its contributions, while not large, have the potential of creating a considerable impact on the community.

### GENDER FUND

This fund, created in pursuance of CIDA's Gender Strategy, started functioning in April 1992. The strategy takes into account the fact that although women in Bangladesh play a vital role in all sectors of production, the majority of them are poor, with limited access to the means needed to improve their condition. It seeks to maximize women's economic, social and political potential and to enable them to become decision makers in development.

Central to the strategy is the concept of gender equity, which allows both sexes in the society equal opportunities to attain higher level of growth.

The Gender Fund was designed to provide support to activities and initiatives which are expected to have a high impact on women and strengthen the institutional capacities and leadership potential among women's groups advocating policy and legislative reforms to safeguard women's legal and social rights. Initiatives for enhancing women's access to resources and fostering international linkages with other interest groups will also be supported.

### GENDER EQUITY

*A major objective of CIDA's gender policy is to support initiatives to:*

- increase women's participation in economic, political and social processes;
- improve women's income level and economic condition;
- improve women's access to basic health and family planning services;
- improve women's level of education; and protect and promote the human rights of women;
- promote elimination of discriminatory barriers against women;
- contribute to the strengthening of the national institutional infrastructure, both public and private, responsible for promoting the social, legal and economic status of women; and
- build institutional capacities of CIDA so that gender considerations are fully integrated into its policies, programmes, projects and activities.

*The goal of the strategy is to promote gender equity through empowerment of women.*

### EMERGENCY FUND

The Emergency Fund was set up in April 1993. Previously this support was channelled through the Canada Fund. Allocations are usually released only for government-declared disasters and disbursed through NGOs registered with the Association of Development Agencies in Bangladesh (ADAB) having a good working record in the particular affected area.

## ENVIRONMENT FUND

The Environment Fund was established in 1992 and supports initiatives in policy development, development of resources on environment, and small pilot initiatives.

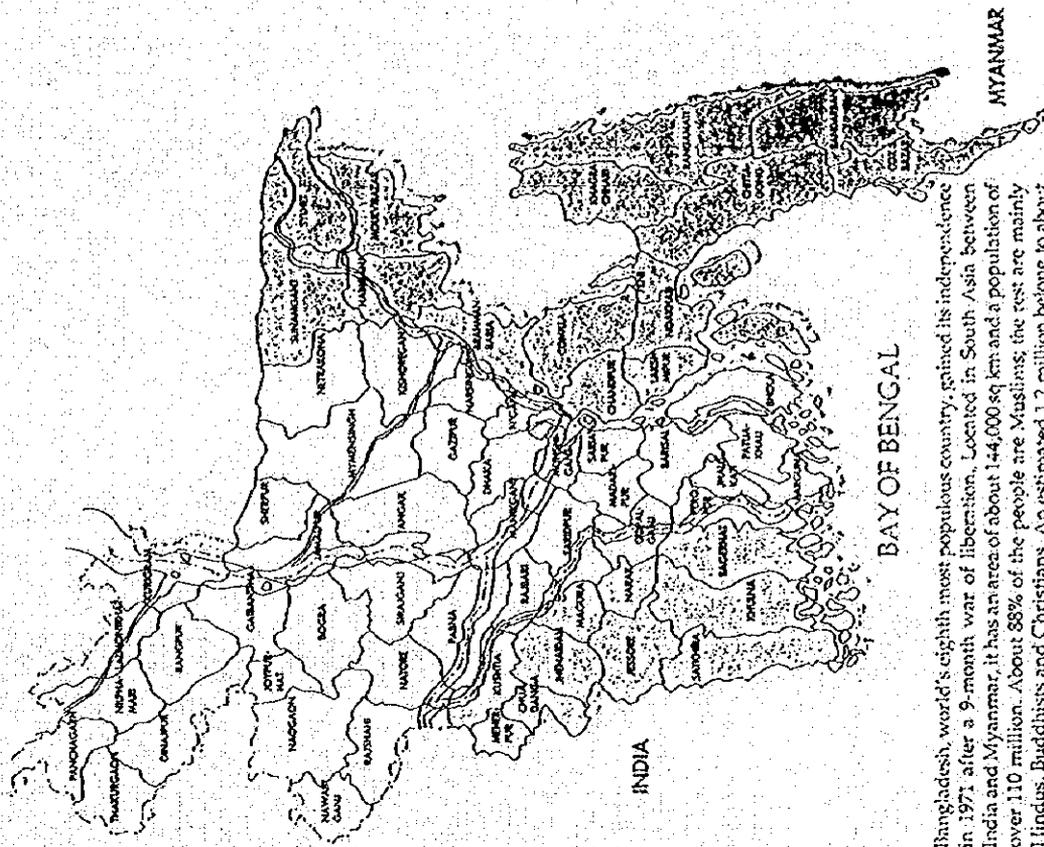
The environment strategy recognizes the need for integration of environmental considerations with the country's macro-economic and sectoral policies. The goal is to strengthen the public and private institutions responsible for legislating, policy making, planning and enforcing environmental development in Bangladesh.

To support public education and initiatives to promote environmental awareness not only within the government but also among the people at large is part of this strategy.

## FUND FOR HUMAN RIGHTS AND GOOD GOVERNANCE

There is evidence that respect for human rights in Bangladesh is growing with the emergence of a democratic polity in the country and improved answerability of governance. This welcome process can be furthered only with the economic and social conditions showing tangible improvement. A locally administered fund will aid that process.

The common people can exercise their democratic and human rights only in an atmosphere where they have been able to free themselves from the poverty trap and receive basic education towards raising their social and political consciousness. The Canadian response to these issues is a comprehensive one and runs through the entire assistance programme. This fund supports initiatives in specific areas within that policy.



Bangladesh, world's eighth most populous country, gained its independence in 1971 after a 9-month war of liberation. Located in South Asia between India and Myanmar, it has an area of about 144,000 sq km and a population of over 110 million. About 88% of the people are Muslims; the rest are mainly Hindus, Buddhists and Christians. An estimated 1.2 million belong to about 20 tribes, a majority of whom live in the southeastern hills region. Over 98% of the people speak Bengali; English is spoken among the educated. Literacy level has risen to 32.4%.

Most of the country's land lies within the deltaic plains of three of the region's major river systems — Brahmaputra, Ganges and Meghna. Major crops are rice, wheat, pulses, jute, tea, tobacco, sugarcane and vegetable. Major industries are jute goods, sugar, paper, fertilizer, gas, power, pharmaceuticals, garments, leather and fishing. About a million Bangladeshis live and work abroad. It is 6 hours ahead of GMT and has a tropical climate. The best tourist season is October to March.

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