

CHAPTER 1	INTRODUCTION	F-1
CHAPTER 2	CURRENT INSTITUTIONAL FRAMEWORK IN BANGLADESH	F-3
2.1	Existing Institutional Setting	F-3
2.2	Development Planning and Budgeting System	F-21
2.3	Relevant Policy Declarations	F-23
CHAPTER 3	ISSUES AND STRATEGY FOR DEVELOPMENT INSTITUTION.....	F-25
3.1	Key Institutional Issues	F-25
3.2	Institutional Strategy	F-26
CHAPTER 4	NGO ACTIVITIES	F-28

CHAPTER 1 INTRODUCTION

The master plan of Rural Development Focusing on Flood Proofing (MASTER PLAN) involves a large number of actors both in the public and non governmental sectors: many government agencies/ offices at different administrative levels, local government and institutions, and NGO as well as local communities and people. The development efforts of these actors in pursuit of their respective goals need to be coordinated to a reasonable extent to ensure successful development.

First, it is most essential for governmental implementing agencies to make concerted efforts in planning and implementing and implementing projects/programs of their respective sectors in line with a long-term vision and objectives of the MASTER PLAN. Second, development activities of non-governmental sectors should be guided by proper institutional measures to maximize their contributions to the MASTER PLAN vision and objectives. Third, local communities and people should be motivated to participate actively in various phases of the MASTER PLAN program.

The MASTER PLAN will be instrumental for ensuring the concerted efforts by governmental implementing agencies, properly guided non governmental sector activities and well motivated local communities and people. The MASTER PLAN with a long-term development vision will facilitate coordination of activities by various governmental agencies, indicating development priorities, clarifying specific strategies by sector and by area under the overall regional development strategy, and guiding project/program formulation. The MASTER PLAN would provide principles for formulating specific policies and legislative measures necessary to guide effectively non governmental sector activities. The MASTER PLAN proposals should be disseminated widely to local communities and people as well as local government offices so that they would respond better to governmental initiatives and increasingly take their own initiatives through participation in planning and development activities.

The MASTER PLAN naturally encompasses both WHAT development activities should be implemented and HOW to plan and implement them. The bulk of development projects and programs (WHAT) proposed by the MASTER PLAN may be implemented by sector agencies within the existing development administration. For the MASTER PLAN to serve the functions described above, however, institutional arrangements (HOW) for planning and implementing development projects and programs need to be streamlined.

The remaining part of this report is structured in the following way: In Chapter 2, existing development administration in Bangladesh is reviewed especially from a viewpoint of flood proofing and rural development. In Chapter 3, issues and strategies for improving the development administration are clarified. Based on these, the institutional arrangements for development of the Study Area are established.

Chapter 4 presents institutional arrangements for development of the Study Area based on the strategy clarified in Chapter 3. Needs to establish a development system for the Study Area are clarified together with conditions to be satisfied by the system. The recommended Study Area

F. ORGANIZATIONS

development system would make effective utilization of existing institutions, but three new organizations would be established – the Project Coordinating Committee, Steering Committee and Project Management Unit as described in Sections 4.2 respectively.

CHAPTER 2 CURRENT INSTITUTIONAL FRAMEWORK IN BANGLADESH

2.1 Existing Institutional Setting

Bangladesh has a unitary form of government. The President is the Head of State and the Prime Minister is the Head of Government. The Prime Minister is assisted by a Council of Ministers. The permanent officer-in-charge of the Ministers/Divisions is designated as Secretary who belongs to the Civil Service. There are now 35 Ministries and 52 Divisions (Figure 2.1 & Appendix 2.1).

2.1.1 Central Government Institutions

Altogether 37 central Government organizations, affiliated with 10 different Ministries, have been identified with functions relevant to the flood proofing and rural development sector. The main agencies are listed below and their main areas of responsibility are shown in Table 2.1.

- The Ministry of Water Resources (MoWR); is responsible for the Government for most aspects of the water sector including flood control, irrigation, water conservation, surface and groundwater use, and river management.
- Bangladesh Water Development Board (BWDB); is responsible for the planning and execution of medium and large-scale water resource development projects, river dredging and training, flood forecasting, surveys, data collection and sundry activities. BWDB has recently been re-organized under a new Act (July 2000) that establishes a Board of Directors responsible for overall strategic decisions and a Director General responsible for operations.
- Ministry of Agriculture (MoA); is responsible for agricultural development, including minor irrigation; the Department of Agricultural Extension (DAE) provides advice through 13,000 block supervisors on agriculture and irrigation, etc.
- Bangladesh Agricultural Development Corporation (BADC); under MoA pioneered the introduction of mechanized minor irrigation, laying the foundation for the rapid expansion that has since occurred through the private sector. It was withdrawn from minor irrigation in 1993 and is in the process of being restructured.
- The Ministry of Local Government, Rural Development and Cooperatives (MoLGRDC); sets policies for rural development and oversees the functions of local government at all levels through its two divisions, the Local Government Division (LGD) and Rural Development and Cooperatives Division (RDCD).
- The Local Government Engineering Department (LGED); under the LGD plans and executes rural works. LGED, in water sector, has mainly focused on small –scale schemes up to about 1000ha.(Detail explanation is described in the section of 2.1.3, LGED)

Figure 2.1 Organs of the State



Table 2.1 Institutions Relevant to the Flood Proofing and Rural Development

Ministry	Organization	Local area development Planning	Rural village water supply and sanitation	Management of small water bodies	Minor irrigation	Maintenance of local drainage	Flood Proofing	Management of small FCD	Access to Credit	Promotion/Education/Awareness raising
MoWR	Bangladesh Water Development Board									
MoA	Bangladesh Agricultural Development Corporation									
	Department of Agricultural Extension									
LGRD&C	Local Government Division									
	Local Government Engineering Dept									
	Dept of Public Health Engineering									
	Bangladesh Rural Development Board									
MoE	Primary and Mass Education Division									
MoEF	Forestry Department	##								##
Communication	Dept of Roads and Highways							##		
MoFL	Dept of Fisheries									
MoL	Ministry of Lands									
MoI	Ministry of Industry									
MRDM	Disaster Management Bureau									
Other Organization										
	LGI: Paurashava									
	LGI: Parishads									
	Community Based Organizations									
	Non-Government Organization									
	Co-operatives									
	Private Sector*									

Notes: *; Excluding consultants and contractors, ##; indirectly related to rural development activities

F. ORGANIZATIONS

- The Department of Public Health Engineering (DPHE): under LGD is responsible for the installation of water supply and sanitation systems in rural areas and in urban outside Dhaka and Chittagong. These schemes are turned over to the communities served.
- Bangladesh Rural Development Board (BRDB): The agriculture cooperatives promoted by BRDB worked well in the beginning (mid- 1970s to mid- 1980s) when scale of the program was small, supervision intensive and group cohesion strong. The main mission of BRDB is “Poverty alleviation and employment generation. Actual activities of BRDB at present are as follows: mobilization of the rural people, training for awareness raising, skill development, leadership, management capability, i.e., human resources development and access to credit were provided through co-operative activities.
- The Ministry of Environment and Forests (MoEF): sets policies for environmental protection and management and is responsible through DoE for enforcement of environmental rules and guidelines for all sectors.
- The Department of Fisheries (DoF): under the Ministry of Fisheries, is responsible for the development of both capture and culture fisheries. The Department consists of two main Divisions (Inland Fisheries and Marine Fisheries) each headed by Director. There is a Planning Research and Training Branch within the Head Office establishment. Development activities are heavily dependent on aid and the Aquaculture Section is responsible for 21 projects funded by both GOB and a number of donors.
In addition to projects, a Fisheries Officer (FO), Assistant FO and a Field Assistant are posted to each Upazila along with staff at Divisional and District level.
- The Ministry of Industry (MoI): The Ministry of Industries is engaged in expanding the national industrial base by accelerating the level of industrial investment. In order to promote industrial development, led by the private sector, the Government formulated an Industrial Policy in 1982 outlining the basic strategies for environment-friendly industrialization consistent with available resources. Under the revised policy of 1999, the Government is pursuing a competitive market economy through private investment, both local and foreign and gradual privatization of public enterprises to accelerate the process of economic growth.
- The Ministry of Land (MoL): All Government land comes under the jurisdiction of the Ministry of Land which manages all land in the country through a system of lease settlement, sale, and acquisition. Agencies requiring land for implementation of a project, enter into an agreement with the Ministry for suitable land within the existing legislative framework and/or rules.
MoL has recently formulated the first draft of a land-use policy for efficient management and for resolving conflicts. Formulation of appropriate land use/zoning policy is underway to ensure optimum use of land, eg. To prevent the use of agricultural land for brick making or industrial production, to protect land from degradation, to reclaim unutilized or degraded land properly, and to improve land resources. The policy will also provide guidelines to prevent cropping on accreted char land before it has stabilized properly. Flood control and drainage structures, which have altered land and water use patterns leading to a decline of fish stocks and production, will also receive careful attention in the policy guideline.
- Disaster Management Bureau (DMB): The Bureau carries out its responsibility through disaster

management committees at Union, Upazila and District level. There is a co-ordination committee at Ministry level, and a Disaster Management Council at national level chaired by the Prime Minister. DMB provides services such as awareness raising, collecting, preserving and disseminating management and geographical information – including mapping and damage assessment. It is also responsible for all stages of managing disasters whether caused by flood, cyclone, drought, earthquake etc.

DMB is required to develop early warning (assisted by BWDB) and flood-proofing systems to manage flood, drought, and other natural disaster and designate flood risk zones and take appropriate measures to provide the desired levels of protection for life, property, vital infrastructure, agriculture and wetlands.

2.1.2 Local Government Institutions

(1) Recent History of Local Government Reform

Table 2.2 Fifty Years of Local Government Reform

Date	Changes in Direction
Pre 1947	Good progress with union and District boards fully effective
1947-71	Growth of LGIs lost momentum particularly under the martial law regime from 1958-69
1971	On liberation, government dissolved all local bodies and centralized the administration of local government
1973	Constitution committed the state to a decentralization programme to bring about rapid economic and social change. In practice progress was negligible.
1975	Government abolished all political parties except the party in power and placed control in the hands of District Governors. The Government was overthrown by a military coup in August 1975.
1976	LGIs reorganized by the Local Government Ordinance of 1976 but with effective control in the hands of central government.
1979-81	Establishment of Thana Development Committees to oversee the allocation of funds and execute development programs.
1980	Gram Sarker, movement introduced which was seen by many as a means by which the ruling Party could develop a grass roots power base.
1982	The Gram Sarker movement was stopped by the succeeding government with the martial law Administration reintroduced the Thana Development Administration, but again with real power in the hands of central government
1983-88	Local Government Acts established a two-tier decentralized administration consisting of Union and Zila Parishads; Upazila system was introduced.
1991	Zila Parishads were abolished as a tier of the administrative structure after the fall of the Ershad government
1991	Newly elected government abolished the Upazila system but provided no substitute
1997	Gram Parishad Act passed with provision for elected body
1998	Upazila Parishad and Local Government Act passed with provision for the election of representatives to the Upazila Parishad
2000	Zila Parishad Act passed with provision for elected body.

Source: NWMP working paper

A key rural institution is the local government, which has a central role in rural development and poverty alleviation. Broadly speaking, local government can be of three different types:

F. ORGANIZATIONS

- ◆ Elected self-financing bodies accountable to the local people (known as local self-government)
- ◆ Local organs or agents of the central or provincial power financed by and accountable to the state.
- ◆ Elected bodies overwhelmingly controlled by and accountable to the state.

The local government system of Bangladesh thus far is closest to the third category, whereas the most effective system to mobilize and empower rural people is the first category.

Local Government: 1947-1971

The origins of local government in Bangladesh can be traced back to 1885, when the colonial rules established *Gram Panchayet* system at the village level mainly to bring the vast rural areas of the country within their administrative reach. That system gradually gave way to the 'Union Board'(UB) system in the late 1920s, which continued until the independence of Pakistan in 1947. The UBs were the first local self-governments in the country that played limited development roles within the constraints of bureaucratic and colonial controls from above. Rural elites led the UBs as elected presidents.

The biggest disservice to the local government system came in the 1960s with the introduction of 'basic democracy' by Pakistan President Md. Ayub Khan. Basic democracy consisted of a three-tier local government system: the Union Council that replaced the UBs, the *Thana* Council and the District Council. Conscious design by the Government to channel development funds through UC chairman and members made UCs highly sensitive to national politics. Secret balloting was introduced to elect the UC leadership and members of the UCs were part of the electoral college that elected the President of Pakistan. The councils at the *thana* and district levels were composed of official and nominated members, none of them elected by the people. Except for the UCs, other tiers of the local government system lacked people's participation and worked merely as agents of state power.

Local Government Since Independence

The reforms have more to do with levels and composition than with powers and accountabilities. The best way to establish self-government at all tiers of the system – village, union, thana, and district – has been a subject of political debate, but there has not been much progress.

Village Level

Attempts were made in the early 1970s to establish *Gram (Village) Panchayet* in each village. But the attempt failed as the structure and function of the *Panchayet* was not spelled out clearly. The following Government, in the late 1970s, established *Gram (Village) Sarker (Government)*. In June 1989, the next Government sought to establish *Palli (Rural) Parishad (Council)* comprising a chair and eight members elected by the villagers. But this idea was abandoned by the next Government. Gram Parishad Act passed with provision for elected body in 1997.

Union Level

The Union Parishads (UP) are the oldest local institutions for self-government in Bangladesh, dating back to 1885. A UP currently consists of a chairman, nine elected members, and three women members. The Ups have practically no fiscal autonomy or capability, and their resource base depends on receiving development grants from the Government's annual development budget. The Ups are officially responsible for collecting taxes from a number of sources, but in practice not much is collected. The Ups, with all their limitations, remain the most directly participatory local government unit in Bangladesh.

Upazila (Thana) Level:

A breakthrough in local government system in Bangladesh came in 1982, when the upazila system was introduced. The former thanas were upgraded to form the upazilas by entrusting the units with both regulatory and development functions. The Upazila Parishad was placed under the control of an elected chairman and all Government functionaries at the upazila level were brought under his control.¹ Although major political parties opposed the upazila from the very beginning, available evidence suggests that the ordinary people welcomed it. The power and responsibilities of the Upazila Parishad, however, brought the Parishads in conflicts with local Members of Parliament (MPs). In 1991, a new Government abolished the upazila system. But in 1998, the current Government passed a bill in the Parliament to set up a modified upazila system of government.

Zila (District) Level:

The Zila Parishad has floundered ever since the 1970s, although there have been several attempts to revive it. The Zila Parishad operates under strict bureaucratic control and without people's representation. In 1988, in an effort to resolve the problem of coordination between upazila chairman and the local MPs, the Government made the MPs chairman of the respective Zila Parishads. The Zila Parishad was made a coordinating body to resolve upazila matters and to monitor the development activities of the whole district. The successor regime of the early 1990s abolished the Zila Parishad, but the present Government has plans for its revival though its form and format are still not known.

¹ Administration of the police and judiciary at this level was, however, outside the control of the *upazila* chairman.

F. ORGANIZATIONS

2.1.3 LGED

(1) Relationships between LGI and LGED

LGED are agencies of LGD within and reporting to MLG & RDC. LGED are represented at Zila (District) level. The FYP suggests that LGED should also assist LGIs.

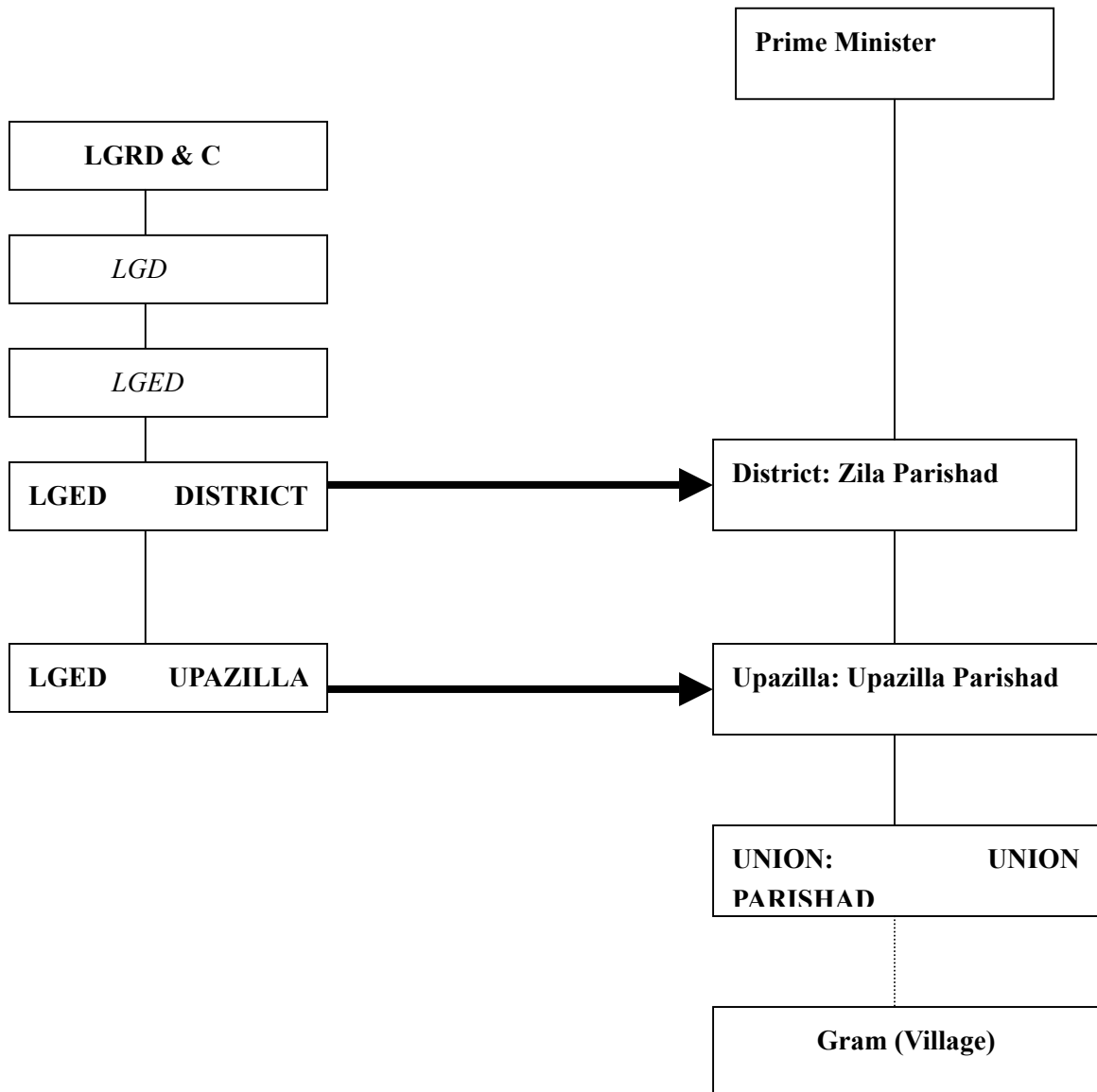
Of the four tiers of LGI, only the Union Parishad is active. The Gram Upazila and Zila Parishad Acts now exist, but elections have not been held. When operational, LGIs are to be responsible for most development activities within their jurisdiction. The key issue is the relationship between LGED and LGI in terms of responsibilities for development and financial control. The obvious meeting point is at Zila level. (Figure 2.2)

(2) LGED

The background of LGED is traced back to early sixties when implementation of the following three elements of Comilla Model;

- Rural Works Program (RWP)
- Thana Irrigation Program (TIP)
- Thana Training & Development Center (TTDC)

Figure 2.2 Relevant Institutions of LGED regarding the Local Government Institutions



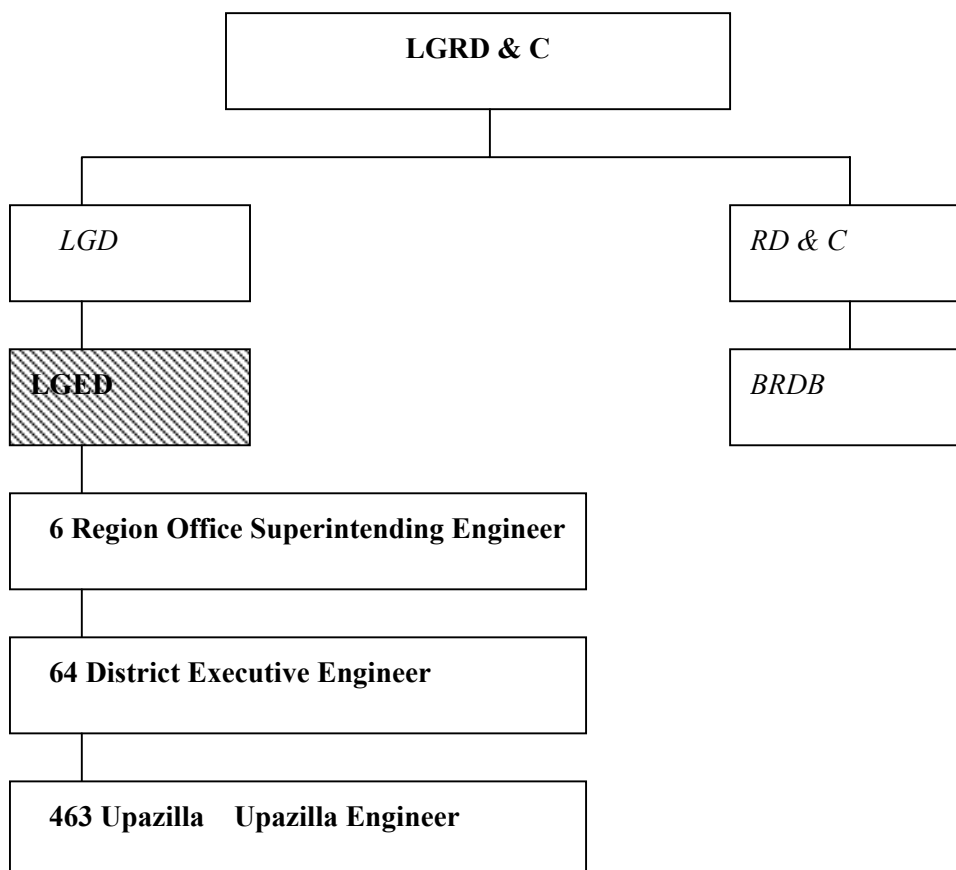
These three elements known as Works Programme continued till 1982 with two branches as Rural Works Programme and Urban Works Programme. A “Cell” was established under the Local Government Division (LGD) in 1970s. To administer the Rural Works Programmes (RWP) nation-wide, the Works Programme wing (WPW) was created in 1982 borne on the Development Budget under the Local Government Division (LGD) of the Ministry of Local Government, Rural Development & Co-operatives (MLGRD & C). It was converted into the Local Government Engineering Bureau (LGEB) under the Government Revenue Budget in October, 1984. LGEB was upgraded as the Local Government Engineering Department (LGED) in August, 1992.

As related organization of LGED and organization chart of LGED are shown in Figure 2.3, and Appendix 2.2. LGED is headed by the Chief Engineer who is supported by 2 Additional Chief

F. ORGANIZATIONS

Engineers, 6 Superintending Engineers, 6 Executive Engineers and 6 Assistant Engineers at the HQ, 6 Superintending Engineers at the circles, 64 Executive Engineers at the districts and 463 Upazila Engineers at the upazilas. The total number of engineers and other staff under the permanent establishment of LGED is 9600.

Figure 2.3 Related Organization of LGED



(3) Major Functions

- Provide technical support to Union Parishads and Upazila level
- Provide technical support to Zila Parishads
- Provide technical support to Pourashavas
- Implementation of infrastructure development projects with donor assistance and food aid
- Planning, construction and maintenance of feeder road type B and rural roads including bridge/culvert.
- Planning, construction and maintenance of Growth Center/Market and river ghats.
- Planning, construction and maintenance of small scale water resource schemes

- Construction of primary schools, cyclone shelters, Union Parishad offices and Community Health Clinics.
- Deal with socioeconomic and beneficiary participation issues concerning development of rural infrastructure.
- Prepare Upazila/Union/Pourashava Plan Books, maps, local level data base, design manuals.
- Impart training to Contractors, Local Govt. representatives and beneficiaries.

(4) Development Projects of other Ministries Implemented by LGED

LGED is involved with the implementation of the other Ministries infrastructure development projects and programmes.

- Ministry of Agriculture
- Water Resources
- Primary and Mass Education Division (PMED)
- Ministry of Health, Population and Family Welfare

Ministry of Agriculture

LGED is involved with the implementation of 7 infrastructure development projects/programmes under the Ministry of Agriculture. A list of such projects is given in Appendix 2.3.

Water Resources

LGED is also involved with implementation of one project under the Water Resources Sector at a cost of Tk. 349.00 Million (US\$ 6.7m). The allocation for the project during 2000-2001 is Tk. 96.00 Million (US\$ 1.85 m).

Primary and Mass Education Division (PMED)

LGED is involved with construction of primary schools under 6 projects of the Primary and Mass Education Division (PMED). A list of the projects is given in Appendix 2.4.

(5) Summary of LGED Projects

A summary of the projects being implemented by LGED is shown in Appendix 2.5.

2.1.4 Other Organization

Local and international NGOs provide goods and services normally associated with the public and private sectors. In some areas (eg. micro-credit, non-formal education and primary health care), the NGOs of Bangladesh are internationally recognized for their successes. NGOs are increasingly significant in influencing public policy on issues such as land reform, primary education, environment and rural development planning. They have also become involved in advocacy on behalf of disadvantaged groups and other sections of civil society.

F. ORGANIZATIONS

(1) The Co-operative movement

The Co-operative movement started nearly a century ago and expanded rapidly in the 1960s. The Bangladesh Rural Development Board (BRDB) provides support to the national co-operative movement of 63,000 farmer societies (KSS) which are grouped into Upazila Central Co-operative Associations (UCCA). Despite determined efforts on the part of Government, the movement has achieved mixed results.

(2) Village Social Organization

A village in Bangladesh is organized into certain well-known social groupings. At the most basic level is the household, defined here as a group that shared a common stove (*chula*), and who eat daily meals together.² Most households occupy a homestead (*bari*) that might include more than one related family. If so, they shared occupy a common courtyard and some facilities such as wells. A household is likely to have many ties to others in the village through marriage (the lineage is called *gushti* or *bangsho*). Women typically move to their husbands' homes at marriage, although men may have in with their wives' families under some circumstances. Networks of relations through married-in women can be very important in crises.

A grouping of homesteads usually makes up a village neighborhood, or *para*. This neighborhood is an important social resource during crisis. Village studies showed that the neighborhood often center around patron-client ties to a prominent man, a leader referred to as a *matabbar*. Relationships beyond the neighborhood level tend to be organized along factional lines, with the followers of competing leaders forming groups referred to as *samaj*. Social control beyond the family level tend to be in the hands of a village council made up of the various *matabbars*. These councils resolve conflicts or try to regulate the villagers' behavior through council meetings known as *salish*. Locally elected officials usually play a prominent role in the council and are likely to be *matabbars* in their own right.

Other important local groups are: religious congregations, Hindu castes, and voluntary organizations of several types such as cooperatives, credit associations, or youth clubs.

(3) Donor Agencies

The World Bank, the Asian Development Bank and numerous bilateral development agencies, notably the Japan, the Dutch, Danish, British and Canadian, have been active for many years in financing flood proofing and rural development projects with technical assistance and capacity building. UNDP and other United Nations agencies, especially UNICEF, are active in support of flood proofing project and rural development.

² Another term for household is *paribar*. This refers only to the related persons who share meals, not servants or other employees.

2.1.5 Existing Institutions in Study Area

Bangladesh territorial administrative structure is comprising of six Divisions, 64 Zilas, 464 Upazilas, 4451 Unions and 68,000 villages. Administrative structure of Study Area is summarized as follows:

Study Area of Char

	Gaibandha	Jamalpur	Kurigram	Sirajganj	Total
Upazila	7	7	9	9	32
Union	85	74	77	90	326

Study Area of Haor

	Habiganj	Kishoreganj	Netrokona	Sunamganj	Total
Upazila	8	13	10	10	41
Union	80	125	92	84	381

(1) Current Situation of Existing Institutions in Local

Thana Development Committees was established in 1979 to oversee the allocation funds and execute development programs. With this as a turning point, branch office of central government was decentralized to each Thana. Upazila system was abolished after that, but each ministry of central government arranged the officers in Thana and they are currently supervising the assistant officers who are advising an agricultural technology for villagers and spread the family planning for villagers. The below table is an example of local service conducted by branch office of central government.

Table 2.3 Local Administration Service relevant to rural development in Study Area

Bureau	Officer	Worker
Agriculture	Officer (1) & Asst Officer (2)	Block Supervisor (14)
Livestock	Officer (1) & Veterinary Surgeon (1)	Field Assistant - Fodder (1) - Artificial Insemination (1) - Veterinary (4)
Fishery	Officer (1) & Asst. Officer (2)	-----
Health/Family Planning	Officer (1)	Health Inspector (2) Asst. Health Inspector (6) Health Asst (25) Medical Officer(4)* Medical Asst. (4)
Social Welfare	Officer (1) & Supervisor (1)	Social Worker (5)** Training Instructor (2)
Family Planning	Officer (1)	Family Welfare Visitor (7)*** Family Welfare Assistant (35) Family Planning Inspector (7)

F. ORGANIZATIONS

Public Health	Engineer (1) & Mechanic (2)	-----
Construction	Engineer (1) & Work Asst. (6)	-----
Rural Development Corporation	Officer (1) & Asst Officer (1) TCCA Inspector (4)	Organizer (3)

Notes: * Medical Officer & Assistant reside at Health Center.

** Social Worker reside at Sub-center in each Union

*** Worker reside at Family Welfare Center in each Union

Government Services for villages

According to the result of social survey, the Char and Haor villages receive support services in various forms from various public bodies. The below table 2.4 reveals that in the Char areas, it is interesting to note that the government services such as forestry and horticulture, fishery, social welfare and cooperatives and to some extent livestock and poultry, are not covered in any of the villages by more than 10%, although their importance cannot be undermined. Villages with more than 50% coverage of services like education (31), health and family planning (14), relief and rehabilitation (3) and credit programmes (1) are notable. Like in the Haor areas, all services in the Char villages with less than 10% coverage are also discerned.

In Haor areas, health and family planning, education, relief and rehabilitation and credit programmes including agricultural extension are noteworthy. The village with more than 50% coverage are seen to be in such services as education (20), credit programmes (12), health and family planning (8), relief and rehabilitation (2) and agricultural extension (1). The other aspect to be noted is that although the support services with less than 10% are covered in all the villages in Haor areas in different dimensions, the notable services not being covered in all villages by more than 10% are forestry and horticulture and fishery, much needed services in the development of economy.

Table 2.4 Coverage ratio of government services in the Villages

Services	Char							Haor						
	No. of Villages with % of Coverage							No. of Villages with % of Coverage						
	0	1-10	10-20	21-30	31-40	41-50	50>	0	1-10	10-20	21-30	31-40	41-50	50>
Agriculture Extension	79	27	6	2	0	1	0	107	11	6	12	3	1	1
Forestry & Horticulture	108	7	0	0	0	0	0	136	5	0	0	0	0	0
Fishery	112	3	0	0	0	0	0	139	2	0	0	0	0	0
Livestock & Poultry	111	3	1	0	0	0	0	136	1	4	0	0	0	0
Health & Family Planning	6	52	16	17	4	6	14	5	24	23	46	26	9	8
Social Welfare	113	2	0	0	0	0	0	133	4	2	0	2	0	0
Cooperatives	115	0	0	0	0	0	0	129	8	3	2	0	1	0
Education	23	40	2	6	5	11	31	10	16	23	29	28	15	20
Relief & Rehabilitation	15	68	20	5	3	1	3	18	63	20	25	8	5	2

Credit Programme	46	56	8	3	1	0	1	29	14	13	39	18	16	12
Others	0	0	0	0	0	0	0	31	1	0	2	0	1	1

Source: Rural Living Condition Survey

The common services available to villages in both Char and Haor areas with more than 50% coverage are health and family planning, education, relief and rehabilitation and credit programmes. To make the issue more clear, or area specific, the number of villages covered by government services is described in the Table 2.5.

Table 2.5 No. of Villages Covered by Government Services in Study Villages

Services	Char No. of Villages (115)		Haor No. of Villages (141)	
	No. of Villages	%	No. of Villages	%
Agricultural extension	36	31	34	24
Forestry and horticulture	7	6	5	4
Fishery	3	3	2	1
Livestock and poultry	4	3	5	4
Health and family planning	109	98	136	96
Social welfare	2	2	8	6
Cooperatives	0	0	12	9
Education	92	80	131	93
Relief and rehabilitation	100	87	123	87
Credit programme	69	60	112	79
Others	0	0	110	78

It is obvious that the pattern of government services in the study villages is seen to be almost the same, focusing mostly on health and family planning, education, relief and rehabilitation and credit programmes, and to a certain extent the agricultural extension

However, various kinds of service conducted by branch office of each ministry is slanted to specific group or individual. Besides service information of local government is seldom delivered to village people. It is very hard situation for village people to receive services from a government. These situations are found from the results of "Survey on Administrative Service"(Table 2.6).

Table 2.6 Situation of Administrative Service in Study Area

	Char	Haor
Some Administrative Service Unit exist	15 Unions	3 Unions
VDP*	2 Unions	1 Union
Grampolice	4 Unions	1 Union
Chowkider	5 Unions	1 Union
UP**	8 Unions	1 Union
Some projects are/were conducted within 2 years	16 Unions	9 Unons

Notes: The number of surveyed union is 16 Unions.

*; Vulnerable Development Program

**; Union Parishad

F. ORGANIZATIONS

In particular, administrative service in Haor area is very poor compared with Char area. Administrative service unit does not exist in most Union of Haor. Development projects are not hardly ever conducted within 2 years in about half Unions of Haor. This survey results are based on Union level, thus the administrative service in village level is easily presumed to be worse than this.

Union Parishad composing of representatives from village people is established under the Upazila(Thana). Union Parishad should adjust the activities in village of assistant officer. But, each assistant officers is active according to the order from their ministry, thus request of improvement from the Union Parishad has no effect actually. On the other hand, financial budget and food are allocated for Union Parishad for small-scale development in Union. They are doing a small-scale development project, e.g. rural road construction, irrigation, by using these budgets. These small-scale development projects conducted by UP are considered to be transparent and accountability, but most of the case are actually planned by officer and influential person in village. Thus, construction of infrastructure is slanted to some specific area or people in general. This tendency is found from the survey result for “Administrative Service”. There is much difference in development project in number and budget in case of UP exists or not.

NGO Support Services for Village

NGO support services for village are limited compared with government services. NGOs providing services is requisite to the need of the villages of Chars and Haors. It is alleged that NGOs are not very much interested in such areas as Chars and Haors, presumably because of their perception that the instability as well as floating character of Char livelihood is not helpful for long term development activities. There are not much NGO activities in the Study Areas concerning flood proofing excepting a few, namely, CARE and CONCERN in Haor areas and CARE and RDRS in the Char area. Other, e.g. BRAC, ASA, Porshika and Gono Unnayan Sangstha, have multiple objectives and functions related to the socio-economic development of the flood prone areas.

Table 2.7 Coverage ratio of NGO services in the Villages

Services	Char							Haor						
	No. of Villages with % of Coverage							No. of Villages with % of Coverage						
	0	10	11-20	21-30	31-40	41-50	50>	0	10	11-20	21-30	31-40	41-50	50>
Agriculture Extension	97	17	1	0	0	0	0	136	4	0	1	0	0	0
Forestry & Horticulture	107	7	1	0	0	0	0	103	7	3	16	6	2	4
Fishery	115	0	0	0	0	0	0	141	0	0	0	0	0	0
Livestock & Poultry	110	4	1	0	0	0	0	129	10	1	0	1	0	0
Health & Family Planning	93	12	7	1	1	1	0	81	9	16	16	9	7	3
Social Welfare	114	1	0	0	0	0	0	110	16	6	9	0	0	0
Cooperatives	114	0	0	0	0	0	1	110	2	2	18	5	1	3

Education	87	14	6	3	3	2	0	114	11	11	3	2	0	0
Relief & Rehabilitation	77	23	7	7	0	0	1	131	5	2	2	0	1	0
Credit Programme	46	56	8	3	1	1	0	99	19	1	4	10	3	5
Others	0	0	0	0	0	0	0	69	0	0	0	0	0	0

Source: Rural Living Condition Survey

Table 2.7 is describing the services provided by NGOs with respect to villages in terms of percentage coverage. In the char area, only two villages with more than 50% of coverage are seen: cooperatives and relief and rehabilitation (one village each). The number of covered by NGO services is highlighted below:

Services	No. of Villages	%
Agriculture Extension	18	16
Forestry and Horticulture	8	7
Fishery	0	0
Livestock and Poultry	5	4
Health and Family Planning	22	19
Social Welfare	1	0.8
Cooperatives	1	0.8
Education	28	24
Relief and Rehabilitation	38	33
Credit Programme	69	60

Source: Rural Living Condition Survey

As can be seen, among the services credit programme and relief and rehabilitation cover more than one-third of the total villages each. This is evident enough to say that NGO services in char areas are too inadequate to bring about development. There are limited services in terms of villages with regard to education, health and family planning and agricultural extension.

In haor area, over 50% of coverage regarding four services, viz., forestry and horticulture (4 villages), health and family planning (3 villages), cooperatives (3 villages) and credit programmes (5 villages) have been noted. It is also seen that although some form of NGO activities are in operation in haor villages, the extent of support in villages is seen to be very limited. Services available in number of villages are shown below:

F. ORGANIZATIONS

Services	No. of Villages	%
Agriculture Extension	5	4
Forestry and Horticulture	38	27
Fishery	0	0
Livestock and Poultry	12	9
Health and Family Planning	60	43
Social Welfare	31	22
Cooperatives	31	22
Education	27	19
Relief and Rehabilitation	10	7
Credit Programme	42	30

Source: Rural Living Condition Survey

It is obvious from the above that services provided to villages by more than 30% are only health and family planning and credit programmes. Among other services mentioned may be made of forestry and horticulture, social welfare, cooperatives and to a lesser extent, education.

The common services rendered in both the char and haor areas by NGOs revolve around health and family planning, credit programmes, relief and rehabilitation, education and forestry and horticulture to some extent.

(2) Village Organization in Study Area

As described in the section of 2.1.5, (2), a village in Bangladesh is usually organized into certain well-known social groups, i.e. *chula*, *bari*, *gushi*, *bangsho*. A grouping of homesteads usually makes up a village neighborhood, or *para*. The neighborhood often center around patron-client ties to a prominent man, a leader referred to as a *matabbar*. Other important local groups are: religious congregations, Hindu castes, and voluntary organizations of several types such as cooperatives, credit associations, or youth clubs. As the result of "Survey on Village Organization" is indicating (Table 2.8), some organizations exist in village in the Study Area.

Table 2.8 Situation of Village Organization in Study Area

	Char	Haor
Number of villages of some Organizations exist (excluding NGO groups)	30 villages	26 villages
KSS*	0	2 villages
BSS**	0	0
MSS***	0	0
Relevant school committee	27 villages	24 villages
Relevant religious committee	18 villages	17 villages
Youth Club	7 villages	5 villages

Notes: The number of surveyed village in Haor is 31 villages.
 The number of surveyed villages in Char is 32 villages.
 *; Farmer's Cooperative Society
 **; Asset less Corporative Society
 ***; Women Corporative Society

As shown in survey result, the cooperative movement that started nearly a century ago and expanded rapidly in the 1960s has achieved failure results in the Study Area. KSS, for example, supported by BRDB is hardly found in the Study Area. The situation of village organization is almost same in both areas. Relevant school committee organization is found in almost village of both areas.

2.2 Development Planning and Budgeting System

2.2.1 Planning Process

The steps from project identification through to implementation at the local level are as follows:

1. The Union Chairman puts forward a plan to the LGED Upazila Engineer who prepares a perform outlining the concept.
2. The Upazila Engineer clears the project with the Upazila Development Co-coordinating Committee (UDCC) and enters it into the Upazila Plan Book.
3. It then passes to the District LGED Executive Engineer who reviews and sends it to Head Office.
4. Projects go through a pre-screening process at LGED, which might defer 40% of projects. The other 60% of projects are screened by site visits, at which time a further 30% - 40% drop out.
5. Projects that are accepted pass back to the field, where staff are instructed to collect basic data and a RRA is carried out by an NGO.
6. The information is then sent to a local consulting firm to carry out a feasibility study.

F. ORGANIZATIONS

7. The feasibility is submitted to Head Office and if satisfactory, goes back to the consulting firm to carry out the detailed design. At this stage the Executive Engineer presents the project to the DLIPEC.³
8. The final step is to enter an agreement with the beneficiaries according to an established procedure prior to implementation.

2.2.2 Budgeting

(1) Budget Allocation

The allocation for the Rural Development Institution (RDI) sector during the Fourth Five Year Plan was Tk. 16,500.00 million at 1989/90 prices. In the revised ADPs during the plan period, an allocation of Tk. 25,622.20 million was given to this sector against which an amount of Tk.21,823.5 million was utilized. ADP allocation and expenditure incurred during the period are shown in Table 2.9.

Table 2.9 Revised ADP Allocations and Expenditures for Rural Development and Institutions During Fourth Plan (at current price)

RDI Agencies	Revised ADP Allocations	Expenditure
1. BRDB	2,845	2,460
2. BARD	133	75
3. RDA	21	17
4. Co-operatives	578	123
5. Ministry of Land	937	509
6. LGED	20,028	17,682
7. NILG	3	3
8. Ministry of Relief	112	108
9. Special Affairs Division	646	537
10. Ministry of Finance (Ag. Bank)	10	-
11. Ministry of Agriculture	5	5
12. Planning Division	300	300
Total	25,613	21,819

Source: The Fifth Five Year Plan, 1997-2002

LGED occupies the approximately 78% of ADP allocation in RDI and also occupies about 81% of expenditure. In short, LGED exercise the most part of ADP in RDI for their missions at present.

(2) Budget of Rural Infrastructure Development Project

Under the Rural Development and Institutions (RD & I), LGED is currently responsible for implementation of 36 rural development projects involving a total cost of Tk. 67,880.90 Million. The allocation under the Annual Development Project (ADP) of 2000-2001 for these projects is Tk.

³ The District Level Inter-sector Project Evaluation Committee (DLIPEC) was established by a Planning Ministry instruction on 26 January 1999, in anticipation that inter-sectoral conflicts could arise as a result of the decision that LGED will construct FCDI schemes up to 1000ha with BWDB being responsible for all other schemes.

14531.74 Million. The detail of these projects is shown in Appendix 2.6.

Out of 36 rural infrastructure development projects, 3 projects are being implemented with food assistance. The total value of food allocation amounts to Tk. 1314.64 Million which is about 9% of the total allocation under ADP during 2000-2001.

The following broad activities are covered under the rural infrastructure development projects:

- Construction and maintenance of roads⁴, bridge/culverts, growth centers, jetties/ghats
- Excavation of canals/khals, construction of embankments and sluice/regulators
- Construction of Union Parishad Complex, cyclone shelters, flood refuge etc.

Similarly, local government institutions have responsibility to develop the rural development by using the local level resources. As the Fifth Plan is addressing, local level resource mobilization will have to play a significant role in developing the rural infrastructure. However, so far local level resource mobilization in Bangladesh has been very poor and could not cater to the needs of local governments towards building physical infrastructure. There are actually two sources of resource for local governments: (a) collection of taxes and non-tax revenues such as various fees and tolls, incomes from hats, bazaars, etc. and (b) grants from the central government. Local government e.g., Zilla Parishad and Thana Parishad depend heavily on the central government grants. Own revenue income of Union Parishad barely covers wages and salaries of staff and requires government grants for their development expenditures. Zilla Parishads, however, spend between 20 to 30 percent of their own resources on administrative costs. Thus at the lowest strata of local governments, Thana and Union Parishads face serious resource constraint for development.

2.3 Relevant Policy Declarations

The Fifth Five Year Plan and Decentralization

The Fifth Five Year Plan (FFYP) sets out the Government's general philosophy towards decentralization as summarized below in relation to the roles of the four levels of Parishad.

The responsibilities of each Gram Parishad are to include: participation in the preparation of development programmes and projects; maintenance of rural infrastructure; development of local natural resources; and implementation of drinking water supply projects. The other three tiers will be entrusted with similar functions at varying levels of responsibility, including the authority to raise resources for financing local level development activities. Since Gram Parishads have yet to be elected, devolution of these responsibilities to the local level is stalled.

Participatory planning will be given particular emphasis within Local Government institutions. Local area development plans will be prepared at either Upazila (Thana) or Zila (District) level,

⁴ Allocation of road construction in Bangladesh is described in Appendix 2.7.

F. ORGANIZATIONS

following a decision on which is likely to be the most capable for this. These plans will be spread over time, much as is done at central level for the Annual Development Programme (ADP). One possible approach advocated is for planning to be at Zila level with implementation being principally managed at the Upazila level. In this case, it is envisaged that functionaries of relevant ministries and departments would be placed at the disposal of Zila and Upazila Parishads to provide the necessary support and assistance in these exercises. Standing committees at local level are to be made operational to oversee development activities. Training of local staff will be provided through existing institutions such as the Rural Development Academy (RDA).

The process is to be refined through trial and error. The FFYP calls for a mechanism through which the process of bottom up planning can be integrated with different tiers of development administration so that local development plans are functionally integrated into national sectoral plans.

Rural Development Focusing on Flood Proofing is consistent with these aims in supporting devolution of rural development and management to the lowest competent level.

CHAPTER 3 ISSUES AND STRATEGY FOR DEVELOPMENT INSTITUTION

3.1 Key Institutional Issues

The broad intent of Government's policies is clear and the challenge for the rural development in the coming years. Key institutional issues to develop the flood proofing and rural development in the Study Area are considered to be as follows:

- Decentralization exists in principle but not in practice;

The stated objectives of the decentralization reforms were not consistent with the measures put in place. Local governments served the political interests of the central government rather than the development goals of the local people.

- Fiscal decentralization virtually non-exist;

Local government bodies have a weak resource base. The power of taxation is limited by the central government. The main sources of revenue collection were retained at the center.

Donor funding is provided centrally, although there have been recent attempts to ensure disbursement is managed through the concerned institutions.

- Quality of public services is poor, inequitable distribution of allocations in education in rural areas;

The operating principles of the local government institutions made them the local branches of the central government rather than self-government bodies. In equitable distribution of development projects and public services is made as rural elites actually dominate local government.

- Lack of administrative capability in Local Government

As the FFYP is suggesting, both DPHE and LGED are required to provide technical support to LGIs. Human resource development in LGIs is necessary to undertake LGI-determined programmes.

- Lack of Information;

At present a variety of information, e.g. flood warning, development project/program information, etc. does not reach the village (*Gram*) people because the local administrative system is not established at the level of village. Thus village (Gram) people's intentions are not reflected in the development plan in the existing system as some rural elites composing of *Union Parishad* monopolize the information of development in village.

- Beneficiary Participation

F. ORGANIZATIONS

At present Union Parishad usually decided the development plan only by the member of Union Parishad. Thus Gram Parishad must be established, though Gram Parishad has already been legislative, in order to systematize the participation of beneficiary from the stage of planning to maintenance.

3.2 Institutional Strategy

The strategy proposed here aims to address the critical constrains to the rural development and to the building of rural institutions in order to fulfill the MASTER PLAN.

The key propositions of the proposed strategy are:

- To build Strong Local Government Institutions:

The strategy must aim at establishing strong local government. This is consistent with the present Government's desire to decentralize development and administration responsibilities to the local level. Decentralization must be combined with accountability and an adherence to rules. And there need to be sufficient resources at the local level to enable the local government to deliver services.

- To re-orient of funding mechanisms:

Unless LGIs have authority over the funding of projects within their jurisdiction, they will be unable to establish priorities for investment responsive to their electorates.

- To strengthen revenue collection:

Elected representatives must be committed to effective and concerted local tax collection strategies.

- To restructure of technical support

Both DPHE and LGED are required to provide technical support to LGIs. Each has offices already at Zila level and below. The FFYP suggests that DPHE and LGED activities should be reoriented towards assisting the LGIs in undertaking LGI-determined programmes. The natural progression beyond this in the longer term is for staff from these organizations to be employed by the LGIs, perhaps at Zila level. In the early stages however, line agency staff must be encouraged and supported by their head offices to provide technical advice and project management services to the Parishads. Their parent organizations should adopt a policy that would base officers' performance assessments and career prospects on the quality of the support that they provide to the LGIs.

- To maximize roles of the non-government sector in all phases of the development from planning and implementation to operation and maintenance:

The study area development should be supported more directly by the NGO sector than the other area development. In fact, NGO has already knowledge for enlightening the poor in the study area, and these activities are necessary to support the participation for local administration by local people._

- To enhance beneficiary participation starting from development planning by a bottom-up approach:

Success of the MASTER PLAN's execution would depend critically on how well local communities and people would be motivated as development actors rather than just recipients of services provided by governmental-initiated development. The best way to assure this result is to let them participate actively from the beginning in the planning process. For that purpose it is necessary to proceed to establish the all levels of LGI. Their participation is essential also for operation and maintenance. The increased local participation would also help to complement the limited capacities of local administration.

- To emphasize human development not only as a measures to better development management but more importantly as a goal of the development process by it self

FFYP places heavy emphasis on decentralization. In order to fulfill this purpose, it is necessary to educate the human resource in LGIs to meet this purpose. If the MASTER PLAN should realize in advance expected future reforms in local administration, it would provide a precedent in this important aspect as well.

CHAPTER 4 NGO ACTIVITIES

(1) NGO in Bangladesh

NGOs emerged from the voluntary activities which came into being in 1972 following the independence of Bangladesh. The War of Liberation which resulted in the birth of Bangladesh provided opportunity to idealist Bangladeshis to participate as freedom fighters. The independence also brought in its trail a massive task of relief and rehabilitation. Imbibed with the spirit of the freedom struggle many motivated Bangladeshis took part in the relief reconstruction work and set up voluntary organizations. A number of Bangladesh NGOs emerged through this process.

NGOs have grown very rapidly in Bangladesh since independence. If NGOs are broadly defined as private voluntary organizations, Bangladesh now has one of the largest concentrations of NGOs in the world. According to one estimate, there are at least 20,000 NGOs currently operating in Bangladesh. In 1995, the number of foreign-funded NGOs, registered with the NGO Affairs Bureau, was 986, compared to only 382 in 1990.

(2) Collaboration between the Government and NGOs

The main areas of collaboration are in the fields of primary education, health and family planning. In other areas, NGOs have been allowed to operate as sub-contractors on government projects. In some cases government ministries have held meetings with members of appropriate non-government organizations to form policy measures. For example, members of women's NGO met with officials of the Ministry of Law, Justice and Parliamentary Affairs and the Ministry of Women's and Children's Affairs in order to discuss the social and legal status of Bangladeshi women and their discrimination in different administrative sectors. Non-government organizations are vital to the government machinery in order to 'sound out' public opinion regarding the former.

(3) Role of NGOs in Development Programs of Today

The success of NGOs in Bangladesh stems from the fact that they are able to concentrate on specific population groups, especially vulnerable groups, in specific geographic areas and they are able to operate with lighter bureaucracy and decision-making structure as opposed to mechanistic, top-heavy and rigid governmental approaches to development. Another reason for overwhelming success of development NGOs is that they are believed to be imaginative and capable of adapting to local diversity. In sharp contrast to government approaches to development, the NGO paradigm of rural development primarily centers around poverty alleviation by empowering the poor, developing institutions and strategies for poverty alleviation through active participation of the poor, and establishing grassroots democratization for sustainable, people-centered development.

Almost 80% of the villages of Bangladesh have likely been covered by NGOs, but they directly

benefit only around 24 million people, 20% of the population. NGOs-which currently handle about 20% of the country's foreign-funded public investment programs- have been particularly effective in replicating successful projects, mounting nationwide campaigns, and advocating special issues. In particular, they have been highly successful in popularizing micro-credit. Currently about 65% of the total rural credit is disbursed by the NGOs.

But NGO operations are much broader than micro-credit or agricultural growth. Over the years, NGOs have popularized oral dehydration, immunization, non-formal primary education, environmental protection, and maternal and child health. NGOs have also contributed significantly to expanding girl's education, creating employment for rural women, and providing extension for rural non-farm activities. BRAC has been especially successful in non-formal primary education; it operates over 10,000 satellite primary schools throughout the country that teach poor children with a strong emphasis on parent and community involvement. Successful models in micro-credit, non-formal education, and primary healthcare, developed by Grameen Bank, BRAC and others, are being replicated in other developing countries.

It is difficult to accurately assess the impact of the NGOs towards poverty reduction or achieving other goals but it can be stated with near certainty that they have helped to strengthen the capacity of the poor to deal with risk, such as in ability to smooth consumption. In contrast to formal credit, which often has a low recovery rate, and publicly provided social services that are often of poor quality, many NGO-managed schemes for micro-credit and social development have become world models. Grameen has pioneered the NGO micro-credit model based on group lending and solidarity, strict credit discipline, and close monitoring and supervision. In the delivery of social services, BRAC and other NGOs have pioneered participatory methods for design and delivery.

The education and health programs of the NGOs stand in sharp contrast to the poor quality of public sector delivery mechanisms. In a survey conducted by World Bank, user satisfaction was highest for NGO schools, and lowest for Government-run schools. There was a similar pattern in the delivery of non-farm extension services-animal husbandry, poultry rearing. Key advantages of NGO delivery over Government delivery are beneficiary participation, high staff commitment, and constant program monitoring. NGOs constantly use client feedback to modify and improve their programs.

Relations between Government and NGOs have been swinging from distrust to ambivalence to cordiality depending on the attitudes of the political Government and of the bureaucrats holding key positions. At present, however, the Government is much more supportive of NGOs than it has been ever before.

(4) The major activities of the main NGOs

The major activities of the main NGOs in Bangladesh can be enumerated as follows:

- Rural physical infrastructure building (food works, canal digging): mainly by CARE

F. ORGANIZATIONS

- Agricultural development by CARE, CARITAS, CCDB, BRAC, PROSHIKHA
- Non-agricultural development programmes for promoting employment by the local level organizations;
- Health, population control and family welfare programmes of FPAB, BAVS, BRAC, Swanirvar Bangladesh, National Youth Federation and a number of women organizations; and
- Training and education and consciencetisation programmes of BRAC, FPAB, BAVS, IIRD, etc.

(5) NGOs limitation

Notwithstanding various kinds of success, NGOs have some limitations. Critics point to the fact that NGOs are not accountable to the public and consequently some NGOs have worked irresponsibly. Also, operational expenses of some NGOs tend to be high. Other limitations cited are:

- There is limited coverage of the small and marginal farmers who are too 'rich' to be eligible for micro-credit, but too poor to be of interest to providers of institutional credit, fragmented coverage within a village, regional imbalance and narrow focus in targeting.
- NGOs are yet to reach the hard-core poor primarily because the nature of the micro-credit and other income-generating programs require possession of basic assets as well as social and financial skill and stable habitation. Such requirements leave out the extreme poor.
- Coverage of a NGOs programs in a particular geographical area depends on its staff strength. The number of poor may be much more than the capacity of the NGO to cover. As a result, within a geographical area, the poor are divided into beneficiaries and non-beneficiaries of NGO programs. Such fragmented coverage does not lead to overall improvement of poverty in the locality.
- The strategy of the NGOs to target only the poor appeared to be a well-defined and effective entry point into the development arena in the early seventies. However, twenty years later, this approach, paradoxically, limits the effectiveness of NGOs in combating poverty. The reality on the ground is that there are segments of the rural population who are too rich to be eligible for micro-credit or other NGO-provided services, but not rich enough or well-connected with the rural power structure to be able to access such services from the public sector or the market. These groups are the marginal farmers, rural artisans such as weavers, dairy farmers etc. Most NGO's rigidly defined eligibility criteria exclude such groups and the evidence is that over time these groups have slid below the poverty line, thus increasing the number of the poor. A few of the NGOs now recognize these problems and are experimenting with pilot programs for marginal farmers and rural and artisans.

(6) The major activities of the main NGOs in Study Area

In Study Area, main NGOs activities are described as follows:

1) Profile of main active NGOs in Study Area

CARE: CARE is the world's largest private, nonsectarian, not-profit relief and development agency. CARE started functioning in the then East Pakistan with a relief operation in 1949. Prior to independence in 1971, CARE's efforts were focused on relief, school and pre-school feeding, and construction of warehouse and low cost housing. Since 1971 and with the signing of the basic operational agreement with the government of Bangladesh in 1974, CARE has focused on development projects. At present CARE's programs in Bangladesh are organized into four sectors-Agriculture & Natural Resources, Rural Infrastructure, Health & Population, Small Economic Activity Developments.

BRAC: BRAC started its operation in a small way in 1972 at Sulla in the north east region of Bangladesh. In the beginning, its working were mainly aimed at rehabilitating the refugees returning from India after the liberation war. Over the years, BRAC has evolved as the largest non-government development organization in the world with over 25,000 regular staff and 34,000 part-time teachers at grassroots level. The major interventions of BRAC include organizational development of the poor and micro-credit, education, health, and capacity building at the grassroots level.

CONCERN: CONCERN Bangladesh is a part of CONCERN Worldwide, an international organization devoted to the relief, assistance and advancement of people in need in less developed areas of the world. CONCERN Bangladesh has been working with on behalf of the poorest and most vulnerable groups in Bangladesh since 1972. Its main role is to develop practical solutions to enable the poorest to achieve sustainable advancement, as well as to protect themselves from crises. In designing and managing its programs, CONCERN Bangladesh attempts to ensure that it accomplishes the followings: (i) placing stakeholders at the center of the development process, as lead players in decision-making (ii) establishing gender equity as a central, guiding principal throughout the planning, policy and practice of CONCERN Bangladesh (iii) building capacities of local development organizations and state agencies, which work in the interests of our target groups; and (iv) promoting the conservation of natural resources and the suitable management of the environment.

Oxfam: Oxfam started with relief activity of flood victims many years ago. At first activity was limited to the relief activity of people, but they realized the insufficiency of helping people by relief activity only. At present, Oxfam's activities include many fields: (i) disaster preparedness and management; (ii) livelihood development; (iii) health and environment; (iv) capacity building and local resources mobilization; and (v) women in development (WID), etc.

2) Major activities and areas of each NGO

CARE: To mitigate the effects of flood upon the lives of flood vulnerable communities CARE has designed a five –year (FY 2000-2004)project called flood proofing. Flood proofing is defined as the provision of long term structural or non-structural measures that can be taken by individuals,

F. ORGANIZATIONS

families or communities to mitigate the effects of flood.

Geographic Targeting: The project will be implemented in 1025 villages of thanas under *Kurigram, Gaibandha, Bogra, Sirajgonj*, Shariatpur, (italics is our Study Area in Char), *Netrokona, Kishoregonj, Sunamgonj*, Bhola or Borguna, (italics is our Study Area in Haor) district. (Location of upazila level is described in Figure 1.1 and 1.2)

Activities(Flood proofing interventions): The interventions are combination of Structural and Non-structural measures.

Structural measures:

- Elevating Plinth Level of homestead
- Elevating plinth level of social institutions/community place and reinforcement
- Village market improvement
- Multipurpose flood shelter
- Small scale village road development
- Bridge, culvert
- Village/community place mound extension
- Structural Protection to Village/ Community place Mound
- Tube-well installation / improvement
- Dug well, Double Bucket, Pitcher Filter for Arsenic mitigation
- Community Latrine / Urinal
- Demonstration / Group latrine

Non-Structural Measures:

- Community education for improved health, hygiene and nutrition behavior
- Awareness program for wider community
- Plantation-erosion protection & homestead plantation for nutritional support
- Home gardening, demo home-gardening and training for gardeners
- Vegetation for erosion protection and fodder diversification Central nursery, community nursery
- Evacuation and School communication (Boat)

BRAC:

Geographic Targeting: BRAC covers 5,115 villages with 340,000 members in 31 upazilas for Char (*Kurigram, Gaibandha, Jamalpur, Sirajgonj*), and 5,548 villages with 297,000 members in 36 upazilas for Haor (*Sunamgonj, Netrakona, Habiganj, Kishoregonj*)

(Location of upazila level is described in Figure 1.1 and 1.2)

Activities: The following project and program are implementing in Char and Haor area.

- Micro Finance
- Agriculture

- Sericulture
- Poultry & Livestock
- Non-farm Enterprise Extension and Reinforcement
- Social Development

CONCERN:

CONCERN's intervention to Haor area started with relief activity in 1988 after devastating flood attack to this area. Rural development program then started in 1992.

Geographic Targeting: The project and program conducted by CONCERN covers four upazilas in Kishoreganj and Netrakona of Haor area. (one upazilas per district)

(Location of upazila level is described in Figure 1.2)

Activities (Rural development program): Concern started the activities based on the following objectives:

- a. improvement of economic status
- b. to improve the participation of the target group especially women in education
- c. to improve health conditions; and
- d. to mitigate the effect of flood disaster

To achieve the above objectives, CONCERN is undertaking the following activities:

- Flood disaster preparedness
 - flood shelter construction
 - afforestation with indigenous trees
 - village protection
- institutional building
 - group formation
 - village organization
- self-generating fund
 - savings and credit
 - income generating activities
- education
 - adult literacy program
 - non-formal primary education
- awareness building
- environmental health and nutrition
 - basic health,
 - water and sanitation
 - home gardening

F. ORGANIZATIONS

Oxfam:

Oxfam is now working in char area under river basin program which have been adopted world widely by Oxfam International's.

Geographic Targeting: Oxfam extends assistance to char area, covering 46 Unions over five districts of *Kurigram, Gaibhanda, Jamalpur, Sirajganj* and Shariatpur, through 10 local NGOs. (italics is our Study Area in Char)

(Location of upazila level is described in Figure 1.1)

Activities: Activities are classified based on the five issues

- Activity for disaster preparedness and management based on family and community level
- Activity for livelihood development
- Activity for health and environment
- Activity for capacity building and local resources mobilization
- Activity for women in development (WID)

(7) Characteristics and Constrains in NGO Activities of Study Area

NGO's activities in the study area are classified into three main categories:

- Micro-Credit
- Social Development
- Income Generating

Micro-Credit is doing by BRAC mainly covering all study area. Other two fields are doing by local NGO associated with CONCERN, CARE, etc under the financial assistance of developing countries. Compared with the other areas, micro-credit service does not reach to the hard-core poor people occupying this study area because the nature of the micro-credit program require possession of basic assets as well as social and financial skill and stable habitation.

Constrains in expanding NGO activities in Study Area:

Judging from the interview to NGO and results of RRA study, the following matters are considered to be constrains in expanding NGO activities

Geographical impediment

Geographical impediment is pointed out to be a main problem to expand the activities in the Study Area. Study areas are isolated from the main lands and lacking of better communication system.

Heterogeneous society

The settlers, in particular in Char, come from many different areas. This makes that the char peoples are not socially homogeneous. Their cultural and social values are different from each

other. That is why one has to communicate with different clusters of people at a time.

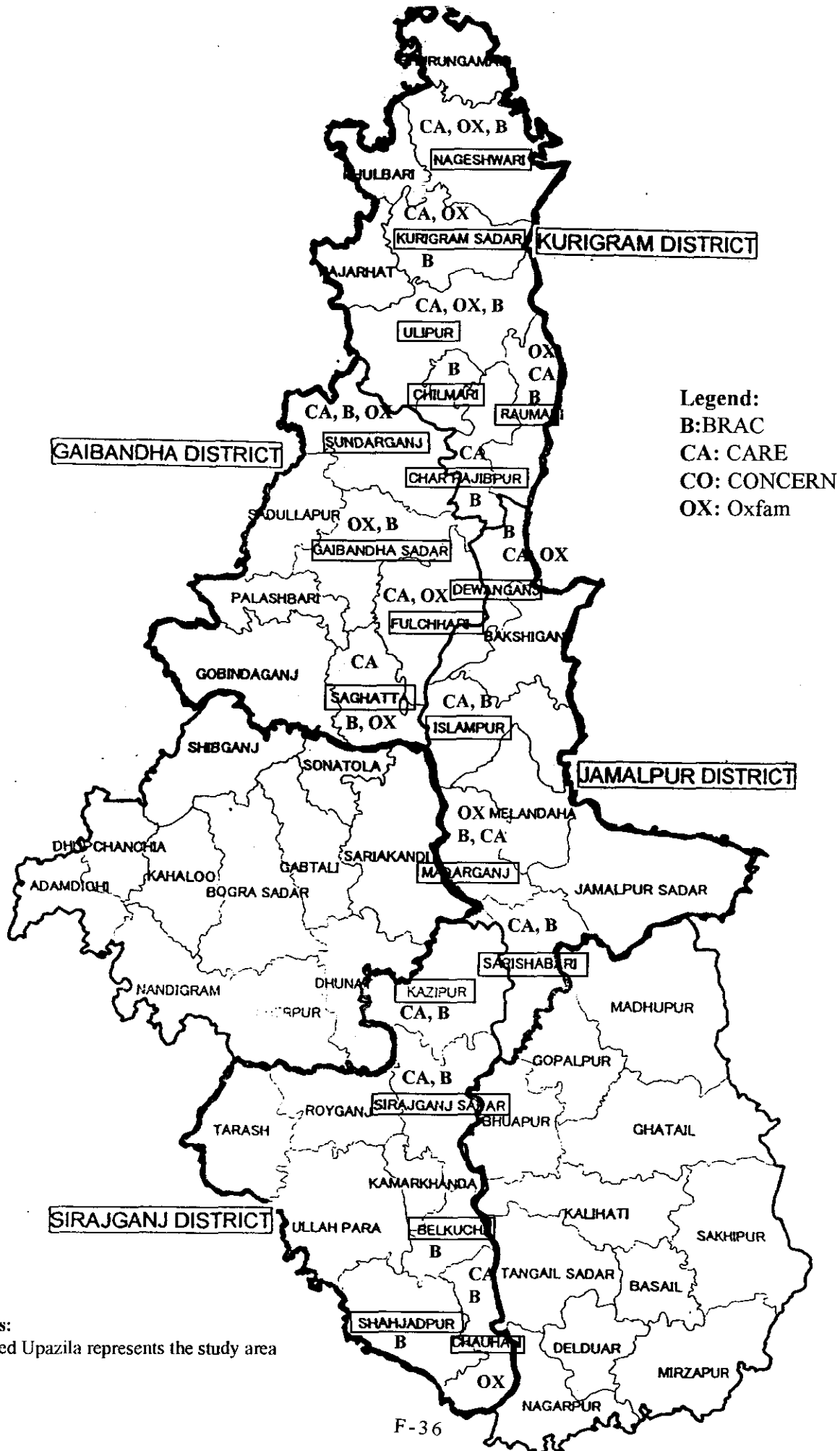
□ Lack of Education

This is also another major problem to work in the Study Area. The level of education is much lower compared with the overall country situation. If they have appropriate education level, they maintain various social norms and regulation, which is an impediment for carrying NGO's regular activities.

□ Powerful jotdar

At the same time the social disciplinary structure is different in char areas particularly. The char lands are fertile but rich people control these lands. Local powerful 'Jotdar' occupies the coastal chars. The inhabitants of these areas get the status of tenants. The system of labour without wages or with small wages is still practiced in char area. Because of their social and economic backwardness the char people have to struggle against the social exploitation as well as fight against the nature. The working NGO's has to deal with social pressure and powerful jotdar.

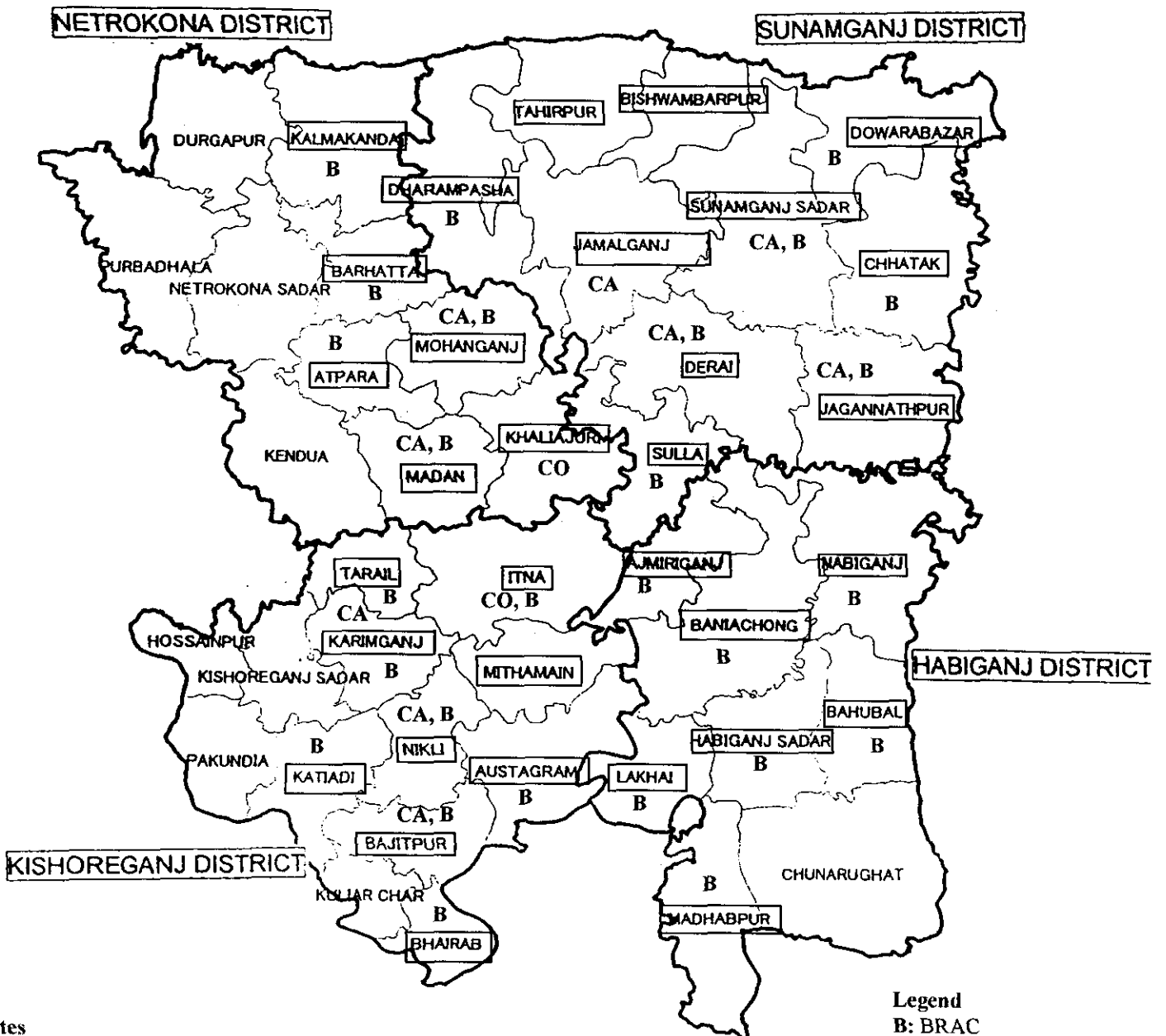
Figure 1.1 Activity Area of Main NGO's in Char



Legend:
 B: BRAC
 CA: CARE
 CO: CONCERN
 OX: Oxfam

Notes:
 Circled Upazila represents the study area

Figure 1.2 Activity Area of Main NGOs in Haor



Notes
Circled Upazila represents the study area

Legend
B: BRAC
CA: CARE
CO: CONCERN
OX: Oxfam

Attachments:

Appendix 2.1 Ministries and Divisions of the Government

Appendix 2.2 Local Government Engineering Department (LGED)

Appendix 2.3 Development Projects of the Ministry of Agriculture Implemented by LGED during 2000-2001

Appendix 2.4 Primary Schools of PMED Constructed by LGED during 2000-2001

Appendix 2.5 Summary of LGED Projects 2000-2001

Appendix 2.6 Rural Development Projects of LGED under the Annual Development Programme (ADP) during 2000-2001

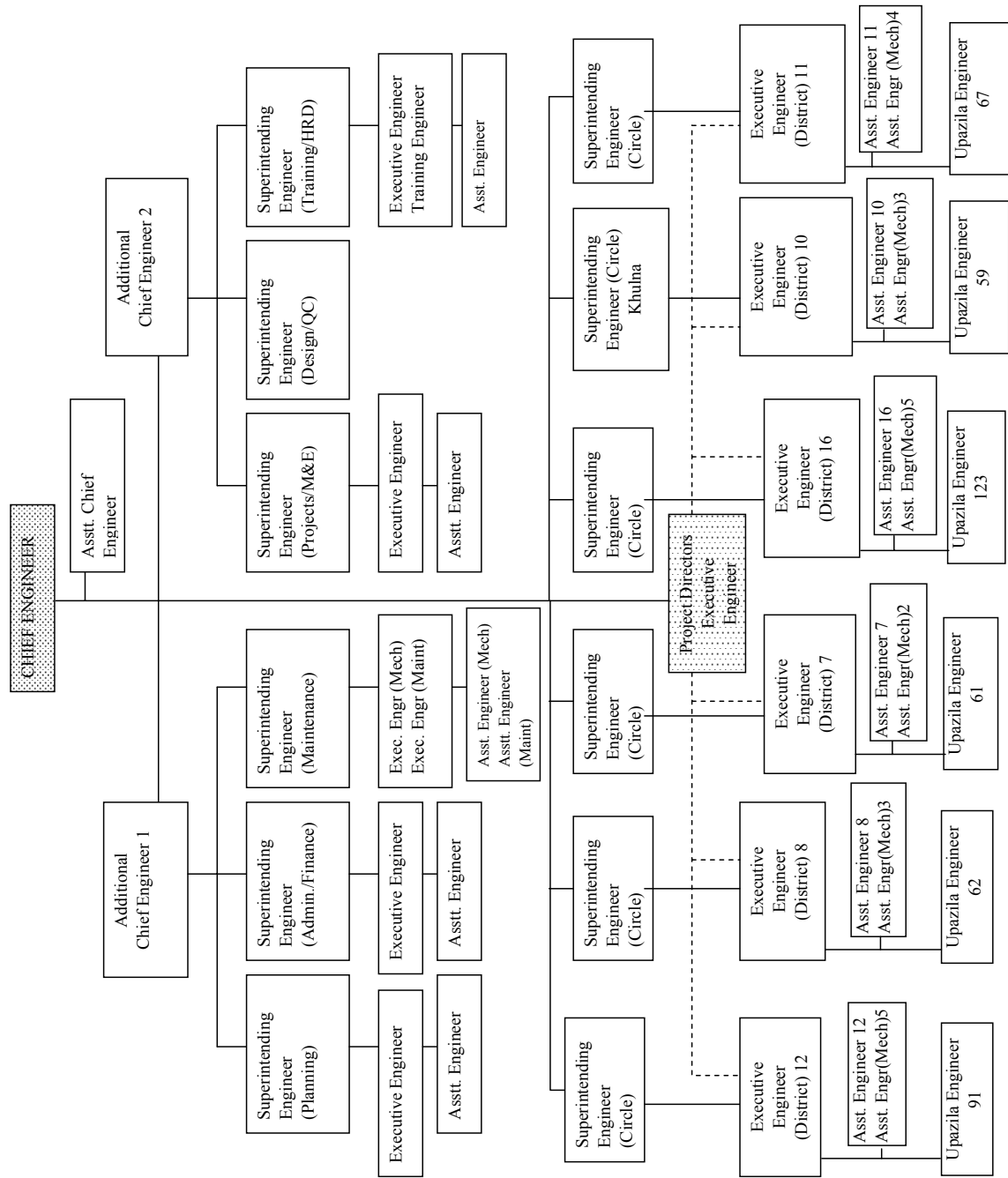
Appendix 2.7

Appendix 2.1 Ministries and Divisions of the Government

Ministry	Name of Division
1. Office of the President	<input type="checkbox"/> Public Division <input type="checkbox"/> Personal Division
2. Office of the Prime Minister	<input type="checkbox"/> Prime Minister's Office <input type="checkbox"/> Cabinet Division <input type="checkbox"/> Special Affairs Division <input type="checkbox"/> Armed Forces Division <input type="checkbox"/> Election Commission Secretariat
3. Ministry of Establishment	<input type="checkbox"/> Establishment <input type="checkbox"/> Bangladesh Public Service Commission Secretariat
4. Ministry of Defense	Defense Division
5. Ministry of Law, Justice and Parliamentary Affairs	<input type="checkbox"/> Law and Justice <input type="checkbox"/> National Parliament Secretariat
6. Ministry of Agriculture	Agriculture
7. Ministry of Water Resources	Water Resources Division
8. Ministry of Foreign Affairs	Foreign Affairs
9. Ministry of Finance	<input type="checkbox"/> Finance Division <input type="checkbox"/> Internal Resources Division <input type="checkbox"/> Economic Relations Division
10. Ministry of Local Government, Rural Development and Co-operatives	<input type="checkbox"/> Local Government Division <input type="checkbox"/> Rural Development and Co-operatives Division
11. Ministry of Communication	<input type="checkbox"/> Roads and Railway Division <input type="checkbox"/> Jamuna Bridge Division
12. Ministry of Health and Family Welfare	Health and Family Welfare
13. Ministry of Industries	Industries Division
14. Ministry of Post and Tele-communication	Post and Telecommunication
15. Ministry of Commerce	Commerce Division
16. Ministry of Social Welfare	Social Welfare
17. Ministry of Women and Children Affairs	Women and Children Affairs

18. Ministry of Food	Food
19. Ministry of Information	Information
20. Ministry of Home	Home
21. Ministry of Energy and Mineral Resources	<input type="checkbox"/> Energy and Mineral Resources Division <input type="checkbox"/> Power Division
22. Ministry of Housing and Public Works	Housing & Public Works
23. Ministry of Labour and Employment	Labour and Employment Division
24. Ministry of Education	<input type="checkbox"/> Education Division <input type="checkbox"/> Primary and Mass Education Division
25. Ministry of Science and Technology	Science and Technology
26. Ministry of Environment and Forests	Environment and Forest
27. Ministry of Fisheries and Livestock	Fisheries and Livestock
28. Ministry of Jute	Jute
29. Ministry of Planning	<input type="checkbox"/> Planning Division <input type="checkbox"/> Statistics Division <input type="checkbox"/> Implementation, Monitoring and Evaluation Division
30. Ministry of Land	Land
31. Ministry of Religious Affairs	Religious Affairs
32. Ministry of Youth and Sports	Youth and Sports
33. Ministry of Textile	Textile
34. Ministry of Civil Aviation and Tourism	Civil Aviation and Tourism
35. Ministry of Disaster Management and Relief	Disaster Management and Relief
36. Ministry of Cultural Affairs	Cultural Affairs
37. Ministry of Shipping	Shipping

Appendix 2.2 Local Government Engineering Department (LGED)



Appendix 2.3 Development Projects of the Ministry of Agriculture Implemented by LGED during 2000-2001

Sl No	Name of the Project	Project period	Total project Cost	ADP Allocation (2000-2001)		Development Partner
				(Tk. In Million)		
				Total	Project Aid (GOB Contribution)	
Sector: Agriculture						
1	Netrokona Integrated Agricultural Production and water Mangement (LGED Component)	1994-2001	211.80	5.00	5.00	IFAD
2	Crop Diversification and Intensification Project (LGED Component)	1997-2001	775.33	100.00	(--)	IFAD
3	Mymensingh, Jamalpur and Sherpur Small Holder Development Project (LGED Component)	1999-2005	645.55	120.00	70.00	IFAD
4	Extension of Biogas Plant and Organic Fertilizer for Conservation of Environmental Balance (LGED Component)	1997-2001	47.73	10.00	(30.00)	
5	Extension of Irrigation Facilities through Construction of Rubber Dam on small and Medium Rivers (LGED Component)	1999-2004	734.40	50.00	100.00	
6	Bio diversity Conservation in the Sundarban Reserve Forest (LGED Component)	1999-2006	317.70	58.60	(20.00)	ADB
7	Acqua Culture Development Project (LGED Component)	1998-2005	659.78	154.00	(10.00)	IFAD & WFP
	Total		3392.29	497.60	382.6 (115.00)	

Appendix 2.4 Primary Schools of PMED Constructed by LGED during 2000-2001

Sl No	Name of the Project	Project period	Total project Cost	ADP Allocation (2000-2001)		Development Partner
				(Tk. In Million)		
				Total	Project Aid (GOB Contribution)	
1	Reconstruction and Repair of Government Primary School	1993-2002	7761.13	590.00	--	
2	Development of Registered Non Government Primary School	1995-2003	9580.31	1196.00	(590.00)	
3	Development of Primary Education with German Assistance	1995-2001	1321.90	360.00	--	German
4	Development of Primary Education in Dhaka Rajshahi and Khulna Division (phase-II)	1998-2003	8707.30	902.00	360.00	IDA
5	Development of Primary Education in Chittagong Sylhet and Barisal Division (Phase-II)	1997-2002	6077.50	562.00	(--)	ADB
6	Construction of Primary School cum Cyclone Cshelter with German Assistance	1999-2002	697.30	200.00	810.00	German, Kfw
7	Construction of Primary Schools under IDB assistance	1999-2002	299.80	80.00	(92.00)	IDB
8	Construction of Primary School and Flood Shelter affected by 1998 Flood with USAID assistance	2000-2001	50.00	50.00	506.00	USAID
	Total		34495.24	3940.00	1990.00 (1950.00)	

Appendix 2.5 Summary of LGED Projects 2000-2001

(Tk. In Million)

Sl No	Sector	No of Projec	Total project Cost	ADP Allocation (2000-2001)	
				Total	Project Aid (GOB Contribution)
1	Rural development and Institutions (RD& I)	36	67880.00	14531.74	8484.40 (6047.34)
2	Physical Planning, water Supply & Housing (PPWS & H)	8	16085.18	2083.26	1550.00 (533.26)
3	Agriculture	7	3392.33	497.60	382.60 (115.00)
4	Water Resourceas	1	349.00	96.00	80.00 (16.00)
5	Education	8	34495.24	3940.00	1990.00 (1950.00)
	Total	60	122201.75	21148.60	12487.00 (8661.60)

**Appendix 2.6 Rural Development Projects of LGED under the
Annual Development Programme (ADP) during 2000-2001**

(Tk. In Million)

Sl No	Name of the Project	Project period	Total project Cost	ADP Allocation (2000-2001)		Development Partner
				Total	Project Aid (GOB Contribution)	
1	Rural Development Project-3 , Infrastructure Greater Sylhet District (Phase-II)-Revised	1993-2001	1567.30	236.30	47.50 (188.80)	IDB
2	Integrated food assisted Dev. Project (IFADEP): Growth centre Connecting Road (GCCR)-3rd Revised	1994-2001	1248.69	153.30	147.60 (5.70)	EEC
3	Rural Development Project: Infrastructure (Important Roads & Har-bazars Development (2nd phase)	1994-2002	2034.80	200.00	-- (200.00)	
4	Rural Development Project-11: Infrastructure Greater Rajshahi, Pabna, Bogra & Dhaka districts (RRMIMP-2)	1996-2001	10283.86	3555.00	2835.00 (720.00)	IDA & SDC
5	Small Scale water Resource Sector Development Project at Upazila & Union levels	1995-2002	2714.60	650.00	570.00 (80.00)	IDB, IFAD & Netherland
6	Construction of Low Cost Bridge/Culverts on Rural Roads	1995-2001	250.00	400.00	-- (400.00)	
7	Rural Infrastructure Development project (Important Roads & Hat-Bazars Development) Part-III (Revised)	1995-2001	2592.90	70.00	-- (70.00)	
8	Expansion and Maintenance of TTDC Buildings (2nd Revised)	1996-2001	296.80	51.80	-- (51.80)	
9	Rural Development Project-14: Infrastructure Tantgail District (Phase-II) 2nd Revised	1996-2002	1404.77	300.00	230.00 (70.00)	German
10	Rural Infrastructure Development Project	1996-2001	1250.00	320.00	-- (320.00)	
11	Rural Infrastructure Development Project-19 : Infrastructure Greater Barisal District (Revised)	1997-2001	1653.10	425.00	335.00 (90.00)	OPEC
12	Rural Development Project Project-20: Infrastructure Greater Comilla District (2nd Revised)	1997-2002	1370.00	200.00	-- (200.00)	
13	Rural Infrastructure & Community Development Project	1997-2001	96.50	48.40	48.20 (0.20)	German
14	Development of Lama-Shoalok Road Project	1997-2001	336.80	100.00	-- (100.00)	DFID
15	Construction of Steel Bailey Bridge Under DFID (ODA) assistance	1997-2001	799.87	152.50	-- (152.50)	
16	Rural Development Project- 21: Infrastructure, Greater Rangpur, Dinajpur, Mymensingh & Jamalpur Districts (Revised)	1997-2005	8328.40	2000.00	1600.00 (400.00)	OECF, Sida ADB, IFAD
17	Construction and Re-construction of Roads, Bridges and culverts in rural areas on priority basis (Part-II) Revised	1997-2001	3629.30	437.30	169.30 (268.00)	IDB
18	Construction of Large Bridge/Culverts on important Feeder & Rural Roads	1997-2002	2216.00	350.00	-- (350.00)	DGAG

**Appendix 2.6
(Continued)**

Sl No	Name of the Project	Project period	Total project Cost	ADP Allocation (2000-2001)		Development Partner
				Total	Project Aid (GOB Contribution)	
19	Development of Infrastructure in CHTs Region to Accelerate Economic Activities	1997-2002	5221.80	50.00	-- (50.00)	
20	Rural Development Project-22: Infrastructure, Noakhali District (revised)	1998-2004	870.66	225.00	125.00 (100.00)	SDC
21	Construction of Union Parishad Complex Bhaban and Development of Connecting Road	1998-2001	500.00	181.20	-- (181.20)	
22	Greater Faridpur Infrastructure Development (Important Roads, Bridge/Culverts & Growth Centre) Project	1998-2001	2000.00	828.00	628.00 (200.00)	Japan
23	Sylhet Division Rural Infrastructural Development Project	1998-2002	1900.00	200.00	-- (200.00)	
24	Greater Jessore District Infrastructure Development Project	1998-2002	1520.00	100.00	-- (100.00)	
25	ADB Assisted 1998 flood Damage Rural Infrastructure Rehabilitation Project	1998-2001	1231.90	86.00	71.70 (14.30)	ADB
26	Construction of Steel Bailey Bridges under DFID (ODA) assistance (Flood Rehabilitation)	1998-2002	799.80	150.00	-- (150.00)	DFID
27	Construction of Portable Steel Bailey Bridges under Netherland assistance ORET Programme	1998-2002	1872.20	223.80	123.80 (100.00)	Netherlands
28	Development of Union Parishad Connecting Roads Patuakhali & Baruna districts	1998-2002	472.60	100.00	-- (100.00)	
29	Construction of Cyclone shelters with Japanese Assistance	1998-2003	1267.10	301.00	215.00 (86.00)	JICA,Japan
30	Rural Development Project Project-16: Infrastructure Patuakhali & Barguna districts (2nd Phase)	1999-2004	1078.00	250.00	235.00 (15.00)	DANIDA
31	Construction of Portable Steel Bailey Bridges with Japanese Assistance	1999-2001	1000.00	770.00	420.00 (350.00)	JICA
32	Development of Begum Rokeya Memorial Centre Connecting Road and Link road	1999-2001	92.50	72.50	-- (72.50)	
33	Construction of 5 Upazila Complex Bhaban Mujibnagar, Meghna, Dumki, Asyhuganj & Fulchari)	2000-2001	165.50	30.00	-- (30.00)	
34	Rural Development Project-WFP Expansion-10, GCCR Programme	1996-2001	1797.30	683.30	683.30 (0.00)	WFP
35	Earth work for Rural Infrastructure Development Under FFWProgramme	1997-2002	1615.20	559.31	-- (559.31)	
36	Rural Road Maintenance Project in CHT through destitute women	1998-2004	152.65	72.03	-- (72.30)	
Total :			67880.90	14531.74	8484.4 (6047.34)	

Appendix 2.7

Allocation of road construction in Bangladesh is as follows:

A. National Highway	Paved road 12 meter wide connecting the Capital, District office, and Local city
B. Regional Highway	Paved road 11 meter wide connecting each district
C. Feeder Road Type A	Mostly paved road 7.7 meter wide connecting each Upazila

Mentioned above roads(A-C) are under the control of Road & Highway Department in Ministry of Communication.

D. Feeder Road Type B	Road 7.7 meter wide connecting each Upazila
E. Rural Road 1 (R 1)	Local Road 4.8 meter wide connecting each Union
F. Rural Road 2 (R 2)	Local Road 3.7 meter wide connecting each Union and market
G. Rural Road 3 (R 3)	Local Road 2.5 meter wide connecting each gram

Mentioned above roads (D-G) are under the control of LGED