



Joint Evaluation of:

Support to Civil Society Engagement in Policy Dialogue

Bangladesh Country Report

Additional Annex I: Case Study Reports

October 2012

Acronyms and Abbreviations (not used in main report).....	3
Case Study 1. Primary Education	4
1.1. Brief on primary education sector in Bangladesh and main governmental institutions	4
1.2. Education Watch Reports.....	5
1.3. Brief on main CSO players in primary education in Bangladesh.....	7
1.4. Highlights of the Education Policy	11
1.5. Highlights of the PEDP III.....	12
1.6. Case study on advocacy for mid-day meals.....	13
Case Study 2. Local Governance.....	15
2.1. Structure of Local Government in Bangladesh.....	15
2.2. Process Analysis Chart: Development of The Union Parishad Law.....	16
2.3. Local Governance Theory of Change.....	18
2.4. Local Government Networks	19
2.5. Illustrative CSO Inputs, Achievements and Limitations in local governance	20
2.6. Examples of different types of Citizen Groups	26
2.7. Aparajita Project (a project of SDC)	27
2.8. Outcome expected– LGER shift from conventional mindset to new mindset	28
Case Study 3. Minority Land Rights.....	29
3.1. Map showing location of the Chittagong Hill Tracts	29
3.2. Process of Change in Land Laws and Grabbing of Adivasi lands through State projecting:...	30
3.3. A brief overview of minority land rights in Bangladesh:.....	31
3.4. Role of CSOs and NGOs:.....	32
Case Study 4. Food Security.....	34
4.1. Present State of Food Security in Bangladesh:	34
4.2. Role of major NGOs and CSOs.....	35

Acronyms and Abbreviations (not used in main report)

ASPR	Annual Sector Performance Report
BACE	Bangladesh Association for Community Education
BARICK	Bangladesh Resource Centre for Indigenous Knowledge
BUPF	Bangladesh Union Parishad Forum
CEF	Commonwealth Education Fund
EFA	Education for All
EWR	Elected Women Representatives
HEIS	Household Income and Expenditure Survey
IDCE	Institutional Development and Continuing Education
IP	Indigenous People
MoE	Ministry of Education
MoPME	Ministry of Primary and Mass education
MAB	Municipal Association of Bangladesh
NAPE	National Academy for Primary Education
NCTB	National Curriculum and Textbook Board
PAMC	Policy, Advocacy and Mass Communication
PTI	Primary Training Institute
RMED	Research, Monitoring, Evaluation and Documentation
TVE	Technical-vocational education
TLCC	Town Level Coordination Committee
WLCC	Ward Level Coordination Committee
UP	Union Parishad

Case Study 1. Primary Education

1.1. Brief on primary education sector in Bangladesh and main governmental institutions

The Constitution of Bangladesh sets out the national aspirations with regard to education. Article 17 of the Constitution states “the State will take effective measures for the purpose of:

- establishing a uniform, mass oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law;
- relating education to the needs of society and producing properly trained and motivated citizens to serve those needs; and
- removing illiteracy within such time as may be determined by law”.

The Government is also committed to the Millennium Development Goals on education under which Goal 2 is to “ensure that children everywhere – boys and girls alike – complete a full cycle of primary education”. Goal 3 is a pledge to “eliminate gender disparities in primary and secondary education, preferably by 2005, and in all levels of education by 2015”.

According to the Preliminary Report of Household Income and Expenditure Survey (HEIS) 2010 of the Bangladesh Bureau of Statistics (published June 2011)¹ the 2010 literacy rate is 57.91% at national level (61.12% for male and 54.8 for female). This is higher in urban areas ((70.38) and lower in rural areas. The overall rate has gone up since 2005 when it was 51.9%.

In HEIS 2010 enrolment rate of children aged 6-10 for both sexes at national level stands at 84.75% compared to 80.38 in 2005. The rate of enrolment of boys in lower: 82.61 for boys against 86.99 % for girls. The rate of enrolment of children aged 11 to 15 years has increased to 77.82% in HEIS 2010 from 69.96 in 2005. Here again we see that the rate of increase is less for boys than for girls. The dropout rate is also higher for boys (10.2% for boys and 3.32% for girls).

Disparity between rich and poor is still prevalent; enrolment of children from non-poor households is comparatively higher than that of children from poor households. At the national level school enrolment for children from poor households stands at 78.33% compared to 88.88% for non-poor households.

HEIS also provides data on types of schools attended at the primary level. In HEIS 2010 it was found that 41.99 % of students attended government primary schools, 45.18% attended government subsidised primary schools, 4.8% attended non-subsidised primary schools, 1.8 % attended NGO primary schools and 1.56 Qaomi madrasahs.

Types of schools	2010	2005
Government primary schools	41.99	75.38
Government subsidised primary schools	45.18	12.21
Non-subsidised primary schools	4.8	4.67
NGO primary schools	1.18	3.53
Registered madrasahs	5.29	3.35
Qaomi madrasahs	1.56	0.83

The ten types of formal primary school and madrasahs are as follows:

¹ Pages 51 to 60, Preliminary Report of Household Income and Expenditure Survey 2010 of the Bangladesh Bureau of Statistics (published June 2011)

1. Government primary school
2. Registered non-government primary schools (referred to as government-subsidised primary schools above)
3. Experimental schools
4. Community Schools
5. Non-registered non-government schools
6. Kindergartens
7. NGO Schools
8. Primary sections of secondary schools
9. Edtedayee madrasahs
10. Primary sections of high madrasahs²

Also mentioned in the ASPR is that there are more than 500 NGOs providing short or full primary education programmes and the BNFE NGO mapping found that there were over 1.4 million students in over 53,000 centres in 2007.³

Education in Bangladesh has three streams: General Education, Madrasah Education and Technical-vocational education (TVE). With the exception of TVE the streams also have five stages: pre-primary; primary; secondary; higher secondary and tertiary. The system provides education through both formal and non-formal channels. The Ministry of Primary and Mass education (MoPME) is responsible for formal primary education. The Ministry of Education (MoE) is responsible for secondary and higher education. It also looks after the madrasah schools.

Under the MoPME the Directorate of Primary Education headed by a Director General, is the line agency responsible for primary education. Nation-wide operation and management of services are done at 6 divisions headed by Deputy Directors, 64 district offices headed by one District Primary Education Officer and supported by Assistant Upazila Education Officers (6-7 per upazila).

Teacher training is carried out by 55 Primary Training Institutes (PTIs) which are guided by the National Academy for Primary Education (NAPE). This Academy is an autonomous body under MoPME.

Curriculum development is done by the National Curriculum and Textbook Board (NCTB) which is also an autonomous body under the direct control of the Ministry of Education. It has a primary curriculum development wing.

The Bureau for Non-formal Education is another government unit established under MoPME to look after the non-formal learners between the ages 11 to 45, not serviced by the formal education streams.

1.2. Education Watch Reports

The NGOs have been raising their concerns about access, participation and later on quality and equity continuously since the early 90s. A group of concerned educationists and NGOs working on education decided to regularly bring out a report on the state of education (Education Watch Reports) which would serve to monitor national progress and also hold the government to account. Over the years various issues were raised in the reports with various proposals being made to government to address them.

While a few of the earlier reports were less controversial the 2002 highlighted the poor quality of the education being provided, which put to question the achievement that the government was claiming in terms of increasing coverage and increasing school enrolment. The launching of the 2002 marked a low

² As listed in the ASPR, 2011.

³ ASPR, 2011, page xv.

point in relations between the NGO education community and the Government. The later reports did not cause such turmoil and the efforts that went into preparing reports that were well researched, with documented findings and rigorous analysis, and also associating individuals and organisations with credibility both in academic, government and NGO spheres in various capacities⁴, helped ensure that the report were well received.^{5 6}

List/subjects of the Education Watch reports:

1999: The first Education Watch explored ‘internal efficiency’ of primary education in Bangladesh. The indicators considered were access/enrolment, drop-out, physical facilities in school, teacher training and qualifications, community/parental participation, mobility to higher grades, supply of books and learning aids, school supervision, and student achievement in nationally prescribed basic competencies.

2000: The learning achievement of students completing the primary cycle was the main focus. Student learning achievement was assessed on the basis of terminal competencies at the end of the primary education phase identified by the NCTB. The situation of teacher training was also explored in this study.

2001 Education Watch report revisited some of the internal efficiency indicators and collected information on private expenditure for schooling, school budgets, and self-rated literacy of the population.

2002 report was an in-depth exploration of the literacy situation in the country.

2003/4 Report was on quality and equity issues at the primary education level.

The 2005 report was on the progress and challenge of secondary education.

The 2006 report was on financing primary and secondary education in Bangladesh.

The 2007 report explored the quality and equity issues at the secondary education level.

The 2008 Watch revisited the progress and challenges at the secondary education level.

The 2009/10 Watch explored the reasons for low performance in education in Sylhet Division.

The eleventh Watch will be on TVE.

⁴ With an advisory board, working group, technical team, research team; reviewers and editors.

⁵ CAMPE also evolved a process of consulting with government officials and various stakeholders while preparing the report and presenting the finding to senior officials before the public release.

⁶ In fact the acceptability of the Education Watch report and CAMPE is such that it is quoted in the 2010 Annual Sector Performance Report (published in May 2011) and in the project proposal of PEDP III.

1.3. Brief on main CSO players in primary education in Bangladesh

CAMPE

Established in 1991 as an NGO forum to network in the area of literacy and non-formal education in Bangladesh, the Campaign for Popular Education (CAMPE) has emerged as a strong network of more than 222 NGOs and 1,100 partners working in the basic education sector in Bangladesh. A major strand running through CAMPE's work is the importance of strengthening both NGO-NGO and NGO – Government relations to address EFA in a concerted manner. According to its mission statement, CAMPE aims to: 'advocate and lobby for sustainable and pro-poor policy framework and effective program interventions for ensuring qualitative improvement in the overall education system by forming networks with organisations having similar vision towards achieving the goal of EFA both nationally and globally'(CAMPE, 2007).

The two main roles of CAMPE are: (i) managing its network of member NGOs, and; (ii) policy advocacy among all stakeholders in the education system. As a result of its extensive grassroots network CAMPE is considered as one of the most important representative of civil society in the field of education (CAMPE, 2009a).

CAMPE operates its activities through four major functional programme units, namely:

- The Policy, Advocacy and Mass Communication (PAMC) Unit which organises conferences, seminars, debates, roundtable dialogues, meetings and discussions on policy issues regarding literacy and education.
- The Institutional Development and Continuing Education (IDCE) Unit which focuses on the facilitation of training programs and institutional development support to strengthen the capacity of grassroots NGOs on literacy programme management, literacy trainers' training, teaching learning process, early childhood education, etc.
- The Research, Monitoring, Evaluation and Documentation (RMED) Unit which undertakes policy research in collaboration with other organisations at the national and international level.
- The Management and EFA Capacity Building Unit which focuses on strengthening the management of CAMPE and giving support to partner NGOs

CAMPE has also contributed to the increased profile and capacity of teachers' associations through the project it has with the Commonwealth Education Fund whereby it maintains regular interactions with them, provides them training and capacity building and also involves them in various advocacy programmes. Through this process the associations have also widened their advocacy agenda to deal with issues such as teaching quality, inclusive education, retention and infrastructure needs of the schools.

BRAC

As mentioned in the website "In sheer size, BRAC operates the largest private school system in the world: 1.2 million students (70% of them are girls) are enrolled at present in 32,000 BRAC schools that provide four years of non formal primary education. So far, almost 5 million children have already graduated and got their basic education from these schools and close to 95% enrol into secondary schools". (<http://www.brac.net/content/where-we-work-bangladesh-education>)⁸. In Bangladesh BRAC is the largest NGO provider of primary education with 740,000 students in schools managed by BRAC or partner NGOs⁹ At present there are more than 600,000 students (including more than 20,000 with special needs, more than 77,000 from urban poor and more than 46,000 from ethnic communities. There are 20, 135 schools in 470 Upazilas.¹⁰

⁷ Accessed 26.3.12

⁸ Accessed 26.3.12

⁹ Page xv, ASPR 2011.

¹⁰ <http://www.brac.net/content/bangladesh-education-primary-schools>

BRAC launched its education programme in 1985 with 22 one-room primary schools following a non-formal approach. The goal of the BRAC Education Programme is to make a significant contribution to the achievement of education for all in Bangladesh. The BRAC Education Program focuses on increasing access of basic education in unreached and underserved population; improving quality in formal education system and supporting Government to reach MDG goal- Education for All (EFA) by 2015. It has mainly five units. They are:

- Pre-primary Education,
- Primary Education,
- Support to Formal Schooling,
- Adolescent Development
- Multi-purpose Community Learning Centres

There is an agreement (2004) between the Government and BRAC for the establishment of NGO preschools either on the premises of a GPS or within its catchment area. This feeds children directly into Grade I in the GPS. This is coupled with increased contacts between BRAC, other NGOs and local education officers and head teachers of GPS. MoPME is also invited to attend annual BRAC meetings. BRAC schools are also provided with free textbooks. At the same time, there is no evidence of BRAC approaches or materials spilling over into government schools. Discussions with Government officials suggest that MoPME still regards the BRAC schools very much as second chance schools for poorer children and hence the interest in learning from the BRAC experience appears to be limited.

BRAC is also actively working in secondary education and has built a good relationship with MoE through its Post Primary and Continuing Education Programme. This Programme works with government supported secondary schools, delivering teacher training, running community libraries and producing materials including textbooks and IT resources. The Institute of Education Development of BRAC University (BU-IED) has also worked on the development of materials for secondary education and is in the initial stages of working with NCTB on primary education materials.

BRAC's indirect engagement in policy dialogue in primary education

Surprisingly BRAC, which is the largest NGO in the country and the largest provider of non-formal primary education, also did not fully engage in policy dialogue directly. Its former ED and present Executive Chair was also a founding member of CAMPE and chair of CAMPE for a long time. However the BRAC primary education programme was more focused on programme implementation, increasing access and outreach in order to respond to demand and admits that it did not seek to engage in policy dialogue. This is in direct contrast to the same organisation's strategy in secondary education where it is working with and through government secondary schools and the Directorate of Secondary Education to improve teaching quality. Since BRAC was itself such a big provider of primary education it did not have to bother about the government's policies and programmes. The success of BRAC's NFE model and outreach was such that donors began to refer to it as a counter example to Government (in terms of cost per student, teaching quality, attendance etc. which made the relationship with government difficult). Although the Government cannot ignore BRAC due to its sheer size and success and includes it in various committees where there is scope for CSO representation but BRAC has let CAMPE lead the policy dialogue on its behalf. In spite of BRAC's shunning policy dialogue its NFE schools have been recognised as equivalent to the government primary schools and its students can sit for the class 5 terminal exams (and have a better average than the government school students) and are accepted for enrolment in government secondary schools. The donor partners have also used the BRAC model and approach to do their policy advocacy – as it provided an approach that would bring in drop-outs, girls, children of poor families, with effective management of teachers, materials and results.

FIVDB – Jonoshilon Programme

Friends in Village Development Bangladesh (FIVDB) is a non-governmental organisation, based in the

north-eastern district of Sylhet (Bangladesh), which has been working for the development of disadvantaged communities since 1981. FIVDB's long term plan is to support communities in formally registering their schools as RNGPS to be eligible for government financial support for teacher salaries, school maintenance, etc. The organisation envisions a primary education scenario where communities are responsible for governance, resource mobilisation and planning; the Government provides funding and monitors quality of learning; and FIVDB provides technical assistance, training and academic supervision.

FIVDB was one of the founding members of CAMPE and has been a strong advocate for child-centred joyful learning. It is also committed to a community approach to education and believes that “it takes a village to put a child through school”. FIVDB has been involved in curriculum development with government and design of teacher training.

BU-IED

BU-IED was co-financed by the Netherlands with the Swiss Development Cooperation Agency (SDC) and Norway. It combines policy and capacity development, through research and the development of academic training programmes, with more practical work in the field of development of learning packages and teacher-training models.

BUIED can play an important role in bridging the gap between formal and non-formal education.

The relevance of support to BU-IED was reconfirmed by an external review that was conducted in January 2008 highlighting the ‘need for local research capacity which will be capable of producing evidence-based research results and advice and of local training opportunities for personnel working in the education sector’ including academic and applied research, TA and advocacy (EKN, 2008).

The overall objective of the BU-IED project is to improve the quality of primary and basic education of Bangladesh. This is to be done through the improvement of teachers’ and learner’s methods and materials, professional staff development to train public primary education support providers like NAPE, PTI and selected head of institutions and teachers, in addition to research, policy studies, and advocacy in education.

BU-IED does not feel fully that it is a civil society organisation as it sees itself as an educational institution catering for the needs of the education sector, government and non-government. However the advisor of BU-IED represents BRAC on the council of CAMPE and is its Vice-Chair. As it works closely with government because of its mandate BU-IED has developed a sensitivity and understanding to how the government system works. It does want to contribute to policy analysis and development. It has prepared position papers for CAMPE and has let CAMPE present them – BUIED did not want to be in the forefront.

ActionAid Bangladesh

ActionAid Bangladesh (AAB)’s Education Theme initiatives are mainly designed to engage with grassroots people so that they can play the central role to ensure quality primary education. The focus area of the theme is government administered primary education system and institutions where poor and marginalised people, children get enrolled but has been experienced various forms denial from basic quality education for a long time.

The main activities carried out under its education programme include the following:

- Facilitating and strengthening people’s agencies to ensure Right to Education through mainstreaming good practices & mobilising people towards Responsive Education Governance
- Promoting inclusive education through creating access of children with disability in the formal primary schools
- Influencing government to incorporate people’s views in education policy 2009
- Lobbying with government to get the pre-primary education manual developed by AAB endorsed

and bringing the pre-primary under government's regulative framework

- Influencing government to increase public finance in education as well as to ensure balanced investment in the National Budget
- Influencing government to introduce Mid Day School Meal at least in rural poverty pockets. Facilitate the engagement of adolescents in promoting a culture of zero tolerance to stop violence against women and children: Education Theme of AAB is facilitating the engagement of adolescents through an action research to identify the common perception on early marriage and dowry in addressing the social taboos and biasness towards gender violence against women and girls. Through the engagement of adolescents' full potentials of education is being explored to identify the way-out to bring social changes.
- Promoting disaster resilience and climate responsive education system.
- Enhancing and strengthening community state interface (Education Governance education systems at local and national level).
- Challenging the IFIs roles that hinders the implementation pro-poor education policy
- Influencing Government to declare education as fundamental rights through legislative advocacy.

The Commonwealth Education Fund (CEF), a joint initiative of ActionAid International, Oxfam GB and Safe the Children Fund, funded by DFID, commissioned a detailed study in 2005 on PEDP II to understand how it was addressing EFA (Rereading PEDP II: A critical View of the Outcomes Anticipated, published 2006) and also to identify pathways when civil society actors could contribute to the project. The CEF sought to support civil society initiatives in primary education.

AAB was very active in preparing a CSO budget proposal which was submitted to the Finance Minister in 2011. AAB preferred to submit the proposal jointly with CAMPE in order for it to be seen as a national and collective demand. It is emphasised by AAB that the discussion on budget also needs to bring in the ODA allocated by development partners and whether they are fulfilling their commitments on how much overseas aid they are to give – increased resource availability would enable the government to make increases to the budget for primary education, for instance. The national level budget advocacy is supplemented by local level budget campaigns by AAB through its partners and a campaign guide was designed by AAN in collaboration with Education International in 2011.

Strengthening local level governance and accountability: National level policy dialogue is supplemented by a number of organisations carrying out activities at the district level and below where local community groups are demanding good governance in primary schools and encouraging teachers, parents, local government bodies and local administration (including local education administration) to fulfil their respective responsibilities. They also seek to follow-up the implementation of the commitments made nationally. (Dhaka Ahsania Mission (DAM) and AAB are examples in this regard).

AAB is working on a similar model and, through its local implementing partners, forming community audit teams which follow-up on the budget allocations to Unions and their spending, such as on primary school construction or repair, and stipends to primary schools. The local people's organisations that they set up and facilitate, the Loko Kendra, carry out these audits, monitor services and increase awareness of rights. They also prepare local action plans which have emphasised work in education.

Dhaka Ahsania Mission

An example of a CSO feeding in "people's voices" was DAM's carrying out a series of local level consultation meetings to identify problems and priorities in education in various agro- ecological zones. A monograph entitled "People's Voices and Choice: Quality Primary Education" was produced with the objective of feeding into the preparation of the PEDP III programme. It consolidated the recommendations into issues such as access and participation; quality of learning and institutional/management/planning related (at local/school and national levels). They placed the results as "what the teachers, parents and students are saying, not DAM". The attractive and easy to use

booklet was in great demand to refer to “people’s demands and priorities”. This was done through the "Upscaling Non-formal Primary Education through Institutionalising Qualitative Endeavours" project supported by the European Union. Sixty upazila level and seven division level consultations were held with a final national programme in Dhaka, with a total of 3,300 participants, in the period between February 2010 and July 2010.

In May 2011 DAM brought out a special issue of their magazine, *Alaap* (meaning discussion) on proposals for the national budget from the grassroots with the headline “Our Budget. Our Thoughts”. As mentioned in the editorial the general process of budget approval allows for Dhaka based discussions with some professional associations and commercial interest groups providing their recommendations and inputs but the opinions of ordinary people from the grassroots level are missing. DAM organised 102 consultations with almost 6000 persons who provided their views of how price hikes affected them and which prices should be controlled or lowered; areas where they felt greater financial allocations were necessary (such as education); their views on employment generation and social protection; investments in agriculture and health, etc. With regard to education they raised a large number of demands which included provision of mid-day meals; greater resources to schools in rural areas (as opposed to urban areas which have more resources); increasing teachers’ salaries; numbers of teachers and number of schools; and providing educational stipends to both boys and girls.

Strengthening local level governance and accountability: DAM is working to ensure that SMCs, PTA and the local standing committees in education are working actively. The community members prepare a community score card on school governance. This is being done as part of a project working to improve school governance, supported by MJF and involving several other NGOs such as Rangpur Dinajpur Rural Service. DAM’s field level activities are supplemented/supported by the local bodies that it sets up: the Children Learning Centres and the Learning Resource Centre which are community resource centres set up at union level as part of local movement building for education. Over 250 such centres have been created and are to become local organisations.

1.4. Highlights of the Education Policy

The National Education Policy was approved by the cabinet in April 2010 after extensive consultations. Some of the highlights of the policy with regard to primary education are given below:

- Free and compulsory primary education through to grade eight: Proposed changes include a year of pre-primary and the extension of free, mandatory primary education to a total of eight years.
- Pre-primary education: A well organised and coordinated programme to be instituted of early childhood care and education for the most vulnerable and disadvantaged children, using both formal and non-formal channels, with emphasis on family and community-based program and standards:
- Multiple delivery modes in basic education with common core curriculum and standards. The policy establishes mandatory core subjects for primary level education: Bangla, English, Mathematics, Bangladesh Studies, Social Environment and Climate Change, Information Technology and Science.
- Student Assessment to discourage rote learning: Assessment of learners’ achievements to be based on public examinations and continuous evaluation by teachers, which should aim at assessing cognitive, affective and skills domains.
- Governance and Management: A consolidated education law should provide a framework for fulfilling the constitutional obligations and policy objectives in education. The management of primary education is to be decentralised with greater involvement of the community and parents and greater authority for schools

- Enhanced education resources: the Policy calls for public expenditure for education to increase from the present 2.27% of gross domestic product, but at least to 4.5% in the next 10 years.
- Ensuring access to all: equal opportunities will be created to ensure access of all sections of children to primary school, irrespective of ethnicity, socio-economic conditions, physical or mental challenges and geographical differences.
- To facilitate learning in the mother languages of the indigenous peoples and small ethnic groups at the primary level of education.
- Special attention to drop-outs: increasing infrastructure; flexible school timing; ensuring security of girl students; provision of school lunches and residential facilities for remote areas.
- Special provisions for street children, disabled children and children of ethnic groups.
- Attention of teachers' status, incentives and training to improve quality of teaching. A teachers' commission to be formed.
- Monitoring for quality education and community participation: strengthening of school management committees and increasing their accountability while encouraging guardian's participation.

1.5. Highlights of the PEDP III

PEDP III has been formally started in 2011 and the first tranche of funding has been released in January 2012. There are several areas for possible NGO involvement such as a second chance education for drop-outs and those who have never enrolled as well as in pre-primary education. The programme specifies that the working modalities for collaboration between government and NGOs would be worked out before the beginning of implementation. The pre-primary policy implementation framework is presently being elaborated between government organisations and NGOs and DPs, lead by the United Nations Children's Fund.

The programme focuses on the use of inputs at the school level to improve learning outcomes and completion rates. It focuses on teacher accountability for learning in the classroom and sustaining nationwide momentum regarding improvement in quality and timeliness of inputs. It is guided by the National Policy and moves towards the unification of the primary education systems, including the non-formal sector, under core and elective curriculum. An emphasis is placed on strengthening the capacity to manage all elements of the programme efficiently. A programme implementation is to be carried out a results based management model and facilitate the streamlined financial management procedures known as the 'treasury model' which will facilitate the application of donor support alongside government investment.

The objectives and results expected of the four project components are as follows:

1. Quality:

Objective: To increase the participation of all children in pre-and primary education in all types of schools (formal, non-formal, madrasah)

Results: All children acquire the planned learning outcomes and competencies in the classroom.

2. Universal access and participation:

Objective: To improve learning outcomes as measured at school level, in terminal exams and national assessments

Result: All children enrol and complete the primary cycle.

3. Organisational development and institutional strengthening:

Objective: To reduce regional and other disparities in participation, completion and learning outcomes

Result: The core functions at central through district and upazila level are efficiently and satisfactorily performed.

4. Sector and programme planning and management:

Objective: to decentralise more planning functions to the upazila and school levels

Result: available resources are effectively applied.

The Programme foresees horizontal expansion to include support for non-formal primary school. These include schools runs by madrasah and NGOs. It recognises that reliable and realistic registration regulations will be to be developed for this.

Activities under Component one advocated for by NGOs

Under component one, work on school environment will include efforts to create a child-friendly environment where corporal punishment will not be allowed with adequate facilities (toilets, drinking water) and materials.

Also under component one is a sub-component on school health and school feeding according to which the present school feeding programme will be expanded.

Another sub-component under component one will address mainstreaming inclusive education which will address the needs of tribal, disabled and slow learners.

Activities under Component two advocated for by NGOs

Sub-component on second chance and alternative education to address the needs of children who never enrolled in school and those who have dropped out of school.

The sub-component on pre-primary states that partnerships with NGOs and the private sector will be formed for the direct provision of pre-primary and other related services.

Activities under Component four advocated for by NGOs

Strengthening of field offices; decentralised school management and governance and school level leadership and development are all issues advocated with government. There is also a sub-component on public-private partnerships where it is recognised that the National Education Policy emphasises reaching out to NGOs and the private sector to help deliver and support aspects of primary education.

1.6. Case study on advocacy for mid-day meals.

Hunger and malnutrition are big barriers towards achieving quality primary education. Despite all the promises and national and international milestones, still a large number of children in Bangladesh are deprived of their basic right to education. This deprivation is not only because they do not have access to schools but also students who have access to schools are being deprived from the full benefits of education just because they are unfed or not properly fed. AAB launched the midday school meal in January 2009 in two schools run by BACE (Bangladesh Association for Community Education) where 451 students are being fed. This programme has been initiated in tune with Poverty Reduction Strategy Paper (2005) of Bangladesh government which articulated the provision for midday meal at schools. AAB lobbied with government to introduce the midday school meal programme in the government primary schools especially in mona prone areas (seasonal famine).

AAB succeeded in taking the Information Minister to one of the schools to visit it and also partake of the midday meal with the children. He then raised the issue in Parliament. The head of AAB and others also went to see the Education Minister to press home the demand for midday meals.

AAB has been promoting that the midday meal should be cooked using food procured locally (as

against the biscuits given out by the World Food Programme).

A video film was also prepared on the pilot by BACE/AAB and various policy makers watched it. They were able to hear for themselves the testimonies of local education officers, school management and teachers, speak of the advantages of the midday school meal. BACE carried out the local level advocacy and worked with local administration and local education officials, AAB concentrated on the national level advocacy.

AAB was able to supplement the pilot and advocacy on school meals with the Common Wealth Education Fund project they had to support the Members of Parliament caucus on education. They had been able to take a number of MPs to India to visit the implementation of the Indian midday meal programme. They also contributed to the positive impression of the programme among political leaders.

The provision for midday meals is now part of the National Education Policy and also of PEDP III. However implementation is still limited.

Case Study 2. Local Governance

2.1. Structure of Local Government in Bangladesh

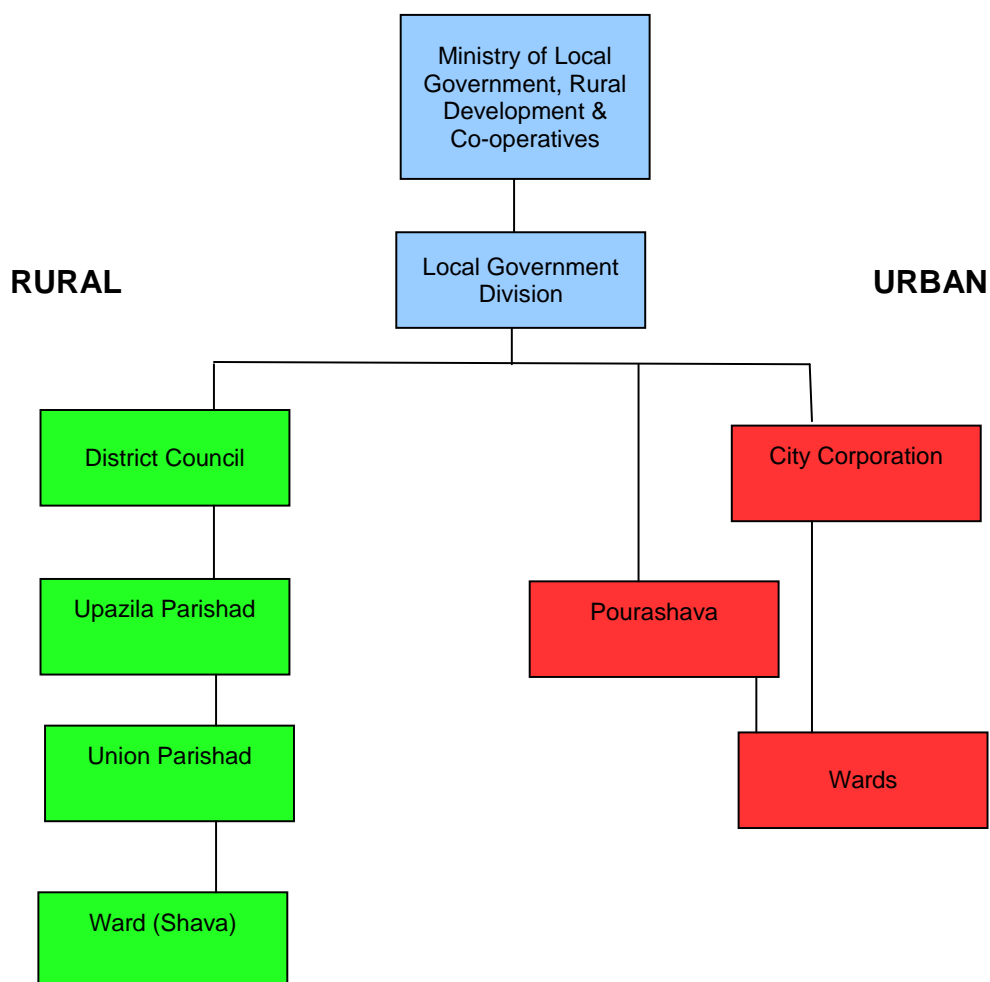


Table 1: Administrative Units (rural)

Units	Number	Local Government Body	Population size
District	64	Parishad(nonexistent)	1.9 million
Upazila	507	Upazila Parishad	250000
Union	4484	Union Parishad	28800

Table 2: Administrative Units (urban)

Units	Number	Local Government Body	Population size
City	8	City Corporation	1-2million
Towns	311	Pourashavas (Municipalities)	>15000

Note: there is no hierarchy in these urban units. Pourashavas operate under upazilas.

Note: There are 300 parliamentary constituencies which are mostly within district boundaries so each District has approximately 4-5 constituencies.

Citizen Participation in Urban Local Governance. (Extract from Maheen Sultan, 2008)

The Town and Ward Level Co-ordination Committee (TLCC/WLCC) approach has been instituted in the Pourashava Act and is now mandatory for all Pourashavas whether participating in external aided programs or not. Requests for development are prepared by the WLCC in consultation with the local community, sent to the TLCC for consideration and recommendation. The Pourashava Council then has to prioritise and approve the requests, so a demand driven bottom-up approach is being followed.

Both Tongi and Narayanganj Pourashavas have ‘fully’ adopted and implemented the establishment of (TLCC/WLCC) that include representatives from civil society (slums, press, NGOs, chamber of commerce, etc) and the various political parties active in the Pourashava Council. Meetings with the Pourashava Council and members of the TLCC, led by the two Mayors, were open and free ranging.

The Mayor of Tongi has held office since 1995 and is the President of the Municipal Association of Bangladesh. The Mayor of Narayanganj has been in place since 2004 and her term is now complete. She plans to run in the upcoming election.

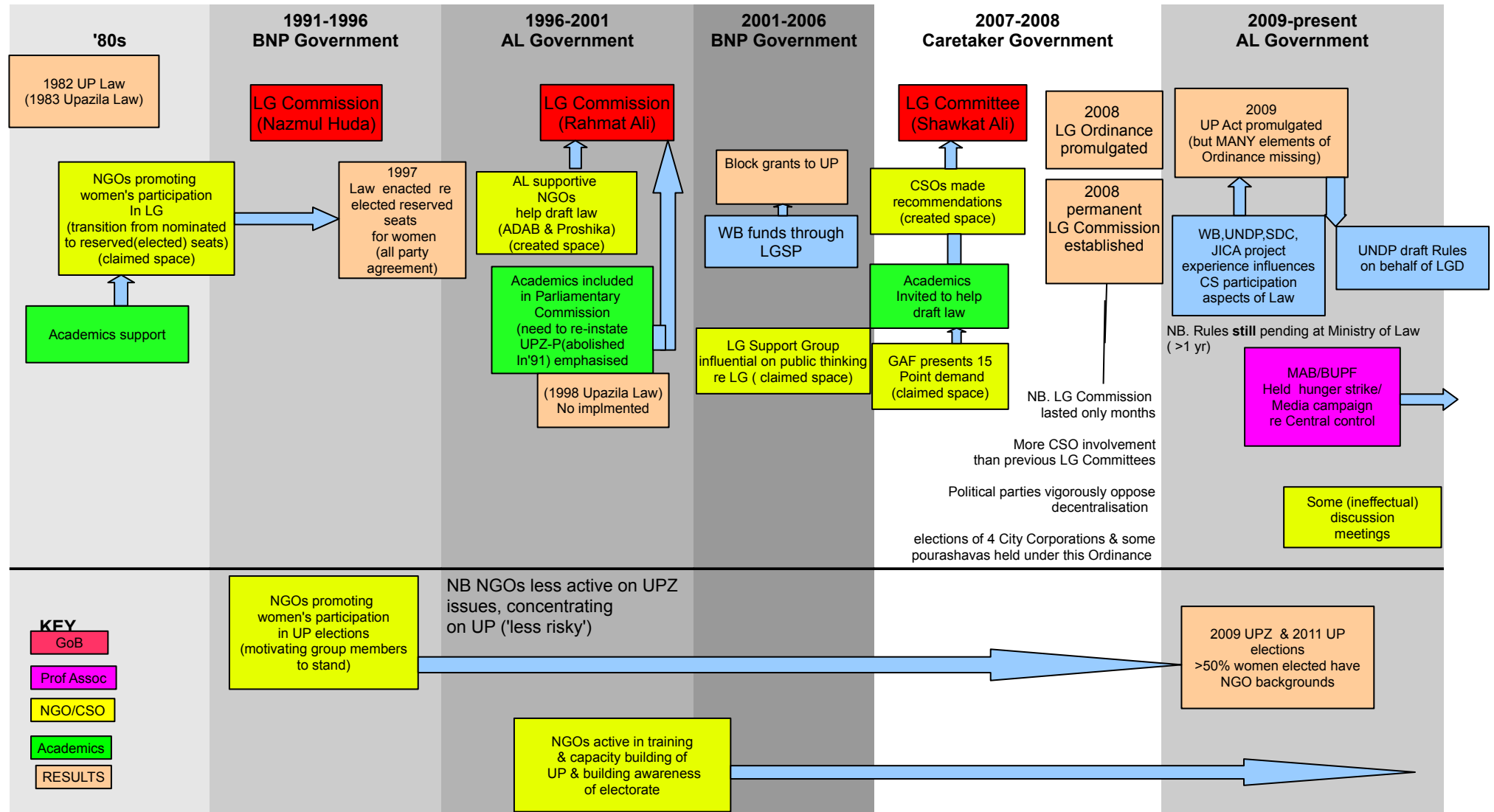
The collection of taxes in Tongi has improved from less than 20% in the 1990s to 92% in 2007. Similarly water tariff collection rate is above 90%. The mayor has developed an aggressive collection program sending senior officers to meet recalcitrant payers and posting notices on their houses and places of business. Attempts have even been made to license informal merchants and hawkers. Income from “other taxes” has increased by more than 100% reflecting the fast growing business community; each year many new licenses are registered resulting in higher revenues than projected. The Pourashava has a grievance redressal system which specifies who/where to lodge complaints, how long for a response, and cost/fees.

The Mayor of Narayanganj expressed concern that the level of funds being allocated for urban development is too small. Here tax collection has improved from 30% in 2003-04 to 84% in 2007. The water tariff collection rate is about 80%. The mayor has met strong resistance from private sector interests when she introduced a business license fee, and was taken to court. Despite this the Pourashava collected over 11 million Taka in license fees in 2006-07. The mayor said that government buildings and properties are behind in their tax payments.

2.2. Process Analysis Chart: Development of The Union Parishad Law

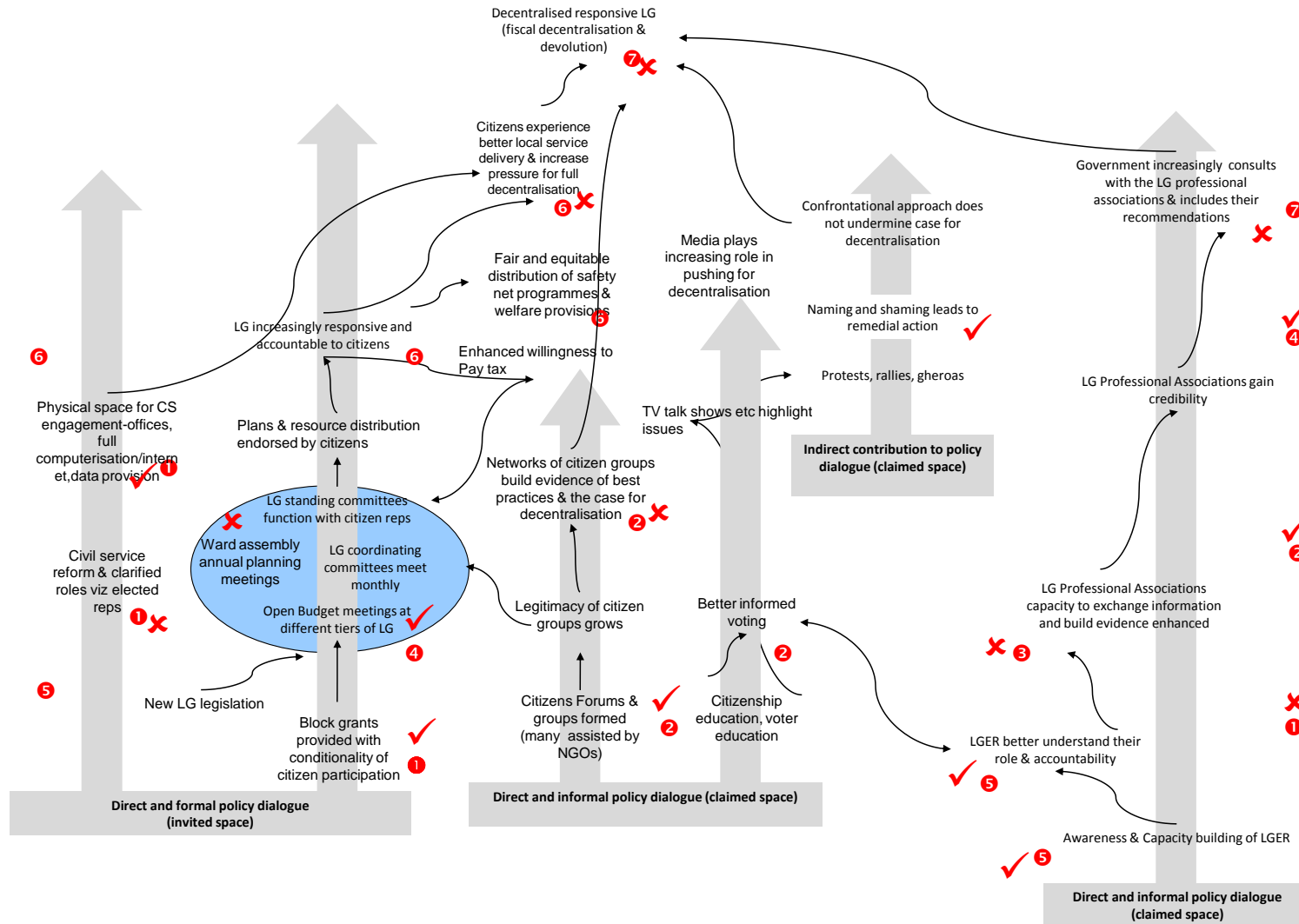
(Next page)

Process Analysis Chart: Development of The Union Parishad Law (culminating in UP Act 2009) (verified in CSO workshop March 18th, 2012)



2.3. Local Governance Theory of Change

 relates to whether assumption/objective has been at least partially realised



2.4. Local Government Networks

Governance Advocacy Forum is a platform operating at national level that aims to promote democratic decentralisation, strong local government and governance through policy advocacy. It comprises 30 NGOs, INGOs, LG experts and Academic Institutions and WAVE Foundation acts as the secretariat. It evolved from the Governance Coalition formed in 2004 as a response to the CTG initiative to form a committee to activate and strengthen the local government institutions. A Convention was held in 2007 entitled *Strong Local Government must be established for good governance'* and submitted 40 point recommendations to the LG Commission. It continues to organise sharing meetings, seminars, press conferences and call for country wide human chains towards decentralisation and strong local government.¹¹

Election Working Group established in 2006, is a non partisan 32 member coalition of CSOs that share a common commitment to free and fair elections and good governance. Members act as Election Observers and the Coalition produces an independent Observation Report. They conduct voter education and encourage participation (especially of women, youth, persons with disabilities, minorities and those living in remote areas). They promote greater accountability and integrity among candidates and aim to reduce the risk of election-related violence. They promote public dialogue on electoral reform.

Municipal Association of Bangladesh is a national association representing the 311 Pourashavas (Municipalities) in Bangladesh. It maintains a secretariat and is organised through an Executive committee and 11 regional committees. Its activities include advocacy and lobbying on local government issues, communicating and publicising local government issues, organising sharing events such as conferences and workshops as well as exposure visits, provision of training, provision of a legal support cell, publishing of a newsletter and MAB Directory.

Bangladesh Union Parishad Forum formed in 2003 is a national association representing the 4,498 Union Parishads in Bangladesh. For the first time in August 2010, BUPF began offering training to its members with a training programme called “Accountability and Transparency in Union Parishad Resource Management” with support from the Promoting Governance, Accountability, Transparency and Integrity programme. The three-day training covers key topics such as budget transparency, local procurement rules and organising Union Parishad (UP) committee systems.

¹¹ www.gafbd.org

2.5. Illustrative CSO Inputs, Achievements and Limitations in local governance

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
1. Citizenship development (rights and voter education)			
TV programmes e.g. <i>Amader Union</i> (SDC) <i>Amader Sthaniyosarker'</i> ,(SDC), also on YouTube <i>Bangladesh Sanglab</i> (DFID)	SDC contracts directly.(current) DFID had project with BBC (2005-10) New BBC Media Action project will start in September 2012	BBC conducted extensive audience survey which confirmed impact of its Sanglab programme. Others depend on audience numbers to estimate achievement	There is a new appetite for information & with increased penetration of electricity and TV, high viewer numbers.
Popular theatre	Rupantar BRAC, Bangladesh Institute of Theatre Arts	Large numbers turn out for these <i>but inadequate follow up to assess real impact</i>	Easy to imply large quantitative targets but perception or KAP studies needed to assess uptake of messages.
Democracy Fairs, Tax Melas,	Khan Foundation, Agrogati Sangstha project	Large numbers attend these and examples of group pressure to pay taxes	
Voter education	NGO members of Election Watch	97% of UP members voted in 2010 are new Very high turnout in elections	Voting regarded as 'a rule' and still little understanding of representative democracy
Print & online media information/education	national and local press	Name and Shame tactics work well – many examples of remedial action. Easy to get Opinion Editorials printed in national newspapers and these generate interest (letters/emails)	Journalists tell us that LG issues are difficult to pitch and there is insufficient research and background material readily available for them
SMS alerts	Government remind citizens of the RTI as well as service provision reminders e.g. immunisation day	Universal coverage <i>but effectiveness not really known</i>	Many citizens tell us they 'delete all government messages without reading'
2. Support to Citizen Forums & Associations			
Formation & support Grassroots organisations (ward, village, slum level)	Rupantar (Nari Bikesh Kendra) (SDC), Wave Foundation (Loak Morcha) (formerly Danida), Nijera Kori , Hunger Project (MDG Unions), Action Aid and NGOs (Reflect groups) BRAC (Polli shomaj), Steps Towards Development (Samaji Udokta Dol) (Sida), RDRS Farmers and Peoples Organisations, CARE Ekata groups etc	Micro-finance, self help groups, issue based evolved to embrace rights issues (RBA). Some newly formed to specifically hold LG accountable Human interest stories dominate reported success e.g. prevention of early marriage, intervention in divorce and domestic disputes etc. Feel recognised when asked by UP or police to	Criticism of the concept that service provision groups (e.g. micro credit) can /want to become rights demanding groups. What is their legitimacy to speak on behalf of other citizens? Some NGOs talk on behalf of groups while others have strong ideology of being only in the background & empowering the groups to voice their own concerns/take action.

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
		<p>arbitrate in disputes (written authorisation).</p> <p>Requested by UP to assist with making lists of welfare recipients</p> <p>Successful interventions in false police cases, ensuring extension services reach them, challenging work programme payments</p> <p>Earned community trust 'you are not working for votes but for fairness', 'you come all the time not just at elections'</p> <p>Recognised as organised, well supported and well connected (lawyers and media) pressure group.</p> <p>Active involvement in community level committees (SMC, PIC, Community Clinic, Religious committees etc)- invited to participate</p> <p>Members stand for LG elections.</p>	<p>People are members of several groups. While this may be a strength , it also leads to questions of duplication of effort, attribution and clashes of ideology (e.g. financial incentives/none for participation)</p> <p>Is there a problem with group members having political aspirations and taking up space which is intended for civil society?</p>
Formation & support Federations/networks of grassroots organisations	Rupantar (district wide NBK), Wave Foundation (Loak Morcha federation to district level)in 12 districts) GAD Alliance (supported by Steps) RDRS Federations of Peoples Organisations	Self organise rallies, demonstrations and seem to be 'critical mass' to get media and LG and sometimes GOB attention.	<p>Much effort expended in the organisation and organisation development rather than action.</p> <p>Many are managed by NGOs</p>
Formation & support to associations of elected members	<p>MJF and USAID support to Municipal Association of Bangladesh (MAB)</p> <p>USAID support to Bangladesh Union Parishad Forum (BUPF)</p> <p>Danida supported Promoting Democratic and Decentralised Governance supports BUPF</p>	<p>MAB BUPF & Bangladesh Agricultural University collectively campaigned to reverse GoB decision to include MP as advisor to LG (LG Acts 2009) using press conferences, discussion meetings & hunger strike.</p> <p>Building capacity to lobby more effectively and strategically</p>	<p>There had been earlier associations (1984 Bangladesh Pourashava Chairmen Association, lacked cohesion. Infusion of resources by USAID for the establishment of MAB and BUPF (2003)</p> <p>Although covering the nation, still rather centralised.</p> <p>No City Corporation Association yet.</p>
Formation & support to citizen forums at district/city level	TIB (Concerned Citizens Committees)	Strong presence in Municipal and City standing committees (health, education & waste	Long time needed to form, establish, get right mix of people and convince government that

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
	Rupantar (Nagorik Forum)	management) -need to focus energies. Recognised as non partisan bargaining agent. City corporation invites them to help connect with citizens (yard meetings)	the forums are non political and not rivals. Collaborative rather than contesting approach takes time-trust has to be built. Downward accountability? 'We are part of the community, it is up to politicians to be accountable to voters'
Broker linkage with legal associations & media	Rupantar links Nagorik Forum and Nari Bikesh Kendra with City Lawyers Forum	Provide legal advice pro bono for cases and numerous successful outcomes. Two public interest litigation cases have been filed regarding local government role but often the threat of this is sufficient Numerous examples of 'naming and shaming' in the media leads to remedial action	Confrontational approaches can undermine more constructive approaches and the years of social capital accumulation
Formation & support to youth volunteer organisations	TIB (YES) Hunger Project (Active Citizens) Rupantar (City Ward Youth Forum) Steps Towards Development (Sufia Kamal Fellows) DemocracyWatch Alumni	Building on the desire of youth to become more engaged, these volunteers use contemporary means to highlight problems and violations of people's rights as well as educate people on rights of voters, customers etc.	The organising NGOs are well aware of the dangers of over -resourcing. Youth see 'money as a spoiler' which undermines their activism and passion.
3.Facilitate platforms for civil society: local government engagement			
Facilitating and testing out new UP Act (2009) provisions for citizen engagement e.g. mandatory ward shava meetings, open	Sharique NGO partners	Increasing numbers of open budget meetings taking place, <i>but still new. Some reduced to 'announcements of budget' only.</i>	Open budget meeting is getting most attention, probably because rather easy to ensure. However caution that meetings & numbers are

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
budget meetings, UCCM (improvements in make-up of standing committees ¹²), Citizen Charters		<p>Purnimagati Union keeps 50,000 Taka for pre-budget and post budget meetings, <i>but this is still rare.</i></p> <p>Ward Shava meetings taking place for the first time from late 2011. <i>teething problems-low participation</i></p> <p>Citizen Charters improved, visible and informative <i>but only in few places.</i></p> <p>Wave Foundation Loak Morcha took initiative to activate standing committees and invite themselves on</p>	<p>not used to legitimise decisions already taken as well as becoming tokenistic rituals for citizen participation.</p> <p>Slow process of demonstrating advantage of representational politics vs patronage politics. Councillors said, 'we intervene on behalf of people, do what we have to do to win votes'</p>
Making old provisions for citizen engagement work better e.g. inclusion in PICs, standing committees, safety net committees	Sharique NGO partners Rupantar	<p>Health and Education standing committees being held regularly in many UPs now.</p> <p>Examples of UP members taking initiative to talk with parents, shopkeepers, SMC to improve school attendance</p>	The new participation mandates in LG laws have helped but there remains the problem of co-opted membership and dysfunctional or moribund committees.
Facilitating and testing out new Municipality Act (2009) provisions for citizen engagement e.g. mandatory ward level meetings, open budget meetings, TLCC, citizen charters	<p>MAB promoting monthly ward level meetings & reminding members that quarterly TLCC is mandatory & involves selected citizens. Promoting open budget meetings.</p> <p>Rupantar works with Khulna City Corporation through the Nagorik Forum</p> <p>TIB's CCC participate in these spaces</p>	<p>Promoted ward level discussions on Tax arrears due, negotiated agreements.</p> <p>Well attended annual open budget meetings in some Municipalities (<i>but most don't happen</i>) 2nd generation Citizen Charters -visible, clear pricing etc -<i>but only pilot stage</i></p>	<p>No official mechanism to check Municipality compliance and how citizens are selected 'we collect them' (if at all).</p> <p>Municipality has no official resources to arrange meetings to comply with provisions</p> <p>No City Corporation provisions for citizen engagement like Municipality Act yet</p>
Facilitating Public Hearings, Face to Face Meetings	Nijera Kori Rupantar (through Nagorik Forum)	Cable TV live coverage of FTF meetings – increasingly accepted by elected representatives as good for their image (& vote base) & good	Still new and part of the transformation from patronage to representational politics. Expect to see more of this kind of initiative in the future.

¹² Theoretically, with provision for five citizens per UP standing committee and thirteen standing committees, there is scope for 65 citizens to be involved. The new law allows UP to make their own regulations for determining how standing committees will operate.

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
		<p>opportunity to interact directly with poor.</p> <p>Bringing different political parties together to face the public</p> <p>Able to publicise what service providers should be doing and what public expects.</p>	
Use of Citizen Scorecards, social audits.	VERC TIB (CCC and YES) RDRS farmers groups/federation	Scattered but convincing evidence of these instruments working well to turn around service providers behaviour	Takes a lot of organising, facilitating and mentoring.
Protest action (gheroa, human chain, rallies, hunger strike, name and shame)	Nagorik Forum (Rupantar) TV telecast	Gheroaing key persons/offices (e.g. against load-shedding, high holding tax)	Most CSOs told us that they prefer collaboration rather than confrontation but where there is inaction, this has to be resorted to
Call centres providing public information on LG and agriculture. Planned Call Centre under PROLOG for LG information.	Practical Action Katalyst	Get thousands of phone calls- use this information to lobby government re farmers concerns.	A means which can be further exploited
4. Capacity Building of Local Government staff			
Complementing the under-resourced & over stretched public provision (NILG), provision of direct training	NGOs contracted by NILG Future provision for UP to make own selection of who trains them (open market) with WB grants NGOs contracted under projects	Roles and responsibilities clearer.	'So much training we have no time to work' (UP member). There is much duplication of content in formal training. Women receive more training opportunities- UP s often say we should be trained together, men say they are disadvantaged. Contracted training often formulaic and not necessarily demand driven
Mentoring LG staff	Aparajita	Too early to identify achievements of Aparajita	

INPUTS	WHO's DOING IT (just some examples – NOT exhaustive)	ACHIEVEMENTS (<i>shortfalls</i>)	COMMENTS/LIMITATIONS
		which intends to provide young mentors for women LGER	
Provision of information & guidelines	Rupantar	Printing and distribution of new UP Act.	No evaluation carried out so difficult to know impact
Issue -based training	MAB and BUPF provide training to members Many NGOs provide training to LGI. Horizontal Learning Programme	Many examples of good practice shared between LGER through the Horizontal learning programme	Useful to have practitioners peer training
Exposure visits	PDDG (Danish funded project) facilitated MAB's membership of Global City Net	Evidence of confidence boosting and exposure to new ideas. Policy dialogue activities particularly better understood by hearing the experiences of other countries already benefitting.	Tends to be ridiculed by DP officers as 'jollies' but can have important value if managed well. Difficult to get the people who will really benefit and apply learning to attend as decisions made on basis of 'whose turn'
5. Research			
Action research	e.g. Sharique , VERC , TIB use of citizen scorecards	Good examples of success	Insufficient action research supported as routine in policy dialogue projects
Commissioned research	SDC will establish a research challenge fund	Not yet started but has potential to encourage innovative research	
6. Advocacy			
Promoting Decentralisation	LG Associations Governance Advocacy Forum (GAF) (Wave Foundation secretariat) 'Democratic decentralisation policy' (funded MJF)	Public opinion is supportive. <i>But political limited will – estimates suggest 25% MPs support in theory but unwilling to try to influence others.</i> <i>National conventions</i>	LG Associations are weak on advocacy & not very strategic. They mix self interest with conceptual demands such as de-centralisation. Very little use of Web 2.0
Promoting LG Commission	Governance Advocacy Forum	<i>No progress</i>	

2.6. Examples of different types of Citizen Groups

BRAC promoted Polli Shomaj and Union Shomaj: Polli Shomaj is a ward level institution of the poor, especially women. It serves as a forum through which poor people can raise their voice, and claim their rights and entitlements. There are 11,278 Polli Shomaj in 53 districts in Bangladesh, with an average of 60 members in each Polli Shomaj. Union level federation of Polli Shomaj groups are called Union Shomaj which enable the rural poor to lobby directly with the Union Parishad and address issues that are beyond the capacity of Polli Shomaj to tackle. Union Shomaj enhances the organisational strength of the groups and allows networking among different Polli Shomaj leaders. There are 1,078 Union Shomaj in 53 districts in Bangladesh. Polli Shomaj and Union Shomaj are involved in four broad types of activities which include – securing position for women in the rural power structure, participating in local government development activities as well as in local social initiatives, preventing violence, particularly violence against women, and helping their local communities to access GO-NGO services and resources.

CARE Shouhardo supported **EKATA groups**. These are women's groups which are assisted to reflect on problems, develop solutions and build confidence to demand response from local service providers and actively participate in village institutions (SMC, PTA etc). Currently in its second phase (2009-14). The first phase covered 18 districts.

CARE UPWARD supported **Union Parishad Watchdog Committees**. These are 40 member groups of villagers which are tasked with increasing participation and reminding local government of their roles and responsibilities.

Transparency International Bangladesh is a social movement against corruption established the **Committees of Concerned Citizens (CCC)** nationwide under its earlier 'Making Waves' project it established. These comprise volunteers (especially youth under the Youth Engagement and Support (YES) component who highlight issues of corruption, particularly in health, education and local government. Its current programme, *Paribarton-Driving Change (2009-2014)* aims to reduce corruption for the benefit of the poor in Bangladesh. It will expand the CCC network (particularly to most excluded communities), will continue to use Citizen Report Cards, Face the Public, Open Budget, street theatre to demand improved delivery of public services and will continue to run Advice and information centres. New aspects of Paribarton include the promotion of 'Islands of Integrity' which are intended to be corruption free institutions (schools, hospitals and local authorities) and enhanced networking between CCC and NGOs to create a bigger social movement against corruption.

RDRS supported **Union Federations**. There are 353 Union Federations in nine districts in the north west of the country comprising of representatives from local organisations of landless or marginal farmers. RDAD strengthens them to manage their own local level activism. Their activism activities include mass meetings, interface with the media and local political and government people as well as voter education and rights awareness-raising. The principle is to develop CSOs which are representative, effective and well governed so that they can engage with local government, conduct public hearings, social audits, citizens' jury and budget analysis to demand greater government accountability

BRAC/Hunger Project supported **Active Citizens** in the Active Citizens and Accountable Government project. More than 350 teams of youth volunteers raise awareness on the Right to Information through theatre and community radio. They promote the idea of MDG Unions where the MDG goals will be the main target to achieve union by union.

Action Aid and partners supported **Loko Kendro**. These groups are products of the Reflect process. They now act as independent groups demanding accountability from local government.

They are part of the National Federation of Reflect Groups which is coordinated by an NGO, Society for Participatory Education. 97 Loko Kendro are federated into 13 regional groups and one central committee. They wanted to be registered but have been advised not to as it may compromise their vision as a people's organisation.

Wave Foundation supported Lok **Morcha**, who like the Lok Kendro are unregistered on purpose in order to keep things simple. Even without this they are fully recognised and called upon by LGI for support. They comprise teachers, journalists, business persons and representatives of the poor selected on the basis of being influential leaders. They work with union parishads, upazila parishads as well as service providers in 12 districts. They help prepare safety net beneficiary lists, arbitrate in village disputes and are active members of the standing committees (taking the initiative to activate these and invite themselves on to them!)

Rupantar supported **Nagorik Forum**. These are citizens groups operating at Municipality ward level to advocate for issues of concern to citizens to the local government and to demand accountability. In Khulna city there are 31 NF with an apex body which operates out of its own office. They have achieved a strong presence in one third of the Municipality standing committees. They are purposely non partisan and comprise volunteers.

Rupantar supported **Nari Bikesh Kendra** which are women's groups operating at union level. They actively engage with union parishads to prepare safety net beneficiary lists, to provide arbitration services as well as ensure that local services are properly delivered.

Steps towards Development supported **Samaji Udokta Dol** (social actors groups). One per union is established or connected to (i.e. If an organisation already exists it will be included in networking activities). Comprised of volunteers these groups select social initiatives for change. The groups are thus very fluid around issues rather than structures but can be affiliated with the Bangladesh NGO Development Network. Sufia Kamal Fellows, young facilitators, are trained to support the groups somewhat like the **Active Citizens** programme above.

Nijera Kori supported **Union Committees** are watchdog groups looking at health, education, local government, gender, natural resources and fundamentalism. They comprise members from the village level Nijera Kori groups. Some success in holding public hearings where, for example, they have tested out the new Right to Information Act provisions.

2.7. Aparajita Project (a project of SDC)

The main intention of this programme is to build the confidence, knowledge and capacity of elected women representatives and to encourage networks of mutual support so that they can fulfil their obligations to their electorate and contribute to making local government and local service provision more responsive, especially to the needs of women. Bringing together four NGOs each with a constituency of partner organisations and volunteer networks with experience in different geographic areas of Bangladesh will encourage synergy, joint action and will result in combining expertise towards the possibility of attaining critical mass to lobby for lasting change.

The project exploits the opportunities provided by the new Local Government Act (2009) for enhancing women's political participation. In particular the efforts to re-activate Upazila Parishads mean that this is an ideal time to encourage vertical linkage between UP level and with Members of Parliament. There are three main reasons to strengthen these vertical links; i) to create opportunities for enhanced grassroots-driven policy dialogue and better understanding of the real needs of women and, in particular, those living in poverty ii) to establish mutual support mechanisms between tiers of government for women to achieve their potential and iii) to build opportunities for increased participation of women in politics.

The overall impact goal to which this programme will contribute is for rural and urban poor (especially women) to get information and enhanced, responsive and prompt local services which in turn will be expected to have significant impact on poverty. This programme contributes to this development goal by focusing on women's political empowerment in particular on the role played by elected women representatives (EWR). The intervention logic suggests that building confidence, capacities and collective action among EWR and providing them with networks of support, advice and information will result in more attention being given to the concerns and issues of women and girls, as well as the poor in general, in policy and practice in public service delivery. It is premised on international research which indicates a correlation between active women in the political sphere and better development outcomes. It also addresses the need for more representational style politics where EWR are increasingly valued because they are responsive to community needs and priorities, make demands of service providers on their behalf and are accountable to their electorate for achievements in this regard. This approach challenges the patronage style of politics which currently prevails. EWR in this programme will be encouraged to enhance their engagement with citizens and with service providers to improve service delivery (software-processes) rather than concerning themselves with the direct distribution of benefits (hardware-relief, contracts, infrastructure etc). The approach is expected to be transformational in that it will focus on putting knowledge into practice and changing attitudes, mind-set and practice. Endorsing the SDC principle of working with existing organisations, the programme will continue to support and expand the networks of women elected members and other related networks which they have been instrumental in establishing as well as seeking linkage with other often scattered and isolated networks.

2.8. Outcome expected– LGER shift from conventional mindset to new mindset

Conventional mindset	New mindset
Patronage	Representation
Hardware (infrastructure, welfare benefits)	Software (better quality services)
Mandate from central government	Software (better quality services)
Designated functions	Action demanded by citizens
Resource control	Resource leverage
LG service delivery	Service delivery by range of actors in community (public& private)
Knowing	Doing
Passive (waiting for instructions)	Active (self motivated to serve people)
'money and muscle'	Valued for making change happen (e.g. in service delivery)
Engagement with LG	Engagement with citizens and service providers
Supply led	Demand driven
Self interest (status)	Constituents' interest
Citizens regarded as clients and vote banks	Citizens have rights
Upward accountability	Downward accountability
Partisan	Non partisan

Case Study 3. Minority Land Rights

3.1. Map showing location of the Chittagong Hill Tracts



3.2. Process of Change in Land Laws and Grabbing of Adivasi lands through State projecting:

Issues	British 1900-1946	Pakistan 1947-1970	Bangladesh 1971-1997	After Peace Accord 1997-2012
Discriminatory Land laws	-Special protection of Indigenous Peoples (IPs) land rights; -Difficult for outsider from plain to enter;	In 1950 Zamindari system abolished. Three types of land laws: a) Formal laws which apply to the entire country (private ownership); b) Formal laws specific to CHT and its IPs; c) Customary laws of IPs	-Rule 34 of CHT 1900-Regulation amended in 1971 and 1979, lifted all restrictions for settlements of outsiders	-AL government seems determine to the land problem; but fails to take effective measures.
2 Land Grabbing			-1979-1985 massive land grabbing by new settlers (over 400,000) - Allocation of CHT lands for commercial purposes- rubber plantation, tobacco plantation, etc which are all against the will and interests of the CHT Adivasi Peoples.	-In-migration and land grabbing continue due to lack of implementation of peace accord. - Government did not empower RC, HDCs, and Land Commission.
Role GOB and CSOs				
GoB	-Land Pluralism: Conflicts -More protective measures	- Land pluralism and conflicts continued. - Kaptai dam internally displace about 60,000 people and about 40,000 environmental refugees left for India.	-1979-85 Military & Admin organised massive migration of Bangalee settlers (over 400,000); -1989 onward CHT forest department acquired 218,000 acres of land through evicting IPs.	As government. Changes steps on the Accord starts or stops. Things fully depend on the political will of the government.
CSOs- -Invited Space (PCJSS, HA) -Claimed Space (HWF, PCP, BAF, Media, Caritas		-Resentment started growing on force evacuation from Kaptai area in mid 1960's	-Arms conflict began and continued till the Peace Accord made in December 1997. -Media started taking some role.	-Continue taking direct and active role and express their dissatisfaction. -Media more active role. -Caritas & other local NGOs organised about 7,000 landless households for private land ownership through headmen, which are now pending with the CHT district commissioners.
CHT Population trend: - IPs -Bangalis		In 1947: -IPs: (97.5%) -Bangalees:2.5%	During 1979-85: -IPs: -Bangalees: over 400,000 new settlers	2001 census: -IPs 592,977 -Bangalees: 738,989 (55.48%)

3.3. A brief overview of minority land rights in Bangladesh:

In Bangladesh, undemocratic mind-set and stereotyped inner biasness, attitude and discrimination prevail at varying degrees towards different minority groups by the majority community. In real life practice, evidences are crystal clear. Minority Communities, on the basis of ethnicity and religion, struggle in establishing their rights of identity, livelihoods and secure ownership of land as presented here below:

Adivasis (Indigenous Peoples): Adivasis in Bangladesh are roughly 2% of the total population i.e. 3 million with about 45 ethnic identities; each having their own language, culture and socio-political institutions. For the first time an important document of the government of Bangladesh- *Poverty Reduction Strategic Paper (PRSP)*, which was also prepared in consultation with the Indigenous Peoples, clearly states the conditions of the **Indigenous Peoples** of Bangladesh as- *“Over the years the Adivasi / Ethnic Minority Communities have been made to experience a strong sense of social, political and economic exclusions, lack of recognition, fear and insecurity, loss of cultural identity and social oppression. Mainstream development efforts have either ignored their concerns and/ or had a negative impact on them.”* (PRSP: 2005; pt. 5.404).

As a matter of fact, ownership and access to land is an issue of immense importance to indigenous peoples. Some indigenous land rights are customary ones (in CHT, Sylhet and Mymensingh hill border areas) dating back to time immemorial, some were formalised (in the plain lands) under colonial rule of the British. Other rights have been lost, disregarded by Governments or ignored by the majority community, while Adivasi lands are often stolen by individual settlers, by government agencies and by public and private companies. The Adivasis of Bangladesh are today fighting to retain their already tenuous rights to land (Minority Rights Group International Report p.5, December 1991). The status of the Adivasis still remained unchanged in Bangladesh.

The inability of the minority peoples to influence national policy decisions that affect them; this prevents them from influencing institutional changes that are necessary for reducing discrimination against them and establishing their rights.

CHT Land Issues: About one-sixth of the country's territory is forest. Most of these forest tracts are located in the south-east (Chittagong Hill Tracts), south-west (Sundarbans), North-East (Sylhet and Madupur, Mymensingh) with scattered tracts in the North-West (Dinajpur and Rangpur) of the country. Department of Forest under Ministry of Forest and Environment is in charge of the management of these forests. However, the management of the forests remains a very contentious issue with the local inhabitants who, in overwhelming numbers, belong to different ethnic minority indigenous groups. This has resulted in the past with violent clashes between the officials of forest department and the local inhabitants with cases of fatalities and the region of the Chittagong Hill Tracts continues remain bogged down in conflicts despite the signing of a Peace Accord more than a decade ago that was expected to bring peace in the region. It is estimated that two-thirds of the country's indigenous peoples do not have legal ownership documents of their land. This demonstrates the extent of customary land ownership practices among them. The main reason for conflicts in the CHT is the claim of customary land rights by the region's indigenous inhabitants. Thus, the simple conclusion is that there is the need to give recognition and respect to the customary collective/communal land ownership right of the country's indigenous peoples' communities.

The CHT covers about 10% of the total area of Bangladesh, is the home of 13 different ethnic people, of which the Chakma, Marma and Tripura total about 90%. However, Chakma form one of the largest tribes in Bangladesh, accounting for over a half of the Indigenous population of the Hill Tracks. Their ancestors are believed to have migrated north-west from Arakan in present day Burma (Myanmar). Both Chakma and Marma are Buddhist and Tripuras are Hindus. Other

smaller groups- Mru, Sak and Khyang follow indigenous animist beliefs and few other small groups like- Lusai, Pankho, Bom, Mizo etc were converted to Christianity by missionaries.

The CHT Regulation 1900, proclaimed by the colonial British government, is the key law for the people living in the CHT area. This law gives recognition of a special status to the region through giving recognition of the centuries' old traditional customary land rights, cultural identity and Adivasis own socio-political practices (institutions). This regulation has been amended several times. For ensuring the land and human rights of CHT people ALRD felt the need to collect and compile all CHT Regulation 1900 as one document. This idea was also shared with ALRD partners and lawyers. This initiative of ALRD has been greatly appreciated. Chakma Circle Chief Barrister Raja Devasish Roy and Advocate Protikar Chakma shouldered this significant volume of compilation task. The final product entitled "The Chittagong Hill Tracts Regulation, 1900" has been greatly appreciated by lawyers of CHT, human rights activities and other professionals. After compilation of the CHT Regulation 1900, ALRD also arranged the said book launched.

In the 1980s and 1990s at the peak of the insurgency, the government leased vast tracts of hilly lands estimated at several thousands of hectares, ostensibly for plantation of rubber and/or other cash crops. The leasees were almost all non-indigenous and from outside of the region. The overall outcome was disastrous; ironically to clear off the 'jungles' for commercial plantation. The attempts were described by a land right activist from the region as the biggest hoax on socio-economic development of the region and the largest land grab in the recent memory of Bangladesh (by Goutam Dewan, Movement for the Land and Forest Rights in the CHT in a workshop organised by ALRD in Dhaka in May 2007). The CHT Peace Accord, signed in December 1997 between the government of Bangladesh and the insurgents, includes an article (Part Gha, Clause 8) stipulating cancellation of the leases which never fulfilled the initial conditions but like the most parts of the Accord itself, the government is yet to take any effective measures to implement this particular provision. Meanwhile, frequent clashes often with fatal incidents, remain common in the region where the victims are always disproportionately the landless poor belonging to the indigenous communities.

3.4. Role of CSOs and NGOs:

Hill Women Federation (HWF): HWF is the forum of women and girls over 18 years, including girl students. It works as the women wing of PCJSS. It has structures at the Union, Upazila and District levels and organises their own programs as hill women, establish collaborations with national women organisations like- Jatio Mohila Parishad, Adivasi Forum etc. Thus, they consider themselves as part of civil society net-works, as well as, part of their political net-work of PCJSS.

Parbata Chatra Parishad (PCP)-Students and Youth Federation: The PCP was formally as the students and youth wing of PCJSS for support and collaborative programs with its structures at the Union, Upazila and district levels. However, they also organise their own programs as students and youth for their demands to the government. They also attend to the programs/activities of other students and youth bodies when invited.

Prabata Chittagong Jana Shanghoti Samiti (PCJSS): PCJSS is the outcome of the then Pakistan government. Unilateral mega plant of construction of the Kaptai Hidro-Power across the river Karnafulli in the 1960s; which evacuated about 1000,000 Adivasi households without their re-settlement.

Headmen Association of the CHT: In all three hill districts 375 headmen form this association for their professional purpose. They are traditionally responsible to collect annual taxes on land, settle social disputes, protect government, properties, approve land transfer etc.

They are paid 300 Taka per person per month as government benefit for their service; about which they are not happy at all.

CHT Commission: is a CSO body of national and international personalities on CHT purpose for advocacy and dialogue with government.

ALRD: Established in 1991 as the association of leading NGOs and civil society groups working on land issues. It works as an independent organisation for national policy advocacy and networking organisation committed to land rights and agrarian reforms.

Caritas Bangladesh: Caritas Bangladesh, a well reputed national NGO, works with various disaster management and human resources developments programs/projects covering several districts, including the CHT areas. Main interventions include integrated community and family development for livelihoods, including land issue. Caritas supported about 5,000 families without lands to have five acres of lands by each family according to government. Regulations- through having proper documents by their respective headmen and applications are waiting government. Approval by the respective Deputy Commissions. With families' own initiative and or support of other organisations will include roughly another 2,000 families followed the same process and all are occupying lands and earning family livelihoods.

Shiree Projects support for CHT region: It supports projects of agriculture and handicraft based income earning activities by the poor households through local and national NGOs working at the grass-roots levels. CB gets support of Shiree projects for its activities in the CHT areas.

Case Study 4. Food Security

4.1. Present State of Food Security in Bangladesh:

Bangladesh National Food Policy Plan of Action (2008-2015) was initially accepted in 2008 and approved in 2010 by Ministry of Food and Disaster Management. The policy has four key dimensions include:

- a) Food Availability,
- b) Access to food (physical and social)
- c) Economic access to food and
- d) Utilisation of food (for nutrition).

This national food policy has three important objectives as noted below:

- a) Adequate and stable supply of safe and nutritious food,
- b) Increase purchasing power and access to food and
- c) Adequate nutrition for all individual, esp. women and children.

While preparing the policy a national workshop was organised on 30 May 2007 where more than 50 representatives of partner ministries, NGOs, academia and development partners (donors) participated. A validation workshop was also organised one year later. We are aware that it essential to understand the condition of food insecurity, which indicates to the state of hunger (famine, mortality). The first MDG aimed at reducing hunger by a half of world's population experiencing it, the indicator of which is minimum 2,000 c per person. Number of people lacking access to minimum diet has risen from 824 m in 1990 (MDGs base year) to 925 m in 2010 worldwide according to the FAO source. This is also true for Bangladesh. Interestingly, $\frac{3}{4}$ of global hunger is located among farmers and their workers. The rest one fourth is found among the urban poor.

While Bangladesh is nearly self-sufficient in rice production, food security remains an elusive goal. Currently, an alarming 43% of children under-five in Bangladesh are stunted due to continuous malnourishment as a result of poor feeding habits and lack of access to nutritious foods. The average Bangladeshi diet lacks diversification with 75% of calories consumed coming from rice. Agricultural production growth declined from a high of 4.7% in the late 1990's to 2.8% by 2008. The population is growing at a rate of 1.4%. The availability of, and access to, domestically produced food is a key issue affecting basic survival, nutrition, national stability; making agricultural growth vital to addressing these challenges. Additionally, only 37% of Bangladesh's total area is arable land but natural disasters can affect 30% of this land. Thus, the issue of food security remains a national important issue in the context of Bangladesh. NGOs involved in food and food security are very few and mainly concerned with service delivery and in establishing access and rights to land and water-bodies by the poor and marginalised people to ensure their food security.

U.S. Government's recently launched "Feed the Future Initiative" selected Bangladesh as one of the priority countries which focuses on- increased on-farm productivity, increased investment in market systems, enhanced food security policy and planning capacity and enhanced agriculture innovation capacity. USAID works closely with the GoB and other donors and private sector investors to achieve these objectives. USAID provided capacity-building support to the GoB to develop its Country Investment Plan for agriculture and food security, which was launched in

May, 2010. Subsequently, the GOB received \$52 million from the Global Agriculture and Food Security Program Trust Fund, a multi-donor trust fund managed by the World Bank. In Bangladesh, Food for Progress will provide benefits valued at USD 21.8 million to 424,800 people in partnership with the Small Enterprise Assistance Funds and Winrock International. The McGovern-Dole award will provide benefits valued at USD 30 million to 350,000 children through the World Food Program.

4.2. Role of major NGOs and CSOs

Association for Land Reform and Development:

Major NGOs and some CSOs (as organisation and individuals) joined together to form a national council for land reform program back in 1987. Central to the initiative was raising awareness on Govt. Khas Land and take direct participation in the distribution process at Upazila and Union level Govt. Committees. Later in 1991 the coalition was registered with the Government as the independent **Association for Land Reform and Development (ALRD)** with the mandate of mobilising the grassroots peoples with CSs as allies for establishing the rights of the poor and marginalised communities including the indigenous peoples over land and other natural resources; which directly addresses their food security issue. Danida support ALRD through a long-term project- Empowering “People for Land, Water and Agrarian Reform” through Advocacy and networking works.

Bangladesh Resource Centre for Indigenous Knowledge (BARCIK):

It promotes practices of sustainable agriculture and self-organisation of farmers with partnership of few other NGOs interested to encourage farmers’ collective platforms for addressing their food security and agricultural requirements through own production. A strong element of its approach is trials on farmers’ fields particularly for rice varieties and farmer field days. Its staffs discuss issues with farmers and try to understand their view, promoting exchange of knowledge between farmers. It introduces traditional and new plants and techniques of soil conservation and organic fertilizer, crop rotation and inter-cropping. BARCIK staff do not go out to promote the concept, but expect people to start their own activities, learning from other villages, and then give advice and facilitate knowledge sharing. Very poor sections of the village population, like fishermen and landless women, have been targeted with special activities. BARCIK has contributed to higher food security and less vulnerability of poor farmers and also contributed to improvements for particularly poor families, through the use of sustainable agricultural practices and the strengthening of farmer associations. The status of women has improved. Farmer-to-farmer relationships have improved.

Koinonia Bangladesh:

In Gopalganj district, Koinonia started a **Food Security Project** in 2007 in two Unions (Kushla and Sadullapur) under Kotalipara Upazila for three years (2007-09) for Food for Work through financial support of World Relief Canada and Canadian Foodgrains Bank. As per plan, the project completed re-excavation of 28 irrigation canals of 57 km long, which provided irrigation water facilities to 12,785 acres of lands for 2,680 land owner farmers. The achievements of the project encouraged Koinonia to initiate a new project on Food Security in the adjacent another two unions viz. Kandi and Suagram of the same Upazila to be implemented during 2010-14. This is now on-going. The project is most essential and relevant for the people of southern lowland (beel) areas of the country. It focuses on maximising utilisation of croplands, increased food production and generate short-term employment opportunities for the poor households of the population in the project area. Local community people mentioned that production of paddy started growing double or more in compare to before the canals’ re-excavations. Short-term employment to labourers, skills trainings for employment generations, increased agricultural

production, improved communications/ transportation opened up scopes and new opportunities for the local community people in food security project areas to play greater roles to put them in their own livelihood development process. These are the differences the food security project was able to create. However, Food Security Project, to be more effective to the labourers, has to take into considerations of some long-term benefits of agricultural productions and their own initiatives for their real food security during the lean seasons through setting community-based rice banks. Thus, they need to be first socially mobilised through awareness-raising for their own long-term initiatives. The project functionaries are thinking in the same direction for future; which this evaluation fully endorses. However, Koinonia basically plays the service-delivery role and almost no role and engagement in food related policy issues at the Government and other NGOs level.

Ubinig:

Ubinig is a study circle on policy and action research formed in 1984 by a group of activists to support people's movements on issues of agriculture and food security. It works on research.