

**Evaluation of Danish
Development Assistance to Bangladesh**

**Volume I:
Main Report**

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ABBREVIATIONS

A DB	Annual Development Programme
ASA	Association for Social Advancement
AsDB	Asian Development Bank
ASSP	Agricultural Support Services Project
BRAC	Bangladesh Rural Advancement Committee
BUET	Bangladesh University of Engineering and Technology
CARE	Cooperative for American Relief Everywhere
CBO	Community-based Organisation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CODEC	Community Development Centre
DFID	Department of International Development
DKK	Danske Kroner
DLS	Department of Livestock Services
DPHE	Department of Public Health Engineering
ERD	Economic relations Department
FDI	Foreign Direct Investment
FY98	Fiscal Year 1998
GDP	Gross Domestic Product
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IDA	International Development Agency
IDB	Islamic Development Bank
IFAD	International Fund for Agricultural Development
IPM	Integrated Pest Management
ITN	International Training Network
KFW	Kreditanstalt für Wiederaufbau
LCS	Loans, Credit and Savings
LGED	Local Government Engineering Department
MLGRDC	Ministry of Local Government, Rural Development and Co-operation
NAEP	New Agricultural Extension Policy
NEMAP	National Environment Management Action Plan
NGO	Non Government Organisation
NPWA	National Policy for Women's Advancement
NSF	National Sector Framework
OPEC	Organization of Petroleum-Exporting Countries
RWSG-SA	Regional Water and Sanitation Group - South Asia
SDC	Swiss Agency for Development Cooperation
SIDA	Swedish International Development Agency
SPS	Sector Programme Support
SPSD	Sector Programme Support Document
UNCED	UN Conference on Environment and Development
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United State Agency for International Development
WATSAN	Water Supply and Sanitation
WB	World Bank
WID	Women in Development

EXECUTIVE SUMMARY

Introduction

The focus of the evaluation is on "lessons learnt" rather than on "accountability" and the evaluation is therefore forward-looking. Furthermore, the actual support activities included the country programme, which can be meaningfully evaluated in a forward-looking exercise of this sort, have started only recently or are about to start in the near future. This means that there is little to evaluate in terms of actual support activities which have been undertaken for a long enough period for substantive experience to have accumulated. Therefore, the evaluation is focused more on the "processes" by which the country programme is being established than on the content of the programme as such.

The programming process has been dominated by the sector programme support (SPS) approach for the three sectors selected under the present Country Strategy (July 1995), namely water supply and sanitation, transport, and agriculture. However, programming outside of sectoral support has also taken place in the areas of human rights and good governance.

There appear to be two sorts of lessons concerning the programming process, first, one which relates to the SPS approach in general, and secondly, one which relates to the specific country strategy for Bangladesh. With respect to the general lessons of the SPS approach, it should be emphasised that though the actual experience of applying this approach to the Bangladesh case is worth extracting, experience from just one country is an insufficient basis for making more general recommendations. As far as the specific lessons on programming in Bangladesh are concerned, however, the conclusions of the evaluation are transformed into recommendations for use in revising of the Country Strategy Paper.

The revision of the Country Strategy is scheduled to take place during 1999. Therefore, the evaluation contains recommendations concerning a revised Country Strategy. As the programming process has to a large degree consisted of the three SPS processes, some general lessons related to this approach can also be extracted. It should be emphasised, however, that the experience relates to the planning phases only and that experience from just one country obviously does not allow overall conclusions concerning this approach to be made.

It should be emphasised that the present report is based on the status of the country programming process as known to the Evaluation Team at the beginning of 1999. Obviously, the process is an ongoing process, which, for all three sectors, has proceeded beyond this to an extent which is not necessarily reflected in this report.

Main Conclusions

The planning processes are close to completion for two of the sectors. The SPS has reached the appraisal stage for the water supply and sanitation sector, and the SPS for agriculture is expected also to reach that stage very soon. For transport, the process is not quite as far advanced, and the scope of the planned SPS has changed during the process from the river transport sector to the transport sector. To a large extent, the content of the two first SPSs consists of projects which are either ongoing or planned and approved. This is a natural and realistic way of initiating the SPS approach and the intention is for both sectors to develop sectoral support further during implementation. This is in accordance with the "Guidelines

for Sector Programme Support" (May 1998), which stress that planning should move away from the blueprint approach and become an iterative process.

At the present stage, however, to some extent the SPSs appear to be results of a blueprint planning process. To a certain degree this reflects the SPS Guidelines. In spite of the intention that the SPS planning be "process planning", the SPS process as described in the SPS Guidelines can be implemented as a rather rigid process, starting with identification and preparation via appraisal to approval and implementation. However, this also reflects a lack of sufficient involvement by the Government of Bangladesh in the process so far. It is an essential element in the SPS approach that sector support is designed to involve close dialogue with the host government. In the case of Bangladesh, this dialogue has not been as intensive as the general guidelines assume. At the technical level, there has certainly been cooperation with the respective government agencies and active contributions from the Government to the formulation of the various components, but higher level dialogue has existed only to a very limited extent.

In spite of these difficulties, however, major results in terms of the strategic principles of the SPS approach have been achieved.

It has proved possible for the two sectors for which the preparatory work is close to completion to design sector programmes, which both support a well-defined national sector framework and agree with the overall objectives of Danish development assistance. It is also a very positive achievement that it has been possible to attain a relatively high degree of coherence in the design. However, this is not coherence in the sense that Danish support is a clear and visible part of an overall programme for the sector in which the government and other donors are each carrying out their part of a set of coordinated activities, but rather coherence in the less ambitious and maybe more realistic sense that the components and activities of Danish support are mutually supportive and reinforcing. The designs indicate that the components have been chosen in such a way that horizontal as well as vertical coherence is being aimed at, but there is scope for further development in these directions. The former relates to the integration of components and activities across the sector as well as between sectors, whereas the latter concerns the combining of activities at different levels, from field activities to policy-level components and activities.

In other areas, achievements have been less. Most important are the aspects which relate to ownership and capacity building, which are clearly also more difficult to attain in practice. At the present stage of the SPS process the key issue is the institutionalisation of the sector programme in relation to both capacity-building and implementation, which are supposed to be the responsibility of the government. In the water supply and sanitation sector the issue seems basically to have been solved, but there are important questions about the institutional location of the SPS for the other sectors. Also, there is a fear that as formulated at present stage, the institutional development components may not be sufficient to ensure the capacity-building and institutional support required to implement the programme features of the SPS approach without general back-up from an intensified dialogue with and support from the Government of Bangladesh.

As, at this point, the major part of the SPS components for the water supply and sanitation and agriculture sectors basically take the form of projects, implementation can start as soon as appraisal is completed.

There are, however, uncertainties concerning the programme features and the further developments of the SPSs, both related to institutional issues, mentioned above. In general, the Government of Bangladesh has not been supportive of the change from the traditional project approach to the sector programme support approach. Although this has not made it impossible for Danida to design the SPSs, it will affect implementation. First, the implementation of the institutional components, and the adjustments and further identification and design work, which will ensure the synergy effects in the future will require active involvement by the Government. Secondly, and closely interrelated with this, there are the institutional difficulties mentioned above. The water supply and sanitation SPS is located in just one central government agency, but for the agriculture SPS two central government institutions are involved, and work on the SPS for transport is confronted with a similar situation.

A revised Country Strategy Paper and the process of developing it could play an important role in relation to an intensification of dialogue and should be adapted to the planning period of the Government of Bangladesh. This strategy should also provide the framework for non-SPS identification and formulation work, such as in the areas of human rights, democracy and decentralisation, in which supporting activities should contribute to coherence of the sector programme support. In general, the revised Country Strategy Paper should fulfill the role envisaged for it in the SPS Guidelines, and two areas are of particular importance: first, to specify as far as possible the ways in which assistance to Bangladesh is expected to achieve the objectives behind Danish development assistance; and secondly, to specify the key strategic and operating principles.

Although it is acknowledged to be difficult, attempts at operationalising the overall objectives of Danish development assistance at country level could be made. Such an approach might start from an analysis of Bangladeshi development perspectives and constraints, and the policies and programmes of the Government of Bangladesh. The perspectives for Danish assistance could then be assessed by focussing on work related to general Danish objectives, including an up-dating of earlier work (WID, Environment). This work would take sectoral choice as given and focus on developing guidelines for the further development of SPSs, strengthening horizontal as well as vertical coherence in the overall Danish assistance programme.

In this connection, the revised Country Strategy Paper could also provide a guide to the choice of geographical focus areas. A general geographical concentration would not appear to accord with the SPS approach, which is nationwide in perspective. But as field-level activities are extremely important in the overall sector-development perspective, geographical considerations come into the picture. Other strategic issues should also be dealt with, in particular (but not only) issues of how, to what extent and under what conditions NGOs should be used for implementation, and the procedures for channelling funds.

Recommendations for a Revised Country Strategy

On this basis, it is recommended that the Country Strategy is revised:

- using an 8-year timeframe, but incorporating a 3-year transition phase to adapt this period to the planning period of the Government of Bangladesh;
- to make an effort to operationalise the objectives at country level;

- to use the revision process to intensify the dialogue with the Government of Bangladesh about the objectives of Danish assistance, the strategic approach and the programming process;
- to contain a specification of the intervention areas, SPS and non-SPS, such that the paper gives the necessary guidance and provides a framework for further SPS developments towards increased horizontal and vertical coherence;
- to specify fund allocations in the country budget frame for the above cross-cutting support;
- to include specific provisions for pilot projects in areas such as privatisation, decentralisation and the devolution of power;
- to incorporate the results of a specific analysis aimed at clarifying experiences in using NGOs for implementation and the resulting specification of operating principles;
- to include guidelines for initial steps towards synergising the Government's own budgeting, accounting and auditing system with that of the SPS approach.

Lessons Learnt from the SPS Approach

The lessons learnt in applying the SPS approach to the recent programming process in Bangladesh can be summarised in relation to five main strategic principles, in brief the existence of a national sector framework; coherence in the support given to this framework; ownership; capacity-building; and a sector-wide perspective.

It is not possible to give a clear and straight forward answer to the question of the extent to which Danida has been successful in introducing the SPS approach to development support to Bangladesh. For two of the three sectors, it has been possible to formulate an SPS which supports a national framework and which is also suitable for support when seen from the perspective of the overall objectives of Danish development assistance. It has also been possible to attain a reasonable degree of coherence in the design of the support in the sense that SPS components and activities are mutually supportive and reinforcing. Thus, the lesson is that, in the case of Bangladesh, it has proved possible to design SPSs which do not exhibit the features of the traditional project approach in being a fragmented, "isolated island" kind of support, but to a reasonable degree live up to the strategic principles. Other donors have not come this far.

With respect to ownership and capacity-building, experience is somewhat less encouraging. The Government of Bangladesh has participated in the formulation of the SPSs, but has not in general been supportive of the new approach. Also, there are issues concerning the institutional anchoring of the SPS. Both of these difficulties reflect on the possibilities of creating ownership and contributing to sectoral institutional capacity-building. Thus, though it is possible to formulate an SPS, the principle of government implementation may be more difficult to achieve. The activities of the SPSs are still very much designed in the traditional project framework and the important institutional and hence implementation issues have therefore yet to be solved.

From a sector-wide perspective, there appears to be a trade-off between this principle and the principle of coherence, which raises the question of how to strike the optimal balance between choosing a broad sector definition and achieving less integration across the sector or vice versa.

1 INTRODUCTION

1.1 Background

1.1.1 Objectives of Evaluation Study

A strategy for the development cooperation between Bangladesh and Denmark was agreed in 1995 as stated in the Country Strategy Paper of July 1995. The strategy was originally envisaged as revision during the second half of 1998. The present evaluation study is intended to provide a basis for this revision, which will now take place in 1999.

The Terms of Reference for the evaluation (cf. Appendix 1) specify a twofold objective. First, to provide the Danish Government and the Government of Bangladesh with a basis for "...deciding on possible changes in or adaptations of the co-operation strategy, country program and sector interventions", and secondly, to compile experience which could be useful for the "... preparation and implementation of Danish development support to national country programs".

1.1.2 Approach

The study was implemented in three phases: a desk phase, with initial work undertaken in Copenhagen; a field-work phase in Bangladesh; and the final phase of report-writing, taking place in Copenhagen.

During the desk phase, documentation material was identified, collected and scrutinised, and initial meetings with Danida resource persons concerning the purpose, scope and basis for the evaluation were undertaken. On the basis of this initial work the consultant prepared a brief "Issues Paper", which was discussed at a seminar held by the Evaluation Secretariat, with the participation of resource persons from S.6 and TSA.

During the second phase of three weeks field-work in Bangladesh, the consultant organised the work in sub-teams, namely a general team and one team for each of the three sectors on which the evaluation was to concentrate (agriculture, water supply and sanitation, and transport). The sub-teams met with Government of Bangladesh officials, project staff and embassy personnel, and also visited a number of project sites. The work was, unfortunately, somewhat disrupted by a general strike (hartal) lasting three days right in the middle of the field-work and site visits. The consultant prepared a debriefing note towards the end of the period, which was discussed at a concluding meeting at the embassy before the departure of the team. A number of factual misunderstandings were pointed out by the embassy staff, and a corrected version of the debriefing note was prepared by the consultant right after the return to Copenhagen.

The report writing phase started with a debriefing meeting at the Evaluation Secretariat with participation from S.6 and TSA. The basis for this meeting was the corrected version of the debriefing note. Several issues were raised during this meeting, particularly in relation to the assessment of the agricultural sector, and a separate meeting between the TSA resource person and the consultant took place, based on a draft sector report for agriculture. This led to further revisions of the assessment of the support to agriculture. First drafts of the sector reports for water supply and sanitation and for transport were also circulated to the country office, S.6, TSA and the embassy, and valuable comments were received and incorporated in the sector reports. The main analytical and concluding chapters of the main report have also

been circulated in first and second drafts, and further discussions have taken place based on these drafts. The present Final Draft was then completed by the consultant and officially submitted to Danida.

1.1.3 Reporting

Some reporting has therefore already taken place during the process described above, which has greatly enhanced the work and contributed to making the final evaluation document more relevant and focused.

The present Report is organised in two volumes:

Volume I: Main Report

Volume II: Sector Reports

The assessments, of the Volume II Sector Reports are summarised in the Main Report and synthesised into the conclusions, lessons learnt and recommendations in Chapter 5 of the Main Report.

1.1.4 Acknowledgements

The consultant wishes to express his appreciation of the constructive work environment in which the whole of the evaluation process was undertaken. Thanks are extended to all who contributed with information and thoughts, all officials of the Government of Bangladesh, the Danish Embassy in Dhaka and Danida, Copenhagen, as well as to the project personnel and persons of institutions visited in Bangladesh.

A list of persons and institutions met and the itinerary of the sub-teams during the field-work phase are found in Appendices 2 and 3 respectively. The consultant's team is listed in Appendix 4.

1.2 The Evaluation

1.2.1 Focus, Scope and Limitations

The focus of the evaluation is on "lessons learnt" rather than on "accountability" and the evaluation is therefore forward-looking. Furthermore, the actual support activities included in the country programme, which can be meaningfully evaluated in a forward-looking exercise of this sort, have started only recently or are about to start in the near future. This means that there is little to evaluate in terms of actual support activities which have been undertaken for a long enough period for some experience to have accumulated. Therefore, the evaluation is focused more on the "processes" by which the country programme is being established than on the content of the programme as such.

To a large extent, this programming process has consisted of the SPS preparation undertaken for the three sectors selected for Danish development assistance to Bangladesh. Over the recent years, identification and formulation work has been undertaken to establish an SPS for agriculture, water supply and sanitation, and transport. An important part of the evaluation is therefore to assess the extent to which these processes have been effective in establishing a country programme which is likely to contribute to achieving the objectives of Danish development assistance.

Although this SPS work has dominated programming work in recent years, identification and formulation work for support outside the SPS framework has also taken place, for example, in relation to human rights and democracy. This work has been undertaken in the framework of the Country Strategy Paper, which specifies that support in these areas will continue in addition to activities under the SPSs. The strategy is also a framework for the SPS work in that sectoral choice is to be found there, together with key strategic principles, such as those concerning the geographical focus of the overall country programme and implementation issues relating to the use of NGOs. In assessing the programming process it is therefore also important to look into the role of the country strategy paper and of the identification and formulation work undertaken outside the framework of the SPS processes.

On the basis of the above, there would appear to be two sorts of lesson concerning the programming process, first, one which relates to the SPS approach in general, and secondly, one which relates to the specific country strategy for Bangladesh. With respect to the general lessons the SPS approach, it should be emphasised that although the actual experience of applying this approach to the Bangladesh case is worth extracting, experience from just one country is an insufficient basis for making more general recommendations. As far as the specific lessons programming in Bangladesh are concerned, however, the conclusions of the evaluation are transformed into recommendations for revising of the Country Strategy Paper.

1.2.2 Methodology

Although, as mentioned above, the evaluation will be focused more on the process of establishing the country programme than on the programme itself, it is, of course, not possible to assess the process without looking at all at its result. Thus, a rough assessment is undertaken of the support portfolio envisaged in the near future in each of the three sectors. An attempt has been made to assess the likely future impact of the support portfolio based on a selected sample of projects or components which are judged to be the core of the support in these sectors over the coming five-year period. As the selected sample consists basically of activities which are ongoing or replications of ongoing or formerly implemented projects, there is some basis for doing this. The assessment is based primarily on a comparison of the design and the context in which the projects are to operate, taking poverty-reduction and cross-cutting concerns as the development objectives in the assessments.

In assessing the SPS process a comparison with the newly revised "Guidelines for Sector Programme Support" is made. These guidelines may be said to establish quite stringent and ideal requirements for the programming process. These requirements are only obtainable in the long run, and in the short run one has to be satisfied with less than the ideal. In the assessment in the present report an attempt is therefore made to judge the extent to which these requirements are meaningful and realistic in the short term, on the basis of the experience of applying the approach to Bangladesh.

The Country Strategy Paper, and the identification and formulation work undertaken outside and in parallel to the work under the SPS framework represent a separate part of the programming process. The evaluation attempts to assess the role of this part of the programming process and in particular its relation to the SPS work. What role has this process played in the total programming work, and what role could or should it play in the future?

2 BANGLADESHI DEVELOPMENT, POLICIES AND PROGRAMMES

2.1 Development Perspectives and Issues

2.1.1 Macroeconomic Trends

According to the World Bank's *World Development Report*, Bangladesh is among the world's poorest countries. The economy is predominantly agricultural, with some two thirds of the population engaged in rural activities such as farming or fishing, and often falling outside the money economy. Agricultural production is important in the national product, contributing around 30 percent of nominal Gross Domestic Product (GDP). It is also the source of much of the small industrial sector's raw materials, such as jute. Meeting the country's expanding food requirements remains a central government objective. There has been progress in increasing rice production and in diversifying the crop base. But owing to the climate and terrain, adverse weather, usually in the form of heavy flooding, constantly threatens to disrupt plans and make targets unattainable. Losses of both food and cash crops are a common occurrence, seriously disrupting the entire economy by precipitating unanticipated food-import requirements, which places strains on industry and causes shortfalls in exports.

Most non-agricultural raw materials, machinery and equipment must be imported, and although natural-gas production is of increasing importance, Bangladesh still runs up a heavy fuel-import bill. Levels of domestic saving and investment are low, although they have been growing in the 1990s. These factors place a severe constraint on economic growth and development; the opportunities for diversifying the economic base are limited and, faced with perennial trade deficits, the country relies very heavily on aid assistance and is likely to do so for some time to come.

The main centres of industrial activity are Dhaka and Chittagong, in both of which export processing zones have been set up to attract foreign investors by offering generous tax concessions to firms that locate there. Industry contributes 11 percent of GDP, having risen from around 10 percent in the early 1990s, with large-scale enterprises accounting for about two-thirds of the total.

GDP growth for fiscal year 1998 (FY98) is likely to be around 5.5 percent, a rate not high enough to make a significant dent on poverty in the immediate future. Although poverty has declined from 42.7 percent in 1991-92 to 35.6 percent in 1995-96 according to the World Bank's 1998 poverty assessment, the incidence of chronic poverty still remains unacceptably high.

Recent fiscal and monetary policies have been appropriate, but not sufficiently firm. Revenue shortfalls relative to budgetary targets and poor tax administration have kept the tax-to-GDP ratio very low. The budget deficit narrowed slightly (to 5.3 percent of GDP in FY97 from 5.7 percent the previous year). Monetary policy accommodated the government's financing needs in FY97, and net domestic financing of the budget deficit remained at about 1.9 percent of GDP (World bank, 1998). Credit to the central government has declined during the first six months of FY98. Inflation, a relatively low 4 percent during FY97, has been rising and was at 6 percent on a year-on-year basis in December 1997. The stock market went through a boom-bust cycle in FY97; prices and turnover have not recovered despite some reforms.

The current account deficit narrowed from 5 percent to 3 percent of GDP in FY97 as exports picked up after the disruptions of FY96, remittances rebounded, and import growth remained sluggish. Nonetheless, the capital account remained under some pressure. Foreign exchange reserves continued their decline in FY97 and stabilized somewhat in FY98, with reserves at USD 1.77 billion (2.8 months of imports of goods and services) as of mid-February 1998. Aid disbursements remained below expectations. The Bangladesh Bank devalued the taka-dollar exchange rate by 4.6 percent during FY97, but this still left more than 4 percent appreciation of the real effective exchange rate. Five mini-devaluations amounting to 6.1 percent were made between July 1997 and February 1998. These developments reinforce the need for sounder economic management, focusing on better resource allocation, fiscal consolidation and exchange rate flexibility.

Exports doubled to 16 percent of GDP over the past decade following economic liberalization. Exports of ready-made garments went from USD 7 million in 1981/82 to USD 3 billion in FY97, testifying to Bangladesh's potential as a competitive producer. Frozen seafood exports doubled in the past five years to USD 322 million, leather showed some growth, and tea has recently done well. However, Bangladesh needs to reap further gains by diversifying into other labour-intensive manufacturing and agro-processing activities, and natural gas.

Bangladesh has so far remained outside the turbulence that is shaking East Asian and Southeast Asian financial markets. Working in Bangladesh's favour are the absence of substantial portfolio investment, short-term external debt, and capital account convertibility, the low foreign exchange exposure of domestic commercial banks, and the preponderance of long-term concessional development assistance. However, the appreciation of the real exchange rate, thin reserves and a fragile banking system heighten the need for sounder economic management. Recent discoveries of natural gas and private participation in power generation hold out considerable potential for foreign investment flows. Around USD 300-350 million in FDI could be expected in the gas, power and other sectors in FY98, and more in FY99.

2.1.2 Poverty

Poverty in Bangladesh has declined in the 1990s, but the remaining challenges are massive. Both the lower and upper poverty lines indicate a statistically significant decline in poverty after 1991-92 (World Bank, 1998). The incidence of very poor declined from 43 percent of the population in 1991-92 to 36 percent in 1995-96; the incidence of poor declined from 59 to 53 percent. Although poverty has declined in both rural and urban areas, rural poverty is still higher than urban poverty. Reducing the poverty of the very poor living in rural areas, still at 40 percent of the rural population in 1995-96, remains a massive challenge.

In terms of levels of poverty, differences can also be observed within the urban and rural sectors between geographical areas. The Dhaka, Chittagong and Khulna administrative divisions have lower incidences of urban and rural poverty than the Barisal and Rajshahi divisions. This is not surprising, given the positive impact of large cities in the Dhaka, Chittagong and Khulna divisions. Within the rural sector, the areas corresponding to the old districts of Sylhet, Comilla, Noakhali and Chittagong have the lowest poverty measures, followed by the areas corresponding to the old districts of Dhaka, Mymensingh, Khulna, Jessore and Kushtia. The areas corresponding to the old districts of Barisal and Patuakhali, especially those of Faridpur, Yangail, Jamalpur, Rajshahi and Pabna, all appear to have higher poverty rates (World Bank, 1996).

It is clear that women and men experience poverty differently. The fact is that women are more vulnerable to impoverishment and have less opportunities for overcoming poverty. The sex of the head of the household does not have a large impact on poverty at the national level, but if the urban and the rural sectors are considered separately, the headcount index for female-headed households with the lower poverty line is significantly higher than that of male-headed households in urban areas. In addition, rural households headed by women have a higher probability of being among the very poor than households headed by men (45 percent versus 39 percent). The headcount ratios for poor households are virtually identical for both female- (52 percent) and male-headed (53 percent) households. To the extent that female-headed households have smaller families, and that use of per capita consumption as the welfare indicator underestimates poverty among smaller families compared to larger families, differences in poverty between female and male-headed households are likely to be larger. Further, if the distribution of consumption within households favours men, poverty among women is likely to be higher still. In terms of marital status, unmarried heads are less poor than married heads, and married heads are less poor than widowed and divorced heads (World Bank, 1998).

Land-ownership and education appear to be two variables with a large impact on poverty. In 1991/92 for example, with the lower poverty line, there was a continuous decline in the headcount index from 54.87 to 8.17 percent as the amount of land owned rose from less than 0.05 acres to more than 7.50 acres. The headcount index is calculated by the World Bank and represents the percentage of the population below the poverty line. With the lower poverty line, the headcount index declines dramatically as the educational level of the head of the household rises, from 56.56 percent for the illiterate to 4.09 percent for those with higher education. The same trends are observed with the upper poverty line (World Bank, 1998).

In the agricultural sector, there is a marked hierarchy across poverty lines from owner farmers to tenant farmers, workers in fisheries, forestry and livestock, agricultural workers with family land, and finally landless agricultural workers and day-labourers. The poverty measures among the latter group are very high, almost reaching 80 and 90 percent respectively for the headcount index with the lower and upper poverty line. In the non-agricultural sector, most high-level employees (executives, officials, professionals, teachers), as well as the majority of small businessmen and petty traders, escape poverty even with the higher poverty lines. Factory workers and artisans rank third, followed by communications workers. Servants and day-labourers have relatively higher poverty rates, especially with the lower poverty line. The household heads who have a second occupation tend to be poor, which suggests that they have this second occupation out of necessity. The only exception is that of heads whose second occupation is owner-farmer (World Bank, 1996).

Finally, in the rural sector, a lack of land-ownership remains the foremost determinant of poverty. In the urban sector, occupation and education have more impact. Poverty tends to increase with household size. The differences in poverty measures according to other household characteristics, such as family structures and age and religion of the household head, are small in most cases.

2.1.3 Gender Concerns

The Constitution of Bangladesh accords women equal status with men and forbids discrimination against women. It goes further, declaring that steps should be taken to ensure

the participation of women in all spheres of national life and that nothing shall prevent the state from making special provisions in favour of women and children. The Constitution also provides equal opportunity for women to participate in politics and public life.

Women as voters are gaining in visibility and political strength. There are thirty reserved seats for women in the Parliament to ensure their participation in politics, in addition to the three hundred elected seats. Although women are also eligible to contest the elected seats, very few women have been elected to Parliament through the direct electoral process. In 1996, 36 women candidates were nominated and 5 were elected. In the by-elections in September 1996, two more women were elected, bringing the number of directly elected women to seven or about 2 percent of the total seats. In the present cabinet four of 27 ministers (around 15 percent) are women including the prime minister (Ministry of Women and Children Affairs, 1997).

However, women remain in a subordinate position in Bangladeshi society and are subject to discrimination both in cultural practice and at law. This has resulted in significant disparities between women and men in health status, educational attainment and income. Although women's development is a stated objective of the Government of Bangladesh and although the status of women has improved markedly over the last quarter of a century, progress in the removal of disparities has been limited. Lack of access to education, health care and job opportunities continues to block their progress especially.

In general, the literacy rate (of population of 15 years and above) increased to more than 48 percent in 1995, from 24 percent in 1981. During the same period it increased from about 31 percent to more than 56 percent for the male population and only from about 16 percent to 39 percent for the female population. In other words the literacy gap between male and female has increased from 15 percent in 1981 to about 17 percent in 1995 (MWCA 1997). According to "The State of World Population", United Nations Population Fund, 1997, women's health status is still considered to be low in Bangladesh, as indicated by a high maternal mortality (850 per 100,000 live births in 1996), an infant mortality rate of 78 per 1,000 live births (1996), and a contraceptive prevalence rate of about 45 percent in 1998. Only 45 percent of the population have access to basic health care (1996) and only 14 percent of births were delivered with the help of trained attendants (1996).

A large majority of women who live below the poverty line do not receive education. Consequently in most cases, employment opportunities are restricted for women. Social constraints and norms relating to the women's role also contribute to lower employment, though women are major contributors to the household economy. A gradual increase in female labour-force participation during the last decade is evident from statistics. According to estimates of crude activity rate, female labour-force participation rose to 39 percent in 1991, up from 4 percent in 1981 while male labour-force participation only rose from 53 percent in 1981 to 55 percent in 1991 (MWCA, 1997).

The violation of women's rights in Bangladesh is extensive in all spheres of Bangladeshi society, and evidence shows that violence against women is increasing. Some of the violence committed against women is related to disputes over dowries. 1995 data indicate that, on the average, Bangladeshi women are still married at a significantly earlier age (approximately 20 years) as compared to men (around 28 years). The percentage of never-married women (nearly 30 percent) is significantly lower than that of never-married men (around 45 percent). An opposite pattern was observed in the case of currently married men and women. About

8 percent of the female population are widows, while only 1 percent of the male population are widowed. (MWCA, 1997)

Furthermore, rape, murder, acid attacks, trafficking in women and children, coercion of various kinds, and repression at home and outside have become common phenomena in the society. Some incidents of violence are reported to the police. In most cases, however, reported violence represents only a small proportion of the actual violence committed. Women are often unaware of their rights because of the continued high illiteracy rates among adults and unequal educational opportunities. Also, strong stigmas and lack of economic means to obtain legal assistance frequently keep women from reporting cases and seeking redress in the courts. Although women's rights are formally guaranteed in various laws, enforcement of these laws is weak, and there is still a big gap between the intentions of the laws and women's de facto rights. The total number of reported cases of violence against women rose from about 1750 cases in 1994 to almost 6000 cases in 1996. (MWCA, 1997)

The Government of Bangladesh is committed towards gender equality, equity and women's empowerment. Bangladesh ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in November 1984. As a follow-up to the United Nations Fourth World Conference on Women in September 1995, the Government of Bangladesh endorsed the Beijing Platform for Action and adopted a National Policy for Women's Advancement (NPWA). Furthermore, the Fifth Five-Year Plan's (1997-2002) main aim is to integrate women's development into the macro framework and to reduce gender disparity in all sectors through the integration of women into mainstream development efforts. A major thrust of the Fifth Plan with regard to gender equality will focus on strategic concerns such as poverty reduction, public employment, education, health and legal protection.

2.1.4 Environment

Substantial increases in irrigated area and use of modern rice varieties have led to production growth in Bangladesh in the last decade. Continued and accelerated agricultural growth, which is important both for national economic growth and for poverty alleviation, will require further intensification. There has been increasing concern, however, that intensive agriculture may be undermining Bangladesh's natural resource base and its environment. This concern has two components. The first is that intensive agriculture may not be sustainable. The second is that it may be damaging to the environment or to other productive sectors such as fisheries, particularly through water pollution.

In relation to sustainability, concern has been expressed that intensive agriculture harms the environment more generally. In particular, the rapid increase in the use of pesticides is thought to pose two threats: a) adverse health effects for farm workers and others exposed to pesticides; and b) contamination of ground- and surface water, harming downstream users of that water and damaging inland fisheries.

There is considerable scope for the research and extension service to assist farmers in developing appropriate responses to degradation problems. This will require a reorientation of research efforts towards an increased focus on site-specific conditions, on long-term research, and on cropping systems and practices used by farmers.

Showing awareness of these potential threats, Bangladesh has so far signed, ratified and acceded to 22 international conventions, treaties and protocols relating to the environment.

The important ones among them, signed at the UN Conference on Environment and Development (UNCED) held at Rio de Janeiro, Brazil, in 1992, are Agenda 21, the Climate Change Convention and the Biodiversity Convention. Agenda 21 provides a basis for attaining sustainable development through policies initiated and co-ordinated at national level. The Development Plan and the National Environment Management Action Plan (NEMAP) all stress Bangladesh's commitment to implement the international conventions and treaties it signs from time to time.

Environment, as in the Environment Protection Act 1995, includes water, air, land and physical properties, and the inter-relationships which exist among and between them and human beings, other living creatures, plants and micro-organisms. The environment is thus the sum total of all social, physical, biological and ecological factors. It is now widely accepted that there must be an integrated approach between environment and development, which means the integration of the environment into development planning and activities. Bangladesh has many environmental problems, natural and man-made, such as frequent natural disasters, industrial pollution, poor health and sanitation, deforestation, desertification, changes in climatic conditions, salinity, and the deteriorating habitat of flora and fauna.

Sustainable environmental management has emerged in response to the need for a new co-ordinated approach and practices which can accommodate diverse realities, yet are not so all-encompassing as to be vague or ineffective in leading to action. Such action must still flow from institutional arrangements, policy making, resource mobilisation, and initiatives by the society's major actors, such as government at all levels, NGOs, leaders of business and civil society groups. The flow must, however, be within an interactive and dynamic framework where the promotion of sustainable environment for all the people is the goal.

From 1995, a series of consultations took place between the Department of Environment (DOE), and representatives of public and private sector firms. Consequently, a forum for dialogue was initiated. Continuation of this mode of work is vital, and hopefully this attitude can be further strengthened in elaborating of the remaining set of sector-wise rules and regulations.

2.1.5 Democracy, Human Rights and Good Governance

The human rights situation in Bangladesh still requires improvements on several fronts. The poor are vulnerable, exploited and deprived of most social services, and land tenure is insecure. Insecurity of women and girls and incidents of violence occur too often. Problems relating to political and arbitrary arrest, denial of fair trials and insufficient judicial capacity, discrimination based on race, sex and religion, and extensive use of child labour also occur.

The Constitution of Bangladesh guarantees equal rights for women and men in the public sector and forbids discrimination against women. New laws and regulations are being made in the interests of ensuring women and children equal rights, but the fact is that there is an immense difference between women's formal rights and the actual situation (see section 2.1.3).

The constitution of Bangladesh distinguishes between two different types of regulation of fundamental human rights. The first set of rights are fundamental to the government of the state of Bangladesh, but are not judicially enforceable as the basis of individual rights. The most relevant ones are those covering areas such as the promotion of local government

institutions, the participation of women in national life, a general reference to fundamental human rights and freedom and respect for the dignity and worth of the individual, free and compulsory education, equality of opportunity, and the separation of the judiciary from the executive. The second set of rights are individual in nature and legally enforceable. These include the right to equality before the law and equal protection by the law, freedom from discrimination in general and in the matter of employment in public service, detrimental action, respect for life and liberty in accordance with the law, safeguards against arrest and detention, freedom from forced labour, and protection in relation to trial and punishment.

The political will in Bangladesh to establish a National Human Rights Commission seems to be strong. An initiative has already been adopted to provide background information to be used by the Permanent Law Commission and the Ministry of Law, Justice and Parliamentary Affairs in the process of drafting a bill for the National Human Rights Commission. However, even though the political will exists, the institutional capacity and human resources to set up such an important institution are still lacking in Bangladesh. The timeframe for this important legal institution to be in place and functioning is still unknown.

Although it is not a new issue, in order to strengthen local government and decentralisation as part of good governance, the Government of Bangladesh has set up a Local Government Reform Commission. The future structure of local government will consist of autonomous bodies operating at District, Thana and Union Gram Parishads levels. In addition to this, popular participation at village level also seems to be under consideration. According to the Fifth Five Year Plan (1997-2002), in fulfilling the commitment of the democratically elected government, each of the local-level institutions will have well-defined and extended functions to carry out, and standing committees for such fields as (a) law and order, (b) health and family planning, (c) agriculture, irrigation and environment, and (d) education, social welfare, and the development of women and children, among others, will be established to assist local government bodies at all levels in conceiving, designing, formulating and implementing local-level development programmes and projects. It is the aim of the government to "hand over" decision-making powers to local government institutions and thereby enhance their sense of ownership and responsibility. Local government bodies will therefore be vested with roles and responsibilities, with a particular focus on how the local institutions can be made participatory so that they can enable people in local areas to provide inputs to planning, and on how, through a process of bottom-up planning, the development programme/projects of various tiers of local government as well as central government will be integrated.

2.2 Government Programmes and Policy Framework

2.2.1 Macro Policies

The macro-economic and development goals and objectives for Bangladesh are described in the Fifth Five-Year Plan (1997-2002). The main ones are:

- alleviation of poverty through accelerated economic growth during the Plan period to bring about a noticeable improvement in the standard of living of people by raising income levels and meeting basic needs;
- increasing employment opportunities and increase productivity;
- improvement of the quality of life of the rural population;
- attainment of food production beyond the self-sufficiency level;

- human-resource development, with an emphasis on compulsory primary education and vocational training;
- development of the necessary infrastructure, utilities and other services to promote growth, particularly in the private sector;
- achievement of a lower population growth rate;
- development of hitherto neglected areas like the north-west, Chittagong Hill Tracts and coastal areas;
- protection and preservation of the environment;
- closing the gender gap, giving priority to women' education, training and employment and special support for education of the female children;
- establishment of social justice;
- and putting in place effective local government institutions, at the Union, Thana and Zilla levels, and vesting in them the power and responsibility for the design, formulation and implementation of local-level development programmes and projects.

The Government's specific sector policy framework for the agriculture, water supply and sanitation, and transport sectors are described in detail below. The Fifth Five Year Plan also provides a policy framework for areas such as poverty-alleviation and rural development; local- level institutions for participatory rural development; human-resource development; and good governance. These areas are all of particular importance to Danish development assistance. With regard to poverty-alleviation, the aim of rural development is not only to lift the poor above the poverty line, but also to bring about improvements in the quality of life. The success of the rural- development strategy will, however, depend on successfully containing the problem of population growth on the one hand and providing opportunities for productive employment of family labour, including women, on the other hand. As reflected in the Plan, effective local-level institutions will be put in place and practical modalities worked out for the active participation of local people in evolving a framework for grass-roots planning and the implementation of local-level development programmes and projects.

The government's policy for poverty-alleviation and rural development is closely linked with local- level institutional capacity-building and participatory rural development. The fundamental premise of participatory development is development by the people, for the people. As part of the implementation of the Fifth Five-Year Plan, and in order to ensure people's participation in the development process, local-level institutions will be encouraged to take greater responsibility for community development, using the government as a catalyst and promotionally. An important area will be rural human-resource development, which will be strengthened along with primary and secondary education.

Finally, the government has undertaken a commitment to the nation to ensure good governance. The government will chalk out an action programme in order to ensure the design of a legal framework for strengthening the mechanism for law enforcement and the speedy delivery of justice, the reform of public administration, the down-sizing of government, and the rationalisation of parastatals.

2.2.2 Agriculture

The government policy framework for the agricultural sector is outlined in the Fifth Five-Year Plan (1997-2002), which also sets out the government's objectives, strategies and policies for the sector over the next five years. One of the important actors recognised in the

Plan is the private sector, through which entrepreneurship at all levels will be encouraged. The Government of Bangladesh is committed to a market economy and to de-centralised decision-making. The private sector will play an especially important role through increased emphasis on training, extension services, input supply, credit and improved market facilities. The NGOs are also recognised as important actors in implementing the Plan, and the government supports the role of NGOs such as BRAC, Prosika and ASA in reaching and mobilising the poor for microcredit and training as well as the provision of other services.

Over the last decade quite a number of policy reforms have been introduced within the agricultural sector, the main ones being privatisation of the input supply sector which includes the withdrawal of the government from fertilizer importation and supply; abolition of input and food subsidies; privatisation of agricultural industries, including jute, fertiliser production and chemicals; liberalisation of agricultural imports; and a broadening of the scope of the private sector in agriculture. Reforms in the agricultural sector have also resulted in lifting restrictions on minor irrigation equipment, agricultural machinery, seeds and agricultural trade.

One of the important sub-sectors is crop production. The Fifth Five-Year Plan sets out priorities and clearly states objectives, strategies and policies for crop production, fisheries and livestock. For all areas increased productivity and real incomes for farmer families are emphasised. Within the crop strategy in particular the government's priorities are support for improved seed quality, a strengthening of research and extension activities, the development of new technologies such as integrated pest management, the restoration of soil fertility, a strong emphasis on participation by NGOs and the further development of rural women, including training.

Government priorities in the livestock sub-sector include or relate to improved income generation through support for poultry production, treatment of disease, increased fodder supply, manpower training and microcredit. Another important area is strengthening research, in particular the Bangladesh Livestock Research Institute and gradual withdrawal of Department of Livestock Services from production-oriented activities such as supplying day-old chicks and breeder farms. In the fish sector, emphasis is placed on the semi-intensive poly-culture of fish in ponds, the development of credit facilities and group training.

The New Agricultural Extension Policy (NAEP), which was formally approved in August 1996, recognises the limited outreach capacity of the Departments of Livestock Services and Fisheries and thus specifies that in the future these Departments should offer information to farmers through technical support to the Department of Agricultural Extension as well as through NGOs and not through their own extension capacity. The government's new approach towards a farming system is demand-led and intended to provide farmers with advice on all aspects of agriculture. A positive move within this new approach has been to form District Development and Thana Agricultural Development Committees under the WB-funded Agricultural Support Services Project. The membership of these committees consist of government officers (extension, livestock and fisheries), NGOs, the private sector, farmers and women's groups representatives. These newly formed committees signal a reform of extension and applied research methodologies and should therefore provide a sound basis for long-term support to agricultural extension from a wide range of donors.

2.2.3 Water Supply and Sanitation

The Fifth Five-Year Plan (1997-2002) sets out the government's main policies within the water supply and sanitation sector and also light specific objectives, strategies and policies. The overall goal for the water supply and sanitation sector is to improve the health status of the people and environment by increasing access to safe water and sanitation facilities and to alleviate poverty. Government policies focus on strengthening sectoral institutions, especially those concerned with human resources and capacity-building, and strengthening local bodies through extensive training programmes in order to involve local bodies effectively in ensuring the smooth operation and maintenance of installed facilities. The government aims at strengthening poverty-alleviation by minimizing the discrimination between well-served and under-served areas and by providing water supply and sanitation free of cost or below cost to poor.

According to the Plan, another main government policy, is to increase the involvement of and collaboration with the private sector and NGOs. These two important sectors will be used to strengthen training programmes focusing on the operation and maintenance of hand tubewells and in intensifying social mobilisation. Extended coverage of water supply and sanitation facilities to remote areas will be given emphasis by increasing the installation of tubewells by both the private and public sector. It is the governments aim to increase the local manufacture of tubewells through incentives, as well as to construct community latrines, with a special emphasis on improving water supply and sanitation in the northern districts and coastal areas. The NGOs and to a certain degree the private sector will also be involved in providing "software", such as training in environmental sanitation, hygiene and health education.

The government policy framework for the water supply and sanitation sector is the National Policy for Safe Drinking Water Supply and Sanitation 1998, which was approved by the cabinet in September 1998. This policy document divides the sector into five main areas, namely rural water supply, rural sanitation, urban water supply, urban sanitation, and institutional arrangements and policy implementation. The new policy is in line with the Plan and the goal is basic access to a safe water supply and sanitation services to all citizens at an affordable cost for individual households as well as the for the country as a whole. The government is committed to making these services both equitable and sustainable.

According to the policy, the goal for the rural areas is to increase the present coverage of safe drinking water by lowering the average number of users per tubewell and to increase sanitation coverage by ensuring supply and sale for each individual household. The goal for sanitation coverage is the same at the urban level and here the government's aim is also to provide safe drinking water to each household. The national policy emphasises that women's roles in water management, hygiene and health education should be recognised and their involvement promoted and enhanced. Finally, the new policy stresses that partnership and integrated development coordination is necessary at all levels of government, local government bodies, NGOs and the private sector. The sector should strengthen institutional capacity through resource development and decentralised decision-making procedures, and a political and financial enabling environment for the private sector should be promoted.

The Local Government Division within the Ministry of Local Government, Rural Development and Cooperatives (MLGRDC) will be responsible for policy planning, co-ordination and monitoring of sector activities, including collaborating with other ministries in order to achieve a holistic approach by integrating provision of safe drinking water and sanitation into an overall health, water and environmental sector policy.

2.2.4 Transport

The government's sector policy framework for the transport sector is described in the Fifth Five-Year Plan. One of the main obstacles and characteristics of the sector has been poor financial performance and weak capital structure of public sector parastatals, which has created significant financial liability for the government. To address this problem, the government has been pursuing a two-pronged policy of privatisation and restructuring of public-sector transport parastatals in order to achieve improved administrative, managerial and operational performance. The Plan sets out the goal of achieving a growth rate of 7.5 percent per annum in the transport sector during the five-year period (1997-2002) and of developing a balanced and integrated transport network to accommodate projected traffic volumes.

This transport network will build on a development strategy with an optimal mix of the "market integration approach" and the "poles of development approach". The operational significance of this mixed strategy is that development efforts will be concentrated on the five main corridors of the Bangladesh infrastructural network and will also be reinforced by the rural transport development strategy. The rural transport system will be developed by integrating the inland water-transport sub-sector with the existing road-transport system and with the road-transport sub-sector by adding an off-road internal-access dimension. The urban transport-sector dimension will also be added to this mixed strategy. According to the Plan several steps will be made to upgrade the transport network. To begin with, "arterial corridors" will be designated "strategic corridors", and infrastructural investments in these corridors will be made to raise them to international standards so that they can carry regional and inter-regional traffic. These investments include the up-grading of bridges, ferries and roads and the two sea ports will be further developed and linked to Dhaka, which serves as the connecting point for all regions. Railway links will be established, to strengthen the links between the eastern and western part of the country

As part of the rural transport development strategy, improvements in resource mobilisation will be introduced through user charges and fees by agencies, and the management and operation of transport parastatals will be enhanced through capacity-building as well as the possible privatisation of all or parts of specific transport parastatals. Possible provision for incentive packages for the private sector in order to enhance greater participation in the transport sector as well as infrastructural building as a whole will be made.

A broadening of the framework within the overall transport-development strategy is envisaged by incorporating the vital urban-transport dimension, starting with improvements in the transport services of Greater Dhaka. The road-safety administration will be strengthened in order to minimize road accidents. Assurance of the deficit-free operation of Bangladesh Railways as outlined in the Railway Recovery Programme will be fulfilled. This also states that sub-standard ferry operations on major road networks will be improved, along with the introduction of the necessary institutional reforms to address the operational constraints of the port transit system.

In conformity with the above strategy, several construction, rehabilitation and maintenance works, as well as infrastructural programmes and projects, will be undertaken and completed. The government sees the development of an adequate and efficient transport system as a prerequisite for both initiating and sustaining economic development, and it continues to be fully committed to the development of the transport sector. One of the

most important aspects is private-sector involvement in the development of the sector. The government is committed to creating a favourable environment with regard to tariff regulation, import policies, credit facilities, training facilities etc. in order to encourage and enhance private-sector involvement.

2.3 External Assistance

2.3.1 Agriculture

The agricultural sector has received extensive donor support that has enabled both production-based and area-specific projects and institutional strengthening components to be implemented by government. The main donor group consists of both multilateral and bilateral agencies, namely the World Bank, the Asian Development Bank, the EU, UN agencies (UNDP, IFAD, FAO), and Germany, the Netherlands, Sweden, Japan, Great Britain, Belgium, Australia, the United States of America and Denmark.

The main donors in the agriculture sector, apart from Danida, include the WB, which is actively engaged in reform of the crops sub-sector through the Agricultural Support Services Project (ASSP), the Agricultural Research Management Project and the new Crop Sector Investment Programme; the Asian Development Bank (ADB), with the Participatory Livestock Development Project (with co-financing from Danida), support for horticulture and minor irrigation in the north-east; the International Fund for Agricultural Development (IFAD), with the Crop Diversification and Intensification Project and the Aquaculture Project; the EU, with assistance in cereal production, rice production and minor irrigation; and FAO and UNDP, the latter with a soil-fertility and fertilizer-management project which mirrors the work of Danida in this field.

There is little co-ordination of donor activities by government. Although the Local Consultative Group organised by UNDP holds informal meetings which provide a means of exchanging information and avoiding some duplication, this does not amount to an effective co-ordination of operational procedures and programmes in the field. Donor support at District and Thana levels has been so strong that the whole agricultural sector programme could be said to be donor-led. Without effective co-ordination and prioritisation, this has reduced the capacity of the government to implement an integrated programme promoting the recently formulated priorities and strategies contained in the new policies and the Fifth Five-Year Plan. Co-ordination of donor activities, particularly at local government level, has been so weak that District and Thana offices act as receivers of aid-assisted projects rather than agents for promoting development and improvements to poor rural households and women.

2.3.2 Water Supply and Sanitation

There are a large number of external donors providing assistance to the water supply and sanitation sector. Besides Danida, the most prominent organizations are the World Bank, the Asian Development Bank (ADB), the Islamic Development Bank (IDB), UNDP, UNICEF, IFAD, Swiss Development Cooperation (SDC), the United Kingdom (Dfid), the Netherlands and NGOs. External assistance to the water supply and sanitation sector is coordinated through a sub-group under the Local Consultative Group, with the government as an active partner.

Currently the largest externally assisted project within the water supply and sanitation sector is the National Arsenic Mitigation Project, which is supported by the World Bank through an IDA credit. SDC is also co-financing this project, and the Dutch Government has agreed to support it in principle under a co-financing agreement as well. Support to rural water supply and sanitation, especially for WATSAN activities, are beside Danida provided by IDB, UNICEF, IFAD, UNDP and the World Bank (through their Regional Water Supply and Sanitation Group for South Asia or RWSG-SA), Dfid and SDC. Several local and international NGOs participate as partners in this support, which focuses on the following activities: installation of tubewells and sanitation latrines; training of caretaker families; operation and maintenance training; health and hygiene education; community development and capacity-building; beneficiaries participation; and information on arsenic, water collection and conservation.

UNDP also provides support for the Sustainable Environmental Management Programme being carried out by the Ministry of Environment and Forests, which has a component for a community-based water-supply and sanitation project. This component is to be implemented by the Department of Public Health Engineering, NGOs and community-based organisations (CBO). Actually more than 600 NGOs and CBOs are involved in the sector providing water-supply and sanitation services in both rural and urban areas. The major international ones are CARE and Water Aid, the national ones BRAC, Proshika, Grameen, ASA and CODEC.

2.3.3 Transport

Most of the multi- and bilateral donors operating in Bangladesh are involved in activities within the transport sector, which consists of quite a number of sub-sectors, the major donors dividing their support to them. However, several of the external donors are involved in more than one sub-sector. Beside Danida, the main donors for the transport sector are the World Bank, the Asia Development Bank (ADB), Dfid, SDC, USAID, Cida, Sida, GTZ, and IDA, KFW, EC, IFAD, OPEC and Japan; Saudi Arabia and the Netherlands also support the sector.

The World Bank is supporting the inland water transport sub-sector with financial and technical assistance, and assisting the government by setting up a regulatory and legal framework and gradually handing over the provision of services to the private sector. The World Bank, along with ADB and Dfid, is also providing support of the development of the road sector under the responsibility of Roads and Highways Division. A key component under the World Bank-funded Second Road Rehabilitation and Maintenance Project is the Institutional Development Component, which is funded by Dfid. This component is assisting in capacity-building at the Roads and Highways Division and in improving management and planning capacity. A new dimension of this project is one dealing with road safety.

ADB is considering new interventions in the road sub-sector. A possible Third Roads Improvement Project may *inter alia* improve the strategic traffic corridor between Dhaka and Khulna and link up with Mongla Port. This particular traffic corridor has significant importance for the economic development in two out of the five priority districts selected for Danida assistance, namely Patuakhali and Barguna Districts.

Sida is providing support for institutional strengthening of the Local Government Engineering Department (LGED) under the Ministry of Local Government, Rural

Development and Co-operatives (MLGRDC), which is considered one of the most efficient and effective government organisations within the sector, by both service users and external donors. Institutional development of the organisation is important in order to enhance the momentum which has been built up during recent years. Another important aspect is donor coordination, especially given the high number of donors involved in the sector, in order to avoid duplication and overlap. Danida is actively involved in donor coordination within the sector and is also assisting the strengthening of the institutional system at districts and Thana level.

3 DANISH DEVELOPMENT ASSISTANCE TO BANGLADESH 1995-1998

3.1 An Overview

3.1.1 Bangladesh Country Strategy Paper

Development assistance to Bangladesh over the period 1995-1998 has been provided under the framework of the "Country Strategy Paper for Bangladesh", which was published in English in July 1995. The paper was originally drafted in Danish in 1994 and reflected the new Danish strategy for development assistance approved by the Danish Parliament in May 1994.

In the "Country Strategy Paper for Bangladesh", the strategic principle of sector concentration is introduced, and the sectors selected for future support in Bangladesh are stated. These sectors were water and sanitation, river transport and agriculture; project assistance to for example, the health and education sectors was to be phased out. Project assistance through local NGOs in the areas of human rights and democracy is, however, included in the strategy as an area of support, and this will be continued.

The paper also outlined the new sector programme support (SPS) approach and it has functioned as a framework for identification and formulation work undertaken during the period for each of the three sectors. Identification and formulation work in the area of human rights and democracy has also been undertaken, preparing an overall framework and identifying three components for possible future support in these areas.

The strategy paper is to be revised during 1999.

3.1.2 The Project Portfolio

According to the existing strategy paper, the indicative planning figure for the country frame is DKK 185 million for 1995, increasing to DKK 250 million for 1998 and 1999. In November 1994 the total planned disbursements for 1994 was DKK 169 million and the corresponding figure for the 1998 was DKK 228 million. Though actual disbursements have thus been somewhat below planned assistance, the anticipated increase in total assistance has broadly materialised.

However, the plan figures have been changed in the annually rolling five-year plans of Danida, and plan figures for 1998 were at one point reduced to DKK 210 million. The figure for 1999 has also been reduced compared to the figure contained in the strategy paper. The latest five-year rolling plan shows the following total figures (in million DKK):

1998	190
1999	240
2000	273
2001	300
2002	300

As these figures show, the country frame for Bangladesh will be increased by more than 50% over the next five years.

In the strategy paper, the three selected sectors are anticipated to receive about the same amount of support, that is, about one-third of the frame for each sector. Support to human rights and democracy was expected to receive only about 2% of the total frame and other projects were anticipated to be basically completed, so no funds were allocated to them in the indicative budget in the strategy paper.

This planned sectoral distribution of funds has not been strictly adhered to. Figures for planned disbursements for 1998 indicate that almost 50% goes to transport, some 30% to agriculture and only about 10% to water and sanitation.

The high figure for transport reflects support to the Aricha-Dhaka highway. This will end soon and future support to the transport sector is expected to become focused on rural transport infrastructure. The percentage for agriculture broadly reflects the expected programme over the coming period, with agriculture receiving about one-third of the total of the expected DKK 300 million in the future country frame. Figures for support to the water and sanitation sector are also expected to increase towards a percentage closer to the one-third originally planned for.

3.2 Country Objectives and Strategies

3.2.1 Overall Objectives

The Country Strategy Paper specifies the overall objective for the Danish development assistance to Bangladesh as "to assist in the reduction of poverty". The strategies to achieve this are stated as:

- limiting the number of sectors;
- concentrating on productive sectors with a growth potential;
- focusing on social sectors, reducing risks of crisis for target groups;
- promoting respect for women's issues and their active participation in development;
- geographical concentration, promoting synergy effects.

This specification would basically appear to be in accordance with the general objectives and strategies of Danish development assistance and also accords with the general development objectives of the Government of Bangladesh.

More specific strategies and operating principles are indicated by the sectoral choices, geographical focus and implementation arrangements, discussed below.

3.2.2 Sectoral Choices

The Country Strategy specifies three sectors into which future Danish support will be concentrated, namely water and sanitation, river transport and agriculture. Projects in other sectors will gradually be phased out during the five-year period covered by the strategy.

This sectoral choice reflects the emphasis in the overall Danish development strategy of promoting economic growth and employment as well as the social sectors. Agriculture is the dominant sector in Bangladesh in terms of income creation and employment and of utmost importance not least for the poorer sections of society. In supporting agriculture and transport infrastructure, the Danish strategy is to contribute to increasing agricultural

production as well as access by poorer sections of farmers, men and women, to agricultural produce markets and input supplies. With support to water supply and sanitation, the strategy is at the same time one of contributing to alleviating one of the major constraints in improving health conditions.

Support to the water and sanitation sector is basically a continuation of a support to rural water supply and sanitation, which has been provided over many years through a UNICEF-administered programme. This programme, to which Danida and UNICEF, together with Swiss Development Cooperation, were the largest donors, is being phased out. In the priority districts (see further below) the focus on rural areas will be extended to include the smaller towns. A pilot project was under implementation at the time of the evaluation and it was envisaged that the experience gained would be used to design future support to urban water supply and sanitation in the districts of the coastal belt, where there are special water-resources problems.

In selecting river transport as a sector for the future sector programme approach, the strategy again took previous Danish support into consideration. Danida had provided support in the form of the delivery and financing of ferries and landing stations and related technical assistance and training. It is envisaged that future support will be coordinated with the World Bank, which was undertaking a programme for the entire river transport sector. Danish institutional support to the national ferry corporation for planning, operation and management was also foreseen.

Support to the agricultural was to be concentrated on the crops sub-sector, though in priority districts this was to be expanded to include horticulture, aquaculture and animal husbandry. The support to the crops sub-sector "...will include building up a coherent programme for the sector..." and will include support to rice and wheat production as well as to diversification. Activities will focus on balanced soil fertilisation, the supply of high-quality seed and plant protection. Grain storage will also be supported by the already planned renovation of grain silos. In the priority districts the target groups will be the poorest sections of the population, the landless (extreme poor) and near-landless subsistence farmers (moderate and vulnerable poor). Women, including female-headed households, will be targeted particularly by supporting kitchen gardens and small livestock production.

3.2.3 Geographical Focus

In the strategy, geographical concentration is stated to be a way of promoting synergy effects, both within the total Danish support portfolio and between donors and the government. The geographical focus was to be on five coastal belt districts: Noakhali, Laksmipur, Feni, Patuakhali and Barguna.

The reasons for selecting these five districts as the priority districts for Danish development assistance in the strategy are several. First, these districts are generally among the poorer areas in the country, and at the time it was estimated that more than half the populations in these districts were extreme or moderately poor. Secondly, there were few other donor projects and programmes in these districts, which in addition appeared to be relatively under-served by the Government. Thirdly, these districts are prone to natural disasters like typhoons and flooding, the coastal belt being the delta area and typically lowland, swampy areas. Finally, in the past Danish assistance has been concentrated in some of these districts, which gives solid experience to build on.

3.2.4 Implementation Arrangements

The Country Strategy Paper does not imply major changes in implementation set-ups as far as the use of technical assistance and channelling of funds are concerned. It is stated that the sector programme support approach will build on the local institution's own know-how to a greater extent, but that technical assistance personnel will continue to have endorsing and supervisory responsibilities concerning financial management and accounting. It is expected that there will be a lower number of technical assistance personnel, but a greater need for more centrally placed specialists, for example, in areas of management and administration. The channelling of funds will continue to be based on the concept of a "project account" to which funds are channelled directly.

In general, implementation is to be by and through the government, with technical assistance personnel having advisory roles only. It is acknowledged, however, that the capacity and capability of the government is weak in certain respects, and implementation will therefore to some extent be through NGOs, both Danish NGOs, with their own programmes in Bangladesh, and Bangladeshi NGOs, which may be either local or nationwide in their coverage. The former assistance, however, has been outside the country frame since 1995.

The Country Strategy Paper stresses that local (Bangladeshi) NGOs are extensively involved in the implementation of Danish development assistance because they supplement the weak public sector. The paper also emphasises that the function is to supplement, not to replace the public sector. There is still a "...need for an institutional base for the development process in the public sector". However, there is no specification in the paper of how, when and under what conditions local NGOs should be used.

3.3 Performance and Impact of Selected Projects

3.3.1 Agriculture

The core of the assistance which has been provided to the agricultural sector and which is basically expected to continue well into the coming planning period can be broken down into three sub-sectors: crops, aquaculture and livestock. The projects in the crops sub-sector have nation-wide coverage. They provide support to national level agencies and institutions, but have large elements of field activities (demonstration activities) in a number of districts and Thanas in different parts of the country. In aquaculture the project portfolio consists of one project in one district which has been ongoing for some time, and two more recent projects which are essentially replications of the ongoing one. The new projects will be implemented in five new districts, that is, in the districts which are selected as priority districts in the present strategy. The future livestock sub-sector support is also geographically concentrated in the five coastal priority districts and is focused on poultry.

As indicated above, this support has been formulated and is being implemented as projects. The projects have specific and relatively narrow immediate objectives, in accordance with the project assistance approach. The projects are well designed for their immediate objectives and generally implemented or expected to become implemented as designed. There are, however, two general observations in this respect. First, to some extent, and rightly so, the projects involve NGOs in their implementation. This raises general issues which are dealt with elsewhere in this report, but also a more particular issue of the competence of NGO staff carrying out extension work has been raised. It is of the utmost importance that the staff are well trained, but performance is not always satisfactory in this

respect, apparently because of somewhat rigid training schedules, which are difficult for NGO staff to meet. Secondly, the present designs may in some cases and to some extent discourage the involvement of the private sector. It can be difficult for the private sector to increase its role in providing inputs and services to farmers if projects are supporting the government in providing such services without, or with less than, full cost recovery.

The crops sub-sector projects have a nation-wide perspective supporting the government research and extension system for agriculture. The overall aim is to assist the government in improving this system by providing assistance to farmers to enable them to increase productivity. The projects apply a bottom-up approach and provide training to farmers, women as well as men. They also make important, positive contributions to environmental improvement by assisting in introducing more balanced uses of fertilizers and in reducing the use of pesticides. The focus of the projects is on small and marginal farmers, and there is little doubt that they are having a positive impact in terms of overall Danish objectives for development assistance. However, some issues can be raised concerning the possibilities for increasing the impact. First, a broader cross-section of farmers, and particularly women farmers, could probably be involved. This might lead to an improved level of reflection on farmer's needs and priorities (and of both men and women farmers) and take into consideration the various micro-constraints (such as access to credit, marketing, salinity, etc.) which different types of farmers are facing. Secondly, greater integration of the present project's activities in the sub-sector would improve the scope for applying a farming-systems approach taking a holistic view of the farmer's situation. Thirdly, there would appear to be good scope for strengthening the bottom-up approach, if support at local levels were to include support through the newly established Thana Agricultural Development Committees.

The aquaculture project which has been implemented in one district since 1993 has been quite successful in promoting multi-culture fishponds. Target groups are landless and marginal farmers, and many women as well as men have received support. A group approach has recently been introduced, and the project uses NGOs to assist with community organisation. In spite of these positive aspects to the projects, the long-term sustainability of the impact might be at risk. There seems to be little institutional strengthening of the Department of Fisheries, as the project recruits and trains the extension staff providing the services to the farmers and pays their salaries. In the livestock sub-sector the projects are built around a simple poultry model which has enabled poor and marginal farmers, in particular women, to raise semi-scavenging chickens for sale and home consumption.

3.3.2 Water Supply and Sanitation

Danida has been assisting the rural water supply and sanitation sector in Bangladesh since 1972 through UNICEF. This programme has been completed (see Evaluation Report No. 1999/2, Rural Water Supply and Sanitation Programme, Bangladesh). Danida's first bilateral-assisted urban water supply and sanitation project began in 1990 in two coastal districts, in an area where Danida had been working bilaterally for a number of years on integrated rural development. Three of the ongoing activities will be continued and form part of the SPS for water supply and sanitation. These three components are the Water Supply, Sanitation and Drainage in District and Upazila Centres - Phase 1 (Laksmipur and Chaumohani Pourashavas); the Integrated Water Supply and Sanitation Programme Through Partner Organisations; and the International Training Network (ITN) Centre for Water Supply and Waste Management.

For all of these components the overall, general assessment is that they are and have been performing well. Under the Water Supply, Sanitation and Drainage in District and Upazila Centres - Phase 1 (Laksmipur and Chaumohani Pourashavas), all planned activities were completed, even though an extension of two years was required. Two of the main reasons for delay were the involvement of local government (especially due to the change of the publicly elected Pourashava Chairmen) in planning and implementation, and delay in the physical construction work. However, the objectives were reached with additional institutional strengthening and capacity-building. The various reviews and assessments of the Phase 1 pilot project concur that the performance has been a success and that given the fact that Phase 1 was a pilot project with many new concepts being tested, the delay were not unreasonable.

It can be questioned whether the project under Phase 1 has led to long-term sustainability with regard to local institutional capacity and development. The strength of the institutional structures are important, especially in the context of the long-term goal of elimination of poverty and increased democracy and gender equality. It is therefore important that Phase 2 of the project includes specific and detailed plans for institutional changes and strengthening.

With regard to the achievement of objectives, the performance of the Integrated Water Supply and Sanitation Programme Through Partner Organisations Project has, in general, been satisfactory. The NGO Forum is now actively integrating its delivery of hardware and water-supply activities with software activities such as sanitation, hygiene and health education. The project has assisted in improving access to safe drinking water and hygienic latrines, particular for the poor and women in under-served areas. Another strength of this project has been its effective development of communication, advocacy and training materials, which have targeted relevant groups such as school teachers, students, local leaders, Imams, NGO village workers and decision-makers. However, it was noted that the incorporation of gender issues especially, such as reproductive health information, could be strengthened in the materials produced.

Finally, the International Training Network (ITN) Centre for Water Supply and Sanitation and Waste Management Project has also performed well. The ITN Centre, which is located at the Bangladesh University of Engineering and Technology (BUET) and is being run through the Regional Water Supply and Sanitation Group, South Asia (RWSG-SA), is fully operational and has progressed fairly well in establishing a national network of cooperating institutions. Until now, the Centre has concentrated on capacity-building of the six sub-centres and the development of educational materials. The sub-centres are still in need of more faculty staff and suffer from acute shortages of books and training materials as well as financial constraints. It is clear that the regional, inter-regional and international linkages are still weak.

Of the three projects reviewed above, only Phase 1 of the urban coastal belt project has had an impact-assessment study carried out to look at the impact of the health conditions of the targeted population. Although it is clear that the NGO Forum support project has helped increase water supply and sanitation service coverage, particularly among the rural poor, the planned health impact has not yet been assessed. It is also too early to assess any impact of the establishment of the ITN Centre on the sector.

It is clear that the Phase 1 project has been a positive example of how successfully to integrate the delivery of hardware with the necessary software activities. All the activities under the project have been carried out with the stakeholders' participation, and the environmental hygiene and health education has resulted in a positive impact on the overall health conditions of the targeted population. The participation of all stakeholders has also increased the sustainability of community management, operation and maintenance, and promoted a feeling of local "ownership".

To ensure the long-term sustainability and continued quality of the project's impact upon the health of the beneficiaries, the short-term impact assessment should be followed up with a long-term assessment of the actual health of the population, especially with regard to occurrences of diarrhoeal diseases, maternal mortality, infant and child mortality, and life expectancy. Furthermore the recent occurrence of arsenic in some of the shallow hand tubewell waters requires periodic water-quality testing and community education in drinking-water programmes.

3.3.3 Transport

The performance of the Barisal Rural Infrastructure Project (Phase 1- RDP 16) activities undertaken within the transport sector was reviewed by a second joint review mission, which in its final report of May 1998 noted that substantial progress had been made in road construction, compared to the situation reported by the first review mission at the end of 1995. This also applies to actual progress with respect to waterways, which was confined to waterway excavation and the provision of pontoons. In general the work and supervision that are being undertaken are of a satisfactory standard.

However, it should be noted that, with regard to road construction, there is a substantial reduction in anticipated earthworks, while more bridges and many fewer culverts will be required. With regard to waterways, the main failure has no doubt been that they have been treated only as a component in a road project. Reports indicate that there is a noticeable lack of local counterpart expertise in this field, as well as the absence of any real strategy for waterways, including problems of ownership and a lack of co-ordination between the responsible authorities. Another issue with regard to this part of the project is the lack of training. The project has a wide-ranging training programme, but this focusses on road construction and maintenance for local government staff and contractors at all levels.

The Local Government Engineering Department (LGED) is responsible for maintenance, and in order to fulfill this responsibility the annual maintenance budget has been progressively and significantly increased. One problem that still remains is the existing constraints on recruitment, making it difficult for the project to develop the maintenance organisation needed. It is pointed out that institutional capacity and structures must be strengthened and human-resource development enhanced.

With regard to the impact of the project activities, there is evidence in general that rural road development is a critical factor in increasing rural employment and income, especially of poor and destitute women. In particular it was noted by users and beneficiaries that the project activities resulted in a significant increase in the demand for transport and in use of the transport infrastructure provided. There was a marked improvement in access to goods and social services, in particular for those populations which are most distant and isolated. It was also noted that the activities had led to an increased supply of local rural markets in

agricultural products, in the number of traders and customers, and in direct and consequently indirect employment.

The initial project design omitted any reference to gender-specific development, as the target beneficiaries were traders and transport users. As women in Bangladesh are culturally excluded from trading and rural women are socially restricted in their mobility, they would be virtually banned from direct benefits of the project unless special programmes and activities were developed. As a result of the first review mission, a WID strategy paper now exists and a significant number of loan, credit and savings (LCS) schemes have been started. However, long-term consistency in support to women is still weak, mainly due to the fact that LCS schemes only run for two years. It is obvious that such a short period does not allow women to build up an adequate amount of savings to face future challenges confidently. The real problem remains, of course, the uncertainty with respect to the long-term availability of infrastructural jobs.

The original 1993 agreement did not consider any assessment of the environmental impact of the projects, nor did the project document refer to any requirement for this. Only by the time the first joint review took place was the need for a specific review of the environmental issues identified. The "Working Paper on Environmental Aspects" proposed an assessment in the form of an "Environmental Impact Matrix", which provided two major recommendations, first, that a baseline framework should be established within which potential impacts are defined, and secondly, that this impact-matrix framework should be used as a tool for incorporating environmental considerations in ongoing and future implementation activities. The second review mission found shortcomings with respect to the mitigation measures, which include a failure to compensate landowners and farmers for the loss of agricultural land due to construction, and an inadequate recognition of environmental hazards such as the effect of cyclones and storms on development. With regard to the future, the main priority must be to ensure that Danida's guidelines on the environment are met in all future project activities, which implies both the remaining part of Phase 1 and all of Phase 2.

4 ASSESSMENT OF SPS PROGRAMMING IN BANGLADESH

4.1 Concept and Strategic Principles

4.1.1 The SPS Approach

The SPS approach is described in the "Guidelines for Sector Programme Support" (May 1998). According to these Guidelines, "SPS is the operational approach applied by Danida for providing sector-wide bilateral development support". The Guidelines describe the SPS concept and its main features (strategic principles) as well as the preparation and administration procedures to be applied in the approach.

The main features, which are characterised as being opposed to those of the project approach, can be summarised in various ways. In the present context, the main features of the SPS strategy are broken down into five main strategic principles: (1) a long term, sector-wide perspective; (2) support for a "National Sector Framework" (NSF); (3) national ownership; (4) sector capacity building; and (5) coherent support. In section 4.3 below, the application of the strategy in Bangladesh is assessed against these five principles. This is done on the basis of the documentation available at the time of the evaluation about the development and content of the SPS process so far.

The preparation and administration of the SPS approach are part of the "SPS process", further described in section 4.1.2 below, and concern the planning of the specific support under the SPS as well as the implementation arrangements. This is assessed for Bangladesh in sections 4.2 and 4.4 respectively. SPS planning activities have taken place in Bangladesh in all of the three selected sectors of agriculture, water supply and sanitation, and transport, but the status of this preparatory work was not entirely clear at the time of the present evaluation. There has been no implementation of SPS in Bangladesh so far, so there is no experience as yet of how to implement such support. However, the formulation of the SPS includes the formulation of implementation arrangements, and the assessments in section 4.4 below are based on the information available in this respect in the documentation of the planning work.

4.1.2 The SPS Process

The guidelines are very specific in their description of the SPS process, which comprises six stages, which are basically identical to the "project cycle" under the traditional project approach. The stages are (1) identification, (2) preparation, (3) appraisal, (4) approval, (5) implementation, monitoring and evaluation, and (6) phasing out. The outcome of the identification and preparation phases is to be an SPS Document, ready for appraisal, approval and implementation.

This looks very much like a "blueprint" planning approach, but the guidelines also stress that the approach should be flexible and that planning is an "iterative process". It is emphasised that it is "...important to get away from the traditional blueprint approach...". Thus, several rounds of identification and preparatory work can be imagined, but it is not clear to what extent this further work has to take place before an SPS document is finalised for appraisal and approval. In other words, it is not clear "how final" an SPS Document has to be before implementation can start, and there is no indication of how long the preparation process could take. Similarly, guidelines for how an SPS is to be

developed further during implementation, and in particular for feeding learning from experience back into the planning process, are somewhat weak.

One important element in the guidelines is the "Process Action Plan" (PAP), which is to provide "... a description of the process and activities for each stage in the Sector Programme Support (SPS) process". A PAP will be prepared for the preparation and appraisal stages, whereas a description of the processes and activities following approval is to be integrated into the SPS Document. The intention is that an SPS Document, which will cover a five-year period, contains support over this period, and adheres to the SPS principles, will be developed and finalised. An appraisal will then take place and, if positive, approval and agreements for implementation over a five-year period will be made. Thus, approval by the Danida Board of an SPS will in principle take place every five years only and support which is not detailed in the SPS Document will be detailed as part of the implementation process. The Board will receive the minutes of Annual Consultations and the Annual Sector Review Agreements.

The guidelines refer to the Country Strategy as the "overall framework" for bilateral assistance to the individual programme countries. This will "define the programme" for a five-year period, and it is expected that the Country Strategies will "...increasingly assess and address issues related to poverty alleviation and the national situation with respect to macro-economic, structural (e.g. civil service reform and decentralisation) and cross-cutting issues (gender, environment, good governance, and democratisation/participation aspects)." The Country Strategy also determines the sectoral choice as part of the overall strategy. Guidelines with respect to the function of the Country Strategy Paper and of the role of the country programming vis-à-vis the SPS process do not exist.

4.2. SPS Programming in Bangladesh

4.2.1 The Process

The SPS planning process is therefore intended to take place under a Country Strategy which addresses the general macro-economic issues and the scope for achieving the objectives underlying Danish development assistance, namely poverty reduction, but taking into consideration cross-cutting issues. As discussed in Chapter 3, such a Country Strategy Paper was prepared in 1994 (published in English in July 1995), but it appears that it was drafted more as a paper summarising the actual assistance undertaken than as a strategy paper intended to guide a programming process.

The Country Strategy Paper does specify the three sectors in which future assistance will be concentrated, namely agriculture, water supply and sanitation, and transport, but the planning work undertaken during the period has not adhered strictly to these sectors as defined in that paper. One reason for this could be that the financial allocation to the Country Programme in Bangladesh is planned to be increased in the future. Thus, it would be necessary to broaden the scope of support in each of the three sectors selected and / or to consider the possibilities for adding a fourth sector. A broadening of the sectoral scope has been considered in the process of establishing an SPS for the water supply and sanitation sector and the transport sector, and identification and preparation work has been undertaken for possible support in the areas of human rights, good governance and democratisation.

The "Country Strategy Paper" of 1995 was drafted by Danida and was, as already mentioned, mostly a summary of the existing and planned programme: it was not drafted on

the basis of a specific "country programming dialogue" with the Bangladeshi Government. It was originally drafted in Danish and only later translated into English.

Some dialogue about the SPS approach has, however, taken place as documented in the "Agreed Minutes" from the Annual Consultations. The Government of Bangladesh was initially not supportive of this change in the programming approach, but understands the wish of Danida (and other donors) to move in a more programmatic direction. Government technical staff have participated in the SPS work undertaken by Danida so far, but the government's own procedures for approval and budgetary allocations remain project based.

In each of the three sectors, the SPS work undertaken so far has consisted of identification and formulation work, but there is not yet an approved SPS document for any of the sectors. As the assessments in what follows are based on the documentation of SPS processes, the bases of these assessments are firmer the better the documentation. Only for agriculture has documentation been available which adheres comprehensively to the formal requirements of an SPS Document as described in the "Guidelines for Sector Programme Support". For the other two sectors the bases of assessment are weaker.

At the time of the evaluation it is very difficult to see how far the identification and preparation processes of the SPSs in the three sectors have proceeded. Clearly, initial identification work has been undertaken, but there are indications that this phase is only partly finalised in all three sectors. Further, although formulation work has been undertaken in all three sectors, it is not clear to what extent the resulting documents are to be considered "final" SPS Documents ready for appraisal at this point. As no appraisals have yet taken place, the planning processes for all sectors must be considered to be somewhere in the preparation phase. There is no PAP for the overall (country programming) identification, formulation and appraisal process, but the "Agreed Minutes" of the Annual Consultations would appear to be the central point for recording and documenting of this overall programming process. The "Country Strategy Paper" of 1995 determines the sectoral choice, but this is not operational as such in the programming process. At present this process basically consists of the three SPS processes supplemented with preparation work in other areas.

4.2.2 SPS Agriculture

For agriculture, there is an SPS Document dated September 1998. In accordance with the guidelines, this document contains a Process Action Plan (PAP), which indicates that the document is a first draft of the SPS Document. It also specifies the actions needed for the document to become "final" and a time-frame. On that basis, it was expected that an SPS Document would be ready for appraisal by December 1998. If this PAP reflects the actual process, the (first draft) SPS Document available must in essence contain the support envisaged for the agricultural sector over the next five years. It is on this assumption that the assessment of the SPS in agriculture is made. There are, however, indications that the document is not "final", which means that further work is needed.

The strategy chosen in establishing an SPS for agriculture has been to start from the portfolio of existing and planned projects. There are nine such projects, most of which have been planned and approved for a period extending over the coming five-year period. Furthermore, most of these projects fit in well with the support to the research and extension system envisaged under the SPS, which provides a National Sector Framework for support. These nine projects comprise nine of the proposed eleven components over the

first five-year period of the SPS. The tenth component is support to development of a national seed- sector strategy and action plan, a component which could develop into a larger and broader support in the future. The eleventh component is an institutional component consisting basically of technical assistance, provided by a Chief Programme Advisor and two locally recruited Support Officers.

On this basis, it seems likely that the overall impact of the SPS envisaged for the first five-year period is determined basically by the impact which can be expected from the individual projects as discussed in Chapter 3 above, as the SPS components will initially include these ongoing projects.

Although there can therefore be no doubt that important impact can be expected from the SPS as designed at this point, there would appear to be scope for increasing its impact in the future. This could take place particularly by integrating of the activities of the various projects as they develop further as components in an SPS, supporting the research and extension system nation-wide. The SPS approach should also provide a good basis for addressing the issues mentioned in section 3.3.1, which could hamper the attainment of longer term sustainable impact.

Some additional synergy effects should also be expected from the attempts to learn from the specific field-level activities supported under the projects through the institutional component. The institutional component is intended to share experience among the Danida-assisted projects, to exploit this experience in policy formulation and programmes at the national level, and to provide policy advice and training. This component does, however, appear relatively weak for the functions envisaged for it (see further below).

4.2.3 SPS Water Supply and Sanitation

Two drafts of an SPS Document for the water supply and sanitation sector exist. The first draft is the most comprehensive seen in relation to the requirements for such a document in the guidelines. The second draft was elaborated after the approval of a new policy in this area (see further below) and contains an assessment of this policy document against the corresponding Danida policy paper for this sector. It is understood that a final version is now being prepared and that the present status of the preparation process for this sector is near the appraisal stage. It is also understood that an expansion of the sectoral perspective for the definition of the water sector is being considered. This concerns water-resource management, a field which Danida has supported formerly, but which was phased out in the process of reducing the number of sectors in the future. The World Bank is preparing a major support in this area (assisting in preparing a new National Water Management Plan), and it appears that Danida intends to link up with this support in the future.

The SPS Document under preparation is expected to consist of three on-going projects (or, in the future, "components"). These are the projects in urban water supply and sanitation in the five coastal priority districts and the support to NGO Forum and the International Training Network. In addition, three new components have been decided upon, namely rural water supply and sanitation in eight districts in the coastal belt and Chittagong Hill Tracts, and institutional development. It is further expected that support to arsenic mitigation and water-resource management will be provided in the future.

An impact assessment of the existing projects was undertaken in section 3.3.2 above, giving a very positive picture of the likely future impact of the SPS in the water supply and sanitation sector in so far as these future components are concerned. The planned new

components, focusing on water supply and sanitation in eight districts in the coastal belt and the Chittagong Hill Tracts, must also be judged in positive terms in relation to Danish development assistance objectives. Thus, this SPS seems likely to make major contributions to improving the health conditions in what we have called these rather under-served districts, and in particular benefiting the poorer section of these areas. The SPS will also contribute to an improved environment by reducing the risks of salt intrusion and water contamination. Women are particularly targeted with the interventions and will benefit from better health and health education, as well as from reduced workloads in fetching water. Similarly, local self-management by the intended beneficiaries is part of the approach applied to both the preparation and implementation of the support, thus promoting people's participation and local government.

There are also important institutional effects of the approach, as discussed further below. The institutional development component itself, however, may not be sufficient to assist sector-wide capacity-building, implementation of the SPS and in its further development. This seems to consist basically of one technical assistance person, placed in the Ministry of Local Government, Rural Development and Cooperatives, and of funds for short-term consultancies (expatriate and local). The component is to be centrally placed in the relevant ministry, but limited analyses of the existing institution are available. Also analyses of its functions, organisation, staffing etc., would be needed to judge the extent to which the institutional development component is likely to be sufficient for the activities envisaged. An overview of the institutional setting of the sector as a whole would also be required to assess the scope for sector-wide capacity-building.

4.2.4 SPS Transport

In transport the SPS process has been rather complex, and no overall SPS for the sector has been developed. In the past Danida has mainly supported inland waterways transport, and this assistance has provided the basis for developing an SPS for the Inland Waterways Transport sub-sector. Obviously transport, which includes for example, civil aviation and maritime shipping, is too broad a sector to provide the framework for a Danida SPS.

In the past assistance has primarily been provided to the inland waterways sub-sector and has included deliveries of ro-ro ferries, dredgers, landing stations and tugboats. A sub-sector SPS with such content, supplemented with institutional components, has been under development in recent years. However, Danida has also financed roads in the past. A rural roads project (RDP-16) commenced in 1994, a second phase is under preparation for two of the five priority districts and replication in the other priority districts is being considered. In addition, a major roads project in the same two priority districts is under preparation, with replication in the other priority districts also being considered. The existing support to national highways (Dhaka-Aricha) is considered a special support in the 1995 strategy paper, and in the future this type of support will have to be considered in the context of an SPS framework. The ro-ro ferries delivered from Denmark are connected to the national highway system.

There seems to be little doubt that the rural and major roads projects have the potential to be highly beneficial for the populations of the priority districts in terms of a general increase in economic activities, direct employment and income creation, which can benefit the poor, particularly women, provided specific targeting is ensured. The two types of road are also complementary.

A problem with a sub-sector SPS for Inland Waterways Transport is that these waterways are both an alternative and a complementary part of the roads network. Thus, it would seem necessary to consider the development of the waterways sub-sector as part of a broader sector which includes rural and major roads. Whether a sectoral framework along such lines can be developed is discussed further in what follows. At the time of evaluation it does not exist.

4.3 Strategic Principles

4.3.1 The Sector-wide Perspective

According to the guidelines, a sector "... is defined as a coherent set of activities that can be relevantly distinguished in terms of policies, strategies and programmes". Sectors can be economic sectors such as agriculture and transport, or social sectors such as health and education, or they can be "thematic" such as indigenous people or local government. It is stressed that any given sector can contain a number of "policies, strategies and programmes", and that the sector concept does not imply that sectors are independent of each other. Although the intention in this sector definition would appear clear, it is also obvious that the definition is somewhat open-ended, and that it leaves room for different interpretations and choices. It is therefore also emphasised in the guidelines that "...it is the sector development process in any given country which should determine the approach...", and that sector definition is to some extent a pragmatic process. The definitions of sectors in Bangladesh are illustrative of the issues involved.

Agriculture is a large, broad sector, which certainly contains a number of "policies, strategies and programmes" in the Bangladesh context. The Danida SPS for agriculture (as it stands at the time of evaluation) is designed to support the New Agricultural Extension Policy. This new policy represents a holistic and systems approach to extension which aims at providing integrated extension to farmers, being demand-driven, and reaching the small and marginal farmers too. The new system is very much in line with the type of support Danida has provided to the agricultural sector in the past, and the existing projects also fit in well and hence provide for a smooth transition from the traditional project approach of the past to the sector support approach of the future. Taking the new extension policy and strategy as the framework for designing an SPS therefore seems to be a good choice. There is no doubt that this framework is a good basis for designing a support which will have good chances for achieving the overall objectives of Danish development assistance.

The choice does, however, illustrate some of the issues involved in delineating the sector for an SPS. In the context of agricultural development in Bangladesh, research and extension is only one of many elements. Taking agriculture as the "National Sector Framework" would imply (according to the guidelines) that the SPS would be designed in relation to the whole sector in which research and extension would be only one of several elements. Support to research and extension would then be one component of the SPS. As it stands now, however, the whole SPS is built around extension, with the existing projects as components. Only the seed and institutional components point towards a broader SPS, and even so, the actual designs of these two components do not seem to imply visions about major further developments of the SPS in directions other than support to research and extension. Nonetheless, the SPS process for agriculture does indicate that the principle of supporting an existing or emerging "national sector framework" consisting of a coherent set of policies and strategies is possible.

In the water sector, an SPS for water supply and sanitation corresponds to a well-demarcated sector, and anticipated Danida support also has a clear sector-wide perspective with the sector thus defined. This sector definition also corresponds to a coherent set of "policies, strategies and programmes", since the Government of Bangladesh has recently finalised the "National Policy for Safe Water Supply and Sanitation 1998", approved by the Cabinet. The overall objectives are to improve the standard of public health and ensure a better environment. The policies and strategies in the document fit in well with Danida objectives and principles of support. Furthermore, Danida has provided support for water supply and sanitation to Bangladesh for a long time and has thus accumulated substantial experience in this field. The on-going and planned projects, which initially will be the components of the SPS, also seem to provide for a smooth transition from project support to a broader, sector-wide support. Possible future support to water-resource management, however, does not seem to fit in so easily with the SPS as now designed and will require further identification and formulation work.

With respect to transport, the requirement of a sector-wide perspective, combined with an orientation of Danish support towards poverty-reduction and cross-cutting issues would point to an SPS for road transport, including waterways, as an appropriate choice. At present, however, there does not exist one obvious set of Bangladeshi government policies, strategies or programmes along these lines for which an SPS can be defined.

4.3.2 The National Sector Framework

In the guidelines, the National Sector Framework (NSF) for the Danida SPS is assumed to exist or to be emerging from a "sector development process" which is part of the "national development process". It is also emphasised that the NSF may take time to develop and that it will not remain static. The SPS will accordingly change over time with changes in the NSF.

In Bangladesh, policies, strategies and programmes for national development are found in the Five-Year Plan as well as in sectoral policy and programme statements. The latest plan is "The Fifth Five-Year Plan 1997-2002" (5FYP). This document also contains policies, strategies and programmes for the development of the various sectors and hence provides background for understanding the perception of the Government of Bangladesh concerning definitions of sectors. It should be noted that neither the SPSs nor the country strategy planning of Danida correspond to the planning period of the Government of Bangladesh.

The planning document contains 15 sectoral chapters, of which 3 are directly relevant for the three Danida SPSs under preparation. For SPS agriculture, the corresponding chapter concerns "Agriculture, Water Resources and Rural Development"; for SPS water supply and sanitation, the chapter covers "Physical Planning, Water Supply and Housing"; for SPS transport, the relevant chapter is called "Transport".

From this it is obvious that agriculture is perceived as a very broad sector (including fisheries, livestock and forestry), too broad to be a meaningful framework for a Danish SPS. Water supply and sanitation, rural as well as urban, are clearly demarcated areas of public policies and strategies, and comprise a suitable framework for a Danish SPS. The transport chapter distinguishes roads, railways, air and water transport, the latter category including inland water transport, ports and maritime shipping. An SPS for transport or for inland water transport (river transport) would appear to be thoroughly in accordance with this categorisation.

In looking at the national framework for formulating SPSs, however it is also important to consider the government's administrative structure, the functions and mandates of the various ministries and agencies.

In the context of planning, agriculture in Bangladesh includes (in addition to crops) livestock, fisheries and forestry, but livestock and fisheries are under a separate ministry, whereas the Ministry of Agriculture covers only crop production. From the point of view of the poor, small and marginal farmers such distinctions are rather irrelevant, and a support aiming at improving the living conditions for these groups would not correspond well to this division of functions. Yet the New Agricultural Extension Policy, which was chosen as the framework for support to the agricultural sector operates with a unified extension system. Involving the cooperation of two ministries and local government authorities. Strengthening of research and extension and other government support services are mentioned (among many others) under policies, strategies and programmes of the crops as well as the livestock and fisheries sub-sectors in the 5FYP, indicating that extension services are considered essential in both ministries.

Responsibility for the "National Policy for Safe Water Supply and Sanitation 1998" is vested in the Local Government Division of the Ministry of Local Government, Rural Development and Cooperatives, which will be responsible for policy planning, coordination and monitoring, will prepare a strategic plan of operation and will identify investment projects. The TA component mentioned above under the institutional component is intended to be placed in the Local Government Division.

A national sector framework is being developed for the inland waterways transport SPS, and Danida is assisting with TA for studies and policy analyses. For such an SPS there would be only one ministry, the Ministry of Shipping and one major parastatal responsible. For a broader road transport SPS, the administrative structure is more complicated. Part of the road network, which would be included in such an SPS, is under one ministry, and other parts under another ministry. It seems that major coordination problems would occur if only one SPS were to be developed. This, however, will often be the case, and SPSs will probably often have to cut across several ministries and agencies.

4.3.3 Ownership and Participation

Ensuring national ownership of development efforts is also a key strategic principle of the SPS approach, aiming at increasing in particular the sustainability of the effects and the impact of the development assistance. Providing support within a national sector framework is one element in the attempt to impart greater national ownership, but it is only one element. National ownership also includes more than the central government. The principle is to involve all parties concerned ("stakeholders") in the planning and implementation of the support. But the "participation" of all stakeholders in this way is obviously a difficult, resource-demanding, time-consuming principle to adhere to in practice.

The documentation of the actual SPS processes in Bangladesh in this respect is very scarce, but it seems that participation has so far been limited to the involvement of key government officials at central government and, to some extent, district level, supplemented with field investigations involving some potential beneficiaries. Such relatively ad hoc participation is natural, as it is almost impossible to ensure an equal and representative participation of all stakeholder groups. The SPSs could, however, be designed in such a way that participation is

gradually increased in the further development of the SPS and in the implementation of the support activities.

For the SPS agriculture there is very little specification of how the SPS is envisaged to evolve during the first five-year period. As the SPS Document now stands, the activities foreseen over the next five years will basically be implementation of the projects carried over from the past. An allocation of some studies and consultancies is envisaged as part of the institutional component, which consists of three TA persons whose roles are described in relatively general terms. The intention of the institutional component is to document experience and further develop the SPS. Several of the projects carried over from the past, which will be implemented as components under the SPS over the next five years, do, however, apply participatory methods, and it can be expected that the experience of applying such methods will be embodied in the national extension and research approach and hence have a nation-wide effect in the longer run. It should also be mentioned that the New Agricultural Extension Policy aims to involve local government at the Thana level in the implementation of the policy. Danish support of this policy under the SPS will thus contribute to increased participation.

Similar observations can be made with respect to the water supply and sanitation SPS. It is not possible to assess the extent of participation during the preparation process, but participation can be expected to be a main feature of the implementation process. Judged from the implementation of on-going projects (future components), the design of planned new projects (components) and the anticipated overall SPS, which is aimed to support the national policy mentioned, there will be participation at many different levels, including local government authorities and the direct beneficiaries.

In the transport sector, the SPS process has so far related mainly to river transport. The process has consisted mainly of studies, policy analyses and central ministerial-level discussions. It is doubtful whether "stakeholders" such as the potential users of the transport network and local government authorities have been involved in this work.

4.3.4 Sector Capacity-Building

Capacity-building or institutional/organisational development are in no way new concepts, but the SPS approach places renewed emphasis on this aspect of development assistance. In addition, the concept is related to the sector (the sector-wide perspective) and not to one agency or organisation in the sector, as the case would often be with traditional project assistance. This means that the SPS process should include an analysis of the whole institutional set-up of the sector, public and private, including research and educational institutions, non-governmental organisations, farmers's organisations, women's groups, trade unions, industry associations, etc. The strengths and weaknesses of the set-up should be assessed, as should actual and possible additional assistance to the future institutional development required.

It is difficult to obtain an overview of the work done so far in analysing the institutional set-ups in the three sectors during the SPS process. There is not a single document or part of a document providing such an overview. Of course, some work has been done and summary assessments of the more important institutional aspects (e.g. local government) can be found in draft SPS documents etc., but a sector-wide perspective is generally not provided. This, of course, has to do with sector demarcation issues as in the transport sector. In agriculture, the

institutional analyses seem to be either narrowly related to the research and extension system or of very general or macro nature such as privatisation.

Looking at the proposed support uncovers similar difficulties. The institutional components, in so far as they can be judged at the time of the evaluation, seem weak and are formulated in rather vague and general terms in the documentation available. Judged from the proposed inputs (generally one expatriate senior programme advisor and some funds for consultancies), it would appear unlikely that these components can be sufficiently effective in a sector-wide institutional support, but the institutional analyses, which should form the basis for an assessment, are not available.

It should be emphasised that the above assessments are in no way comprehensive. There is in general a substantial input embodied in the activities under the individual projects or components which will directly or indirectly support institutional development. This is undoubtedly important in all three sectors where new approaches, technologies and institutional arrangements are being applied which can be considered "pilot" activities in relation to the institutional developments required in the respective sectors. The issue is, however, whether the activities are designed sufficiently for this "pilot" function, and in particular whether learning from experience is to be systematically recorded, analysed and used for feedback into the further development of the SPS process.

4.3.5 Coherence

Coherence is a question of whether support under the SPS is designed in such a way that Danish support, together with the government's own efforts and that of other donors, constitutes coherent and comprehensive sector-wide effort towards the development of the sector. Thus, how Danish support fits in with these other activities and how the combined efforts address the needs and constraints of the sector has to be visible. Often it will be most appropriate and practical to "divide" a combined sector support in such a way that one part is government and other parts are "distributed" to various donors. Coherence thus means coherence within as well as between the various parts in the overall sector perspective.

This too is difficult to assess at this stage, because the descriptions available are not comprehensive and detailed enough. Nevertheless some comments can be made.

The SPS for agriculture is clearly supporting only some of the elements in a combined government and donor effort, but it is difficult to see specifically which parts. This is because the government has not yet developed the specific programmes through which the new extension policy is to be implemented. Initially, the SPS for this sector will also continue to consist of projects (components) which at this point are not formulated within a common framework for supporting the new policy. However, the intention to provide an important element, namely vertical integration, is present. The support contains field-level activities as well as an institutional component which aims to exploit field-level experience to influence national-level policies and strategies. The extent to which such intentions are likely to be realised has been discussed already.

For the water supply and sanitation sector SPS, the parts undertaken by Danida are more clearly visible in relation to the parts undertaken by the government and other donors. This is because the "division" of responsibilities is based on geographical criteria. Danida supports urban and rural water supply and sanitation services in particular districts. The

intention of vertical integration is there too, but the same reservations as above apply with respect to its likely achievement.

A geographically based "division" of responsibilities is also made with respect to the road projects, which are being prepared for the future in terms of Danish support.

Looking at Danish support as a whole, that is, to all three sectors, coherence is also a question of whether there are synergy effects among the support to each of the three sectors. The geographical concentration on the five coastal districts could greatly contribute to establishing such synergy effects, but some adaptations and additional components and activities would seem required to achieve this.

4.4 Implementation Arrangements

4.4.1 Government and NGO Implementation

Host-country ownership is, as discussed above, an essential strategic principle in the SPS approach, and the guidelines emphasise that national ownership is not ownership by central government only but also by other "stakeholders", among which NGOs are mentioned. However, the National Sector Framework is envisaged as a government framework comprising a set of "policies, strategies and programmes". Clearly, NGOs, private firms and other private stakeholders are involved and thus play a role in the national sector framework, though formulating the framework, including defining the roles of the various stakeholder groups, is the responsibility of the government. The framework can specify certain roles for and divisions of responsibilities and functions between the various stakeholders, whether the private sector, NGOs or the government itself. But it is a government framework for the whole society that a (democratic) government is responsible for. Thus, NGOs function in relation an SPS "under the government".

However, this can seem at variance with a view of NGOs as being an alternative to (or even opposed to) the government. Some NGOs may see themselves in this way, and there is always a choice of whether the NGO wants to receive funds from the public sector (as subsidies or as payments for services) or to operate on a completely private basis independently of the government. If an NGO decides to receive public funds, it is agreeing to undertake public functions and to use the funds for agreed common social benefits.

Channelling funds through NGOs and using NGOs for implementation are expected to continue to be a key characteristic of the Danish programme in the future (as it is for most donors in Bangladesh). All three sector SPSs include support to NGOs in one way or another, but it has not been possible to investigate the specific functions, modes of operations and funding practices in any detail. However, given the key role anticipated for the NGOs in the future too there is good reason to give this aspect of the future programme careful consideration.

4.4.2 Organisation, Management and Technical Backstopping

As mentioned earlier, national ownership is also a question of implementation arrangements. In the traditional project approach, implementation would be done by the project staff,

comprising a small "unit" loosely attached to the administrative system of the host country. Such "project management units" are not supposed to exist in the SPS approach. Implementation and management is done by the administrative system of the host country, possibly with some technical assistance, but without a specific project management unit. Implementation and management of the Danish support is part of the normal functions undertaken by the implementing agency, as the Danish support is part of the government's own programme, not a set of Danish activities outside the government's own activities.

Actual implementation may differ from this ideal situation, first of all because the government's capacity to do this is not sufficient. Also, a considerable part of the support activities over the coming five-year period will be in the form of projects (components). These are formulated with separate implementation arrangements as projects typically are, and it will take some re-design and re-orientation of these activities to transform them into "institutional support", enhancing the general capacities of the government departments and agencies concerned.

The institutional components of the SPSs are supposed to comprise the inputs and activities required for this future enhancement of the government's implementation and management capacities. They are, however, weak and vaguely described in the documentation available, and must on that basis be judged insufficient in general for the objectives they are expected to achieve. Unless these components are strengthened, there is a danger that the project concept for implementation will be maintained and the SPS process will proceed more slowly than expected.

It should also be stressed that the enhancement of capabilities needed would appear to refer more specifically to "technical" than general management type of skills. The transfer of knowledge which is needed for this cannot be achieved through technical assistance by a single individual, who, as an adviser on programme management, will be (or should be) a "generalist". The specific technical expertise required could be provided through short-term consultancies, but it is not clear, or at least not described in any detail, what is required in relation to each SPS and how it is expected to be provided. This concerns human-resource development in general and the WID sectoral expertise in particular.

4.4.3 Channelling of Funds

Similar observations concerning the ownership issue in relation to implementation arrangements can be made with respect to the channelling of funds. Ideally, funds for specific activities should be allocated and budgeted for as part of the government's own allocation and budgeting procedures for the various government units. Also, the Danish funds which are supposed to finance part of the budgeted activities should be transferred to the Ministry of Finance and from there to the ministries and concerned government units, in the same way that the government's own funds are transferred. Similarly, the accounting and auditing of Danish funds should be part of the government's own accounting and auditing procedures for their own funds, rather than a separate exercise carried out for and to a large extent by Danida.

This ideal situation is acknowledged as being a long-term goal rather than an approach which can be implemented immediately. As far as can be judged from the documentation, for the SPSs anticipated, funds will continue to be channelled through "project accounts", controlled by Danida project advisers. This is considered a necessity in the short and medium term and accords with the intention of implementing this part of the SPS approach only over a longer period. This said, however, it should be stressed that there might be

certain steps in the direction of the SPS ideal which could be taken as part of the SPS process.

In any case, a first step is an analysis of the existing system for allocation, budgeting, accounting and auditing. Most likely it is unrealistic to try to obtain the necessary understanding of this system in one single analysis, but if good cooperative relationships have existed over a number of years with a ministry or an agency, it might be possible to begin there to follow and record the process and monitor it over a financial year. It is also necessary for Danida's annual workplans and corresponding annual budgeting to follow the financial year of the host country. When support is for a decentralised government unit where the Danida funds might form a substantial part of the local budget, it might also be possible to begin to "synergise" the project and, for example, the district budgeting procedures.

4.4.4 Government and Danida Monitoring

As there has been no implementation so far of any SPS in Bangladesh, there is not yet any experience concerning implementation or its monitoring. The descriptions available of how monitoring is expected to take place closely follow the descriptions in the guidelines without details about how this is expected to function.

The implementing government agency is expected to establish an annual workplan (following the government's financial year) and detailed budgets for government as well as Danida inputs. The workplan should contain rather detailed specifications of activities, personnel work assignments, and time and manpower schedules. The workplan is also expected to specify indicators for inputs and achievements of outputs and objectives.

Quarterly or semi-annual progress reports should be submitted by the implementing agency. Monitoring should be done on the basis of indicators established by the implementing agency before implementation starts or as soon as possible after the start of the SPS. Indicators are to be developed for five different levels: the national sector framework, provision of inputs, performance of SPS components, impact of SPS components, and impact of the sector development.

An Annual Sector Review is also visualised as being part of the monitoring system. These reviews are not expected to cover all policy and technical issues every year, but will focus on "thematic issues". These general reviews can be supplemented as appropriate by technical reviews of issues or components.

It seems doubtful that the implementation, management and monitoring systems envisaged will be sufficient for the smooth and effective implementation of the SPSs. In general, this points to much more consideration about the design of the institutional components of the individual SPSs and of the role of the embassy as well as Danida headquarters during the implementation phases.

5 CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNT

5.1 Country Programming in Bangladesh

5.1.1 The Programming Process

By country programming is understood the identification and formulation work undertaken in a given country to establish the support portfolio comprising the Danida aid programme to that country. This work is a process in the sense that it consists of a number of related and interconnected activities spread over time.

The aid portfolio for Bangladesh for the coming five-year period will be based on the programming process which has taken place in recent years. Although this process is still ongoing, the larger part of the anticipated portfolio has now been identified and formulated. The programming process has been and is taking place within the framework of the existing Country Strategy Paper, drafted in Danish in 1994 and published in English in July 1995. The process is also characterised by the SPS approach applied to the identification and formulation work undertaken within the three sectors selected in the Country Strategy. Thus, it is actually two processes which are mutually supportive and interlocking that have been at play, one focused on the country perspective and one which takes a sectoral perspective: both have essential roles to play in the overall programming process.

Following the approval of the new general Danida strategy, "Strategy Towards Year 2000", in 1994, a number of country strategies were developed. In the case of Bangladesh, the country strategy was drafted the same year. Since it was drafted in Danish, the formulation was apparently not the result of a dialogue with the Government of Bangladesh. It was basically drafted as a framework for and based on a set of aid activities, which at the time were already ongoing or planned to be implemented during the coming five-year period.

In the Country Strategy Paper, the three selected sectors are water supply and sanitation, river transport and agriculture, but the actual programming process has not strictly adhered to these sectoral limitations. First, some identification and formulation work has taken place within the areas of human rights and good governance in the context of preparing a "Common Program Framework". The Country Strategy Paper states that, apart from the sector programme, "... assistance will be channelled to local NGOs..." which are supporting human rights and democracy, presumably as trustfund assistance. Secondly, the water supply and sanitation sector is defined as including water-resource management. Thirdly, the perspective for the transport sector has been widened to focus on "rural transport infrastructure" rather than more narrowly on just river transport. Finally, the country frame for planned fund allocations to Bangladesh for the year 2002 has been increased to more than 50% above the 1998 level. These actual developments imply a need for the revision of the Country Strategy. In this connection, it should also be emphasised that the Country Strategy is not adapted to the planning efforts and planning periods of the Government of Bangladesh. The central document is the Five-Year Plan, the current one being number five covering the period 1997-2002.

The SPS identification and formulation work for the three sectors selected has taken place in accordance with the "Guidelines for Sector Programme Support", first published in April 1996 but revised in May 1998. The major part of this work is completed as far as the

water supply and sanitation sector and agriculture sector are concerned. For transport, the work has progressed similarly as for the river transport sector, but with the widening of scope mentioned above, more identification and formulation work is needed. Though several policy frameworks would appear to exist within the transport sector, a suitable SPS framework still has to be identified or formulated, and there would appear to be difficult institutional issues involved in establishing it.

Neither the SPS for water supply and sanitation nor that for agriculture have been appraised. A fully fledged SPS document exists for agriculture, while one is still under preparation for the water supply and sanitation sector, which is expected to be ready for appraisal in early 1999. For agriculture too appraisal is expected to take place during the first half of 1999. As discussed in Chapter 4, it is difficult to determine when an SPS is ready for appraisal and implementation, but although there are still outstanding issues concerning some aspects of these two SPSs, the components are formulated and ready for implementation. These components are to a large extent projects which have formerly been approved and are already ongoing or are replications of projects which have been or are ongoing in other areas. Thus, these two SPSs should be finalised and appraised as soon as possible and implementation should begin.

The uncertainties relate to programme (as opposed to component) implementation and, related with this, the participation of the Government of Bangladesh, which is generally not in favour of the SPS approach. Government officials at technical levels have participated in and contributed to the identification and formulation work undertaken so far, but the dialogue with higher level government authorities has not been as intensive as the general SPS approach assumes. Lack of government participation might reduce the efficiency of implementation and thus the effects and impact of the SPSs. In particular, programme effects such as synergy between the various components (projects) and activities, and the feedback of lessons learnt from experience in the field, may not be realised in this case.

Implementation of the two SPSs as they are now designed could be the way to create opportunities to increase the government participation, though there are some institutional difficulties to be overcome in this respect. Implementation of the SPS for water supply and sanitation is anchored in one ministry and in one unit within that ministry. This is also where the institutional development component of the SPS is to be placed, and there should therefore be good opportunities to maintain a dialogue as required. It is more difficult for agriculture (as it would be for transport, if the broader SPS framework is applied for the transport SPS). In agriculture two ministries are involved, and it would not appear feasible to place the institutional component in one of them. A solution to this dilemma, which is also a national resource-allocation problem, needs to be found.

An intensive continuing dialogue is also essential for the further development of the SPSs, which to some extent have the character of "clusters" of projects rather than programmes at this point. This is clearly acceptable as a starting point, but further developments as also anticipated in the guidelines are needed. The institutional components are expected to be instrumental in this respect but they are relatively weakly formulated in the present SPS documentation. Although resources are included for studies, etc. (consultancies), there is generally little description in the SPS documentation available of how and in which directions such further developments are envisaged. The staffing and actual implementation of these SPS components will thus to a large extent determine the Danida contribution to future SPS dialogues.

5.1.2 SPS Strategic Principles

It is not possible to give a clear and straightforward answer to the question of how far Danida has been successful in introducing the SPS approach to development support in Bangladesh. On the positive side it is certainly important that two SPSs have been formulated by Danida so far and that the third is well under way. Other donors have not come this far, and the SPSs that have been established would appear to live up to the strategic principles to a reasonable degree. On the other hand, one cannot exclude the possibility that the attempt will fail in realising the SPS strategic principles. No implementation has been undertaken, the activities of the SPSs are still very much designed in the traditional project framework, and very important institutional and hence implementation issues have therefore yet to be solved.

It is very positive that two suitable "National Sector Frameworks" exist, for the water supply and sanitation sector and the agriculture sector, respectively. It is also a very positive achievement that the Danida identification and formulation work undertaken has resulted in the design of support portfolios for each of these two sectors, which in general terms are in accordance with Danish objectives for development assistance. It should also be mentioned that both these national frameworks introduce new national approaches designed to cut across traditional, constraining institutional boundaries. In the third sector, transport, attempts have been less successful so far. The scope has, however, also changed along the way, and the perspectives for success seem promising for this sector too.

Three other positive aspects of the SPSs as they are presently designed are important. First, there are good possibilities for achieving the vertical integration which is essential in the SPS approach. The designs combine field-level activities with activities at central government level, thereby contributing to bringing the needs of the people closer to policy-formulating levels. Secondly, horizontal coherence is present in that the individual components and activities are mutually supportive, which should create important synergy effects. In addition, synergy is likely to be greater when activities are also mutually supportive across the three SPSs, as can be envisaged when they all have major activities in the same geographical areas. Thirdly, a considerable number of the activities are aimed at institutional development and hence at capacity-building within the sector.

When this is said, it is also clear that there are important uncertainties. The most important reason for this is that dialogue with the Government of Bangladesh has been less than desirable. The general attitude of the government towards the sector programme approach has generally not been supportive. This has not hampered Danida's work in formulating the SPSs as such, and at lower levels of government technical officials have actively participated in the work. It is when it comes to the institutional and overall implementation issues that it has been difficult to apply SPS principles up till now.

This manifests itself very significantly in the unsolved institutional issues concerning the placement of the institutional component in the case of the agriculture and transport sectors. Also, there are uncertainties about the relation of this component to the government's own functions, as well as about its role in developing the SPSs further. It is an important principle of the SPS approach that implementation is the responsibility of the government - the ownership principle. It should be noted, however, that the NSF in both agriculture and in water supply and sanitation are formulated by the government and approved by the cabinet. One would therefore expect that the institutional re-arrangements needed for the

implementation of these national policies will also be made, and that these would form a basis for the dialogue and institutionalisation of the SPS.

The principle of a "sector-wide" perspective is also a key principle of the SPS approach, but this is difficult to apply to the agricultural sector because it is such a broad sector. The same applies to transport, whereas the water supply and sanitation sector is much narrower and achievement of coherence is hence easier. This raises the question of whether one should think in terms of sub-sectors, as might seem natural in both agriculture and transport. However, the important factor is that there exists (or is emerging) a national-sector framework which provides the basis for designing a support in accordance with overall Danish development objectives. Whether the national framework is for a sub-sector or for a policy or programme area cutting across sub-sectors is not in itself so important. The SPS for agriculture in Bangladesh is of the latter type, focusing on a farming-systems approach as the basis for agricultural extension, combining the sub-sectors as they should be, that is, as seen from the point of view of the farmers. This also means, however, that the "sector" for which the SPS is developed is not agriculture in its broadest sense.

Though such a narrowing of scope is necessary because Danida cannot support all aspects of agriculture, the principle of a sector-wide perspective does imply that the SPS for the particular programme area chosen (in the actual case, an extension) should still be seen from the perspective of the sector as a whole, even if the support is tailored to the segment only. The point is that there may be constraints such as lack of credit, non-availability of inputs, marketing of produce, etc. which might reduce the impact of an improved extension system. The narrow focus presupposes that the government and/or other donors alleviate such constraints, but it is not evident that such a comprehensive total support exists. Generally, there is a dilemma here. Coherence is easier to achieve the narrower the sector definition, but sector-wide integration is then reduced.

Finally, it should be noted that water-resource management is extremely important for development in Bangladesh. This affects not only agriculture but all three sectors selected for Danish sector-programme support, but it is not yet part of the SPS framework in any of the three sectors. It is expected to be taken into the water supply and sanitation sector, but its importance for all three sectors does underline the issue of how sectors are defined. This issue is obviously related just as much to the definitions of the Government of Bangladesh as to Danida's.

5.1.3 The Role of the Country Strategy

The Country Strategy Paper plays an important role in providing the framework for the programming process, whether for sector programme support in accordance with the SPS approach or for continued project support in non-SPS areas.

In the Country Strategy Paper, the objectives for Danish development assistance to Bangladesh are stated as being the general objectives for Danish development assistance, the overriding one being poverty reduction. This is not specified further in an "objectives hierarchy", since these objectives can be inferred from the general strategies implied in the choice of sectors, the geographical focus, and operating principles such as the use of NGOs. As mentioned earlier, the SPS programming process which has taken place since the strategy paper was published necessitates a revision of the paper. The revision is also needed as a framework for the continued programming work needed to develop the SPSs further as well as to guide the non-SPS programming work. The past programming work as well as the

analytical work foreseen for the revision of the Country Strategy Paper, should provide a basis for operationalising the objectives to a certain degree in relation to the poverty-reduction objective as well as to the cross-cutting concerns.

Although it has not been possible in this evaluation to make in-depth assessments of the likely future impact of the overall support portfolio, there is scope for improving the prospects for impact by strengthening the interlinkages within and between the SPSs as they now stand. This should be done by further developing the SPS during implementation as envisaged in the SPS guidelines. There is, however, a need to establish overall guidance for this further work to ensure that this process is focused on poverty reduction as well as on the cross-cutting concerns of Danish development assistance. The programming work which has taken place outside the SPS processes, on human rights and democracy etc., needs to be strengthened and to be focused more generally on the cross-cutting concerns. In particular, this work should take into account more recent developments carried out by the Government of Bangladesh towards decentralisation and the devolution of power. The scope for interlinkages within and between the SPSs is generally much greater at decentralised levels than at central ministerial levels.

In the SPS approach, the perspective is nation-wide, and geographical concentration cannot be a strategic principle in itself. Implementation and components can, however, be geographically concentrated as long as the national perspective is maintained. Further, a striving for coherence is a key feature of the SPS approach, including vertical coherence. This implies that in general SPSs should have both field-level activities and policy-level activities, the former being by nature located in specific geographical locations. There will thus normally be geographically concentrated activities in any SPS, but these activities should be determined in the national context of the SPS in question. They may therefore not necessarily be concentrated in the same geographical areas in all the SPSs. However, as the interlinkages mentioned above are important in maximising the contribution of the assistance to the overall objectives, it is important that the field-level activities of the respective SPSs are implemented in the same geographical area to the largest possible extent. Whenever possible, there should be some districts where all SPSs are implementing activities within their main types of interventions.

The other key strategic issue in the existing Country Strategy Paper relates to the use of NGOs. There are clearly both pros and cons in this question, and there is not one clear and correct answer. It does, however, involve important operating principles and it seems necessary to establish such principles as clearly as possible in the revised Country Strategy Paper.

A revised Country Strategy Paper would have to take into account the fact that the key programming process in the future is the SPS programming process and it should define its role in relation to this approach. This has two important implications. First, the paper should fulfill the role envisaged for it in the SPS guidelines. These assume that country strategy papers will "increasingly assess and address" issues related to the Danish objectives for development assistance, namely poverty alleviation and cross-cutting concerns, in the macro-economic and structural context. Secondly, the new strategy should deal with the issue of the coverage of the SPS approach vis-à-vis non-SPS support: to what extent and for what purposes can project or other forms of assistance outside the SPS frameworks be part of the overall country programme?

5.1.4 Recommendations for a Revised Country Strategy

The period of the Country Strategy should correspond to the planning period of the Government of Bangladesh, presently 1997-2002. The strategy should also be adapted to the SPS approach, which has a long time horizon. SPS processes are still in their infancy. Although the SPS for water supply and sanitation and the SPS for agriculture can start implementation within a relatively short period, further developments in their design will have to take place, and the SPS for transport still has to be completed. It is therefore recommended:

- to undertake the revision of the Country Strategy Paper using an eight-year perspective, of which the first three years should be considered a transition phase during which the above-mentioned adaptation can take place. A major revision of the strategy can then be undertaken after the transition period and be synchronised with the government's anticipated new development plan.

Two interrelated aspects of the revision should be given particular attention. First, there is a need to intensify dialogue with the Government of Bangladesh. This relates to the implementation and further developments of the SPS for each of the three sectors, and also to the formulation of the strategy and objectives of the overall programme. A broad-based dialogue is required, and the process of revising the Country Strategy Paper would seem to provide an opportunity for this. Secondly, to some degree there is a need to operationalise the objectives for Danish assistance to Bangladesh. This is in no way an easy task, but a considerable amount of work has been done in relation to the identification and formulation of the SPSs. This work ought to be exploited as much as possible to formulate objectives in the longer as well as shorter term, and to identify more specifically the ways in which Danish assistance in the Bangladeshi context can be expected to have an impact in terms of overall Bangladeshi and Danish development objectives. An up-dating of earlier Danida work on gender and the environment in Bangladesh should be included in this, as should additional work on decentralisation. It is therefore recommended:

- that the necessary analytical work is undertaken in an effort to operationalise the objectives of poverty-reduction and cross-cutting concerns to a reasonable degree, based on the SPS work, and taking into consideration overall as well as sectoral development perspectives and constraints in Bangladesh;
- that as far as possible, this analytical work is undertaken in cooperation with the Government of Bangladesh, and in any case is used as an opportunity for and input into dialogue with the Government.

The major intervention areas during the coming strategy period will be sector programme support in the three selected sectors, water supply and sanitation, transport, and agriculture - in accordance with the SPSs. These will, however, be developed further. It is envisaged that the analytical work mentioned above will provide a basis for formulating the intervention areas for this type of support more specifically in the revised strategy paper. It is further envisaged that the support to human rights and democracy will continue in addition to the sector support, and that there will be other activities which cut across the sectors but which are worthwhile supporting to supplement sector support. It is important that the intervention areas are formulated flexibly enough in the revised strategy paper to make room for the financing of such activities. It is therefore recommended that:

- intervention areas are specified in the revised country strategy in such a way that this document provides a guide for the further development of the SPS in each of the three selected sectors, but at the same time is flexible enough to allow for the financing of activities which cut across sectors and which contribute to coherence of support within and between sectors;
- the sector allocations in the indicative planning of the country frame specify funds for these cross-cutting activities, which could include part of the unallocated funds under the respective sector-support programmes.

As the overall programming process undertaken so far has been rather "donor-driven", it is necessary to try to intensify dialogue with the government in the future. This can be done on several fronts simultaneously:

- The revision of the Country Strategy Paper should be undertaken in close cooperation with the government and its time frame and approach to planning should be adopted. A follow-up workshop of the present evaluation, at the same time initiating the strategy revision process, would be one motivating step in that direction. The analytical work needed for the revision process, which would then follow, would provide more opportunities for inputs into the dialogue.
- Further SPS developments will initially need to focus on the institutional issues and on institutionalising the sectoral dialogues. The use of unallocated funds under the SPSs would presuppose such sectoral dialogues and would contribute to creating a broad-based dialogue for the revision of the country strategy as a whole.
- The commitment to continue assistance outside the SPS framework, for example, to human rights and good governance, provides similar opportunities for dialogue with both government and NGOs in respect of identification and formulation work in this and possibly other areas. This work will cut across, and hence help to knit together, the sector supports.

Increasing the participation of the private sector in development, as well as decentralisation and the devolution of power, are among the policy priorities of the Government of Bangladesh. These policies also represent areas where important activities which cut across sectors might well be identified in support and in further development of the sectoral supports. However, it will be necessary to gain some experience in order to judge the potential for including support to these in relation to the sector support. It is therefore recommended that:

- specific provisions are made in the revised country strategy to undertake pilot projects in the areas of privatisation and decentralisation.

There are two important implementation issues which should also be dealt with in the revised strategy paper. The first concerns implementation through and by local NGOs. There is no doubt they that have played an extremely important role in the past in the development in Bangladesh. There is also no doubt that NGOs will continue to play an important role in the future, but in revising a country strategy it is natural to take a fresh look at their specific roles and conditions of cooperation. Different donors have different

experiences and often strong views for or against. There are also a number of studies of NGOs in Bangladesh. On this basis it is recommended that:

- a special analysis be undertaken of the Danida experience, as well as of that of other donors, in development cooperation with local NGOs. The results of this analysis should be used as a basis for formulating guidelines in the revised Country Strategy Paper for such cooperation in the future.

The other important implementation issue concerns the channelling of funds in relation to the SPS approach. It is acknowledged that general budget support is a long-term, ultimate aim: it cannot be realised in the short to medium term. Some steps can, however, be taken, and it is recommended that:

- an analysis of the government system of budgeting, accounting and auditing is conducted and that the revised Country Strategy Paper gives guidelines for how SPS-activity budgeting and Government budgeting can be synchronised at local levels.

5.2 LESSONS LEARNT FROM THE SPS APPROACH

SPS processes in Bangladesh have essentially been undertaken "according to the book", that is, they have followed the "Guidelines for Sector Programme Support" (the SPS guidelines). Some lessons can therefore be learned from this experience. It should be emphasised, though, that no implementation has yet taken place, and even preparatory work cannot really be assessed before experience of actual implementation becomes available. Some observations can nevertheless be made. The first relates to the SPS process itself:

- The SPS guidelines emphasise that the planning should be process-oriented rather than a blueprint. As described in the guidelines, however, the SPS process is rather rigid in spite of these stated intentions. This is reflected in the actual SPS processes undertaken in Bangladesh, as indicated by the fact that there is relatively little in terms of design for the further development of the SPSs during implementation.

Taking the five main principles of the SPS approach, (1) a long-term, sector-wide perspective, (2) support for a "National Sector Framework" (NSF), (3) national ownership, (4) sector capacity-building and (5) a coherent support, the experience so far of applying the approach in Bangladesh can be summarised in terms of the following main lessons that can be learnt:

- It is possible for a donor to formulate an SPS even if the host country is not applying the approach and continues to plan and budget on a project basis. The activities of the SPS can be grouped in work plans and budgets as if they were projects.
- The existence (or emergence) of a national sector framework which is in accordance with the objectives behind Danish development assistance is, on the other hand, a pre-condition. In the SPS guidelines, this framework is defined as a set of policies, strategies and programmes. It is the existence of a set of policies and strategies in particular which has been instrumental in the case of Bangladesh: a policy area which is well defined and reasonably self-contained

(extension service, water supply and sanitation) has formed the basis for designing an SPS in agriculture and in water supply and sanitation.

- The existence of comprehensive and clearly visible government programmes has not been a major factor, though this would be necessary to ensure overall coherence of the efforts of both the government and the involved donors within the given policy area. Coherence in this sense is not clearly visible in the SPSs for Danish assistance, but they are designed to be coherent in the sense that the components and activities are mutually supportive and reinforcing. This would also appear to be a more realistic requirement in the short term than the existence of a total government programme integrating and coordinating all donor activities as well as the government's own activities. The SPSs can make important contributions towards achieving of the objectives of the respective policy areas without being designed as part of such an overall programme, but an overlapping of activities should, of course, be avoided.

Two of the five strategic principles, coherence and the national sector framework, could thus realistically be adhered to in the sense indicated above. It has proved more difficult with two of the remaining three principles, ownership and capacity-building. As these two principles are considered quite essential for the whole approach, the experience gained so far is important. This is formulated in terms of the following two lessons:

- Ownership relates to a number of aspects, as discussed earlier. There is a high degree of participation at different levels in the various components and activities of the SPSs. Thus, if the SPSs are to be implemented as designed, important aspects of the ownership principle should be ensured. At the present stage in the SPS developments, however, the key aspect is the institutionalisation of the SPS itself at the central government level. This is required for both the implementation and for related capacity-building and cannot be achieved without the active involvement of the central government. This presupposes a high-level dialogue.
- An important issue for institutionalisation is, of course, which institutions should be involved and responsible. For the water supply and sanitation SPS there is only one relevant central government unit, and this is also the sector for which ownership and related capacity-building seem easiest to implement. In the case of the other two sectors, there are several institutions that should be involved, and the issue becomes more difficult. A natural lesson would be, of course, that an SPS should be designed so as to involve only one central government agency. As the experience of Bangladesh shows, however, this would be quite inappropriate. It would exclude SPSs with the present very appropriate perspective in agriculture and transport. It should also be emphasised in this connection that the national sector framework is formulated by the government. One should therefore expect that the institutional arrangements for implementation would also be adapted.

The last of the five principles, the sector-wide perspective, has also proved to be somewhat difficult.

- There is to some extent a trade-off between the principle of maintaining a sector-wide perspective and the principle of coherence. In deciding on an SPS,

the experience of Bangladesh points to the existence of a good national sector framework as the main factor in the choice. The choice of the framework then determines the "sector", so to speak, but then the choice should not be for an over-narrow national sector framework. The agriculture and transport sectors illustrate of this. In agriculture there is a good national-sector framework, but the Danida sector-definition which follows from this may appear too narrow for the sector-wide perspective. In transport there is a good sector definition, but no corresponding national sector framework.

APPENDIX 1: TERMS OF REFERENCE

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Evaluation of the Danish Development Support to Bangladesh.

1. Background

A strategy for Danish-Bangladesh development co-operation was agreed in 1995. An included disbursement plan for the first five years from 1995-1999 were tentatively agreed to be DKK 180 million in 1995, gradually raising to 250 million DKK annually and be directed to activities in the sectors of agriculture, water and sanitation, river transport and other rural infrastructure interventions in order to advance the poverty orientation of the program geographically concentrated in five coastal priority districts.

In the strategy for support to Bangladesh it was envisaged that an evaluation should take place in the second half of 1998 in order to provide input and background information for a review and updating of the strategy in 1999.

2. Objectives

- Providing the Danish Government and the Government of Bangladesh with a basis for deciding on possible changes in or adaptations of the co-operation strategy, country program and sector interventions.
- Compiling experience of general and specific character which may be useful for the preparation and implementation of Danish development support to national country programs.

3. Output

To provide an overview of the present country program and the process undertaken to establish sector program support (SPS) based on Bangladesh policies and strategies within the sectors included in the country program - its formulation and preparation (strategy formulation, identification, planning and implementation) - in order to assess:

- The relevance of the country strategy, program and of the SPS development process (How does the Danish program relate to the main development problems in Bangladesh and to the development policies of the two countries ?).
- The effectiveness of the Bangladesh/Danish development co-operation. (What are the results of the Danish development program and how does the interventions and SPS development process contribute to the main objectives and priorities of the Bangladesh/Danish development co-operation ?).

- The efficiency of the country program and the SPS development process. (How efficient are the activities/interventions inclusive their organizational set-up and implementation methods ?).
- The sustainability of the country program and SPS development process. (To what extend are the activities/benefits of the Danish development assistance to Bangladesh sustainable ?).

In order to:

Formulate lessons learned, state causes and explain reasons for successes or failures and contribute to make the co-operation more relevant, effective, efficient and sustainable for both the Government of Denmark and the Government of Bangladesh in particular and for country programs in general.

4. Scope of Work

The evaluation shall be carried out in accordance with the Danida Guidelines for Evaluation, and shall, thus, comprise but not necessarily be limited to the following aspects:

4.1.1 Describe and analyze the evolution of the Danish development support to Bangladesh paying specific attention to the following questions:

- is the program reflecting the priorities of both the recipient and the donor country?
- does the program address the development problems of Bangladesh?
- is the program supplementary and complimentary to other donor or national development efforts in Bangladesh?
- has the Danish support been based on, integrated in and absorbed into national plans and policies for the sectors selected for Danida development assistance?
- has support through NGO's been given sufficient emphasis?

4.1.2 Describe and assess the effectiveness of the country strategy and country program preparation, implementation and adaptation in respect of achievements of main objectives:

- have the support contributed to economic growth ensuring social progress and political independence at local, regional and national level?
- is poverty alleviation sufficiently addressed in the program?
- is sufficient attention given to sustainable environmental aspects of the development support provided?
- is sufficient attention provided to improvement of the position of women?

- have the outputs of activities been satisfactory to realize the intended objectives ?
- have any unintended side effects occurred?
- what impact on target groups has been achieved?
- has institutional development been planned and achieved as part of the support provided?
 - have NGO supported interventions been sufficiently included/considered to maximize the effectiveness of the country program

4.1.3 Assess and analyze the efficiency of the country program in terms of the appropriateness of instruments chosen and resources provided.

- has administrative capacity been adequately provided by Bangladesh and Danish governments?
- have resources been timely and adequately provided for the country program implementation and the SPS development process?
- have the best intervention instruments inclusive NGO involvement been selected for achieving the objectives and are arguments/reasons for the choices provided?
- have the use of resources been subjected to comparative advantage screening before being allocated?

4.1.4 Assess to which degree the activities/processes/benefits of Danish development assistance are likely to be sustained when the support will be phased out

- is financial and economic viability of interventions secured? (operation-maintenance-depreciation)
- have appropriate technology been applied?
- have local institutional capacity development taken place?
- have government policy and strategy framework been facilitated?
- have specific targets been set for interventions and their sustainability and have specific indicators been established during preparation and have they been measured during implementation?

4.2 Produce an overall analysis of the country program and the SPS development process which can provide a basis for decisions on possible revisions of the strategy and adjustments to each SPS

- is sufficient attention given to co-ordination of the Bangladesh and Danish requirements for planning, execution and financial disbursement and accountability arrangements in the country program?

- prospects and conditions for future development co-operation
- replicability of experience gained
- the need for and recommended form of future assistance in respect of strategy and corresponding country program and sector program support

4.3 Lessons learnt:

- list the essential positive and negative lessons learnt specifically relevant for the country strategy, program and SPS development process interventions/activities in Bangladesh and in general - if applicable - for country programs at large

4.4 In order to assess relevance and achievements of objectives, expected sustainability and inclusion of cross cutting development issues, the evaluation shall focus on the sectors, in which activities are sufficiently advanced to permit meaningful conclusive documentation of the processes, which have taken place, i.e. water and sanitation (for the rural part to be based on the UNICEF evaluation taking place in August/September 1998) agriculture, river transport and other infrastructure interventions and activities in Danida's five priority districts.

4.5 Methodology:

The evaluation shall comprise a study of documentation in Danida, interviews of involved staff in Denmark and Bangladesh and visits to selected activities in Bangladesh. The primary users of the evaluation, i.e. S.6, the Embassy and involved Bangladeshi authorities should participate actively throughout the planning and execution of the evaluation in frequent dialogues with the team and in workshops and/or seminars as deemed necessary.

Workshops/seminars will be conducted to discuss and analyze the findings and conclusions with stakeholders in Bangladesh and Denmark. The purpose will be to uncover facilitating and constraining factors emphasizing problem solutions not problem findings.

A workshop at the beginning of the field trip will outline the methodology to be pursued by the evaluation team and - if appropriate - at the end of the field trip to provide input to formulate the draft report on the basis of the findings presented to the Government of Bangladesh and the Danish embassy in Dhaka.

5. Reporting

The team shall produce a draft report not later than three weeks after the conclusion of the field trip and a final report, including a four-page summary in both the Danish and English language, not later than four weeks after receiving the comments to the draft report.

A brief of the findings of the mission shall be presented to Government of Bangladesh and to the Danish embassy for discussions during the final stage of the team's stay in Bangladesh.

6. Composition of Team

The evaluation team shall consist of the following members:

economist/social scientist (team leader)

institutional/organizational specialist

sector specialists in: agriculture, water and sanitation and river transport (infrastructure)

and a gender specialist.

7. Timing

-Selection of team completed by 15 August 1998.

-Contract to be signed by 15 September 1998.

-Studies of documentation and production/discussion of a proposed work plan 15 September to 1 October, 1998

-Field work in October/November 1998.

Report production:

-Draft report 20 December 1998.

-Final report 31 January 1999.

8. Documentation made available

To be compiled by S.6 and the embassy in Dhaka

Evaluation Secretariat, August 10 1998.

APPENDIX 1: ISSUES PAPER

1 Introduction

As the scope of work is specified in the Terms of Reference for the evaluation, it is a rather extensive and comprehensive work, which is required. With the relatively tight time frame for the evaluation, not all parts of the scope of work can, however, be given the same emphasis or analysed to the same level of details. It is thus necessary to agree on the main focus of the evaluation.

The purpose of the present paper is double: to provide a basis for discussions with Danida about the Terms of Reference and to provide some guidance for the Evaluation Team with respect to the purpose of and approach to the work.

It is suggested that the focus of the work is determined by the "operational function" of the evaluation, ie. what is the outcome of the evaluation to be used for?

2 Purpose and Scope

Terms of Reference specify two types of "operational functions". Firstly, the evaluation is to be used as a basis for a revision of the Bangladesh Country Strategy Paper (the present strategy was prepared in 1994 and approved in July 1995). Secondly, the evaluation is to provide "lessons" in general regarding country programming within the sector programming approach.

One part of the focusing of the study is thus to focus on "lessons learnt" in relation to these two operational functions. Regarding the first, the lessons learnt shall lead to recommendations for procedures for developing as well as for content and format of the country Strategy Paper for Bangladesh (which is the responsibility of S.1 and S.6). With respect to the general lessons on country programming, recommendations could relate to the general procedures for developing country strategies and for strategy paper formats (the responsibility of S.1) as well as to the Guidelines for Sector Programme Support (the responsibility of TSA). It is important in this context to emphasise that the evaluation is not an evaluation of individual projects or programme components and that it is a forward looking evaluation, focusing on lessons learnt rather than on the accountability aspects of the projects and programmes.

Terms of Reference further specify that assessments of the Danida programme in Bangladesh shall be made in terms of relevance, effectiveness, efficiency and sustainability. As these terms can be given different interpretations and as it is necessary, as mentioned, to focus the study somewhat narrowly, it is suggested to combine these criteria by focusing on three main issues:

- to what extent are the policies and programmes of the GOB conducive to the achievement of Danish development objectives, ie. poverty reduction, taking cross-cutting concerns about gender equality, environment and democracy into consideration,
- what is the likely sustainable impact of the Danish development support to Bangladesh, as it has been designed and implemented under the existing strategy, ie. during the period 1995-1998.

- to what extent has the sector programming process, which has been undertaken during the present strategy period, been efficient in terms of establishing a country programme which is likely to contribute to the development objectives of both the GOB and Danida.

It is suggested that the four assessment criteria and outputs, mentioned in the Terms of Reference, are covered under the above three main issues.

3 The Main Issues

These three main issues are further discussed as follows:

GOB Policies and Programmes

The analyses under this first issue shall describe the development problems of Bangladesh as seen by the Government and the policies and programmes towards development which are presently established and undertaken (or have been undertaken during the strategy period). The analyses shall further describe the "poverty profile" of Bangladesh and identify development problems in terms of poverty reduction and the cross-cutting issues concerning gender, environment and democracy. The extent to which Government policies and programmes are conducive to the furthering of Danish development objectives or whether they are "biased" in these respects, shall be assessed on this basis.

This analysis shall be conducted at the general level as well as at the level of the three main sectors for which Danish sector programme support activities have been undertaken during the present strategy period, ie. Agriculture, Water and Sanitation and Transport.

It is suggested that the relevance assessment, as specified in the Terms of Reference, is partly covered by these analyses and they are important inputs to the other two types of analyses discussed below. They are important for the impact assessments as they indicate whether the Danish support is relevant seen in relation to the policies and programmes of the Government. They are also important in relation to the country programming process, the development of sector programme support, as they assess the status of the "policy dialogue", which is a key element in the sector programming approach.

Impact of Danish Support

It is necessary to emphasise at the outset that comprehensive assessments of actual impact of the programme (or any part of it) over the given period is beyond the scope of an evaluation of the type envisaged. It is, however, important to keep the achievement of (sustainable) impact as the final goal of the support in mind even if this can be only roughly judged. A judgement of the likely impact can be made on the basis of the actual design of interventions and an analysis of the contexts in which the interventions are supposed to work.

The actual interventions which can form the basis for these assessments are *projects* and the actual country programme, which is to be assessed in terms of impact does thus consist of a cluster of projects. Those projects which are within the three main sectors, mentioned above, and which appear to represent best possible the present Danida policies and strategies for the future (sector programme) support are to be selected for the rough assessments of likely future impact in terms of the Danish development objectives.

These types of analyses shall, as indicated, be undertaken for a sample of projects selected from the portfolio of projects being under implementation over the period 1995-1998 and they shall cover the three main sectors Agriculture, Water and Sanitation and Transport.

It is suggested that the impact analyses will cover the relevance and effectiveness criteria of the Terms of Reference, since projects which have (positive) impact in terms of Danish development objectives must be said to be both relevant and effective. Efficiency in the strict interpretation of the concept can not, however, be expected to be assessed in an evaluation like the present. However, assessments of impact shall judge impact as "reasonable, given the amount of resources allocated to the project".

It should further be emphasised that the sustainability criterion is subsumed under the impact assessment by focusing on *sustainable impact*.

Efficiency of the Country Programming Process

Whereas the impact issue relates to the projects which are ongoing and have been for some time, the efficiency issue, as formulated in the Terms of Reference, relates to the establishment of a *new programme*. During the evaluation period a new programme has been under preparation simultaneously with the implementation of the existing project portfolio. This new programme is being developed under the recently adopted sector programme support approach (SPS approach). The efficiency analysis, mentioned in the Terms of Reference, will be concentrated on the assessment of this new programme and it is suggested that efficiency in this connection is to be understood as the efficiency of the country programming process. This can be looked at from different perspectives.

Firstly, it can be argued that the efficiency of a programming process is in the end determined by the quality of the outcome of the process, ie. of the resulting country programme. Thus it is necessary to assess the new programme as it appears from the three (draft) SPS Documents, which have at this point been prepared, one for each of the three main sectors. These documents should specify programme components and intervention activities which are developed on the basis of the past experience. It can probably be assumed that the new programme components have been designed from the existing *project* portfolio by including some and excluding others and by adding and broadening within an overall sector framework. The basis for judging the new programme is thus basically the "old" projects. The question can then be put as follows: Given the assessment of the likely impact of these existing projects, cf. section 3.2 above, are the three SPS (draft) designs likely to lead to a Danish support in the future with more or with less impact than the present portfolio (the idea being, of course, that it should lead to more).

Secondly, in stead of (or supplementary to) looking at the outcome of the process in terms of concrete interventions, one can look at the strategy for identifying, selecting and designing the concrete interventions. This would include the specification of objectives at the country level, overall strategic principles and types and areas of interventions. The present strategy is formulated in the "Strategy for Danish-Bangladeshi Development Cooperation", published in July 1995. A major change in the overall Danida strategy has taken place since then by the adoption of the sector programme approach and it is suggested to assess the "SPS development process" as it has taken place in the three major sectors in Bangladesh as the main element in the strategic approach to country programming in Bangladesh.

Thirdly, the term programming process includes institutional issues such as organisation, staffing and operational procedures. The SPS approach assumes eg. greater local "ownership" and a "policy dialogue", which would appear to require different organisational set-ups and procedures, compared to the traditional project approach.

4 The Lessons Learnt Perspective

The analyses are to result in lessons learnt which are to be "translated" into essential operational recommendations. It is envisaged that these will be of two types. One will be recommendations for the revision of the country strategy paper. The other type of possible recommendations would appear less straightforward in an operational context. It seems likely that the lessons will be of a nature implying recommendations related to the "Guidelines for Sector Programme Support", which should not, however, be revised on the basis of the experience from one country only.

It is important in relation to the questions about recommendations to emphasise that the focus of the entire evaluation is on the strategy and the SPS approach. Assessment of the individual projects or programme components are to be seen in this connection. They are *not* evaluations of these individual interventions as such. *Thus, there will be no recommendations concerning these individual interventions.*

Revision of the Bangladesh Country Strategy Paper

The existing strategy was established while the new sector programming approach of Danida was still being developed. The strategy has thus not to a significant degree been influenced by this approach. The elaboration of the existing strategy paper must therefore be assumed to have followed the procedures and formats which were developed before "Strategy Towards Year 2000" introduced the sector programming concept. It is thus to be expected that the revision will imply changes on that ground alone.

Terms of Reference suggest that the focus of the evaluation should be on this, ie. on the consequences for the country programming of adopting the sector programme approach. This means that the evaluation will not in any details deal with the question of choice of sectors. Though the assessments mentioned in section 3 above do imply some assessment of the choice of sectors, it is not the intention that this evaluation shall make recommendations with respect to possible alternative choices. The evaluation is to be concentrated on the scope for increasing the future impact of the programme by adopting a sector programme rather than a traditional project approach *within the given sectors.*

During the period covered by the evaluation (1995-1998) efforts have been made in each of the three main sectors chosen by Danida to identify and formulate an SPS. This means that there does exist experience concerning this process and its outcome. The assessment of the impact of the selected existing projects as well as of the designed new programme components shall form the basis for recommendations concerning the content of the revised country strategy as far as each of the three sectors is concerned.

With regard to the strategic approach, there could be several issues (other than those related to the SPS approach), the analysis of which could result in recommendations concerning the content of a revised strategy paper. It would greatly improve the scope for the right focusing of the evaluation study, if at least some of these could be identified before the field work.

The use of NGOs and the geographical focus are aspects of the strategy, which should be covered by the evaluation. Maybe others??

Concerning the institutional set-up for the country programming process, the most obvious issue would appear to relate to the organisation and procedures for undertaking the "policy dialogue" which is an essential element in the SPS approach.

Lessons for Country Programming

This relates to recommendations on country programming in general which can be based on the lessons in this respect from the Bangladesh experience.

From the above sections it would appear that the focus of the evaluation in this respect will be on the SPS approach. What can be learned from the application so far of this approach in Bangladesh which is useful for the application of the approach in other countries? It seems likely that the lessons will be of a rather general nature concerning this approach. Some lessons could also lead to recommendations for the "Guidelines for Sector Programme Support" (which has, however, recently been revised).

5 Methodology and Approach

The work indicated in the above sections may be summarised into **5 Tasks**, as described below. Assignment of these tasks to the Evaluation Team members is shown in the Appendix.

GOB Policies and Programmes

This is basically a review task, reviewing the economic and social development and identifying the developments problems. It shall furthermore describe the overall GOB development policies and programmes (including programmes financed by other donors). This task shall also cover policies and programmes within the three priority sectors. The reviews shall be based on general studies such as the World Bank, Economist Intelligence Unit, etc. and on Government policy documents such as the national development plan, etc.

Impact Analyses

The general methodology for such analyses of individual projects is the "cause-effect chain" approach, where analyses of the validity of crucial assumptions are the key methodology. This method cannot, however, be pursued in the details one would like, due to lack of time and data. It shall also be reiterated, that there can be no question of trying to *measure* actual impact, only to make judgement about the likely future (sustainable) impact. The general idea in the method can be maintained, though, and the judgements, which will need to be made in any case, become more "informed", the more the method can be followed. Assessments of some of the essential projects in each of the three sectors will have to be made following this approach to the largest extent possible.

When it comes to the programme as a whole (the existing as well as the new), there are two additional questions. Firstly, whether the composition of the portfolio is relevant relative to the development problems and GOB policies and programmes, for which the above mentioned task is essential. Secondly, whether there are "synergy-effects" among the projects and the programme components of the total portfolio and country programme. The

question is to what extent do the individual interventions support each other, are mutually reinforcing and together comprise a coherent support within a clear and consistent objectives framework.

Impact Assessment of New SPS Programme

This assessment will, as mentioned earlier, be based on the assessments made of the existing projects (cf. above), intended to be selected in such a way, that they are as representative as possible for the sector programme support, which are being build up in each of the three sectors.

The Strategic Approach

This is the assessment of the existing strategy as it is being changed by the introduction of the SPS approach. It is basically to be an assessment of the extent to which the strategy is being implemented as described in the strategy paper. The emphasis will be on the SPS approach as the basic element in the strategy as it stands now and which is to be formulated in the revised strategy paper. There could, as mentioned above, be other key elements which should be included in the analyses under this task. The role of NGOs is probably one?

Operational Efficiency

This is meant to be assessments of the institutional set-up for both the programming work (the SPS process), the implementation and management and the monitoring activities. It is concerned with the organisation, the staffing and the operational procedures. This is obviously a rather large area, if it were to be covered systematically and comprehensively. It is suggested that the focus of this last task is basically determined by the outcome of the analyses of the other tasks. For example, if the impact assessments show that impact in a certain respect is lower than it could be, is it then because there is something wrong with the strategy, or is it an implementation problem or a design problem. Thus, by analysing the factors determining the likely impact of projects and programmes, issues related to operational efficiency will be identified.

APPENDIX 2: PERSONS MET**THE GENERAL TEAM**

Finn Thilsted, Chargé d'affaires, Danish Embassy
 Ove Fritz Larsen, Danish Embassy
 Muhd. Azizul Karim, Joint Chief, Ministry of Fisheries and Livestock
 Mr. Aminul Alam, Deputy Executive Director BRAC
 Md. Shafiqul Haque Choudhury, Managing Director ASA
 Mohsin Alikhan, The World Bank
 Mr. André Klap, Deputy Resident Representative, UNDP
 A.K.M. Kairul Alam, Joint Chief, ERD
 Anisur Rahman, Secretary IMED, Planning Commission
 Mr. Moinuddin Ahmed, Chief Infrastructure Division, Planning Commission
 Mr. A.K.M. Sattar Chief, Agricultural Division, Planning Commission
 Mr. Fakir Mokhlesur Rahman, Deputy Director, Department of Women's Affairs
 Shireen P. Huq, WID Adviser, Royal Danish Embassy

THE AGRICULTURE TEAM

Masud Rana, Danish Embassy
 Mrinal Chowdhury, The Danish Embassy
 Mr. Mustafa Rahman, Project Director SRDI
 Dr. Leif Petersen, SRDI
 Dr. Fattah, General Director, Department of Livestock Services
 Mr. Abdul Matin, Acting General Director, Department of Fisheries
 Mr. Karim, Joint Chief, Ministry of Fisheries and Livestock
 Dr. A.M.M. Shawkat Ali, Secretary, Ministry of Agriculture and Project

IPM

Hein Bijlmakers, Integrated Pest Management
 S. Rawaswamy, Chief Project Adviser

The Seed Pathology Institute

Prof. Dr. Muhammed Golam Ali Fakir
 Prof. Dr. Md. Mahboob Hossain
 Prof. Dr. M Bahadur Meah
 Prof. M. Tahasinul Islam

Mymensingh Aquaculture Extension Project

Thomas Moth-Poulsen, Chief project Adviser
 András Woynarovich, Training and Extension Adviser
 Susanne Thomsen, Danida Junior Advisor
 Krishibid Md. Abdul Khaleque, Project Director
 Md. Mazharul Islam, Extension Manager
 Mohammad Ali Reja, Training Manager

SSFP

Dr. Md. Fokhrul

THE WATER AND SANITATION TEAM

Mr. Ove Fritz Larsen, Danish Embassy
 Mr. Preben Gundolf., Danish Embassy
 Mr. Hans Anderskov, Chief Project Advisor, DPHE-danida Urban Water Supply and Sanitation Project in Five Coastal Districts.
 Mr. Alhaj Md. Quadir-uz-Zaman, Addl. Chief Engineer (Works), Department of Public Health Engineering (DPHE), Government of the People's Republic of Bangladesh. (GoB)
 Mr. S.A.K.M. Shafique, Chief Engineer, DPHE.
 Mr. Kazi Nasiruddin Ahmad, Addl. Chief Engineer (Planning), DPHE.
 Mr. Babar N. Kabir, Country Sector Leader, UNDP/World Bank Water and Sanitation Programme, Regional Water and Sanitation Group - South Asia (RWSG).
 Mr. Sk. Abu Jafar Shamsuddin, Rural Specialist (Responsible for Handpump Training and Monitoring Project (HTMP) 1993-1997.
 Mr. Iftekher Haider, Programme Officer (Task Manager for International Training Network Centre for Water Supply and Water Management Project (ITN) at Bangladesh University for Engineering and Technology (BUET) 1996-2001.
 Mr. Deepak Bajracharya, Chief Water and Environmental Sanitation Section, UNICEF, Bangladesh.
 Mr. Gabriel Rozario, Assistant Project Officer, Water and Environmental Sanitation Section, UNICEF.

Field Mission to Noakhali and Laksmipur Districts - 7 - 11 November 1998

Project Management Unit Staff (PMU) (DPHE-Danida Urban Water Supply and Sanitation Project in Five Coastal Districts - Barguna; Feni; Laksmipur; Patuakhali and Noakhali)
 Mr. Torsten Rodel Berg, Socio-Economic Adviser
 Mr. Niels-Erik Jensenius, Senior Drilling Engineer, Technical Adviser
 Mr. Samar Pradesh Das, Socio-Economic Adviser
 Mr. Ajoy Kumer Chakraborty. Resident Engineer, (PMU)

Noakhali Rural Development Society (NRDS) (local NGO working under DPHE-Danida Urban Water Supply and Sanitation Project)
 Mr. Abul Khair, Senior Programme Officer and Training Coordinator and other staff.
 Mr. Abdul Awal, Director NRDS and Project Coordinator.

Gandhi Ashram Trust (GAT) (local NGO working under DPHE-Danida Urban Water Supply and Sanitation Project).
 Mr. Abu Hena Mustafa Mamun, Deputy Project Coordinator and other staff including three health educators.
 Mr. Nasul Alam, In-Charge Executive Engineer
 Mr. Mohammad Ibahim, Executive Engineer, DPHE, Noakhali Division, Noakhali Pourashava also present District Secretary, Sanitation Inspector and Field Coordinator and other staff.

Mr. Chowy Hassanuzzaman Minitoo, Chairman Laksmipur Pourashava also present District Secretary and Executive Engineer and other staff.
 Mrs. Raihan Akhlei, Socio-Economist, PMU Noakhali
 Mr Md. Quamruzzaman, Accounts and Administration Officer, PMU Noakhali
 Mr. Jta Chowdhury, Senior Chemist, PMU Noakhali.
 Mr. Md. Iqbal Azad, Regional Officer, NGO Forum for Drinking Water Supply and Sanitation, Regional Office, Comilla

Mr. M. Manzoorul Islam, UNICEF Project Co-ordinator, ADA Noakhali.

Training Network Centre (ITN) project staff.

Prof. M. Feroze Ahmed, Project Director

Prof. Md. Mujibur Rahman, Curriculum Specialist

Prof. Md. Akhtaruzzaman, Project Co-ordinator and Training Specialis

Prof. M. Habibur Rahman, Environmental Engineering Department

Mr. Abdul Motaleb, Co-ordinator, Project Management Unit, WATSAN Partnership Project, Swiss Agency for Development and Cooperation (SDC).

THE TRANSPORT TEAM

Mr. Kumar Nath, Joint Secretary, Ministry of Shipping

Mr. M. Shahidul Islam Chowdhury, Chairman Bangladesh Inland Water Transport Corporation

Thomas Bo Pedersen, Danish Embassy

Harunur Rashid, Danish Embassy

RHD

Md. Abdul Wadu, Chief Engineer

Mujibur Rahaman, Superintending Engineer

M. Mustafa, Additional Chief Engineer

World Bank

K.M. Maqsoodul Mannan, Transport Specialist

Mohi Uz Zaman Quazi, Transport Engineer

Second Road Rehabilitation and Maintenance Project Institutional Development Component

Roger Weatherell, Team Leader

Andy Clarke, Transport Economist

Oscar E.H. Newberry, Pavement Management and HDM Specialist

LGED (PDP 16)

Md Khalilur Rahman, Executive Engineer, LGED, Barguna

Md Abdur Rashid, Executive Engineer, Patuakhali.

Mustafa Kamaluddin, Senior Engineer LGED, Barisal Region

Md. Matian Rahman, Executive Engineer RPD-16, LGED

Md. Agigul Haque, Project Director 120P-16

Md. Abdul Karim, Project Director RR M1MP-2

Md. Monowar Hossain Chowdhury, Additional Chief Engineer

Sarvij Rumar Sarkar, Superintending Engineer

BIWTC

Shakidul Islam Chowdhury, Chairman BIWTC

Mohammad Ali, General Manager BIWTC

Mohamma Nural Afam, General Manager BIWTC

S. M. Arniul Karim, General Manager BIWTC

Khandaker A. Mannan, Executive Engineer BIWTC
Md. Khalilur Rahman, Planning Officer
Etesimsin Area, Research Officer
Azra Kamaluddin, Chief of Planning BIWTC
Per Johan Ekelöf, Danida Adviser BIWTC
Kazi Reazul Haque, Administrative Director BIWTC
M. A. Wahab, Finance Director BIWTC
M. Rangan Ali, Technical Director BIWTC
Shansul Hoq, Communication Director BIWTC

RDP-16, Patuakhali District

Poul Goj, District Engineering Adviser
Niels Kofoed, Consultant and Farmer Project Coordinator
Khuku Chkraborty, Women Programme Specialist
Bimal Chakraborty, Senior Socio Economist
Abdul Rashid, Executive Engineer
Kabar U. Matuber, Assistance Construction Engineer
M. Rahaman, Thana Engineer
Noor Hossain, Construction Engineer
Kamal Bashrer, Assistent Engineer
Contractors and female workers for LCS

RDP-16, Barguna District

Allan Christensen, District Engineering Advisor
Lutfu Rahaman, Assistent Engineer
Ruhul A. Khan, Thana Engineer
Rita Saha, LCS Supervisor
Contractors, Shopkeepers and female workers from LCS
Abdul Hasnat, Assistent Engineer
M. Alam, Laboratory Technician

APPENDIX 3: ITINERARY

Tue 03 Nov. 11.00 Meeting at Embassy,

Transport team:

Tue 03 Nov. 14.30 Meeting Mr. Dhiraj Kumar Nath, Joint Secretary, Ministry of Shipping

15.45 Meeting Mr. M. Shahidul Islam Chowdhury, Chairman Bangladesh Inland Water Transport Corporation (BIWTC)

Wed 04 Nov. 08.00 Check-in at Zia International Airport (Domestic)

09.00 Depart for Barisal GMG Z5

09.30 Arrival at Barisal. (To be met by car from RDP-16)

09.35 Depart for Patuakhali

12.30 Arrival at Partuakhali and lunch at Danida Guest House

13.30 Visit to RDP-16

Stay overnight at Danida Guest House

Thurs 05 Nov. 09.00 Start from Guest House to Executive Engineer Office, LGED, Patuakhali. Discussion with Executive Engineer.

10.00 Start from Patuakhali to Boga (Bauphal).

12.00 Visit to Boga-Hazirhat, road constructed by Labor Contracting Society (LCS). RDP-16 earthen road, tree plantation and road maintenance work by women LCS. Box culvert constructed by contractor on Boga-Hazirhat road.

12.45 Visit to Boga Hat

13.30 Visit to Bauphal-Chandrapara-Kalisuri road constructed by contractor. 22m RCC girder bridge. Bauphal-Nurainpur khal re-excavated by LCS.

15.30 Start to Patuakhali

Fri 06 Nov. 07.00 Start for Kalapara-Nomorhat (DBST research project) by car

08.30 Arrival at stack yard of the DBST

10.00 Arrival at Kalapara Hat, Women corner

10.30 Start for Amtali TE office to meet with Mr. Allan, DEA, Barguana for Barguana Programme

Return to Dhaka Saturday

Sun 08 Nov. 09.00 Meeting Thomas Bo Pedesen and Harunur Rashid, Embassy

Mon 09 Nov. - Wed 11 Nov. Strike (Hartal)

Thur 12 Nov. 16.30 Meeting with LGED

Sun 15 Nov. 10.00 Meeting with RHD

14.00 Meeting with the World Bank

Mon 16 Nov. 11.00 Meeting with Second Rural Rehabilitation and Maintenance Project, Institutional Development Component.

Wed 18 Nov. 14.00 Meeting with The Danish Embassy, Debriefing meeting.

Agriculture team:

Wed 04 Nov. 09.00 Mr. Mustafizur Rahman, Project Director and Dr. Leif Petersen, SRDI, Krishi Khamar Sarak

10.00 Meeting Dr. Fattah, Director General, Department of Livestock Services, Krishi Khamar Sarak

11.30 Meeting Mr. Abdul Matin, Acting Director General, Department of Fisheries, Matshya Bhaban, Park Avenue, Ramna

14.00 Meeting Mr. Karim, Joint Chief, Ministry of Fisheries and Livestock

Thu 05 Nov. 15.00 Meeting Dr. A.M.M. Shawkat Ali, Secretary, Ministry of Agriculture and Project Directors etc.

Sun 08 Nov. 08.30 Visit Strengthening Plan Protection Project activities in Gazipur

Mon 09 Nov.- Wed 11 Nov. Strike (Hartal)

Thur 12 Nov. 08.00 Visit to The Seed Pathology Institute and The Mymensingh Aquaculture Extension Project

Sun 15 Nov. 10.00 Meeting with Mr. Sattar, Director, Economic Planning Commission

Mon 16 Nov. 08.00 Visit Integrated Soil Fertility & Fertilizer Mangement Project activities in Sreepur

Wed 18 Nov. 14.00 Meeting with The Danish Embassy, Debriefing meeting

Water and Sanitation team:

Tues 03 Nov. 11.00 Meeting at the Royal Danish Embassy, Dhaka. Present: Mr. Ove Fritz Larsen; Mr. Preben Gundolf. General introduction to Danida's development assistant programme and discussion about the practical programme.

Wed 04 Nov. 11.00 Meeting Mr. Hans Anderskov, Chief Project Adviser, DPHE-danida Urban Water Supply and Sanitation Project in Five Coastal Districts.

14.00 Meeting Mr. Quadir-Uz-Zaman, DPHE

Thu 05 Nov. 09.30 Meeting with Mr. S.A.K.M. Shafique, Chief Engineer, DPHE. Also present: Mr. Kazi Nasiruddin Ahmad, Addl. Chief Engineer (Planning), DPHE.

11:00 Meeting with Mr. Babar N. Kabir, Country Sector Leader, UNDP/World Bank Water and Sanitation Programme, Regional Water and Sanitation Group - South Asia (RWSG). Also met: Mr. Sk. Abu Jafar Shamsuddin, Rural Specialist (Responsible for Handpump Training and Monitoring Project (HTMP) 1993-1997. Mr. Iftekher Haider, Programme Officer (Task Manager for International Training Network Centre for Water Supply and Water Management Project (ITN) at Bangladesh University for Engineering and Technology (BUET) 1996-2001.

13:00 Meeting with Mr. Deepak Bajracharya, Chief Water and Environmental Sanitation Section, UNICEF, Bangladesh. Also met: Mr. Gabriel Rozario, Assistant Project Officer, Water and Environmental Sanitation Section, UNICEF.

Field Mission to Noakhali and Laksmipur Districts - 7 - 11 November 1998

Sun 08 Nov. 9:15 Meeting with Project Management Unit Staff (PMU) (DPHE-danida Urban Water Supply and Sanitation Project in Five Coastal Districts - Barguna; Feni; Laksmipur; Patuakhali and Noakhali). Present: Mr. Torsten Rodel Berg, Socio-Economic Adviser; Mr. Niels-Erik Jensenius, Senior Drilling Engineer, Technical Adviser; Mr. Samar Pradesh Das, Socio-Economic Adviser.

10:00 Meeting with Mr. Ajoy Kumer Chakraborty. Resident Engineer,(PMU)

10:30 Meeting with Noakhali Rural Development Society (NRDS)

(local NGO working under DPHE-danida Urban Water Supply and Sanitation Project). Present: Mr. Abul Khair, Senior Programme Officer and Training Coordinator and other staff. Later met with: Mr. Abdul Awal, Director NRDS and Project Coordinator.

- 11:00 Meeting with Gandhi Ashram Trust (GAT) (local NGO working under DPHE-danida Urban Water Supply and Sanitation Project). Present: Mr. Abu Hena Mustafa Mamun, Deputy Project Coordinator and other staff including three health educators.
- 12:00 Meeting with Mr. Nasul Alam, In-Charge Executive Engineer and Mr. Mohammad Ibahim, Executive Engineer, DPHE, Noakhali Division, Noakhali Pourashava also present District Secretary, Sanitation Inspector and Field Coordinator and other staff.
- 14:00 Visit project sites at Laksmipur Pourashava (Treatment Plant, Public Toilet, Semi-Private stand post, Public stand post)
- 16:00 Meeting with Mr. Chowy Hassanuzzaman Minitoo, Chairman Laksmipur Pourashava also present District Secretary and Executive Engineer and other staff.
- 17:00 Visit to fringe area at Samsherabad (Hand tube wells and household latrines)

Mon 09 Nov.- Wed 11 Nov. Strike (Hartal)

Visits to PMU Office. Meeting with Ms. Raihan Akhlei, Socio-Economist, PMU Noakhali; Mr Md. Quamruzzaman, Accounts and Administration Officer, PMU Noakhali; and Mr. Jta Chowdhury, Senior Chemist, PMU Noakhali.

Also meetings with:

Mr. Md. Iqbal Azad, Regional Officer, NGO Forum for Drinking Water Supply and Sanitation, Regional Office, Comilla. Mr. M. Manzoorul Islam, UNICEF Project Coordinator, ADA Noakhali.

Thur 12 Nov.

Visit to NGO Forum Regional Office, Comilla and to local Community Based Organisation (CBO) (production of latrines) and to local villages. (Hand tube wells and household latrines)

Return to Dhaka.

- 14:30 Meeting with International Training Network Centre (ITN)

		project staff. Present: Prof. M. Feroze Ahmed, Project Director; Prof. Md. Mujibur Rahman, Curriculum Specialist, Prof. Md. Akhtaruzzaman, Project Co-ordinator and Training Specialist, Prof. M. Habibur Rahman, Environmental Engineering Department and other staff.
Fri 13 Nov.	10:00	Meeting with Mr. Abdul Motaleb, Co-ordinator, Project Management Unit, WATSAN Partnership Project, Swiss Agency for Development and Cooperation (SDC).
Sun 15 Nov.	10:00	Meeting S.M.A. Rashid, Director, NGO Forum for Drinking Water Supply and Sanitation.
Mon 16 Nov.	9:30	Meeting with Gabriel Rozario, APO, Water and Environmental Sanitation Section, (WES), UNICEF.
	10:30	Meeting with K.S. Huda, WES, UNICEF.
Tue. 17 Nov.	14:00	Meeting with Shireen P. Huq, Wid Adviser, Royal Danish Embassy
Wed 18 Nov	9:30	Meeting with Mohsena Islam, Danida
	10:30	Meeting with Fakir Mokhlesur Rahman, Deputy Director, Ministry of Womens & Childrens Affairs.
	14.00	Meeting at The Danish Embassy, Debriefing meeting
General team:		
Tue 03 Nov.	15.00	Meeting Mr. André Klap, Deputy Resident Representative, UNDP
Wed 04 Nov.	09.15	Meeting Ove Fritz Larsen, Embassy
	10.00	Meeting Mr. A.K.M. Kairul Alam, Joint Chief, ERD, Block 7, Room 1213
	11.30	Meeting Shafiq Chowdhury, Executive Director, ASA
Thu 05 Nov.	09.30	Meeting Mr. Mohsin Alikhan, World Bank
	11.00	Meeting with Mr. Aminul Alam, Deputy Executive Director, BRAC
Sun 08 Nov.	08.30	Meeting Finn Thilsted, Embassy
Mon 09 Nov.- Wed 11 Nov.		Strike (Hartal)
Thur 12 Nov.	10.30	Anisur Rahman, Secretary, IMED, Planning Commission,

Shere Bagla Nagar, Block 12, Room 2

- 11.30 Meeting Mr. Moinuddin Ahmed, Chief, Infrastructure Division, Planning Commission, Shere Bagla Nagar, Block 4, Room 23
- 12.30 Meeting Mr. A.K.M. Sattar Chief, Agricultural Division, Planning Commission, Shere Bagla Nagar, Block 17, Room 21
- Mon 16 Nov. 10.00 Alamgir Chowdhury, Managing Director, Socioconsult International.
- 12.00 Meeting with Md. Shafiqul Haque Choudhury, ASA
- Wed 18 Nov. 14.00 Meeting at The Danish Embassy, Debriefing meeting

APPENDIX 4: THE CONSULTANT TEAM**DEVELOPMENT ASSOCIATES A/S**

<i>Poul Buch-Hansen</i>	Economist, Team Leader
<i>Kristine Jessen</i>	Assistant to the Team Leader
<i>Torben Lang</i>	Institutional Specialist
<i>Asger Ryhl</i>	Health IEC/Gender Specialist
<i>John Newton</i>	Agricultural Extension Specialist
<i>Kenneth Gray</i>	Water Supply and Sanitation Specialist
<i>Henrik Schaumburg-Müller</i>	Backstopping/Resource Person
<i>Bert van de Putte</i>	Backstopping/Resource Person

POLICY RESEARCH CORPORATION N.V.

<i>Gustaaf De Monie</i>	Infrastructure Specialist
<i>Anja Lefever</i>	Backstopping/Resource Person

SOCIOCONSULT INTERNATIONAL

<i>Arun Kuma Saha</i>	Agricultural Specialist
<i>Anisur Rahman Sakar</i>	Water Supply and Sanitation Specialist
<i>Mofazzal Ahmed</i>	Infrastructure Specialist
<i>Alamgir Chowdhury</i>	Backstopping/Resource Person

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