

## Bangladesh: Poverty Reduction Strategy Paper

Poverty Reduction Strategy Papers (PRSPs) are prepared by member countries in broad consultation with stakeholders and development partners, including the staffs of the World Bank and the IMF. Updated every three years with annual progress reports, they describe the country's macroeconomic, structural, and social policies in support of growth and poverty reduction, as well as associated external financing needs and major sources of financing. This country document for Bangladesh, dated October 16, 2005, is being made available on the IMF website by agreement with the member country as a service to users of the IMF website.

To assist the IMF in evaluating the publication policy, reader comments are invited and may be sent by e-mail to [publicationpolicy@imf.org](mailto:publicationpolicy@imf.org).

Copies of this report are available to the public from

International Monetary Fund • Publication Services  
700 19<sup>th</sup> Street, N.W. • Washington, D.C. 20431  
Telephone: (202) 623-7430 • Telefax: (202) 623-7201  
E-mail: [publications@imf.org](mailto:publications@imf.org) • Internet: <http://www.imf.org>

Price: \$15.00 a copy

**International Monetary Fund  
Washington, D.C.**



# BANGLADESH

## Unlocking the Potential

National Strategy for Accelerated  
Poverty Reduction

General Economics Division  
Planning Commission  
Government of People's Republic of Bangladesh

**October 16, 2005**



## Table of Contents

	Page
<b>Table of Contents .....</b>	i
<b>List of Tables.....</b>	iv
<b>List of Abbreviations.....</b>	v
<b>Executive Summary.....</b>	xi
<b>Chapter</b>	
<b><i>Chapter I.....</i></b>	1
<b>Introduction.....</b>	1
<b>1.A       UNLOCKING THE POTENTIAL : THE PRSP VISION.....</b>	1
<b>1.B       FROM I-PRSP To PRSP.....</b>	5
<b>1.C       PROCESS OF POLICY OWNERSHIP.....</b>	6
<b>1.D       MDGs: STATUS IN BANGLADESH.....</b>	7
<b>1.E       PROGRESS IN CROSS COUNTRY PERSPECTIVES.....</b>	9
<b>1.F       FRAMEWORK OF THE PRSP.....</b>	10
<b><i>Chapter II.....</i></b>	13
<b>Nation's Poverty Situation—Key Dimensions and Determinants.....</b>	13
<b>2.A       AN OVERVIEW OF POVERTY TRENDS.....</b>	13
2.A.1      Trends in Income Poverty.....	13
2.A.2      Trends in Human-Poverty.....	14
2.A.3      Trends in Inequality and its Poverty Consequences .....	15
2.A.4      Poverty Trends as per People's Own Assessment.....	16
2.A.5      Poverty Situation beyond 2000.....	17
<b>2.B       LONGER-TERM CHANGES: THE LESSER TOLD STORY.....</b>	18
<b>2.C       MAJOR DETERMINANTS OF POVERTY IN BANGLADESH.....</b>	19
<b>2.D       THE NEXUS BETWEEN ECONOMIC GROWTH AND POVERTY REDUCTION.....</b>	20
<b>2.E       NATURAL DISASTERS AND POVERTY.....</b>	22
<b><i>Chapter III.....</i></b>	25
<b>Participatory Consultation in PRS Formulation.....</b>	25
<b>3.A       METHODS AND APPROACHES TO PRS CONSULTATION.....</b>	25
3.A.1      Approach.....	25
3.A.2      Methods.....	25
<b>3.B       STRUCTURE AND PROCESS OF PARTICIPATORY CONSULTATION.....</b>	25
3.B.1      National Level.....	26
3.B.2      Regional Level.....	27
3.B.3      Face to Face with the Poor.....	29
3.B.4      Major Recommendations Emerging from Consultations.....	29
<b>3.C       THEMATIC GROUPS: FOCUS ON MAJOR THEMES BY THE MINISTRIES.....</b>	34
<b>3.D       CONSULTATION ON DRAFT PRSP.....</b>	42
<b><i>Chapter IV.....</i></b>	45
<b>Key Issues in Building Strategies.....</b>	45
<b>4.A       BUILDING ON PAST ACHIEVEMENTS.....</b>	45
<b>4.B       PREVENTING SLIPPAGES.....</b>	45
<b>4.C       ADDRESSING IMPLEMENTATION.....</b>	46
<b>4.D       BRINGING EMPLOYMENT AND THE MESO-ECONOMY TO CENTRE-STAGE.....</b>	47

4.E	STRENGTHENING THE FOCUS ON WOMEN'S RIGHTS AND ADVANCEMENT.....	48
4.F	UPSCALING MICRO-CREDIT.....	49
4.G	BRINGING THE POLICY PROCESS INTO FOCUS.....	50
4.H	MAKING GOVERNANCE WORK FOR THE POOR AND FOR WOMEN.....	51
4.I	BENCH-MARKING FOR MONITORING PROGRESS.....	52
4.J	QUALITY EDUCATION.....	52
4.K	CHILD RIGHTS ISSUES.....	54
4.L	CAPTURING "SPATIALITY" IN THE PLANNING PROCESS.....	55
4.M	LAND ADMINISTRATION REFORMS AND LAND USE POLICY.....	55
4.N	URBAN POVERTY.....	57
4.O	CRITICAL INFRASTRUCTURES.....	57
4.P	TECHNOLOGY.....	57
4.Q	RISK, VULNERABILITY AND SOCIAL PROTECTION.....	58
<i>Chapter V</i>		61
	<b>Roadmap for Accelerated Poverty Reduction.....</b>	61
5.A	OUTLINING THE POVERTY REDUCTION STRATEGY.....	61
<b>PART A :</b>	<b>STRATEGIC BLOCKS.....</b>	61
5.B	<b>STRATEGIC BLOCK I: MACROECONOMIC ENVIRONMENT FOR PRO-POOR ECONOMIC GROWTH.....</b>	61
5.B.1	Accelerating Growth for Poverty Reduction.....	61
5.B.2	Economic Growth, Investment and Savings.....	62
5.B.3	Private Sector Investment.....	63
5.B.4	Promoting Foreign Direct Investment.....	65
5.B.5	Macroeconomic Stability.....	66
5.B.6	Facilitating Fair and Competitive Business.....	71
5.B.7	Promoting Employment.....	75
5.B.8	Technology and Poverty Reduction.....	80
5.B.9	Promoting Trade.....	81
5.C	<b>STRATEGIC BLOCK II: CRITICAL SECTORS FOR PRO-POOR ECONOMIC GROWTH.....</b>	86
5.C.1	Agriculture and Rural Development.....	86
5.C.2	Water Resources Development and Management.....	101
5.C.3	Small and Medium Size Enterprises (SMEs).....	104
5.C.4	Informal Sector.....	105
5.C.5	Infrastructure Development.....	106
5.C.6	Tourism for Poverty Reduction.....	114
5.C.7	Development of ICT for Growth and Poverty Reduction.....	116
5.D	<b>STRATEGIC BLOCK III: EFFECTIVE SOCIAL SAFETY NETS AND TARGETED PROGRAMMES.....</b>	120
5.D.1	Safety Net Programmes (SNPs) in Bangladesh.....	120
5.D.2	Weaknesses in Bangladesh Safety Net Programmes.....	125
5.D.3	Development of Effective SNPs: Issues of Governance and Development Contents.....	127
5.E	<b>STRATEGIC BLOCK IV: HUMAN DEVELOPMENT.....</b>	128
5.E.1	Investing in People: Education.....	128
5.E.2	Investing in People: Health.....	137
<b>PART B:</b>	<b>SUPPORTING STRATEGIES.....</b>	148
5.F	<b>SUPPORTING STRATEGY I: ENSURING PARTICIPATION, SOCIAL INCLUSION AND EMPOWERMENT.....</b>	148
5.F.1	Women's Rights and Advancement.....	148
5.F.2	Children.....	152
5.F.3	Adivasis/Ethnic Minorities.....	155
5.F.4	Disabled People.....	157
5.F.5	Other Disadvantaged Groups.....	159
5.G	<b>SUPPORTING STRATEGY II: PROMOTING GOOD GOVERNANCE.....</b>	160
5.G.1	Strategic Considerations.....	160

5.G.2	Cross-Cutting Themes for an Institutional Strategy.....	162
5.G.3	Priorities.....	162
S.G.4	Improving Implementation Capacity.....	163
S.G.5	Promoting Local Governance.....	164
5.G.6	Strengthening Anti-Corruption Strategy and Transparency and Accountability.....	166
5.G.7	Criminal Justice Reform and Enhancing Accessible and Affordable Justice for the Poor .....	169
5.G.8	Improving Sectoral Governance.....	170
<b>5.H</b>	<b>SUPPORTING STRATEGY III : SERVICE DELIVERY.....</b>	171
5.H.1	Important Avenues.....	171
5.H.2	Scope of Public-Private Partnership.....	172
5.H.3	Emerging Concerns.....	173
5H.4	Recommended Strategies.....	174
<b>5.I</b>	<b>SUPPORTING STRATEGY IV : CARING FOR THE ENVIRONMENT AND SUSTAINABLE DEVELOPMENT.....</b>	176
5.I.1	Conservation of Nature.....	176
5.I.2	Combating Pollution.....	181
<b>Chapter VI</b>	.....	185
Medium-Term Macroeconomic Framework.....	.....	185
<b>6.A</b>	<b>KEY MACROECONOMIC INDICATORS : TARGETS, PROJECTIONS &amp; POLICY THRUST.....</b>	185
6.A.1	Real Sector.....	185
6.A.2	Fiscal Operations.....	187
6.A.3	Monetary Sector.....	188
6.A.4	External Sector.....	188
<b>6.B</b>	<b>INVESTMENT PROGRAMME.....</b>	189
<b>Chapter VII</b>	.....	191
Goals, Target Attainment and Costing.....	.....	191
<b>7.A</b>	<b>TARGET-SETTING ON MAJOR GOALS AGAINST BENCHMARKS .....</b>	191
<b>7.B</b>	<b>COSTING FOR ATTAINMENT OF MDGs .....</b>	192
<b>7.C</b>	<b>COST OF PRIMARY SCHOOL PROGRAMME .....</b>	193
<b>7.D</b>	<b>COST OF SANITATION PROGRAMME .....</b>	195
<b>7.E</b>	<b>COST OF SCHOOL-LUNCH PROGRAMME .....</b>	196
<b>Chapter VIII</b>	.....	197
Monitoring and Evaluation .....	.....	197
<b>8.A</b>	<b>OBJECTIVES AND RATIONALE OF MONITORING AND EVALUATION (M&amp;E) .....</b>	197
<b>8.B</b>	<b>DATA GENERATION FOR M&amp;E .....</b>	198
<b>8.C</b>	<b>OUTLINING AN INSTITUTIONAL STRATEGY OF M&amp;E SYSTEM .....</b>	199
<b>8.D</b>	<b>INDICATORS FOR M&amp;E .....</b>	199
<b>Annex</b>	.....	201
<i>ANNEX 1</i> .....	.....	203
<b>Thematic Groups and Their Composition</b> .....	.....	203
<i>ANNEX 2</i> .....	.....	207
<b>Fact Sheet : Social Safety Net Programmes in Bangladesh</b> .....	.....	207
<i>ANNEX 3</i> .....	.....	215
<b>Indicators for Monitoring and Evaluation of Poverty Reduction Strategies</b> .....	.....	215
<i>ANNEX 4</i> .....	.....	233
<b>List of Policy Matrices</b> .....	.....	233

## List of Tables

Table Number	Page
Table 1: Social Development in Bangladesh : Predicted vs. Actual Values.....	10
Table 2: Poverty and Inequality in the 1990s and 2000 .....	13
Table 3: Inequality Matters: Facts and a Counterfactual Based on Per Capita Expenditure Data .....	15
Table 4: Poverty Self-Assessments (percent of rural households) .....	17
Table 5: Comparison of Flood Situation .....	23
Table 6: Participation in Regional Consultation Meetings for PRSP Preparation .....	28
Table 7: Trend in TFR by Economic Strata .....	46
Table 8: Employment Projections (million persons), FY03-08 .....	80
Table 9: Governance and Agency .....	163
Table 10: Medium-term Macroeconomic Framework: Key Indicators .....	186
Table 11: Target Setting on Major Goals against 2002 Benchmark .....	192
Table 12: Total Primary School Cost .....	194
Table 13: Total Sanitation Cost .....	195
Table 14: Total Cost of School Lunch Programme .....	196
Table 15: M & E Function and Institutions' Role .....	199

## List of Abbreviations

ABCN	Area Based Community Nutrition
ACC	Anti-Corruption Commission
ADB	Asian Development Bank
ADP	Annual Development Programme
ADR	Alternate Dispute Resolution
AIDS	Acquired Immune Deficiency Syndrome
AMC	Alternative Medical Care
ANC	Ante-Natal Care
APD	Academy for Planning and Development
BADC	Bangladesh Agricultural Development Corporation
BARI	Bangladesh Agriculture Research Institute
BB	Bangladesh Bank
BBC	Bangladesh Biman Corporation
BBS	Bangladesh Bureau of Statistics
BCC	Behaviour Change Communication
BCSIR	Bangladesh Council for Science and Industrial Research
BDHS	Bangladesh Demographic and Health Survey
BDR	Bangladesh Rifles
BELA	Bangladesh Environmental Lawyers Association
BEPZA	Bangladesh Export Processing Zone Authority
BGMEA	Bangladesh Garments Manufacturers and Exporters Association
BIDS	Bangladesh Institute of Development Studies
BINP	Bangladesh Integrated Nutrition Project
BIWTA	Bangladesh Inland Water Transport Authority
BIWTC	Bangladesh Inland Water Transport Corporation
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BMD	Bangladesh Meteorological Department
BMET	Bangladesh Manpower, Employment and Training
BOGMC	Bangladesh Oil-Gas and Mineral Corporation
BOI	Board of Investment
BOU	Bangladesh Open University
BPDB	Bangladesh Power Development Board
BR	Bangladesh Railway
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
BRRI	Bangladesh Rice Research Institute
BRTA	Bangladesh Road Transport Authority
BRTC	Bangladesh Road Transport Corporation
BSCIC	Bangladesh Small and Cottage Industries Corporation
BSTI	Bangladesh Standards and Testing Institution
BTMA	Bangladesh Textile Manufacturers Association
BTRC	Bangladesh Telecommunication Regulatory Commission
BITB	Bangladesh Telephone and Telegraph Board
CAB	Consumers' Association of Bangladesh
CBN	Cost of Basic Need
CBO	Community Based Organization
CBW	Central Bonded Warehouse
CCI&E	Chief Controller of Import and Export
CD	Cabinet Division /Children Directorate
CEDAW	Convention for Eliminating Disparity Against Women
CHT	Chittagong Hill Tracts
CLS	Child Labour Survey
CMR	Child Mortality Rate
CNG	Compressed Natural Gas
CNU	Community Nutrition Unit
CPA	Chittagong Port Authority
CPR	Contraceptive Prevalence Rate
CRC	Convention on the Rights of the Child

CSO	Civil Society Organisation
DAE	Department of Agricultural Extension
DAM	Department of Agricultural Marketing
DC	Divisional Commissioner
DCI	Direct Calorie Intake
DESA	Dhaka Electric Supply Authority
DESCO	Dhaka Electric Supply Company
DHS	Demographic and Health Survey
DLS	Department of Livestock Services
DoF	Department of Fisheries/Department of Forest
DOTS	Directly Observed Treatments
DP	Development Partner
DPE	Department of Primary Education
DPO	Disabled People's Organizations
DSHE	Directorate of Secondary and Higher Secondary Education
DSL	Debt Service Liabilities
DTCB	Dhaka Transport Co-ordination Board
ECA	Ecologically Critical Area
ECDP	Early Childhood Development and Pre-school
EIA	Environmental Impact Assessment
EOC	Essential Obstetric Care
EmOC	Emergency Obstetric Care
EMRD	Energy and Mineral Resources Division
EPB	Export Promotion Bureau
EPI	Expanded Programme for Immunization
EPZ	Export Processing Zone
ERC	Energy Regulatory Commission
ERD	Economic Relations Division
ESD	Essential Service Delivery
EU	European Union
FA	Field Assistant
FAO	Food and Agriculture Organization
FCD	Flood Control and Drainage
FCDI	Flood Control Drainage and Irrigation
FD	Finance Division
FDI	Foreign Direct Investment
FEI	Food Energy Intake
FMU	Financial Monitoring Unit
FSSAP	Female Secondary School Assistance Project
FTA	Free Trade Area
FY	Fiscal Year
GDP	Gross Domestic Product
GED	General Economics Division
GIE	Gini Income Elasticity
GIS	Geographic Information System
GMC	Global Movement for Children
GOB	Government of Bangladesh
GSP	Generalized System of Preference
GTCL	Gas Transmission Company Limited
HES	Household Expenditure Survey
HIES	Household Income and Expenditure Survey
HIV	Human Immune Virus
HNP	Health, Nutrition and Population
HNPSPP	Health, Nutrition and Population Sector Programme
HRD	Human Resource Development
HSC	Higher Secondary School Certificate
HYV	High Yielding Variety
ICD	Inland Container Depot
ICT	Information and Communication Technology

IDA	International Development Agency
IFPRI	International Food Policy Research Institute
IGTI	Inequality-Growth Trade-off Index
ILO	International Labour Organization
IMCI	Integrated Management of Childhood Illness
IMED	Implementation Monitoring and Evaluation Division
IMF	International Monetary Fund
IMR	Infant Mortality Rate
IP	Indigenous People
IPM	Integrated Poverty Measure/ Integrated Pest Management
IPO	Import Policy Order
IPP	Independent Power Producer
IPR	Intellectual Property Rights
I-PRSP	Interim Poverty Reduction Strategy Paper
IRD	Internal Resources Division
ISACPA	Independent South Asian Commission on Poverty Alleviation
ISO	International Standard Organization
IT	Information Technology
ITC	International Trade Centre
ITES	ICT Training and Enabled Service
LAN	Local Area Network
LB	Live Birth
LC	Letter of Credit
LCG	Local Consultative Group
LDC	Least Developed Country
LFS	Labour Force Survey
LGD	Local Government Division
LGED	Local Government Engineering Division
LGI	Local Government Institution
MC	Micro-credit
MCI	Micro-credit Institutions
MDG	Millennium Development Goal
MFA	Multi Fibre Arrangement
MFI	Micro Finance Institution
MFN	Most Favoured Nations
MIS	Management Information System
MMR	Maternal Mortality Rate
MoA	Ministry of Agriculture
MoC	Ministry of Commerce/ Ministry of Communications
MoCA	Ministry of Cultural Affairs
MoCAT	Ministry of Civil Aviation & Tourism
MoCHTA	Ministry of Chittagong Hill Tracts Affairs
MoD	Ministry of Defence
MoE	Ministry of Education/ Ministry of Establishment
MoEF	Ministry of Environment and Forest
MoEWOE	Ministry of Expatriates' Welfare and Overseas Employment
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoFDM	Ministry of Food and Disaster Management
MoFL	Ministry of Fisheries & Livestock
MoHA	Ministry of Home Affairs
MoHFW	Ministry of Health and Family Welfare
MoHPW	Ministry of Housing and Public Works
MoI	Ministry of Industries/ Ministry of Information
MoJTT	Ministry of Jute and Textiles
MoL	Ministry of Land
MoLE	Ministry of Labour and Employment
MoLGRDC	Ministry of Local Government, Rural Development & Cooperatives
MoLJPA	Ministry of Law, Justice & Parliamentary Affairs

MoLWA	Ministry of Liberation War Affairs
MoP	Ministry of Planning
MoPEMR	Ministry of Power, Energy & Mineral Resources
MoPME	Ministry of Primary & Mass Education
MoPT	Ministry of Posts & Telecommunications
MoRA	Ministry of Religious Affairs
MoS	Ministry of Shipping
MoSICT	Ministry of Science and Information & Communication Technology
MoSW	Ministry of Social Welfare
MoWCA	Ministry of Women and Children Affairs
MoWR	Ministry of Water Resources
MoYS	Ministry of Youth & Sports
MP	Member of Parliament
MPA	Mongla Port Authority
MSME	Micro, Small and Medium Enterprise
MTMF	Medium Term Macro Framework
MW	Mega Watt
MWCA	Ministry of Women and Children Affairs
NAP	National Action Plan
NAPE	National Academy for Primary Education
NARS	National Agricultural Research System
NBR	National Board of Revenue
NCB	Nationalized Commercial Bank
NCC	National Co-ordination Council
NEC	National Economic Council
NEP	National Energy Policy
NFE	Non Formal Education
NGO	Non Government Organization
NIPSOM	National Institute of Preventive and Social Medicine
NMR	Neonatal Mortality Rate
NMT	Non-motorized Transport
NNP	National Nutrition Programme
NPFP	National Poverty Focal Point
NPL	Non Performing Loan
NRR	Net Reproduction Rate
NSC	National Steering Committee (for preparation of PRSP)
NSS	National Skills Standard
NWMP	National Water Management Plan
NWP	National Water Policy
OCC	One-stop Crises Centre
ORT	Oral Re-hydration Therapy
PAPR	Partnership Agreement on Poverty Reduction
PBS	Palli Bidut Samity ( Rural Electricity Co-operative of REB)
PC	Planning Commission
PD	Planning Division / Programming Division
PEDP	Primary Education and Development Programme
PGCB	Power Grid Company of Bangladesh
PKSF	Palli Karma Sahayak Foundation
PMAP	Post-MFA Action Programme
PMS	Poverty Monitoring Survey
PMO	Prime Minister's Office
PNC	Post Natal Care
PD	Power Division
PPRC	Power and Participation Research Centre
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RDCD	Rural Development and Cooperatives Division
REB	Rural Electrification Board
RHD	Roads and Highways Department

RLF	Revolving Loan Fund
RMG	Ready Made Garment
RMP	Road maintenance Programme
RNF	Rural Non-Farm
RNFA	Rural Non-Farm Activity
RNFE	Rural Non-Farm Economy
ROO	Rules of Origin
RTA	Regional Trade Arrangements
SAARC	South Asian Association for Regional Cooperation
SARA	Social Association for Rural Advancement
SBA	Skilled Birth Attendant
SBU	Strategic Business Unit
SDGs	SAARC Development Goals
SESIP	Secondary Education Sector Improvement Project
SEC	Securities and Exchange Commission
SMC	School Management Committee
SME	Small and Medium Enterprise
SOE	State Owned Enterprise
SPARSO	Space Research and Remote Sensing Organization
SPM	Suspended Particulate Matters
SSC	Secondary School Certificate
SSN	Social Safety-Net
SSNP	Social Safety Net Programme
STD	Sexually Transmitted Diseases
STW	Shallow Tube Well
TB	Tuberculosis
TBA	Trained Birth Attendant
TFR	Total Fertility Rate
TTC	Teachers Training College
TVET	Technical and Vocational Education and Training
TYRIP	Three Year Rolling Investment Programme
U2PEM	Under Two Protein Energy Malnutrition
U5MR	Under Five Mortality Rate
UGC	University Grants Commission
UHC	Upazila Health Complex
UHFWC	Union Health and Family Welfare Centre
UNDP	United Nations Development Programme
UP	Union Parishad
VAT	Value Added Tax
VAW	Violence Against Women
VDP	Village Defense Party
VGD	Vulnerable Group Development
VGF	Vulnerable Group Feeding
WID	Women in Development
VOIP	Voice Over Internet Protocol
VRS	Vital Registration Statistics
VSAT	Very Small Aperture Terminal
VTE	Vocational and Technical Education
WAN	Wide Area Network
WARPO	Water Resource Planning Organization
WHO	World Health Organization
WSS	Water and Sanitation Sector
WTO	World Trade Organization



## Executive Summary

### 1 A March of Hope

- i. Bangladesh has made important gains in the fight against poverty. Derided as a basket-case only three decades ago, Bangladesh today is definitively out of the shadow of famine. Uniquely for a country facing an extremely vulnerable ecology, Bangladesh has established a credible record of sustained growth within a stable macroeconomic framework. At a comparatively low level of development, it has also earned the distinctions of a major decline in population growth rate and of graduating to the medium human development group of countries by UNDP's ranking. Child mortality was halved during the 1990s, life expectancy has increased to 61 years, net primary enrolment went up significantly as did women's economic participation, gender parity has been achieved in primary and secondary education, and, depletion of tree cover has been reversed rising from seven to 15 percent through a focus on social forestry. Infrastructure, a focus on rural roads has succeeded in substantially banishing the curse of remoteness for the majority of villages. Anti-poverty innovations such as micro-credit have gone on to win world renown. Vibrant non-government sectors as well as private sector bodies have worked side by side with the government to achieve the above. Against all odds, the democratic process has found roots though the road ahead is anything but assured.
- ii. Notwithstanding specific areas of progress, however, aggregate poverty rates remain dauntingly high. Pockets of extreme poverty persist. Inequality is a rising concern. Women continue to face entrenched barriers and insecurities in their attempts to consolidate their gains on social and economic fronts. Governance weaknesses stand in the way of an acceleration in the growth process. Judging by current trends, breaking wholly free of the poverty chains remains a distant goal. This is a prospect that is neither necessary nor inevitable.
- iii. Bangladesh has not been well served by the imageries associated with it. Too often, the discourse on poverty has been a discourse on the statistics of despair. While the statistics may indeed look frightening, ground realities to make an acceleration in poverty reduction possible already exist. The most important resource Bangladesh brings to this task is its people and their initiative zeal. But a scaled-up attack against poverty will only succeed if it is able to move beyond feel-good prescriptions. In many ways, today's foremost challenge lies in engendering a new agenda-setting language and style whose greater concerns are how to secure results, how to acknowledge and empower initiatives and the need to focus on the small solutions as much as the big ones.
- iv. Just as poverty is multi-dimensional, the battle against poverty too has to be waged on many fronts and with unremitting vigour. The challenge is not only one of budgetary targets. It is as importantly a challenge of better understanding of ground realities, of transforming institutional cultures, of building dynamic partnerships, and above all a challenge of political determination.

### 2 The Process of Policy Ownership

- v. The completion of the Interim Poverty Reduction Strategy Paper (I-PRSP) titled *A National Strategy for Economic Growth, Poverty Reduction and Social Development*, in March 2003, marked an important milestone in the process of renewing the national goal of policy ownership over the formulation of

poverty reduction strategies (PRSs). While the commitment to poverty reduction since then continued to be pursued through a wide range of concrete actions, Government also undertook specific steps to ensure a comprehensive participatory process by which to deepen policy ownership in the formulation of a full-blown PRS. Four effective participatory strategies were put in place.

vi. *Firstly*, a high-powered National Steering Committee headed by the Principal Secretary to the Honourable Prime Minister and drawing on all the major public sector ministries was established to steer the process of preparing a full-blown poverty reduction strategy. *Secondly*, a National Poverty Focal Point was established within the General Economics Division (GED) of the Planning Commission to act as the secretariat for the strategy formulation process. *Thirdly*, nineteen theme areas were identified for which thematic groups were constituted under the relevant ministry for preparation of thematic reports that would feed the final strategy formulation process. The thematic groups effectively functioned as a wide-ranging partnership between public sector ministries and research and professional institutions and agencies. The thematic exercise also played a significant role in motivating the Ministries and Divisions in an intensive process of reviewing and examining their own policy areas for all major cross-cutting, macroeconomic and real sector issues. The process of policy ownership of PRSs in the public sector thus acquired renewed vigour by ensuring full participation of the principal actors in the public sector and obtaining from them outcome-oriented thematic reports. *Fourthly*, regional consultations were undertaken with representation from a wide cross section of society including elected functionaries and grass roots organizations. Over and above the specific steps initiated by the Government, the availability of a Focal Point (i.e. GED of the Planning Commission) also galvanized a secondary process of participation in which active segments of civil society undertook their own consultative exercises, as for example on the issue of disability, and channelled their outputs to the formulation team.

vii. With the completion of the Draft PRSP in December, 2004, a concluding round of consultations were initiated prior to finalization. The most comprehensive of these was with Honourable Members of Parliament both through the medium of the parliamentary standing committees and through three special all-party meetings held at the behest of the Honourable Speaker under the aegis of the Strengthening Parliamentary Democracy Project. In addition, consultations were held with development partners, civil society/academics, NGOs, media representatives, eminent persons, women spokespersons, and adivashi/ethnic minorities' representatives. The final PRS document has incorporated the relevant suggestions emerging from these consultations.

### **3      Reading the Poverty Balance-Sheet Correctly**

viii. Poverty is a broad front. It is about income levels. It is about food security. It is about quality of life. It is about asset bases. It is about human resource capacities. It is about vulnerabilities and coping. It is about gender inequalities. It is about human security. It is about initiative horizons. It is each of these and all of these together.

ix. Given this multi-dimensionality, it makes sense to read the poverty balance-sheet in a holistic way taking cognizance of all credible quantitative and qualitative evidence. Economists usually define poverty as a situation in which a household or a person is unable to satisfy certain needs or groups of needs (nutrition, shelter, education etc) based on an *a priori* yardstick. The income approach as this is popularly referred to an indirect approach to the measurement of poverty but generally enjoys wide acceptance because of its simplicity and comparability. Even here, however, differences in method may yield different estimates.

x. As distinct from the income approach, poverty may also be measured more directly through people's own assessments. While such assessments may suffer from a degree of subjectivity, experience has shown that careful research in this area can bring out a surprisingly robust understanding of the dimensions of poverty that matter most to the poor and the direction of trends on these dimensions.

xi. Beyond income measures and self-assessments, a qualitative understanding of long-term structural and behavioural trends impinging on poverty is also critically important to shape policy responses for accelerated poverty reduction.

### 3.1 An Overview of Poverty Trends

#### *Trends in Income-Poverty*

xii. By most estimates, Bangladesh has witnessed a modest poverty reduction rate of around one percentage point a year since the early nineteen nineties. Two alternative estimates based on the Household Income and Expenditure Surveys (HIES) of the Bangladesh Bureau of Statistics show poverty declining from 58.8percent in 1991/92 to 49.8percent in 2000, and alternatively, from 49.7percent in 1991/92 to 40.2percent in 2000 (Table I). The methodology of the former estimate does not permit an assessment of longer-term poverty trends unlike the latter estimate. Consideration of other data sources, notably the BIDS/PPRC 62 village poverty study, tends to support the latter estimate.

**Table I: Poverty and Inequality in the 1990s**

Indicator	Estimate 1 : BBS/World Bank using 1990s HIES unit-record data		Estimate 2: Sen & Mujeri using HIES longer-term grouped distribution data	
	1991/92	2000	1991/92	2000
<b>Headcount Ratio</b>				
National	58.8	49.8	49.7	40.2
Rural	61.2	53.0	52.9	43.6
Urban	44.9	36.6	33.6	26.4
<b>Gini Index of Inequality</b>				
National	0.259	0.306		
Rural	0.243	0.271	0.255	0.297
Urban	0.307	0.368	0.319	0.379

Sources: 1. For estimate 1," a)BBS, *Preliminary Report of Household Income and Expenditure Survey 2000, Dhaka, 2001*. b)World Bank 2002, *Poverty in Bangladesh: Building on Progress, Report No. 24299-BD*,World Bank, Washington D.C., June 2002"

2. For estimate 2," CBN estimates by Sen, B and Mujeri, M., 2002, *Poverty in Bangladesh: Trends, Profiles and Determinants, Background Paper for I-PRSP*, using HIES grouped distribution data for comparability with poverty trends in the eighties and using 1983/84 non-food poverty line as the base-year non-food poverty line."

xiii. The observed improvement in the poverty situation also holds true for the distributionally sensitive measures of poverty – the poverty gap ratio declined from 17.2percent to 12.9 percent and the squared poverty gap ratio declined from 6.8percent to 4.6percent-indicating that the situation of the poorest also improved during this period. Notwithstanding this improvement, however, the proportion of the poorest as a sub-category (defined through a lower poverty line) remains worryingly high at

around 20 percent of the population in 2000<sup>1</sup>. There is considerable interface between the persistence of chronic poverty and unfavourable agricultural environments (e.g. salinity-prone, flood-prone, river-erosion prone, drought-prone areas).

xiv. While absolute poverty measured by the head-count index declined faster in urban areas compared to rural areas over the nineties, this was associated with a rise in inequality. Consumption expenditure inequality over the nineties increased from 30.7 to 36.8 percent in urban areas and from 24.3 to 27.1 percent in rural areas. Overall, the Gini index of inequality increased from 0.259 to 0.306 during this period.

xv. The growth-poverty link underlying the observed poverty trends shows that Bangladesh has moved from a situation of lower growth with equity having a smaller impact on poverty reduction in the eighties to a situation of higher growth with inequality having a larger impact on poverty reduction in the nineties. The latter clearly is a better alternative than the former but the policy challenge lie in bringing about a sharper pro-poor orientation to the growth process.

#### *Trends in Human-Poverty*

xvi. Human-poverty trends have shown faster improvement than income-poverty trends. The human poverty index (based on deprivations in health, education and nutrition) stood at 61 percent in the early eighties (1981/83) but declined to 47 percent in the early nineties (1993/94) and dropped further to 35 percent in the late nineties (1998/00). The index of human poverty declined by 2.54 percent per year compared with 1.45 percent in the national head-count ratio for income-poverty over the last two decades.

xvii. A more detailed look at human poverty trends shows that the infant mortality rate has declined from 153 deaths per 1000 live births in the mid-nineteen seventies to 62 in 2000. Over the same period, the under-five mortality rate declined from 250 deaths per 1000 live births to 83. The rural-urban gap on these improvements has also seen a sharp decline: from a gap of 26.8 percent in the infant mortality rate in 1993/94 to 8.3 percent in 1999/00 and from a 34 percent gap in the under-five mortality rate to 16 percent over the same period. There are, however, considerable differences related to socio-economic status: infant mortality is about 70 percent higher for the poorest quintile than the richest quintile.

xviii. Gender discrimination, however, has persisted: in the 1-4 age group, female mortality is about a third higher than male mortality. Maternal mortality rate continues to be very high at 320 deaths per 100,000 live births in 2001.

xix. The gross primary enrolment rate has increased from 75.6 percent in 1991 to 102.30 percent in 2005. Gender parity has been achieved at both primary and secondary levels.

xx. On nutritional indicators, the stunting rate for children in the age group 6-71 months declined from 68.7 percent in 1985/86 to 49 percent in 1999/00. The proportion of underweight children in the same age group has seen a parallel decline from 72 percent to 51 percent. Notwithstanding these improvements, the absolute level of child malnutrition remains a critical developmental challenge.

---

<sup>1</sup> 33 percent by World Bank lower poverty line estimate. World Bank, 2002, op .cit

Additionally, there are considerable rural-urban differences: 47 percent of rural children are stunted compared to 35 percent of urban children. There is also a female disadvantage: female-male gap for the severely stunted has increased from 10 percent in 1996/97 to 16 percent in 1999/00 though the gap is considerably less in the case of moderate malnutrition. Maternal malnutrition (proxied by body-mass index less than the critical value of 18.5) too is high but has seen some improvement: 45 percent of mothers were malnourished in 1999/00 compared to 52 percent in 1996/97.

#### *Poverty Trends as per People's Own Assessments*

xxi. While economists tend to measure poverty vis-à-vis a higher yardstick of healthy life, people's own assessments often assess progress vis-à-vis a more minimalist yardstick of extreme deprivation such as hunger. Of significance here is the popular term *khoraki* that is a sociological expression of a poverty yardstick understood as annual food rations for the family. Poverty is then understood in terms of perceptions on deficit vis-à-vis the capacity to fulfill this minimalist yardstick. While newer popular meanings of poverty are seeping in with the transformations underway in social and economic life, the traditional hunger poverty yardstick provides useful insights on changes occurring in the poverty situation at the lowest rung of the scale.

xxii. Trend data on people's self-assessment available from the BIDS/PPRC 62 Village Poverty Studies bring out an aspect of changes in the poverty situation which is not fully brought out in poverty statistics. Specifically in terms of hunger poverty, improvements have been much more dramatic with the proportion of the 'always deficit' category of households dropping from 24 percent in 1989 to 9.9 percent in 2001 (the slight rise to 11.6 percent in 2004 reflects the impact of flood that year). Even within this 'always deficit' category, further differentiation carried out in the 2001 survey shows the stark hunger category to constitute 1.9 percent of households. Though pockets of seasonal hunger – the so-called *monga* areas – persist, even the term 'extreme poverty' today thus no longer signify going without any meals a day for significant parts of the year. In a significant way, the challenge of poverty today has been transformed from that of hunger per se to a larger challenge of poor diets and other basic needs.

**Table II: Poverty Self-Assessments (percent of rural households)**

Self-Assessment	1989	1995	2001	2004
Always Deficit	24	18	9.9	11.6
Occasional Deficit	50	32.2	26.3	31.9
Break-even	17.5	30.7	40.8	33.4
Surplus	8.5	19.1	23	23.1

Source: 62 Village Survey and Re-Surveys: 1989, 1995: BIDS *Analysis of Poverty Trends Project*; 2001, 2004: PPRC *State of the Poor Project*

#### 3.2 Longer-Term Changes: the Lesser Told Story

xxiii. Macro statistics tell only a part of the poverty story. From a longer-term process perspective, a more complex story of change emerges.

- *Qualitative change in the experience of poverty*

Though per capita income levels have climbed only so modestly, there has been a qualitative change in the *experience of poverty* itself: i.e. the intensity of seasonal deprivations have marked a significant decline, percentage of population going without three meals a day has been substantially reduced, access to basic clothing has become near-universal, proportion of population living in extreme vulnerable housing has also registered a noticeable decline.

- *Declining Centrality of Land*

Land used to be the source both of wealth and income and of power and status in rural Bangladesh. This centrality has undergone drastic changes. Land is no longer the principal basis of power and status; neither does it serve to limit the livelihood opportunities of the poor. The subsistence orientation of production too has given way to a more complex and fluid livelihood strategy. Land has assumed a new multi-functionality within this multiple livelihood strategy far removed from its earlier connotations of power and dominance.

- *An Emerging Rural – Urban Continuum*

The dramatic expansion of all-weather rural infrastructure which began from the late 1980s has brought about a qualitatively new degree of connectedness between the rural and urban areas. Migration and remittances have emerged as dominant factors in household dynamics. The pattern of migration too is not restricted to uni-directional flows to international or metropolitan centres; migration of varying duration to a variety of destinations both rural and urban as well as near and far is increasingly a critical part of the picture. Initial fears that migration was fuelling an export of poverty from rural to urban areas has now been dispelled by poverty trend statistics; in general urbanisation appears to have been a force for poverty reduction with urban poverty declining much faster than rural poverty. The rural-urban divide is increasingly giving way to a rural-urban continuum.

- *Labour Market Transformations*

Far reaching transformations have also taken place in the labour market. There is a trend towards an occupational hierarchy for the poor in which casual daily labour is the least preferred employment. The competition is for piece-rate labour contracts and fixed-rent tenancies in the farm sector and for non-farm employment in rural construction activities, transport operations and at the lower end of trade and service activities. Within the context of such an occupational hierarchy, the ‘capacity to shift’ becomes the key livelihood concern for the poor. Correspondingly, there is a great emphasis on the finance access, social networking and human capital factors which generate this ‘capacity’ at the level of the individual household.

- *A deepening in market orientation*

There has been a far-reaching deepening in *market orientation* among all classes of economic actors, rural and urban, formal and informal, producer and consumer, large players and small players.

- *Poor loosen ties of dependence but little leverage over the political space*

The poverty literature of the 70’s was replete with references to analytical categories such as inter-locked markets and personal dependence. These described a situation where the poor households were enmeshed in inter-locking ties of dependence on land, labour and credit

markets. Three decades on, this situation of personal dependence has significantly weakened. The spread of high-yield agriculture and all-weather road infrastructure has largely done away with seasonal dependence. Possibilities of quick migration have greatly expanded the choice horizon of the poor. The lives of women have also been touched: female mobility is a conspicuous phenomenon and women's reproductive burden too has gone down. However, while choice horizons have expanded, the political leverage of the poor over decision-making processes shows little evidence of any significant change.

- *A Personality Revolution?*

Perhaps the most important part of the poverty story is one not found in the statistics at all. The poor of Bangladesh have undergone something of a personality revolution and become more assertive, pro-active towards opportunities, clearer on life-goals. The social reality may not have lost its oppressive features but the poor men and women of rural and urban Bangladesh are new protagonists on the scene and societal outcomes are very much open. With perseverance and determination, they are forging a new ground reality of initiatives and signalling an escalating refusal to remain content with the vagaries of a poverty-laden fate.

#### 4 Key Issues in Building Strategies

xxiv. Policy prescriptions burdened with encyclopedic wish-lists are often a problem rather than an aid in the fight against poverty. Poverty remains so pervasive that a million priorities are unlikely to exhaust the agenda. The challenge is not one of being exhaustive as much as being strategic in the reading of constraints and the search for promise. Key issues which need to inform the construction of today's road-map for accelerated poverty reduction include:

- *Building on Past Achievements*

No road-map is or can be wholly new. Remarkable gains have already been achieved in the areas of seasonal hunger, safety nets, primary schooling, girls' education, immunization, micro-credit, female economic participation, birth control and physical mobility. A critical priority in the new road-map will be to consolidate these gains and move on to the next challenges in each of these areas. Building on past achievements will also imply ensuring coverage of specific sub-categories of the poor who may have been bypassed by generic anti-poverty programmes such as minority ethnic groups, people living in remote and ecologically vulnerable areas, people who have lost their traditional occupations, and people suffering from disabilities.

- *Preventing Slippages*

It is also crucial that there are no slippages in areas where significant gains have already been achieved as for example in the area of population growth. An emerging concern is the plateauing of the total fertility rate (TFR) since the mid 1990s particularly among the poorer strata. Increased importance of temporary methods over permanent methods in family planning, health sector reform in the late 1990s which promoted a one-stop service centre in place of domiciliary (door-to-door) services may have contributed to the observed TFR plateauing. Any reversal in the population frontier clearly stands to weaken the fight against poverty.

- *Addressing Implementation*

Implementation has proved to be the bane of policy and programme initiatives on poverty reduction. A sharper engagement with implementation challenges is a critical necessity for accelerated poverty reduction. Four challenges merit priority attention: freeing the annual development programme (ADP) from the consistent burden of under-completed and under-funded projects; addressing the “incentives and motivation” issue pertaining to the civil service; a mind-set change to ensure a focus on the “little decisions” as much as on the “big decisions”; and, better information flows.

- *Bringing Employment and the Meso-Economy to Centre-Stage*

With nearly a million new members joining the labour force every year and with an employment-GDP elasticity of only 0.34, employment demands the highest strategic attention. Addressing the employment challenge has several facets: i) increase in wage employment, ii) increase in real wages, iii) increase in self-employment opportunities, iv) increase in labour productivity, and v) improved terms of trade for the products of labour particularly in agriculture and the informal sector. These are not either-or policy choices. A policy cue rather has to be taken from the livelihood realities in which the poor are actually operating. Traditional sectoral or integrated approaches to the issue often fail to grasp a silent structural transformation taking place at the base of the economy under the twin impetus of global integration and urbanization. The growth story of the 1990s in many ways signals a coming-of-age of this meso-economy: formal and informal activities in service, trade, construction and small industries proliferating in the rural market centres serving a demand boost coming from agriculture and remittance income among others. Much of this meso-economy dynamics has been bereft of policy attention; bringing it centre-stage to address the multi-faceted employment challenge will be a key priority.

- *Strengthening the Focus on Women’s Advancement*

Women in Bangladesh have won important first round victories of visibility and mobility. Female gains in primary and secondary education, access to birth control measures and micro-credit compare favourably with the situation in other developing countries. Social attitudes looking positively on women’s economic participation too have become near universal. However, beyond these first-round victories of visibility and mobility lie new constraints and new areas of strategic challenge. Entrenched patriarchal attitudes and insecurities of public spaces effectively inhibit fuller engagement by women with the unfolding opportunities. At issue too are social attitudes which put low priority on maternal health. While women’s economic participation has expanded, female labour productivity remains very poor. Addressing these second round challenges will be a priority.

- *Up scaling Micro-Credit*

Micro-credit has rightly come to be seen as the most visible of anti-poverty instruments. Up scaling micro-credit and enhancing its poverty impact will be important factors in realizing the goals of accelerated poverty reduction. This is particularly so in a context in which there is a growing void in rural finance.

- *Strengthening Connectivity*

The question of connectivity is critical to poverty reduction from two angles: banishing the curse of remoteness and empowering the growth process. Key policy concerns to address the connectivity challenge include overcoming the power and port bottlenecks, completion of key infrastructures, effective systems of maintenance, strengthening telecommunications and its reach etc.

- *Bringing the Policy Process into Focus*

Real-life policy-making rarely adheres to linear sequences of optimal choices. Not only do most policies involve trade-offs, and the consequent challenge of making the best judgment on the trade-offs, policy-making is also driven as much by pressures of opinion and action from within and without as also by policy-makers' assessment of the political viability of policy decisions. Ideal solutions innocent of the challenges of grounding policies in political and administrative implementation are thus often off the mark.

- *Making Governance Work for the Poor and Women*

The governance agenda has suffered from being insufficiently grounded in an understanding of where the governance 'needs' of the poor and of vulnerable groups including women lie and of the real-life constraints impinging on the initiative potential of political actors on governance issues. There is also a mind-set challenge wherein the governance agenda is often formulated in the language of "big solutions" while neglecting the window of "small solutions" which can get started right away with much less of a challenge in policy innovation.

- *Bench-marking for Monitoring Progress*

An energized strategy for accelerated poverty reduction cannot but be result-oriented. A crucial need here will be to establish credible and conceptually sound benchmarks against which progress can be regularly monitored. Benchmarks must focus not only on outcome goals but as importantly on process goals.

- *Quality Education*

While the focus on access has brought significant dividends in terms of primary enrolment, gender parity statistics and a comprehensive mind-set shift which values education, field realities increasingly underscore the fact that access achievements are not necessarily translating into quality achievements. A paradigm shift towards a pre-occupation with quality while retaining the focus on equity has thus become an urgent necessity. In a way, such a realization has already been spreading but the sense of strategic urgency remains to be galvanized. It is also important to ensure that the development of the quality agenda at primary, secondary and vocational levels is not driven by top-down expert approaches alone but take its cue equally from an analytically sound reading of the ground realities of school, community and administrative environments in which they are situated.

- *Rational Land Use and Land Administration Reform*

Given the paucity of land, its intense utilization and the predominance of small-holders, classical notions of land reform based on large-scale redistribution of private land do not represent meaningful policy options in the Bangladesh reality. Yet, this is not to deny that land remains important in a variety of ways in the economic and social life of the country. There has been a growing realization that the critical policy issues pertaining to land have to do with land administration reform and a rational land use policy including ensuring better access to *khas* land by the poor and community groups.

- *Urban Poverty*

For a rapidly urbanizing country, urbanization so far has been a factor conducive to poverty reduction. However, growing disparities in living standards within the major cities and the problem of urban poverty in general is emerging as an important policy concern. Unplanned

city growth, illegal encroachments on public land, poor urban governance, and, lack of policy attention to the needs of the informal sector are some of the key factors exacerbating the problem of urban poverty. An effective strategy to address urban poverty is closely linked to an effective urbanization strategy. Critical policy entry points include mitigating public health risks, addressing the service needs of both transient settlements and more stable poor neighbourhoods, strong and effective policy support to the informal sector, and, better utilization of urban khas land for community purposes and for the needs of the poor.

- *Technology*

Policy attention to technology has not been robust and in pace with rapidly transforming social and economic demands. A reluctant mind-set and a bookish approach have been major hindrances to up scaling technology as a policy focus. Critical challenges include overcoming reluctant mind-sets, more effective engagement with application issues and choice of technology which emphasize productivity, low thresholds for entry and high self-dissemination potential. Two priority areas for policy attention are firstly, agriculture technology including technology for related fields such as fisheries, and secondly, ICT.

- *Risk, Vulnerability and Social Protection*

While safety nets have been an integral part of Bangladesh's poverty reduction strategy, changing risk profiles and stronger mitigation demands make the case for a holistic re-thinking on safety nets in particular and social protection in general a compelling one. Social protection includes safety nets, various forms of social insurance, labour market policies as well as process of self-help existing or emerging within society. Policy challenges include sharper profiling of risks, old and new, careful balancing of needs and expectations, streamlining implementation, and, exploring net-and-ladder options in programme design.

## 5 A Eight-Point Strategic Agenda

xxv. The struggle against poverty will never succeed if it continues to be an encyclopaedic wish list hopelessly bereft of any sense of strategic priority. Poverty is so pervasive that a million priorities will not exhaust the agenda but to get the momentum going, policy and popular energies have to be galvanized around a few catalytic agendas built on the policy triangle of growth, human development and governance. The overriding consideration for choosing such an agenda will be its relevance to ground realities and its potential to unlock the social and economic energies of the nation. From such a perspective, the medium term strategic agenda for Bangladesh for the goal of accelerated poverty reduction is constituted of the following ( the list to be read as a whole rather than as a sequence of priorities):

- *Employment*
- *Nutrition*
- *Quality Education (particularly in primary, secondary and vocational levels with strong emphasis on girls' education)*
- *Local governance*
- *Maternal Health*
- *Sanitation and Safe Water*
- *Criminal Justice*
- *Monitoring*

xxvi. Both in their individual essence and in their potential synergies, it is this eight-point strategic agenda more than any other which provides the key to a comprehensive acceleration in the pace of poverty reduction. Other priorities exist and indeed will have to be attended too. But it is on these eight that the strategic gaze of the nation has to be unwavering.

xxvii. The pursuit of the strategic agenda will require clarity and wisdom in the choice of policy instruments and shouldering of responsibilities. The high tide of both planning and market paradigms is behind us. The focus increasingly is shifting from one-dimensional instruments to those that are more open and interactive between policy-makers and citizenry, policy choices that work and can change directions if warranted, and above all, solutions that are better grounded in the specifics of history, culture and ecology. Finding the right balance between public action, private initiatives and community mobilization will be a key to success.

## 6 Policy Priorities

xxviii. Bangladesh faces a triple challenge in building a road map for accelerated poverty reduction: firstly, build on past achievements while preventing slippages, secondly, address the multi-dimensionality of poverty through a strategic choice of priorities, and, thirdly, unlock the agency potentials of the nation through an optimal mix of public action, private initiatives and community mobilization. The policy triangle on which such a road map broadly rests is constituted of pro-poor economic growth, human development and governance.

xxix. There are eight specific avenues-four strategic blocks and four supporting strategies-through which the goal of accelerated poverty reduction will be pursued. These are firstly supportive *macroeconomics* to ensure rapid growth with particular focus on stable macroeconomic balances, improved regulatory environment, higher private investment and increased inflow of FDIs, effective trade and competition policies, and, poor and gender sensitive budgetary process; secondly, choice of *critical sectors* to maximize pro-poor benefits from the growth process with special emphasis on the rural, agricultural, informal and SME sectors, improved connectivity through rural electrification, roads, and telecommunications; thirdly, *safety net* measures to protect the poor, especially women, against anticipated and unanticipated income/consumption shocks through targeted and other efforts; fourthly, *human development* of the poor for raising their capability through education, health, sanitation and safe water, nutrition and social interventions; fifthly, *participation and empowerment* of the poor, specially women, and other disadvantaged and marginalized groups such as disabled, ethnic minorities, ecologically vulnerable; sixthly, *promoting good governance* through improving implementation capacity, promoting local governance, tackling corruption, enhancing access to justice for the poor, and improving sectoral governance; seventhly, improving *service-delivery* in the areas of basic needs; and finally, *caring for environment* and its sustainability.

xxx. The sources of increased growth would involve several areas: (i) higher private investment in all sectors and increased inflow of foreign direct investments (FDIs) ; (ii) increased efficiency and technological progress across the economy including promotion of information and communication technologies (ICTs) and biotechnology; (iii) expanded growth of industry (particularly SMEs) and service sectors; (iv) diversification in crop production and non-farm sector growth; and (v) expansion and diversification of the export sector. Within the medium term framework, priorities would be given to ensure the following: (i) stable macroeconomic balances; (ii) strong institutions and improved governance; (iii) outward oriented growth with strong private sector role; (iv) Government-private sector (including NGOs) partnership; and (v) gender sensitive macro and policy framework and the national budget.

xxxi. Accelerating growth and bringing a pro-poor orientation in the growth process would be achieved through emphasizing four priority areas: (i) accelerated growth in rural areas and development of agriculture and non-farm economic activities; (ii) small and medium manufacturing enterprises; (iii) rural electrification, roads, water supply and sanitation, and supportive infrastructure including measures to reduce natural and human induced shocks; and (iv) information and communication technologies. Success on pro-poor growth will not come from text-book recipes. Exports matter but the importance of parallelly mobilizing the potentials of a burgeoning domestic market cannot be left aside. Indeed, it is arguably in the synergies of the two foci - export and domestic markets - that the best opportunities for pro-poor growth lay.

xxxii. Bangladesh is fortunate in having a rich tapestry of “good practices” which cut across sectors and regions. Indeed, a number of these “good practices” have gone on to win global renown. Learning from and extending this garden of hope will be crucial encouragement to those who are struggling against all odds to create a more congenial ground reality.

## 7 **Follow-up Issues**

xxxiii. There are three critical follow-up issues which will determine the success of the poverty reduction strategy: firstly, *implementation and coalition-building*, secondly, *costing and resource mobilization* for target attainment, and thirdly, *benchmarking and monitoring* of progress.

## 8 **Unlocking the Potential**

xxxiv. Bangladesh is already embarked on a journey of transformation. Translating this into a journey of hope for a poverty-free and egalitarian society is the key contemporary challenge. It is a challenge which demands active, intelligent and innovative engagement from all: governments, development agencies, private sector, NGOs, community organizations, media, academia, and above all, from the people of Bangladesh themselves. The engagement is not just for policy planning. It is as importantly an engagement for results, for inclusion, for imaginative solutions, and ultimately an engagement to unlock the potentials of the nation.

## *Chapter I*

### **Introduction**

1.1 The principal goal of the Bangladesh Government's economic policy is to reduce poverty so as to gradually lift the vast majority of the people above the poverty line and improve the quality of life for the average citizen. Developing home-grown poverty reduction strategies (PRSSs) along with operational plans suited to the particular circumstances and needs of Bangladesh is thus a task of paramount significance. While implementation of appropriate strategies is no doubt important, the strategies themselves must be derived from a long-term vision of a poverty-free society.

#### **1.A   Unlocking the Potential: The PRSP Vision**

1.2 Bangladesh has made important gains in the fight against poverty. Derided as a basket-case only three decades ago, Bangladesh today is definitively out of the shadow of famine. Uniquely for a country facing an extremely vulnerable ecology, Bangladesh has established a credible record of sustained growth within a stable macroeconomic framework. At a comparatively low level of development, it has also earned the distinctions of a major decline in population growth rate and of graduating to the medium human development group of countries by UNDP's ranking. Child mortality was halved during the 1990s, life expectancy has increased to 61 years, net primary enrolment went up significantly as did women's economic participation, gender parity has been achieved in primary and secondary education, and, depletion of tree cover reversed rising from 7 to 15 percent through a focus on social forestry. Infrastructure, a focus on rural roads has succeeded in substantially banishing the curse of remoteness for the majority of villages. Anti-poverty innovations such as micro-credit have gone on to win world renown. A vibrant non-government sector as well as private sector bodies and the efforts of the common people have worked side by side with the government to achieve the above. Against all odds, the democratic process has found roots though the road ahead is anything but assured.

1.3 Notwithstanding specific areas of progress, however, aggregate poverty rates remain dauntingly high. Pockets of extreme poverty persist. Inequality is a rising concern. Women continue to face entrenched barriers and insecurities in deepening their gains achieved in social and economic fronts. Governance weaknesses stand in the way of an acceleration of the growth process. By current trends, breaking wholly free of the poverty chains remains a distant goal. This is a prospect that is neither necessary nor inevitable.

1.4 Bangladesh has not been well served by its imageries. Too often, the discourse on poverty has been a discourse on the statistics of despair. While the statistics may indeed look frightening, factors conducive to making an acceleration in poverty reduction possible do already exist. The most important resource Bangladesh brings to this task is its people and their initiative zeal. But crafting a scaled-up attack against poverty will only succeed if it is able to move beyond feel-good prescriptions. In many ways, today's foremost challenge lies in engendering a new agenda-setting language and style whose greater concerns are how to secure results, how to acknowledge and empower initiatives and the need to focus on the small solutions as much as the big ones.

1.5 Poverty is a broad front. It is about income levels. It is about food security. It is about quality of life. It is about asset bases. It is about human resource capacities. It is about vulnerabilities and coping. It is about gender inequalities. It is about human security. It is about initiative horizons. It is each of these and all of these together.

1.6 Just as poverty is multi-dimensional, the battle against poverty too has to be waged on many fronts and with unremitting vigour. The challenge is not only one of budgetary targets. It is as importantly a challenge of better understanding of ground realities, of transforming institutional cultures, of building dynamic partnerships, and above all a challenge of political determination.

1.7 The struggle against poverty will never succeed if it continues to be an encyclopaedic wish list hopelessly bereft of any sense of strategic priority. Poverty is so pervasive that a million priorities will not exhaust the agenda but to get the momentum going, policy and popular energies have to be galvanized around a few catalytic agendas built on the policy triangle of growth, human development and governance. The overriding consideration for choosing such an agenda will be its relevance to ground realities and its potential to unlock the social and economic energies of the nation. Such a choice must also be built upon an adequate understanding of the poverty process. In real life, the move out of poverty is never a one-step change from being poor to non-poor. The change process is more akin to a ladder built of distinct rungs or milestones. Construction of anti-poverty strategies must keep in focus all rungs of the poverty ladder with an overall emphasis on graduation.

1.8 A process perspective on poverty serves to highlight the changing livelihood realities of the poor and the forward-looking aspirations that they and the majority of the population have come to embrace. The search for livelihoods is increasingly being sought in a rural-urban continuum rather than a rural-urban divide and with an emphasis on gainful employment, self or wage. Indeed, the poor, and the millions of young people who join the work force every year, have developed as much a stake in a robust growth process as the rest of the population, not just as beneficiaries but also as participants. Assets such as land, acquisition of skills, access to credit, and even social assets such as network strength constitute today's diverse vehicles through which the poor are engaging with the growth process whether in agriculture, industry, service, ICT and other technology sectors. While the larger policy focus will be on the robustness of the growth process, this must include policy goals which enhance the opportunities for the poor to be participants. In particular, explicit commitment to rural/local economy and informal sector-oriented budgetary allocation will be a critical necessity since it is in these areas and sectors that the bulk of the poor still reside. To summarize, the strategic agenda around which the pro-poor growth challenge crystallizes most potently is the theme of employment, gainful employment for men and women sought in a productivity-enhancing and diversifying agriculture including critical sub-sectors such as fisheries, poultry and dairy as well as through effectively reaping the potentials of the agro-processing, rural and urban services, ICT, manufacturing including ready-made garments, and overseas employment sectors.

1.9 Just as economic growth has found firm and stable roots in Bangladesh, the nature of vulnerability too has undergone change. Since independence, the overriding shadow cast over the strategic efforts of the nation and the household alike has been the fear of famine. The aftermath of the

floods of 1998 and 2004 have conclusively demonstrated that more than three decades of efforts by governments, NGOs, private sector, and above all by ordinary citizens including peasants and labourers have borne fruit in taking the country out of the shadow of famine. Stark hunger is no longer the principal problem faced by the country though localized pockets of distress such as monga in the north still persist and have to be addressed. However, if the hunger milestone has been crossed, new milestones loom: the challenge of poor diets and disease-prone environments. Today's strategic agenda in this policy are thus those of nutrition and of sanitation and safe water.

1.10 On the second element of the policy triangle, namely, human development, today's goal-setting has to take account of the progress made so far both in the education and health sectors. In the case of education, access has been the defining pre-occupation of the past decade and a half and this has borne fruit as exemplified by enrolment and gender parity statistics and the entry of Bangladesh in UNDP's medium human development league of countries. The success has not only been on the supply side. The demand side too has been as responsive; even the poorest families have come to value education and give high priority to the basic education of their children, boys and girls alike. It is not the case that the access goal has been won on all fronts. Specific segments of the population, particularly within the poor, ethnic groups and in remote locations, still have to struggle for access. Increasingly however, research on outcome indicators is driving home the point that access achievements are not necessarily translating into commensurate quality achievements. A paradigm shift towards a pre-occupation with quality while retaining the focus on equity has thus become an urgent necessity. In a way, such a realization has already been spreading but the sense of strategic urgency remains to be galvanized. It is also important to ensure that the development of the quality agenda at primary, secondary and vocational levels is not driven by top-down expert approaches alone but take its cue equally from an analytically sound reading of the ground realities of school, community and administrative environments in which they are situated.

1.11 On the health frontier too, significant progress has been made on various access indicators but issues of quality and the burden of health-care expenditures have emerged as the new strategic concerns. Bangladesh has been particularly successful in disseminating awareness related to diarrhoeal diseases and this has served to break the cycle of secondary deaths which usually followed natural disasters of the past. However, while many measures of progress whether at infrastructural, access or attitudinal levels are easily borne out, one core area where the health agenda remains exposed and lack of progress palpable is in the area of maternal health. Existing strategies are likely to bring further incremental progress in many areas of the health sector but without a determined strategic push on the goal of maternal health, overall health sector gains will remain limited and vulnerable. The strategic push is necessary because improving maternal health is not only about supply-side responses. It is equally about confronting entrenched social and patriarchal attitudes which ignore gender inequities and give little priority to the health concerns of mothers even though maternal health carries the largest externalities for the health of the population as a whole.

1.12 The third element of the policy triangle for seeking a medium term strategic agenda is the issue of governance. There is little disputing that the good governance issue is critical to a more effective growth and poverty reduction strategy specially as it pertains to better articulation of priorities, creation of enabling environment for public and private action, and optimum use of resources and distribution of benefits. A maximal definition of good governance would include the following: checks and balances

among various organs of government, legitimacy and authority of state institutions, rules and norms that determine who holds power and the exercise of this power, relationships of accountability among state functionaries and between these functionaries and citizens, the capacity of government to make policy, manage administrative and fiscal affairs of the state, and deliver goods and services, and the opportunities and efficacy of redress available to citizens.

1.13 While such a maximal definition certainly constitutes the long-term goal, it is important that strategy-making on the good governance goal avoid four typical weaknesses – a tendency towards feel-good encyclopaedic wish-lists, an insufficient appreciation of the institutional and political realities through which reform initiatives have to be carried forward, over-focusing on what does not work while ignoring what does work, and, finally, a lack of clarity as to where the governance agenda best interfaces with poverty reduction goals. From such a perspective, the task is to identify those priorities which carry the maximum potential to energize the governance agenda as a whole. The variety of consultations which have underlined the preparation of this document as well as the analytical understanding of priorities clearly point towards two such agendas: local governance and criminal justice. The local governance agenda is central to the critical issues of decentralized service-delivery, grass-root accountability and the newer focus on regeneration of local economies through relevant partnerships amongst local government bodies, CBOs, NGOs, private sector and central government agencies. The criminal justice agenda is central to the theme of human security which has now come to be widely accepted as a core aspect of progress on par with economic and social development.

1.14 There is a third strategic goal pertaining to governance but also going beyond it which merit attention here. This is theme of monitoring, to assess progress on outcomes, to strengthen accountability, and to correct and improve programme implementation. Monitoring, both of process and of outcomes, is not merely an implementation detail but a central agenda to bring about a results orientation to programme efforts. As such it makes sense to prioritize monitoring into a strategic agenda.

1.15 To summarize then, the medium term strategic agenda for Bangladesh for the goal of accelerated poverty reduction is constituted of the following ( the list is to be read as a whole rather than a sequence of priorities):

- *Employment*
- *Nutrition*
- *Quality Education (particularly in primary, secondary and vocational levels with strong emphasis on girls' education)*
- *Local governance*
- *Maternal Health*
- *Sanitation and Safe Water*
- *Criminal Justice*
- *Monitoring*

1.16 Both in their individual essence and in their potential synergies, it is this eight-point strategic agenda which, more than any other, provides the key to a comprehensive acceleration in the pace of poverty reduction. Other priorities exist and indeed will have to be attended to. But it is on these eight that the nation's strategic gaze has to be unwavering.

1.17 The pursuit of the strategic agenda will require clarity and wisdom in the choice of policy instruments and shouldering of responsibilities. The high tide of both planning and market paradigms is behind us. The focus increasingly is shifting from one-dimensional instruments to those that are more open and interactive between policy-makers and citizenry, policy choices that work and can change directions if warranted, and above all, solutions that are better grounded in the specifics of history, culture and ecology.

1.18 The crucial policy challenge lies in finding the right balance, between growth and welfare objectives, between a proactive role for the state and an attempt at minimizing its involvement in actual implementation, between embracing the opportunities of the global market-place and resisting the inequities and asymmetries of globalization. The critical importance of economic growth for faster poverty reduction has to be recognised but far greater attention has to be paid to the poverty-growth interface. Success on pro-poor growth will not come from text-book recipes. Exports matter but the importance of parallelly mobilizing the potentials of a burgeoning domestic market cannot be left aside. Indeed, it is arguably in the synergies of the two foci - export and domestic markets - that the best opportunities for pro-poor growth lie.

1.19 Bangladesh is fortunate in having a rich tapestry of “good practices” which cut across sectors and regions. Indeed, a number of these “good practices” have gone on to win global renown. Learning from and extending this garden of hope will be crucial encouragement to those who are struggling against all odds to create a more congenial ground reality.

1.20 An energised strategy for accelerated poverty reduction cannot but be result-oriented. There is a crucial need here to establish credible, conceptually sound and gender-disaggregated benchmarks against which progress can be regularly monitored. A core reference frame for developing such benchmarks will be the MDGs as well as the SDGs formulated under SAARC aegis.

## **1.B From I-PRSP to PRSP**

1.21 Bangladesh's Interim Poverty Reduction Strategy Paper (I-PRSP), titled “A National Strategy for Economic Growth, Poverty Reduction and Social Development,” was completed in March, 2003. The I-PRSP highlighted the country's silent ascent on the global map of development as a land of hope and performance rather than of disaster and disarray. This turn-around meant an emergence from a “test-case” of development to one with the promise of a pluralistic democracy having considerable success in a number of areas of social development, food security and the macro-economy. The I-PRSP underscored the significance of Government's pragmatic economic policies including sound macro-economic management and the courage to “stay the course” which yielded stable economic growth, declining incidence of poverty and the graduation of Bangladesh into “medium human development” league of countries according to UNDP's ranking. There was a clear recognition in the I-PRSP that while good governance presupposes political consensus on key national issues, economic development presupposes good governance and in that order. Consequently a major thrust of any PRS has to be on good governance.

1.22 The I-PRSP was prepared under the constraints of limited opportunities for consultation and thematic review and as such a number of gaps were identified during post-document reviews and consultations as well as in the Joint Staff Assessment of the World Bank and the IMF for appropriate consideration in the preparation of the full-blown PRSP. The major gaps which were identified and duly addressed in the PRSP preparation include the following:

- Environment-poverty interface
- Strategy for water resources management
- Quality improvement in education
- Mainstreaming gender issues in agriculture, rural development and labour market
- Private sector development
- Medium term plan for trade policy reforms
- Financial sector reforms
- Policies and institutions for rural non-farm activities, and,
- Medium term framework on sectoral policy priorities.

## **1.C Process of Policy Ownership**

1.23 The formulation of PRS in Bangladesh has gone through new and vigorous phases after the I-PRSP was completed in 2003. While the Government's commitment to poverty reduction continued to be transmitted through its actions in adopting a wide range of socio-economic reforms during the last two and a half years, the Ministries and Divisions have been associated in an intensive process of reviewing and examining their own policy areas by forming thematic groups for all major cross-cutting, macroeconomic and real sector issues. The process of policy ownership of PRSs in the public sector has thus acquired renewed vigour by ensuring full participation of the principal actors in the public sector and obtaining from them outcome-oriented thematic reports.

1.24 Simultaneously with the preparation of ownership-driven PRS in the public sector, the Planning Commission undertook the task of preparing Annual Development Programmes in line with the major goal of poverty reduction. In consonance with the evolving PRS, the programme contents of the Government's development budget laid emphasis on agriculture, irrigation, rural development, education, health and family welfare and women, children and youth development. Moreover, the recurrent budget of the Government in its resource allocation also has a built-in thrust towards the goal of poverty reduction.

1.25 In line with the acknowledged principle that PRSP should be prepared by a country-driven process, including broad participation that promotes country ownership, the National Poverty Focal Point (NPFP) in the Planning Commission undertook an extensive participatory consultation process. Well-designed and outcome-based participatory consultation meetings took place in six Divisional Headquarters as well as in Dhaka. Participating in these meetings were a broad section of stakeholders in the regions as well as in Dhaka and well-structured consultations took place on pre-designed topics

directly relevant to poverty reduction strategies. The participants representing all walks of lives in a region evinced keen interest in the contextual issues of the assigned subject. They were enthusiastic, open-minded and, in many instances, bold in discussing the issues, which directly affect them, and made thoughtful suggestions. In the process, participants showed a sense of inclusion, appeared to be owning the suggestions they were making and requested some sort of assurance that their opinions would be reflected in building PRSs. Above all, the participants were very happy to have been able to participate in the consultation meetings and contribute to the country's economic policy making.

1.26 Discussions in the regional and national consultation meetings regarding problems and solutions of different cross-cutting themes, the macro-economy and various sectors of the economy exuded a sense of pragmatism, practical knowledge and also a degree of wisdom regarding the development potentials of Bangladesh. Never in the past economic history of Bangladesh had people got this space for voicing their views and owning the policies they were prescribing.

1.27 Participatory consultation meetings were also held directly with different categories of the poor people. Called "Face to Face with the Poor," these meetings demonstrated the awareness of the poor people about the reasons for their hapless conditions. Participants contended that they wanted to escape from poverty, that they did not want to surrender to their fate and that they perceived the social system to be unjust to them. They asked for the opening up of economic opportunities for them. To them the nuance of the policy ownership translates into getting a productive job and a little human dignity.

1.28 Subsequent to the release of the Draft PRSP in December, 2004, consultations were also held with the Hon'ble Members of Parliament through the Parliamentary Standing Committees as well as three all-party special meetings organized at the behest of the Honourable Speaker through the 'Strengthening Parliamentary Democracy' project. Additional consultations were also held on the Draft PRSP with members of civil society, academia, NGOs, Development Partners, media, eminent persons, women spokespersons, and adivasi/ethnic minority people. Relevant suggestions from these consultations have been incorporated in this final document.

## **1.D MDGs: Status in Bangladesh**

1.29 Bangladesh made noteworthy progress in poverty reduction and the attainment of "Millennium Development Goals" during the 1990-2000 period in spite of pitfalls such as instability, inefficiency, leakage, mis-targeting and erosion of regulatory standards.

1.30 The observed rate of actual progress achieved by Bangladesh during 1990-2000 is consistent with or even higher than the pace of annual progress required for achieving the MDGs by 2015 (set against the benchmark of 1990). A review of the progress at the aggregate level suggests that the country is "on track" in relation to a number of targets such as reduction of infant mortality and child mortality, expansion of primary and secondary education, reduction in many aspects of gender disparity, eradication of hunger (proxied by the prevalence of child malnutrition), and environmental sustainability (proxied by expansion of tree cover). In the case of IMR and CMR, the rates of progress achieved were

–2.8 percent and –2.3 percent respectively against the required target rates of –2.7 percent. Similarly, progress achievement rates in the case of primary and secondary enrolment were 3.4 percent and 13.2 percent against the required target rates of 3.1 percent and 10.3 percent respectively. A particularly noteworthy achievement has been the virtual elimination of gender gap in primary and secondary enrolment. However, other areas of gender inequities remain, particularly in maternal health, political representation and labour productivity. There has been a noteworthy increase in tree cover to 15 percent of the land area in 2000 compared to 7 percent in 1990. This has occurred mainly through social forestry which has offset declines in reserved forest cover. Incidence of income poverty decreased from 59 percent in 1991 to 49.8 percent in 2000, giving an annual rate of decline of 1.5 percent, which is however lower than the required rate of 2 percent per annum. A growth of per capita real income of 4 to 5 percent per annum is required to achieve the income poverty target. An overall real income growth rate of 6 to 7 percent per annum on a sustained basis along with a population growth of around 1.5 percent is needed to attain the target per capita income growth and hence reduction in income poverty. The past trend of plateauing of TFR was a cause of concern as it might not only hamper the progress of income-poverty reduction but might also have a deleterious impact on the attainment of other MDGs, inducing programme coverage variations. Very recent data shows that TFR has started falling again, albeit slowly.

1.31 Recent researches at the disaggregated level reveal some important features. Findings suggest that the progress in achieving MDGs has also been shared at the disaggregated levels, namely socio-economic categories and spatial dimensions. The progress is shared by almost all socio-economic categories classified by human capital, asset quintile and income-poverty based groupings. Different spatial dimensions such as administrative units and rural-urban locations also share the progress.

1.32 Notwithstanding the progress in social MDGs, there are two emerging concerns. First, there appears to be a high degree of social inequality, which cuts across all the key social targets. Second, the rich-poor divide (however measured) is striking, but more worrying is the gap between the poorest and the rest of the society. Some differences between the poorest and the richest are in the range of 68-93 percent in case of IMR and CMR; 46 percent and 196 percent in case of primary enrolment and secondary enrolment respectively; 64-104 percent in case of child malnutrition; 72-89 percent in case of maternal malnutrition (measured by the “height” yardstick), 32-50 percent in case of maternal malnutrition (measure by “body-mass index”) and 71 percent in case of total fertility rate. The spatial variability of the Human Poverty Index (HPI) estimated for districts (measured by the coefficient of variation) has decreased from 13.16 to 11.98 between 1995 and 2000 indicating modest improvements in spatial inequality. A high level of inequality in spatial dimensions and socio-economic categories needs to be seen as a factor likely to cause divergence in the progress in social MDGs in the coming decade.

1.33 Projections based on past historical trends indicate that Bangladesh may be able to attain most of the MDGs at the aggregate level by 2015. However, one should be aware of the limitation of such an approach. Incorporation of non-linearity and interdependence may provide an outlook different from that from the linear and partial projection. It is noted that the programme coverage for most of the social

MDGs (i.e. education, health and gender) depends on the demographic situation of the country. Thus projection of age-cohort population outcomes over the 2000-15 period, based on fertility and related behaviours, may have implications for the attainment of MDG targets. Interdependence between income and social indicators is also observed. Bangladesh's success in social sectors was largely achieved via favourable public fund allocations to these sectors. Hence, pro-poor but adequate economic growth would help reduce income-poverty and raise Bangladesh's ability to spend on social needs. Furthermore, this would also generate additional resources for the social sector programmes. From this angle, the halving of income-poverty within a reasonable time frame (perhaps by 2020, if not by 2015) appears to be one of the main preconditions for achieving many of the social goals.

## **1.E Progress in Cross Country Perspectives**

1.34 Bangladesh's progress in social development also stands out in cross-country comparisons. This supports the proposition that higher social development outcomes can be achieved even at a lower level of per capita national income. Growth and income-poverty reduction performance of Bangladesh was modest relative to her South Asian neighbours, least developed and developing countries. Between 1975 and 1995, Bangladesh's per capita GDP growth of 2 percent per annum was less than that of India (2.8 percent), Pakistan (3.1 percent) and Sri-Lanka (3.2 percent). During the period between the early 1980s and early 1990s, the incidence of income-poverty decline was 0.8 percent per year in Bangladesh compared with 1.9 percent in India, 1.4 percent in Pakistan and 3.6 percent in Sri Lanka. Notwithstanding the relatively modest growth of income and income poverty reduction, Bangladesh's achievements in the broad areas of social and human development were faster and, in some respects, remarkable. Although the level of social deprivation in Bangladesh is still high, the pace of improvement has been encouraging. Indeed, the pace of progress in reducing TFR, bringing down the level of under-five mortality, and lowering the prevalence of child malnutrition is not only higher than the average progress recorded in LDCs, but also stands out in the overall context of South Asia.

1.35 The relatively rapid progress of social development at a low-income level is also indicated by the comparison of predicted (for a given level of per capita income) with the actual values of social indicators achieved by the country (Table 1). Compared with the predicted values, the actual values recorded have been lower for population growth, infant mortality rate, under five mortality rate, total fertility rate, crude birth rate and crude death rate, higher for the contraceptive prevalence rate and life expectancy at birth for both male and female. Review of actual progress of social indicators against their respective predicted values for the 42 LDCs (which were included in this analysis) suggest that Bangladesh and Sao Tome Principe are the only two countries where actual progress in all of the nine indicators was better than their predicted values.

1.36 Such achievements in the above mentioned areas have helped Bangladesh to graduate to the "Medium Human Development League" in 2004. Bangladesh was the only country in the LDC league to attain this status. As of 2004, Sri-Lanka and India were the other two South Asian countries which performed this feat.

**Table 1: Social Development in Bangladesh: Predicted vs. Actual Values**

Social Indicators	Predicted	Actual	Sample Countries
1. Population Growth Rate (annual percent)	1.897	1.740	181
2. Total Fertility Rate (births per women)	4.230	2.950	180
3. Crude Birth Rate	32.050	28.200	179
4. Crude Death Rate	12.780	8.200	179
5. Infant Mortality Rate (per 1000 live births)	76.580	48.000	175
6. Under Five Mortality Rate (per 1000 live births)	115.80	73.00	175
7. Life Expectancy at Birth (Female)	57.500	62.700	177
8. Life Expectancy at Birth (Male)	54.130	61.500	177
9. Contraceptive Prevalence Rate (percent of women aged 15-49)	33.300	53.800	61

*Note: The term “predicted value” is an estimated value for the 2002 level of national income. The figure is derived from the implied functional relationship between the indicators of interest (as given in the Table) and the log of per capita national income expressed in US dollars. The parameters of the relationship are estimated from the cross-country data.*

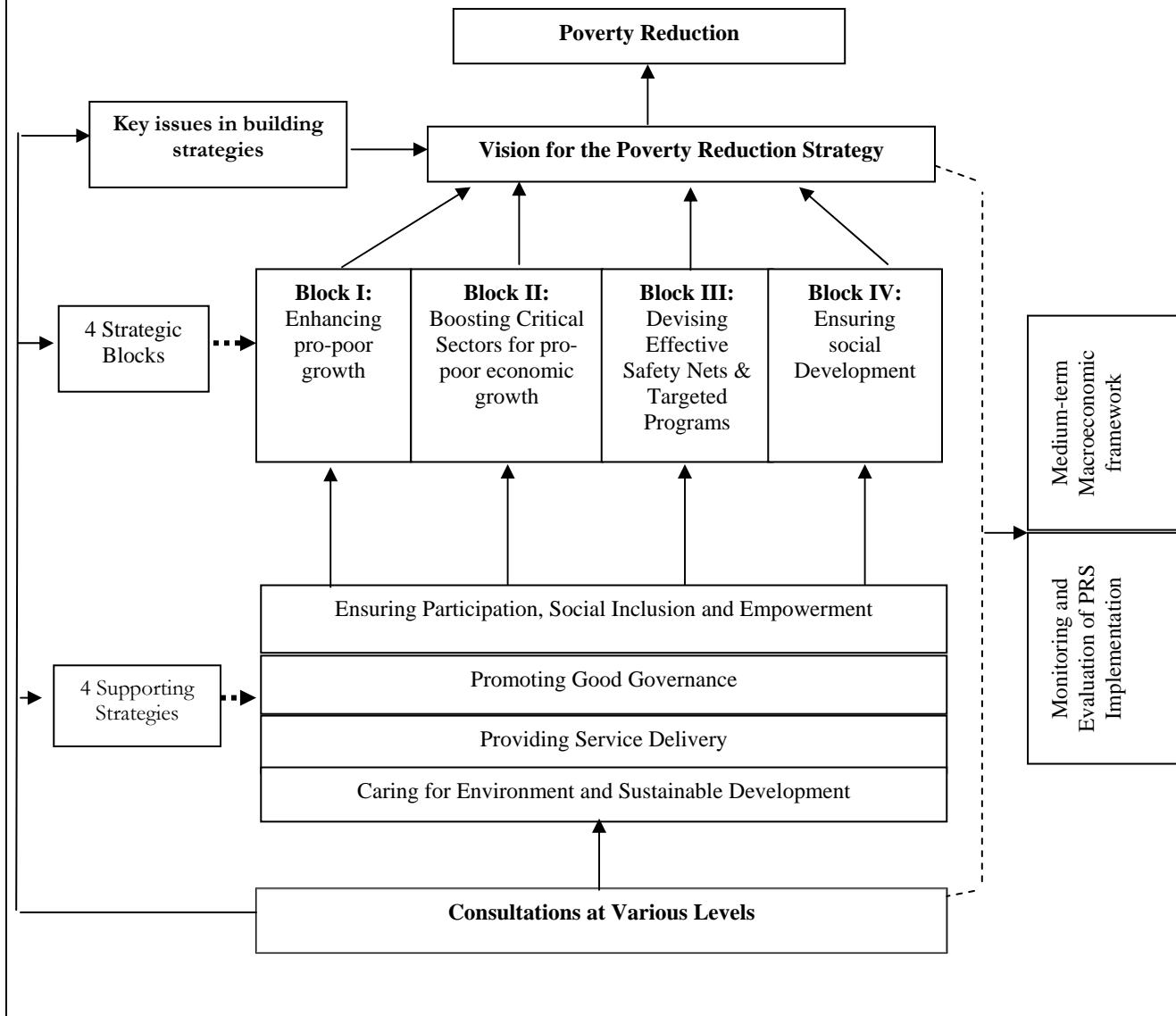
*Source: NPFP calculations based on data from the World Bank, 2004, “World Development Indicators, 2004.”*

## 1.F Framework of the PRSP

1.37 The framework for Poverty Reduction Strategy is presented in the following flowchart, which indicates that the main goal of this document obviously is poverty reduction. This goal is based on a vision for poverty reduction formed on the basis of the understanding of key issues of the present state of the economy. To fulfil the vision of poverty reduction, four strategic blocks are identified. These four blocks are enhancing pro-poor growth, boosting critical sectors for pro-poor economic growth, devising effective safety nets and targeted programmes and finally ensuring social development. The framework also identifies four supporting strategies or crosscutting issues. These are (i) ensuring participation, social inclusion and empowerment of all sections, groups and classes of people, (ii) promoting good governance by ensuring transparency, accountability and rule of law, (iii) providing service delivery efficiently and effectively, particularly to the poor and (iv) caring for the environment and sustainable development on a long-term basis. Identification of problems and recommendations of actions to be taken in four strategic blocks and four supporting strategies are based on nationwide consultations with stakeholders at various levels as well as the Thematic Group reports.

1.38 The Three-year Rolling Investment Programme (TYRIP) attempted to make the Poverty Reduction Strategies and the Millennium Development Goals operational for the period FY05 to FY07. The Medium-term Macroeconomic Framework (MTMF) included in the PRSP has set out a coherent macro framework which brings consistency among savings, investment, external and monetary balances. Though TYRIP will be implemented in consonance with the implied resource envelope as given in the MTMF, the former will have its own dynamism if various pro-poor programmes can be effectively implemented.

## Flowchart of Poverty Reduction Strategy Framework





## Chapter II

### Nation's Poverty Situation—Key Dimensions and Determinants

2.1 It is now widely accepted that poverty is a multi-dimensional phenomenon. Given this, it makes sense to read the poverty balance-sheet in a holistic way taking cognizance of all credible quantitative and qualitative evidence. Economists usually define poverty as a situation in which a household or a person is unable to satisfy certain needs or groups of needs (nutrition, shelter, education etc) based on a priori yardstick. The income approach as this is popularly referred to as an indirect approach to the measurement of poverty but generally enjoys wide acceptance because of its simplicity and comparability. Even here, however, differences in method may yield different estimates.

2.2 As distinct from the income approach, poverty may also be measured more directly through people's own assessments. While such assessments may suffer from a degree of subjectivity, experience has shown that careful research in this area can bring out a surprisingly robust understanding of the dimensions of poverty that matter most to the poor and the direction of trends on these dimensions.

2.3 Beyond income measures and self-assessments, a qualitative understanding of long-term structural and behavioural trends impinging on poverty is also critically important to shape policy responses for accelerated poverty reduction.

#### 2.A An Overview of Poverty Trends

##### 2.A.1 Trends in Income Poverty

2.4 By most estimates, Bangladesh has witnessed a modest poverty reduction rate of around 1.5 percentage point a year since the early nineteen nineties. Two alternative estimates based on the Household Income and Expenditure Surveys (HIES) of the Bangladesh Bureau of Statistics show poverty declining from 58.8 percent in 1991/92 to 49.8 percent in 2000, and alternatively, from 49.7 percent in 1991/92 to 40.2 percent in 2000 (Table 2). The methodology of the former estimate does not permit an assessment of longer-term poverty trends unlike the latter estimate.

**Table 2: Poverty and Inequality in the 1990s and 2000**

Indicator	Estimate 1 : BBS/World Bank using 1990s HIES unit-record data		Estimate 2: Sen & Mujeri using HIES longer-term grouped distribution data	
	1991/92	2000	1991/92	2000
<b>Headcount Ratio</b>				
National	58.8	49.8	49.7	40.2
Rural	61.2	53.0	52.9	43.6
Urban	44.9	36.6	33.6	26.4
<b>Gini Index of Inequality</b>				
National	0.259	0.306		
Rural	0.243	0.271	0.255	0.297
Urban	0.307	0.368	0.319	0.379

Sources: 1. For estimate 1," a) BBS, Household Income and Expenditure Survey 2000, Dhaka, 2003

2. For estimate 2," CBN estimates by Sen, B and Mujeri, M., 2002, *Poverty in Bangladesh: Trends, Profiles and Determinants, Background paper for I-PRSP, using HIES grouped distribution data for comparability with poverty trends in the eighties and using 1983/84 non-food poverty line as the base-year non-food poverty line."*

2.5 The observed improvement in the poverty situation also holds true for the distributionally sensitive measures of poverty as revealed by HIES 2000, the poverty gap ratio declined from 17.2 percent to 12.9 percent and the squared poverty gap ratio declined from 6.8 percent to 4.6 percent during 1991/92 - 2000 period - indicating that the situation of the poorest also improved during this period. Notwithstanding this improvement, however, the proportion of the poorest as a sub-category (defined through a lower poverty line) remains worryingly high at around 20 percent of the population in 2000.

## 2.A.2 Trends in Human-Poverty

2.6 Human-poverty trends have shown faster improvement than income-poverty trends. The human poverty index (based on deprivations in health, education and nutrition) stood at 61 percent in the early eighties (1981/83) but declined to 47 percent in the early nineties (1993/94) and dropped further to 35 percent in the late nineties (1998/00). The index of human poverty declined by 2.54 percent per year compared with 1.45 percent in the national head-count ratio for income-poverty over the last two decades.

2.7 A more detailed look at human poverty trends shows that the infant mortality rate (IMR) has declined from 153 deaths per 1000 live births in the mid-nineteen seventies to 62 in 2000. Over the same period, the under-five mortality rate declined from 250 deaths per 1000 live births to 83. The rural-urban gap on these improvements has also seen a sharp decline: from a gap of 26.8 percent in the infant mortality rate in 1993/94 to 8.3 percent in 1999/00 and from a 34 percent gap in the under-five mortality rate to 16 percent over the same period. There are, however, considerable differences related to socio-economic status: infant mortality is about 70 percent higher for the poorest quintile than the richest quintile.

2.8 Gender discrimination, however, has persisted: in the 1-4 age group, female mortality is about a third higher than male mortality. Maternal mortality rate continues to be very high at 320 deaths per 100,000 live births in 2001.

2.9 The gross primary enrolment rate has increased from 59 percent in 1982 to 96 percent in 1999. Gender parity has been achieved at both primary and secondary levels.

2.10 On nutritional indicators, the stunting rate for children in the age group 6-71 months declined from 68.7 percent in 1985/86 to 49 percent in 1999/00. The proportion of underweight children in the same age group has seen a parallel decline from 72 percent to 51 percent. Notwithstanding these improvements, the absolute level of child malnutrition remains a critical developmental challenge. Additionally, there are considerable rural-urban differences: 47 percent of rural children are stunted compared to 35 percent of urban children. There is also a female disadvantage: female-male gap for the severely stunted has increased from 10 percent in 1996/97 to 16 percent in 1999/00 though the gap is considerably less in the case of moderate malnutrition. Maternal malnutrition (proxied by body-mass index less than the critical value of 18.5) too is high but has seen some improvement: 45 percent of mothers were malnourished in 1999/00 compared to 52 percent in 1996/97.

### 2.A.3 Trends in Inequality

2.11 Income inequality affects the pace of poverty reduction via two major channels. The first channel works through the mechanism of “initial inequality.” It shows that lower initial asset (income) equality is doubly beneficial for income poverty reduction. It not only increases the aggregate rate of subsequent income growth, but also enhances the poverty responsiveness of growth itself. The second channel operates through the mechanism of “contemporaneous changes in income inequality.” It depicts missed opportunities for poverty reduction when economic growth is accompanied by rising income inequality. This is captured by decomposing the changes in poverty measures into “growth” (often termed “growth elasticity”) and “inequality” components (often termed “inequality elasticity”). The inequality component will capture the extent of poverty reduction that has not taken place because of adverse effects of inequality.

2.12 While absolute poverty measured by the head-count index declined at a faster rate in urban areas compared to rural areas over the nineties, this was associated with a rise in inequality. Consumption expenditure inequality over the nineties increased from 30.7 to 36.8 percent in urban areas and from 24.3 to 27.1 percent in rural areas. Overall, the Gini index of inequality increased from 0.259 to 0.306 during this period.

2.13 The growth-poverty link underlying the observed poverty trends show that Bangladesh has moved from a situation of lower growth with equity having a smaller impact on poverty reduction in the eighties to a situation of higher growth with inequality having a larger impact on poverty reduction in the nineties.

### 2.A.4 Poverty Trends as per People’s Own Assessments

2.14 While economists tend to measure poverty vis-à-vis a higher yardstick of healthy life, people’s own assessments often assess progress vis-à-vis a more minimalist yardstick of extreme deprivation such as hunger. Of significance here is the popular term *khoraki* that is a sociological expression of a poverty yardstick understood as annual food rations for the family. Poverty is then understood in terms of perceptions on deficit vis-à-vis the capacity to fulfil this minimalist yardstick. While newer popular meanings of poverty are seeping in with the transformations underway in social and economic life, the traditional hunger poverty yardstick provides useful insights on changes occurring in the poverty situation at the lowest rung of the scale.

2.15 Trend data on people’s self-assessment available from the BIDS/PPRC 62 village Poverty Studies bring out an aspect of changes in the poverty situation which is not fully brought out in poverty statistics. Specifically in terms of hunger poverty, improvements have been much more dramatic with the proportion of the ‘always deficit’ category of households dropping from 24 percent in 1989 to 9.9 percent in 2001 (the slight rise to 11.6 percent in 2004 reflects the impact of flood that year). Even within this ‘always deficit’ category, further differentiation carried out in the 2001/2004 surveys shows the 'stark hunger' category to constitute 1.9 percent of households. Though pockets of seasonal hunger – the so-called *monga* areas – persist, even the term 'extreme poverty' today thus no longer signify going without any meals a day for significant parts of the year. In a critical way, the challenge of poverty today has been transformed from that of hunger per se to a larger challenge of poor diets and other basic needs.

**Table 3: Poverty Self-Assessments (percent of rural households)**

Self-Assessment	1989	1995	2001	2004
Always Deficit	24	18	9.9	11.6
Occasional Deficit	50	32.2	26.3	31.9
Break-even	17.5	30.7	40.8	33.4
Surplus	8.5	19.1	23	23.1

*Source: 62 Village Survey and Re-Surveys: 1989, 1995, BIDS; Analysis of Poverty Trends Project; 2001, BIDS; 2004: PPRC State of the Poor Project*

## 2.A.5 Poverty Situation beyond 2000

2.16 Poverty estimates are generally based on budget surveys such as Household Income and Expenditure Surveys (HIES). The latest HIES data available for Bangladesh is for 2000. In the absence of recent HIES data it is difficult to provide an account of the income-poverty situation beyond 2000. However, two alternative sources have been considered. One alternative is the information contained in the “Poverty Monitoring Survey 2004(PMS2004)” and the other is real agricultural wage data.

2.17 The Poverty Monitoring Survey (PMS) uses the “Direct Calorie Intake (DCI)” and “Food Energy Intake (FEI)” methods to measure poverty. Although the outcomes of these two methods are not comparable, the results of both methods show reduction of head-count poverty between 1999 and 2004. According to the DCI method, head-count poverty declined from 46.2 percent in 1999 to 40.9 percent in 2004. The corresponding estimates under the FEI method have been 44.7 and 42.1 percent for 1999 and 2004 respectively. According to both these measurements, the rate of poverty reduction has been found to be higher for urban areas compared to rural areas, reversing the trend reported for the period 1996 to 2000. The above outcomes thus suggest improvements in poverty situation in Bangladesh beyond 2000.

2.18 Real agricultural wages have also been found to be increasing in recent years. The real agricultural wage rate for male labourers has increased from about Tk.20/day in 1983/84 to Tk.24/day in 1991 and further to Tk.28/day in 2003. Moreover, an improvement in real agricultural wages has taken place in most districts of Bangladesh between 1995 and 2003. The rising trend in real agricultural wages also indicates improvement in the welfare of the rural poor.

## 2.B Longer-Term Changes: the Lesser Told Story

2.19 Macro statistics tell only a part of the poverty story. From a longer-term process perspective, a more complex story of change emerges.

- *Qualitative change in the experience of poverty*

Though per capita income levels have climbed only so modestly, there has been a qualitative change in the *experience of poverty* itself: i.e. the intensity of seasonal deprivations have marked a significant decline, percentage of population going without three meals a day has been substantially reduced, access to basic clothing has become near-universal, proportion of population living in extreme vulnerable housing has also registered a noticeable decline.

- *Declining Centrality of Land*

Land used to be the source both of wealth and income and of power and status in rural Bangladesh. This centrality has undergone drastic changes. Land is no longer the principal basis of power and status; neither does it serve to limit the livelihood opportunities of the poor. The subsistence orientation of production too has given way to a more complex and fluid livelihood strategy. Land has assumed a new multi-functionality within this multiple livelihood strategy far removed from its earlier connotations of power and dominance.

- *An Emerging Rural – Urban Continuum*

The dramatic expansion of all-weather rural infrastructure which began from the late 1980s has brought about a qualitatively new degree of connectedness between the rural and urban areas. Migration and remittances have emerged as dominant factors in household dynamics. The pattern of migration too is not restricted to uni-directional flows to international or metropolitan centres; migration of varying duration to a variety of destinations both rural and urban as well as near and far is increasingly a critical part of the picture. Initial fears that migration was fuelling an export of poverty from rural to urban areas has now been dispelled by poverty trend statistics; in general urbanisation appears to have been a force for poverty reduction with urban poverty declining much faster than rural poverty. The rural-urban divide is increasingly giving way to a rural-urban continuum.

- *Labour Market Transformations*

Far reaching transformations have also taken place in the labour market. There is a trend towards an occupational hierarchy for the poor in which casual daily labour is the least preferred employment. The competition is for piece-rate labour contracts and fixed-rent tenancies in the farm sector and for non-farm employment in rural construction activities, transport operations and at the lower end of trade and service activities. Within the context of such an occupational hierarchy, the ‘capacity to shift’ becomes the key livelihood concern for the poor. Correspondingly, there is a great emphasis on the finance access, social networking and human capital factors which generate this ‘capacity’ at the level of the individual household.

- *A deepening in market orientation*

There has been a far-reaching deepening in *market orientation* among all classes of economic actors, rural and urban, formal and informal, producer and consumer, large players and small players.

- *Poor loosen ties of dependence but little leverage over the political space*

The poverty literature of the 70's was replete with references to analytical categories such as inter-locked markets and personal dependence. These described a situation where the poor households were enmeshed in inter-locking ties of dependence on land, labour and credit markets. Three decades on, this situation of personal dependence has significantly weakened. The spread of high-yield agriculture and all-weather road infrastructure has largely done away

with seasonal dependence. Possibilities of quick migration have greatly expanded the choice horizon of the poor. The lives of women have also been touched: female mobility is a conspicuous phenomenon and women's reproductive burden too has gone down. However, while choice horizons have expanded, the political leverage of the poor over decision-making processes shows little evidence of any significant change.

■ *A Personality Revolution?*

Perhaps the most important part of the poverty story is one not found in the statistics at all. The poor of Bangladesh have undergone something of a personality revolution and become more assertive, pro-active towards opportunities, clearer on life-goals. The social reality may not have lost its oppressive features but the poor men and women of rural and urban Bangladesh are new protagonists on the scene and societal outcomes are very much open. With perseverance and determination, they are forging a new ground reality of initiatives and signalling an escalating refusal to remain content with the vagaries of a poverty-laden fate.

## 2.C Major Determinants of Poverty in Bangladesh

2.20 In order to identify the major factors behind poverty in Bangladesh, regression analysis was employed. Ten variables or factors have been considered in the analysis. Data on the variables was obtained from the Household Income and Expenditure Survey (HIES), 2000. The variables are of three types. First, there are the quality and demographic aspects of households, viz. the gender of the household head, the literacy level of the household head, skill level of the household head, the religion of the household, the size and location of the household (i.e. rural or urban). Then there are the policy intervention variables, i.e. whether the household has electricity connection and is the recipient of female stipend. Finally, land ownership and income from assets owned are the income and asset variables.

2.21 The findings of the regression analysis suggest that households with electricity connection are likely to avert the incidence of poverty. It should be noted that electricity connection is taken as a proxy for the infrastructural facilities available to the households. The female stipend programme is another important factor which is likely to help reduce the incidence of poverty. Households whose heads are literate and have acquired skills are also likely to escape poverty. Households owning cultivable land are less likely to be poor, which is in line with the general perception that land ownership is an important factor in reducing poverty in Bangladesh. Similarly, households who have asset income are likely to be non-poor. An important observation is that the higher the size of the household the higher is the probability of being poor.

2.22 The above findings regarding literacy and skill of household head as they relate to poverty, underscore the need for expansion of literacy and skill development programmes as one of the major factors in reducing poverty in Bangladesh. Similarly, provisioning of basic infrastructure (as proxied by electricity) is likely to pave the way for poor households to engage in productive activities, raising their income and hence reducing poverty.

2.23 The objectives of the female stipend programme are twofold: (i) to influence or induce households to send their girls to primary schools; and (ii) to receive cash transfer from the Government in recognition of their decision, which may also raise the income of the recipient households. It is believed that both of these channels are likely to have a positive effect on reducing poverty incidence by

removing superstitions, wrong attitudes towards women and other harmful social practices (for example dowry, early marriage of girls and wasteful consumption habits). This indicates the importance of this programme in reducing poverty in Bangladesh and hence the programme should be continued and may even be expanded.

2.24 One major reason for larger household size contributing to the probability of being poor is the uncertainty arising from a low life expectancy at birth and up to five years of age. It is expected that an expansion of the basic health services aimed at reducing IMR and U5MR will help reduce family size. However, the evidence of TFR remaining on a plateau is a major cause of concern which may have negative impacts on population stabilization, household size and the poverty situation. Thus, attention must be given to reactivate the population programme to attain demographic targets.

## **2.D The Nexus between Economic Growth and Poverty Reduction**

2.25 Empirical evidence suggests that a sustained and high rate of economic growth is essential for sustained poverty reduction. The impact of economic growth on the pace and magnitude of poverty reduction depends to a large extent on the nature of inequality of income arising from the very growth process. Thus, the full impact of growth on poverty reduction is dissipated when the process of economic growth is accompanied by worsening income distribution. The concept of a “pro-poor” growth strategy appears to point out the crucial association of growth and inequality on the extent of poverty reduction. Adoption of a “pro-poor” growth strategy is thus favoured over “growth maximization” as a means of achieving faster decline of poverty.

2.26 Given the pervasiveness of poverty in Bangladesh one needs to clearly characterise the growth strategy required to achieve the target of halving poverty by 2015. The important elements of such a strategy would focus on the character of sectoral growth patterns, feasibility of pursuing “pro-poor” growth and viability of pursuing “growth maximization,” together with a policy of pro-poor distribution of productive assets.

2.27 An analysis of the sectoral growth pattern of the 1990s reveals that manufacturing, construction, services, non-crop agriculture and rural non-farm activities have been the dynamic sectors that contributed largely to economic growth. The faster economic growth of the 1990s relative to that of the 1980s was associated with a moderate decline of poverty at about 1.5 percent per year. Though all three broad economic sectors, namely agriculture, industry and services, contributed to faster economic growth in the 1990s, the highest increase in growth rate, 1.2 percentage points, was reported for industry. Increase in growth rates for services and agriculture were 0.8 and 0.7 percentage points respectively. At a disaggregated level, rapid growth of several sub-sectors was observed during the 1990s. Fishery emerged as the fastest growing sub-sector in agriculture. Manufacturing and construction were the two most dynamic sub-sectors of the industrial sector. In the case of the services sector, wholesale and retail trade, hotels and restaurants, and financial intermediaries emerged as the rapidly expanding sub-sectors. Another important feature of the period is the rise of income inequality measured by the Gini coefficient. Between 1992 and 2000, Gini indices of income inequality for national, rural and urban areas were increased by 0.047, 0.028 and 0.061 respectively.

2.28 Rising inequality continues to prevent the full impact of growth from registering on poverty reduction. An examination of sources of inequality using “Gini Income Elasticity (GIE)” shows that the contribution of daily wage labour income is highest in reducing income inequality, followed by

agricultural income. Other income sources such as non-farm enterprises, non-farm employment, transfers and remittances, and property income have in-equalizing effects on overall income distribution in Bangladesh. Thus the growth experience of the recent past suggests that most of the dynamic sectors, including the non-farm sector, generate inequality. This implies that a dynamic sector-based growth process is not “pro-poor” and hence the growth pattern itself offers limited scope to address the growth and equity objectives simultaneously. Furthermore, any attempt to manipulate the growth pattern to give it a “pro-poor” character may not be possible without hurting the dynamic sectors and dissipating the higher growth opportunities. The current growth pattern is in-equalizing, and undermining the sectoral pattern of growth is not advisable as it may limit the scope of higher economic growth.

2.29 As is evident from above, the growth pattern in Bangladesh generates inequality, limiting the full impact of economic growth on poverty reduction. Relative strengths of the growth and inequality components of a growth process determine its effectiveness in reducing poverty. The relative strength of the inequality component over the growth component also reveals the extent of trade-offs between them. The extent of trade-off is usually used to design inequality correcting policies. The Inequality-Growth-Trade off (IGT) index is generally estimated to assess the extent of such trade-offs and subsequent adoption of pro-poor policies to reduce inequality. The IGTI, composed of growth and inequality components, shows how much growth needs to be achieved in order to offset the adverse impact of inequality on poverty. An IGTI value of less than one indicates dominance of growth over inequality, hence growth maximising policies may be considered adequate for poverty reduction. When inequality outweighs growth, the value of the index is more than one and priority is attached to pro-poor policies.

2.30 Data from the Household Income and Expenditure Survey 2000 was used to calculate the “IGT” index for Bangladesh. The estimated rural, urban and national IGTI values for the poverty gap are 0.75, 1.65 and 0.95 respectively. Similarly, the estimated rural, urban and national IGTI values for poverty severity are 0.99, 1.98 and 1.22 respectively. These results suggest a low trade-off between growth and inequality for rural areas and hence benefits from pursuing a pro-poor growth strategy to reduce inequality are also low. For rural areas, the appropriate strategy is to pursue growth-maximizing policies supported by wide-ranging redistributive/targeted programmes. The values of the IGTI are, however, uniformly higher in the urban areas, which suggests that inequality-reducing policies should be adopted for urban areas. It is expected that urban growth policies with strong pro-poor elements will bring greater benefits for the urban poor.

2.31 In the context of the above findings, inequality and poverty may be addressed in three possible ways. First, as labour is the main asset and income source of the poor, an important means of reducing inequality and poverty is to create an enabling environment for them to get more remunerative jobs. Attention must be given to increase labour productivity and returns in both crop and non-crop activities. Second, lack of appropriate skill and education has prevented unskilled workers from participating in profitable activities and also restricted their upward movement to more remunerative activities. It is thus necessary to upgrade the skill levels of the unskilled workers through greater investment in education and skill development. Third, some evidence suggests that there is a significant impact of infrastructure (e.g. electricity and all-weather roads) on poor people’s income and poverty reduction. It is observed that lack of education, skill and electricity connection (used as a proxy for the infrastructure) increases the probability of being poor in Bangladesh. Acquiring education, appropriate skills and access to the infrastructure may help the poor to exploit the opportunities for more remunerative activities. Fourth, the bargaining power, access to public services and market opportunities of the poor are weakened by an inadequate asset base. Thus the asset base, encompassing the human, physical and financial capital of the

poor, must be expanded. Expansion of the asset base will help raise the bargaining power of the poor and ensure access to resources, public services and decision-making and enhance their capability to derive benefit from the policy and market opportunities of higher growth.

## 2.E Natural Disasters and Poverty

2.32 The discussion in section 2.B has identified a number of factors that determine or are associated with poverty. One important factor that has not been covered in the HIES data is natural disasters which have both short and long-term impact on poverty. Disaster Profiles of the Least Developed Countries, 2001 published by the UNDP would indicate that among these countries, particularly in Asia, Bangladesh has been most adversely affected by natural disasters. Moreover, the history of natural disasters for the last one hundred years or so as obtained from the international disaster-database of the Louvain Catholic University, Brussels reveals that the frequency of natural disasters within what are now the boundaries of Bangladesh has been increasing during recent years. Bangladesh is among the most disaster-prone countries in the world and the death tolls from cyclones and floods are among the highest. However, in terms of the number of people affected and the damage caused to materials and property, floods have been much more devastating than cyclones.

2.33 Natural disasters in Bangladesh have their roots in the nature of its terrain, the physical geographic features, its long coastline and the tropical climate. The increasing density of population, by causing ecological damage, also adds to the misery. Bangladesh is a land of rivers and it has adjusted itself to a wet season when every year about 20 to 25 percent of its land area remains under water. During the period between 1870 and 1990, 12 major floods were reported within what are now the boundaries of Bangladesh. Prior to the floods in 2004, the worst floods in Bangladesh in the recent past occurred in 1998 and 1988.

2.34 The relationships between disasters, growth and poverty are both direct and indirect. When a disaster strikes, it immediately puts an end to economic and social activities, because the organisation of such activities becomes dysfunctional. Secondly, disasters such as floods or cyclones may disrupt communications and the infrastructure and consequently peoples' employment and income may be adversely affected for a period. Most importantly, natural disasters create tremendous human misery, including death, both when they occur and in their aftermath. Often it is the poor and the infirm who fall easy prey to disasters and it is also they who may take the longest to recover from the adverse effects. Also, during a natural disaster the poor are more numerous among those killed because they are least prepared to face such events and they are generally more concentrated in the hazard-prone areas of Bangladesh. Death of the earning member of a poor family brings lasting misery to its members. Thus the gains in poverty reduction suffer a setback. The other direct effects due to natural disasters include damages caused to residential housing, housing goods, crops, fisheries, and livestock. Damage done to transport and communication facilities, capital assets including stocks of food both at the household and the state level have significant indirect adverse effect. The indirect impact and the second-round effects of natural disasters in Bangladesh are often hard to estimate.

2.35 The estimates of the economic impact of disasters like cyclones, tornadoes, droughts and arsenic contamination of water are either hardly made or are not available publicly. Estimates of macroeconomic losses due to floods in Bangladesh do indicate significant impacts on the aggregate output of the country. A comparison of the 2004 floods with the floods in 1988 and 1998 shows that the floods in 2004 have been less severe in terms of inundated area, duration, persons affected and loss of human lives. However, the 2004 floods have caused much greater damage to the economy in areas adjacent to the major rivers.

2.36 Table 4 provides a comparison of the floods in 2004 with those of 1988 and 1998.

**Table 4: Comparison of Flood Situation**

Item	1988	1998	2004
Inundated Area	61 percent	68 percent	38 percent
Duration of Flood	23 days	72 days	21 days
Persons Affected	45 million	31 million	36 million
Total Deaths	2335 persons	918 persons	800 persons
Loss of Income/Assets	US \$ 330 million	US \$ 2 billion	US \$ 2.2 billion

*Sources:* 1. 1988 and 1998 data are from the Flood Forecasting and Warning Centre, Bangladesh and the I-PRSP document of Bangladesh  
 2. Data for 2004 are mostly from the Joint ADB and World Bank Mission on Flood Damage and Needs Assessment, September, 04.

2.37 The analysis of the macroeconomic impact of floods in 2004 points out that the growth of per capita income is likely to fall from 4.5 percent to 3.7 percent due to income loss. The fall in per capita income may be more for the poor and the non-poor households that are very near the poverty threshold. An estimate of the non-poor household groups within 10 percent above the poverty line in the districts hit by floods in 2004 shows that they accounted for 4.3 million people in 2000. These people risk slipping into poverty unless they are protected under appropriate safety net programmes. In a country where the growth of aggregate output in the recent past has been around 5.5 percent, the magnitude of loss of output and assets due to natural disasters as observed during the floods in 2004 does impact on the economy seriously. It may take two years just to get back to the pre-flood level of GDP, and this will have a consequent negative impact on the pace of poverty reduction.

2.38 Bangladesh being one of the world's most disaster-prone countries, it can ill-afford to ignore the adverse impact of natural disasters on the process of poverty reduction and growth. The disaster risk management is being integrated with development activities. In doing so, the future strategy will begin from the premise that while natural hazards are the starting point of a potential disaster, what turns the potential into a reality is the lack of a nation's capacity to cope with hazards at various levels: national, local, community, household and individual. The desirable strategic thrust in future will therefore be towards disaster risk management, which means avoidance or minimisation of the impact of a disaster through increased coping capacity at various levels, not only within the nation but also globally and regionally. This is possible with proper institutionalisation backed by adequate and regular provision of resources for preparedness against hazards. This preparedness implies the following: (i) an effective early warning system to predict the onset of disaster; (ii) an institutionalised triggering mechanism for response during and after the disaster; (iii) networking among public institutions, non-government organisations, the community and individual household for integrated planning and coordination but decentralised responsibility for implementation of actions by these actors before, during and after a disaster; and (iv) proper development and deployment of institutional, logistics and human capacity and skill through training, research, up-gradation and regular maintenance of facilities for mitigation of damages.

2.39 The Government of Bangladesh has drawn up a Five-Year Strategic Plan for the Comprehensive Disaster Management Programme (2004-2008), which already encompasses some of the elements mentioned above. The Plan, a collaborative effort of the Government and the Development Partners, is

in the process of being finalised. It envisages bringing a paradigm shift in disaster management from conventional response and relief practices to a more comprehensive risk reduction culture. The Plan incorporates programmes to strengthen the capacity of the Bangladesh disaster management system in order to reduce unacceptable risk and improve response and recovery management at all levels.

## ***Chapter III***

### **Participatory Consultation in PRS Formulation**

#### **3.A Methods and Approaches to PRS Consultation**

3.1 The core principles underpinning PRSP require that it should be a country-driven, country-owned and results-oriented document, anchored in broad-based participatory processes. Extensive and effective participatory consultations involving all the stakeholders, as far as possible, are essential for a PRS in order to make it responsive to people's, especially poor people's, needs and priorities. Preparation of the I-PRSP was also preceded by consultations with the rural and urban poor and the civil society, albeit on a smaller scale. The commitment of the Bangladesh Government to prepare the full PRSP as a country-driven and country-owned document made participatory consultation a key element in its preparation process. A major expectation from participatory consultations was to generate important inputs for PRSP. The design of the PRSP participatory consultation process had been made focused and elaborated in terms of its scope, extent, level and design.

##### **3.A.1 Approach**

3.2 An inclusive consultation approach was followed to cover all types of stakeholders. The PRSP preparation process opened up new spaces for dialogue on public policy with different stakeholders, members of the civil society and the Honourable members of Parliament. Attempts were made to ensure consultations with a broad class of participants. Particular attention was given to include women, children, the weak and vulnerable groups in the consultation process. Moreover, an outcome-oriented participatory approach was adopted during consultation. Consultations were not entirely open-ended. A combination of structured and open-ended methods of consultation was followed, with care being taken to infuse participatory rigour to the consultation process. Two imperatives were specially considered: (i) ensuring participants' informed, active and committed participation in discussions, and (ii) ensuring a conducive ambiance for participatory discussions. It was anticipated that different constraints and personal biases might affect the quality and output of participatory consultations. To overcome such constraints and neutralise participants' biases, special care was taken at different stages of the consultation process.

##### **3.A.2 Methods**

3.3 With the objective of preparing a participatory PRSP, various methods were employed. These included consultation with members of Parliament, participatory consultation meetings at the national and the regional levels, direct consultations with the poor, interfacing with development partners to have a feedback from them, constituting twelve thematic groups under the leadership of relevant Ministries to ensure full participation of concerned Ministries/Divisions (discussed under 3.C below) and national consultation workshops on the draft PRSP.

#### **3.B Structure and Process of Participatory Consultation**

3.4 In keeping with the inclusive approach of participatory consultations, such consultations were structured involving different spatial levels, a broad range of stakeholders, policy-makers and the poor themselves. Specifically, consultations were held at the national and regional levels; they were also held with various groups of the poor. These are described as follows:

### 3.B.1 National Level

3.5 An elaborate arrangement was instituted to undertake participatory consultation with a cross-section of stakeholders both at the national and the regional levels. Such participatory consultation meetings, one at the national and six at the divisional headquarters, were concluded during March and April, 2004. To make the participation broad-based and inclusive, a comprehensive list of potential stakeholders was prepared by the NPFP. The participatory consultation workshop at the national level was enriched by the participation of a wide range of experts, subject-matters specialists and different stakeholder-groups. For example, the participants included: members of the civil society, adivasi/ethnic minority people, physically disadvantaged people and experts on IT, infrastructure, water-resources, environment, governance, co-operatives, health, education, agriculture and other disciplines. Participants also included representatives from various professional groups, think tanks, the mass media, prominent research institutions, specialised hospitals, educational institutions, apex organizations in the fields of micro-finance and legal aid, associations of slum dwellers, old people; professional associations of women lawyers, economists, journalists, government agencies, private sector entrepreneurs, NGOs and civil societies working in different fields.

3.6 The participants were divided into thirteen groups based on topics for group discussion. The topics were: (i) Macro economic stability and pro-poor growth, financial sector reform (banking, trade and globalisation) and domestic resource mobilisation, (ii) Private sector development, (iii) Communication (road, rail, inland water transport, information and communication technology, and telecommunication), electricity, energy and power sector development, (iv) Governance (reform in civil services, judiciary, law and order, and strengthening of local government), (v) Health and nutrition, (vi) Development of women and children and establishing their rights (vii) Education, (viii) Rural development (including food security, disaster management, social safety nets, expansion of micro-credit and rural non-farm activities, employment and development of growth centres), (ix) Agriculture (crops, fisheries, livestock, horticulture and agro and bio-technology) development, (x) Protection and development of the environment, (xi) Water resource management, (xii) Adivasi/ethnic minority people and physically, mentally and socially disadvantaged people, and (xiii) Housing.

3.7 At the national level consultation, group discussion was split into two parts. The first part included general discussion on poverty, its causes, nature and depth, and also on actions to be taken for achieving pro-poor economic growth. In the second part, each group discussed the specific subject or sectoral theme assigned to them. The steps in the discussion on a sectoral theme were as follows:

- Setting sectoral targets to reduce poverty;
- Suggesting strategies to achieve those targets;
- Identifying actions or programmes needed to implement those strategies; and
- Indicating appropriate design and implementation mechanisms to accompany those actions or programmes so as to achieve optimum benefits for the poor.

3.8 Dimensions emphasised in the group discussions involved pro-poor growth, gender equity, sectoral good governance, the rural-urban nexus, and special problems of different socio-economic groups, sustainable development and balanced regional development. Presentation of group reports in the plenary session was followed by comments from the floor. These comments were accommodated in finalising the group reports.

### 3.B.2 Regional Level

3.9 Regional participatory-consultation meetings were held in all the six Divisions of the country. Regional consultation meetings were organised jointly by the NPFP and the Divisional Commissioner of the respective Division. People from various parts of the region and representing different segments of society participated in Regional Consultation Meetings. Members of the civil society, specialists, academics, Union Parishad and municipality chairmen, female members of Union Parishads, children and youths, adivasi/ethnic minority people, physically disadvantaged people, journalists and people from the media were among the participants. Participants also included representatives from various institutions like education, health and agriculture, co-operatives, professional groups, organisations of the poor, women's groups, business people's forums, labour unions, human rights groups, research institutes, associations like those of farmers, fishermen and weavers and NGOs working in various fields like micro-finance, health, education, environment, infrastructure and social development.

3.10 Table 5 shows a sample of participants in each regional consultation meeting. An outline of regional level consultation meetings spelling out the structure, features, composition of discussion groups and allocation of time for different sessions, general guidelines for effective participation and recording of output was developed by the NPFP and endorsed by the NSC.

3.11 The total number of participants in each regional meeting was around 200. The participants were divided into 12 groups based on 12 broad topics. Discussions in regional consultations were structured into three parts: (i) general discussions on poverty, (ii) detailed discussions on topics designated, and (iii) free discussions on any aspect each participant wanted to engage in. To have outcome-oriented discussions, general and topic-wise discussion guidelines were developed by the NPFP and these were placed before the National Steering Committee for approval. A meeting was held between the chairperson of the NSC, NPFP and six Divisional Commissioners about how best to conduct the regional discussion meetings. The NPFP briefed the Divisional Commissioners on the importance, purpose and structure of regional consultation meetings. Special emphasis was given on the selection of the right kind of participants in each of the twelve discussion groups, on having participation from different areas of the region, and on ensuring adequate representation of women in different discussion groups. Working papers as well as guidelines for regional consultation meetings were sent from NPFP to the Divisional Commissioner well ahead of the date of the meeting. Those were then sent by the Divisional Commissioner's Office to the participants, also well ahead of the meeting.

3.12 Secretaries from different ministries, who are also the members of the NSC, as well as other high officials of the different ministries, attended the regional consultation meetings. The Hon'ble Minister for Finance and Planning inaugurated one regional consultation meeting. The presence of high level policy-makers and government officials reinforced the importance of such consultations and bolstered the enthusiasm of the participants.

3.13 Each discussion group had a moderator to smoothly conduct the group discussions. The role of the moderator was clearly spelt out in the outline prepared by the NPPF for regional consultations. One officer from the NPPF was assigned to each group and s/he would remain present throughout the discussions. The NPPF officer did not participate in the discussion, but s/he helped the moderator whenever necessary to maintain the participatory rigour of discussions.

**Table 5: Participation in Regional Consultation Meetings for PRSP Preparation**

Category of Participants	Number	Percent
<b>Civil Society, Experts and Academics</b>	<b>14</b>	<b>7.3</b>
<b>People's Representatives</b>	<b>35</b>	<b>18.3</b>
a) Union Parishad / Municipality Chairman	27	
b) Female Union Parishad Member	8	
<b>Journalist/Press and Media (working at the regional level)</b>	<b>12</b>	<b>6.3</b>
<b>Institutions ( in the regional level )</b>	<b>20</b>	<b>10.5</b>
a) Education	9	
b) Health	5	
c) Agriculture(Crops, Livestock and Fisheries)	6	
<b>Co-operatives</b>	<b>4</b>	<b>2.1</b>
<b>Women's Organisation's Representatives</b>	<b>11</b>	<b>5.8</b>
<b>Child and Youth Representatives</b>	<b>3</b>	<b>1.5</b>
<b>Professional Groups</b>	<b>11</b>	<b>5.8</b>
<b>Organisations of Poor</b>	<b>12</b>	<b>6.2</b>
<b>Labour Unions</b>	<b>5</b>	<b>2.6</b>
<b>Organisations of Business People</b>	<b>7</b>	<b>3.7</b>
<b>NGOs (working at regional level)</b>	<b>28</b>	<b>14.7</b>
a) Micro-finance	3	
b) Health/ Sanitation	3	
c) Infrastructure	3	
d) Education	3	
e) Environment (BELA, Coast Trust, etc.)	3	
f) Social Development & Others	13	
<b>Human Rights Organisations</b>	<b>6</b>	<b>3.2</b>
<b>Research institutes and others similar organisations</b>	<b>5</b>	<b>2.6</b>
<b>Adivasi/ethnic minority, Physically disadvantaged people</b>	<b>5</b>	<b>2.6</b>
<b>Associations (Farmer's, Weaver's, Fishermen's, etc.)</b>	<b>13</b>	<b>6.8</b>

3.14 The segment on general discussion focused on participants' perceptions about the meaning of poverty, causes of poverty, poverty among different areas and population groups in the Division and general constraints on poverty reduction. The topical discussions covered a wide range of subjects including agriculture, rural development, water resources, communications, power and energy, health, education, environment, women and children, adivasi/ethnic minority people and physically and mentally disabled people, housing, and governance. Detailed guidelines were prepared for each of these topics. Opinions and recommendations were sought on various key issues and policies for each topic. However, it was necessary to ensure that consultations did not remain confined to the contents of discussion guidelines and participants could discuss issues that were not covered within the guidelines.

The open-ended part of consultation was meant to give space to the participants so that they could discuss any issue they considered important for poverty reduction.

3.15 The views of women and civil society organisations received full attention. The quintessence of the participatory consultation was to collect the unhindered and unalloyed opinion of the people including the poor and the civil society regarding the various routes to poverty reduction. One of the objectives of regional consultations was also to strive to understand the regional dimension of poverty.

3.16 The participatory consultation meeting in the regions as well as in the capital generated a wealth of materials, which guided the policymakers in reviewing the existing poverty alleviation policies and also in formulating new policy initiatives.

### 3.B.3 Face to Face with the Poor

3.17 Another type of participatory consultation was initiated where policy and development planners directly entered into dialogues with small but uniform groups of the poor and the vulnerable. This type of direct consultation with the poor does give policy makers a chance to hear from them about what they are thinking of their own situation. It was felt that the experiences of the poor, the problems of their livelihood, the impact of various public policies on their lives, their pressing concerns and vulnerabilities should be heard about directly from the poor. Such consultation added a new dimension to the participatory process in that it brought the poor directly into the PRS consultation and preparation process. Direct consultation with the poor was also the first of its kind in Bangladesh for formulating policies for poverty reduction. Consultations were held in the form of group discussions and interviews. Ten groups comprising, among others, garment workers, housemaids, potters, snake charmers, fishermen, cobblers, sweepers, tea garden workers, industrial workers and adivasi/ethnic minority people were consulted. From their deliberations brought under the purview of face-to-face consultation, important insights into the causes of their poverty, problems of their livelihood and their vulnerabilities were gained and consequent policy implications were surmised.

3.18 Participants demonstrated great enthusiasm and interest in consultation meetings and were very candid in describing their problems, giving views on the past and present public policies affecting them and in presenting various suggestions and recommendations.

### 3.B.4 Major Recommendations Emerging from Consultations

3.19 The participatory consultations turned out to be very fruitful and constructive. The output of consultations worked as general guidelines for preparing the thematic group reports as well as the PRSP. In consultation meetings, various recommendations and suggestions have been made; some of these are general and others are sector or theme-based. Participants have indicated various areas where in their view significant positive achievements have been made.

### **3.B.4.1 Perception of Positive Achievements**

3.20 With respect to poverty reduction or for that matter socio-economic development, participants in the consultation meetings acknowledged notable progress in various areas e.g. population control, reduction of infant mortality, EPI coverage, life expectancy, enrolment in primary school and gender equity in enrolment and exposition of female education. In real and services sectors, people mentioned an increase in agricultural production, expansion of poultries, fisheries, nurseries and social forestry, development of infrastructure and electrification and promotion of export. Progress has also been noted in sanitation, the expansion of health facilities, reduction in maternal mortality and in ensuring safe water supply. In addition, women's participation in development has increased, avenues for women's employment have expanded and this micro-credit programme has become an enviable success story; it has been acclaimed and even replicated globally. The expansion of the safety-net programme in the form of providing allowances to widows and old people has also been recognised as a commendable initiative. There has been a substantial improvement in terms of increase in awareness among people about various development problems and imperatives.

### **3.B.4.2 Sector or Theme Based Recommendations**

#### **Agriculture**

3.21 To increase crop production, timely availability of quality and adequate inputs, easy access to agricultural credit, especially for marginal and small farmers, development of an appropriate infrastructure for marketing, and storage and communication facilities have been recommended. Besides motivating farmers to adopt Integrated Pest Management (IPM), reducing the gap between research and extension and the promotion of need-based research were also considered important.

3.22 For the development of fisheries, consultations have pointed out the need for prohibiting the use of electrical nets, undertaking measures to stop indiscriminate fishing, excavating ponds and canals to expand fish cultivation and promoting fish culture in natural depressions, flood plains and paddy fields. Policies to lease out *khas* ponds and other water bodies to the poor and real fishermen should be adopted and pursued.

3.23 For the development of poultry and livestock, it has been recommended that this sub-sector should be upgraded to a full-fledged sector. Further, availability of insemination, placement of a sufficient number of veterinarians at the Union level, production of feed and fodder and easy access to credit should be ensured.

#### **Targeted Poverty Reduction Programmes, Social-Safety Nets**

3.24 The consultation meetings made various suggestions for better targeting and for improving efficiency, effectiveness and coordination of targeted poverty reduction programmes. It is recommended that more thrust should be given at the design stage of poverty reduction projects. In implementing these

projects, emphasis was laid on minimizing leakages, avoiding duplication and ensuring more coordinated endeavours.

3.25 Introduction of special programmes for the extremely poor was suggested. The programmes should include provision for some initial endowment funds as grant, credit at a low interest rate, suitable repayment schedule and a special cushion against shocks. A canal excavation and re-excavation programme should be introduced through a Labour Contracting Society (LCS) comprising poor people, both male and female. Savings and wages to the beneficiaries should be provided through individual bank accounts, wherever possible, because in other targeted poverty reduction programmes such arrangements proved to be effective. It is necessary to ensure co-ordination among different ministries/divisions involved in poverty reduction activities to ensure efficiency and effectiveness and to avoid duplication. Social-safety net programmes should be expanded and a comprehensive social security system should be developed and put in place.

### **Monga**

3.26 Various suggestions have been made for grappling with the problem of monga. These include: identification of monga-prone areas, encouraging establishment of small-scale enterprises in the monga-prone areas, diversification of agriculture, provision of collateral-free micro credit at a lower interest rate, employment generation through infrastructure development work, a special food assistance programme, scheduling the training activities of both GO's and NGO's for targeted poverty reduction programmes during the monga period, special allocation to the local government institutions, implementing the food-for-work programme during monga period, building up the economic capacity of the poor to withstand monga, and special policies to support overseas employment of labour force from monga-prone areas.

### **Water Resources**

3.27 Participants have been of the general view that it is not feasible to undertake river bank protection measures in all places. Hence, river-bank protection measures should be undertaken only in strategically important cases; in all other cases, instead of river bank protection, a compensation system should be introduced for the affected people, including the landless and the poor. A policy shift is needed in this regard. The priority given to irrigation is quite in order and this should be continued. Efficient irrigation networks should be established and the low-cost deep-tube well model developed by the Rural Development Academy, Bogra, should be replicated wherever possible and necessary. Intrusion of saline water should be prevented through augmenting the flow of water and constructing appropriate infrastructure.

### **Power and Gas**

3.28 Power and gas facilities should be expanded and alternative sources of power for remote areas should be developed. Accountability, transparency and modernisation in the management of the power and gas sector need to be ensured. Illegal electricity connections have to be severed and system loss has to be minimised.

## **Communication**

3.29 For developing the communication sector, the imperatives are: timely and proper maintenance of roads, construction of bypasses and alternative roads, introduction of tender advertisement and a procedure for its submission on-line, formulation of a master plan integrating all modes of transport for the entire country, development of a more poor-friendly railway communication system and giving emphasis on cargo transport in air service. Emphasis was also laid on the modernization of Mongla port, regular dredging of rivers using gas-powered dredgers with the involvement of the private sector, on expanding and improving the telecommunications system with emphasis on privatisation, and improving and reforming the postal service.

## **Housing**

3.30 Consultations have highlighted the existence of a close nexus between housing and poverty. To improve the housing situation, some suggestions that have been put forward are: considering the housing problem of the poor as an integral part of poverty reduction programmes, providing house building loans at lower interest rates along with an increase in the ceiling of the loan for both urban and rural areas, and reinforcing the idea of vertical housing instead of horizontal expansion in housing policy. It is also necessary to ensure housing with safe water, sanitation and electricity through GO and NGO collaboration, implement programmes for resettlement of slum-dwellers, the disadvantaged, the destitute and the shelter less poor. It is critically important to give priority to rural development and create employment opportunities in the rural areas to prevent migration of people from rural to urban areas and thereby to ease the housing problem in urban areas.

## **Education**

3.31 To improve the quality of education, recommendations include appointment of qualified teachers, arranging modern in-service training, improving the teacher-student ratio, introducing an effective monitoring, supervision and evaluation mechanism, developing the curriculum, and activating the School Management Committee (SMC). It is considered important to reduce the gap in quality of education between urban and rural areas, accord priority to technical and vocational education and make education more job-oriented. Emphasis was also laid on the modernisation of Madrasha education, arresting the dropout rate, especially of girl students, through expansion of the stipend programme, improving security of girl students, preventing early marriage and bringing within the fold of the education system those children who could not access education due to poverty.

## **Health**

3.32 The participatory consultations have revealed the need for ensuring an adequate supply of medicines, modern diagnostic equipment, logistic supports (including naval ambulance for island and char areas), a modernised disease surveillance system, the presence of doctors, health staff and field workers, a sufficient number of beds at district and Upazila level hospitals and health complexes, improvement of the overall health management system and collaboration among GO, NGO and private sector in health services. The use of Schools, Madrashas and Mosques as centres for dissemination of ideas about primary health care, family planning and nutrition should be encouraged. It is necessary to ensure better health service to pregnant women at different stages especially for the risky pregnancy

cases, provide effective measures for special medical facilities for the disadvantaged groups, prevent adulteration of foods and use of harmful chemicals in food.

### **Women**

3.33 For the empowerment of women and improvement of their conditions, consultations pointed out the need for expanding female education, ensuring women's representation in parliament, local government, administrative and political institutions; preventing early marriage, making marriage registration compulsory, expanding employment avenues for women, developing a mechanism for the proper reflection of the needs and voices of poor women in policy formulation and development programmes. It was felt necessary to take all-out measures to minimise discrimination between men and women, provide adequate credit and marketing facilities, extend legal assistance to women, especially the poor, implement measures to protect women from all sorts of violence, employ all possible means and mobilise all sections of the society to transform the present efforts against dowry into a social movement, check trafficking of women both through internal interventions and cooperation with other concerned countries.

### **Children**

3.34 For the development of children, recommendations have been made to ensure registration of children through base-line survey, prevent involvement of children in risky jobs, take initiatives to stop child labour and trafficking of children, introduce an education system based on the learning and earning model for working children, reduce the child mortality rate through an expansion of the Acute Respiratory Infection and Diarrhoea Disease Control programme, Oral Re-hydration Therapy (ORT) and Expanded Programme for Immunization (EPI). It is considered necessary to establish a separate directorate of children for regular monitoring of children's affairs and to establish more Shishu Polli and Shishu Sadan at Upazila level for the poor and the orphans.

### **Protection and Development of Environment**

3.35 Consultations have provided important recommendations for the protection and development of the environment. The major recommendations include: making EIA mandatory for all development projects, undertaking short and long-term measures in order to maintain ecological balance, putting in place an improved waste management system including industrial waste. Suggestions have been made for expanding forest areas through massive afforestation and reforestation programmes, stopping hill destruction, encouraging use of green manure and IPM, ensuring planned use of land, enhancing the use of environment-friendly fuels and making them available to the poor and undertaking proper measures against arsenic contamination by establishing deep tube-wells, preservation of rain and surface water and creation of awareness.

### **Good Governance**

3.36 Consultations have accorded high priority to improving governance. Major recommendations for improving governance include: establishing good governance in all spheres of the Government, expediting separation of the judiciary from the executive, appointing an ombudsman, making attempts to raise the police force as a neutral institution, keeping the administration free from undue influences, ensuring transparency and accountability and undertaking proper measures to provide appropriate clientele service and reduce corruption in government offices. Promotion in government service should be based on merit, efficiency and seniority and the salary of Government employees should be raised. It

is necessary to make drastic and effective reforms in the police administration by setting up a separate probe unit, increasing the number of police personnel and providing logistic support and arranging intensive training for them, and undertaking special measures to eradicate terrorism.

### **Adivasi/Ethnic minority People**

3.37 Consultations have pointed out the need for giving special attention to the problems and development needs of the adivasi/ethnic minority people. To improve the condition of the adivasi/ethnic minority people, suggestions have been made to restructure the Ministry of Chittagong Hill Tracts Affairs by expanding its scope to include other plain-land adivasi/ethnic minority people, undertake measures to preserve the language of the adivasi/ethnic minority people, take up a special programme for poverty reduction among the adivasi/ethnic minority people, incorporate their culture in the national curriculum of education, formulate a policy for the development of adivasi/ethnic minority people and implement laws to bring peace and order in the hill areas.

### **Disabled People**

3.38 Consultations have focused on the special difficulties and constraints being experienced by this group of people. To improve their condition, it is necessary to arrange free education at all levels, reserve jobs for them in government and private service, allow them to travel free or at a discounted fare and create special infrastructure facilities for their easy movement. Recommendations have also been made to make provision of a regular allowance, arrange rehabilitation programmes give preference to disabled women in distributing *khas* land and old age allowances, undertake measures for imparting training and creating suitable employment opportunities and make provision of separate wards and counters in government hospitals for disabled people.

### **Land Management**

3.39 Given the scarcity of land and the paramount importance of its optimal use, consultations strongly pointed out the need for formulation of a sound national land-use policy. For better service delivery and transparency, land survey, land records and land registration should be brought under one authority and should be modernised.

### **Island, Char, Coastal and *Haor* Areas**

3.40 Consultations have highlighted the special problems and constraints of some areas e.g. islands, char, coastal and *haor* areas. These areas have more resource constraints, problem of accessibility and more vulnerability to natural disasters. These problems warrant special attention and endeavours for the development of these areas, especially concerning poverty reduction.

### **Interfacing with Development Partners**

3.41 Development partners evinced keen interest in the process of PRSP preparation. On the other hand, their valuable experiences about PRSP preparation in other countries were thought to be extremely useful to the NPFP in discharging its main task. In this regard, two formal meetings were held between the Government and the Local Consultative Groups (LCGs). In these meetings, members of the LCG were briefed about the process of PRSP preparation. The members of the LCG exchanged views with the NPFP and its National Steering Committee (NSC). Many LCG members proffered useful

suggestions to enrich the process of PRSP preparation. The NPFP also exchanged views in meetings organised by different LCG sub-groups. In addition, informal discussions took place off and on between the NPFP and different development partners regarding the process of PRSP preparation.

### **3.C Thematic Groups: Focus on Major Themes by the Ministries**

3.42 The experience of some countries in developing and implementing PRSPs, as reported by the World Bank, indicates a schism between various public sector Ministries in respect of both the process and substance of PRSPs. The source of the problem has been found to be mainly the lack of participation by major public sector Ministries and Divisions in the preparation of PRSPs. Being aware of this problem, the National Steering Committee (NSC) decided to ensure the full participation of all major Ministries and Divisions in the process of PRSP preparation as well as in its implementation.

3.43 Through a process of prolonged dialogue and exchange of views, the NSC decided to constitute twelve thematic groups under the leadership of various relevant Ministries and Divisions. Thematic areas have been chosen for all major cross-cutting issues, macroeconomic and real sector issues and a number of special topics which have a direct bearing on poverty alleviation including those areas mentioned in the Joint Staff Assessment Report of the Bank and the Fund. Annex 1 shows the list of the thematic groups along with the names of the lead and supporting Ministries and Divisions. Though there have been twelve thematic groups, cobbling together various sub-themes into different groups has resulted in twenty distinct thematic reports.

3.44 In preparing the thematic group reports, the lead Ministries generally attempted to adopt a participatory approach and sought views and comments in a series of meetings with different stakeholders. The services of experts and subject-matter specialists were employed for drafting the reports.

3.45 The lead Ministries along with their associates, while producing the thematic reports have also been involved in preparing the respective policy matrices. In the process, the major public sector Ministries and Divisions have fully participated in the task of preparing the major goals and agenda of action in their respective areas. The policy matrices of the PRSP are viewed as instruments through which the poverty reduction strategies will have been made operational. The central focus of some of the major thematic group reports is briefly described below.

3.46 **Macroeconomic Stability and Pro-poor Growth:** This report emphasises that Bangladesh's noteworthy progress in reducing poverty and attaining social MDGs has taken place in the context of extremely adverse circumstances. While there has been considerable progress in reducing income-poverty since independence, Bangladesh at the end of the nineties also appears to be "on track" in relation to most MDG targets. It is argued that strategies for reducing poverty should be based on an analysis of the linkage between economic growth, employment and poverty. Education is cited as a basic ingredient for raising productivity of employment. As a minimum, the report contends, the strategy for sustained poverty reduction and economic growth requires macroeconomic stability underpinned by an appropriate macroeconomic framework.

3.47 **Trade Reforms and Export Response: Post-MFA Policy Implications for Bangladesh:** The sub-thematic report outlines the importance of trade reforms and export promotion for poverty

reduction. The report attempts to provide a review of Bangladesh's trade policy and reform measures with future directions for the post-MFA era. To fulfill this broad objective, several specific issues have been discussed and analysed, which are: (1) trade liberalisation measures undertaken by Bangladesh and the resultant progress made in this regard, (2) policy-induced anti-export bias, (3) further scope of dismantling quantitative restrictions and liberalisation and rationalisation of the import-tariff regime, (4) export response to trade liberalisation, (5) demand and supply side constraints facing the export response, (6) promotion of exports from Bangladesh by addressing various constraints facing the export sector, (7) phasing-out of the MFA quota and the consequent implications, (8) identification of challenges and policy options for the RMG industry, and (9) conceptual issues in the trade-poverty nexus with relevance to the poverty reduction strategy. The report sketches out as many as twenty-five observations and recommendations for promoting trade. Some major imperatives mentioned are: (i) effective measures are needed for dealing with the MFA phase-out situation; (ii) readjustment of tariffs is needed so that the highest duty rate is reduced but on the whole the tariff structure remains revenue-neutral; (iii) ensuring the neutrality of supplementary duty and VAT by applying them to domestic import-substituting activities in a non-discriminatory fashion; (iv) reducing the effective protection can be beneficial to resource allocation; (v) a realistic tariff rationalisation programme can substantially benefit the domestic industry relying on imported intermediate goods; (vi) a proactive and analytical policy regime in the foreign trade sector supports the growth of small and informal sector activities with significant poverty alleviation effects; (vii) mutual exchange of tariff preferences under Regional Trading Arrangements (RTAs) and Free Trade Areas (FTAs) involving Bangladesh may provide a scope for future tariff liberalisation; (viii) exports from the potential industries can be expanded by removing the supply side constraints; (ix) a well-devised integrated approach at policy, institutional, and enterprise levels is to be effected to make intervention schemes or support systems comprehensive; (x) a well-devised contingency plan is needed due to the potential adverse consequences of MFA-phase out; (xi) the supply side constraints of the RMG sector such as weak infrastructure, shortage of skilled workers, the law and order situation, political unrest and invisible and high cost of doing business will have to be systematically addressed while a strong argument is made for reducing the long and extended lead-time, particularly in woven RMG; (xii) serious initiatives are needed to convince the US and EU of the importance of the RMG industry for Bangladesh's economy and how the issues of zero tariff and simplification of Rules of Origin (ROO) could prove to be crucial for the country's continued export success; and (xiii) removal of import duty by our major trading partners might greatly enhance Bangladesh's competitive position especially vis-à-vis those relatively advanced developing countries with a strong backward linkage industry.

**3.48 Infrastructure Development & Reforms (Electricity, Power and Transports):** The major thrust of this thematic-group report is on developing and reforming the physical infrastructure facilities by constructing and reforming roads, bridges, the railway, river-way, safe drinking-water and sanitation facilities, and electricity, gas, storage, ports and telecommunication services. The report mentions the following imperatives for developing the sector: (i) electricity services need to be improved since electricity is a necessary input for irrigation, industrialisation, commercialisation and human development; (ii) feeder roads, railway and waterway communications need to be improved for giving a fillip to environment-friendly communication; (iii) gender disparity should be removed in implementing infrastructure-related projects; and (iv) sector-based good governance along with the policy reforms has to be ensured. Some possible constraints which might hinder the objectives are: massive systems loss in electricity services; huge losses in the state-owned enterprises; inefficient investment decisions; inefficient management; lack of coordination among the concerned sub-sectors; insufficient gas service in the

northern and southern parts of the country; inefficiency in utilising the existing natural resources and lack of maintenance of the roads.

**3.49 Domestic Resource Mobilisation:** The report focuses on major issues of domestic resource mobilisation in the public sector. Commensurate with the target of poverty reduction in the country, the GDP growth rate will have to increase to around 7 percent by FY 07 which in turn will require the overall investment to rise. As a consequence, the revenue-GDP ratio will have to rise from about 10.5 percent at present to nearly 12 percent in FY 07. Pointing out that the tax system of the country is inelastic, inefficient, inequitable and distortionary, the report dwells on the principal agenda items of tax reform in the public sector. The report also attempts to sketch a scenario, albeit very briefly, of domestic resource mobilisation at the local level.

**3.50 Reforms in Governance:** Good Governance is considered to be a *sine qua non* for development across the globe. The report gives special emphasis on the establishment of good governance. Good governance is defined as “harmony between performance of the state and aspiration of the society.” And the gap between these two is the absence of good governance. In practice, good governance is said to be a “feel good factor” in receiving goods and services from different service providers in the public sector. The report opines that the extent of good governance is negatively related to the magnitude of poverty in a country. Lack of good governance produces disparity, injustice, deprivation and lawlessness in the society in general and for the poor in particular. In order to attain a higher rate of poverty reduction there is no escape from ensuring good governance.

3.51 The report identifies some Ministries and Departments where improvement of the service delivery system through good governance will bring about the coveted objective of poverty reduction within a visible time frame. The lack of sectoral good governance in those institutions stems, *inter alia*, from lack of accountability and transparency, complexity of the system, political interference, unwillingness to provide services, lengthy procedures, degradation of moral values and education standards, weak rule of law, lack of people’s consciousness about their rights, inadequate logistic support, lack of intra and inter-departmental coordination, absence of a proper complaint making system and a feed-back mechanism, low salary levels, and excessive central government control over the local government institutions.

3.52 The report categorically identifies the major problems people face due to lack of good governance: corruption, harassment, humiliation and deliberate wastage of time, lack of respect for common people, unfriendly attitude, negligence to duties, faulty land record and land administration system leading to perpetual land-related disputes, plundering of government-sponsored relief and stipend-related assistance, nepotism, violence against women and children, terrorism and extortion. The report provides some important recommendations to ensure good governance requiring immediate attention and early implementation: separation of the judiciary, the immediate creation of an independent Anti-corruption Commission and effective implementation of its agenda, a time-bound trial system, creation of an independent commission to oversee, investigate and enquire into the malpractices of the police department, enhancing transparency, accountability and efficiency of the public offices, simplification of government rules and procedures, instituting revenue collection, record maintenance, survey and transfer of land from a single office, encouraging people’s involvement in the design and

implementation of development activities, ensuring easy access to the government offices particularly those of the people's representatives, establishing the ombudsman system, introducing a reward and punishment system for all public-sector employees, attempting to free administration from political interference, enhancing social security especially for women and children, emphasising women's participation and empowerment, lessening central government control on local institutions, and ensuring merit-based promotion and posting systems.

**3.53 Health including Population Planning, Nutrition and Sanitation:** Deprivation in health and deprivation in nutrition (including food security) are the two most important causes and consequences of poverty. The report cites three principal health-problems of Bangladesh: over population, malnutrition and communicable diseases. Children, women and the poor constitute the high risk-groups for ill health and the poorest households bear a disproportionate share of the burden of ill health; their mortality rate is 85 percent higher than that of the richest households. The major objectives of policies and programmes of the sector are to reduce morbidity and mortality and to improve nutritional status, especially of women and children, the elderly and the poor by providing fair access to food, water and sanitation. The Government policy seeks to create conditions whereby people of Bangladesh have the opportunity to reach and maintain the highest attainable level of health. Since the present level of public resources devoted to the health sector falls far short of the requirements, policies are to be designed to harness the resources of the private sector for investing in the health sector. The report dwells on the areas of fiscal space in public expenditure where there is scope for influencing the behaviour of service providers in the health sector.

**3.54 Education:** The education sector is the centrepiece of human development, helping the overall strategy of poverty reduction, economic growth and social development. The thematic report indicates that the education system in Bangladesh is not equitable, thus not pro-poor, and the contents of the curriculum do not therefore effectively serve the goals of human development and poverty reduction. The key considerations of the thematic reports are a) access to education, b) quality and relevance of education and c) equity in access and participation so that the poor and the disadvantaged are indeed the beneficiaries. For redirecting the education system of the country to support the national strategy of poverty reduction, the report has covered, among others, the following systemic issues: i) a commitment to increase the access to education with quality and equity; ii) proper coordination among all educational institutions; iii) increased public resources for education; iv) greater decentralisation of education planning and management at all levels; v) a longer-term perspective of educational change; and vi) a greater voice of stakeholders at all levels. The report also suggests addressing a host of other issues like the need for a unified approach, support to early childhood education, a nationwide network of community learning centres, attention to marginal groups, a policy and organisational framework for non-formal and adult education, the need for decentralisation of management, professional development and specialisation at the secondary level, expansion and modernisation of VTE with greater benefits for the poor, particularly emphasizing textile education to supply the present and future need of textile employment at all levels and increasing external effectiveness of higher education, along with a long-term and comprehensive vision for education at the tertiary level.

**3.55 Women Rights and Advancement:** The report mentions that Government policy attaches top priority to the need for women's advancement and gender equality on human rights grounds as well as

for achieving pro-poor growth and poverty reduction. The report extensively discusses the gender-related dimensions of poverty, which are: income and non-income poverty; economic deprivation in terms of inadequate opportunities; burden of “time poverty”; deprivation in terms of basic needs; vulnerabilities due to physical risks and insecurity; political deprivation in terms of inadequate participation and empowerment; international deprivation due to lack of concern about women in international forums and an overall institutional deprivation due to lack of gender awareness in many institutions. The main objectives for women’s advancement highlighted in the report are: ensuring women’s full participation in the mainstream market-oriented economic activities; improving women’s efficiency (reducing time use) in performing their household and reproductive roles and responsibilities and ensuring infrastructure services for women; building women’s capacity in health and education towards improving productive capacity and personal achievements; ensuring social protection for women against vulnerability and risk; enhancing women’s political empowerment and participation in decision making; ensuring women’s participation in the international forums; and strengthening institutions and capacity-building in monitoring and the evaluation of women’s development. The report also reveals some key factors which impinge upon women’s advancement and women’s rights in Bangladesh. These are: high rate of maternal mortality and morbidity; malnutrition among pregnant and lactating women; anaemia and iodine deficiency; sexual abuse, exploitation; women trafficking and prostitution; gross discrimination, exclusion and injustice at social, institutional, economic and political levels, and very little voice of women in the decision-making process. To ensure basic rights and livelihoods for women, some crucial recommendations regarding the needs of women and pro-poor growth for attaining the MDGs and goals of national policies and plans have been suggested in the report.

**3.56 Child Rights:** To attain pro-poor growth and poverty reduction, children’s development has been recognised clearly as a mainstream sector in PRS. The report emphasises that children’s advancement and the projection of their rights are essential for attaining the MDGs as well as goals of national policies and plans. The report mentions that the Government attaches high priority to the child development issues: children’s health and nutrition, child mortality and morbidity, education, safe environment, drinking water and sanitation, child labour, sexual abuse and rape, child trafficking and prostitution, children’s disability and discrimination, and children’s law and security. The key objectives for children’s advancement identified in the report are: to promote convergence of essential services (immunisation, health, nutrition, water and sanitation, adolescent programmes and the others) at the union level; to ensure the full course of primary schooling for all boys and girls; to prevent children from sexual harassment and exploitation; to preserve children’s rights and promote their development; and to take special programmes for the under-privileged and destitute children. The report focuses on some key factors which impinge upon children’s advancement and children’s rights in Bangladesh: high rate of infant and under-five child mortality, child malnutrition, low birth-weight, retarded growth, anaemia, vitamin A and iodine deficiency, high school-drop-out rate (particularly for marginalised, floating and poverty-ridden group in urban slums and rural areas), arsenic contamination of ground water and poor sanitary condition, early marriage and pregnancy, child sexual abuse and trafficking, and the worst form of child labour. These problems are harming the nation by producing a less intelligent and less physically capable population. To ensure the basic rights and livelihood needs of children and attain pro-poor growth through child-centred development, some appropriate recommendations have been suggested in the report.

3.57 **Rural Development:** The thematic-group report on Rural Development consists of five sub-themes: Rural Non-Farm Activities (RNFA), Micro-Credit for economic growth and poverty reduction, Food security for poverty reduction, Disaster Management and Safety-Net Programmes.

3.58 **The Rural Non-Farm Economy (RNFE):** This includes rural manufacturing, cottage industries, trade and marketing services, rural construction, transport, infrastructure and various other services all of which possess strategic importance as a powerful engine of growth in the rural economy. The key constraints to the development of RNF activities are (i) dearth of adequate market demand and market linkages, (ii) lack of quality physical infrastructure and technology, and (iii) lack of appropriate financial and other policies and incentives. The promotion requires (i) targeting RNFE for poverty reduction, (ii) mainstreaming RNFE, (iii) stimulating drives for RNFE growth including development of new ones, (iv) strengthening rural-urban linkages and (v) removal of barriers to entry to make the market function better.

3.59 **Micro-credit:** Micro-credit is an effective and powerful tool for rural development, income generation, food security, human resource development and ultimately poverty alleviation. The main constraints and barriers that prevent the very poor from benefiting from the current micro-credit system are (i) lack of multiple income generating sources and hence the problem in repayment of a loan, (ii) acute seasonal shortfalls in income, (iii) group members' screening out of perceived "higher-risk" members, (iv) adverse household demographics and (v) a higher incidence of ill health. To facilitate the operation of micro-credit programmes and disbursement of public sector funds for these programmes, the Government supports PKSF, the leading wholesaler of micro-credit, as well as several sector specific projects.

3.60 **Food Security:** The report discusses the concept and various definitions of food security; analyses the possible pathways connecting food security, growth and poverty; describes the various dimensions of the food security situation in Bangladesh; critically reviews the food policy in Bangladesh and also its relationship with other dimensions such as disaster relief and safety-net issues; analyses the food administration system and its problems, focuses on the future issues in food security and tries to chart a future food policy in Bangladesh along with certain monitoring indicators for food security. In conclusion, the report notes that the idea of comprehensive food security in Bangladesh is comparatively new. Therefore, the food policy and its operational aspects have so far been geared mainly towards maintaining a balance between aggregate supply and total requirement. A comprehensive food security policy should include the level, periodicity, the availability-access-utilisation of food, its nutritional dimensions, the administration of the food distribution system and a monitoring mechanism. In this context, the report contends that the 1997 National Food and Nutrition Policy and the subsequent National Plan of Action for Nutrition are quite comprehensive and may be put into operation.

3.61 **Disaster Management:** The report on this sub-theme covers the following issues: disaster-related concepts and management; disaster-related concepts and terminology; disasters in the world and Bangladesh; the relationship between disaster, poverty and growth; the impact of disasters on poverty and growth in Bangladesh; issues in disaster management; the present disaster management system and strategy in Bangladesh; and a future disaster management strategy. The report critically discusses the

functions of the major players and the components of the disaster management policy of Bangladesh. It aims to shed light on Bangladesh's Comprehensive Disaster Management Programme (CDMP). Arguing that disaster risk management must be integrated with development activities, the report suggests that the desirable strategic thrust in future must be towards disaster risk management, meaning avoidance or minimisation of the impact of hazards through increased coping capacity at various levels, not only within the nation but also outside, globally and regionally.

**3.62 Social Safety-net Programmes:** The report on this sub-theme discusses and analyses issues related to the provision of Social Safety-Nets (SSN), their rationale, impact and future in the Bangladesh context for poverty reduction and growth. Acknowledging the fact that the concept of social safety-nets is deceptively simple, the report follows the definition used in a study conducted by IFPRI, Washington DC. SSN is defined as actions, policies and programmes that attempt to reduce poverty through direct transfer of resources to the poor. A safety net thus ensures a minimum level of income and consumption for everyone in the society or a subgroup of people. Providing some theoretic-empirical analyses on the rationale behind SSN, SSNP and growth, beneficiaries of SSNP and types of SSN, this sub-thematic report gives a brief description of SSNP in Bangladesh. In Bangladesh, expansion of targeted income, employment and food aided safety net programmes under the government initiatives have been found to be effective in providing the safety nets.

3.63 The report in conclusion brings out several broad issues and problems that need attention and resolution: (i) a coherent national social protection policy of which safety nets may be a major element has to be decided upon; (ii) rather than embarking upon new programmes, it would be better to extend the coverage of the existing SSNPs in several effective directions; (iii) a kind of clearing and designing house needs to be established for SSNPs; (iv) some of the SSNPs may have to be designed or redesigned to take account of the peculiarities of special disadvantaged groups, geographic areas and gender dimensions; and (v) the labour laws of the country already have provision for several types of social insurance which need to be put into practice.

**3.64 Agriculture (Crops, Livestock and Fisheries):** The thematic group report on Agriculture is divided into four major areas relating to crops, livestock, fisheries and land issues. The report argues that agricultural growth is to be achieved through increased efficiency and technological progress including those in ICT and biotechnology, crop and non-crop diversification and intensification of rice production. The prerequisites for these to happen are: effective water management, improved rural infrastructure and institutions, strengthened research and development efforts, enhanced credit access and expanded domestic and export marketing and distribution channels. The growth in agriculture affects the macroeconomic balance; and the macroeconomic policies have ramifications for agricultural as well as other sectoral growth. For example, linking the macroeconomic inflation issue with that of the micro level question of balancing consumer and producers' interests requires that food prices may have to be kept sufficiently low without, on the other hand, making them less remunerative for the producers. For the agriculture sector, financing of subsidy for inputs and price support to output may together be a major aspect of the public expenditure policy and thus a major issue in macroeconomic balances as well. Sectoral governance of service delivery in agriculture should improve for output growth benefiting the poor producers; it is they who should get the bulk of the services provided publicly while alternative forms of delivery through other private agents may be encouraged for the relatively well-off farmers. The report emphasises that a special kind of social protection under agricultural financial services like risk

insurance for crop failure or damage to output in poor farms is needed. The report also discusses some aspects of growth in agriculture technology, agricultural extension, input delivery policies, agricultural marketing, agricultural wage and agricultural credit policies.

**3.65 Environment:** The major thrust of the thematic-group report on the environment has been that resources like land, water, air and biodiversity must be kept pollution-free for sustainable development. Pollution affects health, education, energy, livelihood, amenities and heritages and in this way increases poverty as well as the severity of poverty. Hence, environmental balance should be ensured in all sorts of development activities. Importance of proper waste management and recycling activities, an initiative and an action plan to save endangered animals, fish and plants, planned use of land, an environment-friendly energy policy and social forestation are emphasised in the report.

**3.66 Water Resources Management:** The report attempts to focus on water resources management strategies which would contribute to pro-poor agricultural growth and sustainable livelihood. The overriding objectives contained in the strategies are to ensure access of the poor, including poor women, and marginal farmers to water for crop production and sustenance of their livelihood and to reduce vulnerability of the poor to water-related hazards. An important strategy in the water sector is to manage water resources judiciously, which is proposed to be achieved in the dry season by river augmentation, protection of wetlands and by irrigation. During the wet season, the same is proposed to be achieved by rationalisation of Flood Control and Drainage (FCD) projects and erosion protection to FCD projects. The report also dwells on the impact of floods on poverty, coastal flood management and challenges in water resources management. The report has also emphasised proper institutional development in the water resources sector and has suggested that an efficient water-sector institution should have three key components: a legal and regulatory framework, administrative rules for implementation and organisations for carrying out the work-plan to be drawn up in the area.

**3.67 Private Sector and SME Development:** On a theoretical plain, private sector development means expansion of investment commensurate with the factor endowment of an economy that ensures efficient use of scarce resources. The report says that in the context of Bangladesh, it implies employment-intensive investment with optimal use of capital, which constitutes an important element of the poverty reduction strategy. After the political change in 1975, the strategy of private sector- led development was adopted in Bangladesh. It is estimated that over 20-32 percent increase in rice production during 1986-92 is attributable to privatisation of input delivery in agriculture. Opening up of new areas for private investment has led to a significant flow of investment in mineral resources, infrastructure, real estate, services, banking, and manufacturing. Concomitantly, there has been FDI inflow in export processing zones also. The report argues that in facilitating private sector development, the primary role of the Government is to create an enabling environment. A long-term strategic vision for private sector development has to be created in Bangladesh. Moreover, the emerging cross-cutting issues concerning various sectors, which are necessary for private sector development, will have to be resolved. Similarly, for SME development, a consistent policy is needed with appropriate emphasis on labour-intensive industries and employment-generation for women.

**3.68 ICT Development and Technology Policy:** The major thrust of this report is on ICT development throughout the country since it appears to have been playing an important role for poverty reduction. Consequently, the report emphasises some special aspects of ICT development such as

strengthening ICT education and training, improving telecommunications, providing submarine cable, providing easy access to the Internet services, establishing an ICT incubator, expanding the software industry, providing e-governance and establishing a high-tech park. Some of the major objectives mentioned in the report are: to ensure the use of science and technology in development activities, to improve ICT education throughout the country, to provide necessary environment for ICT development and to ensure easy telecommunication access to the poor. The report also figures out some binding constraints to the development of ICT and offers recommendations in this regard.

### **3.D Consultation on draft PRSP**

3.69 During January-July, 2005, an extensive consultation process was undertaken on the draft PRSP document. The draft PRSP document was distributed to all Honourable MPs (MP), Honourable Ministers, State Ministers and Deputy Ministers, all Secretaries to the Government, all Divisional and District Commissioners, all editors and chiefs of the electronic media, all members of the Local Consultative Group (LCG), eminent persons, distinguished women's representatives, noted academics, major NGOs as well as other major stakeholders.

3.70 There were two rounds of consultations with the members of LCG who followed the events with extensive written comments. Besides, consultations have also taken place with some LCG sub-groups. There were also two broad-based consultations with members of the civil society/academics and with NGO representatives. In addition, specialized consultations were held with a group of eminent persons, leading women spokespersons, media representatives, and with adivashi/ethnic minority people representatives. The final PRSP has incorporated relevant suggestions emerging from these consultations.

3.71 **Consultation with the honourable Members of the Parliament:** The most extensive consultation process on the draft PRSP was undertaken with the honourable MPs. At the behest of UNDP's project titled "Strengthening Parliamentary Democracy", three meetings were organized with a large number of the honourable MPs belonging to all the political parties. These meetings were chaired by the honourable Speaker of the Parliament. Besides, fourteen Parliamentary Standing Committees representing either those Ministries who have a big policy-planning role within the Government or those who spend large sums of public money were requested to organize deliberations on the draft PRSP. The Parliamentary Standing Committees on the Ministries of Finance, Planning, Agriculture, Education, Establishment and Industries organized meetings to discuss the draft PRSP.

3.72 The honourable MPs made a number of observations pertaining both to the draft document and the PRSP preparation process. While commending the quality and comprehensiveness of the document, Honourable MPs were unhappy at the lack of opportunities for being consulted during the preparation process. They reiterated the importance of agriculture, specifically the importance of enhanced subsidy. They paid particular attention to the issue of resource availability for the implementation of the PRS. Honourable MPs also cautioned on the negative fall-outs of the globalization process for peasants and workers and pointed out inconsistencies in the position of developed countries which put such emphasis on poverty reduction and yet put up barriers on the meagre exports from developing countries such as

Bangladesh. Honourable MPs also underscored the fact that the theme of global partnership i.e. the 8<sup>th</sup> MDG, always gets less priority than the other MDGs whereas successful action on them requires greater resource envelope from international actors.



## **Chapter IV**

### **Key Issues in Building Strategies**

4.1 Policy prescriptions burdened with encyclopaedic wish-lists are often a problem rather than an aid in the fight against poverty. Poverty remains so pervasive that a million priorities are unlikely to exhaust the agenda. The challenge is not really so much one of being exhaustive as in the intelligent reading of constraints and in the search for strategic promise. The challenge is also one of a far sharper engagement with issues of implementation and the political viability of policy packages. There are several key issues which need to inform the construction of today's road-map for accelerated poverty reduction.

#### **4.A Building on Past Achievements**

4.2 No road-map is or can be wholly new. Remarkable gains have already been achieved in the areas of seasonal hunger, safety nets, primary schooling, girls' education, immunization, micro-credit, female economic participation, birth control and physical mobility. A critical priority in any new road-map will be to consolidate these gains and move on to the next challenges in each of these areas. For example, the gains in primary enrolment now needs to be buttressed by a focus on enhancing completion rates and a sharper overall focus on quality issues. Likewise, the general gains on seasonal hunger needs to be supplemented by a more determined focus on the so-called *monga* areas i.e. persisting poverty pockets in the ecologically vulnerable low-lying belts along the major rivers. A third example pertains to safety net programmes which have demonstrated success in containing major disasters such as the floods of 1998 and 2004 and now need to be extended to address less visible priority groups such as the elderly, pregnant mothers, disabled and river-eroded households. A fourth example pertains to the feeder road network which has been instrumental in making rural areas less remote and integrated into the wider economy as well as in widening opportunity frontiers for the rural poor. The network now has to deepen its benefits by a downward extension to micro-infrastructures identified and implemented under union Parishad (rural local government) aegis.

4.3 Building on past achievements will also imply ensuring coverage of specific sub-categories of the poor who may have been bypassed by generic anti-poverty programmes. Such categories of the poor include minority ethnic groups, people living in remote and ecologically vulnerable areas, people who have lost their traditional occupations, such as fishermen and artisan families, and people suffering from disabilities. Dealing with these sub-categories will require active targeting, both geographic and social.

#### **4.B Preventing Slippages**

4.4 It is also crucial that there are no slippages in areas where significant gains have already been achieved. An emerging area of such concern is in the area of population control. Bangladesh has had a major success in fertility decline and that too at a low stage of economic development. The Total Fertility Rate (TFR) of women has declined from over 7 children in the mid 1970s to 3.3 children in 2003. The major conduit of this fertility decline has been the Contraceptive Prevalence Rate (CPR) which has risen from 7 percent in mid-1970s to 54 percent in 2000. However, an emerging concern is the apparent plateauing of the TFR at 3.3 since 1993/94. Data from the 2004 BDHS<sup>2</sup> indicate that this may have declined at best to 3.0. This has serious implications for the rate of population growth. Projections done by the Planning Commission show that Bangladesh population could stabilise at 210 million by 2060 provided replacement level fertility (i.e. Net Reproductive Rate-NRR=1) is achieved by 2010<sup>3</sup>. If this is delayed by another 10 years, population is projected to stabilise a further 25 years later due to the population momentum effect resulting in a population of 250 million in 2085.

---

<sup>2</sup> Bangladesh Demographic and Health Survey, Bangladesh Bureau of Statistics

<sup>3</sup> Projected Population Estimates, July 1995, Dhaka, Population Wing, Planning Commission.

4.5 Of particular concern is the data showing differential TFR trends among economic strata (Table 6). It appears fertility of the poorer strata has stagnated if not reversed since the latter half of the 1990s. This has offset the TFR decline among the better-off strata leading to the observed plateauing of TFR. Increased importance of temporary methods over permanent methods in the family planning programme may also be restricting the translation effect of CPR on TFR. A compounding factor here may have been the health sector reform in the latter part of the 1990s which promoted one-stop service centres in place of domiciliary (door-to-door) services. With hindsight, we may consider this reform to have been premature as its effect has been to create dropouts in family planning, particularly among the poor.

**Table 6: Trend in TFR by Economic Strata**

Year	Economic Quintiles				
	1 (Poor)	2	3	4	5 (Rich)
1993	3.8	3.6	3.6	3.3	2.9
1996	3.6	3.7	3.4	3.3	2.5
2000	4.1	3.5	3.3	2.9	2.5
2001	4.2	3.7	3.2	2.9	2.4

*Source: Bangladesh Health and Demographic surveys, Bangladesh Bureau of Statistics*

4.6 Any reversal in the population frontier clearly stands to weaken the fight against poverty. Since the problem has been recognised, there is no reason why Bangladesh cannot build on the impressive gains it has already made on this frontier.

#### **4.C Addressing Implementation**

4.7 It is perhaps no exaggeration to say that implementation problems have proved to be the bane of policy and programme initiatives on poverty reduction. Indeed, implementation failures have become so generic that improving on implementation is now more correctly seen as a core strategic challenge rather than a mere matter of “administration.” A sharper engagement with implementation challenges is a multi-dimensional task but four strategic challenges stand out.

4.8 The first is about the consistent burden of under-completed and under-funded projects within the Annual Development Programme (ADP). The IMED report of 2002, averaging for four years, indicates a project completion rate of only 56 percent. Further, around 15 percent of projects show zero progress. Compounding such poor completion and progress rates is the practice of under-funded projects which ultimately prove counter-productive in terms of results and cost escalation. Resolving the trade-off between spreading available resources thin over too many projects and making sure that projects undertaken are adequately resourced is of course not a technical decision alone. Howsoever that may be, a determined effort to improve the ADP process on at least these two counts, i.e. unequivocal sanctions against projects with persistently poor progress rates and secondly, non-inclusion of projects for which an effective threshold level of resources is not available, is critical to improving the implementation process.

4.9 The second priority area of concern is the “incentives and motivation” issue pertaining to the civil service. There are several components to this concern: rationalization of civil service pay, greater professionalization of the recruitment and promotion process, revamping training strategies, making

reward and punishment meaningful and real, and strengthening the inspection and monitoring function within the administration. The politically challenging nature of these tasks and the importance of enhancing credibility and trust in administrative intention in this regard can in no way be underestimated. But this does not detract from the urgency of a determined search for entry points to open up this agenda.

4.10 The third area of concern is as much a mind-set issue as an operational issue. Many implementation failures originate in neglect of the “little decisions” i.e. operational manuals, job descriptions, staff planning, logistics and work norms etc which must follow the “big decisions” on policy and legislation. Typically, great energy is spent on setting up institutions but much less so on effective steps to make such entities and programmes operational. Bringing a coordinated and coherent focus on this sphere of “little decisions” is crucial to improving implementation.

4.11 The fourth strategic challenge on implementation has to do with better information flows. Information perhaps constitutes the most promising entry point for three core implementation objectives: coordination, accountability, and transparency. Open budget sessions for local governments, online tendering, grass-roots right-to-information campaigns centred on development projects are some of the examples whereby a strategic focus on information can come to play a critical role in improving implementation.

#### **4.D Bringing Employment and the Meso-Economy to Centre-Stage**

4.12 With nearly a million new members joining the labour force every year and with an employment-GDP elasticity of only 0.34 (1.0 percent growth is associated with 0.34 percent growth in employment), any plan for accelerated poverty reduction cannot but address the employment issue with the highest strategic urgency. Though it is well-recognised that employment constitutes a basic route out of poverty, less recognised is the fact that this route has several facets. These include: i) increase in wage employment, ii) increase in real wages, ii) increase in self-employment opportunities, iv) increase in labour productivity, and v) improved terms of trade for the products of labour particularly in agriculture and the informal sector. It would be wrong to see these facets as either-or policy choices, e.g. self-employment over wage employment or vice versa. A coherent employment strategy rather must take its cue from the livelihood realities in which the poor are actually operating.

4.13 Traditional sectoral or integrated approaches to the issue are often failing to grasp the far-reaching changes which are taking place in the occupations of the poor under the twin impetus of global integration and urbanization. The dramatic expansion of the all-weather rural infrastructure which began from the late 1980s has brought about a qualitatively new kind of connectedness between the rural and urban areas. Migration and remittances have emerged as dominant factors in household dynamics; the share of remittances in household incomes has risen from 3.7 percent in 1987-88 to 18.5 percent in 2000. The pattern of migration too is not restricted to uni-directional flows to international or metropolitan centres; migration of varying duration to a variety of destinations both rural and urban as well as near and far is increasingly a critical part of the picture. A silent structural transformation has been underway whereby a growing rural-urban continuum is coming to define the “local.” Within this rapidly changing context, the poor have become highly mobile and they move back and forth between economic sectors and between rural and urban realities in quest of a better livelihood. For them, the

concern really has become one of multiple livelihoods, of market and other linkages and of critical expansion in their opportunity frontiers.

4.14 An employment strategy to accelerate poverty reduction must first and foremost aim to empower the poor in this diversity of livelihood struggles being pursued in transformed local realities i.e. urban agglomerations linked to rural hinterlands. Such local realities increasingly make up a crucial meso-economy in the country. The growth story of the 1990s in many ways signals a coming-of-age of this meso-economy: formal and informal activities in service, trade, construction and small industries proliferating in the rural market centres serving a demand boost coming from agriculture and remittance income among others.<sup>4</sup> Much of this meso-economy dynamics has been bereft of policy attention partly because policy-making has tended to follow traditional sectoral approaches which fail to focus on their inter-linkages such as that between agricultural diversification, SME, vocational education or decentralization.

4.15 Adopting a meso-economic perspective will be crucial to devising a more effective employment strategy through which the poor are given a firm stake in the growth process. Three core constituencies have to be targeted: rural poor, women and educated youth. A missing focus has been the issue of productivity, particularly as it pertains to the needs of the poor. Policy discourses on technology and skill-formation have suffered from too strong a middle-class orientation in their goal-setting: nowhere is this more evident than in the area of information technology which puts a skill such as software development on a high pedestal while leaving lower-end skills such as hardware troubleshooting largely out of focus. Yet it is the latter which carry greater promise for the bulk entry of the educated poor into these new sectors.

4.16 An active search for skill and technology opportunities which relate to the circumstances of the poor and carry greater potential to integrate the informal enterprises of the meso-economy to growth sectors will be critical to energizing an employment-oriented scaled-up attack on poverty. A cautionary point to bear in mind here is that traditional vocational education initiatives have suffered from a tendency to create white collar aspirations rather than servicing market needs. Success in a new skill strategy will hinge on institutional strategies which are able to read market needs better and devise effective skill education to service such needs.

#### **4.E Strengthening the Focus on Women's Rights and Advancement**

4.17 Women in Bangladesh have won important first round victories of visibility and mobility against great odds of gender-based inequalities and discrimination. Female gains in primary and secondary education, access to birth control measures and micro-credit compare favourably with the situation in other developing countries. Social attitudes looking positively on women's economic participation too have become near universal. However, beyond these first-round victories of visibility and mobility lie old and new constraints and new areas of strategic challenge. Further progress has to contend, in particular, with entrenched patriarchal attitudes which seek to keep many social and political spaces off-limits to

---

<sup>4</sup> S.R.Osmani et al, *Macroeconomics of Poverty Reduction: the Case of Bangladesh*, UNDP, 2003;  
PPRC, *Profiling Rural Markets: Insights into the Meso-Economy in Bangladesh*, 2004

women, and to the insecurities of public spaces which effectively inhibit fuller engagement by women with the unfolding opportunities. Roads and transports, government offices, police stations, courts, marketplaces i.e. all manner of public spaces, remain extremely women-unfriendly. At issue too are social attitudes which put low priority on maternal health and thereby present a deep-seated obstacle to progress on this critical MDG indicator. The other strategic challenge in enhancing women's advancement is on the question of female labour productivity. While women have made great strides in economic participation per se, this has tended to be mainly at the lower end of the productivity scale. Determined action in this area will be central to a new road-map on accelerated poverty reduction. So will be an upfront engagement with the manifold sources of gender-based discrimination and inequalities.

#### **4.F Upscaling Micro-Credit**

4.18 Micro-credit has rightly come to be seen as the most visible of anti-poverty instruments. Upscaling micro-credit and enhancing its poverty impact will be important factors in realizing the goals of accelerated poverty reduction. This is particularly so in a context in which there is a growing void in rural finance due to poor performance of specialised banks and withdrawal of the formal banking sector in response to reform measures. The strategic challenges for the micro-credit sector appear to be fourfold. The first challenge is to ensure that efficiency gains of the sector are shared with beneficiaries, most importantly, in the form of a rational lowering of interest rates. The second is to extend the sector's downward reach to segments of the extremely poor who are likely to be willing participants. The third strategic challenge is to combine micro-credit with other products such as micro-insurance so as to magnify the eventual impact on poverty reduction. The fourth area is on the development of an appropriate regulatory framework which empowers the sector to further improve its performance. Action in all these areas to an extent are already underway and need to be further consolidated. Women borrowers have so far been the major actors in micro-credit and in addressing the above challenges, it is important that their needs and priorities remain critical drivers of the growth of the sector.

4.19 While the above are all necessary issues to be addressed, there is broad consensus that the emerging strategic frontier for micro-credit is in upscaling. There has been a tendency within the policy debate, however, to understand upscaling in terms of one broad micro-enterprise segment distinctly contrasted to normal micro-credit. Ground reality, however, indicates that the challenge for upscaling is really a twofold one. The 1<sup>st</sup> stage is essentially one of a deepening of existing micro-credit i.e. a rise from the current typical level of Tk.5000 to perhaps Tk.20,000-25,000. The crucial point about this client segment is that demand already exists but it is being insufficiently serviced because of two factors: conservatism of the current MFI management and secondly a lack of micro-credit product diversification. Demand may relate to small-scale agro-technology, processing/storage, business in construction materials since housing demand is high, repair/maintenance of agro-machinery, machinery rental and service, small transports, financing skill education as well as a variety of non-farm activities.

4.20 The 2<sup>nd</sup> stage upscaling challenge is about a qualitatively different segment, that of micro-enterprises whose credit needs are perhaps more in the region of Tk.50,000 to 500,000. From a lending organization's point of view, the critical point here is that demand cannot be readily assumed for this segment: demand promotion through appropriate business development services may be as important a

requirement as the credit itself. It is a moot point to what extent existing MFIs with their risk-averse lending culture are up to such a task or whether a new category of MFIs with a new institutional culture may be required to service this segment.

4.21 To achieve the goals of upscaling and of sectoral consolidation, it is also necessary to re-emphasize the importance of an enabling regulatory framework. A Steering Committee composed of sectoral representatives and chaired by the Governor, Bangladesh Bank and assisted by a Microfinance Research and Reference Unit within the Bangladesh Bank is working towards developing a legally sound and effective regulatory framework for the micro-credit sector. Early completion of this task will be a key priority. In addition, work has also progressed in the formulation of a banking law which permits MFIs to establish themselves as micro-credit banks. This also needs to be implemented at the earliest.

#### **4.G Bringing the Policy Process into Focus**

4.22 Real-life policy-making rarely adheres to linear sequences of optimal choices. Not only do most policies involve trade-offs, and the consequent challenge of making the best judgment on the trade-offs, policy-making is also driven as much by pressures of opinion and action from within and without as also by policy-makers' assessment of the political viability of policy decisions. Ideal solutions innocent of the challenges of grounding policies in political and administrative implementation are thus often off the mark.

4.23 Steering the policy process towards a more effective role in shaping desired outcomes is contingent upon several key considerations.

4.24 The importance of the “pre-decision” stage of policy is often overlooked. This is the stage wherein policy choices get clarified and their political viability secured. Many policies can get stuck at this stage if the underlying contentions are not resolved. A case in point is that of the Upazila regarding which there is currently a stalemate on the question of competing jurisdictions between this local government tier and the local Member of Parliament.

4.25 Equally important is the “post-decision” phase of policy which requires addressing the aftermath of policy initiatives. Policy-making has often suffered from lack of preparedness to deal with challenges and obstacles which emerge in the course of implementation. In the absence of such preparation, even bold policy decisions are easily stymied and rendered impotent if not obsolete.

4.26 Successful policy-making may also depend on a better understanding of where and when policy windows open. Regulatory reform in the telecommunications sector is a case in point. Eschewing a direct challenge to the monopoly of the Bangladesh Telephone and Telegraph Board (BTTB), competition was introduced in the mid-90s only in one segment i.e. the local loop in cellular telephony. The opening of this policy window brought in a highly innovative provider in the form of Grameen Phone which went on to create a new social reality of telephonic connections. Today, the winds of reform appear irreversible for the sector as a whole. Another example pertains to the education sector where quality concerns have become paramount. While the reform agenda here is a daunting one, significant success has come from initiating bold action on one specific policy window since 2002,

namely, to counter the evil of cheating. Perhaps nowhere is this question of policy window more relevant than in the case of decentralization. Political and bureaucratic realities dictate that the prospect of upfront devolution of power remains remote. However, important policy windows exist on the question of incremental strengthening of existing local governments such as the union parishad. November, 2004 has seen such a policy window open in the form of direct allocations to union parishads.

4.27 It is also important to be aware that not all desired outcomes are amenable to immediate policy action. In many areas of social, institutional and political behaviour, the challenge is more for a norm graduation than policy action. The comparatively recent phenomenon of queuing for a bus on the streets of Dhaka is a classic illustration of norm graduation, a change brought about not by policy but through a shared realization by a sufficient number of people that queuing was the proper behaviour. For policy-making to be successful, it is important to be clear about the limits of policy. The citizen's responsibility in the creation of ethical, behavioural and work standards in critical areas of social, political and professional life can hardly be overlooked.

#### **4.H Making Governance Work for the Poor and for Women**

4.28 Governance has justifiably emerged as the most critical of issues at the interface of democracy and development. But how compelling have been the poverty arguments for good governance? Where do policy windows come into play and how effectively have these been grasped? Exploring the reasons why governance is germane to a strategy for accelerated poverty reduction is critical to a sharper formulation of priorities. To an important extent, the task here is a better understanding of where the governance "needs" of the poor and disadvantaged groups such as women lie.

4.29 These would appear to be in the following areas: i) better service-delivery particularly in the areas of health and education, ii) reduction of leakage in targeted programmes, iii) access to justice, iv) regulatory support to the informal and unorganised sectors of the economy where a majority of the poor pursue their livelihoods, and, v) reduction of income erosion threats to the poor due to various forms of insecurity and improper application of power. Over and beyond these, the poor and women share with the rest of society two common governance "needs": increasing the strategic efficiency of the state to address growth and distributive justice, and a democratization of the discourse and practice of power.

4.30 Agenda construction may also suffer from insufficient recognition of the real-life constraints impinging on the initiative potential of political actors on governance issues. Three such constraints merit attention. The first is the primordial imperative of maintaining political capacity vis-à-vis contenders. Such preoccupations are often predatory but sometimes also protective and mostly leave little room for active engagement on governance issues. The second is the pressure for responding to the electorate's demand for "development" often translated into visible infrastructural symbols such as roads, bridges, schools and hospitals. There is a real problem here of how society itself understands and appreciates "development" and the concomitant need to foster new development "symbols" which allow for stronger engagement on governance goals. The third critical constraint is an inherited bureaucratic culture which tends to emphasise "administering" (meaning control the capacity to punish) rather than "governing" (meaning foster rules and norms to deepen good governance). Promoting a good governance agenda against such deep-seated constraints is easier said than done. The important

challenge here is to bring such constraints out in the open so that resolving these become as much a part of agenda-building as the identification of programme opportunities.

4.31 There is also a mind-set challenge in being more effective on the governance frontier. The governance agenda is often formulated in the language of “big solutions” while neglecting the window of “small solutions” which can get started right away with much less of a challenge in policy innovation. A recent useful contrast here is between the “big solutions” of reforming the land record system. Though efforts on this are nearly a decade old, progress so far remained elusive. In contrast, an effective “small solution” was the recent change in the Stamp Act, a small administrative innovation by a reform-minded bureaucrat which has brought about multiple areas of benefit. In one stroke, the amendment has led to cost-savings for the government, removed some of the institutional sources of corruption around the printing, distribution and forgery of stamp papers, reduced the bureaucratic load on the sub-registry offices, and reduced the hassle for the buyers and sellers of land. An active search for such “small solutions” has been a missing focus in the governance agenda. Micro-governance agendas are important not only because they can prove to be effective entry points to pry open intractable macro-governance agendas; they can also provide a real-life demonstration of what is doable.

## **4.I Bench-marking for Monitoring Progress**

4.32 An energised strategy for accelerated poverty reduction cannot but be result-oriented. A crucial need here will be to establish credible and conceptually sound benchmarks against which progress can be regularly monitored. A core reference frame for developing such benchmarks will be the MDGs.

4.33 In developing benchmarks for monitoring purposes, it is useful to distinguish between policy action indicators, outcome indicators and intermediate indicators. It is also very important that indicator development must be reflective of the realities on the ground. Take the case of sanitation. Policy action may include motivational campaigns, distribution of slab latrines, engagement of local governments in the task etc. Establishing outcome indicators, however, presents some challenges. Qualitative research shows<sup>5</sup> that prestige considerations are as important, if not more so, as functional considerations in people’s adoption behaviour on sanitation. Such behaviour is thus not captured in the simple duality of non-sanitary and sanitary latrines. Rather, there is a gradation from “open space” to “kutcha” (non-sanitary but covered) to “slab latrine but not water sealed” to “water sealed slab latrine” to “pucca with septic tank.” Current progress is mostly concentrated at the stage of “slab latrine but not water sealed.”

4.34 At issue also is the question of intermediate indicators. In the case of sanitation, the crucial intermediate indicator is “percent of population washing hands after latrine use.” In the area of primary education, the proportion of trained teachers is an example of an intermediate indicator. Development of such indicators may be crucial not only for assessing progress but also to guide policy towards more meaningful social outcomes.

## **4.J Quality Education**

4.35 During National consultation on PRSP a large number of participants expressed deep concern about the deterioration in education quality, and the failure of the system in providing useful education. Poor quality of education is an underlying theme, which runs across the system and is reflected in poor outcomes.

---

<sup>5</sup> PPRC, *Purposive Study to Assist Poverty Analysis in PRSP: Qualitative Surveys on Selected Topics, 2004*

4.36 Quality in education is best reflected in the learning achievements of students. A useful analytical approach often used to look at educational quality is to apply a systems approach where inputs, processes and outputs interact to produce the quality outcome intended from the education programme. In an educational system, the major inputs are students, teachers, curricula and learning materials, and the physical facilities. These inputs brought together in the right manner and the right combination via appropriate processes make teaching-learning happen. The outcome of this transaction is the learning achievement—knowledge, skills, behaviour and attitudes intended to be acquired by learners. In the context of fighting poverty as the national development imperative, the relevant quality question is how the poor perform in terms of learning achievement and how pertinent is that learning for the human and economic development of the poor.

4.37 At the primary level one-third of children after completing five years of schooling are reported to be without functional skills of literacy and numeracy (*Education Watch 2002*). Completion rates are probably the best (although imperfect) proxies for education quality. The picture here is quite dismal. While completion rates at the junior secondary level are high—mainly due to the fact that examinations are school-based—they drop sharply at the secondary and higher secondary levels, where standardised examinations are undertaken. At the secondary level, less than 40 percent of the students pass the standardised examinations at grades 10 and 12. Out of every 100 students who enter grade six, less than 10 complete grade 12 owing to high dropout and low completion rates. This is because many students fail in the school-based screening examination to determine their eligibility to take the SSC and HSC examinations. There has been no upward trend in the SSC and HSC examination results over the past decade. Quality of education in the Madrasa stream is even worse than in the general stream.

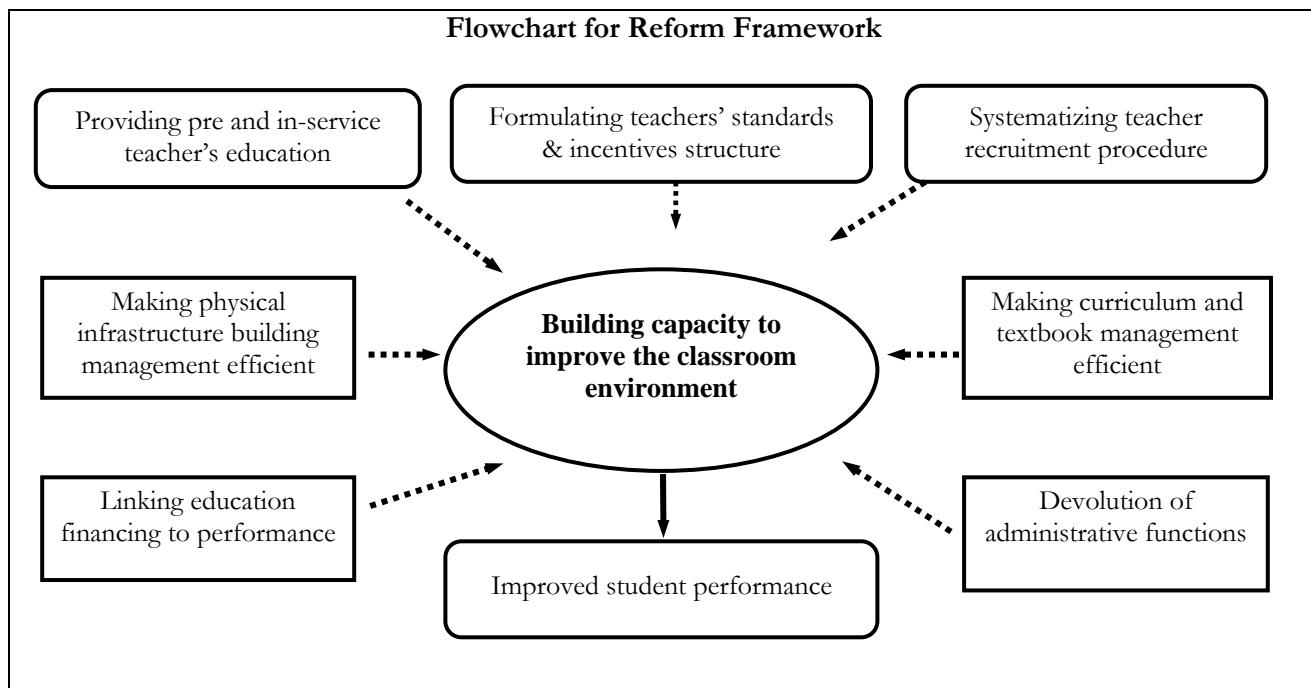
4.38 The quality of education at tertiary and technical vocational levels is also low. The most crucial problem is that the graduates of the education system are unable to get desired jobs and use their knowledge to improve the quality of their lives. The end result is that there are a large number of certificate holding unemployed persons, while employers are unable to recruit suitable candidates, thus making education irrelevant for its recipients.

4.39 Household surveys that have related the economic status of families (measured by their food security status) to their children's primary school participation have shown a strong negative correlation (*Education Watch 2001*). Education divides also exist between urban and rural areas.

4.40 Government has adopted a programme approach to address the concerns on quality and has launched the multi-year multi-component Primary Education Development Programme II (PEDP-II) with a fourfold focus: increasing number of class rooms and improving related infrastructure, improving classroom environment, enhancing training and other incentives for teacher to enable them to deliver effective teaching in the classroom as well as systematizing teacher recruitment procedures so that qualified teachers are recruited, and finally, strengthening management practices in the schools and devolving education planning and administration to district levels and linking education financing to school performance.

4.41 Some other factors which impinge on educational quality also require priority attention. A major factor contributing to drop-out and low achievement in the first and second grades is the absence of pre-schooling opportunities for the majority of the primary children, in particular in the rural areas. Several pilot experiences have been undertaken to introduce pre-schools especially at the community level.

Review of such experiences and formulation of a meaningful strategy to introduce pre-schools is a priority. The other important factor impinging on quality is the spread of private coaching at the expense of classroom teaching with attendant financial burden even on poor families. The issue here is both about educational management and social awareness. The third intervention issue under consideration is that of a school meal at the primary level. Careful review and pilot experiments will be undertaken before a system-wide decision on the matter is arrived at.



#### 4.K Child Rights Issues

4.42 The first step in integrating a child rights perspective into the poverty reduction process is to make a situation analysis of children in Bangladesh. There still remains no consistent definition of a child by law. According to the UN CRC, persons below 18 are defined as children. However, within Bangladesh the Prevention of Women and Children Repression Amendment Act of 2003 defines them as persons below 16. In Bangladesh, there are over 68 million children below the age of 16 and a large proportion of this population is deprived of health care, an acceptable level of nutrition, a hygienic sanitation system, clean water, safety and security. They have very little scope for personal growth through education and lack skills to move out of their current state of misery for a better future. This picture gets even worse when it comes to children with physical or mental disability. Hosts of laws exist in relation to family, cruelty, contacts, and child-labour. However, some of them are inconsistent and contradictory to each other and implementation of these laws is weak.

4.43 Around 10.1 percent of the total labour force comprises child labour (below 15 years). Children in the poor families face the worst hardship. Urban poor children are generally victims of neglect and exploitation; the girl street child is particularly vulnerable to sexual coercion and exploitation. Many of them are picked up and detained without reason. Detained children placed under safe custody experience sexual and physical abuse. Female children are more vulnerable to sexual abuse. Poverty reduction

strategies have to devote special attention to the multitude of difficulties children face in growing up to a fulfilling life and contributing to social and economic progress.

#### **4.L Capturing “Spatiality” in the Planning Process**

4.44 Bangladesh has traditionally followed a sectoral approach to planning, focusing on the sectoral allocation of resources. It has been evident that spatial issues are of paramount importance in planning so that an integration of the sectoral and spatial approaches is essential. A healthy macro or sectoral aggregate can result only from vibrant local-level activities reflected in the added sum. The aggregates also reflect the outcome brought about by synergies among those involved.

4.45 There is a special meaning of space with respect to planning and development. With regard to the generation and flow of resources, people, and information, regions vary greatly in their limitations and potentials. Some areas are generative of diverse or specific resources whereas others are just parasitic because of the inadequate utilization of potentials. Formulation of a comprehensive development plan depends on adequate information about these regional phenomena.

4.46 There is a wealth of evidence around the world, which asserts the importance of coordinated urbanization in development. As is typical of most countries, the city's share of national output is much higher than its share of the population. Further, the growth of income in many cities exceeds that of the rest of the economy. In this context, planned growth of townships, which foster economics of scale becomes important. The essential features of such cities will have to be worked out. However, one can begin with the idea of “Compact Township” (CT), which is a self-governing and self-financing agglomeration of houses, hospitals, schools, markets, rural industries, and local government units that provide all basic services to a population say of about 20,000 people. It is pedestrian friendly and excludes motorised vehicles. Development of CTs, it is argued, is essential to addressing the complex social, environmental, and economic problems facing Bangladesh. The advantages of CTs are that they concentrate population into reasonably dense urban fabrics and free up valuable rural lands for future agricultural and economic development. Such development of CTs on the scale that is proposed, however, is possible only through public consensus, thoughtful planning, and wise investment.

#### **4.M Land Administration Reforms and Land Use Policy**

4.47 Given the paucity of land, its intense utilization and the predominance of small-holders, classical notions of land reform based on large-scale redistribution of private land do not represent meaningful policy options in the Bangladesh reality. Yet, this is not to deny that land remains important in a variety of ways in the economic and social life of the country. There has been a growing realization that the critical policy issues pertaining to land have to do with land administration reform and a rational land use policy including ensuring better access to *khas* land by poor and community groups. The Government has introduced a Land Use Policy very recently which aims at reforming the present land administration system, updating the different laws relating to land administration reform, preventing the alarming loss of agricultural land, protecting the state-owned land to meet the needs of the development projects, preventing soil degradation, zoning of land, preventing wasteful use of acquired land, encouraging optimal use of agricultural land and establishing a data bank for *khas* land, fallow land, acquired land, char land and others.

4.48 The present system of land administration is beset with serious problems and is unable to cope with the demands placed on it by a growing population and increased developmental needs. The hallmark of the new land administration system is the proposal to introduce Certificate of Land Ownership (CLO); instead of family-based land record, a plot-based land record will be introduced. Simultaneously legal, administrative and institutional changes are being proposed to buttress the new land management system. The Government expects that the proposed land administration reform will generate a wide ranging positive impact: the immediate impact will bring in positive changes in land tenure patterns, land market, formal credit and court litigation over land. But most social benefits are expected to be in the medium and long-terms including security of land titles, bringing transparency in land administration, reducing public harassment by providing one-stop service, decreasing land dispute and court cases, better identification of '*Khas*' and government lands for future use, establishing community ownership including genuine land holdings by the adivasis/ethnic minority people and ethnic minorities in the hill tracts and other parts of the country, increasing land revenue, raising economic mobility of the people by creating collateral value for land leading to credit availability and increasing the participation of women in land management. The ultimate objective of the land use policy should be to provide a safeguard so that no one can unilaterally or wilfully change the character of the land.

4.49 Introducing the new land administration policy can only bring in intended changes if the policy is strictly enforced. There is a big challenge in enforcing a policy of regaining all *khas* land from illegal land grabbers. The same applies to wetland, sand bodies and stone-quarry called the *sairat mahal*. The cutting of hills needs to be severely discouraged.

4.50 Currently, the Government has two policies to distribute agricultural and non-agricultural *khas* lands respectively. The agricultural *khas* land is being distributed following the policy of 1987, which was amended in 1997. About 93,196 acres of *khas* land have been distributed among 1,81,495 families since 1997. For this purpose, there are agricultural *khas* land management committees at the upazila and district levels.

4.51 Since the landless are not organized and are often found to be incapable of retaining the distributed land, the Government has put emphasis on project approach in order to rehabilitate the landless and rootless families. These projects provide basic housing facilities, land titles and aim at creating dynamic villages stimulating socio-economic development of the people. Currently, in the public sector, there are 35,285 *Jalmahal*, both open and closed. Traditionally, the fishing communities have been depending on the natural water bodies for fishing. However, there is a provision for leasing out the water bodies which makes it difficult for the poor fishermen to have access to those bodies. The Government has adopted a *Jalmahal* Policy to establish the right of the poor fishermen. In addition to *Jalmahal*, a large number of floodplain areas are available for seasonal fishing. In the new 'Land Use Policy', introduction of the proposed 'Certificate of Land Ownership' will provide access to the fishing community for fishing in the floodplain.

4.52 In the context of agricultural production and the optimum utilization of agricultural land, the system of land tenure needs to be streamlined. Securitization of tenurial cultivation by adopting and implementing unified rules will help increase agricultural output, provide income support to marginal farmers and will alleviate poverty by way of providing a kind of safety nets for the landless farmers.

## 4.N Urban Poverty

4.53 Bangladesh is a rapidly urbanizing country with the proportion of urban population expected to rise to one-third of total population by 2010. Though urbanization has so far been a factor contributing to poverty reduction, growing disparities in living standards within the major cities and the problem of urban poverty in general in both major cities and secondary towns is emerging as an important policy concern. Unplanned city growth, illegal encroachments on public land, poor urban governance and lack of attention to the needs of the informal sector are some of the key factors exacerbating the problem of urban poverty. A tendency, however, to equate the problem of urban poverty with that of big city slum life only and the absence of relevant and up to-date information have militated against adopting a holistic perspective on the issue. While slums represent the most visible face of urban poverty, they are not an undifferentiated category. In particular, the distinction between transient settlements and poor and working class neighbourhoods with relatively stable ownership and land tenure is worth highlighting. The category of new arrivals too requires some attention particularly in terms of information support.

4.54 An effective strategy to address urban poverty is closely linked to an effective urbanization strategy. The critical policy entry points to address urban poverty pertain to public health including sanitation, health-care and prevention of communicable diseases, access to basic services particularly water, power and transport for poor women, slum-dwellers and poor neighbourhoods, minimum housing stock affordable by various categories of urban poor, and, strong and effective policy support to informal sector economic activities. Discouraging land-grabbing and better utilization of urban *khas* land for community objectives is also a priority.

## 4.O Critical Infrastructures

4.55 The contemporary infrastructural challenge for Bangladesh is on a qualitatively different plane than when the country was a subsistence-dominated agrarian economy with low level of urbanization. The reference framework for today's infrastructural vision is a rapidly urbanizing market economy aiming to maximize growth dividends from the synergies of a burgeoning domestic market and a competitive globalization process. While important gains have been achieved in rural road connectivity, infrastructure may emerge as a binding constraint on the goal of accelerated poverty reduction unless the emerging challenges are effectively addressed. These include development of strategic national and regional road transport corridors including the Dhaka-Chittagong corridor, construction of the Padma Bridge to link eastern and south-western parts of Bangladesh, an effective and sustainable strategy of road maintenance, development of the full potentials of the Chittagong Port as a national and regional gateway, and, formulation of a long-term strategy to develop inland water transportation.

## 4.P Technology

4.56 Policy attention to technology has not been robust and in pace with rapidly transforming social and economic demands. The same is also true of civil society discourses. A reluctant mind-set which tends to equate technological progress with labour-displacement and a bookish approach which under-emphasizes the importance of developing application areas appear to have been the major hindrances to upscaling technology as a policy focus. Nevertheless, there have been initiatives which have demonstrated the importance of technology in addressing the needs of rapid poverty reduction and

MDG attainment: ORS in diarrhoea prevention, mobile in enhancing connectivity, pedal thresher and portable husking to deliver improved post-harvest processing at the farmer's door-step to name a few.

4.57 Overcoming reluctant mind-sets, bringing greater attention to bear on application areas and, choosing technologies with low thresholds for entry and high self-dissemination potential are key to upscaling technology as a policy focus. While there are many areas which merit focus, there are two priority fields where effective policy attention on technology is urgently necessary. The first of these is agricultural technology and technology for related fields such as fisheries. The other is ICT.

4.58 Though Bangladesh has an extensive public sector agricultural technology system, it was essentially built for an era wherein food security, especially rice, was the national priority. The system is ill-prepared for meeting the new challenges of market-driven commercial agriculture including technologies for environment-friendly input-use and value addition through improved post-harvest management systems and processing. A significantly upgraded, well-resourced and responsive agriculture technology system is a priority for meeting the current and future technology needs of small and marginal farmers and of the growing commercial agriculture. The technological infrastructure for the growing fishery sector, in particular, the rapidly growing and highly potential aquaculture sub-sector, is in even greater state of unpreparedness. A comprehensive technological policy and research and extension infrastructure to service both the sustainable needs of the sector and the needs of various groups of stakeholders including community-managed floodplains will be a critical challenge to be addressed.

4.59 ICT represents a case of unrealized potential in Bangladesh. The relevance of ICT to the goal of accelerated poverty reduction is threefold: firstly, ICT as an employment frontier, secondly, ICT as a facilitator for strengthening the role of the poor in the market, and lastly, ICT as a bridge reducing the distance between the citizenry including the poor and the state. While the multiple areas of relevance are well-understood, reaping the potential has stagnated on three critical counts: incomplete connectivity, weak development of application areas, for example in integrating the poor to the market, in hardware troubleshooting, in e-governance etc., and finally, in the pronounced lack of quality and system perspective in ICT training. Major thrusts are necessary to overcome the deficiencies in all three areas. A related challenge is the undertaking of a comprehensive initiative to enable rapid acquisition of functional proficiency in English language.

## **4.Q Risk, Vulnerability and Social Protection**

4.60 Risks and vulnerability are mainstream problems in the lives of the average Bangladeshi and are recognized as such by governments, individuals and communities. Safety Net Programmes to address risk and vulnerability have been an integral part of the anti-poverty strategy of this and previous governments. However, with informal safety nets eroding, newer risks emerging from rapid processes of urbanization and global economic integration, and, stronger assertion of mitigation demands from a democratizing polity, a holistic re-thinking on the direction, scope and design of safety net policies in particular and social protection policy in general has become necessary. Social protection includes safety nets, various forms of social insurance, labour market policies as well as processes of self-help existing or emerging within society. Risk reduction and social protection are important not only in themselves but

also because an unaddressed risk atmosphere carry negative psychological consequences for the livelihood initiatives of the poor and for community efforts at social cohesion.

4.61 Effective policy initiative on a holistic approach to social protection will require a sharper profiling of risks, old and new. These include disasters, anticipated risks such as *monga* and seasonal poverty, public health risks associated with the urbanization process, social ills such as dowry, erosion of family-based safety nets and emergence of new vulnerable groups such as the elderly and the disabled, and, the uneven globalization process which may give rise to new categories of poor whether in terms of worker displacement, livelihood losses or victims of environmental disasters.

4.62 A cautionary note to bear in mind here is that upscaling the focus on safety nets and social protection should not come at the cost of a return of the 'relief mentality' which used to be our bane but which the nation has so convincingly put behind itself as evidenced in the aftermath of the flood of 2004. While effective targeting is a perennial concern in this regard, there is an additional design challenge in adopting a net-and-ladder approach wherever opportunities for such externalities effectively exist. A net-and-ladder approach emphasizes the importance of integrating programme elements which not only provide social protection but also assist in the eventual graduation out of poverty.

4.63 An important corollary of moving towards a comprehensive approach on safety nets will be the need to streamline the institutional strategy on implementation. The potential of local government bodies, particularly the Union Parishad, to coordinate a streamlined institutional strategy needs to be actively explored.



## ***Chapter V***

### **Roadmap for Accelerated Poverty Reduction**

#### **5.A Outlining the Poverty Reduction Strategy**

5.1 Bangladesh faces a triple challenge in building a road map for accelerated poverty reduction: firstly, build on past achievements while preventing slippages, secondly, address the multi-dimensionality of poverty through a strategic choice of priorities, and, thirdly, unlock the agency potentials of the nation through an optimal mix of public action, private initiatives and community mobilization. The policy triangle on which such a road map broadly rests is constituted of pro-poor economic growth, human development and governance.

5.2 There are eight specific avenues - four strategic blocks and four supporting strategies- through which the goal of accelerated poverty reduction will be pursued. These are firstly supportive macroeconomics to ensure rapid growth with particular focus on stable macroeconomic balances, improved regulatory environment, higher private investment and increased inflow of FDIs, effective trade and competition policies, and, poor and gender sensitive budgetary process; secondly, choice of critical sectors to maximize pro-poor benefits from the growth process with special emphasis on the rural, agricultural, informal and SME sectors, improved connectivity through rural electrification, roads, and telecommunications; thirdly, safety net measures to protect the poor, especially women, against anticipated and unanticipated income/consumption shocks through targeted and other efforts; fourthly, human development of the poor for raising their capability through education, health, nutrition and social interventions; fifthly, participation and empowerment of the poor, specially women, and other disadvantaged and marginalized groups such as disabled, ethnic minorities, ecologically vulnerable; sixthly, promoting good governance through improving implementation capacity, promoting local governance, tackling corruption, enhancing access to justice for the poor, and improving sectoral governance; seventhly, improving service-delivery in the areas of basic needs; and finally, caring for environment and its sustainability.

#### **Part A: Strategic Blocks**

#### **5.B Strategic Block I: Macroeconomic Environment for Pro-poor Economic Growth**

##### **5.B.1 Accelerating Growth for Poverty Reduction**

5.3 Economic growth is the rate of increase of the total output of the nation. Economic growth originates from growth of capital stock, growth of labour force and technological change which augments efficiency. Economic growth so generated can improve aggregate economic conditions bypassing the poor which is not desirable especially in a country like Bangladesh, where the incidence of poverty is very high. The Government has therefore opted for pro-poor growth, i.e., growth that reduces poverty. In the prevailing development paradigm private sector is the driving force behind growth and hence the role of government is to provide an environment which promotes private investment. This requires combination of growth promoting policies along with the right policies to assure that the poor

can participate in the emerging opportunities and hence contribute to the growth process. Experience has shown that pro-poor growth is best facilitated in an atmosphere of domestic tranquillity, a stable macroeconomic environment as well as competitive business environment, none of which are insurmountably difficult to achieve if there is a political will.

### 5.B.2 Economic Growth, Investment and Savings

5.4 The principal factor determining the rate of growth in Bangladesh is the rate at which the nation's capital stock is augmented, i.e. the rate of investment. Indeed, the differential performance of various developing countries in respect of economic growth can be, as a first approximation, fairly satisfactorily explained by the differences in their investment rate. A major challenge of economic growth and poverty reduction in Bangladesh is raising the investment rate which would lead to higher growth rate. The enhanced growth rate is essential to achieve the poverty reduction targets set by the Millennium Development Goals (MDGs). Past improvements in investment rate have taken place through government's determined efforts to mitigate the problems of private sector investment. However, despite government's sustained efforts to provide business or investment-friendly environment some major factors that discourage investment remain which include lack of adequate and reliable supply of electricity and gas, poor transportation network, inadequate telecommunication services, poor port facilities, official harassment, delays and corruption, the law and order situation and frequent political agitations. Many of these problems do not have short-term solutions. However, an effective strategy will be followed to gradually solve these ills to achieve the MDGs.

5.5 The funds for investment come from two sources: national savings and foreign borrowing. Gross domestic savings, comprising both public and private savings, is fairly low in Bangladesh. Remittances from overseas partially compensate for the inadequacy of domestic savings so that the gross national savings come to about 24.5 percent. Despite this modest rate of saving, Bangladesh is unable to find investment outlets for all of it—perhaps a reflection of the difficulties that the investors encounter. The investment rate in recent years has been marginally lower than the national saving rate, resulting in a surplus in the current accounts and a build-up of international reserves to a healthy level. Although savings are currently not a constraint, they could become so if investments were to increase substantially—something that must happen if the growth rate is to be increased. A strategy to raise the investment ratio would, therefore, have to be complemented by a savings policy to mobilise domestic resources to finance investment. Private savings efforts may be restricted by the lack of savings instruments that yield a reasonable return. The capital market that should mobilise much of the savings has had a chequered history in Bangladesh. The confidence of savers in the capital market was severely shaken by the stock market crash of 1996. The government has undertaken wide-ranging reforms of the capital market to make it attractive again to domestic savers and investors. Besides shares, other financial products with varying liquidity, risks and returns would also be developed to provide a range of options for the savings of people with different degrees of liquidity preference and risk-averseness.

5.6 The public sector must also contribute to the saving effort of the nation. The losses of SOEs are a major drain on the government budget. Elimination of these losses will have a salutary effect on public savings. An increase in the efficiency of the revenue collection machinery and reform of the tax system could enhance net domestic resource mobilisation and thereby add to public savings. Efforts are already underway to reform the entire revenue system of the government to make it more efficient.

5.7 An investment policy that maximises employment is likely to be most helpful in reducing poverty. This requires investment in labour-intensive industries and in industries that support them. Since most of the poor people of the country live in rural areas where poverty is more acute, one possible strategy would be to promote the growth of industries in rural areas. This would, however, require a reorientation of the structure of government administration and the provision for public services with greater focus on the rural areas. The other strategy, perhaps less efficient, would be to continue with the current practice of concentrating industrial activities in major urban areas which would encourage migration of the rural poor to the urban centres. This would of course worsen the already serious congestion problem in the major urban centres and necessitate remedial measures to ease congestion and combat associated ills.

### 5.B.3 Private Sector Investment

5.8 Private investment is determined by a comparison of costs and benefits of investment both of which are influenced by government policies as well as a host of external factors. Given its overriding importance the issue of promoting private investment has been addressed wherever it has appeared in this document. In this section some specific issues not addressed elsewhere in the document are analysed.

#### 5.B.3.1 Providing Appropriate Fiscal Incentives

5.9 Current fiscal incentives for private investment need to be strengthened further and made less discriminatory. Fiscal incentives to export industries, particularly those relating to duty-free access to imported raw materials, should be applied symmetrically across all export categories. Tax administration needs to be improved to make custom procedure and VAT payment simple and free from rent-seeking behaviour.

5.10 Planned changes in trade policy should be announced well in advance, and should be accompanied by adequate measures to relax various supply-side bottlenecks so as to provide a level playing field to domestic producers for competing with imports. Better physical, financial and legal infrastructure facilities are more conducive to export expansion than direct subsidies in the longer term.

#### 5.B.3.2 Arranging for Freehold Land

5.11 Paucity of freehold land around major industrial and commercial belts is a hindrance to setting up new enterprises. Unused public land may be made available for private investment and for setting up private industrial estates. Government can also acquire land and then hand over these through BOI to potential investors for development and setting up of new enterprises. Allowing private investment in infrastructure development has been a step in the right direction.

#### 5.B.3.3 Facilitating Entrepreneurship Development among Women

5.12 The policy induced and structural impediments to private sector development constrain all categories of potential entrepreneurs. But women entrepreneurs find these constraints particularly restrictive as they are often socially disadvantaged in tackling these problems compared to their male

counterparts. This necessitates setting up separate programmes for women's entrepreneurship development. Contribution of women in poverty reduction through their involvement in private sector particularly because of micro credit is essential to recognize. Thus women's entrepreneurship is also important from the perspective of pro-poor growth. Development of women's entrepreneurship contributes towards women's empowerment and has important implications for their intra-household relationships and poverty reduction. The social impediments faced by a potential woman entrepreneur also suggest that the development initiative of women's entrepreneurship should be designed in an integrated manner. Women entrepreneurship and support for women entrepreneurs should be part of all extension Programmes. In particular, a women's entrepreneurship development programme should include a dedicated fund for women in the funding agency, affirmative treatment in the allotment of plots and other infrastructure facilities, preferential access to support services and targeted marketing support.

#### **5.B.3.4 Facilitating Technological Upgrading**

5.13 In an ever-changing global market, technological improvement has to be an ongoing process in order to maintain competitive strength. There is a need for constantly monitoring technological developments that are taking place around the world, acquiring the best technologies and adapting them to local conditions. A comprehensive technology development strategy should be put in place for this purpose. There is a need for infusion of dynamism in the working of the technology related institutions. This will require initiative and collaboration on the part of the trade bodies supported by appropriate matching grant facilities. At the same time, the government should provide policy support to stimulate technology transfer and diffusion to local industries from foreign investors and actively participate in regional and global initiatives in support of transfer of technology favouring the developing countries.

#### **5.B.3.5 Improving Business Support Services**

##### ***Setting Up Information and Data Bank on Private Investment***

5.14 There is a lack of reliable and up-to-date data pertaining to production and investment in the private sector. A potential investor can learn very little about current investments and production from official data. An information and data bank needs to be set up with the BOI to serve as a central pool of information to address the requirements of investors relating to investment. The data bank should also gather information pertaining to the investment situation in foreign countries and on technology and markets. There is an urgent need for revamping the industrial statistics wing of the Bangladesh Bureau of Statistics (as well as other wings). Coordination between different registration authorities should also be sought to obtain information on private investments, output and employment. Information should be collected and compiled to show gender break up amongst entrepreneurs and workers so that impact on poverty can be better monitored. It should be mandatory on the private sector to provide information on these matters.

##### ***Product Standards and Quality Control Measures***

5.15 Bangladesh lacks a national quality policy and institutional arrangements to provide assistance for and monitoring of quality control measures. The Bangladesh Standards and Testing Institution (BSTI) needs to be strengthened with adequate infrastructure and technical facilities and enforcement capacity for it to play a useful role in this regard. There is also the need for trade specific initiatives to set

up standards as per international requirements. With support from matching grant facilities, the trade bodies can play an important role in this regard and also in helping member enterprises get internationally recognised certification such as ISO 9000. The government is finalising a consumer rights protection law to ensure that the consumers are not cheated on the quality of goods and services purchased by them.

### ***Labour Standards and Work Environment***

5.16 There are legal provisions in Bangladesh in support of adequate safety and health standards and labour norms. But enforcement mechanisms for the labour standards and other relevant provisions are weak which render the legal provisions obsolete. The labour inspectorate along with other enforcement mechanisms should be sufficiently strengthened for proper enforcement of existing labour laws. These standards cannot be attained through legal provisions alone. The Government needs to play a supportive role in conjunction with NGOs and social organisations on the one hand and employers and trade bodies on the other in creating a decent work environment. Decent work sums up the aspirations of people in their working lives-for opportunity and income, for rights, voice and recognition, for family stability and personal development, for fairness and gender equality. It reflects the concern of any government, workers and employers. A special area of focus will have to be gender sensitivity and gender differentials. To facilitate women's enhanced participation, there is need for the creation of childcare centres, provision of housing and safe transportation and health and sanitation facilities.

### ***Supportive Credit Policies***

5.17 In Bangladesh investors face credit constraints and have to pay high interest on loans. Despite government measures to improve the performance of the financial sector, non-performing loans have remained a cause for concern. The challenge in the credit market is to provide the private sector with adequate credit at reasonable rates of interest and ensure debt recovery. Besides, credit for SMEs and women entrepreneurs merit separate attention. With virtually defunct DFIs and inadequate term finance by the commercial banks, the problem of term finance has to be addressed on an urgent basis. A new investment finance company needs to be set up as a joint venture under the sponsorship of the government. It will generate funds from a wide range of local and foreign sources and will be run in line with the best practices of investment financing by competent staff. The government must guarantee full autonomy of the institution and its purely professional operation at all stages. A new agency also needs to be created for loan recovery for reducing cost of borrowing. Special incentives may be considered for further stimulation of lease financing.

#### **5.B.4 Promoting Foreign Direct Investment**

5.18 Private investment can come not only from domestic but also from foreign sources. In fact foreign direct investment has played some role in the early phase of RMG industry and has been critical to the development of the minerals sector. FDI is important not only for foreign exchange and savings gap but also for employment creation, technology transfer, improvement in managerial skills and social transformation. Bangladesh has a very liberal foreign direct investment regime. There are no restrictions on foreign equity participation or on repatriation of profits and income. No prior approval is required

for foreign investment. In spite of the liberal investment regime, the annual flow of FDI has been small—less than US \$ 200 million during the 1990s. The bulk of the investments went into gas, power and telecommunications. Investment in manufacturing was negligible with the lone exception of the cement industry. Investment increased rapidly in EPZs but the annual flow is still low—about US \$103 million in 2002-03 of which about 80 percent is FDI. However, in the recent past foreign investors especially those from neighbouring countries have shown keen interest in investing in Bangladesh.

5.19 The main factor that contributed to the modest inflow of FDI is Bangladesh's poor image with regard to policy discontinuity, bureaucratic red-tapism and corruption, underdeveloped infrastructure, poor port management, deficient legal system, political disturbances and unsatisfactory law and order situation. While improvements in these areas are essential pre-requisites for attracting FDI, Bangladesh needs to address its image problem and come up with well-advertised business support services aimed at reducing the cost of doing business. For example, immigration and baggage handling for incoming business visitors should be streamlined, so that they have minimum waiting time at the airport. Similarly, issuance of multiple entry visa and work permit should be made hassle free for deserving applicants. BOI's business support services should be made sufficiently attractive to potential foreign investors.

5.20 Through these measures, Bangladesh should strive hard to attract foreign investment particularly from those countries that have extended preferential market access to Bangladesh's exports. Thus, for example, duty-free and quota-free access for exports of Bangladesh to several markets including Australia, Canada, EU and Japan provides excellent scope for attracting foreign investors to invest in Bangladesh for exports to these markets.

### 5.B.5 Macroeconomic Stability

5.21 Macroeconomic stability provides a conducive environment for accelerated economic growth and poverty reduction. It is especially important because the burden of macroeconomic instability falls disproportionately on the poor and the vulnerable as they are least able, on their own, to protect themselves from its harmful effects. Macro instability can exacerbate poverty and adversely affect the vulnerable groups in a number of ways: First, high inflation can erode real wages, particularly for those with a low fixed income, since frequently nominal wages do not keep pace with inflation. High inflation increases risk and uncertainty associated with investment and economic activities both in urban and rural areas. Indeed, agricultural producers in rural areas can be particularly hard hit if the distribution and marketing channels are weak since much of the rise in agricultural prices may be usurped by middlemen. Secondly, high interest rates associated with macroeconomic instability hurt not only investment in the urban and formal sector but also adversely affect the rural and informal sectors, the source of livelihood of the poor. Thirdly, volatility of the exchange rate resulting from macroeconomic instability negatively impacts on foreign trade and foreign investment in the country. Foreign investment may be linked to poverty because of the potential economic opportunities it can provide to the domestic economy through employment, technology and skill transfer, market access and linkages. Fourthly, high inflation can also erode the real value of government revenue and thus the ability of the government to provide adequate social services for the poor as expenditure on social services may be compromised in times of fiscal pressure.

5.22 Macroeconomic instability may inhibit the expansion of investment activities since business decision-making becomes very risky in an environment where the amplitude of fluctuations of the principal macroeconomic parameters is large and uncertain. With stagnant investment, growth in

employment slows down. Thus the main channel of poverty reduction is constricted, depriving a large section of the poor of the opportunity of breaking out of the shackles of poverty.

5.23 The government is committed to maintaining macroeconomic stability that has been achieved through much hard work during the last dozen years or so. The key aspects of macroeconomic stability include low and stable inflation, low budget deficit and a sustainable external balance. Macroeconomic stability will be maintained mainly through a prudent fiscal and monetary policy, a supportive external sector policy and an active capital market.

#### **5.B.5.1 Fiscal policy**

5.24 Fiscal policy is a statement of the government's revenue and expenditure plans. A fiscal policy entails the design of these plans in such a manner that the growth opportunities, particularly those benefiting the poor, are maximised. This can be achieved only if revenues are raised in a manner that does not reduce business incentives, and expenditures are made in areas that yield the highest return or have the maximum impact on the productivity of the national economy. Toward this end the government has taken measures to improve the methods of budget preparation with broad-based consultations, ensure sectoral allocations that encourage pro-poor growth, put more effort in implementing the budget efficiently, step up efforts to enhance domestic resource mobilisation in order to reduce dependence on borrowing and efficiently manage public debt to reduce fiscal burden. These measures will no doubt improve fiscal discipline and thereby ensure sustainable budgets.

5.25 In order to help ensure that the PRSP is effectively implemented within a sustainable macroeconomic framework, the government has introduced a new budgeting approach called the Medium Term Budgetary Framework (MTBF). Under MTBF, the budgets for four ministries for the fiscal year 2005-06 have been prepared on pilot basis. These ministries are (1) Ministry of Agriculture, (2) Ministry of Education, (3) Ministry of Social Welfare and (4) Ministry of Women and Children Affairs. The budgets for the fiscal year 2006-07 for six more ministries/ divisions such as (1) Ministry of Health and Family Welfare, (2) Ministry of Primary and Mass Education, (3) Ministry of Communications, (4) Ministry of Fisheries and Livestock, (5) Ministry of Water Resources and (6) Local Government Division will be prepared under MTBF. MTBF will be replicated in all other ministries/ divisions. For efficient budget preparation, implementation and monitoring, Budget Management Committees (BMCs) have been formed in all line ministries/ divisions. A Budget Working Group formed in each ministry/ division will assist the BMC. To ensure the effective participation of departments/ organisations in budget preparation and implementation, Departmental Budget Management Committees have also been formed.

5.26 A Resource and Debt Management Wing has been set up to enhance the resource management and public debt management capacity of the Finance Division. Public Expenditure Management Manual has been published to provide guidance and information on operational process and methodology to all ministries/ division. Information systems and the modelling capacity of the Finance Division will be developed to support policy analysis.

5.27 An increasing proportion of government expenditure will be devoted to sectors that have a large impact on poverty reduction. Total allocation for poverty reducing spending was raised from 6.02 percent of GDP in FY03 to 8.39 percent of GDP in FY06. It will be raised substantially every year.

## Medium-Term Budgetary Framework

With a view to maintaining macroeconomic stability, accelerating economic growth and poverty reduction, the government has introduced the Medium Term Budgetary Framework (MTBF) in fiscal year 2005-06. MTBF aims at ensuring efficient and effective allocation and utilisation of resources by establishing an effective linkage between annual budgetary process and PRSP. MTBF 2005/06-2007/08 contains budget estimates of the MTBF ministries for the fiscal year 2005-06 and projections of revenue receipts and public expenditure for the fiscal years 2006-07 and 2007-08. Under the system, indicative ceilings for revenue receipts and expenditures have been given for the MTBF ministries for the period 2005/06-2007-08. One prime objective of the system is to prepare a reliable estimate of available resources, both domestic and foreign, in the medium term and establish a balance between the policy priorities of PRSP and overall availability of resources. Thus the line ministries have been given enhanced responsibilities and authorities for allocation and utilisation of resources. It also involves prioritisation of public expenditure program for achieving the objectives and priorities of PRSP. Two key features that distinguish MTBF from the traditional budgeting system are: (1) the removal of the distinction between development and non-development expenditures and (2) establishment of link between inputs and expected outputs (output targets) so that the performance of the relevant ministries can be measured for improved expenditure monitoring. The new budgetary system is expected to help allocate resources to different sectors/ ministries/ divisions in line with the PRSP objectives and utilise the resources to achieve those objectives. It is also expected that MTBF would bring greater transparency and predictability to resource allocation and budget management and thus develop the basis for better accountability for resource use and results.

5.28 The quality of public expenditure will be improved through enhancing efficiency and accountability of resource use. The recommendations of the Public Expenditure Review Commission will be examined and implemented in a phased manner. Resource allocation will be linked to performance criteria. Internal control guidelines have been developed to ensure value for money and enhance greater financial discipline in all line ministries. Consistent with the MTMF, the Government has decided to introduce Medium-term Budgetary Framework in four Ministries, namely, Agriculture, Education, Social Welfare and Women and Children Affairs.

5.29 Improvement in public financial management will be achieved through performance auditing. Performance audit manuals have been prepared and selected performance audits are being done. Remaining audit manuals will be updated and performance audits will be strengthened.

5.30 The increased demand for resources will be met, to a considerable extent, from enhanced mobilization of domestic resources. Improvement in domestic resource mobilization will be achieved through a number of approaches. Measures have been taken to implement the recommendations of the Commission on Reforming the Public Revenue System to improve the taxation system and to augment domestic resources. Specific measures include establishing a Large Taxpayers Unit, operationalizing the Central Intelligence Cell to tackle leakage of income tax, customs and VAT, rationalizing non-tax revenue rates, simplifying customs clearance system with the application of ASYCUDA Model, developing professional skills of the NBR officials. Steps will be taken to strengthen the measures already taken and also utilize ASYCUDA Model to link shipping agents, port authority and customs. Recently, NBR has drafted a strategic development plan for modernising its administrative structure. The reforms in tax administration and the taxation system will make it possible to raise the revenue- GDP ratio to the desired level.

5.31 Public borrowing from the domestic sources has been restrained in the past and the rein on such borrowing will be maintained in the future to avoid crowding out of private investment and an increased interest burden on the government.

### **5.B.5.2 Monetary Policy**

5.32 An active monetary policy will be pursued to maintain price stability, an adequate flow of credit at a reasonable interest rate and a competitive exchange rate in the economy.

5.33 To this end, Bangladesh Bank will use a number of indirect as well as direct monetary and credit policy instruments, including open market operations of government securities, Repo and Reverse-Repo arrangements, rediscounting facilities, reserve ratio requirement of financial institutions and discount window facilities.

5.34 During the past few years, Bangladesh Bank has pursued a cautious monetary policy that has helped to maintain a relatively low inflation rate even in the face of adverse external and domestic shocks. Recently, the statutory liquidity ratio (SLR) for scheduled banks has been revised upward from 16 percent to 18 percent and cash reserve requirement (CRR) from 4.5 percent to 5 percent to bring down inflation rate and ease pressure on foreign exchange reserve. Given the target foreign exchange reserve build up (determining the net foreign assets) and projected bank financing of the budget, credit to the private sector is projected to increase. Bangladesh Bank will use the indirect monetary instruments, some of which have been introduced recently, to achieve the monetary targets.

5.35 Bangladesh Bank will regulate and supervise the financial system to: (i) safeguard the soundness of the financial system and absorb possible adverse shocks that could be detrimental to economic growth and (ii) improve the efficiency of the financial system and deepen financial intermediation with a view to channelling an increasingly greater volume of financial resources to the productive sectors of the economy at a low interest rate. Without compromising the core objective of price and financial stability, Bangladesh Bank and financial authorities also play a developmental and promotional role through targeted interventions in the financial sector to achieve the national objective in cases where the market does not function efficiently. The initiatives taken in recent years in this respect include supporting micro-finance institutions that extend credit to the poor, promotion of finance to rural/agricultural sectors, SMEs and export-oriented activities.

### **5.B.5.3 External Sector Policy**

5.36 External sector policy will be geared to sustain the export growth achieved in the recent past, enhance remittance flows, ensure steady flow of imports required to attain the targeted growth rate of the economy and to satisfy consumer demand.

5.37 The adverse impact of the phase-out of quota under MFA/ATC on RMG production, export and employment in Bangladesh has so far been minimum thus dispelling the apprehensions of cataclysmic fall in exports.. The resilience of the sector (through efficiency improvement), possible safeguards imposed by the USA and EU on imports from China as well as encouragement provided through real depreciation of taka and other supporting measures are likely to help the industry to tide over the difficulties posed by the abolition of MFA. The activities of the RMG sector for which quota

induced competition is not binding are doing fine while the impact on the quota constrained categories are modest. In order to maintain sustained export growth during the PRSP period strategies have been developed to support the RMG and primary textile sector, promote export diversification and continued trade liberalization. These are discussed later in the section promoting trade.

5.38 Import payments will grow, reflecting mainly the need for intermediate and capital goods imports in support of the growth targets. Import policy will also focus on maintaining adequate flows of essential commodities especially those consumed by the poor and needed for encouraging efficient production of import substitutes. To this end the trade regime will be further liberalised with a reduction in quantitative restrictions, reduction in the highest tariff rate, and reduction of the average protective tariff rate to 20 percent. A three-year import policy (2003-06) has been formulated to ensure greater degree of transparency and continuity of the import policy provisions.

5.39 Bangladesh moved to a floating exchange rate regime in May 2003. In such a regime the role of the central bank is to maintain relative exchange rate stability to ensure competitiveness of tradable sectors and mitigate excessive fluctuation of rates unrelated to economic fundamentals and help build up foreign exchange reserves to cushion adverse external shocks. To this end, it can use the market based instruments like buying and selling of foreign exchange, tightening/loosening of monetary policy, foreign borrowing, and acceptable controls on the exchange payments, all in support of the exchange rate policy.

5.40 Remittance flow through official channels has experienced very rapid growth in the recent past. Several factors have contributed to this trend, notably the operation of the Money Laundering Prevention Act 2002 to purge any handling of money originating from or associated with criminal activities, establishment of banks/exchange houses at different strategic places of the world to facilitate processing of worker remittance, and some real depreciation of the taka. Follow-up measures will be taken to encourage flow of remittance through the legal channels. Efforts will continue for strengthening anti-money laundering surveillance.

5.41 Bangladesh has taken measures to maintain a comfortable foreign exchange reserve position. The higher level of foreign reserves will provide a cushion against any adverse shocks.

#### **5.B.5.4 Capital Market**

5.42 There are two principal ways in which the capital market contributes to poverty alleviation. First, it enables entrepreneurs to raise funds in a cost effective manner to finance investments in productive activities and thereby create employment that, in turn, helps alleviate poverty. Second, the capital market can enable small savers to gain access to investment opportunities that can enhance their income through returns on such instruments and/or capital gains.

5.43 The effectiveness of either of the above mechanisms depends on the confidence of the entrepreneurs as well as savers in the orderly and transparent functioning of the capital market. This requires an appropriate regulatory and technological infrastructure, diversification of instruments as well as effective monitoring and supervision of various market actors by the regulatory authority.

5.44 For fair and transparent functioning of the capital market the government has taken some measures including the enactment of the Depository Act 1999 and amendment of major legislation governing securities and exchange. Apart from the regulatory framework, physical infrastructure such as automated trading of securities, and an electronic registry system through the Central Depository of Bangladesh Limited have been put in place for proper issuance of securities and their trading on the stock exchanges. In order to widen the choices available to investors with respect to returns, liquidity and risks, measures have been taken to trade government bonds in the secondary markets and asset-backed securities are being issued. Multinational companies including the public limited companies with good fundamentals are being encouraged to get their securities listed with the stock exchanges. Various fiscal concessions have been given to woo the issuers and investors. Efforts are also on to offload a percentage of government shares in the energy sector companies.

5.45 For restoring confidence of investors in the security market all the intermediaries associated with the capital market have been brought within the regulatory regime of the Commission. The Commission has already taken various measures to ensure good governance in the corporate sector. Rules and regulations guiding the activities of the exchanges would have to be further streamlined. The capacity of the SEC should be enhanced to enforce compliance with the rules.

5.46 In the longer term, the agenda for development of capital market will include improving corporate governance, enhancing the support infrastructure, among others, accounting and audit, system of disclosure and information dissemination etc. strengthening the role of non-bank and other specialised financial institutions, such as housing and rural financial institutions; promoting the development of sources of institutional investments, such as insurance companies, pension and provident funds, mutual funds and venture capital, and developing the secondary market for securities, by facilitating the development of a domestic money market, in particular the government and short-term corporate bond market.

## 5.B.6 Facilitating Fair and Competitive Business

5.47 The government will create an environment where businesses can thrive without undue hindrances from the government or vested interest groups. To this end the government will facilitate fair and competitive business through a number of strategies and policies.

### 5.B.6.1 Improving Legal Environment

5.48 The legal and regulatory framework of the country is an evolutionary process and is in need of reforms depending on the demand of time. Reforms have become essential in certain areas for facilitating economic growth and social development. These include lack of or delay in contract enforcement and dispute resolution, inadequate bankruptcy laws, lack of knowledge of rights and obligations under the copyright protection law, labour laws which are inadequate in discouraging politicisation of labour relations and cumbersome and corruption-prone land titling and transfer procedures. Investors have to fulfil a lot of regulatory requirements before an enterprise can be set up. A trade license has to be obtained from local municipal authorities and environment safety clearance from the department of environment; then there is registration with the Inspector of Factories, export registration with the Export Promotion Bureau, import registration with the Controller of Import, and VAT registration with the revenue department. Enterprise registration is needed for the purpose of safety and public health, environmental concerns, fiscal purposes and monitoring. But because of lack of

coordination between different authorities, the entrepreneurs have to obtain these clearances separately from each of the agencies involving duplication of efforts, time loss, harassment and unofficial payments.

5.49 The legal and regulatory framework will be streamlined. The backlog of cases in the courts will be cleared and legal procedures will be modified to deter delaying tactics. Labour laws will be appropriately amended to discourage politicization of labour relations and maintenance of a peaceful environment in the industrial areas. The labour laws should ensure compliance with the newly emerging requirements of the buyers and various conventions on labour. Wage legislation should be responsive to productivity growth in the industrial sector. The land titling transfer procedure will be simplified and made corruption free. The regulatory requirements will have to be streamlined through coordination amongst different agencies so that the One-Stop Service of the BOI may help complete all the formalities within a short period.

#### **5.B.6.2 Competition Policy**

5.50 For rapid development of private entrepreneurship and providing equal opportunities for all it is essential that all enterprises, large and small, should be able to freely participate in the marketplace without any undue restrictions or hindrances created by the unfair business practices of others. To provide a level playing field for all entrepreneurs it is essential to enforce competition among all enterprises in the market.

5.51 Competition refers to the process of rivalry among firms and to market structures conducive to such rivalry or potential rivalry. Competitive markets provide the best means of ensuring that the economy's resources are put to their best use by encouraging enterprise and efficiency, and widening choice. Where markets work well, they provide strong incentives for good performance, encouraging firms to improve productivity, to reduce prices and to innovate, and consumers enjoy lower prices, higher quality, and wider choice. A free market is believed to provide the environment for competitive practices under certain circumstances.

5.52 However, the operation of the free market can be hindered by the monopolistic business practices of dominant firms. Such firms tend to restrict market supply in order to raise prices that bring in abnormal profits. The ordinary consumers lose out: they pay higher prices and consume less, their choice is restricted and the quality of service may also deteriorate. Smaller rival producers may also lose out in an unfair competition. The dominant firm may engage in a price war to drive out smaller firms from the market and thereby increase its market share. This further enhances its power to manipulate the market at the expense of the economy's welfare. Lack of competition encourages misallocation of resources, reduces product variety and lessens the impetus for higher efficiency, productivity and innovation. The poor will be hurt if the unfair business practices occur in the market for products that are ordinarily consumed by the poor since their modest purchasing power will be whittled away. In Bangladesh unfair business practices are alleged to be frequent in the market for essential commodities which constitute a large share of the consumption budget of the poor.

5.53 In order to protect consumers, as well as producers, many countries have enacted competition laws that put legal restrictions on the growth or formation of monopoly or oligopoly, and on the adoption of unfair business practices, such as collusion, that reduces competition in the marketplace. Competition policy is generally defined as those government measures that directly affect the competitive behaviour of enterprises and the structure of industry. Such a policy has essentially two

elements. The first involves putting in place a set of policies that enhances competition in the market, and includes such policies as privatisation, trade and foreign exchange liberalisation, and deregulation. The second is the competition law that is put in place to control or prevent anti-competitive business practices and unnecessary government intervention. Thus, a comprehensive competition policy comprises all government policies that affect the state of competition in any sector of the economy including policies that restrict as well as those that promote competition.

5.54 Unfair business practices are alleged to be prevalent in Bangladesh in the production, importation and distribution of some goods and rendering of some services, both in the public and the private sectors. Foreign companies with production facilities in the country have a dominant position in the market, giving them the capacity to engage in monopolistic practices.. Overseas companies exporting their products to Bangladesh may also engage in unfair practices. These include both a reduction of prices below costs (dumping) in order to unfairly capture a greater share of the domestic market, or increase prices above their competitive levels to earn abnormal profits when they have a captive market (cartels). The former may result in the demise of local producers who are unable to withstand the price undercutting for long due to their relatively small size. The latter deprives consumers of part of their purchasing power. If the former is allowed to go unchallenged, it could give rise to the latter once domestic competition has been eliminated.

5.55 Since anti-competitive behaviour adversely affects resource allocation, puts upward pressure on costs, tends to lower productivity and reduces consumer welfare, the nation may be paying dearly because of a lack of adequate and effective legal instruments to control anti-competitive practices. There is a felt need for an operational competition law that can address the complex and difficult problems raised by the anti-competitive practices of domestic and foreign enterprises.

#### **5.B.6.3 Financial Sector Reforms**

5.56 Over the last one and half decades Bangladesh has moved from a repressed financial system characterized by a banking system largely owned by government combined with regulated credit and interest rates to a liberalised financial system with extensive private sector participation and deregulated credit and interest rates. The Government also promoted development of specialised financial institutions (to expand term lending, finance to small and medium sized enterprises (SMEs) and the rural poor), took measures to enhance supervision and corporate governance of the private commercial banks (PCBs), introduced reforms of the NCBs and improved the overall capacity of the central bank to regulate and guide the financial system.

5.57 Financial reforms have generally shown positive results. During 199 through 2004, the market share of PCBs in banking sector assets increased from 34percent in 1998 to 51percent in 2004 while that of NCBs declined from 53.5percent to about 40percent. More critically, as a consequence of the reform the overall health of the banking industry improved substantially in recent years: First, capital adequacy ratio of PCBs increased from 10.9percent in 2000 to 13.3percent in 2004 as a result of Bangladesh Bank's measure to raise minimum capital requirement on a risk-weighted basis from 8 percent to 9 percent or to BDT 1 billion (whichever is higher). Second, Non-performing loans (NPL) ratios of banks

declined substantially: During 2000-2004 gross NPL of all banks fell from 34.9percent to 17.6percent while net NPL ratio fell from 18.7percent to 9.8percent reflecting strict supervision and enforcement measures taken by the central bank, including stringent loan rescheduling and loan loss provisioning conditions, effective use of credit information bureau, revamping of money loans courts in 2003 and introducing corporate governance measures. Gains in NPL are shared widely by PCBs and NCBs. During 2000-2004 while decline in net NPL is higher PCBs (from 9.1percent to 3.4percent), the NCBs also experienced notable decline in net NPL (from 26.1percent to 17.6percent). Third, the overall profitability conditions of banks remained high: During 2000-04, returns on equity of PCBs were in the range of 12-20 percent while that of NCBs remains low: in the range of 2-4 percent. Fourth, corporate governance of PCBs improved substantially: Measures taken by Bangladesh Bank include: introducing stringent fit and proper test for CEOs of banks and bank directors, limiting directorship to two terms (six years), allowing only one director from each shareholding family; strengthening the Audit Committee of banks to assist in financial reporting, audit and internal control, enhancing financial disclosure by mandatory publication of accounts in newspapers.

5.58 As a result of the improvement in the health of the banks as well as overall environment the spread between the lending and deposit rates as well as interest rate on bank lending has generally displayed a downward trend. Financial intermediation increased and bank credit to the private sector, including term-lending, has picked up. The Bangladesh Bank has done a commendable job in taking the initiative to provide improved access of SMEs to financial resources and in promoting financial market development, including development of bond market and securitization.

5.59 However, much more remains to be done to create an efficient and competitive banking system capable of meeting the demand for financial services at a competitive interest rate. First, macroeconomic and financial stability must be maintained in the medium-term in the face of adverse external/domestic shocks and growing demand on public resources. Second, speedy implementation of the reform of NCBs and financial sector development programmes in the face of numerous obstacles will be critical in supporting investment and growth. In particular, the NPL of NCBs continues to remain high, leading to their poor performance and imposing a high burden on the banking system.

5.60 The reform programme of the four NCBs focuses on immediate privatisation of one NCB and implementing resolution strategies for three others leading to eventual privatisation of two other NCBs with a view to turning all the banks from loss-making to profitable entities. The resolution strategy will, among other things, spell out options for restructuring (both operational and balance sheet restructuring), including rationalisation of the branch network, restructuring the banks' portfolios, ways to deal with the NPL, recapitalisation and corporatization of banks. Substantial progress has been made in obtaining management support for NCBs, although on a delayed timetable. In particular, a sales adviser has been contracted for Rupali Bank and a new management team is in place for Agrani Bank and management advisory teams for Sonali and Janata has begun work. The Boards of NCBs will be reconstituted bringing in professionals with relevant experience in the Board.

5.61 To promote lending to the SME sector, Bangladesh Bank has embarked on a programme to expand credit through bank and financial institutions by developing a new refinance window: Small Enterprise Fund (SEF) with assistance from the World Bank (IDA) and the Asian Development Bank. Under the programme, BB's own resources (unutilised refinance facility) has been pooled with IDA and ADB resources into the new fund and the eligibility criteria has been revised to make the access easy and

widely available to all qualifying institutions. Guidelines were issued by the Bangladesh Bank reducing the cut-off size of the SME loan (to target the true SME), relaxing the sectoral restrictions (allowing all activities and sectors to benefit from the facility), and allowing both term loans and working capital to be financed under the programme. The initial IDA contribution (US\$10 million) has already been utilized reflecting high demand and ADB funds are currently being disbursed.

5.62 The Government is fully aware of the importance of improved access to finance and financial services for development of the private sector. Future priorities will include further improving the efficiency of financial system, developing financial markets by introducing new financial instruments such as bonds, securitization, venture capital, mutual funds, contractual savings institutions, and rural financial institutions; encouraging private sector financial institutions to broaden and diversify their lending portfolios and outreach for meeting the financial needs of the private sector, particularly those of infrastructure projects, SME and rural finance by way of promoting risk sharing mechanism. Banking reforms and achievements in recent years have occurred in a stable macroeconomic environment and improvement in monetary policy framework, which was made possible largely by prudent fiscal policy stance.

#### **5.B.6.4 Reform of Micro-Finance Programmes**

5.63 Micro-finance has been successful in reducing poverty in Bangladesh. The home-grown Grameen Bank and the PKSF (responsible for routing resources to NGOs providing micro-finance) are considered global models in micro-finance. However, despite the presence of a large number of micro-finance institutions and competition among them, they have not succeeded in reaching the poorest of the poor at a reasonable interest rate. The issue of high interest rate has also featured prominently in the recent discourse, noting the burden it imposes on the recipients of such loans. Questions have also been raised about the transparency of many participating institutions. At present the institutions are not regulated except through the reporting and eligibility requirements of the PKSF. Thus there is a need for a simple but effective regulatory framework to ensure good governance and transparency of the activities of the participating institutions. Besides, the issue of capacity building and institutional development support to MFIs will be adequately addressed.

#### **5.B.6.5 SOE Reforms**

5.64 For implementing the declared private sector-led development strategy, the government is committed to reform the state-owned enterprises. The most important reform measure has been privatisation of SOEs. Privatisation is expected to release resources from SOEs, which share about 20 percent lending of the total banking sector, for use in other areas including pro-poor sectors and create scope for investment by the private sector where it has comparative advantage. But the pace of withdrawal of public resources from business enterprises has been quite slow. The Privatisation Commission was set up in 1993 to implement the privatisation programme of the government. The Commission succeeded in privatising only 12 public manufacturing enterprises till 1995. Similarly, between 1996 and 2001 only a handful of such enterprises were privatised. Progress has been slower than expected. The main reasons behind the lack of adoption of a coherent privatisation strategy, faulty rules and regulations, bureaucratic impediments and the lack of firm political commitment. During the

period from November 2001 to July 2005 the Commission handed over 17 enterprises to the private sector. In addition, 4 enterprises were privatised through off-loading of shares during the period. As of July 2005, 8 enterprises were waiting for handover to new buyers.

5.65 In order to accelerate the pace of privatisation, a commission should be set up for working out a comprehensive strategy for privatisation and public enterprise reform. The strategy should allow for varying degrees of private ownership through sale, restructuring and liquidation of SOEs and suggest social safety-net measures to protect vulnerable groups and those adversely affected by the reform programme.

5.66 SOE reforms will also address some key issues like quality of services in the energy sector, particularly in terms of reducing system loss, improving bill collection, and allowing private sector participation. In addition, financial sustainability of SOEs will be improved through restructuring and improved management.

### 5.B.7 Promoting Employment

5.67 The transition of Bangladesh from a basket case in the 1970s to an economy of sustained moderate growth with macroeconomic stability is the product of millions of labourer working in the fields, factories, mines, water bodies, seas, forests and offices. The contribution of labour to the national economy is often overshadowed by the problem of widespread underemployment and periodic or long-term unemployment primarily caused by lack of complementary capital stock. The major part of income, if not all, of most people are derived from the employment of their labour services and hence labour-employment income determines their income and well being. This is especially true for the poor and for her or him underemployment or lack of productive employment implies being caught in a poverty trap. This is why employment generation is so critical to the accelerated poverty reduction strategy. Economic well being of the ordinary people cannot be improved without raising the total volume of employment and conditions of employment

5.68 The expansion of the economy through growth has created employment opportunities resulting in an increase in the number of employed population from 34.8 million in 1995-96 to 39.0 million in 1999-00 and further to 44.3 million in 2001-02. However, dynamic changes in the labour market especially the increase in the labour force participation rate as well as slow growth of employment have resulted in unchanged unemployment rate at 4.3 percent between 1999-00 and 2001-02 and a jump in the underemployment rate. Bangladesh thus has been less successful in reaping the full benefit of the virtuous circle of economic growth leading to poverty reduction via growth of employment with higher productivity. The policy challenge for Bangladesh is to accelerate the rate of growth and make it more employment friendly. The future growth process must generate employment opportunities for the poorer sections of the population and the returns from employment, both self and wage/salary employment, must generate adequate earnings for them so that they can break out of poverty. In addition to this overall outcome, the growth process must also address some specific features of the labour market. These include low growth in formal employment opportunities, with 80 percent of workers being employed in the informal sector, high rates of unemployment amongst the youth, increase in unemployment and poverty among certain groups who were earlier employed but were laid off or retrenched due to the privatisation and closing down of mills and factories, persistent gender inequalities

with respect to employment and wages in spite of the increase in women's share of wage employment in manufacturing, inadequate coverage of existing social protection schemes, child labour, and trade union rights and representation in general in a liberalised and globalized economy.

5.69 With the increasing role of the private sector in the economy, the future prospect of employment generation depends mostly upon employment-friendly growth of the private sector. The Government will also directly create some employment through public sector employment and generation of employment consequent on public expenditure. However, the basic focus will be to influence the demand for supply of labour and market outcome through labour market and other complementary policies:

- Strengthening role of public investment in employment creation through its direct and catalytic support to economic, physical and social infrastructure building, and fostering growth of private investment and labour market regulation. The labour laws should make the labour market more flexible and at the same time protect the rights of workers.
- Formulating or implementing active labour market policies. Active labour market policies support employment generation in two ways -
  - directly, by public works and enterprise development, also contributing to poverty alleviation by providing work and income; and
  - indirectly, by enhancing worker's skills and capacities by training and retraining.
- Inducing faster growth in labour-using, employment-intensive sectors, e.g., agriculture, small and cottage manufacturing industries, and community, social and personal services.
- Facilitating sustained labour demand through sustained growth of both established and newly emerging sectors like RMG, frozen food, leather and leather goods, tourism, agro-based industries, and pharmaceuticals.

#### **5.B.7.1 Market-oriented Skill Formation**

5.70 There appears to be a mismatch between the demand for different types of skills in the economy and their supply, resulting in unemployment and underemployment of labour while there is a lack of skilled labour in different sectors. The vocational training system of the Bureau of Manpower, Employment and Training (BMET), which is an institution coming under the purview of the Ministry of Labour and Employment, is working with fullest capacity. TTC is now providing training to about 16000 trainees annually in its regular evening and special courses with the one time intake capacity of 6000. Trainees are given industrial attachment for two months in a one year course to familiarise them with industrial environment. This provides a linkage between trainees and employers. However, the failure of the education system, particularly the technical education and vocational training (TEVT) system, to adequately cope with the demand for skills, both in terms of quality and quantity will be addressed by focusing on market driven skill formation.

5.71 The skill development system will be upgraded to meet the demand for skilled workers through a number of measures. These include operating the two mutually supportive and complementary programmes, namely the National Skills Standard (NSS) and SSC (Voc) with restructuring of the NSS programme, establishing a system of good governance comprising transparency, delegation of authority, and accountability coupled with a merit-based system of recognition and rewards, establishing mechanisms to provide meaningful follow-up support and placement services to the trainees with a view

to promoting self-employment as a dignified and productive means of livelihood, devising innovative ways of resource mobilisation and cost recovery to keep BMET/TTCs functional and effective, changing the orientation of training institutions and programmes in keeping with the needs of the informal sector and the population living in poverty, responding to the needs of unemployed youth through a change in the VET concept and curriculum, and providing support to the private sector in training, specifically in the sunrise sub-sectors mentioned earlier.

5.72 It should be mentioned here that enhancing skills to increase employability of the labour force would require an overhauling of the nation's education system, including the higher education sector, to ensure that it provides relevant education. The higher education sector must produce not only highly skilled workers for industries; it must also provide qualified trainers for primary, secondary and tertiary education. Emphasis on primary and secondary education without developing a robust tertiary sector is not likely to yield satisfactory results. Higher education has been neglected for long to the detriment of the interest of the nation. An outcome has been that the academic programmes in the seats of higher learning have become divorced from the evolving market realities. They are racked by acrimonious partisan politics that virtually negate the very purpose of their existence. In the interest of education as well as the broader interest of the nation, this state of affairs needs to be ameliorated.

### **5.B.7.2 Development of Entrepreneurship**

5.73 Most poor people derive their livelihood from wage employment or self-employment in low skill and low return jobs. The poor have increasingly demonstrated their capacity to seize market opportunities to enhance their income. However, lack of entrepreneurial capacity often forces them to undertake activities on a scale that precludes graduation from poverty. Development of entrepreneurship will help poor people operating in the informal economy in the urban and in the rural non-farm sector to undertake new activities, scale up the existing ones and raise productivity. Entrepreneurship is to some extent an innate quality but it also depends to a considerable degree on education and training, opportunities and supportive policies. Entrepreneurship culture will be promoted through vocational training centres and educational institutions. Market linkages and linkages to the supply chain also need to be facilitated.

### **5.B.7.3 Enhancing Good Quality Employment Opportunities for Women**

5.74 The labour market has become more open to women in certain sectors like RMG. However, women are more likely to be found in casual daily work, and in the informal sector. The forms of work they are engaged in are likely to be relatively more insecure. There is a significant wage differential between women and men; women's wages are 58.2 percent of those of men's. While the wage differential can be attributed to some extent to monopolistic elements in the labour market, it is largely determined by social attitudes to women's work as well as the education and skill differential between men and women. In this context it is necessary for the Government to actively intervene to open up more opportunities of employment for women, so as to help diversify women's employment in other more skilled areas. This is also essential to ensure equal opportunities and treatment in employment for women, especially given the rather low unemployment rate for better-educated women.

5.75 Skill and educational gaps between women and men will be further reduced by removing the constraints that prevent or discourage girls and women from going to and completing secondary education and participating in technical skills training programmes. These measures include: educational and training facilities that are suitable for girls/women, given our cultural norms; numeracy and literacy classes to support technical skills training programmes; creating women role models in non-traditional and new technical areas; assessment of VET curricula and training delivery methods to identify gender-specific biases and constraints and design innovative ways to address them; actions at local level to mobilise community and family support.

5.76 The legal and regulatory framework for self and wage employment among women will be reviewed to identify direct and indirect forms of discrimination that reinforce inequalities in employment opportunities and treatment, and needed reforms will be undertaken. Women will need to be provided with appropriate utility, infrastructure and social services so that they can make time to fully participate in the labour market. Working women should be provided with housing and childcare facilities.

#### **5.B.7.4 Credit Facilities**

5.77 Self-employment with higher productivity will require greater access to productive assets. Credit may act as an important input in this process. During the last two decades a large number of microfinance institutions are providing credit to the poor. MC can be more effective if this is accompanied by other inputs, including training and skill development, transport facilities and marketing facilities. In addition to micro-credit, larger loans should be provided for enterprises using hired labour. This will generate larger demand for hired labour, which in turn is expected to have a positive impact on the wage rate.

#### **5.B.7.5 Development of Services for Migrant Workers**

5.78 At present most migrant workers from Bangladesh to the Middle East are unskilled or low skilled and come from the lower income group of the society. Temporary migration offers employment and higher income to the worker with a positive impact on living standards of his/her family as well as on human resource development of his/her children. In order to reduce poverty through migration it is important that adequate services be provided to the prospective and current migrant workers. More specifically, the following services may be delivered:

- Projection plans of feasible labour demand in targeted markets will be identified. Training will be arranged to impart specific skills which are in demand in foreign labour markets.
- Supportive institutions will be built to improve migration management and to disseminate information on job prospects and skill requirements for migrant workers.
- Before embarking on short-term contract migration, it will be ensured that migrant workers receive pre-departure orientation training, including handouts on health services, HIV/AIDS and occupational safety and health conducted in Bangla.

- Migrants will be provided information about the importance of savings to ensure continuous employment and earning upon return.
- Returnee migrant associations, which are already active in Bangladesh, could be made more active to provide schemes for returnee migrants, such as skill development required at home.
- Since the large initial cost of migration prevents many prospective poor workers from even thinking of overseas employment, NGOs might find innovative ways to finance the initial cost.
- The recruitment industry will be regulated more effectively. The renewal of licenses of private recruiters can be made contingent on their performance.

#### 5.B.7.6 Employment Generation during the PRSP Period

5.79 According to different rounds of Labour Force Surveys, employed population increased from 34.8 million in 1995/96 to 39.0 million in 1999/2000 and further to 44.3 million in 2002/03. Thus employment grew at a faster rate in recent years - 4.3 percent between 1999/2000 and 2002/03 compared with 2.9 percent between 1995/96 and 1999-2000 implying a more employment-friendly growth in recent years. Assuming that the recent employment and growth relationship will be sustained, a projection of employment generation has been made for the period up to 2007/08. Employment is projected to increase from 44.30 million persons in FY03 to 58.08 million persons in FY08 thus adding 13.78 million persons to the employed pool. Of these 9.03 million persons are expected to find employment in the rural areas while 4.75 million persons are estimated to be absorbed in the urban areas. During the PRSP period (FY05-FY07), 8.02 million new jobs are estimated to be created in the economy with 5.39 million in rural and 2.63 million in urban areas.

**Table 7: Employment Projections (million persons), FY03-08**

	FY03	FY04	FY05	FY06	FY07	FY08
<b>Total Employment</b>	44.30	46.73	48.92	51.69	54.75	58.08
Rural	33.60	34.96	36.64	38.30	40.35	42.57
Urban	10.70	11.77	12.28	13.39	14.40	15.51
<b>New Employment</b>	-	2.43	2.19	2.77	3.06	3.33
Rural	-	1.36	1.68	1.66	2.05	2.22
Urban	-	1.07	0.51	1.11	1.01	1.11

*Source: PRSP Calculations*

#### 5.B.8 Technology and Poverty Reduction

5.80 Technological advance has been instrumental to economic growth and by implication poverty reduction. Steady improvement in per capita income, with unchanged income distribution gradually lifts larger proportion of population out of poverty. However, the impact of growth on poverty depends, as mentioned earlier, on the initial income distribution as well as on whether income inequality improves or deteriorates with growth. The sectoral composition of growth is also important for poverty reduction. While agricultural growth is strongly and unequivocally associated with poverty reduction, the effect of

manufacturing growth on poverty reduction depends on initial conditions like educational attainment, infrastructure, urbanization, and agricultural productivity.

5.81 There are three sets of technological choices for the government for poverty reduction. Firstly, the government (and the international donor community) has to decide how much support it should provide to science and technology development for poverty reduction and how the given support should be allocated. Secondly, the appropriate legal and policy environment that needs to be provided to the private sector to ensure poverty relevant research and at the same time ensure that the poor can access the fruits of the research in time. Thirdly, how does the broad policy framework affect the rate and direction of technology development? In this context, it is important to remember that while in certain cases the poor themselves decide the type of technology to be adopted, e.g., choice of modern seeds by small farmers, in other cases they are victims of technology choice made by others, e.g., factory owners choosing capital intensive technology that reduces labour demand. To provide a level playing field, the government should ensure that factor prices are not biased against natural factor endowment, i.e., capital should not be made cheaper relatively to labour. This holds true especially for imported technology for manufacturing sector.

5.82 In the medium term focus will be on several key areas to promote technological changes. Firstly, the country depends in large measure on importation of technology and, in some cases, its adaptation to local conditions. Here the role of the government will be to facilitate technology transfer through import of capital equipment and intermediates and foreign direct investment. Secondly, for poor people the accessibility to improved technology is important. There is in fact a virtuous circle whereby advances in agricultural technology lead to improvements in health, education, labour productivity and human capabilities to use and develop new technology. The government will enhance access through increased access to credit. Thirdly, institutions play an important role in adoption of new technology by the poor, e.g., public extension services in case of HYV technology and Grameen Bank in case of mobile phone for rural women. The government will provide support or facilitate the development of proper institutions to enhance use of technology by poor people. Fourthly, benefit from general purpose technology like ICT (in contrast with sector specific technology like bio-technology) depends on level of literacy both basic and computer type. Government strategy in education and computer literacy has been discussed in relevant sections.

### 5.B.9 Promoting Trade

5.83 The export-led growth policy of the Government gives exports a unique position in the poverty reduction discourse. It merits a separate and somewhat broader analysis given its importance in the economy especially in promoting employment for the poor women. Since the early 1980s, Bangladesh has promoted trade mainly through reforms of its trade regime and removal of the structural obstacles to production and trade. The liberalisation programmes undertaken by successive governments focused on simplification of import procedures, reduction of quantitative restrictions (QRs), rationalisation and diminution of import tariffs, and maintaining a competitive exchange rate.

5.84 The liberalisation process has achieved considerable success though progress has been uneven at times. In the latest Import Policy Order (IPO) 2003-2006 the number of items appearing on the control list have been brought down to 63 (from 122 in the previous IPO), of which only 22 are due to trade reasons. Items in the control list have been brought down to 24 recently. The highest tariff rate has been brought down from 350 percent in 1992 to 25 percent in FY05. The number of tariff slabs (including zero) has come down from 24 in the 1980s to 4 (0 percent, 6 percent, 13 percent, and 25 percent) in FY05. The liberalisation and rationalisation of tariff structures have caused the un-weighted customs duty rate to fall from 57.2 percent in 1991-92 to only 16.4 percent in 2005-06. The un-weighted average duty rate has declined from more than 82 percent to 35.5 percent during the same period. Average nominal tariff (customs duty plus para-tariff) has been brought down to 27.4 percent in 2005-06 from 40 percent in 1993-94.

5.85 An important element of trade policy has been the introduction of generous promotional measures for exports which include, *inter alia*, lower rates of interest on bank loans, duty free import of machinery and intermediate inputs, cash incentives, duty drawbacks, and exemption from value-added and other taxes. A policy of dismantling tariff and non-tariff barriers along with export incentive schemes has led to the reduction of a policy-induced anti-export bias. It has been estimated that when un-weighted protection of import duties is considered, the anti-export bias in Bangladesh's economy appears to have fallen from as high as 59 percent in 1991-92 to 18 percent in 2002-03. On the other hand, with import-weighted protective effects, the estimated comparable figure is found to have fallen from 22 percent to 13 percent during the same period. Consideration of the existence of illegal trade might squeeze the bias to only about 10 percent.

5.86 Liberalisation programmes may be considered to have been successful in energizing export. In the 1990s real exports grew at an annual average rate of 12.5 percent in comparison with a 4.8 percent GDP growth rate and a growth rate of exports of 3.9 percent for the 1980s. The trade-GDP ratio increased to 33 percent in 2000 from only 17 percent in the mid-1980s.

#### **5.B.9.1 Medium-term Issues**

5.87 Despite notable export growth, the sector shows some basic weaknesses, which make its future prospects uncertain. First, the export growth is overwhelmingly dominated by the dynamism in the RMG sector, which now contributes about 75 percent of export earnings. The spectacular growth of this sector owes much to the protection provided by MFA which had been phased out by the end of 2004. The end of the MFA quota regime has serious implications for the external sector as well as for the overall economy. Various studies have shown that as a result of the MFA phase-out exports from Bangladesh could fall by as much as 50 percent, GDP volume by 2.3 percent, and employment by 13 percent.

5.88 Second, the export response for all other major commodities such as raw jute, jute goods, tea, leather and leather products, and frozen food and shrimps has been very weak. Indeed, no major export product other than garments has shown sustained dynamism over the last decade or so. Therefore, mere liberalisation of the trade regime (and thus reduced anti-export bias) does not necessarily guarantee export diversification or a greater supply response.

5.89 Third, there are several demand and supply-side constraints that can constrict export response to the incentive structure. Trade policies of important partner countries, standards and quality of products, lack of investment funds and working capital, high interest rate, shortage of skilled workers, lack of entrepreneurial and managerial skills, poor physical infrastructure, inefficient ports along with high transport costs, weak institutions, poor law and order situation, invisible costs of doing business, etc. can obstruct export activity in spite of the existence of an apparent favourable price incentive. Therefore, it is essential to address both the demand and supply bottlenecks for stimulating export response.

5.90 Fourth, Bangladesh's export of RMG to the US is also subject to high tariffs (on average 16.5percent) that continue to exist even after the expiry of the MFA regime. In value terms, about 46 percent of Bangladesh's exports of clothing products are subject to an ad-valorem duty of 15.1-20 percent. Another 13 percent faces tariffs higher than 25 percent. High tariffs considerably reduce Bangladesh's competitive strength in the US market since as many as 72 Sub-Saharan Africa and Caribbean countries get zero-tariff access in the US market under TDA while Mexico and Canada get the same under North American Free Trade Area (NAFTA). Recently, the USA has also signed Free Trade Agreement (FTA) with Jordan, Israel, Australia and Singapore.

5.91 Fifth, although in the EU market there are no tariff and quantitative restrictions for LDCs, a country nonetheless needs to comply with EU rules of origin (ROO) for accessing preferential treatment. The EU ROO put Bangladesh in a disadvantageous position. Some relatively advanced developing countries with strong backward linkage industries such as China, India, and Pakistan, would be able to expand their exports to EU rapidly by undercutting prices, but the ROO will prevent Bangladesh from availing herself of the GSP and thereby effectively prevent the country from exploiting a major source of competitiveness for an LDC. With the cessation of MFA, Bangladesh is competing with countries such as China, India, Turkey etc. in the EU market.

5.92 Finally, Bangladesh enjoys duty-free preferential market access to Canada, Australia, Norway and New Zealand. However, except Canada, use of this preferential market access is not substantial.

### **5.B.9.2 Future Strategies and Actions**

#### ***Trade Policy and Poverty***

5.93 Bangladesh's trade policies are devised keeping in view both medium-term imperatives and long-term development outlook. It must be emphasised that linking trade with poverty reduction strategy is a difficult task both analytically as well as practically in terms of formulation of policies. The phasing-out of the MFA regime complicates the task further for Bangladesh. However, an exclusive focus on trade for poverty alleviation may not be meaningful; rather trade should be considered as a component of overall development policy. The objective of sustained poverty alleviation will depend on sustained growth, and development of productive capacities. Sustained export growth will help maintain a favourable trade balance on the one hand, and contribute positively to GDP growth on the other—the latter in turn will lead to poverty alleviation through increased employment and income. The trade policy will therefore seek to achieve adequate export growth with employment generation. Export success will have a direct effect on poverty alleviation if the export-oriented sector generates substantial employment opportunities like the RMG.

### ***Supporting the RMG Sector***

5.94 The Government of Bangladesh has played an instrumental role in facilitating the private sector-driven growth of RMG exports by providing a range of generous support policies such as back-to-back LCs, and bonded warehouse facility. It is committed to continuing with such a supportive strategy so that RMG can maintain the momentum. It may be noted that beginning from 2005-06 the Government has decided to pay 5 percent cash assistance to export oriented domestic textiles sector replacing the existing duty bond and duty draw back system.

5.95 The government has also campaigned for duty-free access to the markets of developed and some developing countries. It has obtained such access to virtually all developed markets except the USA. Both the government and BGMEA leadership are continuing their effort to secure duty-free access to the US market—the single largest market for RMG exports of the country. It may be mentioned that a trade bill (Tariff Relief Assistance for Developing Economies Act 2005) has been introduced recently at the US Congress seeking duty free market access to 14 LDCs from Asia and pacific region.

5.96 In the area of customs services some remarkable improvement has been accomplished by overcoming delays in customs clearance. While in the past each export consignment required 17 signatures by different officials, currently only 5 are needed. All customs procedures are now completed in just one hour and all port paper-work in 2 hours—in contrast to the old practice of a long waiting time. Freight-forwarding charges have been reduced drastically from as high as Tk.15000-20000 to only about Tk.1250 per consignment. A committee involving the private sector is monitoring the functioning of the newly instituted system. All these measures have greatly contributed to reducing costs of business of all traders including the RMG exporters.

5.97 To deal with the problems of the RMG sector on a priority basis a National Coordination Council (NCC) has been formed. The Council has provided specific recommendations on CBW, ROO, SAARC cumulation and trade facilitation aspects. The Cabinet has approved many of these recommendations related to lowering of cost of doing business, improvement of port facilities and infrastructure, simplification of clearance procedure, etc. and implementation of these is in progress. The Ministry of Commerce conducted a study on the Post-MFA Development Strategy, and efforts are underway to implement the recommendations of the study that include, among others, promotion of export trade, development of physical infrastructure, provision for investment incentives, lowering interest rates on exporting activities, human resource development, and marketing support.

5.98 The Ministry of Commerce has also designed a Post-MFA Action Programme (PMAP) to mitigate the negative effects emanating from a possible export shock after the expiry of the ATC and to help reposition the RMG sector. The PMAP will be implemented at a cost of \$40 million in a period of 5 years. There are six components in this programme. First, under the Skill and Quality Development Programme (SQDP), training is being provided in seven areas, namely compliance norms, quality management, productivity management, marketing, merchandising, inventory management, and customs and port procedures. It is estimated that a total of 32,590 participants—representing workers from shop floors to supervisors, managers, marketing officers and executives—will be benefited from it by the end of the programme. Second, there is to be support for the women workers losing jobs as a result of a potential export shock under the Displaced Workers Rehabilitation Programme (DWRP). The retrenched workers would be trained in spinning, weaving, designing & printing, etc. with the objective

of providing employment in the Primary Textile Sector PTS). Besides, training will be provided on handicrafts, nursing, hotel catering, small business, and entrepreneurship, which could help them find alternative employment. Micro-credit support for this group of women is also planned. Third, the Small Enterprise Capacity Enhancement Programme (SECEP) is designed to provide support to the small RMG producers in forming strategic partnership and capacity building in the face of increased competition and thereby increasing their chance of survival. This component includes separate programme on technological capacity development for SMEs in the textile and clothing sector. This sub-component will help the SMEs to get access to simple and better technology to promote their competitiveness as well as to help achieve the compliance requirements of the buyers. Fourth, there will be support for the primary textile sector in terms of quality enhancement of the products and reduction in costs. Fifth, assistance is planned for the handloom sector so that they can be more competitive. The programme plans to set up separate design and development centres for both the primary textile sector and the handloom sector. Finally, as an essential component of the programme, support to forward linkage industries (such as designing) will be provided. Activities relating to exploring new markets (e.g., market opportunities in the newly acceded EU member countries) will also be promoted. Besides, in the budget for FY06, an allocation of Tk.200 million has been made for the RMG sector for 'retrenched workers training and re-employment'. An action plan is being prepared and a cell has been created to collect information on garment factories, workers, etc. and execute the plan. Several ministries led by the Commerce Ministry, BRAC and the Karmasangsthan Bank will participate in imparting training and re-training and rehabilitation work of displaced RMG workers under this programme.

### ***Supporting the Primary Textile Sector***

5.99 Primary textile sector (PTS) can emerge as a self reliant sector to supply textile products to meet the fast growing demand for domestic consumption and export. The Ministry of Textile and Jute is expected to play the role of a facilitator for overall development of PTS and provide policy support and other facilities to make the sector a strong base for backward linkage to RMG.

5.100 Sericulture and Silk Sector activities in which both public and private sector stakeholder's particularly poor rural people are involved is also an important focus. The Ministry of Textile and Jute provides policy measures for integrated development of the sector to make the sericulture and the silk product competitive in the domestic and export market. Bangladesh Sericulture Board (BSB), Bangladesh Sericulture Research and Training Institute (BSRTI), and Bangladesh Silk Foundation (BSF) will have to meet the challenges of providing the necessary extension and training services for the development of HYV of mulberry leaves and silk worm involving the rearer and reelers and NGOs working with them. The sericulture sector carries significant potential for poverty reduction but such potential remains largely unrealized till today.

### ***Promoting Export Diversification***

5.101 To help promote export diversification, the Government is offering a number of attractive incentives. The Export Policy (2003-06) has identified 5 products, viz. (1) software and ICT products, (2) agro-products and agro-processed goods, (3) light engineering products (including auto-parts and bicycles), (4) leather goods, and (5) high-value ready-made garments, to be considered as sectors with the highest priority. A number of other commodities, viz., pharmaceuticals, cosmetics and toiletries, luggage

and fashion goods, electronics, CR coils, cards and calendars, stationary items, silk cloths, handicrafts and herbal medicines and medicinal plants have been listed as special development sectors. Sectors with the highest priority and under special development programmes are to receive various generous facilities that include, amongst others: (1) project loans at lower interest, (2) income tax rebate, (3) cash support, (4) export credit on easy terms and reduced interest rates, (5) reduced costs for air cargo, (6) duty drawbacks, (7) infrastructural development support, (8) expansion of institutional and technical facilities for product quality, (9) providing support for marketing of products, (10) to support market search activities abroad, and (11) to help attract foreign investment. In the budget of FY2004-05 a 30 percent cash incentive scheme had been introduced for exporters of agro-products and agro-processed goods. This 30 percent cash incentive scheme will also continue during FY2005-06. 10 other major products are also given cash supports for exports at varying rates.

5.102 Export Policy 2003-06 aims at increasing export, creating job opportunities and alleviating poverty. It is characterised with stressing need on product-based and sector-based development. Three business promotion councils on ICT, light engineering, herbal and medicinal plant, and leather sectors have already been formed and some more council (e.g., pharmaceutical products, agro-processing products, poultry, etc.) are at the formation stage. These Councils are unique examples of public-private partnership. The government has also set an ICT Business Centre in Santa Clara, USA for the promotion and development of the ICT industry in the country. A seal of quality organisation is being set up to ensure quality and traceability at all stages of shrimp hatching, growing, processing, packaging, transporting and shipping of frozen shrimps. Modern slaughtering houses are being set up in major municipal corporations to ensure production of better quality leather. Steps had been taken to establish a leather service centre with financial support from International Trade Centre (ITC), Geneva. The centre will encompass quality testing and certification of leather and leather products. Another project has been taken for the improving the tanning and finishing methods of leather with the financial assistance from EU. The project will be implemented by ITC, Geneva in collaboration with the Leather Sector Business Promotion Council.

### ***Future Strategy of Trade Liberalisation***

5.103 Bangladesh is committed to setting up a domestic incentive structure, which is largely non-distortionary in nature and minimises policy-induced anti-export bias. Future trade liberalization will focus on several aspects.

5.104 Since government revenue is heavily dependent on trade taxes, an associated problem of tariff liberalisation is the loss of tariff revenue and its effect on the budget balance. Alternative sources of revenue must be ensured if a sudden rise of the budget deficit, which is already high, is to be prevented. Efforts are under way to increase revenue from direct taxes. If indirect taxes such as VAT and supplementary duty are applied uniformly on both domestic production and imports, it would both reduce anti-export bias and increase government revenue by widening the tax-net.

5.105 The successful launching of the multilateral trade organization WTO has been paradoxically followed by an explosive growth of bilateral and regional free trade agreements around the world. It seems that as the opportunities for discriminatory trade treatment between member countries diminish because of the MFN rule of the WTO, they are positioning themselves in an attempt to create sheltered exclusive markets for themselves through bilateral and multilateral free trade agreements. Bangladesh has been very late in seizing on this opportunity. It is not a member of any operational free trade areas.

Bangladesh has joined three regional free trade blocks namely, South Asian Free Trade Area (SAFTA), Bay of Bengal Initiative for Multi-Sector Technical and Economic Cooperation (BIMSTEC) and Trade Preferential System among the member states of the Organisation of Islamic Countries (TPS-OIC). Although all signatories have agreed upon the broad framework of these three FTAs, the details and modalities are now being negotiated. Whether and to what extent the FTAs will benefit Bangladesh will depend on the details of such matters as tariff concessions, scope of negative lists, rules of origin, disciplines on non-tariff barriers and contingency measures and investment facilities that the members agree upon. Bangladesh needs a very strong trade negotiation team, backed up by adequate analytical research on relevant issues, in the ongoing negotiations of SAFTA and BIMSTEC and TPS-OIC to obtain maximal trade advantages for domestic enterprises. Unless right deals are negotiated, it is possible to end up with modalities that would give disproportionate advantages to the larger, technologically advanced and dynamic enterprises of the more developed member countries to the detriment of the interest of the smaller domestic firms. They may not be able to withstand the uneven competition from these better-resourced foreign firms. The accelerated growth opportunities that trade is supposed to open up may not materialise.

5.106 It is equally important to have a very strong trade team in Geneva to defend the trade interests of the country in the WTO. The rules and regulations of the WTO are binding on all signatories. It will be virtually impossible for a small country such as Bangladesh to wriggle out of any commitment that it has already made. It is absolutely essential that no commitment is made without understanding its full implications. This will require a strong trade team in Geneva that has the capacity to analyse the issues, recognise the undercurrents and negotiate the right deals. To build up such a strong trade team it might be necessary to have a separate mission in Geneva for the WTO only. It should be staffed exclusively by economic and trade specialists.

*The relevant Policy Matrix providing major goals and actions to be taken for trade promotion is presented in Annexure 4.*

## **5.C Strategic Block II: Critical Sectors for Pro-poor Economic Growth**

### **5.C.1 Agriculture and Rural Development**

5.107 Since three-quarters of the country's total population and 85 percent of the total number of the poor live and earn their livelihood in the rural areas, the Government has identified agriculture and rural development as the topmost priority sector for rapid poverty reduction. With about 25 percent of GDP contributed by agriculture (crops 14 percent, forestry 2 percent, livestock and poultry 3 percent and fisheries 6 percent) and another 36 percent by the rural non-farm sector, the rural economy as a whole contributes more than 60 percent of total GDP. Agriculture generates two-thirds of total employment, contributes a quarter of total export earnings and provides food security to the increasing population.

5.108 Despite an impressive growth in food grain production and considerable synergies created in the rural non-farm sector, poverty and malnutrition remain critical problems. To ensure continuing food security and generate high economic growth required for rapid poverty reduction, the strategic importance of agriculture and rural development stand second to none. The policy framework in place to support this strategic choice focuses on four issues: intensification of major crops (i.e. cereals), diversification to high-value non-cereal crops (i.e. vegetables and fruits), development of non-crop

agriculture (i.e. fishery, poultry, livestock), and promotion of rural non-farm activities (i.e. rural construction, transport and services).

5.109 The overriding objective of the Government is to ensure adequate food supply to its current 140 million people. This is the basic and fundamental issue with respect to food security. Agriculture and the rural economy are recognised as the key driver of pro-poor growth strategy. The overall policy of the Government is therefore to create an enabling environment and play a supportive role so that agricultural production can move from a predominantly subsistence level to a more diversified commercial pursuit with appropriate attention to the challenges of productivity increase and environmental sustainability. While rice and other cereals production will be supported for ensuring food security at the national and household level, high value vegetables, fruits and other horticultural crops will be promoted through a crop diversification programme. The dynamic potentials of the emerging sub-sectors of fisheries, poultry and livestock will be given critical policy attention. The Government is committed to ensuring input supplies, credit deliveries, technological support and marketing services. Along with the Government's pro-poor programme, the private sector and NGOs will be supported, so that they can play a more proactive role in transforming agriculture and the rural economy.

### **5.C.1.1 Crops**

5.110 The crop sub-sector, which accounts for about 73 percent of the agriculture and forestry sector GDP and about 14 percent of total GDP, still remains the single largest economic activity in the country. Rice alone occupies three-fourths of 14.3 million hectares of cropped area and contributes about two-thirds of the agriculture and forestry sector GDP. Rice and wheat production more than doubled from 11.47 million tons in the mid-1970s to 27 million tons in 2002/03 though the amount of land available for cultivation steadily declined. This has been attributed to significant policy shifts towards increased private sector involvement in input distribution, liberalization of equipment imports, deregulation, rationalization of subsidy and restructuring of agricultural research-extension linkages. These pro-market policies will continue and any barriers to market operations will be removed. Market linkages require greater dialogue with the private sector.

5.111 The upsurge in cereal production has enabled the country not only to close the food gap but also attain a modest surplus of cereals in recent years, although year to year fluctuation in production necessitates occasional food imports. There has been a significant increase in maize production at an average annual growth rate of 19.5 percent during 1999-2003. Besides, production of vegetables rose by almost 20 percent a year since the mid-seventies, resulting in more than a 500 percent increase to date. Overall, growth in oilseeds and pulses production over the same period was slower at about 4 percent per year. However, since the mid-90s, the production of oilseeds and fruits has stagnated, while pulses and jute production have actually dropped. The government programmes to increase production of non-rice crops, especially high- value vegetables and fruits will be further intensified.

5.112 The major thrust for reduction of poverty in rural areas will be given to the crop sub-sector. It is estimated that agriculture will have to grow at 4-4.5 percent in order to achieve the targeted growth rate of 7 percent over the medium-term. Crops, being the most important determinant of overall agriculture sector growth, must also grow at the same rate. This is possible as the crops and vegetable sub-sector

already demonstrated a 4.5 percent growth rate during the second half of the nineties, although the growth rate shows some signs of deceleration in recent years. Given the long-term growth trend in the crop sector, this apparent slowing down is a temporary phenomenon which can very well be the result of low profitability caused by declining real rice price, increasing fertiliser/rice price ratio, and declining public sector investment in agricultural research and marketing services. Low rice price has been good for the poor, but bad for the rice producers and for overall output growth. The Government recognises these underlying issues and wishes to adopt appropriate policies so that the crop sector as well as agriculture in general can be revamped quickly. The recent Food and Agriculture Organisation (FAO) supported Agriculture Sector Review (Crop Sector) is a significant positive step; the suggested set of policy briefs is under close scrutiny of the Government and some of the recommendations are being taken care of already.

5.113 Keeping in view the pro-poor growth strategy, the strategic goals and actions are summarised in the policy matrix for agricultural growth. The major issues and policy interventions in the crop sector are outlined below.

5.114 **Productivity Gains:** The crop sector suffers from low productivity. The main reasons include degradation of soil fertility due to unbalanced use of fertilizers, expansion of crop cultivation to more unfavourable and dispersed location, and low investment in seed-fertilizer-irrigation technology. There are significant gaps between yields achieved by experiment stations and farmers in different regions. To close the yield gaps increased investment will be required for the development of suitable crop varieties, seed quality, soil health, pest management, agronomic practices, flood control, irrigation and water management. The government is concerned about supporting farmers to increase productivity to keep ahead of falling prices of their produces. There is a congruence of understanding at high level policy making that productivity gains can only be obtained by putting more scientific resources into research, technological up-scaling and reducing cost of production. Cheap and stable food prices, which can be achieved through productivity gains, are not only pre-requisite for rapid poverty reduction but are also a significant contributor to industrial growth, particularly rural industries, as evidenced in many south-east and north-east Asian countries.

5.115 Biotechnology research on rice and other crops that have already been started in BRRI and BARI on a limited scale will be given priority. It has been found that improvement in yields benefits the poor most. Agro-ecologically disadvantaged regions such as deeply flooded areas; char land, flash flood-prone areas, coastal tidal surge and salinity prone areas, and hilly areas together constitute about 41 percent of the country. A large number of poor people live in these areas. These regions show lower yield and productivity, compared to the national average and therefore need special support for the development of agricultural technologies, communication, transport and marketing systems, disaster mitigation, and agricultural credit and extension delivery systems. These will expand the production base as well as livelihood opportunities for the poor. Overall, productivity gains can only be accomplished through significant increases in investment in agriculture and this is unlikely to occur without adequate price incentives to major crops, especially *bor* rice, which is currently dependent on high-cost groundwater irrigation.

5.116 **Profitability Concerns:** Low profitability of HYV rice culture and most other crops diminishes the competitive strength of Bangladeshi farmers, three-fifths of whom cultivate less than an acre of land on average. Fertilizer-rice price ratio has increased over the years. The higher price of material inputs relative to price of outputs makes crop production a low-profit activity. Irrigation and human labour account for most of the production costs. Net return from family labour engaged mainly in crop farming

is too low for it to provide adequate sustained livelihood. Bangladesh agriculture needs to overcome low yield and low labour productivity. Although a modest increase in agricultural real wages together with gains in rice yields did benefit the poor consumers, low food grain price over the nineties has not given enough incentive to rice producers. It is crucially important to maintain an adequate price incentives environment and smooth availability of fertilisers and diesel as well as paddy price support in the crucial *boro* harvest period and also for *aman*, both of which are becoming more cash intensive. This will require removal of capacity constraints in the paddy trade around harvest time of *boro* when paddy marketing can be seriously hindered by showers and even flooding.

5.117 Bangladeshi farmers need a level playing field to compete with neighbouring countries which have elaborate systems of support for agriculture including heavy subsidies on irrigation and electricity. Bangladesh has reduced subsidy on agricultural inputs and its current level of subsidy to agriculture is much lower than the permissible limit. Bangladesh faces tough competition from cheaper imports of rice from India. Indian exchange rate depreciation is reportedly a major factor, which favours export of Indian rice and most other agricultural products to Bangladesh. Against this backdrop, agriculture as well as the agriculturists deserves appropriate support. Indeed, the main challenge for the Government will be to identify the right type and mix of support programme and prioritize implementation strategy, so that the support package will contribute to productivity gains as well as benefit the poor farmers most. At the same time, appropriate policy measures should be taken with respect to rice imports to maintain a balance so that rice price in the domestic market is not too low to discourage the rice producers or too high to affect the poor consumers. Striking a balance is not an easy job. It requires constant monitoring of food market, food imports, government stock management, early warning system, market intervention when needed. Such monitoring efforts require building up a comprehensive and reliable data base on food and agricultural commodities.

5.118 **Broad-based Support to Agriculture:** Other broad based supports are also under consideration for the development of agriculture and agriculturists in a sustainable manner. These include access to quality seed, fertiliser, diesel and other inputs at right price and time, expanding output price support, making rational choices about input subsidies on critical examinations of their effects on small holders' production, providing credit for small farmers, subsidizing the installation and maintenance of electricity connections to irrigation pumps, maintenance of rural roads, enabling storage, processing and marketing of perishable high-value farm products in the private sector, and enhanced support to technology research and extension, and, agricultural education with particular focus on quality improvement in all production environments.

5.119 **Diversification to High Value Crops:** As part of the drive for commercialization of agriculture, renewed emphasis is given to increase production of other non-rice cereal crops, especially maize and oilseed, which have a better sequence, in addition to high-value horticultural crops. These include fruits, vegetables, flowers, ornamental and medicinal plants. In addition to fiscal and technical assistance, infrastructure and marketing supports will be provided to develop fully integrated supply chains for vegetables and fruits including reliable processing, storage and transportation capacities at the local and national level. To realize these, several issues such as product standardization, food safety, sanitary and phyto-sanitary measures need to be taken care of. Crop diversification or shift to high value agriculture should not, however, be done at the expense of staple food rice which may otherwise jeopardize national food security.

5.120 **Pro-market Input Distribution:** Distribution of irrigation and farm equipment will remain a private sector activity. For supporting spread of irrigation in the private sector, adequate paddy price

support in the main *boro* harvest month (May-June) is crucially important. The private sector will be encouraged to fully participate in quality seed development and its marketing. For quality control and reliable supply, a regulatory framework will be needed. BADC will rationalise its mandated function of ensuring quality seed delivery to farmers and also facilitate effective participation of private sector in seed trade. Fertiliser and pesticides are distributed by the private sector but any market distortion in regard to dealership, quota and restricted movement of fertilisers will be removed to ensure timely availability at fair prices.

### **Integrated Farming**

Shafiqul Islam is the second son of Mir Mohammad Tayebuddin. Shafique lives in a joint family of 13 members. He is married and has two sons. They live in a remote village of Fulbaria Upazila of Mymensingh District.

Shafique came to know about the Development of Sustainable Aquaculture Project (DSAP) through the partner NGO SARA (Social Association for Rural Advancement) in 2003. He attended the aquaculture foundation training organised by SARA and got some understanding of the modern methods of fish culture in rice fields. He learnt that rice-fish cultivation is more profitable, compared to cultivating only rice. Shafique discussed this idea of fish culture in the rice field with his father and three of his brothers. He also told them that he would like to cultivate some fruits and vegetables on the dikes around the rice field.

After getting consent from the family he made a small ditch in a corner of the 22 decimal plot. Mamunur, Field Assistant of SARA, regularly visited his field for necessary counselling and technical assistance. Shafique with the help of his brothers transplanted high yielding rice variety (BRRI dhan-28). He collected papaya seedlings from the upazila nursery and planted them on the dikes. He also planted some gourd seeds (snake gourd, ridge gourd, bitter gourd, sweet gourd) for intercropping. When the rice plants were about a month old, he stocked fingerlings of rohu, Katla, common carp, silver carp and shorputhi in the rice field.

Shafique and his family members started collecting leafy vegetables and gourd for household consumption within the third month of cultivation. They grew plenty of vegetables on the new dikes. The large family of Shafique consumed much of the vegetables grown on the rice field dikes and also sold some for Tk.1,200 in one season. The sale from papaya was Tk 4,300. They harvested 13 maunds (483 kg) of paddy, the value of which was Tk.3,250. Shafique and his father informed that they got two maunds of rice (74 kg) more than in the previous years. They started harvesting fish from June 2003. Shafique and his family members were surprised at large number of fish produced in their rice field. After five months the size of fish in the rice plot was larger than those grown in any of the neighbouring ponds. Shafique's father told that they started consuming fish after two months of stocking. The value of the fish that they consumed would be about Tk.3,000 and the cash income from fish sales was Tk.9,200. The total expense for rice field preparation, fertiliser, transplantation, fish stocking and vegetable cultivation was Tk.6,700. Therefore, the gross income he made from the integrated aqua-agriculture was Tk.17,950. Shafique made a net profit of Tk.11,250 in 2003 from the rice-fish and dike cropping.

*Adapted from Mid-term Review of the Development of Sustainable Aquaculture Project, World Fish Centre, Dhaka, May, 2004*

#### **5.C.1.2 Fisheries**

5.121 The country has experienced significant growth in the fisheries sub-sector. Although fish production from rivers and estuaries has declined, overall fish production has grown at 6-8 percent over the 90s, but it has slowed down since 2000/01. The main spurt came from the rapid growth in aquaculture: pond fishery and shrimp culture. More recently, floodplain fisheries have emerged as a highly potential area with particular significance for poverty reduction goals. The sub-sector contributes over 5 percent to GDP and export earnings and employs about 10 percent of the total labour force. The increased production is reflected in a growth in the share of fishery in the aggregate value of agricultural production. This is also reflected in a modest increase in per capita fish consumption during the nineties. As fish is income elastic, the aggregate demand will continue to rise with a rise in income. A

comprehensive effort to increase fish production can thus draw upon this certainty of an expanding domestic market alongside export opportunities.

5.122 For accelerating fish production, the inadequate supply of quality fish seed is the primary constraint. Fish inbreeding has taken and is taking a very serious toll on inland fish production. The fish industry needs to follow the lead of poultry industry and develop a superior genetic hub consisting of parent stock breeding programmes and hatcheries to supply increasing demand for fish fingerlings.

5.123 Inland open water capture fisheries have declined substantially and losses in output from this source have adversely affected the poor who used to earn a livelihood from subsistence fishing in the floodplain. Traditional livelihood opportunities of the poor in the shrimp sector have been adversely affected. However, the rapid growth in inland culture fishery at about 14 percent per annum has largely offset the loss in capture fishery. The issue of employment and livelihood opportunities in backward and forward linkage activities - fingerling production, fish catching, processing, marketing etc - has also gained prominence. Especially, home-based pond aquaculture involves women and children. The recent innovation of poly-culture in rice fields has opened up further opportunities for small and marginal farmers to exploit whatever little land they have in growing fish in rice plots concurrently and alternately. However, the sector suffers from shortage of quality fish seeds for which brood fish stock, hatchery and nursery management has to be addressed seriously.

5.124 The Government is committed to accelerate fisheries sector growth. The overall strategy of fishery sector development will envisage intensification of aquaculture by species and ecosystems, addition of export-oriented species, ensuring bio-diversity and preserving natural breeding grounds, product diversification and value addition, and development of appropriate marketing infrastructure. The capacity of the Department of Fishery (DoF) will be redefined and strengthened so that it can consolidate and continue to support inland aquaculture through intensification of culture fisheries with improved knowledge of fish culture, brood fish stock, quality fingerlings and feeds. The underlying strategy will be to promote a dynamic rural aquaculture, involving the key actors among NGOs, private sector entrepreneurs and community-based fishing groups, i.e. fish farmers, hatchery and nursery operators, fingerlings vendors, feed manufacturers and fish processors. DoF will preserve, patronise and make more productive use of inland capture fishery through community based participation of fishermen and fishery related stakeholders. Fisheries research will be upgraded to continue flow of technology generation. Various policies of other ministries impinge upon the fishery sector development because these policies regulate the availability of, access to and use pattern of the open water bodies. These will be coordinated and a necessary legal framework will be formulated. Specific programmes will be undertaken to maintain water bodies and make them available for improved aquaculture. Development of water bodies should be planned by BWDB and LGED in coordination with DOF and DLS. The strategic plan for the implementation of the National Fisheries Policy will be finalised so as to increase productivity of scarce fishery resources and also to ensure access of the poor and community groups to water bodies. The plan of action will address development of inland and coastal fishery management, education, research and extension services, organizational as well as commercial policies (i.e. marketing, processing, quality control, export and transportation). Especially quality assurance in fish harvesting and processing will be emphasized.

5.125 The leasing policy of jalmahals will seek to optimize equity and productivity concerns. Three points merit priority consideration: firstly, the importance of appropriate long-term leases, secondly, the

importance of viable production plans against which jalmahal lease rights are to be granted, and thirdly, ensuring adequate opportunities for poor fishermen and community groups to be participant in the process. These steps will not only increase access of the poor to open water resources for fish culture but also increase productivity of inland capture fishery. For all of the above to work effectively, it is also important to consider the vesting of jalmahal ownership in DOF rather than the Land Ministry. In the event of the last, DOF will have to find effective and innovative solutions to the problem of an adequate field presence to deal with the expanded supervisory load.

5.126 Human resource development will be given priority by the Department of Fisheries, while skill development with respect to fish production, processing and marketing at the local level will be accomplished through public sector agencies, NGOs and private sector. Revamping the research infrastructure to support the needs of a dynamic and expanding sector will be given priority.

### **5.C.1.3 Livestock and Poultry**

5.127 The livestock and poultry sub-sector has turned out to be a promising and dynamic sector with enormous potentials for rapid poverty reduction. The sub-sector as a whole has shown a modest secular growth rate of about 2.6 percent annually over the nineties. But poultry and milk production demonstrated an impressive growth of around 10 percent per annum since the mid-seventies. With the rapid urbanization and income increase, the demand for livestock and poultry products (e.g. meat, milk and egg) will continue to rise because of high-income elasticity of demand for these products. However, the major limitation of the sub-sector is that it is primarily a subsistence production organization, which is individual family-based, small-scale and dispersed and is not capable of ensuring stable supplies to the major centres of demand. Productivity is low, which is the result of poor genetic stock, poor herd health, poor nutrition and poor husbandry practices. Therefore, community-based organization of production, processing and marketing of livestock products is required.

5.128 Milk has a huge potential for import substitution if it can be produced, processed and distributed hygienically. But low yield per cow, due to genetically inferior stock and cattle's poor feed conversion rate, high unit cost of production and low farm gate price of milk remain major constraints. The problems are further compounded by the importation of powdered milk, which is cheaper than locally produced raw and pasteurised milk. All these put the commercial dairy farmers, small or large, at a disadvantage. To move out of this situation intervention is needed on many fronts. These include upgrading of genetic stock with inexpensive high quality imported semen, strengthening of animal feeding programme, dissemination of scientific knowledge about animal husbandry, expansion of animal health care services, and marketing of milk and milk products. The community-based production, processing and marketing of milk by Milk Vita and BRAC in some prominent milk pocket areas demonstrate encouraging examples of an integrated milk supply chain through contract growing with small holders. To encourage the private sector to invest more, the Government should gear up its facilitative role, especially in designing clear policy framework under which semi-government agencies like Milk Vita, particularly NGOs and private sector should operate business activities.

5.129 In recent years the private sector has taken up poultry and dairy farming on a commercial scale. These are generally capital intensive, knowledge-based and risky, and therefore the farmers need technological, financial and marketing support. There are millions of small poor households where men, women and children are engaged in rearing animals and poultry birds on a small scale in their home

yards. The husbandry practice is simple and environment friendly and does not compete with crop farming or other home-based economic pursuits. Besides, the poor get employment in various backward and forward linkage activities related to commercial poultry farming. A few private sector firms have ventured into the contract growing of poultry and milk products supporting small farms with improved poultry and dairy breeds, quality input supplies, demand-led extension services and assured marketing facilities for poultry and milk products. Cattle development for meat purpose is also a priority agenda of the Government.

5.130 The Government's strategy is to harness the full potentials of the sub-sector through creating an enabling environment, opening up opportunities, and reducing risk and vulnerability. The private sector will remain the main actor, while the Directorate of Livestock Services (DLS) will play a supportive role. One major shortcoming is that the Government budgetary provision for the livestock sub-sector has been traditionally too meagre to compare with crop sector allocations. This has to be increased manifolds if there has to be significant development in this sub-sector, but these will necessitate increased provision of trained manpower linked to expanded nationwide outfit of DLS. The Government is already in the process of preparing a comprehensive livestock policy with FAO support. The proposed livestock development policy will emphasise: (i) enhancement of the knowledge base of small holders on animal husbandry, nutrition and disease control through a community participation approach, (ii) provision of technological support with respect to disease control, genetic stock development, and supply of quality feeds, vaccines and medicines, (iii) training and education on livestock and poultry development, (iv) provision of adequate technical, financial, infrastructure and marketing support for large, commercial farms as well as small-scale home-based farms, (v) strengthening and broadening of livestock extension and veterinary services, integrating community-based participation at the local level, (vi) promotion of a private sector-led supply chain i.e. contract growing of poultry and dairy products involving small rural producers, (vii) introduction of livestock insurance programme, and (viii) enhancing budgetary support for livestock research and extension with necessary institutional strengthening of DLS. Two levels of actions are envisaged. DLS as the principal public good delivery agency should continue to mainstream analysis and prevention of contagious animal diseases and diseases that can pass on to humans and the rule of service provision for individual livestock rearers (i.e. animal vaccination, treatment, first-hand diagnosis and technical advice) should be shared with and gradually phased out to private sector and NGOs when they are fully developed.

### **Contract Growing of Poultry**

Aftab Bahumukhi Farm Ltd.(ABFL) in Kishoregonj has started contract growing of poultry birds since the early 90s. The number of parent stock birds housed per year increased from 2000 in 1995 to 220,000 in 2001. Similarly, the number of birds in broiler contract farms increased from 12,500 to 235,000 in 2001. The company imports day-old chicks of parent stock from abroad and distributes them straight away to the contract growers along with provision of essential support services such as quality poultry feeds, medication and vaccination, poultry raising training, credit and technical support. The company then buys back hatching eggs from the contract farmers at a guaranteed price of Tk.2 per egg, meaning a net grower's profit of approximately Tk.30,000 per month from 2500 parent stocks. The day-old chicks are then distributed to the contract broiler growers, who are also provided with high quality poultry feeds, medication and vaccination, poultry raising training and other technical support. On an average, some 12,000 broilers are sold per day (10,000 as live birds and 2000 for dressed boilers to be sold in Dhaka city). The contract growers make an average income of Tk.5 per kg of broiler (production cost per kg is Tk.55 as against the guaranteed price of Tk.60 per kg).

In 2001, 1500 rural households benefited directly with another 600 households benefiting indirectly from broiler contract farming. Major RNF activities in contract poultry farming involve supply of trained labour, manufacturing of poultry farm

equipment (i.e. iron cage, trays, brooder, drinker, feeder, etc), making of poultry shades with pucca floor, bamboo platforms, poultry feed preparation and distribution, packaging, transportation and marketing of poultry products, and also processing/dressing of broilers at the local level.

*Adapted from M.A.S Mandal, et. el. Hand in Hand with Agriculture: Promoting Rural Non-farm Economy of Bangladesh, (Forthcoming)*

#### **5.C.1.4 Forestry**

5.131 Although forestry accounts for hardly 2 percent of GDP, its importance is increasing as it has grown at around 4 percent annually over the nineties. Officially, forestry covers about 2.5 million hectares or 17 percent of total land area. However, if one considers the encroachment into reserved forest areas, clearing of forestland for cultivation and felling of trees, actual area under forestry is far less than the official estimates. Fortunately, growth in social and community forestry as a result of vigorous campaign for tree plantation has already made a significant contribution.

5.132 The forestry development programme aims at large-scale afforestation, preservation of forests, increase in timber supplies, and preservation of bio-diversity and wild life. The main objectives of the twenty- year Forestry Master Plan (1995-2015) and the National Forestry Policy are to promote production- oriented and participatory forestry development, so that at least 20 percent of the country's land is brought under the afforestation programme through the coordinated efforts of the government, NGOs, the private sector and the local people. The major areas of intervention include expansion of forest in depleted hills and *khas* land, tree plantation in rural areas on private land and along the roadsides, railway tracks, embankment slopes and courtyards of rural organizations through community participation of the poor. These areas can be used for cultivation of grass simultaneously with trees, which will enlarge the market for green grass so vitally required for improvement of animal farming. The programmes for the integrated bio-diversity conservation in the Sundarbans reserve forest, the coastal green belt and intensive afforestation will get priority.

5.133 The afforestation programme encourages planting of fruit trees alongside timber, fuel wood and non-wood forest products. Women are especially encouraged to get involved in homestead and farm forestry. Attempts are also needed to promote agro-forestry so as to increase land productivity from simultaneous cultivation of crops, trees, grass and herbs. Social forestry, developed through the tripartite arrangements amongst the government agencies, NGOs and poor households, have shown bright prospects in terms of employment and income generation for the poor. The state-owned forest-based industries will be made more competitive and profit-oriented. The institutional capacity building will include strengthening of forestry education, training and research as well as improvement of the operational efficiency of the Forest Department.

#### **5.C.1.5 Cross-Cutting Issues**

5.134 **Agricultural Research, Technology Generation and Dissemination:** The improvement of technology generation is crucial for increasing productivity and competitiveness of non-crop enterprises. The agricultural R&D system developed a large number of profitable technologies related to HYV of rice and non-rice crops. Agricultural research will remain largely in the public domain, but efforts are being made to develop programme to involve NGO and private sector in research and dissemination of technology knowledge. The capacity of the ten NARS institutions will be further strengthened through

supporting quality research, human resource development, prioritizing farmer's demand-led research and adequate incentive structures for the scientists. Agricultural research gets too small a budget (e.g. about 0.2 percent of GDP) to make any significant progress. The total budget for agricultural research should be significantly increased to at least 0.5 percent to make a breakthrough. Side by side with crop based research, increased attention will be given to R&D in the non-crop sector including livestock, poultry, fishery and forestry.

5.135 There is a need to seriously address three critical issues facing NARS: (i) need for increasing autonomy of the NARS institutions which requires introducing reforms in public agricultural research system, (ii) need to have uniform service and business rules; and (iii) need for more financial resources, especially revenue budget. Besides, more provisions will be sought for greater private sector participation and out sourcing of research and extension functions.

5.136 Bio-technology research will get high priority in agricultural research programmes. The government emphasizes the need for a regulatory framework for the release of bio-engineered technology, because unfettered releases could seriously damage the environment, put human health at risk and operate against the interests of the poor.

5.137 **Demand-led Agricultural Extension:** The mainstream government extension agency (DAE) has on board the National Agricultural Policy, its Plan of Action, the New Agricultural Extension Policy and the Strategic Plan. All these plans have a pro-poor focus and stress on participatory extension services involving wider rural communities i.e. farmers, landless households, different occupation groups and women. These are to be implemented as per Plan of Action with necessary amendment and clarification in response to changing demands of commercialization. While the DAE has a wider extension outfit up to the local level, fishery and livestock extension services are far less endowed with manpower or budgetary resources. The livestock service especially needs strengthening in terms of manpower, resources and policy supports. Emphasis will be given to facilitate partnership of DAE, DLS, DoF and BRDB cooperatives with the private sector and NGOs, which have evolved many successful approaches to disseminating promising technologies. The DAE, DLS and DOF, the mainstream agricultural extension agencies have been mandated and inspired to improve service delivery system and integrate agricultural extension system (at low additional costs) with proven good extension practices by NGOs and private sector actors.

5.138 **Revamping Agricultural Marketing:** Various marketing services are a prerequisite for developing a vibrant commercial agriculture. To this end, the on-going programmes will continue to develop marketplaces and market outlets. The Department of Agricultural Marketing (DAM) needs strengthening with adequate manpower and resources so that it can take on modern marketing services for not only crops but also high value agro-products. For this, DAM staff network will be adequately equipped and upgraded to support private sector and NGO actors with advice and information flow on prices, processing, handling, storage and transportation services. The DAM will promote an innovative marketing system such as contract growing integrated with a supply chain of high value agro-products in which the private sector has demonstrated success. Overall, the role of private sector in providing agricultural marketing services will be scaled-up and facilitated with regard to use and management of markets and wherever possible in investing in improvement of market facilities.

5.139 **Agro-processing:** Agri-business and agro-processing is given top priority as a thrust sector to promote value addition to crops, livestock, fish and horticultural products. Increased budgetary allocations are made for supporting agro-processing activities, which remain predominantly in the private sector. The Government will continue to support the agro-entrepreneurs through infrastructure development, concession on import duties, export bonus and income tax exemption. The private sector will also get support for technical training, technology development, and improvement of hygienic standards, handling and packaging of processed products. It is crucially important to recognize that without compliance with the capacity to meet international standards for food safety, sanitary and phytosanitary measures, exports are unlikely to become significant. Food safety should be strengthened for the domestic market as a way of strengthening export readiness of agricultural products.

5.140 **Land Related Issues:** Land has competing uses in agriculture, industry, infrastructure, housing and urbanization. The country loses arable land roughly at 1 percent annually, which together with population growth results in rapid reduction in average farm size and increasing fragmentation of holdings. The unequal land distribution is the major source of rural income inequality. The number of effectively landless households is ever increasing. Given the absolute scarcity of land, limited administrative capacity, a radical distributive land reform is neither possible nor feasible, but stronger directions should be signalled for updating of share-cropping and minimum wage legislation of 1984, protection of tenant's rights and adherence to long-term leasing arrangements. The other and the most crucial task is to up-scale the soil fertility testing facilities involving the participation of the private sector. For enhancing productivity of land when farm size is declining, technology-based changes in production organization need to be promoted. Contract growing of vegetables, integrated farming, and pond polyculture are promising examples. Some of the other priority areas for improvement of land use include: (i) protection and recovery of public land from illegal occupation, (ii) distribution of available *khas* land to the poor for housing, (iii) modernization of land records, updating and implementation of land use policies, (iv) ensuring access of the poor owners to their new accretion in char land (v) facilitating credit supports to landless and tenant farmers, (vi) prevention of alarming loss of agricultural land, and (vii) prevention of wasteful use of acquired land.

5.141 **Women in Agriculture:** Women are customarily involved in the post-harvest processing of crops, rearing of livestock animals and poultry birds and home-gardening of fruits and vegetables. They also engage in crop planting, weeding and other intercultural operations. Home gardening contributes to household nutrition intake. To the extent that they sell the products themselves, they do contribute to household savings, expenditures and investment. Indeed, there are poor rural women who earn from lending their small savings to various productive rural enterprises. Women, therefore, deserve to be mainstreamed in agricultural policy discourses. They need to be recognised as producers in the agricultural sector. Therefore they need access to women friendly agricultural extension and training services, literacy and numeracy, space and opportunities in marketplaces, credit support to women entrepreneurs, fair wages for production and processing labour and benefits of mechanization that reduce women's drudgery (i.e. mobile husking machine and power driven harvester). Women's issues need to be mainstreamed in crop, livestock, fisheries, irrigation and water resource management especially in surface water. Women need to play direct role in water management both at the national and community levels. Women's role in crop production also needs to be enhanced and in this respect

women access to land ownership need to increase through change in inheritance law and distribution of khas land to the poor women.

**5.142 Rural Finance:** The flow of rural credit from nationalised banks has been drastically reduced over the years. The closure of many loss-making bank branches has also slowed down credit delivery in rural areas. The majority of small holders have very little access to the credit facilities of the Government (e.g. BKB or PKSF). There should be a strong monitoring system developed to monitor present credit delivery to farmers and performance of delivered credit. The private banks do not have any rural credit programme at all. Micro-credit programmes of NGOs are limited to micro enterprises and bypass agricultural lending. Against this backdrop, the Government has put emphasis on expanding credit flow for the farmers and rural entrepreneurs. The most promising areas for investment include small businesses as well as high value agriculture, i.e. export quality rice, vegetables, fruits, rural aquaculture, poultry and dairy enterprises. Indeed, this will need an enabling environment and infrastructure development so that the banks and financial intermediaries find rural investment profitable. Effective financial institutions are also needed to tap small savings and remittances for productive investment. In fact, development of a vibrant rural capital market should get priority in the banking sector reform programme.

**5.143 Development through Cooperatives:** Cooperatives can be effective vehicles for the poor to play important roles in rural and urban economic development. While the earlier focus on cooperatives in Bangladesh was in the area of agricultural production, the focus has now extended to floodplain fisheries, agricultural marketing, social forestry, small-scale water development and micro-credit. With the emergence of market-oriented dynamic agricultural and non-farm sectors, traditional approaches to cooperatives as an organizational model and the extant cooperative law require a major review and reform to conform to the needs of the changed social and economic contexts. With success on such review and reform, cooperatives can come to play an important role in the pro-poor growth strategy underpinning the overall poverty reduction strategy.

### **5.C.1.6 Food Security**

**5.144** The food security issue is the core element in the struggle against poverty. Food security or insecurity has several dimensions, such as level of aggregation (national, household or individuals), seasonal production of staples, nutritional balance in diet, people's access to and utilization of food, and temporal uncertainty of supplies often caused by natural disaster or price hikes. In this respect it is important to take into consideration women's role in ensuing food security at the household level. Food security is given the topmost priority in Bangladesh. Side by side with domestic food production, greater importance is given to ensure access to adequate and safe food by all people at all times for maintaining an active and healthy life. Especially adequate access of the poor and vulnerable sections of the people to food absolutely requires improvement of their purchasing capacity and this will be accomplished through creation of employment opportunities in farm and non-farm sector. In addition, targeted food distribution programmes will be implemented in a cost-effective manner and to the extent that it does not depress domestic food grain prices too much to reduce incentives of the rice producers.

**5.145** Despite significant progress in domestic food grain production, poverty and food insecurity problems are massive in the country. Approximately half of the population lacks the resources to acquire enough food and consequently remain below the poverty line. The proportion of people below poverty line dropped by 10 percentage points between 1985/86 and 2000. Extreme poverty also decreased at a

similar rate. The gains in nutritional intake have not been so impressive. While average consumption of calories slightly increased, consumption of protein practically remained unchanged. About three-fourths of the total calorie intake is obtained from cereals, practically rice. More importantly, there are substantial variations in calorie consumption among regions and expenditure groups. At the household level food distribution among the members is not necessarily equal. Generally, women and children have less access to food than adult males. The per capita consumption of meat and eggs by the urban consumers is almost equal to the desirable of future consumption, but for rural consumers, consumption of these items falls far short of the requirement. The high consumption of cereals but low intake of pulses and other animal-based proteins results in a high level of anaemia and other micro nutrient deficiencies.

5.146 Keeping view these concerns, the Government has formulated several national policies integrating issues of food security. The national food and nutrition policy, 1997 and the national plan of action for nutrition are more comprehensive and these may form a starting point for the implementation of the policies. The Government will continue and strengthen its on-going nutrition and fortification initiatives at the field level through National Nutrition Project (NNP), Nutrition for Education Project (NEP) and VGD fortified ration. These will indeed be revised and updated. The long-term strategy for food security requires actions on two fronts. First is assurance of a continuous, hygienically sound low-cost food supply. Second is an income distribution that provides adequate purchasing power in the hands of the poor. To this end, the Government attempts to ensure affordable food supply through efficiency gains in production, distribution and trade. Indeed, efficient domestic production of food will require increased investment in technology generation through research and its dissemination through effective extension services not only through the government agencies but also increasingly through various private sector participation. Efficiency in food distribution will require credit support to food traders, removal of legal impediments to the grain trade, removal of extortion and harassment in food transportation, and reliable access to the international market for the import and export of grains. Finally, as a part of long-term strategy of food security for the expanding population, provisions and scopes should be kept open for improving understanding and making informed decisions about genetically modified food products.

#### **5.C.1.7 Rural Non-farm Activities**

5.147 The rural non-farm (RNF) sector has registered impressive growth over the nineties so that the I-PRSP rightly views it as the “leading sector” of the country’s rural economy. The green revolution driven growth in the grain sector, coupled with diversification into non-crop enterprises, prompted the growth of farm machinery manufacturing, servicing and ancillary services predominantly in the private sector. Increasing flow of remittances from abroad did also provide impetus to the growth of rural non-farm activities, especially those requiring start-up capitals. The RNF sector includes both farm oriented and non-farm oriented activities, encompassing rural manufacturing, transportation, trade and a whole range of services. While some of the RNF activities are being gradually squeezed because they are regarded as a residual type, a vast majority of them are very dynamic, contributing to agricultural production, income and productive employment.<sup>6</sup> In 1995/96, the sector accounted for over one-third of the country’s GDP. The sector grew at about 4.4 percent per annum and contributed over 40 percent of rural employment and more than a half of rural household income during the nineties.<sup>7</sup>

#### **Irrigation Equipment and Power Tiller Repair Service Market**

<sup>6</sup> M.A.S Mandal *et. el.*, Hand in Hand with Agriculture: Promoting Rural non-farm Economy in Bangladesh (forthcoming).

<sup>7</sup> World Bank study on Rural Non-farm Sector in Bangladesh, Volume 1, April 26, 2004.

In Ghatail, Tangail, there are about 15 irrigation equipment shops of which 5/6 deal in diesel engines and electric motors. Others sell irrigation pumps, pipes and accessories. In addition, there are about a dozen engine repair workshops with lathe machine facilities, which also manufacture low-cost engine spare parts.

Repair of Shallow Tube Well (STW) and power tiller engines on a seasonal contract basis has been widespread in the Ghatail area. A few years ago it was started by some rural mechanics who charged 4 maunds of paddy at harvest per STW irrespective of the number of breakdowns in the season. In recent years, the rate has diminished from 4 to 3 maunds of paddy due to competition arising from an increased number of mechanics. In Ghatail area there are about 30 STW engine mechanics but only a few of them have spare parts shops of their own.

Ashraf is an engine mechanic from Shailota village in Ghtatail. He contracted to repair of 39 STW engines spread over eight contiguous villages in Ghatail union in 2000. Costs of spare parts are provided by the STW owners. Since Ashraf also runs his own spare parts shop in the Hamidpur Bazar he supplies spare parts from his own shop on credit. He charges a little higher price if they are paid for in cash. The repair services include machine overhauling and oiling at the beginning of the season as well as mending the engines as and when required. In the 2000 irrigation season, Ashraf earned 117 maunds of paddy as payment for his service. He also contracted to repair of 5 power tiller engines at the rate of 8 maunds of paddy per year (i.e. 4 maunds for Boro land preparation and 4 maunds for Aman). Ashraf has his younger brother Abed Ali to work with him as an apprentice. Ashraf's family also has a new power tiller for hire service. They have a driver who is paid roughly 10 percent commissions on the service fees collected. Last year, Ashraf's power tiller earned approximately Tk 30,000 net of costs. In addition to providing repair services, Ashraf also took up the reconditioning of old engines for STW irrigation. The old engines are bought from the locality through an efficient network of mechanics who have the information about who has what type of engine and in what conditions. In 2000 he sold 18 reconditioned engines for STW irrigation. The prices of the reconditioned engines would be about 25-30 percent lower than for the new ones.

The reconditioned engine market has accompanied the rapid growth of rural repair services and contributed significantly to the rapid expansion of the irrigation water market in the country. The linkage of the growing irrigation water market with the power tiller hire service market has not only contributed to increasing HYV rice production but also generated considerable income and wage employment in the countryside. As Ashraf noted, more facilities for skill training, easy access to bank loans and provision of rural electrification are needed for further development of the equipment market.

*Adapted from Mandal,M.A.S. A Review of Bangladesh's Development-2002, Centre for Policy Dialogue, Dhaka,2003*

5.148 The RNF sector is quite diverse in its structure, scale and coverage, meaning that different activities require different working conditions, skills, education and infrastructure support. For example, while the service of a rickshaw van requires maintenance of good road conditions, a machinery workshop needs reliable supplies of electricity and working capital. A roadside restaurant or a rural food vendor needs training on nutrition and hygienic standards. Except for those operating capital intensive engineering workshops, saw mills or retail businesses, most of the others involved in common RNF service activities, either as self-employed or paid workers, come from landless or very small farm households and thus constitute by and large the poorer section of rural population. This warrants promotion of RNF activities as an important component of poverty reduction strategy. The experience of other Asian countries demonstrates that raising productivity in both farm and non-farm activities are the key to reduction of poverty in rural Bangladesh. Thus the key strategy of the Government should be to enable the cultivators to increase agricultural productivity and diversify to rural non-farm activities for income and employment generation of the poor.

5.149 The RNF sector faces several constraints related to market demand for RNF products, infrastructure, technology, institutional support, and macro-economic and trade policies. The promotion of the sector therefore requires several strategic choices and policy actions.

5.150 Firstly, the promotion of RNF activities needs to be highlighted as a poverty reduction strategy. Especially, those left out in the residual segments of RNF sectors will need coping mechanism and effective social protection support.

5.151 Secondly, RNF sector needs mainstreaming in policy discourse so that RNF focus is built into main rural development programme and project formulation process.

5.152 Thirdly, the key drivers of RNF growth need strengthening. For this, agriculture, encompassing crops, livestock, poultry, fishery and forestry should continue to grow as the key driver of rural economic growth. Additional gains from agriculture and allied professions have to be tapped in more dynamic non-farm activities. The other key drivers of RNF growth include focussing on diversifying domestic and export market for RNF products, using rural remittances for productive purpose and finding new drivers. As a policy choice the RNF sector should be left as an “informal sector” to maintain the growth momentum and accelerate poverty reduction.

5.153 Finally, the most important strategy for RNF development will be to allow the market to function more efficiently through removal of barriers and creation of an enabling environment. The candidates for immediate intervention include infrastructure, rural electrification, better physical and electronic communication services, education, training and skill formation, technological upgrading, fostering market opportunities for RNF products and services, appropriate rural financial services, and business development services. Especially, women and girls in RNF activities should be given due attention so that they are not excluded from training, skill formation, credit support and business development services. Although the NGOs and the private sector deliver much of the skill formation training, the Government’s job is to provide all out support to infrastructure and public utilities to harness the full potential of the sector. To create a “virtuous circle of rural growth” through unleashing the potentials of RNF sector growth, a two-pronged strategy is needed: (i) improvement of rural investment climate, and (ii) improvement of the institutional environment for efficient delivery of services<sup>8</sup>.

### **5.C.1.8 Micro-credit**

5.154 Micro-credit operation is one of the success stories of the modern history of economic and social development in Bangladesh. Till December 2002, micro-credit institutions (MCI) disbursed more than Tk.500 billion, 60 percent of which were disbursed by only four organizations (e.g. Grameen Bank, BRAC, ASA and Proshika). Micro-credit has had considerable success in raising the income of the poor and lowering overall poverty. There are limitations as well. The extreme poor are bypassed by micro-credit operations, while the poor do not get credit delivery beyond a certain level. Micro-credit alone is not enough for poverty reduction. The women’s empowerment issue remains unclear. The rules of operation need more flexibility to avoid duplication amongst micro-credit institutions.

5.155 For the micro-credit to become more effective in poverty reduction, a number of recommendations are put forward. The extreme poor must be reached with micro-credit through innovative approaches with respect to changes in credit delivery mechanism, diversified financial services and complementing micro-finance with non-financial interventions. However, it should be noted that

---

<sup>8</sup> World Bank study on Rural Non-farm Sector in Bangladesh, Volume 1, April 26, 2004.

micro-credit alone cannot solve the problem of extreme poverty. It has to be combined with VGF, concentrated services in health and education, demand-driven training, food-for-work etc, to make the desirable impact. In other words, many organization both government and non-government should come together to tackle this problem.

5.156 The up-scaling of micro-credit is needed to continue support to mature clients, new entrepreneurs and tomorrow's poor. Since micro-credit alone is not sufficient to up-scale poverty reduction, micro-credit institutions should integrate credit with technology, information and marketing services. This will require greater attention from the MCIs for risk management. MCIs should improve their operational efficiency through allowing flexibility in repayment rules, avoiding overlapping of credit disbursement and rationalization of interest rates without compromising with the main micro-credit goals of community mobilization. MCIs may be allowed to borrow from PKSF type organizations or the general capital market, if necessary. There should also be a regulatory framework for savings mobilization and its utilization with elements of transparency and accountability. To pursue women's empowerment, more financial and non-financial support is needed for women to invest in rural enterprises and gain access to women friendly marketplaces.

*The relevant Policy Matrix providing major goals and actions to be taken in the agriculture and rural development sector is presented in Annexure 4*

### 5.C.2 Water Resources Development and Management

5.157 Bangladesh is characterised by an extensive network of rivers, which drain around 113 million hectare- meter of water to the Bay of Bengal. Over 90 percent of water flows from the upper catchments in India, Nepal, Bhutan and China. Floodplains of the major rivers and their tributaries constitute about four-fifths of the country. The flat topography, high intensity rainfall and inadequate conveyance capacity of the rivers cause drainage congestion, resulting in extensive inundation during the monsoon. The country faces twin problems- abundance of water in the rainy season, often causing floods, and shortage of water in the dry season, often inflicting severe droughts. Besides, the country suffers from flash floods, rise of riverbeds, recurring cyclones, storm surges and saltwater intrusion. The water resources management thus identifies the major issues of concern as floods, drainage congestion, droughts, cross-boundary flows, river erosion and accretion, cyclones, water quality and rights, surface water salinity, groundwater quality, climate change and environmental management.

5.158 The National Water Policy (NWPo) and the National Water Management Plan (NWMP) guide the management of water resources in the country. The NWPo underscores the broad principles of water resource development and its rational utilization. To this end it puts emphasis on both public and private actions for optimal development and management of water in order to benefit individuals as well as the society at large. In line with the provisions of the NWPo, the NWMP provides a framework at the national and regional level within which the line agencies, local government and other stakeholders will plan and implement their activities and projects in a coordinated manner to achieve the national and sectoral objectives. The WARPO has been given the responsibility to act as a "clearing house" in undertaking water resource projects. It is a 25-year plan rolled over three successive phases, meaning that the implementation of the plan will be monitored regularly and updated every five years. The Plan

envisages a total of 84 programmes grouped into eight sub-sectoral clusters. The programmes will be implemented in locations across eight planning regions of the country, putting emphasis on distress/vulnerable pockets such as the Chittagong hill tracts, haors, char lands, chhitmahal, and those areas affected by *monga*, river erosion, arsenic, salinity and drought.

5.159 The NWMP aims at institutional development, which proposes separation of planning and regulatory functions from implementation and operational functions at each level. One prominent step will be to progressively withdraw the central government agencies from activities that can be performed by local institutions and the private sector so that decentralization of decision-making takes place with stakeholders' participation. For integrated water resource management, the Government will create an enabling environment through legal and regulatory reforms, research, reliable information flow and capacity building. Flood protection is given the topmost priority and it will be implemented for zila and upazila towns in phases using both structural and non-structural measures. On the irrigation front, the Government will continue to promote minor irrigation in the private sector, water conservation for multipurpose uses, rational use of the existing FCDI projects, and a limited number of new irrigation schemes where there is not enough response from the private sector. The Government realises that overdependence on groundwater is not wise because its supply is finite and that conjunctive use of surface and groundwater will be encouraged for irrigation and urban water supply. The main river system will be comprehensively developed and managed for multipurpose use through a variety of structural and non-structural measures. Safe and reliable potable water and sanitation services will be provided to all people in the major cities, towns and villages in a phased manner. Attempts will be made to restore and maintain fish habitats and preserve wetlands for protection of bio-diversity.

5.160 The Ministry of Water Resources is engaged in various programmes relating to water sector development. It will continue to handle flood management, irrigation, drainage control, erosion protection, land reclamation, integrated management of coastal polders, river flow augmentation, sharing of water from trans-boundary rivers, and wetland conservation through participation of local people and coordinated programmes of all the ministries dependent on water resources.

5.161 People can be "water poor" if clean and safe water is not available when they are needed. They may not be able to pay for it either. In flood situations, the water supply crisis aggravates and human misery worsens. Lives, property and infrastructures are destroyed. Drying of water bodies for irrigation and reduction of flow in rivers adversely affect inland open water capture fishery. The poor are eventually the most hard-hit. Availability of adequate water is essential for reliable irrigation in the dry season. For this both surface and groundwater will be harnessed. Since groundwater exploitation in difficult aquifer areas may lead to seasonal draw-down and in many parts of the country where there is serious arsenic contamination, more emphasis will be given on the augmentation and use of surface water for irrigation and other purposes. Adequate measures must be taken to mitigate arsenic contamination in drinking water and prevent arsenic transmission to the food chain through groundwater irrigation. The management of small irrigation projects of less than 1000 hectares have been transferred to the LGED for improving efficiency and better coordination with other infrastructure building efforts. Agriculture is now being gradually commercialised and the cultivation of high-value horticultural crops requires well-drained soils. Therefore, adequate provisions for drainage control will be needed.

5.162 Gradual siltation is raising the riverbeds and reducing the dry season flows. This affects people's lives in a multitude of ways. Especially, the poor are deprived of fresh sources of water and open water fishery activities in the rivers and tributaries. Therefore, measures for augmentation of surface water flow are crucial. While large-scale dredging may not be feasible, rivers and canals will be re-excavated by using human labour. This will increase retention of surface water in the rainy season and open new opportunities for irrigation, capture fishery and navigation.

5.163 The sharing of water from the trans-boundary rivers is another issue. In the absence of water sharing agreements on trans-boundary rivers, except for the Ganges water treaty, Bangladesh is deprived of its due share of flows, especially in the dry season. This and other related issues such as the proposed river link project in India are to be discussed at the appropriate level. Indeed, this will require collaboration of all the co-riparian countries in the spirit of regional cooperation.

5.164 The emerging issues that need to be given prime importance to include: (i) sharing of waters of common rivers; (ii) proposed river-link project by India need to be discussed bilaterally between India and Bangladesh to avoid desertification downstream; and (iii) building water reservoir up in the Himalayas for storage of water in order to augment supply downstream during lean season and for generation of cheap hydro-electricity for internal consumption and export purpose.

5.165 The interface between water and poverty has been flagged in the policy framework so that the required intervention can be designed properly. The key areas of intervention and critical location are identified below as a part of the targeted pro-poor growth strategy.

5.166 **Flood:** Floods affect the poor most as they live in the agro-ecologically disadvantaged areas. The critical areas include char lands, coastal areas, haors and other deeply flooded areas. Flood shelter, flood forecasting and flood control measures are suggested as immediate intervention.

5.167 **Irrigation:** Irrigation helps small farmers and wage labourers to alleviate poverty. Where surface water irrigation is possible, it is cheaper and more pro-poor than groundwater irrigation. Critical areas are identified as Barind, upper Teesta belt, Chittagong hill tracts and the southwest region. Other less intensively irrigated areas will also be developed. The suggested interventions include facilitating tube well and surface water irrigation, micro-irrigation, revival of rivers and the Ganges barrage.

5.168 **Salinity:** A high salinity limits the utilization of surface water. The southwest region is the critical area. A Ganges barrage, revival of rivers and salinity protection measures are suggested as interventions.

5.169 **Erosion:** River erosion creates poverty by making people homeless overnight. The poor are affected most. Coastal islands, the southeast region, the Brahmaputra-Jamuna river banks are the critical areas. These areas need interventions in the form of river bank protection, cross-dams, and land reclamation for rehabilitation of the poor.

5.170 **Drainage Congestion:** Drainage congestion for a long time makes land unproductive and reduces the opportunities for intensive cultivation or other uses. Khulna, Noakhali and similar other congested pockets need intervention. The suggested measures include dredging and tidal basin management. Drainage provision is vital to the cultivation of upland crops, i.e. vegetables, fruits, flowers, plant nurseries and so on.

5.171 **Sunderbans and Wetlands:** Many poor people are dependent on wetland resources, e.g. fish, housing materials, etc. The Sunderbans, haor basins, Khulna- Gopalganj beel areas are the critically affected areas. The suggested interventions include ensuring adequate water flow, and legal and institutional measures for sustainable abstraction of wetland resources by the poor.

*The relevant Policy Matrix providing major goals and actions to be taken in the water resource sector is presented in Annexure 4.*

### 5.C.3 Small and Medium Size Enterprises (SMEs)

5.172 SMEs play a dominant role in the industrial development of most countries. They account for 90 percent of firms in East and Southeast Asia and provide employment for three-fourths of the industrial workforce. In Bangladesh, too, most of the enterprises are SMEs. They are typically labour-intensive industries with relatively low capital intensity. As such they have a natural comparative advantage in a country that is labour abundant but suffers from capital scarcity, such as Bangladesh. The sheer preponderance of SMEs and their factor intensity advantage suggest that the success of the manufacturing sector of the country is inextricably linked to the success of SMEs.

5.173 The SMEs are spatially widely dispersed, such that the benefits of their growth will be evenly distributed. The flourishing of SMEs also ensures a robust growth of employment across the country—a key condition for poverty reduction. In addition they provide more opportunities for female labour employment. However, the relatively small size of the SMEs frequently implies that they are more vulnerable. They do not have the lobbying strength of the larger enterprises and often do not receive the policy support they deserve. Their vulnerabilities go unnoticed and unattended. Sometimes they are even unable to prevent the adoption of policies that have a deleterious influence on them. Given the importance of SMEs in national development and poverty reduction it is necessary that urgent measures be taken to ensure an enabling environment for their balanced and rapid growth.

5.174 Constraints faced by SMEs can be grouped under three broad heads: (a) policy-induced (b) structural and (c) those relating to poor governance. The policy-induced constraints emanate mainly from controls and regulatory measures on private investment that raise transaction costs. These are more easily borne by large enterprises than by SMEs because they always contain a fixed cost element. The structural constraints, on the other hand, relate to a wide range of bottlenecks experienced by the SMEs involving access to information, finance, infrastructure, skill, technology and markets. The combined effect of these two sets of constraints is compounded by poor governance and weak public service delivery, impairing the ability of SMEs to function efficiently. The resulting business environment imposes a disproportionately greater cost on small business and hinders their growth.

5.175 Efforts have been made to remove policy bias against SMEs. But vestiges of policy-induced constraints still persist and there is need for a more proactive policy framework for rapid development of SMEs in Bangladesh. Bangladesh has also set up specialised institutions and adopted various programmes to provide credit, training and physical facilities to SMEs in a bid to address structural constraints faced by this sector. But the effectiveness of these efforts has been modest.

5.176 The thrust of SME development should be on “modern” SMEs that have higher growth potentials compared to the “traditional” SMEs. The policies towards SMEs should be based on a positive developmental attitude seeking to assist them by promoting efficiency, adaptation to new circumstances and technology, rather than simply protecting the sector from larger or modern enterprises through a distorted incentive structure.

5.177 Suggested actions for the development of SME in Bangladesh include the following: (i) adoption of an unambiguous definition of SME; (ii) strengthening of BSCIC’s capacity to provide market information; (iii) simplification of regulatory procedures; (iv) setting up an appropriate credit guarantee scheme for lending without real estate based collateral; (v) enlarging the base of conduit lending institutions; (vi) making BSCIC’s industrial estate programme demand-driven; (vii) priority development of the road network and supply of gas and electricity; (viii) extension of BOI’s One-Stop Service to cover SMEs, (ix) greater public-private cooperation for the design and implementation of effective business support services; (x) a differentiated and hassle-free indirect tax system for SMEs, and (xi) calibration of trade policy reform to support SME development.

#### 5.C.4 Informal Sector

5.178 The informal sector of the economy encompasses the urban informal sector and the informal part of the rural non-farm economy. The rural non-farm economy has been discussed above in a separate section because of its vastness, diversity and expansion into considerable dynamic segments resulting from the increasing growth trends in crop and non-crop agriculture. This section deals largely with the urban informal sector. The informal sector, rural or urban, includes diverse and heterogeneous activities in manufacturing, construction, trade, transport and other services. The sector is characterised by unregistered small-scale labour-intensive activities mainly by self-employed family labour with self-financed small capital, low level of skill, productivity and wages. The urban informal sector provides over one-third of the total informal private sector employment of which over four-fifths comes from small trade, transport and other services. The rural non-agricultural activities account for about two-thirds of the total informal employment in the private sector.

5.179 In the endeavour to attain accelerated poverty reduction, the informal sector deserves to be given strategic importance merely because of its large size and employment contribution for the poor. The incorporation of the informal sector into the formal sector is neither possible nor desirable, it should rather be kept outside the influence of the government sector. But the incorporation of the informal sector into an overall pro-poor growth strategy can give big dividends in terms of employment and efficiency gains. This will require policy support to be built around the overall goal of employment generation. In particular, import policy and the tax and tariff structure need to be revised so as to remove bias against the informal sector. The informal businesses also need to have adequate access to infrastructure, electricity, working capital, skill training, decent physical space and work environment, business development services and similar other services that will enhance their productivity as well as

the quality of their products. The NGOs and the private sector can accomplish the tasks of skill training and business capacity building. Local government agencies should maintain a register of informal businesses and collect taxes appropriate to the taxpayer's circumstances.

### 5.C.5 Infrastructure Development

5.180 A good infrastructure is critical for higher economic growth, poverty reduction and social development. It plays a pivotal role, *inter alia*, in product diversification, trade expansion, provisioning of basic services, increasing productivity, decreasing production cost, and thereby, enhancement of quality of life and welfare of people. Infrastructure facilities provide impetus to the growth-poverty nexus through three distinctive channels. First, physical infrastructure services directly affect the socio-economic condition of people (for example, access to health, education, water supply and sanitation, rural roads, electricity and similar infrastructure) and enhance the capabilities of the poor. Second, infrastructure services help the poor in availing themselves of the economic opportunities of growth e.g. through better access to markets and services; increased inter-sectoral and inter-regional labour migration; and investment in more profitable economic activities. Third, infrastructure helps in the realisation of the benefits of policy reforms through providing the needed socio-economic and spatial integration of the economy.

5.181 Notwithstanding all the merits and essential roles that infrastructure may impart, infrastructural deficiencies continue to act as a major drag on Bangladesh's development efforts. Inadequate coverage, poor management and inefficiency of publicly managed utilities have created a huge fiscal burden and restricted the much-needed expansion of infrastructure services to meet the growing needs of the economy. Therefore, it would be appropriate to adopt a new approach to infrastructure development involving reorientation of sectoral priorities and increased private participation so as to alleviate infrastructure bottlenecks. Keeping this in mind, it would be prudent to design and implement a comprehensive reform agenda for infrastructure development and management through a carefully sequenced approach to ensure reduced physical distribution costs and improved service delivery to the poor people and the backward areas.

5.182 Major components of the physical infrastructure in Bangladesh are: power (rural and urban); gas; renewable energy, including solar energy; coal and other minerals; transport (road, railway, inland water and air) and ports (sea, air and land). However, all of these suffer from numerous problems. While addressing the constraints in the infrastructure sector, the recommendations, in general, are structured under five broad aspects: (i) rationalization of sectoral incentives; (ii) setting appropriate pricing policy; (iii) reduction of systems loss; (iv) sectoral restructuring; and (v) good governance. Maximizing the growth and poverty reduction impact of the infrastructure will also depend on successfully linking the infrastructure investments with sectoral infrastructure service requirements. The critical issue in this context is to design and ensure the right combination of sectoral and sub-sectoral infrastructure facilities (e.g. among roads, electricity, communications and other infrastructure services on the one hand, and between well-linked rural roads and national highways on the other) that will support both growth and poverty reduction.

### 5.C.5.1 Power Sector

5.183 The current state of the power sector is not conducive to accelerated economic growth, poverty reduction and social development. Funding constraint is a hindrance to power development in the country. Only one-third of the population has access to electricity; and access in the rural areas is lower (22 percent). Poorer rural areas have even lower access. In addition to the low access and the low availability, another factor inhibiting pro-poor growth is poor quality of service delivery (interrupted supply, voltage fluctuations). The poor quality is in part due to poor financial performance of the three main utilities—the Bangladesh Power Development Board (BPDB), Dhaka Electric Supply Authority (DESA), and the Rural Electrification Board (REB). Adequate investment in maintenance and expansion of the network has not occurred. Although there has been some addition to the generation capacity recently through both independent power producers (IPPs) and the public sector, poor transmission and distribution systems pose serious bottlenecks. The public ownership of the power grid with its inadequate planning in priority-setting, sequencing, and insufficient commercial orientation in decision making are the main reasons for the poor performance of the sector.

5.184 Last ten years' experience in power sector reforms points to the need for a new approach in implementing reforms based on priorities and appropriate sequencing. Priority should be given to completing the ongoing reforms and formulating an action plan for addressing generation, transmission and distribution problems in a properly planned manner. All relevant stakeholders, including labour, should be involved in the process to ensure successful implementation of the reform measures.

5.185 The Government needs to prepare financial action plans to address the problems of BPDB and DESA along with effective legal and public motivation measures to reduce defaults. Adequate regulatory framework and transparent tariff policies should be worked out in a manner that protects the interests of the service providers and the end users in a fair and balanced manner. Following the recent legislation of the Energy Regulatory Commission Act, 2003 an independent energy regulatory body will be set up in order to attract private investment, increase competition, enhance financial discipline, and exert greater pressure on the infrastructure sector to perform better. Additional power sector reform including measures to attract private capital and know-how into power generation, transmission and distribution, are also necessary to improve the overall efficiency of the sector. To improve cost recovery, a transparent power-pricing framework linked to changes in the actual cost of supplying electricity should be adopted.

5.186 A necessary precondition for improving efficiency of the power sector is restructuring the vertically integrated monopolies and unbundling their generation, transmission and distribution operations. This is also key to rational pricing, competition, private sector participation and capital mobilisation. The process of unbundling of power sector operations will be expedited through transfer of remaining distribution lines from BPDB to REB/PBSs and new entities; and further unbundling of DESA operations. The Government will plan future investment in public sector power generation with due consideration to projected future demand, option for cost effective purchase from IPPs, and BPDB's poor financial performance.

### ***Power: Rural***

5.187 Rural electricity has immense potential in accelerating the process of economic growth, poverty reduction and human development. Rural electricity reduces both human and knowledge poverty, and education, health, and gender divides. Therefore, poor people's access to electricity will be increased. The PRSP consultation process underscored the need for expanding the growth impact of electricity through its cost reducing effects on irrigation, impact on industrial development, contribution towards the development of commercial sectors, and favourable influence on human development.

5.188 In the rural areas, household access to electricity decreases with declining income. Mere provisioning of electricity for the rural poor may not enable them to access it due to financial hardship. Hence, to ensure utilisation of power supply by the poor, it is necessary to improve their economic well-being. This would require, among others, an expansion of employment opportunities. Both the Government (including local government) and NGOs should devote part of their resources to ensure availability of power for those who cannot afford to pay by organising income generation activities for the poor based on skill development and backed by a micro-credit mechanism.

5.189 Jobs are currently being created throughout the country through implementation of transmission projects. Rural entrepreneurship at a micro level is developing due to easy access to electricity. Cottage industries are flourishing and creating self-employment as well as wage-employment opportunities. Therefore, further expansion of the transmission network will facilitate pro-poor growth activities.

5.190 In view of the capital intensive nature of investment in the power sector, both grid and non-grid methods for expanding electricity supply to the rural areas shall be considered. Unbundling, rather than decentralization, merits consideration for the institutionalization of the cooperative model and in order to ensure greater access of the poor people to rural electricity. The break-up of national REB into regional REBs, with some kind of benchmarking could prevent the growth of a monopolistic relationship between the REB and the cooperatives (PBSs). The process of taking over Bangladesh Power Development Board (BPDB) lines and installations within the Palli Biddu Samity (PBS)'s geographical area to avoid the duplication of expenditure and make the distribution systems efficient and cost effective needs to be enhanced. Tariff rates that the rural community can afford will be devised. Measures will be taken to improve the financial performance of poorly performing PBSs (e.g., lending terms, capital restructuring and tariff increases).

### ***Power: Urban***

5.191 The urban power sector also suffers from multifarious problems including funding constraint, systems loss, unpaid bills, poor management and low tariffs.

5.192 Power sector reforms began in the 1990s. A National Energy Policy was endorsed in 1995, followed by adoption of a private sector power generation policy and measures to create the Power Grid Company of Bangladesh (PGCB), and the Dhaka Electricity Supply Co. Ltd (DESCO) in 1996. Efforts were initiated in 1999 to corporatize two power stations into Strategic Business Units (SBU). The policy and vision statement on power sector reform was approved by the Government in 2000. However, the actual progress of reforms has been slow.

5.193 Effective strategies will be undertaken during the PRSP period to ensure power supply. These will include expansion of indigenous gas-based power plants subject to the availability of gas, expansion of capacity of the Kaptai Hydropower plant by additional 100 MW, exploration of the feasibility of hydropower generation on the Sangu and Matamohuri rivers, construction of a coal-based power plant at Barapukuria and construction of gas-based power plants in the West Zone subject to the availability of gas. Every effort will be made to bring down systems loss to an acceptable limit.

5.194 Opportunities to widen women's empowerment will open up through female employment in activities such as billing and accounts, data entry, one-point service desk, and complaint receiving. Moreover, PGCB will establish a "National Load Dispatch Centre" in Dhaka by the year 2007-08 where there will be a good opportunity for women to engage in high-tech superior quality employment.

#### **5.C.5.2 Gas Sector**

5.195 The natural gas sector, with its enormous potential in contributing to the development of the economy, has to be managed effectively to maximise its role in poverty reduction. The gas infrastructure is in a poor condition due to lack of commercial orientation and inadequate funding for maintenance and expansion. The financial and technical capacity of Petrobangla (BOGMC) is poor. Poor financial performance of Petrobangla is largely due to its pricing policies, operational inefficiencies and default by consumers. The operational performance in the gas sector has been affected mainly by high systems loss and to some extent by infrastructure constraints.

5.196 Various measures need to be undertaken to improve the performance of the gas sector. A Gas Act needs to be enacted providing for value-addition based utilisation policies, a regulatory framework for fixing tariffs, enabling private sector participation, and designing and implementing restructuring programmes. An action plan needs to be worked-out to improve the financial performance of Petrobangla and reduce the arrears. The Hydrocarbon Unit needs to be strengthened with adequate and appropriate staff and expertise to assist in policy formulation in the gas sector; a Petroleum Directorate may be set up to manage the petroleum database, adopt gas production policies, and monitor activities of foreign companies.

5.197 The policies will be directed towards expanding the national gas grid to cover western, north-western and south-western zones to promote industrialisation and accelerate balanced regional development. The process of unbundling and rationalisation of gas sector operations, including the transfer of the remaining transmission lines from the gas transmission and distribution companies to Gas Transmission Company Limited (GTCL) to consolidate all transmission activities into one company, will be expedited.

5.198 An improved system to deal with the problem of poor collection of utility charges owed by public sector users for electricity and gas is essential in order to raise financial viability of the sector.

5.199 In Bangladesh, women spend a lot of time in collecting fuel and cooking. Dramatic changes in their life can be brought about by bringing the entire country under the gas network (both piped and bottled gas). The shortage of fuel may be met with high quality coal from the Barapukuria coalmine. This

will also improve women's health by freeing them from various health hazards associated with the traditional system of collecting fuel and cooking.

5.200 The agro-based economy of Bangladesh is highly dependent on irrigation and fertiliser. The expansion of irrigation and production of fertiliser are dependent on natural gas. Gas-based small-scale industries and petro-chemical industries can be instrumental in reducing poverty.

5.201 Gas marketing companies are going to introduce meters for domestic gas supply. This will hopefully reduce wastage and systems loss. Procurement and supply of domestic meters will also be opened to the private sector. Apart from this, CNG marketing has already been given to the private sector together with marketing of gas by-products such as condensate. Besides, oil-marketing companies will be privatised in phases.

5.202 To promote good governance, it has been decided to give full autonomy to all the companies of Petrobangla so that these companies can exercise their full administrative and financial power as per the 1994 Company Act. In addition, the proposal for offloading of Marketing Companies' shares by issuing Bonds in the Stock Market is under consideration. With a view to strengthening the institutional capability of the oil, gas and mineral sector, the Bangladesh Petroleum Institute (BPI) Act, 2004 has been passed by Parliament. The reorganisation of BPI as the Energy and Research Institute would ensure continuous training and skill development of professionals working in the oil, gas and mineral sector.

5.203 At the same time, the Government has taken a pragmatic approach to strengthen the capability of the existing training institute of the Bangladesh Petroleum Corporation (BPC) to provide training to the downstream segment of oil refining and marketing. The hydrocarbon Unit (HCU) of the Energy and Mineral Resources Division, established as part of a reforms programme is now responsible for conducting upstream regulatory functions such as (a) hydrocarbon reserve and resource estimation at regular intervals, (b) data management, (c) formulation of an exploration policy, and (d) domestic and regional gas market analysis. The unit will be further strengthened and put on a permanent footing after the end of the present project. Institutional co-operation between HCU and internationally renowned petroleum institutions will also be continued.

### **5.C.5.3 Renewable Energy including Solar Energy**

5.204 The prospect of depletion of non-renewable energy sources stands out as one of the major concerns of mankind today. Though energy derived from oil, gas and coal will play a vital role in meeting a growing demand for many years to come, the realisation of the possible exhaustion of the world's fossil fuels has focused interest and effort on harnessing alternative energy resources. Renewable energy derives from solar, wind, biomass, small hydro, geo-thermal and tidal sources. Given that efficient utilization of renewable energy resources in Bangladesh is yet to assume commercial dimensions, rational policy dissemination on renewable energy usage is essential.

5.205 Given the very limited supply of non-renewable fuels and the pollution-free nature of renewable energy, efforts are needed to explore this type of energy. Prior attempts to develop renewable energy in Bangladesh have met with limited success due to technical and market-related reasons. The Government's National Energy Policy (NEP), 1996 covers renewable energy, which emphasises optimum development of all the indigenous energy sources (e.g. commercial fuels, biomass fuels, and

other renewable energy sources). Identification of the potential of renewable energy projects and their implications can make a significant contribution to meeting energy needs in the long term.

5.206 The Government's vision of electrifying the whole country by 2020 through grid expansion may not be viable due to inaccessibility and low consumer density in certain areas. It is an established fact that renewable energy is an environmentally sustainable and socially acceptable option in the off-grid locations. To fulfil the GOB's vision of universal electrification, renewable energy sources will have to play a vital role for off-grid electrification. REB has successfully experimented with a pilot project in the Narshingdi district, where 806 consumers were provided with power based on the solar photo voltaic system. REB has taken another renewable energy project for providing 6000 homes with power from a solar photo voltaic system for the isolated and remote areas of the coastal belt. To encourage such efforts, it is necessary to establish a Renewable Energy Trust Fund to finance renewable energy projects and Research and Development (R&D) activities.

#### **5.C.5.4 Coals and Other Minerals**

5.207 Energy demand from thermal power plants was projected to be met partially by coal. The Barapukuria Coal Mining Project with a capacity to produce one million tons of coal had been completed in 2004. Out of this, 0.7 million tons of coal will be used for coal-based power stations. On the other hand, the Madhya Para Hard Rock Project will be completed by 2005 and this will facilitate extraction of 1.65 million tons of hard rock. When the hard rock and coal-mining go into full operation, they will substantially reduce coal and hard rock imports. At the same time, availability of coal will reduce dependence on gas and fuel wood.

#### **5.C.5.5 Transport (Road, Railway, Inland Water, Air)**

5.208 The transport sector, in general, has expanded rapidly both in terms of passenger and freight movement. The movement of passengers has increased from 35 billion passenger km. in 1984/85 to 72 billion passenger km. in 1996/97. Similarly, the freight movement has increased from 4.8 billion ton km to 10 billion ton km during the same period. This expansion was made possible by the growth of road transport, since there was literally no expansion in water transport, and railway transport declined. Increasing navigability of the inland waterways, improvement in the operational performance of the railway, and inclusion of waterways and railways in the integrated transport network are some of the major problems facing balanced development of the transport network.

##### ***Road Transport***

5.209 The expansion of the road network has been very rapid. It has grown from only 4 thousand km of roads in 1971 to 182,286 km today, covering six broad categories—national highway, regional highway, Zila road, upazila road, union road and village road. The critical problem facing the road sector is the maintenance and improvement of the network to raise quality and safety of road operations.

5.210 In order to ensure efficiency gains, various options for financing road maintenance and operations will be explored. The establishment of an autonomous road maintenance fund to ensure adequate and stable recurrent financing of roads will be considered. The multi-modal transport system

link will be expanded to include, among other areas, the EPZ, and coal, hard rock, mining fertiliser, cement and tea production areas for speedy and efficient movement of cargo and passengers.

5.211 Monitorable indicators need to be set to assess progress in key areas, such as increased allocations for maintenance, increased level of cost recovery, and more effective road traffic management like road safety, traffic control and overloading enforcement. By developing country standards, Bangladesh already has a relatively high road density. To maintain the roads which are valued at \$7 billion, it is desirable that a fraction of the expenditures meant for construction of new roads should be reallocated to upgrading and routine maintenance, especially of the core network. The same principle of assigning high priority to maintenance should apply to the management of rural roads.

5.212 In order to ensure a sound road transport system, the responsibility for management of different types of roads among the Roads and Highways Department (RHD), Local Government Engineering department (LGED) and municipal local government institutions needs to be clearly assigned. Similarly, effective coordination among relevant ministries/agencies and formal mechanisms of interaction with non-government stakeholders need to be instituted. To ensure satisfactory performance of responsibilities, high priority should be given to build up the capacity of agencies like the Bangladesh Road Transport Authority (BRTA) and local government institutions.

5.213 The rural areas are being served by an extensive road network of 159,853 km. length. Efforts are on to develop 2,100 markets as growth centres. The rural electrification programme covers about 40,000 villages with 4.3 million connections to households, 121,715 irrigation pumps, 90,921 enterprises and 576,842 commercial establishments. Most rural infrastructures were built using labour-intensive technologies under public works infrastructure development programmes implemented by the LGED, and the electrification programme of the REB.

5.214 The rural road network has reached a level where it would be more appropriate to invest in quality rather than network expansion. This will imply putting more emphasis on quality construction using labour-based technologies, maintaining and upgrading the existing network, and undertaking selective expansion to ensure balanced rural-urban linkages. In doing so, more emphasis also needs to be given on developing growth centres; developing rural roads which connect villages with growth centres and feeder roads; and providing drainage structures (e.g. bridges and culverts) on rural roads.

5.215 The pressure on urban transport systems is increasing in most cities. Ownership of motor vehicles is growing faster than the population. This growth exceeds the ability of the road space to accommodate the increased load. This has become a major impediment to the efficient working of the road systems and the urban economy in the mega city of Dhaka. A city of 10 million people living in a very limited area cannot meet transport needs with surface modes of transport only. It is imperative to build underground and other mass transit systems.

### ***Railway Transport***

5.216 The role of the Bangladesh Railway (BR) in the economy has been quite limited, largely due to the limited infrastructure and low efficiency of services vis-à-vis competing modes of transportation. BR continues to be a losing concern and its operational performance and efficiency of services continue to be unsatisfactory.

5.217 Sustained reform actions are on the card to enhance the contribution of railways to the economy and contain the adverse budgetary impact of its operations. The reconstruction of BR including corporatization and commercialisation, and private participation are critical to develop the sector and improve efficiency of services. Linking BR with the railways of neighbouring countries through strategic partnership has a high potential for economic growth, poverty reduction and commercial viability of the sub-sector.

### ***Inland-Water Transport***

5.218 The inland waterway system carrying large volumes of total freight is not used to its full potential due to silting of waterways, lack of ghat berthing facilities, and obstructions caused by low or narrow road bridges and irrigation channel sluice gates. In order to release the full potential of the inland waterways, among other things the following factors deserve consideration: inter-project coordination to facilitate clearances under road bridges and needs of country boats in siting and designing sluice gates; encouraging local authorities to organise self-financed ghat facilities through user charges; setting and enforcing standards for the bridge network and berthing facilities.

### ***Air Transport***

5.219 The Biman Bangladesh Airlines, the national carrier of Bangladesh, has direct links with 8 domestic and 26 international destinations. This has been mostly a losing concern since 1996-97. These losses are attributable to poor management, excessive expenditure in leasing aircrafts and high overhead expenses. The reforms to improve air transport should include reduction of rent through negotiation with leasing companies, reorganisation of routes to reduce the flight operating costs, reduction of at least a quarter of the existing manpower in foreign stations, and more emphasis on cargo transportation.

### ***Port (Sea and Land)***

5.220 Reforms in the port sector will be implemented for improving Bangladesh's competitiveness and promoting export-led growth. At present, congestions, inefficient management practices and cumbersome procedures, the vested interest of labour unions and other groups, and high unofficial costs not only increase transportation costs but also result in delays and uncertainties that severely undermine the economy's productivity and international trading links. Much of the inefficiency is centred at the Chittagong port, which handles nearly 85 percent of the country's imports and exports. Under-utilisation of the seaports is also attributable to lack of a linked transport system, gradual silting and inadequate dredging, lack of skilled manpower, and lack of apposite planning for upgrading and modernisation. The operations of land ports are similarly constrained by lack of efficient organisation, a weak implementation authority as per the Land Port Act-2001, inefficient enforcement capacity in traffic regulation and vehicle controls and weak commitment and participation by stakeholders.

5.221 The Government has adopted a new National Shipping Policy and guidelines for private participation in ports. The reforms would improve efficiency and competitiveness through granting more autonomy to the port authorities, implementing labour reform programmes, setting performance evaluation criteria, and establishing procedures of accountability. At the same time, the Government will develop and put in place a sound investment guarantee policy to facilitate private sector participation in ports. Contracting out cargo and other services at the two seaports will increase efficiency. Measures to set up free economic-zones at deep seaports at Moheskali and Kutubdia and constructing coastal highway link roads will get priority.

5.222 Strategic actions in the service sectors mentioned above include commercialization of port activities, introduction of a corporate culture, according operational autonomy and ensuring accountability for outcomes, giving incentives for better performance; and improvement of management and corporate governance through strategic partnership with private investors.

#### **5.C.5.6 Infrastructure: Concluding Remarks**

5.223 In order to accelerate the income multiplier effects and employment generation from infrastructure development, priority will be given to the creation of macro and micro-level interactions, i.e. through close interactions between the central and local government institutions. A proper decentralisation of design, implementation and management of rural infrastructure programmes will have far-reaching implications for cost effectiveness, maintenance and provision for sustainable infrastructure services. To maximise the impact of decentralisation, the formal rural infrastructure programmes (e.g. those implemented by LGED or REB) should focus on provision of basic economic and social services in collaboration with different local agencies, NGOs and the private-sector based on sharing of responsibilities through experience and best practice examples. To realise this, the overall responsibilities of local level institutions should be enhanced. In order to ensure efficient planning, implementation, and operation and maintenance of the rural infrastructure, a community participation process needs to be adopted with involvement of local government institutions, beneficiary groups, user committees, and the private sector.

*The relevant Policy Matrix providing major goals and actions to be taken in the infrastructure sector is presented in Annexure 4.*

### **5.C.6 Tourism for Poverty Reduction**

#### **5.C.6.1 Tourism and Poverty Reduction**

5.224 Tourism is the world's largest industry in terms of gross output. It has immense potential to contribute to economic growth and poverty reduction; around the globe tourism not only generates a large amount of foreign exchange but also creates highest number of jobs as a single source. In a labour surplus economy like Bangladesh, high labour intensity of the tourism sector may provide a wide range of employment opportunities, mostly for unskilled labour and women. High backward linkages of the sector also boost domestic production specially that of the handicrafts. It also builds country image abroad and promotes cultural events of interest, especially those threatened. Tourism can contribute to ecological development, if it is designed in a careful manner. It also can induce investment in both the

physical and socio-economic infrastructure sector. Therefore, policies aimed at increasing tourism would have a direct bearing on overall development and poverty alleviation. Considering the immense potential of tourism, the Government of Bangladesh has declared it as a "Thrust Sector".

### **5.C.6.2 Tourism in Bangladesh**

5.225 In 2004, Bangladesh's foreign currency earning from tourism sector has been equivalent to Tk.3967.56 million. The World Tourism Organization predicts an annual growth rate of 6.10 percent for tourism in Bangladesh, and the number of foreign tourists is estimated to reach 0.5 million by 2020. Therefore, adequate investment and creation of required facilities will be of immense help to exploit the full potential of tourism in Bangladesh.

### **5.C.6.3 Major Tourists' Spots of Bangladesh**

#### **Recreational Spots**

5.226 Bangladesh has two very beautiful sandy beaches, namely Cox's Bazar and Kuakata. Cox's Bazar, the world's longest unbroken sandy beach, is about 120km long at a stretch. The length of the beach is paralleled by evergreen-forest hills. Kuakata beach lies in the south, which has a unique feature that allows glimpse of the rising and setting sun in the water of the Bay of Bengal. Kaptai Lake in Chittagong is also a place of natural beauty with Buddhist temples and statues aside.

#### **Eco-tourists' Spot**

5.227 The Sundarbans, another proud possession of Bangladesh, is the largest mangrove forest of the world in one patch which is situated on the southern coast of the country. It is a habitat of myriad species of flora and fauna and a piece of great interest to the nature loving tourists. There is a coral island named Saint Martin, situated off the eastern coast of the country. The island still holds unspoiled nature and has immense scope of development for eco-tourism. Tea gardens, Madhabkunda and Khasia Pungi in Sylhet and the hill districts of Chittagong are paradise for nature lovers and have the potential to be developed as eco-tourist spots.

#### **Archaeological and Religious Spots**

5.228 Sonargaon, Paharpur (the largest Buddhist seat of learning), Mohasthangarh (the oldest archaeological site), Mainamati (the seat of lost dynasties), Kantaji Temple (the ornamental medieval temple), Ramu, (a famous place for pagodas containing images of Buddha), Sitakundo (a sacred place for the Hindus and Buddhists), Moheshkhali (a famous place for Adinath Temple), Langalbandh (a Hindu holy place) and Lalbagh Fort are the major archaeological and religious tourist spots of Bangladesh which can attract a large number of religious and leisure tourists.

## **Culturally Important Events and Spots**

5.229 On the socio-cultural front, Bangladesh has diverse ethnic, adivasi, adivasi/ethnic minority and indigenous people, age-old traditional fairs and festivals and pilgrimage sites of tourist interest.

5.230 Because of the wide potential and importance of various tourists' spots in Bangladesh, UNESCO has listed three sites in Bangladesh as World Heritage sites, which are: Paharpur, Shat Gambuz Mosque and Sundarban.

*The relevant Policy Matrix providing major goals and actions to be taken for Tourism Development is presented in Annexure 4.*

### **5.C.7 Development of ICT for Growth and Poverty Reduction**

5.231 The Government of Bangladesh recognises that Information and Communication Technology (ICT) can make an important development impact, because it has the capabilities to overcome barriers of social, economic and geographical isolation, increase access to information and education, and enable poor people to participate in more of the decisions that affect their lives. ICT is seen as an indispensable tool in the fight against poverty and ICT has the potential to provide the nation with an unprecedented opportunity to meet vital development goals such as poverty reduction, basic healthcare, and education far more effectively than ever was thought humanly possible.

5.232 Bangladesh, with a population of 140 million on a land of only about 55 thousand square miles and with limited natural resources, has been making some programmatic approaches to seeing the application of science and versatile ICT in every sector of the economy. ICT has transformed this world into a virtual global village. In order to exploit the potential of ICT, it is essential to convert the vast population into human resources trained in ICT—both in rural and urban areas, supported by adequate and efficient ICT infrastructure facilities connecting the rural and urban men and women to the global village. Through initiating appropriate policies and proper implementation, it is possible to create an information society and drastically change the livelihoods of Bangladesh's people by expanding their horizons beyond the national boundary. The Government has initiated certain moves and also proposed some other programmes through which quality education using ICT can be made accessible to the poor.

5.233 At the policy level, a number of measures have been taken including:

- Formulation of a National ICT Policy;
- Adoption of e-Governance Initiatives in selected areas;
- Formation of a National Task Force on ICT and Biotechnology;
- Amendment of the Copyright Act 2000; and
- Legislation of the ICT Act.

5.234 The National ICT Policy was formulated in 2002 and will be further updated. The ICT Policy has given importance to the development of ICT for capturing a share in the multi-billion dollar

software export market, ensuring good governance, enacting ICT related policies, ensuring gender equity in terms of access to ICT and for developing world class ICT professionals and institutions.

5.235 The Policy includes issues of human resource development, creation of ICT infrastructure, research and development (R&D) on ICT and development of ICT industries on a priority basis. It has highlighted the importance of hardware industries, ITES, e-Commerce, e-Governance, legal issues related to ICT, application of ICT in health care, application of ICT in agriculture to exploit the potential for the development of rural economy and agro-business. Application of ICT in other areas like disaster management, social welfare, transportation and judiciary has also been highlighted. In addition, a National ICT Action Plan is being prepared based on ICT Policy 2002 and the National Seminar on a Road Map for ICT Development in Bangladesh which was held in 2003. The Copyright Law 2000 has been further amended. Moreover, the Government has exempted ICT related equipment from VAT and taxes and has been providing tax holidays to ICT related ventures and creating an equity fund for financing investment in this sector.

### **5.C.7.1 Expanding Telecommunication Facilities**

5.236 It is believed that increased tele-density boosts economic growth and an easy access to telecommunication facilities has been the key to success for any ICT initiative for the poor. The telecom sector was liberalised for private investment in the early 1990s, resulting in appreciable growth in mobile telephone usage in the country. Among the measures taken and proposed, some important ones are:

- Installation and expansion of a digital telephone network in urban and rural areas;
- Development of interconnection facilities between the Bangladesh Telephone and Telegraph Board (BTTB) and other telecom operators;
- Expansion of the internet and data network throughout Bangladesh; and
- Installation of a mobile telephone service by BTTB.

5.237 Appropriate steps have been taken to introduce new services like data communication and countrywide digital networks connecting all districts. BTTB is working to bring 64 districts under a digital network and a National Digital Data Network (DDN) has been implemented, which will integrate the whole country under a single digital network.

5.238 Establishment of the Bangladesh Telecommunication Regulatory Commission (BTRC) has been encouraging private sector participation in fixed telecom-services and thereby increasing tele-density and tele-access in the country. BTRC has authorised fixed-line telephone services (PSTN) in four regions of the country through the private sector and the aim is to add 1.2 million fixed phones in 2 to 3 years. BTRC has made it mandatory to deploy 5 percent of the telephones in rural areas under PSTN. It will allow wireless local-loop (WLL) technology in remote areas to provide access at a low cost.

5.239 Besides encouraging private participation in the sector, the Government recognises the need for further reforms in BTTB and accordingly has been infusing a corporate culture into the BTTB management through various institutional reforms so that it can assume greater and expanding roles to meet present and future demand.

### **5.C.7.2 Expanding Internet Facilities for Rural People**

5.240 With a view to making internet facilities available to the poor at a low cost and to bring about drastic changes in their livelihoods by introducing this modern technology in all sectors of the economy, the Government has initiated a number of projects and programmes.

5.241 The Voice Over Internet Protocol (VOIP) has been made accessible to the private sector to facilitate internet expansion at a low cost. The Government is also exploring the possibility of establishing an alternate broadband network for large-scale data and voice transmission. BTRC has conducted a study in this respect through independent consultants and their recommendations are being reviewed.

5.242 The Government believes that the expansion of internet facilities to the rural areas largely depends on the availability of fibre-optic links. Accordingly, fibre-optic links have already been established in most cities (50 out of 64 districts). Moreover, BTTB has been working to connect Bangladesh by the year 2005 with the Information Superhighway through a submarine fibre-optic cable project with the landing site at Chittagong. A nationwide internet backbone will be established based on the fibre-optic submarine cable.

5.243 Due to de-regulation of the Very Small Aperture Terminal (VSAT) policy by the Government in February 2000, the number of ISPs has increased, with individual bandwidths ranging from 128 kilobytes per second to 8 megabytes per second, offering broadband internet services through DSL/HDSL modems. All 64 districts have been brought under internet coverage by BTTB through dial-up connections.

### **5.C.7.3 Expanding Computer Facilities to Rural Areas**

5.244 Analysts have found positive links between communications and access to information and development of communities. Access to information leads to opportunities that generate resources and hence information is linked to resource building. Within this line of thinking, ICT serves as a powerful tool to give equal access to the poorest of the poor and thereby help to create sustainable human development.

5.245 The Government believes that development of an institutional framework for providing the poor with access to computer facilities is essential for the development of human resources and the creation of an information society. Accordingly, the Government has initiated a number of projects to strengthen the Bangladesh Computer Council.

5.246 The Ministry of Science and Information & Communication Technology (MOSICT) has been planning to improve efficiency, productivity, and quality of education by introducing ICT at various levels. In this context, several initiatives have already been taken and some are underway, such as:

- Assistance to secondary schools for introducing computer courses;
- Introduction of computer training and internet facilities for rural secondary and higher secondary institutions;
- Development of SSC (ICT) and HSC (ICT) curriculum in schools and colleges in 64 districts;
- Establishment of a world class research institute as a “Centre of Excellence”;
- Introduction of Olympiad competitions for primary, secondary and university levels in science and ICT; and
- Establishment of six IT training institutions, one in each divisional headquarters.

5.247 Recognising the importance of awareness among the students about computers and information technology, a public-sector project has been providing assistance to NGO secondary schools through distribution of computer hardware, software and peripherals for labs and organising training for teachers. The Government has also planned a new project to provide computer training and internet facilities across the country and to establish a local cyber centre by providing internet facilities in selected institutions. Another new programme, as mentioned above, for introducing SSC (ICT) and HSC (ICT) curriculum in 128 schools and colleges in 64 districts is underway. 1 school and 1 college in each district will be provided with complete lab and internet facilities. The teachers of those schools and colleges will also be trained.

#### **5.C.7.4 Creation of a High-Tech Park**

5.248 With a view to developing an information society and creating a Hi-Tech park, the Government recognises that it is essential to develop human resources in ICT. Accordingly, it has initiated a number of interventions. Of which the following interventions have already been taken: standard computer training courses at the Divisional Headquarters have been introduced, a programme for providing special allocation of funds to the universities for conducting a one-year Postgraduate Diploma Course in ICT has been introduced, registration and ranking of Private ICT Training Institutes has been initiated, a National ICT Certification Examination following a standardised course curriculum has been introduced, Computer-aided Learning Packages for students of different levels have been developed, employment of the youth through ICT Training and Enabled Service (ITES) has been introduced, an ICT Business Promotion Council has been established to oversee the development of IT industries in Bangladesh. An institute called the Bangladesh-Korea Institute of ICT has been set up; a National ICT Internship Programmes have been launched, and ICT Training Institutes in 15 of the greater districts will be set up.

5.249 As a step toward setting up a Hi-Tech park and encouraging start-up companies in software and ITES development and export, the Government has set up an ICT Incubator at the heart of Dhaka City, which has been in operation since November 2002. The Incubator Centre has been provided with free internet connection and enjoys a rent subsidy. At present, many software related companies have been using these facilities.

5.250 The Government has been working for establishing a 232-acre Hi-Tech park at Kaliakoir, 40 km north of Dhaka City. The land for the project has already been handed over to MOSICT. This park will

be used for software and ICT-enabled service industries, PCB (electronics and printed circuit-board)-related equipment and products, telecommunications, hardware assembly/ component/VLSI design and manufacturing, opto-electronic equipment, bio-technology and related linkage industries. The Park will include a hi-tech institution to provide technical support and to conduct R&D activities. The Park is expected to promote and facilitate ICT and other hi-tech industries for development and business activities and is likely to play a significant role in Bangladesh's endeavours for poverty alleviation.

*The relevant Policy Matrix providing major goals and actions to be taken in the ICT and Biotechnology sector is presented in Annexure 4.*

## 5.D Strategic Block III: Effective Social Safety Nets and Targeted Programmes

5.251 Bangladesh has a robust portfolio of Social Safety Net Programmes (SSNP) which addresses various forms of risk and vulnerability and attempt to reduce poverty through direct transfer of resources to the poor. The portfolio has been responsive to changing risk assessments and has witnessed a fair degree of programme innovation. Thus, a food rationing system gave way food-for-work programme and subsequently to vulnerable group development and food-for-education programmes as well as incentive programmes such as school stipend which combine safety net objectives with human development objectives.

5.252 The arguments in favour of SSN are based on the government's policy to (a) reduce income uncertainty and variability; (b) maintain a minimum standard of living; and (c) redistribute income from the rich to the poor. The basic operational characteristics of an SSN is that it transfers resources in cash or kind directly to a specified group of people (the poor, women, disadvantaged groups, old people) through a delivery mechanism with or without certain condition being binding upon the recipients. A Fact-Sheet on SSNP is included in Annex 2.

### 5.D.1 Safety Net Programmes (SNPs) in Bangladesh

5.253 During the last two decades, the Government of Bangladesh (GOB) has been pursuing a number of safety net programmes. Expenses for SNPs are less than one percent of GDP and about 4.4 percent of public expenditure. There are about 27 SNPs in Bangladesh (see Annex 3). Some of these SNPs are described below:

5.254 **Old-Age Allowance Scheme (OAAS):** The number of the elderly (above 60 years) has been estimated to be 7.6 million as recorded in the 2000 census. Beginning in April, 1997 the Government has introduced the "Old-Age Allowance Scheme" in all rural areas of Bangladesh as well as in municipal areas. At present, this programme is operating in 42,991 wards of six divisions of Bangladesh. A total of a million elderly poor persons (men and women in equal numbers) are receiving this pension. Each beneficiary receives Tk 165 per month. In the 2003/04 budget, the allocation was Tk 1.8 billion for this programme. The programme was extended to cover 1.32 million people with an allocation of Tk 2.6

billion in 2004/05; the minimum age of beneficiaries in 2004/05 was raised to 65 years. In the budget of 2005/06, the allocation on this head has been further increased to Tk 3.2 billion with the intended beneficiaries to reach 1.5 million people. The Government has also increased the per head old-age allowance to Tk 180 beginning 2005/06.

**5.255 Allowances for the Distressed Disabled Persons (ADDP):** In the budget of 2005/06, the Government has introduced allowances for the distressed disabled persons and provided an allocation of Tk 250 million for this purpose. This programme has started to cover 0.104 million poor and distressed disabled persons who would receive Tk 200 per person per month. This is a unique programme for the persons with disabilities first ever lunched in Bangladesh in the area of Social Safety Net Programmes (SSNPs).

**5.256 Allowance Scheme for Widowed and Distressed Women:** Women suffer when they become widowed, divorced or abandoned by their husbands. At present, widowed, divorced and abandoned women constitute about 11 percent of total married women. To deal with this problem, the GoB introduced the “Widow Allowance” scheme in September, 1999. Under this programme, 5 extremely poor women in a ward who are either widowed or have been deserted by their husbands are given Tk.150 per month. In 2003/04, the allocation for this programme was Tk.900 million. At present, a total of 4488 Unions are covered under this programme. Besides, some small municipalities have also been included in this programme.

**5.257 Rural Maintenance Programme (RMP):** The Rural Maintenance Programme (RMP) is basically a “cash for public works” programme with built-in provisions for skill training for women. Starting in 1983, the RMP now runs in 4140 unions. Both the central and local governments (Union Parishad) of the GOB are responsible for funding a part of the costs of the RMP. The focus of the RMP is fourfold: (a) maintenance of roads in the rural areas, (b) creation of employment for disadvantaged rural women, (3) development of the management capacity of the bottom-tier of the government (Union Parishad) and (4) providing women with skill training. The maintenance work under RMP is done by rural destitute women who are widowed, divorced, abandoned or have disabled husbands. They are employed for a period of four years. Under the RMP, a woman works for three years and three months, and for the remaining nine months she receives skill training. However, the beneficiary receives a regular daily wage of Tk.43 for full four years. An amount of Tk.10 is compulsorily saved everyday. The programme employs approximately 41,400 destitute women every year.

**5.258 The Vulnerable Group Development (VGD) Programme:** The Vulnerable Group Development (VGD) programme is targeted to provide food and development services to the poorest women in rural areas. The programme currently attempts to improve the economic and social situation of VGD women so that they may graduate beyond their existing conditions and be able to sustain themselves above the poverty level. More specifically, the immediate objective of the VGD programmes is to increase the income earning capacities of the beneficiary women by (a) imparting training; (b) encouraging savings and (c) providing credit.

5.259 **Rural Infrastructure Development Programme (RIDP):** RIDP is one of the largest food-based safety net programmes in the country. In 2002/03, the food used for wage payments was nearly 300 thousand metric tons for RIDP. In 2001/02, the budgeted allocation for RIDP (then FFW) was Tk.9.9 billion. Earlier evaluations had found several major problems (discussed later) with the FFW programme.

5.260 **Food for Education (FFE)/Cash for Education (CFE):** There are a large number of dropouts among children aged between 6 and 10. The main cause of this is the pervasive poverty of the parents forcing them to send their children to work. The Food for Education (FFE) programme was designed to encourage poor families to send their children to school. It is designed to ensure that children from the poorest 40 percent of households are enrolled in formal primary schools. The Food for Education has been converted into Cash for Education where households with qualifying pupils receive Tk 100 per month for one pupil and Tk 125 per month if more than one pupil is enrolled. This is now a major component of the education budget, accounting for about one third of the annual development budget earmarked for primary education. This is fully financed by the Government and it is the largest conditional cash transfer programme in the country with an annual budget of about Tk 6.6 billion. Till June 2001, the programme has been in operation in 1,254 Unions of 464 Upazilas, with coverage of 17,811 schools. An estimated 5.5 million pupil benefit from this programme.

5.261 **Female Secondary Stipend Programmes:** Female secondary stipend programmes are targeted at all girls in rural areas, to encourage them to attend secondary schools. The objectives of the programmes are to increase and retain female students in grades six to ten, increase the likelihood of employment or self-employment of the students once they complete the study, and reduce early marriage among girls. The programmes have operated since 1993 and have led to a significant increase in the enrolment of girls. There are four female secondary stipend programmes: The Female School Stipend Project (FSSP), financed by the Government and covering 282 Upazilas; the Female Secondary School Assistance Project (FSSAP), financed by the Government and the World Bank and covering 118 Upazilas; the Secondary School Development Project (SSDP), co-financed by the Asian Development Bank and covering 53 Upazilas; and the Female Secondary School Education Stipend Project (FSSESP), financed by NORAD, and covering 17 Upazilas. Currently, about 4 million girls receive stipends from these four programmes.

5.262 **Quantity Rationing:** Bangladesh has a large public grain-distribution system. There are both priced channels and non-priced channels. Additionally, under the monetised channel, small amounts of grain are diverted for subsidised open market sale at times of a sudden rise in prices. This type of sale was much larger previously but has been discontinued except during periods of natural disasters.

5.263 **Other Programmes:** There are some other safety-net programmes in Bangladesh. Some of these are: (i) Vulnerable Group Feeding programmes which aim at assisting households over several months at times of distress. Selected cardholders receive 8 kg of rice per month. (ii) Food Security Enhancement Initiative (FSEI) programmes started in the year 2000 and will continue up to 2005. (iii) The Rural Social Service (RSS) is a micro-credit and training programmes in the areas of primary health care, occupational skill and informal education. (iv) The Urban Social Service provides collateral free

small credit and skill training to slum and pavement dwellers. (v) The Rural Mother Centre (RMC) provides the distressed rural mother with interest-free micro-credit, training in primary health care and family planning, and informal education. About 12,965 mother centres have been established in 318 Upazilas. (vi) The Programme for Acid Burnt Women and the Physically Handicapped plans to alleviate both the socio-psychological and income poverty of women who had suffered acid-burns. (vii) The Social Investment Programme Project provides finances for community-based development activities for poverty-alleviation.

5.264 Apart from the programmes mentioned above, there are various other programmes that may be categorised under “safety net.” In short, Bangladesh has several SSNPs, which are running; several others that exist in name only and yet others, which exist though little is known about them.

#### **5.D.1.1 Natural Disaster Programmes**

5.265 Bangladesh regularly faces natural disasters such as flood, tidal bore, tornado, cyclone, droughts etc. The shocks of these disasters have a disproportionate impact on the poor. In response to such shocks, households adopt coping strategies such as reducing food intake, sale of productive assets, resorting to high interest loans, and contracting family members to hazardous labour that compromises their well-being.

5.266 The frequently adverse impact of weather-related disasters has given rise to two reactions in Bangladesh. First, there is the inevitable need for emergency gratuitous relief operations. This is a Government programme run by the Department of Relief and Rehabilitation. It is designed to provide emergency relief to disaster victims. While it is a relatively small programme, it is the main instrument through which the Government provides immediate, short-term relief to disaster areas. Another programme, Vulnerable Group Feeding (VGF), is triggered by disaster and is used purely as an emergency programme. Second, there is considerable interest in risk mitigation programmes. Another government programme is the Fund for Mitigating Risks for Natural Disasters. This has a total budgetary allocation of Tk 1.5 billion. The programme is intended to respond to natural disasters such as drought, rain from the hills, floods, river erosion, cyclones and tidal waves. It covers about 22,000 beneficiaries each year. Victims of disasters are eligible for interest-free loans from Tk 5,000 to Tk 25,000, with a one to three years’ period for loan repayment and a one-time 5 percent service charge. PKSF is also implementing a pilot programme titled “Disaster Fund for the Poorest” specifically to protect those who have borrowed micro-credit under the programme.

#### **5.D.1.2 Provision of Shelter**

5.267 **Asrayan/Abashan Programme:** After the independence of Bangladesh the Government inaugurated a “Cluster Village” project to rehabilitate the landless people in a particular district. In line with this activity, a number of Cluster villages were later established.

5.268 After the cyclone of 1997, the Government took steps to build strong houses and shelters and the project Asrayan were launched. It is a programme to provide shelter and self-employment for the poorest people of the society. Asrayan residents also get training in disaster management, team building, women’s empowerment, primary healthcare, skill development, and income generating activities.

Recently, the Government has undertaken a similar programme named Abashan. The objectives of this programme are to: (i) provide homeless and landless families with homesteads and basic facilities on *Khas* (Government owned) land; (ii) enhance community development, crisis-coping capacity and increase self-reliance; (iii) facilitate provision of basic necessities, i.e. education, health and nutrition, family planning; and (iv) promote income-generating activities.

**5.269 The Housing Fund:** The Government has started a housing loan scheme, called the Housing Fund. The main purpose of the programme is to improve the quality of life of the poor people by providing loans to construct safe and durable houses. The Housing Fund programme was introduced in 1997-98 all over the country. Till now, the Government has allocated Tk.980 million for the Housing Fund. The Housing Fund is a small programme. The project provides (i) housing loans to low-income households to construct houses through partnership agreements with NGOs; and (ii) micro-credit to the loanees through implementing agencies/NGOs for income-generating purpose. The target groups of the Housing Fund are the rural poor, the landless, small and marginal farmers, people who are rendered homeless because of calamities.

#### **5.D.1.3 Social Safety Net Programmes (SSNP) and their Impacts**

5.270 Most of the interventions described above have not been rigorously evaluated. The absence of evaluation makes it difficult to draw definitive conclusions about past impacts, and future policy directions for safety net programmes in Bangladesh. All the SSNPs have immediate economic improvement effects, some development effects as well as empowerment impacts. The crucial question to ask is if safety nets programmes work as a ladder to move people out of poverty. The majority of the households benefiting from the safety net programmes based on cash transfer have been able to increase household income. Research findings further indicate that with enhanced household income these households also alleviated their food and health insecurity. Cash transfer, even though it is relief-oriented, encourages beneficiaries to make some investment. Programmes targeted at women have (a) increased women's participation in household decision-making; (b) improved health conditions of women and their family members; (c) encouraged small investments for income generation in the future; and (d) revived the traditional system of in-family care.

5.271 Vulnerable Group Development (VGD) and Test Relief (TR) also have a development impact. VGD currently attempts to improve the socio-economic condition of beneficiary women so that they may graduate beyond their existing conditions and be able to sustain themselves above the level of extreme poverty. Research shows that implementation of stipend programmes increased enrolment rates and school attendance, and reduced dropout rates in primary schools. In case of RMP, studies show that over 60 percent of the phased-out RMP participants were able to maintain their previous (i.e., during RMP period) standard of living. Safety net programmes in Bangladesh have also become successful to a certain extent in alleviating human poverty. Findings from a BIDS study show that about 70 percent of children (aged 5-14 years) from the beneficiary households are enrolled in school, while in the non-beneficiary households, 64 percent of such children are enrolled in school.

5.272 Evidence on the impact of conditional transfer programmes indicates positive impacts on human capital accumulation. For example, the FSSAP and the FFE/CFE programmes impacted long-term development by fostering human capital formation through increasing the primary enrolment rate, promoting school attendance, and reducing drop-out rates.

5.273 Girls constitute about 55 percent of enrolment at the secondary level, compared to around 33 percent in 1993 when the FFSAP programme was initiated. In the case of the FFE programme, the overall enrolment rate had risen by 34 percent (27 percent for boys and 41 percent for girls), compared with a rise of only 2.5 percent for non-FFE schools. Similarly, it is found that attendance rates for FFE schools are 10 percentage points higher than for non-FFE schools, and drop-out rates were just about six percent compared to 15 percent for non-beneficiaries among FFE schools, and 11 percent in non-FFE schools.

#### 5.D.2 Weaknesses in Bangladesh Safety Nets Programmes

5.274 **Lack of an Integrated National Policy:** There is no integrated national policy for social protection and safety net programmes based on a comprehensive and updated risk and vulnerability mapping. Often, the extent, nature and mechanisms of many safety net programmes change with a change of government. There is also lack of integration and coordination among various safety net programmes and providers. A number of ministries are involved in implementing and monitoring safety net programmes. Many are funded with donor money. Budgetary provisions are ad-hoc and given as block allocations.

5.275 **Limited Coverage of Safety Net Programmes:** Though SNPs have played a role in mitigating poverty, their coverage remains limited given the magnitude of extreme poverty that exists in the country. A BIDS survey reveals that SNPs cover about 10 million people, and consequently fall short of the needs of 23.9 million people who belong to the “extreme poor” category. Furthermore, SNPs cover mainly the rural poor, whereas the nature of urban poverty is more severe than rural poverty in certain respects. Recently, GOB has started a new safety net programme, namely the Urban Social Service (USS) for the urban poor. Through this programme, the slum and pavement dwellers are provided with collateral-free small credit and skill training. But the coverage of this programme is extremely limited.

5.276 **Missing Poor and New Vulnerabilities:** Current social safety-nets also lack coverage of specific socially excluded and marginalised groups. Some outcast groups in Bangladesh like cobblers, sweepers and fishermen are living in extreme poverty for years together. Tea plantation workers are another group found to live for years in extreme poverty. In Bangladesh, farmers, particularly the small farmers, are exposed to large-scale vulnerability due to various natural uncertainties, price fluctuation and low price of output. This may be exacerbated by the globalization process. If prices suddenly fall due to large-scale imports, there are no means to protect these farmers. There is also a lack of understanding of the poverty implications arising from globalization-induced shocks and their gender dimensions for the garment sector.

5.277 **Insensitivity to Geographic and Agro-Ecology Specific Poverty:** The nature of extreme poverty varies with variations in geography and agro-ecology. Separate safety net programmes are needed to alleviate poverty arising from area specific problems like river erosion, salinity and arsenic pollution. Geographic targeting taking these characteristics into account is still lacking.

5.278 **Inadequacy of the Amount of Transfers:** The “widowed and distressed women’s” allowance/Inadequacy of the amount of allowance/grain/wages/loans provided under the safety net programmes is one of the main weaknesses of these programmes. Almost all beneficiaries of the Old Age Pension Scheme reported that during old age, health care is a basic need and for this a more substantial amount of money is required every month. About 97 percent of the beneficiaries of those widowed and distressed women’s allowance reported the amount of allowance as inadequate. The dissatisfaction related to micro-credit disbursements is also universal.

5.279 **Inadequacies of Poverty Criterion:** For all the safety net programmes, the poor have been identified mainly on the basis of land ownership and income criteria. It is possible to identify the poor with respect to various socio-economic characteristics such as land ownership, income, housing condition, food security and consumption expenditure. The use of these characteristics should be applied, based upon the particular focus of the safety net programme subject to the provision that they should not be too complex to understand and apply.

5.280 **Inadequate understanding of the Gender Dimension of Poverty:** In the existing safety net programmes, the gender dimension of poverty has been addressed inadequately. All the safety net programmes undertaken for women addressed their income poverty whereas social and psychological poverty is pervasive among women in Bangladesh. Human poverty, particularly health poverty, is more acute in case of women but there is no safety net programme addressing the health insecurity of poor women. Access to education and skill training is highly restricted to poor women but no women-focused safety net programme was undertaken to provide education to girl children of poor families.

5.281 **Gender specific risks and insecurity in the labour market** are also by-passed by the existing safety net programmes. Poor women-workers face specific risks and insecurity. Risk of violence is also rampant for them in the workplace. Safety net programmes addressing these risks and insecurities are inadequate both in number and magnitude. Only recently, the GOB has undertaken a safety net programme to provide protection to the victims of acid throwing. But the size of this programme is as yet quite small. Victims are also in great need of counselling and health services as well as marketing services to sell what they produce through self-employment. Therefore, together with providing small credit, health and counselling services an outlet for marketing their products should also be provided to help their proper rehabilitation.

5.282 **Targeting and leakages:** Despite the successes of SSNP in Bangladesh, there have been causes of concern on several counts. There have been various administrative problems obstructing the smooth running of the programmes. Targeting has been off the mark in some of the programmes. In some cases, leakages have been more of a problem than targeting. Also in-kind transfers such as food may have depressed prices somewhat, and this could be a disincentive to small producers.

5.283 In FFE, as indicated earlier, the beneficiaries were poorer than non-beneficiaries but it did not clearly show that the former were actually drawn from the poor. The old age and widow allowance beneficiaries appeared to be well targeted. So were the VGD programme participants. In FFW, the

leakages have been estimated at 26 percent. But the main mechanism seems to be padding of the work done and falsification of pre-work and post-work estimates of earthwork. Other estimates put leakages at 34-59 percent for VGD and 30-65 percent for VGF. These leakages occurred due to administrative lapses and high administrative costs. More rigorous evaluation of these programmes would help to clarify the actual scale of the leakage and other implementation problems and where remedial measures can be best pursued.

### 5.D.3 Development of Effective SNPs: Issues of Governance and Development Contents

5.284 Given that the expenditure on safety net programmes is less than 1 percent of GDP, an increase in the allocation for social assistance programmes is warranted. However, it is difficult to be prescriptive about how big this should be. Safety net programmes have an important role to play in Bangladesh. The challenge is to base programme choice on an effective and updated risk and vulnerability mapping and ensure that chosen programmes serve both to limit total cost and reduce opportunity cost. Based on the experiences of other countries in the implementation of safety/social assistance programmes, a number of steps can be taken in Bangladesh in the area of SSN:

5.285 First, a coherent and integrated national social protection policy based on a comprehensive mapping of existing and emerging vulnerabilities needs to be developed. This policy will have to decide upon what to include and what to exclude for public action. Particularly, the variety of social assistance and the social insurance programmes that may be undertaken over phases needs to be clarified. Second, coverage of existing programmes which have proven track records can be expanded. For example, the Rural Maintenance Programme (RMP) needs to be continued. The old age pension scheme may also be expanded in phases. Third, the labour laws of the country that already have provisions for several types of social insurance related to employment need to be reviewed by a body composed of government representatives, employers, employee unions and other stakeholders. These laws should be further strengthened and implemented. A strong regulatory role by the Government may be needed. Fourth, rigorous evaluation of current SNPs to identify weaknesses and improve their effectiveness will have to be undertaken. Fifth, programmes need to be developed which address emerging vulnerabilities such as urban poverty, livelihood loss due to economic integration and policy reforms, and disadvantaged groups not covered by existing SNPs. Sixth, holistic strategy needs to be developed to provide long-term solutions to entrenched problems such as seasonal poverty in northern districts and other affected areas. Seventh, introducing health and nutrition related assistance programmes towards reducing maternal mortality and improving child nutrition. An active exploration of a viable school meal programme will be a priority. Eighth, facilitating the growth of insurance programmes targeted to the poor and vulnerable groups as viable alternatives for their social protection needs. In addressing all of the above, gender concerns will have to be accommodated as a matter of priority.

5.286 Consideration could be given to (i) establishing a clearing and designing house for keeping track and coordinating optimal utilization of scarce resources by avoiding duplication and dovetailing programmes so that the needs of the special groups may be catered to; (ii) minimizing the number and improving the accountability of intermediaries who are involved in administering safety net programmes; (iii) establishing a standing arrangement for monitoring and overseeing the development and implementation of policies and programmes for safety net programmes; (iv) coordinating the views and activities of the government and non-government organizations in SSN areas; (v) outsourcing responsibility for implementing safety net programmes at the local level; (vi) introducing periodic evaluation of programmes to throw light on what is working and what is not; and (vii) allowing for reform and consolidation of programmes where needed.

## 5.E Strategic Block IV: Human Development

### 5.E.1 Investing in People: Education

5.287 Deprivation from education itself is a key element of poverty. The number of poor people deprived of education is disproportionately high, and lack of education in turn limits their capacity to overcome income poverty, thus creating a vicious and intergenerational cycle. Empowering people with knowledge and skills is the most vital component of human development for poverty reduction. Education and learning have thus become key elements of poverty alleviation. The education system in Bangladesh is not pro-poor; and the quality and content of education do not effectively serve the goals of human development and poverty reduction. There is a general agreement that the number of institutions and enrolments have grown at all levels, but quality of education has deteriorated especially in institutions where the children of the poor families go.

5.288 It must also be mentioned at the very beginning that education in general has to be relevant for its recipients. Education needs to be life oriented and also livelihood oriented. It needs to function as toll for knowledge generation and self improvement however it also need to function as a tool for income poverty reduction where the recipients of education can meet the demand of the labour markets.

5.289 Discussion of the education sector is presented in six sections consisting of five sub-sectors and two crosscutting issues. These sub-sectors are early childhood, pre-school education and primary education, secondary education, technical and vocational education, tertiary education, literacy and non-formal education. The crosscutting issues are education governance and finance. Discussions in each section cover topics such as current status and achievement, current issues, targets to be achieved, ongoing initiatives and future actions to be taken.

#### 5.E.1.1 Early Childhood Development, Pre-school (ECDP) and Primary Education

5.290 **Early Childhood Development and Preschool (ECDP)** education has not been a part of the publicly provided education. The Government, recognizing the value of and demand for pre-schools has encouraged NGOs and communities to set up and support pre-schools within the premises or near primary schools. Children from poor families, especially the first generation learners, can benefit greatly from ECDP programmes. That there is a demand for ECDP is indicated by the large number of community-initiated pre-schools attached to primary schools.

5.291 The Government needs to ensure that ECDP education is available in rural areas and is particularly targeted at children from poor families. Progress has already been made in this area. For example, an early childhood development programme is in place; a study is underway towards developing an ECDP curriculum; a number of national and international NGOs have been working on community-based ECDP activities; a National Plan of Action (NPA) for children is under preparation (by MoWCA) aiming at children's right to growth and development.

5.292 The Government will provide all encouragement and support for expansion of programmes in cooperation with NGOs and CBOs. While government funding may not be available for large-scale provision of these services, government support can take the form of facilitation and encouragement of donor assistance. All pre-schools should be registered with the Government. A national curriculum and

syllabus should be formulated for pre-school education. Teachers' Training Colleges should offer a certificate course for preschool teachers. A section for pre-schools should be established in the Directorate of Primary Education (DPE), which will set standards for pre-schools, including standards for teachers and their salary.

5.293 **Access to primary education** has increased steadily over the past two decades. The gross enrolment rate in primary education reached 97 percent in 2002, though net enrolment is estimated at about 80 percent. However, the rate of completion of the five-year primary stage is about two-thirds of those enrolled. The gender gap in enrolment has reached close to parity at a ratio of 51:49 for boys and girls. There are about 17.6 million students in primary education.

5.294 In terms of access, primary education is affected by constraints such as insufficient number of schools within a reasonable distance; economic conditions of the families and academic performance of the students. Often children from poor families and/or poor achievers do not come to school. Teachers too are often absent from school. Another obstacle to greater access to education is child labour. Access is also low for ethnic and linguistic minorities and people living in *char*-land, lowland *haor* and coastal areas where there is a disproportionate concentration of the extremely poor. Education facilities for children with even mild disability are very limited both in the public and private sectors. In terms of quality, various studies show that quality across the board is poor. Quality of education is determined by (i) family circumstances of children-parents' education, parents' ability to spend on private tutoring, parents keeping in contact with teachers, and the economic status of the family and; (ii) effective instructional time for students, which is 863 hours for grades I and II and 1537 hours for grades III to V in a year in Bangladesh. These instructional hours are lower compared to instructional hours prevailing in many developing countries in Asia.

5.295 The main targets of primary education are: to ensure that all children of age five irrespective of geographical, socio-economic, ethnic-linguistic, gender, physical and mental capabilities and other characteristics as well as the poor achievers are brought to school and complete the primary education cycle. School attendance and the completion rate have to be improved substantially. Primary education has to be made available to all drop-outs and left-out boys and girls. The quality of primary education including madrasha education has to be improved so that the competency rate doubles by 2007. Finally, attention must be paid to maintain gender equality.

5.296 Incentives for all children to attend primary school have been introduced through distribution of textbooks and food in 1993. Food distribution was replaced by a stipend of Tk.100 for a child and Tk.125 for more than one child in school per family. The programme aims to cover 40 percent of the students from poor families. Quality improvement measures in primary education have been taken through a modification of the curriculum and textbooks; establishment of Upazila resource centres and introduction of in-service training for teachers. Training for head teachers and Upazila primary education staff in management and academic supervision has been introduced.

5.297 To address the problem of child labour and their education, a basic education project for "hard-to-reach urban children" has been undertaken to benefit 351,000 working children. Schools under the Shishu Kalyan Trust also serve working children in urban areas. A second phase of the "Hard to Reach" project has been initiated in 2003. In 2004, a programme was launched to serve 500,000 out-of school children in rural areas and would be implemented with the help of NGOs.

5.298 Further actions to be taken are: (i) ensure one primary school for every 1500 persons; (ii) develop and fund programmes to extend the coverage, in cooperation with NGOs; (iii) support modernization and quality improvement of ibtidayee madrashas; (iv) apply quality standards like physical facilities, learning aids, formation of the managing committee, student-teacher ratio, and involvement of the community in all primary institutions; (v) review the teaching-learning model recognizing that a large proportion of the pupils, especially the poor, will not go beyond primary education, and meanwhile the foundation of literacy and numeracy skills and basic knowledge has to be built; (vi) introduce English language teaching from class one; (vii) harmonise regular and madrasha education curriculum; and (viii) effectively implement PEDP II to particularly ensure quality improvement in primary education.

5.299 **Management and Finance:** A separate primary education cadre or a sub-cadre within the education service cadre should be formed immediately. An independent commission should have the responsibility of selecting a panel of teachers for each district, from which teachers would be appointed as vacancies arise. Professional training should become a prerequisite for teaching and academic supervisory positions in primary education. Quality of education must be ensured by providing continuous training to the teachers by strengthening 'Training of Trainers'. The National Academy for Primary Education (NAPE) should be developed into the highest professional centre for primary education with academic and administrative autonomy. The Government needs to bring all primary institutions under government management. The DPE should become responsible for academic supervision of all institutions teaching at the primary school level. District and Upazila should become the pivotal tiers for planning and managing access, equity and quality improvement support to schools. The Government should pay salaries and capital grants to all non-government registered schools.

#### **5.E.1.2 Secondary and Higher Secondary Education**

5.300 Secondary education starting from grade VI to XII is provided through collaboration of government and non-government providers within a regulatory framework. The number of students in secondary education is about 11 million, of whom girls are 51.3 percent. An average gross enrolment rate of 44 percent in secondary education indicates low access to secondary education. The dropout rate for 2002 is reported to be 18.7 percent for junior classes (6-8), 51.6 percent for secondary classes (9-10) and 43.8 percent for higher secondary classes (11-12). Poverty is a deterrent to secondary school access because, in addition to the tuition fee, there are high additional costs for transportation, uniforms, books and materials and private tutoring.

5.301 A positive development has been the closing of the gender gap in secondary school enrolment. Stipends and elimination of tuition fees for girls in rural areas have made a difference. However, this does not compensate for the structure of inequity that characterises the system. More girls, in absolute numbers, are benefiting from education, but girls from the poorest families, from remote rural areas, from urban slums, and from ethnic minorities remain deprived, as do their male counterparts.

5.302 Public examinations held at the end of classes X and XII are important indicators of quality of secondary education. The pass rates have been around 40 percent for both SSC and HSC examinations in recent years. Other quality issues in secondary education are that the secondary education has no purpose of its own. Curriculum do not relate to prospects of employment, entrepreneurship and

practical skills. Examinations, including public examinations, mostly test ability to recall information and do not test abilities to reason, or apply, analyze and synthesise information. Expansion in enrolment has not been matched by increase in physical capacity and human resources. Students per class and per teacher are around 60. A small proportion of teachers have any professional training. Academic supervision of secondary schools is almost non-existent.

5.303 Various projects to enhance quality and increase participation in secondary education have been undertaken. The Secondary Education Sector Improvement Project (SESIP), 1999-2005, aims to provide equitable access to secondary education by building new schools and classrooms in underserved areas and providing stipends and tuition waivers to girls. The Female Secondary School Assistance Project Phase II (FSSAP II) aims at addressing aspects of quality, access and retention of girls and strengthening management, accountability and monitoring. All stipend projects have entered into the second phase and the coverage of students has expanded. A project called PROMOTE encourages female teachers to receive B.Ed. training and facilitates construction of resource centres for teachers and hostels for female teachers in Upazila towns. A quality improvement measure and a step towards reducing the quality gap between urban and rural schools is the English Language Teaching Improvement Project (ELTIP) that was implemented during 1997-2002. The second phase of the ELTIP had been implemented during July 2002 through June 2005; implementation of the third phase of the project has started from July 2005 and expected to be completed by June 2008. The components of this project include improving teacher training facilities; providing management training of personnel; and providing teaching facilities in underserved areas. Groundwork has been undertaken to address quality, access and management weaknesses in secondary and vocational-technical education. Various recommendations emerged with regard to the organizational structure, central and institution level management, human resource management and performance-based subvention to schools. A Non-Government Teachers Registration and Certification Authority (NTRCA) has been established in order to ensure recruitment of quality teachers for all secondary and post-secondary educational institutes. The aim is to have all teachers certified and registered as qualified for teaching by this authority.

5.304 For secondary education, targets to achieve are both in terms of access and quality: increase access to secondary education by increasing gross enrolment rates by 50 percent for all levels of secondary education and reduce dropouts by half; improve quality of education at the secondary level by enhancing the SSC and HSC pass rate to at least 65 percent for both male and female students by the year 2008; ensure a gender balanced approach in the formulation of curriculum by removing negative images if any from the existing curriculum and project a positive image of women and household activities in the curriculum; improve enrolment, attendance and completion rate among students from poor families by reducing their dropout rate by 50 percent; and ensure sustainable gender parity in secondary and post-secondary education by making male-female student enrolment ratios equal, ensuring gender equality in completion rates, and making schools girl friendly.

5.305 Actions to be taken in the secondary sub-sector of education could be as follows: (i) make secondary education up to class X into one unified stream with adequate focus on communication skills, science and mathematics for all students. (Education Commission Report, 2003); (ii) undertake a sub-sector development programme for the under-served groups; (iii) build new schools based on school mapping and a model high school should be built by the Government in each Upazila within 10 years;

(iv) ensure that NCTB is concerned with only curriculum development and has permanent professional staff; (v) apply common minimum standards of inputs and performance in all types of schools; (vi) ensure that the student-teacher ratio does not exceed 40; that competent teachers are appointed; that schools have libraries, laboratories, toilets, drinking water and other facilities; and all teachers have periodic in-service professional upgrading; and that there is a common core content in the curriculum of all secondary level institutions; (vii) restrict or if possible eliminate private tutoring by teachers and at the same time enhance their salaries; and (viii) make public examinations and internal assessment mutually complementary and more oriented towards the diagnosis of weaknesses of individual learners, institutions and the system for taking remedial measures rather than branding a large number of students as failures. School-based assessment, currently under implementation, is a move in the right direction. And finally (ix) attention must be given to curriculum development in terms of making it gender sensitive. It also needs to pay attention to environmental and reproductive health issues. Curriculum at the intermediate level is in the process of being revised.

**5.306 Governance and Finance:** It is necessary to shift operational decisions to Division, Zila and Upazila levels. Education Committees should be established at the national and sub-national levels up to the Upazila to provide general oversight and guidance. The Boards of Education should be concerned with only public examinations and supervision of schools. A career path should be established for teachers. In 2003, the NEC has identified the need to decentralise DSHE operations and increase authority and capacity at the zonal, District and Upazila levels for effective planning, monitoring, inspection, audit, and academic supervision to improve the quality of secondary education. The Ministry of Education and the Directorate will have to cede more of the tasks of planning, initiating policy reforms and overseeing policy implementation.

5.307 The potential for mobilizing community participation should be fully utilised in a largely non-government system through strengthening School Managing Committees. To empower SMCs, their role and responsibilities should be clearly defined. They should be given necessary orientation and training. Particular attention is needed in the context of decentralization to protect managing committees from undue political and bureaucratic pressures. Appointing local MPs, political personalities and government functionaries as heads of SMCs of multiple institutions should be discontinued. Members and chairs of these committees should be parents and community representatives who are known for their interest in and contribution to education.

5.308 Develop professional capacities of personnel for key system management and pedagogic improvement, as well as permanent institutional arrangements for continued professional development and upgrading. Advance planning and a rationalised system is needed in respect of personnel recruitment and posting, e.g., in National Academy for Educational Management (NAEM), Higher Secondary Teachers' Training Institution (HSTTI) and Teachers' Training Colleges. Bifurcation of the education cadre is necessary to create sub-cadres for management and teaching, allowing equivalent promotion and professional recognition in each sub-cadre.

5.309 The provision of subvention to non-government schools should be used to encourage access and participation by the disadvantaged groups, and promote minimum quality and performance standards for all schools. Devise transparent methods to link the amount and disbursement of subventions to the performance of schools.

### **5.E.1.3 Technical and Vocational Education and Training**

5.310 The Technical and Vocational Education and Training (TVET) programmes offer courses of one to four years duration after the junior secondary level (class VIII). Vocational training institutes, polytechnics, commercial institutes, technical training centres and specialised institutes offer the courses. Certificate level courses (post-class VIII) are offered in about 163 public institutions and some 2,154 non-government institutions including secondary schools. In 2003, about 200,000 students were enrolled in these courses.

5.311 Limited opportunities for organised vocational and technical skill development are the defining characteristic of this sub-sector. TVET mainly serves young males who have completed at least the eighth grade. This rules out those who do not survive in the education system up to grade VIII. Poverty reduction is achieved when training results in employment, particularly for the poor. However, the public sector TVET is mainly disconnected from the job market. The placement rate for VTIs is 40 percent, for TTCs 60-65 percent, and unemployment is also common among graduates of polytechnics. The UCEP experience in the non-government sector may offer some contrasting lessons here. In general, failure to diversify its clientele and to make the programme more flexible, adaptable and responsive to market needs and geared to the informal economy means that TVET is failing to help the poor improve their employment and income.

5.312 Stated government policies and goals are to substantially increase the proportion of post-primary students enrolling in TVET. The objective is to increase the proportion of participants in TVET to 20 percent of the students enrolled in the secondary stage by 2020—from the present proportion of around 5 percent. To expand the TVET programme it has already been proposed to introduce double shifts in the technical institutions; and a special stipend programme for women's education in science and TVET. A programme has already been undertaken to set up three polytechnic institutions for girls. A study is being undertaken for assessing the market demand for jobs. The equity effect of this expansion depends on the proportion of the clientele of the programmes from disadvantaged and poor sections of the population; how effective the programmes are in imparting sellable skills, and whether there is an expansion in employment opportunities.

5.313 The objectives of TVET are to expand it for the poor, particularly for adolescents, young adults, adults, males and females and make provision for TVET after class (VI, VII and equivalent grades) and work; improve the percentage of vocational and technical graduates obtaining employment both in the domestic and international markets and to increase the pass rate in the terminal certificate exams. By 2007, enrolment in TVET should increase by 50 percent where women's enrolment will have increased by 60 percent.

5.314 The following issues must be addressed in TVET. (i) TVET has to be responsive to job markets and be linked to the industries; (ii) it has to pay more attention to underprivileged groups (the poor, adolescents, women, etc.) who do not make it to grade VIII or the SSC level; (iii) its quality and efficiency in the public sector must be enhanced and public-private-NGO collaboration should be encouraged; (iv) all training centres, government or private, should be registered and brought under a common regulatory framework; and (v) TVET courses should be flexible in terms of duration, time-table and curriculum and should be flexible in terms of age structure and academic qualification for the

students; (vi) Curriculum of TVET should be revised continuously in line with market demand; (vii) Ensure coordination among various TVET institutions and develop an uniform guideline: (viii) TVET institutions should develop cooperation with micro-credit providers to support self-employment of trainees. (ix) Ensure participation of industries through financial contributions to the training institution; And (x) Girls enrolment in TVET education must be increased and for that the introduction of stipend program will be helpful.

#### **5.E.1.4 Tertiary Education**

5.315 The major components of the tertiary-education network in 2005 were the 26 public general and specialised universities, 54 private universities and 1500 colleges of different kinds affiliated with the National University as well as the Bangladesh Open University (BOU). The University Grants Commission (UGC) is the statutory body entrusted with coordination of Government allocation and oversight of public and private universities. BOU, established in 1992, offers a variety of courses in the distance education mode. In 2003, registered participants in various BOU courses were about 400,000. In terms of the number of institutions and enrolment, tertiary education has recorded more than five-fold growth since 1971. Yet, participation of only 7 out of every 1000 persons in higher education in today's "knowledge economy" and "information society" has to be considered meagre.

5.316 The main issues regarding access to tertiary education, therefore, are two-fold: (a) equity of access to universities and prestigious institutions leading to potentially high private return from higher education, and (b) the balance of enrolment in different fields.

5.317 Inequity is compounded by high public subsidy for higher education. The ability to compete on the basis of equal opportunities and educational provisions at the basic education stage is not ensured; this inequality is multiplied progressively through the higher stages of education, and is reflected in a bias for the urban and the wealthy. Gender disparity in higher education persists, despite progress at the primary and the secondary levels. About a third of the students in degree colleges are women and under a quarter are women in universities. The ratio of girls is lower in most specialised professional institutions.

5.318 In tertiary education, increase of enrolment of male and female students in professional degree education must be improved in accordance with the domestic needs and also according to the needs of the human resources importing countries. For professional degrees, student enrolment should increase by 40 percent. This sub-sector needs to achieve better balance in enrolment among humanities, applied and pure sciences, technology and commerce. In this respect, a 50 percent increase in the enrolment of both boys and girls in non-humanities subjects and professional areas should be achieved. In terms of performance, it is imperative to improve the examination performance of the general undergraduate and graduate students. Internal efficiency of public sector higher education must be improved and the knowledge generation role of the universities must be strengthened.

5.319 The major recommendations regarding tertiary education are: (i) government and non-government colleges should have effective governing boards in accordance with the rules of the National University; (ii) an independent commission should select the teachers for all colleges; (iii) sufficient

numbers of teachers should be appointed for all subjects to maintain a reasonable teacher-student ratio; (iv) the National University should assess the physical facilities and human resources of colleges and apply its rules before authorizing opening of honours and masters courses in colleges; and (v) the National University must be made effective in supervising the network of degree colleges, enforcing accreditation standards, assisting colleges to improve quality of education, and maintaining the integrity of public examinations. The practice of assessment needs to be introduced where students will evaluate teachers and facilities, teaching peers will evaluate the research outcome of teachers and employers will evaluate the employability of graduates. Professional upgrading and pedagogic training programmes should be arranged.

5.320 Governance and administration in higher education need a fundamental overhaul. The elements of overall governance reform would include: (i) reviewing and modifying the legal basis for university governance to restore and enhance the performance and accountability of universities in terms of their academic and intellectual objectives; (ii) strengthening the UGC's role as an independent agency for assessing and setting priorities, establishing and enforcing quality standards, and allocating resources, and giving priority and resources for taking advantage of new information and communication technologies for making learning resources available, improving quality of instruction, and increasing flexibility of academic offerings in higher education. The Open University and other institutions should use on-line course materials from international sources.

5.321 The Government in cooperation with public leaders and respected citizens has to take the initiative to build a consensus among political parties backed by strong civil society mobilization on issues identified as important in public discussion, such as: (i) discouraging student organizations from joining political parties, (ii) disavowing use of political loyalty a criterion for academic and administrative appointments (iii) forming public and community service corps of students, and (iv) introducing a code of conduct for teachers regarding professional responsibility and political involvement.

5.322 Adequate resources for assuring quality must be a central concern in the future development of higher education. Expansion of capacity should be contingent upon availability of necessary resources for ensuring acceptable quality, rather than more of the same "low cost low outcome" provisions. Public-private collaboration, cost-sharing and cost recovery should be considered as strategies for dealing with resource constraints, enhancing resources for quality improvement, and contributing to equity in the education system and the higher education sub-system.

#### **5.E.1.5 Literacy and Non-Formal Adult Education**

5.323 The Government launched a major non-formal education programme in the 1990s, focusing on basic literacy in achieving universal coverage of youth and young adults aged 11 to 45 years. The census data of the Bangladesh Bureau of Statistics reports the rate of literacy for the population 15 years and above to be 47.4 percent—a significant improvement over a rate of around 35 percent in 1990. The literacy movement is currently on hold. But the Government recognises the need for post-literacy and continuing education programmes. The NFE programme of the public sector concentrating on literacy

activities has been generally regarded as ineffective and has led to discontinuation of the basic literacy programme and the closure of the Directorate of Non-Formal Education in 2003. This leaves a vacuum in respect of non-formal education in the public sector. However, afterwards, in place of directorate of non-formal education a Bureau of Non-Formal Education has been set up in April 2005 for continuation of basic literacy.

5.324 Currently, the main public-sector NFE activity under the Ministry of Primary and Mass Education is the Post-Literacy and Continuing Education project. It aims to serve 1.66 million adults who went through the Total Literacy Movement (TLM) course. The content focuses on consolidating literacy skills and short courses to teach income-earning skills. Another similar post-literacy and continuing education project will be implemented to cover 1.7 million neo-literate. In addition, "Basic Education for the Hard to Reach Urban Working Children (2nd Phase)" project is being implemented in 6 divisional cities to provide quality non-formal, life-skills based education to 200,000 urban working children and adolescents aged 10 to 14 of which 60 percent will be girls.

5.325 NFE has a critical role in offering learning opportunities, building skills and capacities and broadening life options for the poor. Through NFE a large number of poor adult and young adult population who have missed the opportunity to acquire education must get a chance to receive livelihood oriented education. Thus NFE must have an important place in a pro-poor education and human development strategy. It is, therefore, necessary that a serious initiative be launched, involving the stakeholders in NFE, to develop a vision and policy framework. A national task force and a working group are working since late 2003 to develop policies for NFE. To address government's commitment to 'Education for All' and MDG's, the government needs to support not only literacy and non-formal adult education but also non-formal primary education. Sufficient resources should be available for this purpose. A regulatory framework and code of conduct for involved NGOs should be established. A national policy for non-formal education should be adopted.

5.326 The aim of NFE should be to build a nationwide network of multi-purpose, community-based and community-managed non-formal and adult learning centres, to meet the diverse learning needs of people. NFE has to prevent a relapse into illiteracy by creating opportunities for further learning and use of the skills in daily life. The role of NFE in offering a "second chance" primary education for adolescents who continue to miss or drop out from primary education and the link of the second chance programmes with skill development and formal education should be developed. Parental continuing education opportunities should be developed and made accessible through the network of community learning centres. It would be necessary to target marginal sections of the population to address their specific needs. Thus combining education and training with ancillary support, such as links with credit and advice, is essential. Efforts should be made to involve beneficiaries in planning and managing programmes. Gender issues are to be addressed by promoting greater representation of women in management and engendering the teaching content. Targeted social mobilization is required in the NFE area to seek active support and participation of stakeholders.

5.327 The Government has undertaken a literacy programme under the Ministry of Religious Affairs. It is a Mosque and Temple based mass education programme. This programme is aimed at giving

primary education to those vulnerable groups who are likely to become the school dropouts. This programme has been in the process of implementation in all the districts of the country by the Islamic Foundation Bangladesh. This initiative is expected to create a positive effect in improving literacy at the grassroots level particularly among the poor.

*The relevant Policy Matrix providing major goals and actions to be taken in the education sector is presented in Annexure 4.*

### 5.E.2 Investing in People: Health

5.328 Health is universally regarded as an important index of human development. Ill health is both the cause and effect of poverty, illiteracy and ignorance. Policies of human development not only raise the income of the people but also improve other components of their standard of living, such as life expectancy, health, literacy, knowledge and control over their destiny. Health and development converge and contribute to each other. The goal of the health, nutrition and population sector is to achieve sustainable improvement in the health, nutrition, and reproductive health, including family planning, for the people, particularly of vulnerable groups, including women, children, the elderly, and the poor.

5.329 Health has three distinct kinds of importance—*intrinsic, instrumental at personal and social levels, and relating to empowerment*. In the *intrinsic* sense, health is important because it is a direct measure of human well-being and is an achievement in itself. In the *instrumental* sense, better health is important because good health reduces medical costs, both of the Government and of the households. In the case of children, better health leads to better attendance in school and higher levels of knowledge attainment. Better education and knowledge leads to better jobs and larger benefits to the future generation. For women and the poor, better health means empowerment because it empowers them to participate in economic and public life.

5.330 Factors affecting health, particularly of the poor, are malnutrition, production and availability of grains, level of nutrition knowledge, level of illiteracy and ignorance, consumption patterns, distribution of income and food, level of employment, unsafe drinking water and poor sanitation facilities, non-availability of health services, environmental pollution and degradation, and lack of sufficient access to an efficient public health care delivery system. Groups that are most vulnerable to health crises are infants, pre-school children, especially girls, pregnant and lactating mothers, landless labourers, urban slum dwellers and adivasi/ethnic minority communities. Health-related goals and targets depend on the health status of the people and health care services that are available, accessible and affordable.

#### **Health and Related issues in Bangladesh**

5.331 Discussion on health and related issues is presented under four headings. These are: (i) Various categories of Health—children’s, maternal and reproductive health, women’s general health, adolescent health, communicable diseases, non-communicable diseases; (ii) Nutrition; (iii) Food safety; and (iv) Water and sanitation. These aspects are interrelated and dependent on each other. Two other important crosscutting issues with respect to health are governance and health finance. These are discussed under two separate headings. Food safety and water and sanitation managements are critical to public health.

Food safety issues are within the purview of the Ministries of Food and Disaster Management, Industries, Local Government, Rural Development and Co-operatives and Agriculture. Water and sanitation issues are managed by the Ministry of Local Government, Rural Development and Co-operatives, and Public Health Engineering Department. Therefore these are also discussed in this section of the report.

### ***Health***

5.332 From the supply side perspective the Government of Bangladesh has adopted the Health, Nutrition and Population Sector Programme (HNPSP, 2003-10), which proposed to continue with the earlier sector-wide approach, the Essential Services Package and the client-centred focus on a service delivery system while bringing in some modifications. The new programme restored domiciliary services, included nutritional aspects of the health of mothers and children in the ESD package and introduced the provision of urban primary health care services.

5.333 **Children's Health:** One of the MDGs health target is to reduce infant and under-five mortality rate by 65 percent, and eliminate gender disparity in child mortality. Bangladesh has made significant progress in health indicators over the last 30 years. During this period infant and child mortality declined. However, the level of maternal mortality remained unacceptably high. Major causes of deaths of under-five children are: acute respiratory infections, prenatal causes and diarrhoea. Neonatal mortality currently accounts for about two-thirds of infant deaths and almost half of under-five deaths. More than half of the neonatal deaths occur in the first week, many of them die on the first day of life. The points to the key importance of safe delivery and post-natal care to improve child survival.

5.334 Immunization plays a vital role in reducing infant and child morbidity and mortality. The Expanded Programme for Immunization (EPI) is a priority program of the Government of Bangladesh which is a success story. NGOs played an important role in the implementation of the program. The immunization program expanded from less than 1 percent of the population in 1981 to 60 percent in 1999-2000. According to the Bangladesh Demographic and Health Survey 2004 (BDHS 2004) 73 percent of the children aged 12-23 months are considered to be fully immunised from the six major diseases.

5.335 The strategic goal in this area is to improve health of children and mothers and the targets are to (see matrix on health) reduce (i) NMR per 1000 LB from 41 in 2004 to 32 in 2006; (ii) IMR per 1000 LB from 65 in 2004 to 47.9 in 2006; (iii) U5MR per 1000 LB from 88 in 2004 to 70 in 2006 (iv) MMR per 100,000 LB from 320 in 2001 to 275 in 2006 and (v) female U5MR as percentage of male U5MR from 107 in 2000 to 102 in 2006; (vi) incidence of child mortality among the poor (poor-rich ratio 1.86); and (vii) rural child mortality as a percentage of urban child mortality from 140 in 2000 to 120 in 2006. The Government has already taken a number of actions under HNP. Further recommendations are made to take the following actions and continue the current programmes up to 2007; strengthen Essential delivery service; continue and further increase the coverage of the EPI; and strengthen Integrated Management of Childhood Illness (IMCI)

5.336 **Maternal and Reproductive Health:** In this respect the MDG is to reduce the maternal mortality rate by 75 percent and ensure access of reproductive health service to all. Reproductive health rights of women needs to be recognised where it implies that (a) people have the ability and right to

reproduce as well as regulate their fertility; (b) women has the right and are able to go through pregnancy and childbirth safely; (c) the outcome of pregnancy is successful in terms of maternal and infant survival and well-being; and (d) couples should be able to have sexual relationships free of the fear of unwanted pregnancy and of contracting diseases. Currently the reproductive health status of Bangladeshi women is very poor, poorer than that found in many developing countries. Every year millions of women in Bangladesh experience high life threatening risks, and chronic or other serious health problems related to pregnancy and childbirth. The maternal mortality rate is still high, 320 deaths per 100,000 live births in 2001.

5.337 Nearly 50 percent of mothers in Bangladesh do not receive antenatal care (ANC). Almost all births (90percent) in the rural areas take place at home and a quarter of them occur at health facilities in urban areas. Medically trained personnel assist only twelve percent of births. Traditional birth attendants performed nearly two-thirds of the deliveries and the rest were performed by relatives and friends. But neither antenatal care nor trained birth attendants during delivery can prevent the vast majority of obstetric complications that may arise. Therefore all women must have access to emergency obstetric care if they experience complications.

5.338 Given the importance of population control to reduce poverty, attention must be given to reproductive health. While reproductive health programmes should address the needs, roles and responsibilities of men and young persons, the real thrust of reproductive health strategies and programmes must ensure that women are able to fulfil their reproductive potential safely because, to a great extent, the burden of reproductive ill health is borne by women. Women assume most of the responsibility of contraception. They face the risk of child bearing; however they are biologically and socially more vulnerable to sexually transmitted diseases including HIV/AIDS and cancers. Women can suffer from complications from unsafe abortions.

5.339 The objective of improving maternal and reproductive health includes attaining the following goals: increase ANC coverage from 48.7 percent in 2004 to 60 percent in 2006; increase Post-Natal Care (PNC) coverage from 17.8 percent in 2004 to 30 percent in 2006; increase utilization of Essential Obstetric Care services from 26.5 percent (risk group) in 2003 to 40 percent in 2006; all women must have access to Emergency Obstetric Care (EmOC), in case they experience complications; increase skilled birth attendance (SBA) at birth from 13.4 percent in 2004 to 25 percent in 2006; increase CPR with method-mix from 58 percent in 2004 to 63 percent in 2006; decrease TFR from 3 percent in 2004 to 2.8 percent in 2006; increase male participation in contraceptive use; increase male participation in permanent methods. Towards attaining these goals, the Government has taken various actions under HNPSP, but further activities in this area are recommended. These are to enforce the minimum legal age at marriage, strictly enforce birth registration, pursue proper age of first birth for under-aged couples, increase birth spacing, introduce cash/voucher system for poor pregnant women so that they can access safe childbirth care, introduce demand side financing e.g. various voucher/cash transfer/health card schemes, expand SBA and encourage male participation in contraception.

5.340 **Women's General Health:** Beyond reproductive health women also suffer from higher levels of mortality and morbidity, mainly because of the fact that women suffer from higher levels of malnourishment and environmental pollution. The impact of these is aggravated due to women's reproductive function. Women are also subject to violence and abuses, which are an important factor behind women's health crises. However, women's access to health care facilities is relatively little. There

are a number of socio-economic reasons, which deter women from accessing health care. Often the health care facilities do not provide sufficient privacy for the female patient. Women also need approval from the family to seek medical care in case of sickness. Often less priority is attached to women's general health.

5.341 Women's health problems are broadly affected by two factors, biological (natural) and socio-economic and cultural (human-made), besides individual attributes and availability of health and nutritional services. Even access of women to health and nutritional services is partly determined by socio-cultural factors. Each of these factors influences her health in varying proportions over her life cycle. But, more than others, socio-cultural factors determine the major part of a woman's physical and mental health status. Thus, improvement in women's health requires a change in the socio-cultural dimensions of society and overall improvement in women's situation.

5.342 Targets for improving women's general health are: improve women's life expectancy at birth from 65 in 2002 to 70 years by 2006, reduce women's morbidity rate by 25 percent by 2006 and reduce women's mortality rate from 4.8 per thousand in 2000 to 4.4 in 2006. In reaching these targets, all public health facilities need to be made available to women and be women friendly, including the behaviour of the health workers. Women's knowledge of hospital services and facilities must be enhanced. Confidentiality and security must be ensured along with safe and effective delivery services. Logistics and supply of essential drugs and equipment for women at health facilities need to be enhanced. It is also essential to provide direct subsidies for health care use by poor women and children. Doctors, nurses and other paramedics need to be trained to be women friendly. Also improve gender equity in access to services in hard-to-reach areas (like coastal, hilly, haor or char areas) through satellite clinics and outreach centres.

5.343 **Adolescent Health:** Adolescents constitute more than one-fifth of the total population in Bangladesh. One-fifth of the total births also occur among adolescent mothers. Moreover, the rates of maternal and infant deaths are comparatively high among these mothers. The goals set for adolescent health are mainly to reduce adolescence pregnancy, provide reproductive health awareness and service to all adolescents, prevent transmission of STD including HIV/AIDS and reduce the negative health consequences of sexual abuse and exploitation. In fact, for the well-being of the adolescents the following steps can be taken in collaboration with NGOs and community-based organizations: (a) provide information and services, including counselling services aimed at raising the age at marriage, postponing the first birth for at least two years, adopting adequate spacing between children and improving access to reproductive health education and methods of preventing STD, HIV/AIDS infection; (b) provide adolescent Reproductive Health and life skills education as well as counselling for parents, teachers and service providers on how to address adolescents in respect of Sexual and Reproductive Health issues. There are some programmes for adolescent health in place. In future, the Government needs to introduce an Essential Services Package-Adolescent Health Care, strengthen and continue the programme to cover all adolescents, and introduce a rehabilitation programme for drug abusers.

5.344 **Communicable Diseases:** Every year infectious and communicable diseases take a heavy toll on lives. While there has been substantial progress in the prevention and control of communicable diseases, tuberculosis, leprosy, malaria, and HIV/AIDS pose considerable threats. In the area of HIV/AIDS the national strategy plan should be explicitly implemented. The objectives in the communicable diseases area are to increase detection of smear positive TB from 41 percent in 2003 to 65

percent in 2007; sustain 85 percent TB cure rate; decrease the leprosy prevalence rate per 10,000 from 0.63 in 2002 to 0.50 in 2007; reduce malaria specific mortality by 20 percent in 2006/07 from 595 deaths in 2003; reduce spread of HIV/STD infection so that it does not exceed the risk level (5 percent of the risk population); address both the emergence and re-emergence of diseases. In this area beside the existing programme in case of communicable diseases the Government needs to examine services that are suitable for contracting in and contracting out. Measures to be taken in this area are: effective LLP and its implementation by the local group, epidemiological and entomological surveillance, strengthening and expansion of the blood safety programme and of BCC, scaling up of the Hepatitis B vaccination programme, and strengthening of the disease surveillance programme.

**5.345 Non-communicable Diseases:** The share of non-communicable diseases such as cancer, diabetes, cardiovascular diseases and injuries is expected to rise in the future from the present level of 40 percent of the disease burden. In this area the main goals are to reduce morbidity & mortality due to non-communicable diseases, including cardiovascular disease, cancer, diabetics, injury and accidents. Control of tobacco and alcohol consumption is also an important goal in reducing non-communicable diseases. Main actions to be taken in this area are to raise awareness against tobacco and alcohol consumption, encourage regular checkups for early detection of diabetics, cancer and cardiovascular diseases and strengthen early diagnosis and hospital services.

**5.346 Drug Sector:** Drug sector is an important and integral part of health. Therefore, drug production, storage, and distribution through private and public channels need to be regulated by the government. The first National Drug Policy (NDP) was formulated in 1982 which has been updated. The new National Drug Policy (2005) has already been approved by the government. The main objective of the drug policy is to ensure adequate supply (through domestic production and imports) of safe, effective and useful drugs at affordable prices. Currently the Drug act 1940 and the Drugs (control) Ordinance 1982 regulate the activities in drug sector. These drug regulatory instruments are old need to be updated.

**5.347** The current drug procurement by and distribution through the public sector is highly inefficient and full of pilferage and corruption. Through this distribution system the poor get drugs from the government health facilities either free or at a subsidized rate. A strong administrative setup is essential for effective management of the drug sector. Currently Drug administration is under a process of upgradation to the Directorate of Drug Administration. This new body needs to emerge as an effective regulatory body in the drug sector and appropriate support needs to be ensured.

**5.348 Alternative Medical Care (AMC):** This mainly includes homeopathy, Ayurvedic and Unani systems (herbal medicine). A large number of the population, both in the rural and in the urban areas, resort to AMC (non allopathic treatment). The majority of AMC providers do not have any formal education in their system of medicine, though a significant proportion has received some semi-formal training. This sub-sector of medicine is not regulated and often clients fall victim to quacks. However AMC is inexpensive compared to allopathic treatment. AMC providers charge a very small consultation fee, and the greater share of their income comes from selling medicines. Poor people make up the bulk of those who seek medical care from the AMC providers. The results indicate a very low quality of care among the AMC providers. Thus people, particularly poor people, end up spending on health care that is largely ineffective.

5.349 Therefore, it is important to develop AMC by improving the standard of alternative medicine through quality control and proper training of the providers. The Government needs to take steps to increase the number of qualified providers of AMC, and develop a registration and licensing system for the AMC providers. Establishing dependable AMC will reduce cost of medical care and also reduce pressure on the formal health care system. The new drug policy has attempted to address safety and quality and affordability issues related to AMC.

### ***Nutrition***

5.350 Malnutrition has multitude of linkages to poverty. Chronic energy deficiency is directly related to the ability to undertake activities including income generation activities. Micro-nutrient status determines people's ability to work and learning capacity. It causes poor growth of children and adolescent and they become malnourished adult. Malnourished adult will suffer from higher frequency of illness; women will give birth to malnourished children. They will be unproductive labour force earn less and not be able to meet basic needs and will remain in poverty. Nutrition also improves general health it also reduces family expenditure on health. Activity targeted to improving nutrition thus reduces poverty.

5.351 Malnutrition is an underlying cause of childhood illness and mortality and high maternal malnutrition and mortality. Chronic energy deficiency, protein-energy malnutrition, low birth weight, micronutrient deficiency are critical issues faced by Bangladesh. Although it affects people of all ages, the children, women and female adolescents are mostly affected. 43 percent of children under age 5 are stunted, 13 percent are wasted and 48 percent are underweight. Around 50 percent of children are born underweight (below 2500gm). Although the level of malnutrition is very high in Bangladesh, it has improved since 1996/97. For children under age 5, stunting has declined from 55 to 45 percent, while wasting has declined from 18 to 10 percent. Though the nutritional status of children is improving, the MDG goal of reduction of child malnutrition remains a formidable challenge. Improvement of children's nutritional status is dependent upon increasing access to health care, food intake, safe water and sanitation practices and better breast-feeding practices, among others. However, in attaining these changes both behavioural and developmental changes will be essential. Malnutrition among women particularly among pregnant women is a serious issue in itself and also in terms of children's malnutrition.

5.352 The goal set for PRSP period are to reduce severe U2PEM from 12.6 percent in 1995 to less than 5 percent in 2006; reduce moderate U2PEM from 36 percent in 1995 to 25 percent in 2006; reduce incidence of LBW from 50 percent in 1995 to 15 percent in 2006, reduce stunting from 43 percent in 1995 to 35 percent in 2006, reduce BMI from 60 percent in 1995 to 40 percent in 2006, reduce female U5 underweight, moderate or severe, as percentage of male figure from 8 in 1990 to 0 percent in 2006, reduce female U5 severe underweight as percentage of male figure from 26 in 1990 to 10 in 2006, reduce night blindness from 0.6 percent of children (1-5 years) in 2003 to 0.2 percent in 2006, reduce geographical disparity in child malnutrition, reduce prevalence of child malnutrition among the poor, reduce prevalence of anaemia in pregnant women from 70 percent to 45 percent in 2006 and in adolescent girls from 65 percent to 25 percent and reduce prevalence of iodine deficiency from 69 percent of the population in 2003 to 25 percent in 2006.

5.353 To achieve these objectives the Government has already adopted a sector-wide approach (National Nutrition Programme or NNP) and developed both community-based actions and national-level nutrition services. Area Based Community Nutrition core services components include children services; maternal (pregnant and post-partum) nutrition services; newly married couple nutrition services and adolescent girl's nutrition services for girls aged 13 to 19 years. Household food security intervention is done through the introduction of nutrition garden; poultry for nutrition and VGD collaboration for nutrition programmes. There is also behaviour changes communication initiative to change behaviour in eating, feeding and other caring practices.

5.354 The Government needs to continue the current programmes up to 2007. Nutrition programmes need to strengthen and increase the coverage of Area Based Community Nutrition (ABCN) in rural areas and also introduce ABCN in urban areas on a pilot basis. The Government also needs to expand Community Nutrition Unit (CNU) from the existing 20 to 64 districts. On a pilot basis consideration should be given to introduce a school-feeding programme. In order to improve child nutrition the Government needs to seriously consider undertaking such a programme. Experience of NNP may be utilised in designing future programmes.

### **Health Governance**

5.355 As mentioned above the Government of Bangladesh has adopted the Health, Nutrition and Population Sector Programme (HNPSP) (2003-06), which proposed to continue with the earlier sector-wide approach. The main strategy for HNPSP is to deliver a revised Essential Services Package (ESP) at the upazila level and below with appropriate domiciliary services and a functioning referral system. The main elements of essential service delivery are reproductive health services, including family planning and maternal and adolescent nutrition, child health care and nutrition, communicable disease control, limited curative care and Behaviour Change Communication (BCC). It also introduced a Bangladesh Integrated Nutrition Programme (BINP) to address malnutrition among children under two, as well as pregnant and lactating mothers, through the provision of food supplements, nutrition and health counselling.

5.356 The coverage of Extended Programme of Immunization (EPI) activities for the eradication of polio, measles and neonatal tetanus will be further increased. Control of respiratory infection, diarrhoea and malnutrition through Integrated Management of childhood Illness (IMCI) and essential newborn care are given priority to reduce infant and neonatal mortality. For reducing the burden of TB, increased accessibility and quality of the National Tuberculosis Programme (NTP) services, supply of quality drugs and expanded coordination of Directly Observed Treatments (DOTs) with other service providers will be ensured. It will increase accessibility to the treatment of malaria and kala-zor, particularly in endemic areas through Early Diagnosis and Prompt Treatment.

5.357 Upazila Health Complexes (UHCs) and Union Health and Family Welfare Centres (UHFWCs) will continue to provide curative care for a much broader range of conditions and diseases including road traffic accidents. Hospitals situated near the highways are being equipped gradually to handle the victims of accidents and injuries. In addition, services for victims of violence (especially women and children) are being provided through expansion of one-stop crises—centres (OCCs) in the hospitals. It will improve access to and quality of care of secondary and tertiary hospitals for effective referral

linkages. Staffing patterns at both UHCs and UHFWCs will be reviewed to ensure an appropriate skill mix of doctors, nurses and paramedics. The Government has taken steps to fill the vacant positions of doctors, nurses, paramedics and medical technologists and post them in different service centres.

5.358 An evaluation of the health sector programme reveals that public health service ranks the lowest among all types of service providers in terms of satisfaction to the users. The proportion of users satisfied with the overall public services was found to be 62 percent as against 88 percent for both qualified private practitioners and unqualified service providers. Among public health services, the greatest concerns for the users are the non-availability of drugs and medical supplies and quality of inpatient food. The other important aspects of client dissatisfaction are lack of cleanliness and unhygienic conditions in the facilities, privacy of treatment and waiting time for treatment. Inpatients are relatively more dissatisfied than the outdoor patients. Quality of services provided by the district hospitals on many counts such as attitudes of doctors/service providers, cleanliness and hygiene, and availability of drugs are found to be of poorer quality than the services of UHC. There are no variations in the levels of satisfaction derived between males and females. Findings suggest that the service users from higher socio-economic status are likely to experience better responsiveness from doctors/service providers as well as receive better quality of treatment.

5.359 Providing quality health care involves complex interactions between health service providers and consumers of health care. Good governance including efficient institutional arrangements and management of these transactions are essential to ensure that the right health care service are delivered to the right people, at the right time and at a minimum price. Absence of good governance in health sector caused the poor and the vulnerable members of the society to suffer the most both in terms of costs and also deficient service delivery. The symptoms of misgovernanace in the health sectors are mainly staff absenteeism, pilferage of drugs and other essential supplies, mistreatment and negligence of the clients, unauthorised and illegal payments collected from consumers etc. Management system is highly centralised causing delay in procurement of drugs, equipments and other supplies.

5.360 **NGO Sector:** In health care delivery, many NGOs have displayed innovativeness and cost-effectiveness. Developing partnership between the Government, NGOs and the community can bring fruitful results. The collaborations between the MOHFW and NGOs in strengthening family planning, EPI, TB and leprosy activities have been effective through active involvement of the communities. Community health workers can also motivate communities to better utilise government health services. These workers through increasing contacts with the local population could expand the coverage of health and family planning services while reducing the dependence on government employees. Therefore, such contacts should continue to play an important role in the provision of services to underserved and disadvantaged sections of the community.

5.361 Recently, the Government has been increasing NGO involvement in providing primary and community-based health care and nutrition services. There has been noteworthy collaboration with NGOs, in BINP, social marketing of contraceptives and urban primary health care. These initiatives

require further scaling up and lessons from these experiences may be replicated in other areas of concern. The community-based organizations can be involved in monitoring the quality and coverage of services.

5.362 In health sector the private sector plays an important role. Expansion of private sectors activity should be encouraged. However the private sector needs to be monitored and regulated and public private collaboration should be forged in delivering health care. Health policy must be developed for the private sectors so that private sector can support the public sectors activities and can lessen the burden from the public sector.

5.363 The public health services are bureaucratic, having poor access, especially in rural areas, often do not have requisite supplies and plagued with pilferage and leakage. Administration of health financing is currently based on existing administrative units and health facilities (such as number of beds) but not based on activities. This resource allocation needs to be based on activities in the health care units (ward, union, upzila, district level health facilities and medical college) that is health care demand particularly by the poor. There is considerable scope for improvement of public health services with better planning, reallocation of existing resources as well as increasing resources, reducing wastage and improving efficiency by better management practices. The Ministry of Health and Family Welfare and its departments require capabilities in the following key areas:

- a) Introduction of regulations and their enforcement;
- b) Management of policies by undertaking policy analysis and formulation of new strategies based on evidence;
- c) Management of financial including the management of the aid budget;
- d) Proactive management of service commissions and contracts;
- e) Information management; and
- f) Strengthen monitoring and supervision;
- g) A critical appraisal of the capacity of current data and information systems to support pro-poor health planning and the subsequent monitoring and evaluation of poverty reduction activities and outcomes.

### **Health Finance**

5.364 The public sector outlays and per capita expenditure on health have shown a rising trend over the years. The proposed budget for the fiscal year 2003/04 was higher than the revised budget of 2002/03, and per capita health expenditure has slightly increased during the same period. Health expenditure as a percentage of total public expenditure has increased to 6.4 percent in 2003/04 from 5.9 percent in 2001/02. Health spending as a proportion of GDP has also increased to 1 percent in 2003-04 from 0.87 percent in 2001/02. However, per capita public expenditure on health would rise from Tk.220 in 2003/04 to Tk.279 in 2004/05.

5.365 There exist considerable out-of-pocket payments in obtaining public health services for the purchase of drugs, transport and diagnostic tests. Private expenditure varied considerably by gender, type of service and socio-economic status. While the Government of Bangladesh spends about US\$5 per capita on HNPSP services, private out-of-pocket expenditure is about US\$7 per capita. This level of spending falls far short of the level required for providing a basic service package. According to the WHO, the optimum suggested expenditure for the least developed countries is US\$34 per capita per year.

5.366 Besides public expenditure, resources for health may be pooled from other sources. Improvement in the efficacy of health spending will reduce the cost of health services. Another way will be introducing user fees with a safety net for the poor. This is expected to improve both equity and efficiency of public services. Insurance and risk-sharing schemes are other approaches to raise funds and may have an impact on reducing inequality and inefficiency. Therefore, key potential sources of funding that may be tapped for the delivery of more effective health care services are user charges, social health insurance and community health insurance. User charges if retained by health facilities may lead to significant improvements in quality of services through better maintenance of the facilities.

5.367 The present level of government allocation to the health sector of little more than 1 percent of the GDP, against a WHO target of 5 percent of GDP, is barely adequate to meet the demands of an expanding health sector. Low levels of public spending for health and low utilization of public health services are intimately linked. A serious problem in spending is the large and increasing proportion of the expenditure on salaries. This explains in part clients' dissatisfaction with services because non-salary components like medicine, equipment and proper maintenance are inadequately funded.

### ***Food Safety***

5.368 There are basically three issues around Food Safety. These are (i) access to quality and safe food for the people; (ii) reduction of food borne illness; (iii) behavioural change of the people in consuming and demanding safe food. A large number of poor people have little access to quality food, food handling is unhygienic and people have unhealthy food habits. Adulteration of food with unhealthy and dangerous substances, colours and chemicals is a common practice. The street food vendors act as an essential provider of cheap ready-to-eat food to the community. They also create a health hazard because of their use of contaminated food ingredients and water as well as the unhygienic handling of foods. Ready to eat food is also unwholesome because of its high fat content, use of non-food grade colours and chemicals. In addition to controlling quality and safety of the food, enriching the food with micro-nutrients is also necessary. People in general have a tendency to demand high fat and high cholesterol food, which is bad for health. People, particularly poor people, tend to accept low hygiene and adulterated food, therefore the suppliers get away with supplying them particularly in the absence of strict implementation of existing laws.

5.369 Bangladesh is yet to develop a unified Food Safety Administration System and formulate a Food Safety Policy. Existing regulations for Food Quality Control and Safety are, "The Bangladesh Pure Food Ordinance, 1959" and "The Bangladesh Pure Food Rules, 1967." The Ministry of Food and Disaster Management has Food Inspectors at the Upazila and District level and usually deals with the food

security aspects. Various Lab/departments are involved in analyses of food, namely the Food Testing Laboratory, Directorate of Food under the Ministry of Food and Disaster Management. Considerable emphasis must be accorded to International trade of food and animal feeds, access to quality and safe food for the people and reduction of food borne illness. The sanitary inspectors are responsible for monitoring food quality and safety, including collection of food samples randomly, inspection of food manufacturing, processing and shop premises as well as collecting suspected food samples.

5.370 In the area of food safety the goals are to ensure food quality and access to safe food for all, reduce the number of adulterated food items, increase the number of food items standardised by BSTI, reduce food borne morbidity and mortality, and bring about behavioural change in safe food. Bangladesh needs to develop a unified Food Safety Administration System and formulate a Food Safety Policy. It also needs to develop a food borne diseases surveillance system; establish Public Health Laboratories (PHLs) at divisional and district headquarters, introduce a policy for quality control of street vended food, and undertake research activities on the epidemiology of food borne illnesses.

### ***Water and Sanitation***

5.371 It is imperative to view the issue of improvement in water and sanitation as a prerequisite for hygiene and nutrition. The Government has made a commitment to achieve proper water and sanitation conditions with 100 percent coverage for all by 2010, far ahead of the Millennium Development Goal which targeted 50 percent coverage by 2015. In Bangladesh, safe drinking water coverage is 74 percent while sanitation coverage is only 33 percent (29 percent in rural areas and 57 percent in urban areas), while 25 percent use unhygienic latrines and 43 percent do not use latrines. Bangladesh's drinking water and sanitation policies have focused on installing millions of tube-wells since the adoption of the policies in the 1970s. The challenge of safe drinking water was almost resolved until the presence of arsenic was discovered in ground water. Considering the Government commitment to address the arsenic problem and achieve total sanitation by 2010, water and sanitation will be recognised as a separate sector (WSS) in the next Three Years Rolling Plan, and the necessary budget will be allocated to achieve the government commitment and targets. Bangladesh is projected to require an average of US \$ 4.9 per capita (without the costs entailed for management and treatment of arsenic contamination) over the eleven-year period to meet the water and sanitation goals.

5.372 In the area of water and sanitation the target is to reduce the number of people who do not have access to safe water (26 percent) or sanitation (66 percent) by half in 2006, reduce water borne morbidity and mortality, reduce the number of people subjected to arsenic contamination, and ensure access to sanitary community latrines in villages, bazaars, mosques and schools with particular attention to women's needs. The Government has already taken a number of steps in these areas. However, more needs to be done. This includes developing strategies on water and sanitation to achieve MDGs, introducing water supply and sanitation projects for all urban areas; installing water supply options capable of minimizing water problems like excessive arsenic, iron, and salinity, encouraging safe use of surface water, introducing water quality monitoring and surveillance programme, introducing an awareness programme regarding hygiene practice among the common people, strengthening of capacities of stakeholders of the WSS sector; undertaking research and development on appropriate and affordable technologies, and hygiene promotion for water and sanitation.

*The relevant Policy Matrix providing major goals and actions to be taken in the health sector is presented in Annexure 4.*

## **Part B: Supporting Strategies**

### **5.F Supporting Strategy I: Ensuring Participation, Social Inclusion and Empowerment**

5.373 The development goals of Bangladesh include eliminating absolute poverty and reducing income inequality; achieving economic growth; and ensuring social justice. These development goals are centred on people. However, people consist of heterogeneous groups with different identities. Some of these identities depend on being men or women, old or young, child or adult, adivasi/ethnic minority or non-adivasi/ethnic minority, Muslim or non-Muslim, to give a few examples. These groups face different realities, obstacles, and opportunities and have different needs and priorities. Therefore, development plans and the system of governance need to take such differences into consideration while identifying strategies, policies, projects, programmes and activities to remove obstacles, address needs and expand opportunities for the people of Bangladesh

5.374 Ensuring participation, social inclusion and empowerment are essential to social and economic development and poverty reduction. These three aspects are also interrelated. For example, if people participate in various social and economic activities their social inclusion improves, which make them feel included in the decision-making process and they feel that they have control of their own life. This sense of self-determination creates empowerment. When people feel empowered they also feel secure. When a social system gives security to the citizen that also allows people to participate in self-determination. Thus an important strategy of poverty reduction is to ensure social development along with economic development.

5.375 It is essential to identify who are the excluded, non-empowered, and vulnerable in the society. Some of them are women, children, adivasi/ethnic minority people, physically and mentally challenged people and other disadvantaged groups etc. The national poverty strategy will remain incomplete if the needs of these groups are not included in a meaningful manner.

#### **5.F.1 Women's Rights and Advancement**

5.376 Within a comprehensive, value-based, and sustainable social and economic development framework gender-based discrimination has to be eliminated and efforts towards that end must form an integral part of poverty reduction initiatives. As discussed before it is a key issue to address, given that women are subject to gross discrimination in society although considerable progress has taken place in the area of women's advancement during thirty-three years of the independence of Bangladesh. Inclusion of women's advancement and rights as a special issue is essential for three reasons: to uphold fundamental human rights because women's rights are also human rights; to achieve efficiency in poverty reduction and to achieve sustainable development.

##### **5.F.1.1 Progress Made in Women's Rights and Advancement**

5.377 The need for women's advancement and right to achieve gender equality on human right ground is well recognized by the Government of Bangladesh. The Constitution ensures equal rights to all citizens and prohibits discrimination and inequality on the basis of sex and strives to promote social and

economic equality. According to the Article 27 of the Constitution of Bangladesh, all citizens are equal before law and are entitled to equal protection of law. Article 28 states that the State shall not discriminate against any citizen on the grounds of religion, race, caste, sex or place. With respect to women, Article 28 also states "Women shall have equal rights with men in all spheres of state and public life". Article 28 further states, "Nothing shall prevent the State from making special provision in favour of women or for the advancement of any backward section of the population." The Government also reconfirmed its commitment to women's advancement and gender equality at the international level. As part of this commitment government ratified the UN Convention on the "Elimination of All Forms of Discrimination against Women" (CEDAW) in 1984 and subsequently ratified "Optional Protocol" on CEDAW in the year 2000. Bangladesh is also a signatory to the Beijing Declaration and endorsed its Platform for Action (PFA) in 1995. Government has further made its commitment towards achieving Millennium Development Goals.

5.378 Over the years the Government's and NGOs' commitments and actions have resulted in some positive outcomes in the areas of women's advancement and rights. At the social level women's mobility and visibility, both in the rural (result of micro-credit programme) and urban areas (result of women's participation in garments and other income-generating activities) have increased. There have also been improvements in women's status in the family, community and state. Progress in human capacity building shows a decrease in gender-gaps in health and education. Indicators such as life expectancy at birth, accessibility to family planning and health services show positive trends. In education, girls' enrolments in primary and secondary education have increased significantly and gender parity at primary level already achieved. Progress in economic participation shows a steady increase because of women's employment in garments, shoes, and cosmetics industries in the formal sector and self-employment in non-formal activities. The special poverty needs of women have been addressed through various safety net programmes. In politics, in 1997, the direct election of women members of Union Parishads, in the local government system was introduced and one-fourth of the seats (3 seats among 12) are reserved for women. A new law, the "Prevention of Women and Child Repression Act 2000", revised in 2003, has been enforced to address Violence Against Women (VAW).

5.379 Progress in the area of gender governance is also noticeable. There is an increasing awareness of the need to integrate gender concerns into the sector activities. The National Council for Women's Development was established in 1995, with 49 members. The Government has adopted a National Policy for Women's Advancement (NPWA) within the framework of the CEDAW and as a follow-up of the Beijing Conference on Women. As a follow up on Beijing PFA, the Government has formulated a National Action Plan (NAP). To fulfil one of the commitments of NAP, the Parliamentary Standing Committee for MWCA has been established. Over the years, the MWAC has evolved and emerged as an important lead institution in gender governance.

5.380 Despite the stated progress, the gap between men and women in almost all areas of life still persists. Due to existing gaps women are subject to discrimination, injustice and inequality. Among all the inequalities in Bangladesh discrimination against women reflects the most blatant form of injustice.

### **5.F.1.2 Dimension of Discrimination against Women and Women's Poverty**

5.381 Women's economic deprivation is reflected in their low level of participation in the labour market, low return on their labour and their concentration in low-level jobs. According to LFS 2000, compared to men (6.4 percent), a large proportion of women (about 34.3) work as unpaid domestic

workers. About 26.9 percent of women are self-employed and about 51.6 percent men are self-employed. This indicates that women's entry into small business is limited. On average, women earn only 58.5 percent of the average earnings of male day labour. Among the self-employed 66 percent of the women earn less than Tk 1000 per month and 92.7 percent of the men earn more than Tk 1000 per month. In the case of salaried workers, 61 percent of women earn less than Tk 1000, whereas 84 percent of the men earn more than Tk 1000 per month. Both unemployment (7.8 percent for women 3.4 percent for men) and underemployment (52.8 percent for women and 7.4 percent for men) rates suggest lack of job opportunities for women.

5.382 Women are usually considered to be an underutilised resource. But actually, *Time poverty* caused by long hours of work (home and outside), is a major burden that women bear. Most women are engaged in paid and unpaid market-oriented work, unpaid housework, child care, caring for the elderly and the sick etc. is cited as the source of great stress for many women. This constraint severely limits women's ability to access the labour market and also limit their leisure and their ability to take advantage of formal and informal education. Time poverty relegates many women to a life of hardship.

5.383 Another gender-based deprivation is women's *poverty in human capacity*, which is reflected in the negative sex ratio in Bangladesh. The underlying reason is the high female child mortality rate compared to that of male children. In the 1-4 years age group female child mortality is about one- third higher than male child mortality; the maternal mortality rate in Bangladesh too is high. In case of *education*, the deprivation suffered by women is conspicuous. In 2000, the adult literacy rate for women was 38.0 percent and for men 53.5 percent. The gender gap in education is closing at an impressive rate at primary and secondary levels. But this gap persists at higher secondary and tertiary levels. At all secondary levels of education, the dropout rates are higher for girls than boys. Gender inequalities in all areas persist and are greater among the poor.

5.384 Women's *social vulnerability* is all-pervasive and endemic. Discrimination against women at the social level are reflected in their confinement within the homestead, lack of mobility in the public space, women's early marriage etc. Women have weak protection socially and legally in the event of break-up of marriages. They face high level of vulnerability such as losing honour, high degree of divorce and abandonment (15 percent of all rural households are single-female headed), etc. and easily fall into the trap of trafficking. However, the worst form of social discrimination takes place in terms of VAW both in public space and also within the household. Such high incidence of VAW makes them economic and social liabilities to their families and to the society. Thus it adds to their devaluation in the society. These also have strong negative impacts on women's participation in income generating activities, the labour market and also school attendance. Women in many cases are exposed to health risks (including HIV/AIDS) because of the promiscuous lifestyle of the husbands.

5.385 Women and children are highly vulnerable to trafficking. Women victims of crimes are blamed for bringing these criminal acts onto themselves. Subsequently, they become excluded from society and their rehabilitation becomes difficult. Women and girls in the marginalised groups are amongst the most vulnerable individuals (i.e., disabled persons, refugees and internally displaced persons, adivasi/ethnic minority people, as well as victims of assaults and exploitation). Although there are no statistics, there are reasons to believe that the occurrence of family violence is endemic in all social and economic classes. Women are not only socially vulnerable but are also *economically vulnerable* in case they are abandoned, divorced, widowed etc.

5.386 Women are at risk of being the “new” poor. These risks arise from an *external risk* because of globalization. The readymade garment industry employs about one million women. About 30-40 percent of the industries are expected to close down due to phasing out of MFA. Hence women are at risk of losing jobs. Women also suffer from *health risks* due to high arsenic poisoning; indoor pollution from doing chores like washing clothes, pots and pans and washing up; and indoor air pollution because of the inhalation of smoke during cooking.

#### **5.F.1.3 Actions to be taken**

5.387 To eliminate gender disparity a multi-sectoral approach must be adopted. As women participate in all spheres of life the strategy for achieving women’s advancement and rights in the context of PRSP has taken a mainstreaming approach and gender issues are addressed within the context of sectoral issues. Thus women’s issues related to crop agriculture, the rural non-farm economy, the infrastructure, energy, ICT, education, health, environment, governance etc. are addressed in discussions relevant to these topics and are also included in the women’s rights and advancement matrix. In this section attention will be particularly focused on VAW, good gender governance and women’s political empowerment.

5.388 In case of VAW the main goal is to eliminate all forms of violence against women. Data on violence must be gathered to monitor changes in this respect. Thus one of the goals to be achieved by the Government is to ensure 100 percent reporting of violence against women. Other goals are to reduce reported VAW by at least by 50 percent; include domestic violence in the Women and Children Repression Act 2003 as a punishable crime; ensure protection of women in the custody of law enforcement agencies and punish the perpetrators of such crimes; provide VAW training to police personnel and medical corps; increase awareness and disseminate information about services available for victims of VAW particularly about the availability of resources with the Deputy Commissioner and district level Judges to get support for violence affected persons; increase allocations for the police service and the judiciary system aimed at counteracting VAW; sensitise the judiciary to apply CEDAW provisions in cases affecting women’s rights

5.389 In order to achieve good gender governance the Government must take action to attain the following goals: (i) ensure women’s full participation in mainstream economic activities; (ii) ensure social protection for women against vulnerability and risks; (iii) enhance women’s participation in decision making; (iv) promote gender equality and empowerment of women (MDG); (v) ensure women’s concern in international forums; (vi) strengthen institutions for monitoring and evaluation of gender equality issues.

5.390 In the area of politics the two main goals are to enhance women’s political empowerment and participation in decision-making, promote gender equality and empower women (MDG). For women’s empowerment it is imperative that space is created for women to participate in elections for seats in the national parliament. A supportive environment must be created at the local level so that locally elected women get the scope to serve their constituencies effectively. Besides this, male parliamentarians and

local level representatives need to be sensitised so that political decisions can be influenced in favour of women.

*The relevant Policy Matrix providing major goals and actions to be taken for women development is presented in Annexure 4.*

## 5.F.2 Children

5.391 The failure to recognise, respect, provide, protect and facilitate children's human rights and to provide adequate food, shelter, health services, education, information, livelihood skills, security, safety and for the realization of their full potential contributes significantly to the persistence of poverty and underdevelopment in a society. In short, the situation of children today is a good indicator of both the current status of development and how the society envisions its future development.

5.392 The vision and long-term goal of the PRSP for children's advancement and protection of their rights is encapsulated in the slogan "A World Fit for Children." The vision is to attain pro-poor growth and economic development that is child-centred and ensures both the basic rights and livelihood needs of children. Investment for children's advancement and rights is essential to attain the MDGs as well as goals of national policies and plans. It is the responsibility of the state to ensure that their rights are protected effectively.

### 5.F.2.1 Government's Commitment

5.393 The Government of Bangladesh is strongly committed to children's advancement and rights by virtue of its constitution and, through ratification of the UN CRC in 1990, the ILO Convention against the worst forms of child labour in 2000, the SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution and the SAARC Convention on Regional Arrangements for the Promotion of Child Welfare. The National Children Policy of 1994 enunciates the country's commitments made at global conventions and also reflects the domestic initiatives for children. The Government declared 1991-2000 as the Decade of the Girl Child and an Action Plan for the Girl Child was adopted. A National Plan of Action against Sexual Abuse and Exploitation of children (including Trafficking) has been prepared and a National Policy on Child Labour is under formulation.

5.394 On the legal front, The Children Act 1974 and the Children Rules 1976 are the principal legislative instruments governing protection of children and administration of juvenile justice in Bangladesh. The Compulsory Primary Education Act 1990 is a landmark legislation that provides legal guarantee to the child's right to education. Bangladesh renewed its commitments towards children through the Global Movement for Children (GMC), under which there were mass mobilization and consensus building exercises on the rights of children. The "Say Yes for Children" campaign was very successfully launched in April 2001.

### 5.F.2.2 Actions to be taken

5.395 In the area of children's rights four strategic objectives can be identified. These are mainly, creating opportunities to help children realise their full potential (access to health, nutrition and

education, water and sanitation etc), serving the best interests of children in national, social, family and personal situations (empowerment of children), ensuring safety and security at home and in the public space (protection against abuse, exploitation and violence) and establishing and protecting children's rights (social inclusion, decent work and livelihood).

5.396 In light of the children's right issues addressed in the preceding chapter a number of actions need to be taken in different sectors (for details see Children's Right Matrix). In case of health, the main goals are to reduce child mortality in all age categories—neonatal, less than one year, less than five years etc. The level of immunization must be improved or maintained at the current level. All kinds of infectious, respiratory and diarrhoeal diseases need to be controlled not only through curative measures but also through massive awareness programmes. In case of nutrition, there are a number of programmes already in place. These need to be strengthened and all indicators of nutritional improvement must show progress during the PRSP period. Gender gaps must be reduced in the case of all health and nutritional indicators. It is also essential to create HIV/AIDS awareness among adolescents. In case of education, emphasis is mainly on maintaining the current enrolment rate in primary education and increasing enrolment at secondary levels, reducing dropouts and increasing completion rates to substantial levels in both primary and secondary education, improving the quality of education at all levels and streams and reducing gender gaps at all levels. Emphasis is also given on including handicapped children, as far as possible, in the mainstream educational institutions. The Government needs to undertake special provisions and incentives to ensure access to education for children from poor families, and provide support to families in special need (extremely poor families, families in distress, and families subject to disasters) through the mother of the children. Vocational education should be given importance for creating livelihood opportunities for children from poor families. Need-based training and education should be provided to working children. However, importance must be given to creating job opportunities for adults of the poor families so that children need not work.

5.397 Issues related to child labour (decent work) and violence against children (abuse, trafficking, sexual exploitation etc) must be addressed. For children who are already victims of hazardous work, abuse, trafficking and sexual abuse etc., their reintegration in society is essential. The Government and NGOs need to come together to deal with these issues. Ongoing activities need to be intensified and new actions must be undertaken for protecting children who came in contact with criminals. Besides, safety and security at home and in public space must be achieved at various levels such as physical and mental safety and security at home, schools, alternative places of residence (hostels, orphanages, detention centres etc.) in the community and in the state. Children must be protected from mental and physical abuse and cruelty.

5.398 To protect the interests of the children, if there is conflict between the interests of a child and an adult, or the child's family, community, ethnic or religious group etc. the resolution must be in favour of the child. Thus the mindset of people must change and they must realise that children are not there to fulfil parents'/adults' wishes or protect their interests. Massive awareness programmes must be undertaken to treat children with dignity within the family setup and also in public places. The best interests of children must be reflected in all legal and institutional frameworks. It must also be reflected in government allocations and the expenditure priorities in the national budget.

5.399 Children need to be empowered and they must have a voice in the political decision-making process. In this respect it is necessary to create a national platform for allowing children to express

opinions on their needs, expectations, and means of addressing those needs and expectations. Children should be provided through schools and other institutions, with information on various issues so that they can form their own opinion; special sessions for children should be introduced in the National Parliament so that they can voice their concern, and suggestions. In the area of the law it is necessary to review and identify the aspects of existing laws that are not consistent with the CRC principles and reform them; formulate laws to protect children from sexual abuse, domestic violence, cruelty and exploitative forms of child labour and discrimination; adopt strict laws against child trafficking, child prostitution and child pornography; and formulate laws to eliminate child labour in the long run. Children in difficulty with law should be treated with the objective of reintegrating them with their families/communities rather than to "punish" them.

5.400 It will be very useful to build "Open House" shelters for street-children in the urban areas where street and working children can take rest, bathe, wash their clothes, sleep, play, be entertained etc.; make public transportation children-friendly and safe; make the infrastructure safe to use by ensuring that electric wiring and grids are inaccessible to children, there are clear road signs near schools etc. To reduce accidents and injuries it is important to make institutions and public places child friendly. The public sector can be encouraged to sponsor events such as sports, cultural programmes, book readings, art shows, science exhibitions, fun fairs etc. particularly in rural areas and for children from poor families.

5.401 The Government needs to develop a comprehensive multi-sectoral approach to "Children's Rights" and develop guidelines for various sectors; include children's issues in dealing with the infrastructure, information technology, media, sports and culture, law enforcement, in addition to the already identified areas of education, health and nutrition, water and environmental sanitation, urban basic services, labour, law and justice, and social services. It is also necessary to establish a Children's Directorate; strengthen implementation of the existing laws, policies, programmes and projects relevant for children; provide financial and human resources for all children's activities. The National Budget needs to incorporate CD statements, indicate total allocation of money for children-targeted activities and also allocation of funds for activities that would benefit children.

*The relevant Policy Matrix providing major goals and actions to be taken for children's development is presented in Annexure 4.*

### 5.F.3 Adivasi/Ethnic Minority Groups

5.402 Bangladesh has about forty-five adivasi/ethnic minority communities living both in the hill regions and in the plain lands. The largest concentration is in the Chittagong Hill Tracts but other areas in which these communities live include Chittagong, greater Mymensingh, greater Rajshahi, greater Sylhet, Patuakhali and Barguna. Chakma, Garo, Manipuri, Marma, Munda, Oraon, Santal, Khasi, Kuki, Tripura, Mro, Hajong and Rakhain are some of the well-known adivasi/ethnic minority communities of Bangladesh. Though firm figures are not available, the number of adivasi/ethnic minority population at present is estimated to be around 2 million.

5.403 Political turmoil accompanied by bloodshed lasted for about two decades between the adivasi/ethnic minority groups and the law enforcing agencies in the Chittagong Hill Tracts, and it

affected the socio-cultural environment of this area. As a result there has been very little participation of the Government and other development partners in the development activities and the area remains markedly underdeveloped. Following the signing of the peace treaty in December, 1997 between the Government and the Parbatyo Chattagram Jana Sanghati Samity, the armed insurgency came to an end and thus, a relatively congenial atmosphere for intervening in development work has been created.

#### **5.F.3.1 Identification of the Adivasi/Ethnic Minority Issues**

5.404 Over the years the adivasi/ethnic minority communities have been made to experience a strong sense of social, political and economic exclusion, lack of recognition, fear and insecurity, loss of cultural identity, and social oppression. Mainstream development efforts have either ignored their concerns and/or had a negative impact on them. Often issues and actions that affect them are not discussed with these communities or organizations representing them. Thus they are subjected to stark socio-economic deprivation. Mass relocation of non-ethnic minority people in the traditional adivasi/ethnic minority areas caused land-grabbing, leading to livelihood displacement among the adivasi/ethnic minority people.

5.405 Adivasi/ethnic minority people are susceptible to crises of cultural and social identity. They are losing their own heritage, which threaten their sustainability. They are slowly and steadily losing their language, culture, customs and music. Adivasi/ethnic minorities are rarely able to influence national decisions that affect them. This prevents them from influencing institutional changes that are necessary for reducing discrimination against them. They are often unable to protect themselves against social, political and economic injustices. They face a real threat in exercising their basic rights and surviving as communities. Adivasi/ethnic minority communities live in remote areas and also far away from each other, and as a result of poor communications it is difficult to mobilise and organise them. Because of their minority status, they often lack self-confidence. Inadequate representation at various levels of government and policy processes has hampered the possibility of adivasi/ethnic minority communities and their leadership to influence policy decisions which affect their lives.

5.406 Adivasi/ethnic minority people enjoy fewer opportunities in education and skill development than their mainstream counterparts. As a result the illiteracy rate among them is very high. Existing regulations on setting up schools do not take into consideration the dispersed and remote nature of their settlements, particularly in the Hill Tracts. Lack of skills makes it difficult for them to enter the job market. Adivasi/ethnic minority communities have meagre access to means of production such as capital, entrepreneurship etc. They face obstacles in contributing to and benefiting from economic growth.

5.407 Adivasi/ethnic minority communities lack access to information and technology. This prevents them from participating in and benefiting from technological and other changes in the society, particularly economic reforms and developments. Such communities in general and girls in particular suffer from lack of security. Many suffer from ethnic prejudice, ill-health, bad nutritional conditions and bad hygiene. These problems are slowly but steadily resulting in their marginalization and corroding their social fabric. Therefore intervention is essential to preserve their cultural, social and economic identity.

#### **5.F.3.2 Actions to be Taken**

5.408 The following actions have to be taken in improving the situation of the adivasi/ethnic minority people:

- Effective recognition of adivasi/ethnic minority communities and their specific needs in all relevant government policies and programmes. This is necessary towards improving the socio-economic conditions of these communities.
- Full implementation of the Chittagong Hill Tracts Peace Accord (1997).
- The Government needs to take action for protecting the rights of adivasi/ethnic minority people, particularly their rights to land and forests. Full operationalization of the 'Land Disputes Resolution Commission' and the 'CHT Refugees Task Force' along with adequate resource allocation for the aforesaid bodies will have to take place at the earliest. Similarly, land administration in CHT needs to be transferred to the hill districts councils in accordance with the 'Hill District Councils Acts of 1989'.
- It is important to include adivasi/ethnic minority people and organizations in activities that affect their lives directly (such as the creation of Eco Parks on their land); provide protection against land grabbing and displacement from their localities. In this respect improvement in the general law and order situation will also help.
- It is necessary to provide education to adivasi/ethnic minority people with a curriculum that allows learning in their own language at the primary level. Affirmative actions at higher levels of education and skill training to facilitate entry into job markets will have to be strengthened to promote their inclusion in mainstream economic life.
- Scaled-up efforts to provide health care, clean water and sanitation facilities to adivasi/ethnic minority areas in general and to the more disadvantaged groups among them in particular will have to be undertaken.
- The involvement of the NGO activities in targeting adivasi/ethnic minority people is meagre and can be expanded in consultation with the communities and in collaboration with government.
- There is a fund available in the Prime Minister's office for the development of the adivasi/ethnic minority people of the plain lands. The amount of this fund should be increased consistent with the development needs of these communities. Within the adivasi/ethnic minority population, there are some communities which are more disadvantaged than the others. There is a need to target them more specifically. There should be an advisory body consisting of adivasi/ethnic minority people and representation from adivasi/ethnic minority organizations (CHT regional council, Circle Chiefs, Bangladesh Adivasi Forum etc) and the fund should be directly channelled to their communities.
- Lack of electrification and access to telecommunications are major issues for adivasi/ethnic minority communities, particularly in the Hill Tracts. Pragmatic actions to resolve these long-standing demands will have to be taken.
- Lessons from the experiences of other nations that accommodate ethnic nationalities, for example China, India, Denmark, Norway, New Zealand, and Australia can be reviewed for appropriate application in Bangladesh.

## 5.F.4 Disabled People

5.409 Disability could be seen as a manifestation of a physical or mental impairment. Impairment only becomes a handicap in the context of a given society, often because the society does not accommodate the needs and the rights of citizens living with impairments. Handicap, therefore, is not a natural, but a social fact. Disability can occur because of an accident, wrong pathological diagnosis, malnutrition of pregnant women, lack of trained birth attendants and nurses, polio, typhoid, paralysis, crime and violence, acid burn, child marriage, marriage between close relations, babies not being vaccinated, and also because of lack of knowledge and awareness among care providers. A huge number of citizens were disabled during the liberation war in 1971.

### 5.F.4.1 The Issues

5.410 In Bangladesh, disabled people live in an unfriendly and hostile environment. They encounter non-cooperation, ill-treatment, neglect and hostility at the family, community/society and government levels. They are denied not only social and political needs but also basic human needs. They are denied employment, education opportunities, health care, etc. Their mobility is also seriously limited by the traditional pattern of building and road construction and building of other infrastructures.

5.411 Disability and poverty are interlinked and reinforce each other. Causal factors behind disability include poor nutrition, dangerous working and living conditions, limited access to health care, poor hygiene, bad sanitation, and inadequate information about causes of impairment. War, conflict and natural disasters also create disabilities. Disability, particularly of the head of a poor household, exacerbates the family's poverty due to increased expenses, lack of income and lack of opportunities because of social exclusion. In Bangladesh the disabled are mostly poor and are subject to gross deprivation and acute vulnerabilities. The ill-being of the disabled is mainly determined by (i) lack of human development and capacity building such as education opportunities; (ii) practice of discrimination, such as the negligence of families and society; (iii) demographic factors such as physical inability, death of parents, etc.; (iv) lack of employment opportunities; (v) high medical expenses; (vi) denial of participation in social affairs; (vii) obstacles to mobility, lack of appliances; (viii) lack of opportunities to get organised; (ix) lack of housing and shelter etc.

5.412 Disability is not included in any routine data collection or surveillance systems in the health sector, but it has been included in national censuses in 1982, 1986 and 1991. However, the reported prevalence rates between 0.47 and 0.77 are far below international and national estimates. A survey on prevalence of disability from 1994 by the Bangladesh Bureau of Statistics shows a rate of 10.62 disabilities per 1000 population. Between, 1995-97, Action Aid Bangladesh conducted a baseline survey, which indicates disability prevalence rates to be between 13.4 to 14.4 percent.

### 5.F.4.2 Actions to be taken

5.413 With respect to the disability issues action needs to be taken in seven different areas. First, data collection: the most important action to be taken is to identify the magnitude of the problem of disability. Thus it is essential to establish a data collection mechanism for the disabled; take note of disability in the national monitoring of MDG indicators—particularly the goals on poverty and education, and monitor disability in planned surveys e.g. in the national census, the Demographic Health Survey etc.

5.414 Second, policy formulation and coordination: It is essential to ensure that the draft National Disability Action Plan is action-oriented and specifies objectives, priorities, outputs, activities, inputs and monitoring indicators. The action plan needs to support the development of prioritised district level actions. Furthermore, it is necessary to strengthen and upgrade the authority of the National Foundation for the Development of Disabled People so that it can oversee and follow up the implementation of core aspects of the National Action Plan as well as the scaling up of Community Based Rehabilitation in selected districts. Policies on disabled people also need to explore ways to ensure private sector involvement.

5.415 Third, in the education sector access of the disabled children and persons must be ensured. It is necessary to create awareness and sensitise teachers, management committees, parents and peers through DPOs (Disabled People's Organisation) and NGOs to treat disabled people with respect and dignity. In this respect the hiring of teachers with disabilities both for public and specialised schools will be helpful. The Government needs to consider providing stipends for disabled students on a priority basis. District Disability Welfare Committees should monitor enrolment of children with disabilities. School management needs to be strengthened to deal with disabled students both in general and special schools.

5.416 Fourth, actions to be taken in the health sector are (i) strengthening early detection of symptoms of disability and providing primary medical rehabilitation; (ii) making it mandatory to undergo blood tests for intending couples before marriage to avoid the birth of disabled children; (iii) undertaking a nutrition programme for pregnant women; (iv) training doctors, nurses and other caregivers to deal with disability issues; and (v) introducing support services of assistive devices and equipment at the health centre.

5.417 Fifth, in income-earning it is essential to create opportunities for the disabled by providing education and training facilities. It is necessary to monitor the implementation of the current 10 percent quota system for the employment of disabled people (and orphans) in the public sector; undertake various programmes (e.g. micro credit) in partnership with NGOs and include people with disabilities in the general vocational training institutions. Social safety net needs to be created for helping families in coping with disabled members.

5.418 Sixth, it is important to ensure mobility of the disabled people so that they have access to all sorts of public services. In this respect attention must be given to access to transport vehicles, infrastructure, water and sanitation etc. Building ramps in public buildings and in large housing facilities and in cinema halls and other entertainment facilities should be made mandatory. Special toilet facilities should be built in buses, waterways, rail stations, schools, banks, and in all public space. All transport facilities must have reserved seats for the disabled.

5.419 Seventh, it is important that disabled people are included in various national and community level committees that are involved in making decisions that affects the lives of the disabled people. It is also important to ensure their participation in social functions, sports and other activities related to entertainment. It must be ensured that voting facilities are disabled-person friendly so that they can participate in voting activity.

## 5.F.5 Other Disadvantaged Groups

5.420 In Bangladesh there are some small groups of extremely disadvantaged poor people with very distinct characteristics. They belong to some specific occupation, and are a community isolated and disconnected from the mainstream population. Although in Bangladesh there is no caste system per se, these groups are treated the way lower castes are treated as untouchables in a caste system. Some of these communities are *Bawalis* (those who live of the resources of the Sunderban forest areas) and *mawalis* (honey collectors in Sunderban areas) *Bede* or river gypsy (engaged in snake charming and small trade in the rural areas); *Methor, Dalich* (sweepers, sewerage cleaners and scavengers); *Mymal* (fisherman on the big water bodies); *Muchis* (cobblers and shoe makers); *Nagarchi* (Traditional folk singers); *Kulies* (tea garden worker originally brought to Bangladesh from various parts of India). These communities have been living a segregated life, parallel with the mainstream population, for many years. People from these communities are spread all over the country. They constitute parts of extreme poor and live in totally sub-human physical and social environments.

5.421 There are also other disadvantaged and stigmatized groups who are subject to social injustice, are marginalised, and have little opportunities in life for breaking out of their harsh realities. Some of these groups are sex-workers, children and adolescents who came in contact with crime and are in jail or are in shelter houses etc. There are also people who are displaced such as refugees. They also form pockets of extreme poor. PRSP needs to recognize their existence and also take actions in uplifting the constraints of their lives so that they can also live a poverty free life.

### 5.F.5.1 The Issues

5.422 These people mainly remain within their own community and pick up a hereditary profession. During consultation with them, it has been found that the members of these communities have become disadvantaged and marginalised over time because of three main reasons: first, there is a decline in the demand for their services; second, they are faced with the problem of occupational immobility; and third, they are also treated as social outcasts by the mainstream population. These communities are deprived of education, knowledge and know-how and are unable to change their situations and realities. They survive on the margin, mostly in a miserable condition, endure sub-human living conditions, ill-health, and high rate of mortality, and are subject to social and physical insecurity.

### 5.F.5.2 Actions to be taken

5.423 Efforts need to be taken to address their special situation in the formulation of the Poverty Reduction Strategy Paper. Most importantly, the adults get job opportunities in mainstream activities and the children from these communities must have access to health, education, water and sanitation. Special social security provisions can be introduced for the sick, the vulnerable females and elderly in these groups. In collaboration with NGOs some of these groups can be given skill training and micro-credit. Tea garden workers should be paid at least the minimum wage and ensured decent work conditions. Fishing communities might be assisted with training and equipment to catch fish and be linked to the market so that they can get a fair price for their products. River Gypsy's could be given some khas land to settle down. The benefit of government services must reach them so that they get an opportunity to improve their situations. The sex-workers need opportunities to be rehabilitated. Children and adolescent who came in contact with crime needs to get opportunity to receive education and skill

training and opportunity to reintegrate into the mainstream society. To deal with the situation of the refugees and displaced people government needs to seek international help.

## 5.G Supporting Strategy II: Promoting Good Governance

### 5.G.1 Strategic Considerations

5.424 There is little disputing that the governance issue is critical to a more effective growth and poverty reduction strategy. A maximal definition of good governance would include the following: checks and balances among various organs of government, legitimacy and authority of state institutions, rules and norms that determine who holds power and the exercise of this power, relationships of accountability among state functionaries and between these functionaries and citizens, the capacity of government to make policy, manage administrative and fiscal affairs of the state, and deliver goods and services, and the opportunities and efficacy of redress available to citizens. While such a maximal definition certainly constitutes the long-term goal, it is a moot point to what extent it offers the most optimal guide for action in galvanizing the process of transition, and in particular, in accelerating the process of poverty reduction. It is relevant to note here that cross-country findings have begun to question to what extent the maximal agenda on good governance was a precondition or a consequence of development.

5.425 Effective strategy-making on good governance needs to avoid four typical weaknesses—i) a tendency towards an encyclopaedic wish list in agenda formulation, ii) an insufficient appreciation of the institutional and political realities through which reform initiatives have to be carried forward, iii) over-focusing on what does not work while ignoring what does work, and, iv) lack of clarity as to where the governance agenda best interfaces with poverty reduction goals.

5.426 The broad action agenda on good governance is well-known. This generally covers six areas:

- the reform of judicial systems,
- public administration reform,
- anti-corruption,
- decentralization,
- strengthening accountability and participation, and
- public expenditure management.

5.427 While the above are all desirable goals in themselves, it is important that the transformation of these broad agendas into specific priorities be attentive to the payoffs for poverty reduction. For example, judicial reform is a worthwhile goal in its own right but viewed through the poverty lens, this goal is better prioritized as one ensuring cheap and accessible justice. A frequently overlooked priority is regulatory support to the informal, unorganized sector of the economy wherein the majority of the poor pursue their livelihoods.

5.428 It is also important to acknowledge and factor in the fact that priorities for addressing governance may differ among distinct reform constituencies. Politicians, for example, are likely to be more concerned about the political implications of different kinds of reforms and might give priority to those that increase satisfaction among their supporters. Bureaucrats may favour technocratic solutions

over those which require greater social engagement. Donors tend to put the emphasis on the efficient management of public resources and clarity about the uses of those resources. Economic elites might place priorities on changes that improve their capacity to survive, to generate profits, to eliminate what they see as troublesome government bureaucracies, or to improve the security with which they do business. Poor people, in contrast, might give priority to the availability of services and basic conditions of personal security. A homogeneity of priorities cannot be assumed and the challenge lies in the intelligent and productive resolution of the trade-offs.

5.429 Producing tangible benefits in the short term is often a wise first step to opening up larger reform agendas. Three recent examples have been the ban on the use of polythene bags, the campaign against cheating in public examinations, and most recently, enhanced security in public markets during festival times. These serve the crucial function of high visibility changes that build citizen trust in the possibility of reform. More ambitious and politically difficult reforms need to be assessed in terms of their political feasibility, given the context into which they will be introduced. The overall goal of better government performance is not advanced when governments promise actions that are not politically or bureaucratically feasible or when they cannot deliver on their promises. The challenge really is not on the length of the reform agenda but rather how reforms are introduced and sustained in the real world.

5.430 It is also important to build on the many good practices and islands of excellence which have sprouted despite generally poor governance environments. Understanding of the characteristics which have led to better performance becomes a valuable resource in assessing whether and how such lessons can be leveraged into other contexts. A useful example to look at here is LGED which has been one of the better performing government agencies. Key institutional aspects contributing to better performance include the following: i) decentralization ii) professional work culture and recognition of outstanding achievement, iii) strong monitoring system, iv) informal decision making: de-emphasizing of bureaucratic file movement in favour of use of information technology, v) leadership vi) team-work, and, vii) sense of mission.

## 5.G.2 Cross-Cutting Themes for an Institutional Strategy

5.431 There are four cross-cutting themes for an institutional strategy on good governance:

- Systemic improvements;
- Quality institutions;
- Partnerships; and
- Culture and values.

5.432 Systemic improvements constitute as it were the first-order reform agenda on governance. Even here, however, one must distinguish between “big solutions” and “small solutions” and ensure that both are simultaneously pursued. Systemic improvements need not always imply creation of new laws and institutions. There are many opportunities and capacities in the governance arena which remain dormant for want of sustained and strategic attention. Examples are existing provisions for standing committees in union parishads, school management committees, upazila health advisory council etc. Activating such dormant capacities will be a key element of the new institutional strategy.

5.433 Systemic improvements on their own are unlikely to be fast enough or wide-ranging enough to achieve the goal of accelerated poverty reduction. An active policy of nurturing quality institutions, islands of excellence as it were, must supplement the broader focus on systemic improvements. A number of such institutions already exist; more will be needed in the identified priority sectors.

5.434 The third cross-cutting theme underpinning choice of priorities is the theme of partnership. Most of the good governance agenda is about what governments need to do to perform better. However, recent experiences have produced a wide range of innovative ideas about how to improve service delivery through community engagement, contracting out, various forms of delegation, and privatization; how to engage communities and municipalities in development planning and budget management; how to build partnerships with NGOs, the private sector and communities in a wide range of service provision sectors. The truth is that the ground reality is increasingly a multi-agent one (

5.435 Table 8) with a wide cast of actual and potential actors oriented to specific role specializations. Building partnerships to reap the benefits of appropriate synergies will be a crucial element of the new institutional strategy.

5.436 The last of the cross-cutting themes is the question of culture, values and norms. Structures, systems, and rules are important but without appropriate work culture and norms of practice, the expected results are rarely forthcoming. The challenge here again is to be strategic rather than be dependent on feel-good rhetoric. Not all solutions can be supply-driven. Demand-side pressures will be critical to bringing about long-term changes in work culture and norms.

### 5.G.3 Priorities

5.437 Keeping the strategic considerations in mind, the following are identified as the key priorities in the governance agenda:

- Improving implementation capacity;
- Promoting local governance;
- Strengthening Anti-Corruption Strategy;
- Reforming criminal justice and enhancing access to justice for the poor; and
- Improving sectoral governance.

**Table 8: Governance and Agency**

Actor-Type	Role Specialization
Government agencies	<ul style="list-style-type: none"><li>• Security</li><li>• Infrastructure</li><li>• Service-provision</li><li>• Capacity building</li></ul>
Local government	<ul style="list-style-type: none"><li>• Dispute resolution</li><li>• Service delivery</li><li>• Participatory planning</li><li>• Protection</li><li>• Social mobilization</li></ul>
NGO	<ul style="list-style-type: none"><li>• Service-delivery</li><li>• Target group mobilization</li></ul>

Actor-Type	Role Specialization
	<ul style="list-style-type: none"> <li>• Advocacy</li> <li>• Capacity building</li> </ul>
Political parties	<ul style="list-style-type: none"> <li>• Demand articulation</li> <li>• Protection</li> <li>• Power issues</li> </ul>
Community capacities	<ul style="list-style-type: none"> <li>• Social capital</li> <li>• Dispute resolution</li> <li>• Value creation</li> <li>• Power issues</li> </ul>
Private sector	<ul style="list-style-type: none"> <li>• Service provision</li> <li>• Market development</li> </ul>
Support institutions	<ul style="list-style-type: none"> <li>• Capacity-building</li> <li>• Constituency building</li> <li>• Catalyst</li> </ul>
Think tanks	<ul style="list-style-type: none"> <li>• Agenda formulation</li> <li>• Performance evaluation</li> </ul>

Source: Rahman, Hossain Zillur Re-Thinking Local Governance towards a Livelihood Focus, PPRC Policy Papers, 2001

#### 5.G.4 Improving Implementation Capacity

5.438 Implementation failures/difficulties are caused by generally two sets of problems, namely personnel related (i.e. recruitment, training, grooming, placement, postings and transfers, promotions, etc) and work-related problems (coordination, meetings, supervisions, monitoring, inspection, expenditure control, revenue generation, directing, delegation, decentralization, etc) but these are also related to one another. In addition, there are problem issues in the planning and project cycles, poor result orientation in project choice, and sub-optimal use of information flows.

5.439 Specific sub-priorities to attend to in this area include:

- Reducing the burden of under-completed and under-funded projects within the ADP i.e. annual development plan.
- Streamlining the project preparation and approval process, particularly revising the project proforma.
- Improving incentives, motivation and capacity within the administration. Components here include: rationalization of civil service pay, greater professionalization of the recruitment process, exploring mechanisms to effectively tap managerial talents available within and outside administration particularly to senior positions, revamping training strategies, making reward and punishment real, and strengthening the inspection and monitoring function within the administration. The Report of the Public Administration Reform Commission provides a useful basis for planning a meaningful action plan on these issues. Transforming public administration into an effective and accountable process dedicated to the broader welfare of society is a long-term challenge and the possibility of a permanent body to formulate and advise such a reform process needs to be explored.

- Improving information flows. Information perhaps constitutes the most promising entry point for three core implementation objectives: coordination, accountability, and transparency. Both “big solutions” such as a possible freedom of information legislation as well as “small solutions” such as open budget sessions etc will have to be explored.

### 5.G.5 Promoting Local Governance

5.440 The decade of the 90s has demonstrated that the political prospects for big-push “reform from above” on the decentralization agenda can hardly be taken for granted. Not that the ground reality has been static. Some milestones on the decentralization agenda can be noted. The cycle of elections for the two existing forms of local government i.e. union parishads in the rural areas and pourashavas in urban areas, were held on schedule, union elections in 2003 and pourashava elections in 2004. The provision for gram sarkars too was implemented in 2003 though its operationalization has been dogged by controversies. What, however, did not happen is the implementation of the provision for an elected upazila parishad despite a majority recommendation of the concerned cabinet sub-committee on the matter. The non-implementation of the upazila plan has also fuelled a counter-productive trend whereby rural localities not ready for an urban status has vied to make themselves into pourashavas to ensure a backdoor electoral space. A compounding source of concern has been the increasing tendency of members of parliament to intrude into the affairs of union parishads and pourashavas, a process which effectively began from the late 1990s. Other milestones too have been mixed. A good beginning was made with the first-ever combined orientation training for all union parishad members in late 2003. Job descriptions for women members elected to reserved seats were also developed. Revised model tax schedules for union parishads have been issued. Construction of union parishad complexes has been underway. What, however, has not occurred is a substantially increased resource flow to these bodies. It is true a policy beginning regarding the provision for a direct allocation to union parishads has begun from the 2004-05 financial year but the amount still is quite small. On a more positive note, a new crop of rural leaders, younger, more educated and outward-looking, appear to have emerged through the union elections of 2003. There has also been an explosion in pilot experiments focused on union parishads, particularly related to developing a performance-linked second resource channel outside of the ADP channel. The practice of open budget sessions is also gaining ground though it remains to be seen to what extent it has become an integral UP process.

5.441 The lessons from the evolving ground realities indicate the need for a reformulation of the decentralization agenda towards an agenda of promoting local governance. This highlights the need for simultaneously pursuing the agendas of political and functional decentralization, putting the emphasis on partnership between local government bodies and other local actors, and, projecting the importance of newer agendas of decentralized service-delivery and promotion of local economies. The focus is not only on local governments as project implementing bodies but on local governance as a political and institutional process which can contribute to the required scaling up of the rate of poverty reduction

through more effective resource mobilization and enhanced development choices available at local level and better inclusion of all social groups in these choices.

5.442 Key priorities in this reformulated agenda include:

- Building on the incremental possibilities which lie in the current situation: Fostering expanding islands of best practices by targeting the more dynamic elements in the local government leadership including the women members should be a promising line to work on. Incremental potentials also lie in linking union parishads to critical new functional arenas such as micro-infrastructure, early child development, consolidated implementation of safety net programmes, and local economy promotion.
- Initiating a revamped training strategy: The first-ever orientation training initiated last year provides a good base to develop innovative follow-up training strategies. Critical gaps have been identified. Collaborative initiatives between research organizations, government institutions and NGOs to pursue these openings are a critical necessity.
- Incremental potentials also lie in consolidating a performance-linked second resource channel (outside of ADP) for union parishads: this has been the focus of many of the pilot experiments. Such a resource channel has already been initiated and substantial increase in resource allocation can be planned for with due lesson-learning from the experience so far.
- While the strategy of incremental strengthening in institutional, functional and resource availability arenas is critical, the issue of political decentralization is also to be pursued. The importance of establishing elected upazila parishads needs to be re-iterated. The non-implementation of the upazila plan is intimately linked to widespread unease and hostility to the issue among members of parliament. In many ways, this hostility has simply been criticised but not engaged with. It is a moot point that the national debate on the upazila question has revolved around simply a restoration argument, namely to restore the upazila model introduced under the Ershad regime in the 1980s. While the principle of an elected upazila parishad has come to find great resonance within the population at large, the specifics of the structure have not been critically engaged with. There may be an important entry point here by which to create broad-based consensus amongst the political actors and ensure early implementation of the upazila parishad.
- The other course of action is to lay the groundwork for a comprehensive legislation on local governments. At present, there are a plethora of laws and circulars, often outdated and self-contradictory, which govern existing local governments. These need to be streamlined into a comprehensive Act. Government alone is unlikely to be the driver in this task. The initiative needs to come from advocacy organizations, research institutions and civil society actors. The approach here has of necessity to be a long-term one and the task realised through a coalition effort. If a working draft on such a comprehensive legislation can be prepared, it can be used as a powerful advocacy instrument to persuade and prod politicians and the government of the day to adopt and eventually produce a formal legislation.

## 5.G.6 Strengthening Anti-Corruption Strategy and Transparency and Accountability

5.443 That corruption has emerged as a critical governance issue constitutes a broad consensus view. There is much less consensus on the wisdom of reducing the governance agenda to the theme of anti-corruption. A strongly folkloric approach to the issue focusing only on perceptions and beliefs and the emotions attached to these beliefs tends to end up in highlighting only a narrowly deterrence-centric anti-corruption agenda while neglecting the question of its causalities and the need to build a larger political consensus to address the issue. From an agenda-building perspective, it thus makes more sense to move beyond anti-corruption as a stand-alone deterrence agenda. The challenge really is one of transforming the agenda into that of a comprehensive anti-corruption strategy which touches on three crucial levels:

- deterrence
- system improvements, and,
- value-creation.

5.444 The last is important because an institutional approach alone carries the risk of pushing the agenda towards a technocratic fate.

5.445 An unorthodox reading of the causalities of corruption and mis-governance highlight the following:

- Breakdown and decay in oversight functions: The administrative structure in Bangladesh, notwithstanding its colonial roots built on a mistrust of the people by the state, had certain strength in internalizing functions of inspection and oversight within routine administration. The police superior was required to inspect thanas, the deputy commissioner had to go on inspection tours, the education officer had to inspect schools. One of the most unfortunate trends in recent times has been the neglect and decay in these oversight functions that played an important role in containing corruption and mis-governance at the base of the system. The reasons for this decay has been manifold: lack of time due to involvement in a variety of other duties (most frequently protocol and project duties) beyond core responsibility, having to bear the burden of 'VIP visitor entertainment', lack of logistical support to undertake inspection tours, loosening of supervisory pressure from above etc. The net outcome is that a powerful source of routine oversight pressure has fallen into dis-use leading to poorer standards of governance and corrupt practices.
- Weak system development in the politician-administrator interface: The onset of parliamentary democracy in 1991 in Bangladesh has introduced a new challenge of system development with regard to the politician-administrator interface. In a way, the novelty of this challenge is not sufficiently appreciated by many who are engaged on the goal of good governance. The administrative class has far deeper roots in the exercise of state-power than the political class a majority of whom assume offices with little or no training in statecraft or policy-making. A healthy transition on the politician-administrator interface has been anything but assured. Politicians have often over-reached (eg. members of parliament seeking to command all institutions within their jurisdiction) to overcome a sense of insecurity while administrators resist system change which could lead to a more

productive distribution of administrative power. Such tensions have been compounded by authoritarian tendencies which have deep roots in the exercise of state-power and which are too readily adopted by democratic power-holders. Inevitably, attempts to address the politician-administrator interface has been pursued through the language of power rather than the language of responsible checks and balances. Consequently, sustained policy engagement on the goal of good governance has been a frequent casualty.

- Quality of political competition: Another key constraint on the goal of good governance has been the quality of political competition which has underpinned the democratic period since 1991. Burgeoning election expenditures has narrowed the field of political competition to a moneyed class and fuelled a propensity for corrupt practices to ensure 'recovery' of expenditures incurred. Politicians have also had to respond to electorate's expectation of 'development results' in their individual constituencies and this has often been pursued with a certain disregard for governance standards.
- Capacity deficit: While the need for higher professional standards within the bureaucracy has grown, the situation has come to be marked by serious capacity deficits. HRD policies and institutions seem woefully inadequate. The opportunities for professionalization of the bureaucracy through the two-way traffic of secondments and outsourcing to social and private sector are generally overlooked if not actively resisted. It is also the case that HRD policies and institutions within the private sector and within civil society too remain equally inadequate. The capacity deficit leading to poor governance is compounded by a poor incentive and sanction regime. Good practices, where they exist (and there indeed are many instances of these), tend to remain invisible as a knowledge pool which could be utilized for wider emulation.
- Project cycle: Development has come to mean projects and unpacking the project cycle reveal a great deal of where and how opportunities for routine corruption arise. Field experience reveals that there is one particular segment of the project cycle which contributes more than any other to institutionalized corruption. This is the phase of 'cost estimation' wherein a much inflated 'estimate' lays the groundwork for a corrupt distribution of resources among key project stakeholders. Specifically targeting this segment of the project cycle and institutionalizing a significantly higher level of scrutiny and oversight for this segment can go a long way to deal a decisive blow to institutionalized corruption in the development field.
- Unreformed strategic sectors: The problem of corruption and mis-governance also has its roots in the fact that certain strategic sectors remain largely unreformed. Three such sectors are most noteworthy, namely, police, judiciary, and transport. There are corruption issues involved in various service sectors too, particularly health and education, but it is the above three which contribute most to transforming corruption and poor governance into systemic issues. Both police and judiciary have been untouched by serious reforms. Progress here has been scanty partly because compelling reform plans as well as serious reform constituencies have been scanty. The other strategic sector which merits attention here is transport and communication. By its very nature, the sector draws in a wide range of stakeholders including transport-owners, transport workers, travellers, traders, market-places and police. The sector has seen an exponential growth in post-independence Bangladesh but this has been accompanied by an atmosphere of lawlessness without the benefit of a coherent regulatory framework and its effective enforcement. The net consequence of these unreformed strategic sectors is a systemic sense of poor governance.

- Value deficit: However significant they maybe, institutional explanations alone do not explain why corruption has emerged as a core governance problem. An erosion in the value-system which glorifies material success at any cost and has weakened the sense of guilt around corruption have served to create a social milieu in which corruption has come to be easily tolerated. The problems are not limited to governments alone but apply equally to professional groups as well as the private sector.

5.446 In view of the complex causalities of corruption, the priority is for a comprehensive anti-corruption agenda touching on the three levels of deterrence, system improvements, and value-creation. Specific priorities in this area include:

- Fast-track operationalization of the Anti-Corruption Commission.
- Continuing the reforms in the financial management area. Procurement guidelines have been reformed and possibilities of reversal have to be actively countered.
- Strengthening oversight functions both at apex levels such as parliamentary standing committees, auditor general and proposed offices of ombudsman as well as within routine administration. The importance of the informal watchdog roles of the media and civil society also needs to be highlighted.
- Strengthening and enforcing codes of conduct within the electoral process.
- Targeted transformation of recruitment and HRD institutions to ensure higher level of administrative quality.
- Strengthening information flows: Within the authoritarian and bureaucratic institutional culture, freeing up information itself can act as a powerful driver for building accountability pressures and improving the governance process. A key priority to pursue here will be a right to information legislation brought about through a well-debated and participatory process. The challenge, however, is not only a legislative one. The power of information to an important extent is dependent upon its effective application and elaboration of relevant application areas and capacities to act in these areas are often overlooked priorities.

5.447 Establish better indices and evidence on corruption and mis-governance. The quality and efficacy of the corruption discourse often suffers from poor standards of indicators and evidence. In lieu of such knowledge, a folkloric approach often holds sway making consensus building for viable intervention difficult. The development of indicators and evidence which capture the governance reality better, not just from the standpoint of international capital but also from the aspirations of common people, offer the prospects of being a powerful driver for change.

### 5.G.7 Reforming Criminal Justice System and Enhancing Accessible and Affordable Justice for the Poor

5.448 The contribution of good governance in the fields of law and order, human security and justice system in ensuring development can hardly be overemphasized. Reforming criminal justice and enhancing affordable justice for the poor are the crucial policy priorities in this area. Addressing these priorities is easier said than done. An inherited colonial system of criminal and civil justice which ensures ‘certainty of expense but uncertainty of results’ poses major barriers to the poor in terms of accessibility and affordability. The criminal justice system is imbued with a fundamental discretionary

‘capacity to punish’ which militates against deepening the foundations of citizen rights. The process is exacerbated by the struggle to use judicial discretion as a ‘resource’ in the pursuit of political competition as well as by authoritarian power norms which guide elite behaviour whether they be in the political, bureaucratic, business, or even NGO arenas.

5.449 Reforming police and the judiciary present formidable challenges: There was, until recently, no special police force to deal with special crimes, such as heinous crimes, economic crimes, cyber crimes, etc. Coordination of the police force with other law-enforcing agencies, such as BDR, Ansar and VDP, Coastguard, etc. is rather tenuous. The police do not possess a research cell to investigate the nature of changing crime and the appropriate methods for handling them. Community policing is weak, although this could compensate for not having a large formal police force. Chowkidars and dafadars are not adequately linked to the thana. Investigation, law and order and prosecution duties are combined in the same official, and this tends to make officials unaccountable and inefficient. A colonial mind-set towards the public continues to prevail often resulting in mistreatment of even women and children. Routine inspection and supervision has decayed. Jails are horribly over-crowded, under-trial prisoners are not treated separately from convicts, women face great insecurity even in ‘safe custody’, and a large number of children are in jail. Problems also pervade the judiciary, particularly, the lower judiciary. A critical problem is the delay in disposal of cases which is highly detrimental to the common man. Weaknesses in procedural law, prevalence of vested groups, poor training and physical facilities, lack of inspection and supervision, intrusion of political considerations, all contribute to such undesirable outcomes.

5.450 Some reforms have been undertaken: Speedy Trial Tribunal Act was passed in 2002 to deal with some heinous crimes and nine tribunals established under the Act. Other steps taken include the Acid Offences Act, 2002, Civil Procedure Code (Amendment) Act, 2002 for introducing alternative dispute resolution, establishment of monitoring cell, establishment of the Rapid Action Battalion (RAB) to deal with violent crimes. Establishment of a National Human Rights Commission is under process as also the separation of judiciary from the executive and the establishment of an independent public prosecution service. Several grass-root initiatives focused on improving the traditional *shalish* (dispute resolution) process is generating valuable lessons for the ADR route to justice and giving this route a new currency.

5.451 Some noteworthy changes have also occurred in the area of jail reform. More jail visits, release of a considerable number of children from jails, better diet, provisions of television and electric fans, construction of new jails, finalization of the service rules for jail personnel, creation of day care centres for young children, transfer of safe custody women and girls from jails to safe homes equipped with greater facilities, etc are some of the measures undertaken. However, there is still a long way to go.

5.452 While some of the reforms already undertaken have clearly gained public support, concerns on criminal justice and affordability and efficacy of justice remain very widespread. Key policy priorities include:

- meaningful progress on the separation of the judiciary from the executive,
- development of a comprehensive police reform agenda,
- strengthening safeguards in application of speedy solutions such as RAB,
- speedy establishment of the independent government attorney service,
- consolidation of jail reform,

- standards setting on lower judiciary,
- promotion of ADR,
- community policing,
- building on the initiative for a Child Commissioner, and
- expediting establishment of the National Human Rights Commission.

### 5.G.8 Improving Sectoral Governance

5.453 While the above are cross-cutting agendas, there is an urgent need to focus also on specific sectoral agendas, particularly in those sectors which carry the highest relevance for the goals of growth and accelerated poverty reduction. Key sectors to be targeted here include: infrastructure, communication, health, education, disaster management, local government, and land.

*The relevant Policy Matrix providing major goals and actions to be taken for ensuring good governance is presented in Annexure 4.*

## 5.H Supporting Strategy III: Service Delivery

5.454 Bangladesh is one of the very few countries to attain high social development among countries with comparable levels of per capita income. Notwithstanding the relatively modest growth of income and income poverty reduction, Bangladesh's achievements in the broad area of social and human development have been fast and, in some respects, remarkable. Indeed, the pace of progress in reducing TFR, bringing down the level of under-five mortality, and lowering the prevalence of child malnutrition is not only higher than the average progress recorded in LDCs, but also stands out in the overall context of South Asia. This supports the proposition that higher social development outcomes can be achieved even at a lower level of per capita national income.

5.455 Among others, two important factors appear to have helped achieve high social development in Bangladesh. *First*, realization of the importance of provision of social services for social development by the government and allocation of a significant part of the annual budget for key social sectors (e.g. education, health, and housing). *Second*, recognizing the deficiency of public delivery system NGOs have been promoted as an alternative institution for delivery of social services. In the case of Bangladesh, it appears that the state is identified as weak in its engagement in service delivery, the central government remain strong vis-à-vis the local government in case of decision making and resource control.

### 5.H.1 Important Avenues

5.456 The most common basic social services include education, health, water supply and sanitation. Provision of shelter is also incorporated to cover the specific needs of the urban people. Some elements of infrastructure such as rural roads, and services related to the municipality also form an important component of social services. Agricultural extension services are also perceived as social services.

5.457 Almost all the NGOs in Bangladesh have been involved in the delivery of most of the basic services such as education, health, water supply and sanitation and shelter. Non-government

organizations have been providing alternative education opportunities (including non-formal and adult education) for disadvantaged and poor people with an aim to increase literacy rates and enhance participation of children of poor rural households. On the other hand, public educational institutions failed to meet the growing urban demand, paving a way for private sector investment. The private sector mainly entered into the urban education sector mainly to reap profits by bridging the supply-demand gap particularly in the richer segment of the market.

5.458 NGO services in the health sector have largely been confined to consultations and raising awareness, as major treatments need huge investment. Collaboration between government and the private sector is observed in health care delivery. However, collaboration of the public sector with private sector has not been satisfactory. The range and extent of public sector collaboration with the private sector in the area of Health, Nutrition and Population (HNP) is incongruent with their importance. The major interactions were in terms of regulations of private clinics and hospitals. Informal (or less formal) providers such as non-allopathic practitioners, traditional birth attendants, drug vendors have had very little interaction with government. Thus, the public-private collaboration failed to include agents who are most important for the poor. Appropriate public policies are needed to raise the effectiveness of the private sector's contribution to public health goals.

5.459 In the case of water supply and sanitation, NGOs are providing extension services with the aim of increasing poor people's access to safe water and to reduce the child mortality rate. Since the willingness to pay for water and sanitation is more pronounced than other basic services, greater participation of the for-profit private sector is anticipated. Greater scope of privatization of the water supply, however, points to potential conflict between the private sector and NGOs.

5.460 Another important area where the involvement of NGOs is noticed is employment generation. The justification to include employment generation in the league of services for the poor lies in the practice of allocating resources for employment generation through the provision of safety net programmes. Historically, the government implemented such activities with assistance from donors (i.e. World Food Programme) involving the local bodies. Under the "integrated food and development programme" (which is an improved version of the earlier one) there has been a major policy shift from relief to development. In Bangladesh, LGED has collaborated with local NGOs and private contractors in coordinating such employment generation projects.

5.461 Rural credit, marketing and agricultural extensions are often perceived as social services. However, due to non-existence of attractive markets, presence of private sector and NGOs was hardly found in the earlier decades. Over the last decade, as a market for these services emerged, the private sector became a key actor. Moreover, a number of NGOs are also engaged in such services for both social and commercial objectives (e.g. one such example is BRAC's programme support enterprises or PSEs). In recent years, NGOs have started extending their scope of operations in "for-profit commercial" activities as well. However, graduation of some NGOs into commercial enterprises also invites future potential conflicts between the for-profit private sector and NGOs. Two most prominent NGO actors in commercial activities are BRAC and the Grameen Bank. Some of the NGOs are also involved in the disposal and management of urban waste (e.g. Waste Concern is engaged in the disposal and recycling of Dhaka's waste). The purview of service delivery has also extended to important services

like security. Recent evidence suggests that local level community organizations are pulling resources to ensure security of their members.

### 5.H.2 Scope of Public-Private Partnership

5.462 Notwithstanding the recent participation of the private sector in delivery of financial and extension services (i.e. rural credit and agriculture extension), wider roles for the private sector are noted by researchers and institutions. It is noted that the private sector can play an important part in alleviating poverty through employment generation and creation of “fiscal space” by relieving pressure on government budget and subsequent redirecting of government resources to social spending. Public and private sectors can cooperate, as rated by researchers, in several ways in reducing poverty. For example

- Public-private partnership should be formed through government design of concessions that call for bidders to provide services where it will not otherwise provide to the poor.
- Private utilities should be effectively regulated to make sure that the poor get better access to services at lower prices.
- Responsible corporate citizenship must be encouraged.
- Privatization and divestiture should be linked to poverty reduction. For instance, when state-owned assets are sold to investors, some of the proceeds could be shared with the poor.

5.463 Micro, small and medium enterprises (MSMEs) are one of the largest employers and hence their growth may make an impact on the livelihood of poor people. However, almost all such enterprises suffer from lack of access to financial resources. The private sector financial institutions can help growth of MSMEs and hence poverty reduction by providing easy access to financing on reasonable terms and conditions.

5.464 Some “consensus” appears to have been reached with regard to the public-private role of financing and provision of key social services. Given the coverage and wide ranging impacts on well-being and asset development, the public sector is ideally suited to provide primary education. On the other hand, tertiary education is more suitable for the private sector, either in financing and provision or both. The public sector must ensure that quality and equity are maintained. In the health sector, the public sector is “most naturally suited” to address issues involving communicable diseases, availability and quality of information about health and health care. Creation of a viable health insurance programme, safety nets provision for the poor, and ensuring and promoting equity in distribution of health resources may ideally be under the jurisdiction of the public sector delivery.

5.465 The role of the private sector in health service arises from the need to redress problems of access, high costs and diminishing resources for health care in a competitive environment. A key element in this strategy is to encourage greater involvement of the private sector in health care provision aimed at controlling cost, improving access and promoting efficiency. The involvement of the private sector may also help decentralization of the health care system; broadening health financing options to include user fees, community finance and social and private insurance.

5.466 Whoever is the provider of services, some key principles should be ensured for the welfare of the recipients. (i) Quality or standard of the services must be maintained. (ii) Delivery of services should be designed to reduce inequality. (iii) Public-private collaboration must include informal or less formal service providers who are most important for the poor, such that benefits of such interactions reach the poor. (iv) Private sector may be encouraged to increase their involvement in the service delivery, which

would help create a “fiscal space” by relieving pressure on the government budget and subsequent redirecting of government resources to social spending.

### 5.H.3 Emerging Concerns

5.467 In spite of the progress in social development there are some emerging concerns. First, falling standard of key services, delivered both by public and private sector, is pervasive. Outcomes of a survey conducted on 346 individuals with predominant middle-class background with regard to various aspects of service delivery reveal serious dissatisfaction among the recipients. Almost 93 percent of the surveyed population were dissatisfied with the services received. Of these poor quality services, 39 percent were provided by the public sector and the remaining 54 percent have been delivered by the private sector. Further investigation found three factors responsible for the dissatisfaction. They are termed as “human factor,” “technological factor” and “process factor.” Human factor (e.g. callousness, lack of empathy and incompetence) alone accounted for 72 percent of the dissatisfaction. The technological factor and process factor (having to wait longer than needed and too many signatures) accounted for 11 and 10 percent of dissatisfaction respectively. Second, there appears to be a high degree of social inequality, which cuts across all key social targets. Third, the rich-poor divide (however measured) is striking, but more worrying is the gap between the poorest and the rest of the society. High level of inequality in spatial dimensions and socio-economic categories needs to be seen as a factor likely to cause divergence in the progress of social development in the coming decade. Fourth, increasing participation of the private sector in education poses the emergent problem of maintaining a fine balance between the social goals of public sector and profit motive of the private enterprises. This is prominent in the provision of education in urban areas with rapid growth of kindergartens in the major cities of Bangladesh. With a fixed supply of qualified teachers, such high growth invariably leads to a decline in quality of education. Deviation from the national curriculum further accentuates the problem. Fifth, health care beyond awareness creation requires large-scale investment, which is not always forthcoming from non-profit NGOs, and investment by the for-profit private sector has urban and pro-rich bias. Thus, the current concern with health care for the poor involves less of regulation but more of devising appropriate frameworks for public-private collaboration to ensure quality service to the poor.

### 5.H.4 Recommended Strategies

5.468 Quality of services delivered is a problem in Bangladesh. Improving quality of services for groups who have been already brought under the GO-NGO delivery system must be a priority now and hence appropriate policies need to be designed to readdress the quality aspect of service delivery.

5.469 Allocation of government funds (especially in the case of education services) to educational institutions must be linked to their performance; Performance can be measured by an educational institution’s examination outcomes or by parents’ evaluations. Educational institutions may also be rewarded with larger grants for satisfactory performance and penalised for dismal outcomes by stopping funds.

5.470 The recently launched “Model School” project is an innovative initiative aiming to improve standard or quality of education service. In the initial phase, eleven such model schools will be set up in eleven districts. If administered properly, the operation of a model school would help improve quality. Hence, it may be desirable to set up such “model schools” in other districts of the country.

5.471 One key objective of the service delivery system would be to set up a quality educational institution and a well functioning hospital in each of the district head quarters. Ensuring quality

education and health services would help minimise spatial inequality in social development as well as reduce the rich-poor and rural-urban divide.

5.472 Despite sincere efforts on the part of NGOs, Civil Society Organizations (CSOs) and government, hard core poor groups could not yet be reached with basic financial services. As a result, they remained loosely integrated into the economic progress and were unable to improve their poverty situation. Provision of basic financial services (i.e. with adequate provision of skill development and marketing facilities) for the extremely poor would enable them build or expand their asset base and help them integrate to the process of economic growth and social development. Thus, it is imperative to devise a mechanism to reach the hard core poor with such services.

5.473 Systems loss in the process of delivery of some services appears to be huge, making the system inefficient and ineffective. Systems losses need to be reduced to make a service efficient and effective. An efficient and effective system would enable providers to broaden the net of the delivery system and include additional beneficiaries.

5.474 The experience of public-private-NGO collaboration must be taken into consideration to formulate policies and strategies. For instance, adequate attention must be paid to increase interaction of less formal pro-poor providers (especially in the case of health care delivery) with the government so that benefits of collaboration are broadened.

5.475 As there is a market for most of these services and assistance from donors is available, competition persists among agents (identified as substitutability). Complementarities in their functions are prerequisites for cooperation. One common observation reported in privatization literature is the perceived threat to government staff (both employment and pecuniary and non-pecuniary returns) from private participation in social service delivery. Thus, along with identification of various stages in the delivery of a social service and their nature, efforts should be made to identify the areas of substitutability and complementarities among different activities provided by various agents in the market.

5.476 For balanced social development and improved governance, it is important to make the private sector aware of its social responsibility. If realised, this would also help reduce the fiscal stress faced by the government. Furthermore, as there is now a market for most of the basic services, people are willing to buy the services. In spite of the “public good” characteristics of these basic services differential and discriminatory pricing may be set for different groups according to their purchasing power and social status.

5.477 It was noted that NGOs have the potential to undertake productive investment and marketing capabilities, which may generate pro-poor employment. This potential needs to be harnessed and for this appropriate policies must be adopted. Alongside promoting commercialization of NGOs, an appropriate regulatory framework must be in place so that the incentives for pro-poor employment generation by the private sector is not misdirected or threatened.

5.478 State monopoly over social service was advocated due to its “public good” characteristics, which originated from the idea of homogeneity in all stages of social service delivery. However, disaggregation of each service delivery into a number of activities may help identify stage-specific activities with definitive features of public and private goods. Such information would help solve the substitutability and complementary aspects of service delivery. However, the information is not readily available and hence a comprehensive study of stages may provide useful guidelines for practical policymaking.

5.479 Recognizing the difficulty in strengthening the long route of accountability, adoption of the alternative short route is recommended by researchers and institutions. The short route builds on the

client-providers relationship. It is argued that there are two possible ways in which the short route may be more effective in improving the service delivery.

- a. Clients may help devise service according to their need. Need-based service delivery will improve the use and quality of services and reduce systems loss.
- b. Since clients are at the end point of service delivery, they are in the best position to monitor the providers.

It is also argued that the role of clients in revealing need and monitoring can be ensured or strengthened through increasing their preferences and involvement in service delivery.

## 5.I Supporting Strategy IV: Caring for the Environment and Sustainable Development

5.480 Human lives and livelihood in Bangladesh are intricately intertwined with nature. Consequently, no process of development and eradication of poverty can be conceived of without putting caring for environment and sustainable development at the centre-stage. On the other hand, as the poor depend heavily on nature for their livelihood, without the whole-hearted involvement of the poor, caring for environment becomes an extremely difficult task. Bangladesh is a signatory of the Multilateral Environmental Agreement by which government is committed to undertake certain environmental management actions which will be largely beneficial to the poor.

5.481 Operationally, poverty-environment linkages are evident at two levels - one is conservation of nature and natural resources for sustainable livelihood while the other is controlling/combating pollution for maintenance of biodiversity and protection of human health. The Government policies in the areas of macroeconomics and various sectors must keep in focus the impacts they might have on the environment. On the one hand there is "Green Vs. Brown" arguments that the country's effort to grow fast, ignoring environmental concerns, may cause long-term damage to the environment and also dampen growth and development. At the same time it is also imperative for Bangladesh to grow faster in the short-run in order to reduce poverty. Therefore a careful balancing act must be orchestrated where economic growth is maximised without compromising environmental protection and safety. Policies and actions of the Government must not cause marginalization of the poor and force them to intensify over utilization of the open access natural resource base, or make them more vulnerable to pollution hazards.

5.482 On the other hand there is counter argument that growth will create fiscal space and resource that can be used to enhance the quality of growth and promote sustainable resource management. In terms of environmental issues it is important to keep in mind that in a country where the majority of the poor are highly dependent on natural resources, the improved management of natural resources is a prerequisite for poverty reduction.

### 5.I.1 Conservation of Nature

5.483 The linkage between poverty and conservation of natural resources is a mutually reinforcing process. Communities living in urban slums, people living in areas prone to severe floods, drought, salinity and bank erosion; and river/estuarine islands, tribal communities living in hills and forests, communities of landless and migrant workers, depend on natural resources for livelihood. On the one hand poverty perpetuates environmental degradation because the poor are forced to "mine" natural capital for survival beyond the sustainable limit and this leads to depletion and degradation of the resource base and deterioration of the quality of life. On the other hand, overexploitation of nature also implies decline in the *per capita* quantity and/or quality of water, land, forest, and biodiversity, which aggravates poverty. Thus conservation and regeneration of natural resources through appropriate intervention, investment and management have to be ensured so that the poor and vulnerable communities can depend on the use of natural resources on a sustainable basis.

5.484 In discussing conservation of natural resources attention is given mainly to five issues. These are (i) agricultural land degradation and salinity; (ii) biodiversity; (iii) public commons; (iv) afforestation and tree plantation; and (v) urbanization-related environmental issues.

**5.485 Agricultural Land Degradation and Salinity:** Depletion of organic matter in the soil, degradation of its physical and chemical properties of the soil, reduction in the availability of major micronutrients, imbalance in the fertiliser application and build-up of toxicity through improper use of pesticides are the major reasons for soil fertility decline. Furthermore, water erosion in terms of rill, sheet and gully erosion has a significant impact on the economy. Clearing of vegetation, earth removal, road construction, etc. cause most of the land degradation. Other issues related to land degradation include shifting cultivation (*jhum*) in the Chittagong hill regions, and unsustainable cultivation practices in the Barind and Madhupur tracts. Use of pesticides and overexploitation of biomass lead to denudation, deforestation and degradation of soil. The consequences of soil degradation should be considered while we strive to boost agricultural production.

**5.486** Increase in salinity of topsoil also has a large impact on agricultural production. Since the Farakka barrage started its operation, the environment in the southwest region of Bangladesh has been adversely affected due to an increase in salinity. The northward movement of the salinity frontier has already threatened the mangrove forests, part of the World Heritage site, reduced agricultural productivity, and affected millions of people living in the south-western region of the country. The Indian River Linking Plan of diverting water from the Brahmaputra, in Assam, to the Ganges basin in West Bengal, without releasing sufficient water for Bangladesh will be disastrous for the economy and for the ecology of Bangladesh.

**5.487** More than half of the land area is nutrient deficient, and subject to depletion of organic matter, or both. It has been estimated that loss of agricultural productivity due to land degradation might account for between 0.5 percent and 3.5 percent of GDP. Estimated cost of land degradation resulting from productivity loss is equivalent to Tk.60,832 million per year, and the cost of nutrient loss is Tk.47,245 million per year. The productivity loss per year equates to 4.3 percent of GDP (of 1997) and nutrient deficiency accounts for 3.4 percent of GDP (of 1997). The total estimated cost of degradation is nearly 7.7 percent of the 1997 GDP.

**5.488** It is clear that over time our dependence on land will not decrease, rather it will increase. The degradation of land is already hurting the economy, and the poor, because of reduced yield, are either gradually shifting away from agriculture or are encroaching on the marginal land of forests and wetlands to increase production. All these lead to further degradation of our environment. Consequently, efforts to halt degradation of soil are both poverty reducing and environment friendly. In this respect improvement in the monitoring of a range of factors affecting soil fertility and measures to improve the quality of agricultural inputs (fertilizers, pesticides etc) are essential.

**5.489 Biodiversity:** Biodiversity is an asset for a nation. However, population pressure, conversion of forestland and wetland into agricultural land, overexploitation of forest products and excessive withdrawal of water, relentless wetland depletion due to overexploitation of both flora and fauna are causing great harm to our biodiversity. Agro-diversity has been reduced and this limits potential of further growth and development in this sector. At the same time, a large section of terrestrial diversity of plants and animals is being threatened due to deforestation and conversion of forestland. Similarly, aquatic diversity is also under pressure due to the drying up of rivers, reduction of flow of water in major rivers, and accumulation of pesticide residues in lake waters.

5.490 There are 16 protected areas (PAs) in the country. In addition, the Government has declared the Sundarbans, Cox's Bazar, Teknaf Sea Beach, St. Martin's Island, Sonadia Island, Hakaluki Haor, Tanguar Haor, Marjat Baor, Gulshan, Banani and Baridhara Lake as ecologically critical areas (ECAs) in Bangladesh. In terms of poverty, people living on the resources in these areas are generally poor. Consequently, reduction of opportunities to access resources from these ECAs and sanctuaries will result in conflicts and social unrest. Policies need to be adopted for community-based participatory management (where poor are included) to reduce and/or rationalize their dependence on such resources to ensure their sustainable management and poverty reduction.

5.491 To achieve biodiversity the participation of the poor at the community level is essential particularly given the fact they will be benefiting from conserving biodiversity. Improvement of biodiversity will benefit the poor particularly in terms of fisheries given that a large number of people depend on this activity both as an income generating activity and also as a source of protein. Thus it is essential to protect key-open water fisheries and other habitats.

5.492 **Public Commons:** Public commons includes natural resources such as land, open water resources in wetlands, forests, grasslands, grazing land, reed land, khas land, peat land, rivers, estuaries and the open seas with the characteristic that people in general have customary rights and access to them. These are sources of livelihood for the poor including the hardcore poor. They collect firewood, fodder and construction materials, fruits and vegetables for daily consumption from, graze animals upon, and catch fish in these resources. The dependence on common resources is very high: some 80 percent of the population depends, to some extent, on the utilization of these resources or on processing the resultant products. Thus public commons may be one of the most important safety net available to the poor particularly in the rural areas, provided these are managed in a sustainable manner.

5.493 Increasing access to natural resources for rural poor is an essential element of the process of reducing poverty in the rural areas. Rents from public commons, if captured by the poor, can help them initiate a process of capital accumulation that can help to pull them out of poverty and integrate them into the mainstream economy. However in most cases the poor have been excluded from access to the common property resources. They have access to at most low quality public commons. Thus the resource base for poverty reduction of the poor are either shrinking or degrading. This frequently leads to two kinds of problems. One is overexploitation of the resources to the point of total depletion while the other is the capture and management of quality resources by the Government and/or the local elites with the exclusion of the poor.

5.494 **Rural Energy and Afforestation (including tree plantation):** Biomass (fuel wood, tree leaves, crop residues and animal residues, mainly in the form of dried cow dung cakes or sticks) is the principal form of energy used by the people, particularly in the rural areas. According to a recent survey by BIDS, a rural household uses nearly 3 metric tons of biomass in a year. Of this about 1.7 metric tons is tree biomass composed of 1.2 metric tons of fuel wood and 0.5 metric tons of tree leaves. Practically all of the biomass is used for cooking and parboiling of rice. The relationship between the amount of the fire wood use and level of income is clearly positive and monotonic. This means that the poor has much less access to quality fuel for cooking. Income poverty thus translates into energy poverty. While switching to modern and better quality energy such as electricity is highly preferable, it is not possible to do so fast. Secondly, it is highly desirable to have as much tree cover as possible as the country may benefit in two

ways. Nationally and locally, this helps in reducing the energy deficiency while this also helps in keeping global carbon emission at a lower level.

5.495 The ground reality is quite stark. Population pressure on land has been leading to conversion of forest land and land under tree cover into other uses. This at the same time further lowers the supply of biomass and fuel wood for cooking raising their market value including further deforestation and cutting down of trees. Smoke due to fuel wood burning also is a major cause of a significant rise in the level of indoor air pollution affecting adversely the health of women and children. Increased demand for furniture also puts up pressure on forestland.

5.496 The annual deforestation rate up to the 1990s is estimated to be 3.3 percent resulting in a decrease of per capita forest land from 0.035 ha in 1969 to 0.02 ha in 1990, one of the lowest in the world, because of logging, unplanned conversion to agriculture and other non-forestry uses, like grazing, shrimp cultivation and other anthropogenic influences. The recuperative capacity of the natural growth of plants has failed to keep pace with the increasing demand. The estimated per capita consumption of timber and fuel wood is only 0.01 m<sup>3</sup> and 0.07m<sup>3</sup>, respectively-perhaps one of the lowest levels of consumption in the world. The supply is inadequate even to meet the low level of consumption. In 2002, the per capita demand for timber and fuel wood was calculated to be 3.2 and 8.7 million m<sup>3</sup>, thus giving an estimated deficit of 62 percent and 60 percent respectively.

5.497 The impacts and manifestations of such an alarming rate of deforestation are multifaceted. The cost of these impacts to the economy was estimated to be 1 percent of GDP in 1990. Decrease in timber and other forest products incur direct economic loss. People who live in rural and hilly areas and depend on forests for their subsistence are severely affected. The ever-increasing population of Bangladesh has been exerting pressure on existing forests for more food, fuel wood, timber, fodder and other forest products, resulting in exploitation. About 70 percent of the plain land Sal forests are encroached upon. Other forestlands are also degraded. Consequently, their productivity is unacceptably low. The major causes of forest depletion are (i) lack of a conservation approach; (ii) low priority attached to biodiversity conservation ; (iii) encroachment from outsiders; (iv) inadequate participation of people and civil society; (v) lack of law and order and inadequate legal supports; (vi) corruption and pressure from the local elites; (vii) poor management and administration; (viii) lack of proper monitoring and accountability; and (ix) absence of incentives for Forest Department employees.

5.498 There are a lot of problems, limitations, and challenges of the Bangladesh forestry sector. While rate of deforestation needs to be managed properly reforestation also must be the given due emphasis as a way forward. Community-based participatory afforestation practices, or social forestry (SF), have been increasingly felt to be the most feasible strategy for the long-term sustainability of the forests. Experts suggest that there is significant scope for vertical expansion of forests through multiple forests. It is estimated that some 1.51 m ha of marginal and fallow lands are potentially available and can be brought under forest and environmental improvement projects through SF programmes facilitated by the Government and NGOs. Such programmes may also make a judicious use of the disadvantaged sections of human resources, including women and educated unemployed youth. A sustainable development strategy for the forestry sector must incorporate institutional reforms, management strategies, and policies to ensure that this sector remains productive.

**5.499 Urbanization Related Environmental Issues:** Urban areas particularly the big cities including Dhaka have serious pollution problems with respect to solid waste management, growth of slum areas without supply of clean water, and sanitation facilities, with congested living conditions, inadequate drainage system, and untreated industrial waste disposal. Most of these factors affect the urban poor in terms of general hardship, ill-health and even death. As usual it is the women and the children who are the worst victims. Such appalling conditions also adversely affect labour productivity due to disease and morbidity and thus increases vulnerability of the poor. Reduction of environmental problems related to urbanization must address improvement in the existing solid waste disposal system in all towns and cities, living conditions of the slums, and drainage congestions. The regulatory framework must be strengthened and implemented strictly with provisions for proper and adequate incentives to entrepreneurs to ensure that all industrial wastes are properly treated before disposal. With respect to waste disposal public/private collaboration is essential, system must be efficient and the Government needs to introduce sanitary landfill for all solid waste disposals and/or arrange for using the waste to produce energy. The disposal of hazardous and medical wastes in urban areas is a major cause of concern for urban life including that of the poor who are engaged in scavenging activities.

**5.500** Another serious problem in the urban areas is improperly planned land development, whereby low lying lands, canals, and ponds are filled up for constructing residential and commercial buildings. This is causing reduction in the floodwater retention areas, water logging and drainage problems. Construction of roads without appropriate environmental mitigation measures is also adding to these problems. Flood protection activities around urban areas without appropriate environmental mitigation measures are also responsible for water logging.

**5.501 Policy Recommendations:** In order to address environmental issues relevant to the conservation of nature it is important to appropriately integrate environmental issues in all policies including macroeconomic policies. The Government needs to initiate studies on the impact of macroeconomic, sectoral, fiscal and trade policies and pricing of resources on the environment. For example if the Government is to remove subsidy from the agriculture sector, then it should do so by first removing subsidy from environmentally damaging chemical-based inputs such as fertilisers and pesticides. Instead, this money may be spent to train the farmers on integrated farming and pest management methods. Not only environmental analysis should take place at the policy level but also environmental considerations need to be included in project design and implementation. It is essential to introduce public hearings for projects with possible major environmental impacts. In this respect it is also essential to prepare Environmental Impact Assessment (EIA) documents on all projects and programmes available in the public domain.

**5.502** The Government also needs to increase direct expenditure on increasing environmental awareness and undertake environment-related projects and programmes with a view to ensuring biodiversity, preventing land degradation, protecting forests and expanding social forestation, identifying and disseminating alternative cooking fuel and energy etc. In the area of common resources two measures are essential. The Government needs to take initiatives to expand and renew the depleted public commons, improve and systematise access of the poor to the natural commons and introduce community-based participatory natural resource management. In this respect enacting laws and regulatory frameworks and recognizing the rights of the ethnic minority and rural people to local common property resources are essential. The conservation of nature needs to include the goal of ensuring sustainable livelihood for the poor. Bangladesh needs to take the opportunity to access financial

assistance from the international community to take pro-poor environmental friendly actions under Carbon Credit and Global Environment Facility funds.

## 5.I.2 Combating Pollution

5.503 Poverty-pollution linkages are the direct and indirect consequences of pollution, particularly of air and water, generated by public/private industries. These kinds of pollution have a strong human health impact, a major cause of erosion of human productivity and of death in many instances, particularly among the poor and marginalised communities. The combined pressure from the shrinking resource base and worsening living conditions weaken the productive capacity of the poor, make them more marginalised over time, and eventually trap them in what is often referred to as the “vicious circle of poverty.”

5.504 **Air Pollution:** Air pollution needs to address both the outdoor and indoor sources of pollution. Outdoor pollution has been a major problem in the cities of Bangladesh, especially in Dhaka. Over the past few years, air pollution has been reduced because of the introduction of lead-free gasoline in Bangladesh. But air pollution due to suspended particulate matters (SPM) is 4-8 times higher than the standard. Estimates show that more than 3500 premature births a year in Dhaka are attributable to air pollution due to SPM. It has further increased the number of asthma patients in the city. Causes of air pollution are linked with the rise in vehicular traffic as well as increase in population density in the cities (which leads to concentration of vehicles in a smaller zone). Unfortunately, the slum dwellers, who live in open air, are the major victims of this degradation. Indoor air pollution is mainly caused by cooking fuels such as firewood and dried cow dung. Most of the poor families use these as fuel and women and children are the main victims of indoor air pollution. Due to air pollution the number of people suffering from respiratory diseases is on the rise. Brickfields are an important source of air pollution in the rural areas.

5.505 Recently, increases in the gasoline prices have led to large-scale conversion of vehicles into gas driven. Such an effort has not only led to savings in terms of foreign exchange but also reduced air pollution in Dhaka. However, increase in the natural gas price will slow down the rate of gain and the situation will become worse if the relative price gap between petrol and natural gas is reduced. Besides, all two-stroke engines should be eliminated all over the country. For controlling indoor air pollution use of natural gas, biogas and LPG may be encouraged through various means including policy supports for their lower relative prices as well as more efficient and cost- effective cooking stoves. The Government may consider undertaking a project for giving free LPG gas cylinders to the VGD/VGF cardholders. Government expenditure needs to increase for providing support (credit and subsidy) for the diffusion of less polluting stoves and four-stroke engines. Biogas digesters integrated with livestock projects supported by micro-credit programmes should be promoted. The “Brick Burning Act and Rules,” needs to be amended and strictly implemented, and at the same time an improved and energy efficient brick kiln should be introduced. With respect to car emission two-stroke auto-rickshaws should be phased out and all vehicles older than 15 years should be banned. Improved mass-transport systems in major cities must be introduced to reduce both traffic congestion and air pollution. To reduce dust pollution, dust control measures should be made mandatory in construction works. An air quality index should be measured and disseminated to the public on a daily basis.

5.506 **Water Pollution:** Water pollution has two dimensions. One is surface water pollution and the other is groundwater pollution. Surface water pollution refers to pollution of flowing waters (river, canal etc), and open water (non-flowing) reservoirs (ponds, haors, baors etc.). Flowing waters are mainly polluted because of the disposal of untreated wastes into the river system from industries and also from cities whereas the non-flowing water pollution is caused by excessive use of pesticides and soil erosion. However, these two kinds of water bodies are related to each other. Water pollution of surface water affects the health of poor people who cannot afford to choose between contaminated and non-contaminated sources. Waterborne diseases are the major cause of suffering for the poor people living in rural and urban areas. This combines with the problem of water supply for bathing in both rural and urban areas (especially for the poor families) as a major health problem for Bangladesh.

5.507 Most of the liquid wastes created by the industries in Dhaka are dumped directly or indirectly into the rivers Buriganga, Balu and Sitalakhya. Estimates show that pollution from tanneries in Hazaribagh is responsible for an increase in the health-related expenditure of people living in the vicinity of the tanneries by 125 US dollar per capita. In Khulna, industrial areas include Shiromoni, Kalishpur and Rupsha. Some 300 mills and factories located in and around Khulna City currently discharge huge amounts of liquid waste into the river Bhairab. These include Khulna Newsprint Mill, a large number of jute mills, many match factories, textile mills and Bangladesh Cable Shilpa Sangstha—all are causing severe pollution in the Bhairab River. These pollutants are causing serious damage to both freshwater and marine ecosystems of the region including those of the Sundarbans.

5.508 In Chittagong, the main polluters are the pulp and paper, fertilizer and petroleum refineries/industries. Most of the industries are located on the banks of the Karnaphuli River and the Kaptai Lake. Similarly, the ship building industry contributes significantly to marine oil pollution. The other source of oil pollution is the ships and mechanised boats all over the country especially those using the port and the outer anchorage area of Chittagong. Ballast and bilge water from oil tankers and ships anchored in the port should only be emptied at installations where the oil can be separated and recycled. This is mandatory in many countries, but in Chittagong ships directly discharge their waste oil-water mixtures into the Bay of Bengal.

5.509 In combating surface water pollution the Government needs to introduce land zoning of industries, strengthen water quality monitoring; enforce the Environment Conservation Act & Rules; introduce waste reception and treatment facilities in ports, and clean-up and rehabilitate hot spot areas in Dhaka, Chittagong and Khulna. The Government also needs to ensure reduction of effluent discharges from mechanised vessels in rivers; provide fiscal and other financial incentives for retro-fitting or for reduction of effluents from industries. Further the Government needs to take measures for creating appropriate institutional, technical, human and logistic capacity for identifying, monitoring and implementing remedial measures.

5.510 **Rural Water and Arsenic Pollution:** Contamination of arsenic in ground water provides a graphic picture of environmental degradation as well as its impact on poor population of Bangladesh. It has been documented by now that the first victims of such pollution are the people with low nutrition (often people with low body weight). Women suffer from arsenic not only in terms of physical illness but also social consequences as they can't get married and become a burden to their families and their communities.

5.511 In a recent survey conducted in 270 villages of Bangladesh, more than 7000 arsenicosis patients have so far been identified. *Arsenicosis is the term for a number of arsenic related ailments, which include increased or decreased pigmentation and thickening of the skin. In its later stages, arsenicosis may lead to cancers of, for example, the liver and kidney.* In another study by the National Institute of Preventive and Social Medicine (NIPSOM), arsenic related diseases (arsenicosis) have been identified in 37 districts. Over 30 million people in Bangladesh are exposed to arsenic concentrations above the Bangladesh drinking water standard of 0.05 mg/l; among them over 27 million or close to 90 percent live in rural areas.

5.512 **Noise Pollution:** Noise pollution gets less attention in pollution discussion although the noise pollution level in the major urban centres of Bangladesh exceeds its legal standards. Noise pollution is not only disturbing but also has health implications. This is mainly an urban phenomenon caused by vehicular congestion and affects the poor who work outdoors, for example the rickshaw-pullers, street vendors, small shopkeepers etc. Some regulation regarding use of horns, particularly banning hydraulic horns and raising public awareness against the habit of honking can help in solving this situation to a large extent. Another aspect of noise pollution is occupational exposure to industrial noise, which disproportionately affects poor workers. In this case the solutions are enforcement of occupational health standards and the provision/use of personal protective equipments.

5.513 **International Aspects of Environment:** There are several major global environmental phenomena and practices that impinge upon the development processes and prospects of Bangladesh. Bio-diversity losses as well as existing intellectual property rights systems that allow alien rights on indigenous species of plants and life threaten not simply the capacity and the right of the country to use its own environmental resources for betterment of livelihood and living conditions, but if taken to its extreme may jeopardise the very existence of the natural life support system. Similarly, the issue of climate change is a cause of grave concern to Bangladesh. Bangladesh is vulnerable to consequences of global climate change including sea level rise. She has to take measures against such vulnerabilities to protect the gains of the process of economic development as well as the poor who will be affected most adversely. Similarly, environmental interventions such as the river linking project in India are expected to inflict severe environmental, economic and social sufferings to Bangladesh. The Government and the people therefore needs to be vigilant and continuously participate in global and regional environmental dialogues and negotiations and try to ensure the environmental safety of the country.

*The relevant Policy Matrix providing major goals and actions to be taken to ensure sustainable development is presented in Annexure 4.*



## ***Chapter VI***

### **Medium-Term Macroeconomic Framework**

6.1 The broad objectives of the medium-term macroeconomic framework (FY04-FY08) are to promote economic growth and employment, including small and medium size enterprise development, in a manner consistent with the poverty reduction goal by channelling an increasing share of government expenditure into social and infrastructural sectors and directly poverty reducing activities.

6.2 The Government is committed to managing the key macroeconomic policy instruments, namely fiscal policy, monetary and exchange rate policies, combined with enhanced supervision and surveillance of the financial system to maintain macroeconomic stability, provide safeguards against adverse external or domestic shocks and create an enabling environment for pro-poor economic growth.

#### **6.A Key Macroeconomic Indicators: Targets, Projections and Policy Thrust**

##### **6.A.1 Real Sector**

6.3 Bangladesh achieved a GDP growth rate of 6.3 percent in FY2004 compared with 5.3 percent recorded in FY2003 (Table 9). It may be noted here that GDP growth rate for FY04 was projected at 5.5 percent which was later revised upward to 6.3 percent. Stronger growth in agriculture, manufacturing and services contributed to better performance of the economy. Agriculture growth increased from 3.3 percent in FY03 to 4.4 percent in FY04. Growth in the manufacturing sector increased to 7.1 percent in FY04 compared with 6.8 percent in FY03 while the service sector also experienced a growth of 5.7 percent, slightly higher than a growth of 5.4 percent recorded in FY03, benefiting from growth in manufacturing and a strong performance in foreign trade. An upward revision in the estimation of import duty in FY04 also partly contributed to upward revision of GDP in that year.

6.4 GDP growth was initially projected to increase to 6 percent in FY05, driven by a number of factors: (i) continued expansion of exports, albeit at a slower rate (14 percent in US dollar terms compared with 15.9 percent in FY04) resulting from growth of RMG exports mainly in the EU market and much higher growth of non-traditional exports; (ii) private sector credit growth of 16.8 percent aided by reduction in lending rates, special measures taken to promote finance to SME and other banking reform measures taken by the Government and the Bangladesh Bank; and (iii) higher levels of public and private investment (about 24.4 percent of GDP) due in part to higher utilization of ADP and ongoing large domestic private investment in textiles, pharmaceuticals and construction. However, several bouts of floods during July-August, 2004 and the incidence of three times the normal precipitation during mid-September, 2004 caused serious damage to the agriculture and related activities as well as to capital stock and infrastructure. In the wake of floods, the projection of GDP growth was revised downward to 5.5 percent for FY05 with the estimated actual growth rate subsequently coinciding with the revised projected growth rate. In view of the severe natural shocks, the slightly lower actual growth compared with the projected growth exhibits the resilience of the economy. Expansion of non-crop agriculture, continued growth of exports and higher Boro (winter rice) production facilitated by adequate supply of fertiliser, water and credit and provision of extension and marketing services enabled the economy to almost reach the projected growth rate in FY05.

6.5 A relatively better performance of the economy during FY04 and its resilience in the face of severe floods in FY05 indicate that there is a potential for further accelerating GDP growth in the medium-term. It is estimated that GDP growth will accelerate to 6.5 percent in FY06. It is expected that the momentum of growth will be sustained in the coming years and the GDP growth at about 7.0 percent will be maintained in both FY08 and FY09. The continually improving growth performance of the economy is predicted on several assumptions. At a general level, it is assumed that the implementation of the PRS in key areas will provide a strong basis for higher growth. In particular, implementation of strategies and policies focusing on (a) stable macroeconomic balances, improved regulatory environment, higher private investment and increased FDI flows, effective trade and competition policies and improved budgetary process; (b) growth of agriculture, rural, SME and informal sectors, improved connectivity through rural electrification, roads, and telecommunications; (c) human development through education, health, sanitation and safe water, and nutrition; and (d) good governance through improved implementation capacity of the public sector and tackling corruption will lay the foundation for improved growth. Further, the monitoring and evaluation mechanism to review progress of PRS implementation and assess outcomes and consequent policy adjustments to keep the economy on track will help achieve the target growth rates.

6.6 More specifically, the underlying assumptions for projected acceleration of economic growth are: (i) macroeconomic stability in the economy will be maintained and improved; (ii) effective linkage between budgetary process and PRS will be established; (iii) the buoyancy in the overall agricultural sector growth, especially aided by the fishing and livestock sub-sectors will be sustained; (iv) the manufacturing sector and the SME sub-sector will maintain a steady growth path; (v) SOE reforms will raise public savings that will be channelled to more productive uses; (vi) the programme of NCB reform will be fully implemented, leading to marked improvement in the efficiency of the financial sector which in turn will help to reduce real interest rates and facilitate expansion of credit to the private sector; (vii) the adverse impact of the phase-out of quota under MFA/ATC on RMG production, exports and employment in Bangladesh will be moderate owing to the resilience of the sector (through efficiency improvement) and possibly safeguard actions imposed by the USA and the EU on imports from China; and (viii) there will be sustained improvement in the investment climate, including improvement in the provision of utilities and infrastructure, leading to a rise in foreign direct investment (FDI) as well as domestic investment.

6.7 Gross domestic investment is projected to increase from 24.4 percent of GDP in FY05 to 25.0 percent in FY06. It increases further in the following two years and levels off at 26.0 percent in FY08 and FY09. The higher investment rate will result from higher levels of both public and private investment including FDI as mentioned in earlier sections. Further domestic companies will be able to attract portfolio investment from foreign markets. There will also be more efficient investment decisions to support the target growth rates.

Table 9: Medium-term Macroeconomic Framework: Key Indicators

Indicators	Actual			Projection			
	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09
<b>Real GDP Growth (percent)</b>	<b>5.3</b>	<b>6.3</b>	<b>5.5</b>	<b>6.5</b>	<b>6.8</b>	<b>7.0</b>	<b>7.0</b>
GDP deflator	4.4	4.1	5.1	5.7	6.0	5.0	4.5
CPI Inflation (average)	4.4	5.8	6.5	6.5	6.0	5.0	4.5
<b>Gross domestic investment (in percent of GDP)</b>	<b>23.4</b>	<b>24.0</b>	<b>24.4</b>	<b>25.0</b>	<b>25.5</b>	<b>26.0</b>	<b>26.0</b>
<b>Total revenue</b>	<b>10.3</b>	<b>10.2</b>	<b>10.4</b>	<b>11.0</b>	<b>11.3</b>	<b>11.6</b>	<b>12.0</b>
Tax	8.3	8.2	8.4	9.0	9.3	9.5	9.8
Nontax	2.0	2.0	2.0	2.0	2.0	2.1	2.2
<b>Total expenditure</b>	<b>13.7</b>	<b>13.4</b>	<b>13.9</b>	<b>15.5</b>	<b>15.7</b>	<b>16.0</b>	<b>16.4</b>
Current expenditure	8.1	7.8	8.4	8.6	8.8	9.0	9.2
<i>Of which:</i> interest payments	1.9	1.6	1.8	1.7	1.7	1.7	1.7
Annual Development Programme	5.4	5.0	5.0	5.9	6.2	6.4	6.6
Other expenditure (residual)	0.2	0.6	0.5	1.0	0.7	0.6	0.6
<b>Overall balance</b>	<b>-3.4</b>	<b>-3.2</b>	<b>-3.5</b>	<b>-4.5</b>	<b>-4.4</b>	<b>-4.4</b>	<b>-4.4</b>
Primary balance	-1.5	-1.5	-1.7	-2.4	-2.4	-2.4	-2.4
Financing (net)	3.4	3.2	3.5	4.5	4.4	4.4	4.4
Domestic financing	1.3	2.1	1.9	2.0	1.9	1.8	1.8
Banking System	-0.4	0.7	1.0	0.9	0.8	0.8	0.8
Non-bank	1.6	1.4	0.9	1.1	1.1	1.0	1.0
Foreign financing	2.1	1.1	1.6	2.5	2.5	2.6	2.6
<b>Money and credit (end of year; percent change)</b>							
Private sector credit	12.6	12.0	17.0	14.0	13.0	12.5	12.5
Broad money (M2)	15.6	13.8	16.8	13.5	13.0	12.5	12.5
<b>Balance of Payments (percent change)</b>							
Exports, f.o.b.	9.5	15.9	14.0	14.0	12.0	12.0	12.0
Imports, f.o.b.	13.0	13.0	20.6	15.0	13.5	12.5	11.5
Remittances	22.4	10.1	14.2	13.0	12.0	11.0	11.0
<b>External current account balance (in % of GDP)</b>	<b>0.3</b>	<b>0.3</b>	<b>-0.9</b>	<b>-1.7</b>	<b>-2.0</b>	<b>-2.1</b>	<b>-2.0</b>
<b>Balance of Payments (in millions of U.S. dollars)</b>							
Exports, f.o.b.	6,492	7,521	8,579	9,773	10,946	12,260	13,731
Imports, f.o.b.	8,707	9,840	11,870	13,651	15,493	17,130	19,434
<b>Gross official reserves (in million US dollars)</b>	<b>2,470</b>	<b>2,705</b>	<b>3,024</b>	<b>3,250</b>	<b>3,655</b>	<b>4,100</b>	<b>4,400</b>
In months of imports of goods and services	2.9	2.8	2.6	2.5	2.5	2.5	2.5

Sources: Bangladesh Bank, Ministry of Finance and the Bangladesh Bureau of Statistics.

Notes:

1. Non-factor services (NFS); excludes remittances.
2. Exchange rate is projected to depreciate by the difference between home and partner countries inflation plus some real depreciation.
3. For projection partner countries weighted inflation rate (includes India) is assumed to be higher than in the past.

## 6.A.2 Fiscal Operations

6.8 The fiscal policy of the Government is designed to maintain macroeconomic stability and creating room for private sector investment with a view to fostering economic growth and accelerating poverty reduction. Budget deficit is kept at a low level consistent with a sustainable inter-temporal growth of the national debt. Domestic borrowing is being restrained within acceptable levels (2 percent of GDP or below) while emphasis is being given on mobilizing concessional foreign assistance in support of public investment in social and infrastructural sectors. Enhanced efforts are underway to mobilise domestic resources to maintain the target budget deficits.

6.9 The public expenditure policy is also geared towards streamlining its structure towards the infrastructure and social sectors. In support of the poverty reduction goal, additional resources are being allocated each year towards directly poverty reducing activities covering all dimensions of poverty, namely, income poverty, human poverty, social disparity, gender inequality and social security.

6.10 The Government is committed to raising the revenue-GDP ratio to finance an increasing share of the country's public investment from domestic resources. Building on the improvements already made, the revenue-GDP ratio is projected to rise by 0.6 percent of GDP in FY06 and by 0.3 percent of GDP in each of the succeeding two years. The revenue/ GDP ratio will rise to 12.0 percent in FY 09. To attain the targets, there will be continued tax reforms in the country. The government has initiated a programme of strengthening tax administration, which includes creation of Large Taxpayers Unit (LTU) and Central Intelligence Unit (CIU) to monitor tax compliance of largest tax payers in the country. Other government efforts in this area include expansion of income tax and VAT net, strengthening of customs administration, rationalizing non-tax revenue rates and developing professional skills of NBR officials.

6.11 The expenditure-GDP ratio is budgeted at a higher level in FY06 and is estimated at 15.5 percent resulting mainly from a programme of near a full percentage point rise in development expenditure to meet the country's growing social and physical infrastructural needs for accelerated growth and poverty reduction. The spurt in total expenditure in FY06 is partly also due to a rise in current expenditure mainly accounted for by wages and salaries increases in the public sector. Total expenditure is projected to increase by 0.2 percent and 0.3 percent of GDP respectively during the succeeding two years. The expenditure/ GDP ratio will reach 16.4 percent in FY 09. For attaining pro-poor growth, expenditure in core social and economic sectors of the economy, such as education, health and infrastructure are projected to rise substantially in real terms during FY06-FY09. The Government is also committed to increase the overall pro-poor expenditure every year. It should be noted that current expenditure will increase from 8.4 percent of GDP in FY05 to 9.2 percent in FY09 while development expenditure will increase from 5.0 percent to 6.6 percent of GDP during the same period. The increase in current expenditure reflects the fact that certain types of growth augmenting and poverty reducing expenditures are being transferred from development to the current budget. The Government has decided, after a careful examination, to implement the recommendations of the Pay Commission Report in a phased manner. The public expenditure policy is also streamlining the capital investment expenditures in infrastructure and socio-economic annual development programmes. The expenditure policy, especially within the MTBF system, will provide better assessment of operations and maintenance costs of investment programmes. This is expected to increase long-term effectiveness of public investment. At the same time, the proposed budget management processes will shift certain amount of budgetary spending authority from central control to line ministries which will facilitate faster and hands-on decision making and assure accountability of line ministries.

6.12 The overall budget deficit is projected to increase from 3.5 percent of GDP in FY05 to 4.5 percent of GDP in FY06 and stabilize at 4.4 percent in the rest of the period. The budget deficit will be financed by concessional foreign assistance and domestic resources. Reflecting the commitment of the donors to finance social and infrastructural investment, support structural policy reform and to increase the country's capacity to utilise ADP, the foreign financing of the budget is projected to increase substantially from 1.6 percent in FY05 to 2.5 percent of GDP in FY06 and is estimated to remain at that level through to the end of FY07. Net foreign financing will rise marginally to 2.6 percent of GDP in FY 08 which will be maintained at that level in FY 09. On the other hand, the net domestic financing of the budget is projected to increase from 1.9 percent in FY05 to 2.0 percent in FY06 and then decline by 0.1 percent of GDP in each of the following two years. Domestic financing is estimated to stabilize at 1.8 percent of GDP in FY 08 - FY 09. Domestic financing includes both bank and non-bank financing and the former is reflected in the indicative medium-term monetary programming of the Bangladesh Bank.

#### 6.A.3 Monetary Sector

6.13 As mentioned in Chapter 5, the monetary and credit policy of the Bangladesh Bank is primarily geared towards maintaining price stability with a view to promote long-term growth. Since the floatation of Taka in 2003, the exchange rate policy is geared towards allowing exchange rate to be market determined while mitigating excessive short-term fluctuations through policy intervention. Another major focus of the central bank policy is to maintain stability of the financial system, improve efficiency of the banking system, in particular reducing spreads between lending and deposit rates by improving prudential supervision and strengthening the banking system's capacity to recover non-performing loans, with a view to promoting broad-based economic growth in the country. Given the target foreign exchange reserve build-up and projected bank financing of the budget, credit to the private sector, which grew by 17.0 percent in FY05, is projected to grow by a lower rate of 14.0 percent in FY06. The growth rate of credit to private sector will decrease further to 13.0 percent in FY07 and to 12.5 percent in FY08 and FY09 consistent with the profile of broad money growth and target GDP growth. The credit growth along with envisaged revival of the capital market will help to sustain the growth of private investment in manufacturing and other sectors of the economy required to achieve the target GDP growth. Consistent with the target CPI inflation, broad money is projected to grow at the rate of 13.5 percent in FY06, with the growth registering slight decline in FY06 and stabilizing at 12.5 percent during FY 08 - FY 09. To achieve the monetary targets, Bangladesh Bank will increasingly use the indirect monetary instruments, some of which have been introduced in recent years.

6.14 The average CPI inflation was 6.5 percent in FY05, substantially higher than 5.8 percent in FY04 due mainly to a sharp rise in food prices reflecting poor monsoon harvest due to floods, continued high commodity prices (including very high oil prices) in the world market, domestic supply bottlenecks and demand pressure. In recent months CPI inflation continued to increase reflecting sizeable adjustment in domestic energy prices, high prices of oil, oil products and major food items in the world market coupled with domestic demand pressure (emanating partly from high credit growth). Many developing and emerging countries, including some of the countries of South Asia, also share the inflationary pressure noted above. Thus, in near future monetary policy of Bangladesh Bank, coupled with the support of a prudent fiscal policy (limiting government borrowing from banks) will remain appropriately tight to help contain inflationary expectations, reduce credit growth to a sustainable level and eventually bring down the level of CPI inflation. Accordingly, average CPI inflation rate in FY 06 is projected to remain at 6.5

percent, about the same level as the FY05 level. With reduction in money and credit growth and easing of domestic supply bottlenecks, average CPI inflation is projected to decrease to 6.0 percent in FY07, 5 percent in FY08 and then gradually stabilize at 4.5 percent in FY09.

#### 6.A.4 External Sector

6.15 As mentioned in Chapter 5, there has been a great deal of uncertainty about the probable adverse impact of the phase-out of the textiles quota regime on December 31, 2004 on Bangladesh's RMG exports (about three-fourths of total exports). However, taking a cautious view on the prospects of the RMG sector combined with above-average growth of non-traditional export items, the growth of overall export earnings was projected to be about 9 percent in U.S. dollar terms in FY05. The export sector performed much better than anticipated and a 14 percent growth was registered because of higher growth of knitwear exports to the EU market. Since the international buyers did not quickly change sourcing of imports immediately after the new regime which started in January 2005, it is expected that the major impact of the change over will come in FY06. However, the export sector, specially the RMG industry, is likely to adjust to the shock and overall exports will continue to grow at the same rate i.e. by 14 percent in FY06. The growth rate of exports will decline to 12 percent in FY07 which will be maintained in subsequent years. The projection also assumes that Bangladesh will receive some benefits in terms of reduction of average import duties in the USA and the EU on RMG products originating in Bangladesh. Import payments are projected to grow at a somewhat lower rate after its peak rate in FY05. Imports will grow by 15 percent in FY06 and by 13.5 percent in FY07; the rate will decrease to 12.5 percent in FY08 reflecting mainly the need for intermediate and capital goods imports in support of the growth targets.

6.16 Remittance growth rebounded in FY05 after a slowing down in FY04. Encouraged by some real depreciation of the Taka, and the government measures to divert the flow of remittances through the formal channel, remittance growth is projected to be 13 percent in FY06. The rate is estimated to decline by 1 percentage point in each of the following two years and stabilize at 11 percent in FY08 - FY09.

6.17 The gross official foreign exchange reserve stood at US\$3.02 billion in FY05 which is about 2.6 months of import cover. In subsequent years the reserve accumulation will continue reaching US \$4.4 billion in FY09 which is about 2.5 months of import cover. The high level of foreign reserves will act as a cushion against any adverse shocks that may arise in future.

### 6.B Investment Programme

6.18 As mentioned in Section 6.1, the Medium-term Macroeconomic Framework has been designed to achieve sustained growth and poverty reduction which are a step towards attainment of MDGs. The Framework reflects in broad numerical terms the outcomes or requirements of the strategies presented in the Strategic Blocks and the Supporting Strategies. The investment projection has been made to achieve the target growth rate. However, it is expected that an increasing proportion of total investment will be made by the private sector including foreign direct investment. The achievement of the goals of PRSP will require substantial reorientation and increase of public expenditure along with improvement in its quality as reflected in the public expenditure programme. The volume of private investment will be determined by the market with the Government playing a facilitating role. In so far as public expenditure

is concerned, the Government will allocate both revenue and development expenditures to various sectors of the economy for successful realization of the PRSP. The responsibility for rationalization and allocation of revenue expenditure falls under the purview of the Ministry of Finance while that of development expenditure falls under the purview of the Planning Commission. The Commission will select a set of projects and programmes which will act as a vehicle for operationalising the PRSP. A Three Year Rolling Investment Programme (TYRIP) incorporating these projects and programmes for generating a growth path required to reduce poverty by half by 2015 is being prepared. The TYRIP will be periodically reviewed in the light of the PRSP.

## ***Chapter VII***

### **Goals, Target Attainment and Costing**

#### **7.A Target-setting on Major Goals against Benchmarks**

7.1 With the constitutional obligation of developing and sustaining a society in which the basic needs of all people are met and every person can prosper in freedom and cherish the ideals and values of a free society, the vision of Bangladesh's poverty reduction strategy is to substantially reduce poverty within the next generation. For this, poverty reduction (with special focus on the removal of hunger and chronic poverty) and social development (with particular emphasis on gender equality) have been made the overarching independent strategic goals. The vision proposed here adopts a comprehensive approach premised on a rights-based framework, which highlights the need for *progressive realization of rights in the shortest possible time*. It also takes into consideration Bangladesh's previous official commitment to achieve the MDGs as well as social targets set in the PAPR with the ADB and in the reports of the Independent South Asian Commission on Poverty Alleviation (ISACPA). Through adopting a comprehensive approach and by taking into account the country's past international and regional commitments and evolving national realities, the Strategy visualizes that, by the year 2015, Bangladesh would achieve the following goals/targets:

- Remove the 'ugly faces' of poverty by eradicating hunger, chronic food-insecurity, and extreme destitution;
- Reduce the proportion of people living below the poverty line by 50 percent;
- Attain universal primary education for all girls and boys of primary school age;
- Eliminate gender disparity in primary and secondary education;
- Reduce infant and under five mortality rates by 65 percent, and eliminate gender disparity in child mortality;
- Reduce the proportion of malnourished children under five by 50 percent and eliminate gender disparity in child malnutrition;
- Reduce maternal mortality rate by 75 percent;
- Ensure access of reproductive health services to all;
- Reduce substantially, if not eliminate totally, social violence against the poor and the disadvantaged groups, especially violence against women and children; and
- Ensure comprehensive disaster risk management, environmental sustainability and mainstreaming of these concerns into the national development process.

7.2 Targets against key poverty and social development goals are presented in Table 10.

**Table 10: Target Setting on Major Goals against 2002 Benchmark**

Indicators	1990	2002 Benchmark	Annual Progress Over 1990-02 (%)	2015	Annual Progress Over 2002-15 (%)
Income-Poverty (percent)	59(50)	50*(40)	-1.5(-1.9)	25(20)	-3.3(-3.3)
Extreme Poverty (percent)	28	19*	-3.2	9.5	-3.3
Adult Literacy (percent)	35	49.6	3.5	90	6.3
Primary Enrolment (percent)	56	86.7	4.6	100	1.2
Secondary Enrolment (percent)	28	52.8	7.4	95	6.1
Infant Mortality Rate (per 000 live births)	94	53	-3.6	18	-5.1
Under-Five Mortality Rate (per 000 live births)	108	76	-2.5	25	-5.2
Maternal Mortality Rate (per lakh live births)	554	390	-2.5	98	-5.8
Life Expectancy (Years at birth)	56	64.9	1.3	73	1.0
Population Growth (percent)	2.1	1.4	..	1.3	..
Children Underweight (percent)	67	51*	-2.4	26	-3.3

\*Indicates benchmark data for 2000.

Notes: 1. The income poverty estimate is taken from the World Bank CBN estimate of HIES unit-record data. The alternative estimate, given in parenthesis based on HIES grouped distribution data and supported by other available non-HIES data, shows a poverty incidence of 40 percent in 2000. Use of the latter estimate will change the progress in poverty reduction estimates.

2. Adult literacy rate, net primary enrollment, net secondary enrollment, infant mortality rate, under-five mortality rate and maternal mortality rate are based on Report of Sample Vital Registration System, 2004, Bangladesh Bureau of Statistics, 2004

3. Population growth rate is based on Census 2001, BBS

4. Percent of underweight children is based on Child Nutrition Survey, 2000, BBS.

## 7.B Costing for Attainment of MDGs

7.3 At the Millennium Summit in September 2000, 189 nations adopted the Millennium Declaration with eight specific goals, known as Millennium Development Goals (MDGs), for human development and poverty reduction. The goals have been commonly accepted as a framework for measuring development progress, which are mutually reinforcing and time-bound. The eight MDGs comprise 18 targets and 48 indicators. Where possible, targets are quantified and time-bound with specific indicators. This, in fact, lays the foundation for an accountability framework and a global partnership for progressively eradicating poverty. These targets are to be achieved by 2015, the comparison point being 1990.

7.4 Bangladesh made noteworthy progress in poverty reduction and MDGs attainment during the past decade. The level of poverty has declined steadily by one-percent point per year since the 1990s. Primary school enrolment has increased substantially. It is noted that the gender gap in enrolment at primary and secondary levels has been virtually eliminated. In spite of the noteworthy progress, realization of MDGs by 2015 may not be attainable with a *business-as-usual* attitude. One of the important instruments to achieve the various MDGs and PRS goals is to act proactively through goal-oriented

interventions with relevant programmes. Interventions require appropriate costing of the programmes as well as subsequent financing of such programmes. Government of Bangladesh has developed the Sustainable Human Development Modelling System to be used for, among other things, costing of MDGs attainment. The Model has already been recognized by the UN system for replication to other developing countries. The NPFP will use the modelling system in conjunction with needs assessment exercises to prepare costs for attaining MDGs.

7.5 The government of Bangladesh is committed to achieve the development goals of the PRSP. Accordingly, domestic resource mobilization efforts have been intensified and higher amounts of resources are being allocated to implement projects/programmes aimed at realizing the MDGs and PRS goals. However, the estimated cost of projects and projection of the domestic resource situation over the medium and long-term suggests a probable gap between resource need and domestic resource availability. Implementation of project/programme thus requires firm commitment from the donor community to fill the resource gap. Furthermore, prioritization of projects is also needed. The aim of this chapter is to assess resource requirements of some MDGs-linked projects as well as to identify some key projects/programmes which are important for reducing poverty. These projects have been chosen according to their pro-poor character and their importance for creating and expanding the resource base of the poor and generating positive externalities. The costs of some programmes are provided below as an indicative exercise.

## 7.C Cost of Primary School Programme

7.6 The cost of primary school programme is shown in Table 11. Total cost is calculated using the primary school population drawn from a cohort component demographic model. The projected primary school population size derived from the cohort component non-linear demographic model may vary from the school population size based on linear projection.

7.7 Per student capital and variable unit costs are obtained from the BIDS study on “Millennium Development Need Assessment.” The unit costs are estimated on the basis of “best practice” norms recommended by the “Millennium Project.”

7.8 Assumptions of the cost of primary school programme are:

- Primary school sizes are derived from a cohort component population model, which captures the behaviour of 80 age-cohorts over the period 1992 to 2050. Population is projected to stabilise at 2050.
- Unit variable cost and capital cost under option 1 are taken from the BIDS study. Costs have been assumed to remain constant over the reference period (2005 to 2015). It is also assumed that male and female students would face the same capital and variable unit cost.
- In option 2, efficiency in cost cutting for the variable cost component is assumed. Per student variable cost is assumed to reduce by 10 percent between 2005 and 2010 and by a further 10 percent between 2010 and 2015.

**Table 11: Total Primary School Cost**

Item	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>Option 1</b>											
<b>Male</b>											
Primary Class Size (Million Person)	8.6	9.0	9.4	9.9	10.3	10.7	10.9	11.2	11.4	11.5	11.7
Per Student Variable Cost (USD)	46	46	46	46	46	46	46	46	46	46	46
Per Student Capital Cost (USD)	9	9	9	9	9	9	9	9	9	9	9
Total Variable Cost (Million USD)	397	413	433	454	474	490	503	513	523	531	540
Total Capital Cost (Million USD)	78	81	85	89	93	96	98	100	102	104	106
Total Cost (Million USD)	475	493	517	543	567	586	601	614	625	635	645
<b>Female</b>											
Primary Class Size (Million Person)	8.2	8.5	8.9	9.2	9.5	9.8	10.0	10.2	10.3	10.5	10.6
Per Student Variable Cost (USD)	46	46	46	46	46	46	46	46	46	46	46
Per Student Capital Cost (USD)	9	9	9	9	9	9	9	9	9	9	9
Total Variable Cost (Million USD)	379	392	407	424	438	451	461	469	476	482	489
Total Capital Cost (Million USD)	74	77	80	83	86	88	90	92	93	94	96
Total Cost (Million USD)	453	469	487	507	524	539	551	561	569	577	585
<b>Total (Male+Female) Cost (Million USD)</b>	<b>928</b>	<b>962</b>	<b>1004</b>	<b>1050</b>	<b>1091</b>	<b>1125</b>	<b>1152</b>	<b>1175</b>	<b>1194</b>	<b>1212</b>	<b>1230</b>
<b>Option 2</b>											
<b>Male</b>											
Per Student Variable Cost (USD)	46.0	45.1	44.2	43.2	42.3	41.4	40.5	39.6	38.6	37.7	36.8
Total Variable Cost (Million USD)	397	404	415	427	436	441	443	441	439	436	432
Total Capital Cost (Million USD)	78	81	85	89	93	96	98	100	102	104	106
Total Cost (Million USD)	475	485	500	516	529	537	541	542	541	540	537
<b>Female</b>											
Per Student Variable Cost (USD)	46.0	45.1	44.2	43.2	42.3	41.4	40.5	39.6	38.6	37.7	36.8
Total Variable Cost (Million USD)	379	384	391	398	403	406	406	403	400	396	391
Total Capital Cost (Million USD)	74	77	80	83	86	88	90	92	93	94	96
Total Cost (Million USD)	453	461	471	481	489	494	496	495	493	490	487
<b>Total (Male+Female) Cost (Million USD)</b>	<b>928</b>	<b>946</b>	<b>971</b>	<b>997</b>	<b>1018</b>	<b>1031</b>	<b>1037</b>	<b>1037</b>	<b>1034</b>	<b>1030</b>	<b>1024</b>

*Note: Total cost may not add up because of rounding*

## 7.D Cost of Sanitation Programme

7.9 Lack of safe water supply and sanitation has a deleterious impact on public health. Lack of proper sanitation and drainage facilities and inadequate supply of water are the major cause of diarrhoea and related diseases in Bangladesh.

7.10 Assumptions of cost of sanitation programme are:

- It is reported that the rural population with sanitation facilities rose from 11 percent in 1990 to 35 percent in 2000. For urban locations the corresponding proportions were 71 percent and 74 percent respectively. In order to assess the size of the population to be provided with sanitation in each year over 2005 to 2015, proportions of the total population (e.g. both rural and urban) to be covered are assumed.
- Using the information of total rural and urban population to be covered over 2005 to 2015, the increase in the target population for each year is calculated. The increase in target population for each year is derived by the yearly difference of the population to be covered.
- Two levels of sanitation are considered. Level one (i.e. lower level) consists of three rings and one slab. The cost of level one is Tk.450 or USD7.5. Level two (i.e. higher level) is composed of five rings, one slab and pipe. The cost of a higher level of sanitation is Tk.1200 or USD 20. One may also vary the unit cost according to type of facility. Variation in cost by types would have implication on cost.
- It is also assumed that half of the target population would be provided with level one or lower-level sanitation facilities and the rest of the target population would be provided with higher-level sanitation facilities. Again variations in population coverage by types of sanitation would also have implication on cost.

**Table 12: Total Sanitation Cost**

Item	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>Rural areas</b>											
<b>Population with Sanitation</b>											
in million persons	45.02	47.11	49.23	51.38	53.55	55.75	58.19	60.66	63.15	65.66	68.17
as percent of rural population	41.0	42.4	43.8	45.2	46.6	48.0	49.6	51.2	52.8	54.4	56.0
annual increase in million person (target population)	1.85	2.092	2.12	2.146	2.172	2.194	2.447	2.469	2.487	2.504	2.519
Unit Cost Level 1 (USD)	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5
Unit Cost Level 2 (USD)	20	20	20	20	20	20	20	20	20	20	20
Share of Target Population under Level 1	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Share of Target Population under Level 2	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Total Cost Level 1 (Million USD)	6.94	7.85	7.95	8.05	8.15	8.23	9.18	9.26	9.33	9.39	9.45
Total Cost Level 2 (Million USD)	18.50	20.92	21.20	21.46	21.72	21.94	24.47	24.69	24.87	25.04	25.19
Total Cost (Million USD)	25.45	28.77	29.16	29.51	29.87	30.16	33.65	33.95	34.20	34.44	34.64
<b>Urban areas</b>											
<b>Population with Sanitation</b>											
in million persons	25.29	26.36	27.45	28.57	29.7	30.87	32.05	33.26	34.5	35.75	37.03
as percent of urban population	76.0	77.0	78.0	79.0	80.0	81.0	82.0	83.0	84.0	85.0	86.0
annual increase in million person (target population)	0.848	1.066	1.09	1.114	1.138	1.162	1.185	1.209	1.233	1.255	1.277
Unit Cost Level 1 (USD)	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5
Unit Cost Level 2 (USD)	20	20	20	20	20	20	20	20	20	20	20
Share of Target Population under Level 1	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Share of Target Population under Level 2	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Total Cost Level 1 (Million USD)	3.18	4.00	4.09	4.18	4.27	4.36	4.45	4.54	4.62	4.71	4.79
Total Cost Level 2 (Million USD)	8.48	10.66	10.90	11.14	11.38	11.62	11.85	12.09	12.33	12.55	12.77
Total Cost (Million USD)	11.66	14.65	14.99	15.33	15.65	15.98	16.30	16.63	16.95	17.26	17.56

*Note: Total cost may not add up because of rounding*

## 7.E Cost of School-Lunch Programme

7.11 Implementation of a primary school lunch programme may serve multiple objectives such as improving attendance, reducing the incidence of malnutrition as well as generating demand for local

food products and catering services through backward and forward linkages. It is not suggested, however, that such a programme be implemented solely by the state and programme cost too be borne by it. Viable implementation and financing arrangements with significant community participation will be key to the success of such a programme.

7.12 Assumptions of cost of school lunch are:

- The school lunch programme is assumed to operate for 5 years from 2005 to 2009.
- Total school population sizes for a 5-year period are projected from a cohort component education model.
- The target school population size for each year of the implementation period is set at 80 percent of the projected total school population. It is assumed that 20 percent of total school population may have come from non-poor families and thus do not need to be covered under a targeted programme.
- 200 active school days per year are also assumed.
- Two cost options are considered. In option 1, per student per day cost of lunch is set at Tk.10. In the other option, per student per day cost of lunch is set at Tk.5.
- A 10 percent administrative cost on the total value of the school lunch programme is also assumed.

**Table 13: Total Cost of School Lunch Programme**

Item	2005	2006	2007	2008	2009	Total
School Class Population (Million Person)	16.9	17.5	18.3	19.1	19.8	91.5
Target School Class (Million Person)	13.5	14.0	14.6	15.3	15.8	73.2
<b>Option 1</b>						
Active School Days	200	200	200	200	200	200
Per Student Per Day Lunch (Tk)	10	10	10	10	10	10
Total Lunch Cost (Billion Taka)	27.0	28.0	29.2	30.5	31.6	146.3
Administrative Cost (Billion Taka)	2.7	2.8	2.9	3.1	3.2	14.6
Total Programme Cost (Billion Taka)	29.7	30.8	32.1	33.6	34.8	161.0
<b>Option 2</b>						
Active School Days	200	200	200	200	200	200
Per Student Per Day Lunch (Tk)	5	5	5	5	5	5
Total Lunch Cost (Billion Taka)	13.5	14.0	14.6	15.3	15.8	73.2
Total Lunch Cost (Billion Taka)	1.3	1.4	1.5	1.5	1.6	7.3
Administrative Cost (Billion Taka)	14.8	15.4	16.1	16.8	17.4	80.5

*Note: Total cost may not add up because of rounding*

## ***Chapter VIII***

### **Monitoring and Evaluation**

#### **8.A Objectives and Rationale of Monitoring and Evaluation (M&E)**

8.1 Monitoring has rightly been projected as one of the eight strategic agendas of the PRS because of its multiple relevance pertaining to implementation, accountability, results-orientation, and, progress assessment. An effective monitoring strategy focusing both on process and outcomes will be central to the success of the PRS. Monitoring the progress of PRS will consist of continuous assessment of the flow of inputs and policy changes for the fulfilment of specific objectives and the appropriate utilization of the inputs to achieve target outputs. Both intermediate indicators i.e. inputs and outputs, and final indicators i.e. outcomes and impacts, will be monitored to track the progress of PRS and MDG attainment.

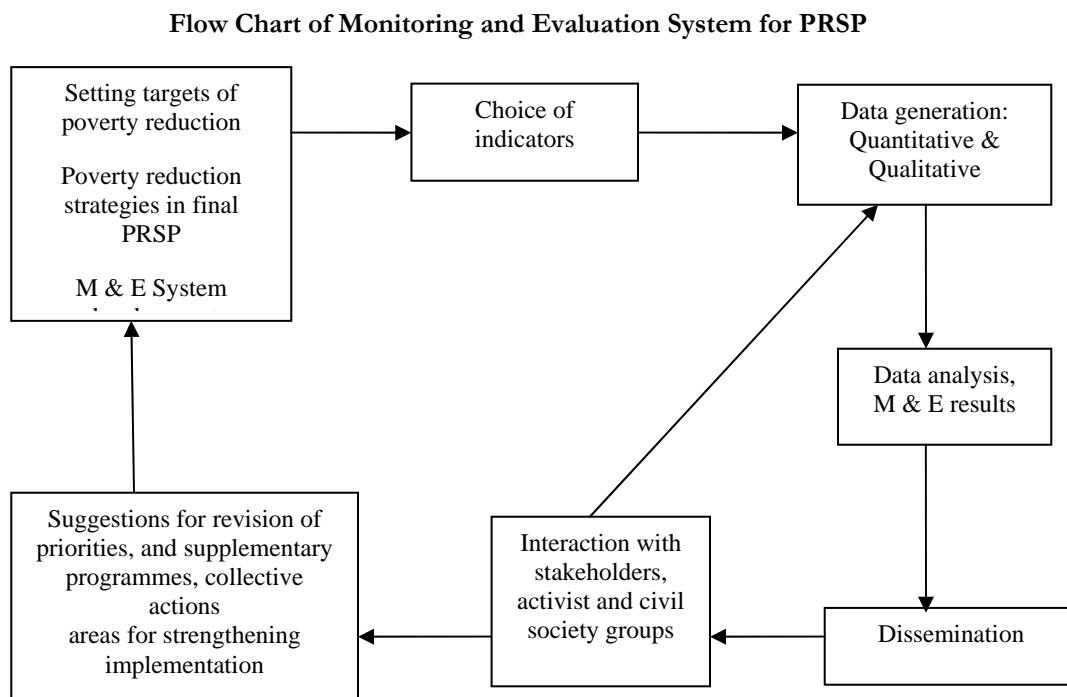
8.2 The objectives of monitoring and evaluation (M&E) of PRS will consist of the following:

- The results on the indicators of the system will be used by the Government for informed decision making, for re-setting priorities and revision of the targets, if necessary. Supplementary programmes may be put in place.
- Public knowledge of M&E results will help improve transparency and accountability of the Government.
- A better understanding of the linkages between the processes of implementation of the PRS and the outcomes in terms of achievements of poverty reduction targets can be obtained from M & E outputs.
- Choice of a set of indicators for M & E of poverty reduction will lead to conceptual clarity and put in place a data generation system which can help other related research and policy adoption.
- Monitoring consistency of project choice with PRS framework will also be an objective of the monitoring and evaluation process.

8.3 The process of monitoring and evaluation of PRS is a continuous one involving a number of overlapping sets of activities. Major steps of the monitoring & evaluation process will include the following:

- Development of conceptually sound and empirically feasible indicators.
- Institutionalize a flexible and effective monitoring strategy based on clarity of the monitoring tasks. While government will take the lead, there will be supplementary opportunities for monitoring outside of the government system.
- Progress monitoring on the action agenda spelled out in the policy matrices.
- Establishing benchmarks on indicators pertaining to MDGs and poverty status to facilitate evaluation of target achievement.
- Data generation for target achievements: census, surveys, qualitative studies and participatory poverty assessments. BBS, relevant agencies, academic and research institutions will have the responsibility and opportunity to generate the relevant data.
- Evaluation of achievement of targets of poverty reduction and MDGs.
- Dissemination of results and interaction with civil society, business community, media and other groups.

8.4 For a clearer exposition of the steps of M & E, the process has been shown in the Flow Chart given below:



## 8.B Data Generation for M & E

8.5 Data on M&E of PRS and attainment of MDGs will come from both government and non-government sources. Data on inputs and outputs will come primarily from concerned Ministries. While some data on outcome/impact indicators may come from different Ministries, the Bangladesh Bureau of Statistics (BBS) will be mainly responsible for generating data on these indicators.

8.6 BBS is the major source of national sample surveys; it has conducted several rounds of HES/HIES which is the major source of poverty statistics. There are also some MDG related surveys, namely, DHS, VRS, and CLS. However, the surveys are somewhat dated and cannot provide a recent benchmark for the PRSP. For example, the latest round of HIES was conducted in 1999-2000. Another round of HIES has been scheduled and the results will be available during 2006.

8.7 Data quality and the details of definition and methodology used in the major surveys conducted by the BBS should receive appropriate attention. There is a need for a review of all data sources that can be used for monitoring of poverty and MDGs. Need for special surveys and studies will have to be identified by the NPFP.

8.8 New rounds of surveys cannot be conducted simultaneously with HIES, because it will overburden BBS with consequent decline of quality. However, a separate module for MDGs may be included in future HIES. In addition to the usual surveys, an effective monitoring system will require data from other appropriately designed special surveys. Some new surveys and specially designed evaluation studies may be conducted by research organizations like BIDS and other public and private research organizations. PPRC has undertaken an update on the 62 village Analysis of Poverty Trends study in 2004 using both quantitative and qualitative surveys with the express purpose of assisting

benchmarking, particularly on MDG indicators, of the PRSP. Results from this study have been selectively included in this document.

8.9 Clear identification of indicators followed by streamlining of the mechanisms for generating reliable data are necessary but not sufficient for poverty assessment and the monitoring of PRS programme implementation. Proper utilization of such data and analysis of the linkages between policies, programmes and resulting outcome and impact are essential components of understanding the poverty reduction process. To achieve this, capacity building within the appropriate government institutions is an urgent need.

8.10 The institutional aspect of the monitoring system is elaborated in the following section.

## 8.C Outlining an Institutional Strategy of M & E System

8.11 Monitoring implementation of PRS and evaluation of actual poverty reduction will require a well-designed institutional mechanism. Such a mechanism has been outlined in Table 14. This includes on the one hand the primary role of the government with the NPPF having a central role, and on the other hand an independent and supplementary role for academic/research organizations and civil society groups.

8.12 The NPPF will have the primary responsibility for developing the detailed strategies for PRS monitoring. Responsibilities will include a) collating official data on PRS monitoring, b) coordinating monitoring efforts within and outside the Government, c) facilitating effective resolution of debates on indicators and methodologies and developing new indicators where necessary, d) undertaking relevant research and studies in collaboration with independent academic/research institutions and civil society groups, and e) facilitating feedback of outcome monitoring into policy-making. To be able to respond to these challenges, suitable capacity-building of NPPF will have to be addressed as a matter of priority. An associated issue here is the strengthening of BBS for producing quality data on poverty monitoring and MDG attainment.

**Table 14: M & E Function and Institutions' Role**

Task/Function	Responsible entity
Review of progress of PRS implementation and attainment of MDGs	The existing National Steering Committee will also be responsible for review of progress of PRS implementation and monitoring of attainment of MDGs.
Preparation of document on PRS implementation and attainment of MDGs	The National Poverty Focal Point, General Economics Division, Planning Commission
Monitoring consistency of projects and programmes with PRSP	A Technical Committee headed by the Member, Programming Division, Planning Commission and comprising all other Members of the Planning Commission, Secretaries of Finance Division, ERD, Planning Division, IMED and technical experts as selected by the Government.
Annual evaluation of poverty reduction and the causal factors, special studies on the poverty & MDG determinants & public dialogue	Independent academic/research institutions and civil society/private sector organizations

## 8.D Indicators for M & E

8.13 *A list of indicators for M&E of PRS and attainment of MDGs has been appended at annex 3.* The list is a suggestive one and will need to be refined in the actual process of monitoring. Information on all indicators may not be available at the desired level of disaggregation. On certain dimensions of poverty reduction policies, indicators may be drawn from a number of sources. Therefore, some degree of overlap in the characteristics of indicators may be inevitable. This is especially true for ‘pro-poor growth’ strategies, ‘women’s advancements and rights’ and ‘children’s advancement and rights’.

# Annex



**Thematic Groups and Their Composition**

Sl. No.	Names of the Thematic Groups	Ministries/Agencies responsible
1.	Macroeconomic Stability and Pro-poor growth	<p><b>Lead Ministry:</b> Finance Division, Ministry of Finance</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) General Economics Division (GED), Planning Commission</li> <li>ii) Programming Division, Planning Commission</li> <li>iii) NBR</li> <li>iv) Bangladesh Bank and</li> <li>v) ERD</li> </ul>
2.	Financial Sector Reforms (including banking, trade and globalization)	<p><b>Lead Ministry:</b> Finance Division, Ministry of Finance</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Commerce</li> <li>ii) Bangladesh Bank</li> <li>iii) Security Exchange Commission</li> <li>iv) Export Promotion Bureau, and</li> <li>v) BEPZA</li> </ul>
3.	Infrastructural Development and Reforms including Power, Energy and Communications (Roads, Railways, Air, Port, Shipping and Inland Water Transport)	<p><b>Lead Ministries:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Communications</li> <li>ii) Power Division, Ministry of Power, Energy and Mineral Resources</li> </ul> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Energy Division</li> <li>ii) Ministry of Commerce</li> <li>iii) Ministry of Shipping</li> <li>iv) Ministry of Civil Aviation and Tourism</li> <li>v) LGED</li> <li>vi) RHD</li> <li>vii) REB</li> <li>viii) PDB</li> <li>ix) DESA</li> <li>x) DESCO</li> <li>xi) PGCB</li> <li>xii) BOGMC and</li> <li>xiii) BIWTA</li> </ul>
4.	Domestic Resources Mobilization	<p><b>Lead Ministry:</b> Internal Resources Division, Ministry of Finance</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Finance Division</li> <li>ii) GED, Planning Commission</li> <li>iii) National Savings Directorate</li> <li>iv) Department of Postal Service</li> <li>v) Other concerned Ministries/Agencies</li> </ul>
5.	Reforms in Governance including civil service reforms, judicial reforms and Law and order	<p><b>Lead Ministry:</b> Prime Minister's Office (Secretary, Prime Minister's office)</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Local Government Division</li> <li>ii) Establishment Division</li> <li>iii) Ministry of Law Parliamentary Affairs</li> <li>iv) Ministry of Home Affairs and</li> <li>v) Ministry of Commerce</li> </ul>

Sl. No.	Names of the Thematic Groups	Ministries/Agencies responsible
6.	Health including Population Planning, Nutrition and Sanitation	<p><b>Lead Ministry:</b> Ministry of Health and Family Welfare</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Local Government Division and</li> <li>ii) National Nutrition Institute</li> <li>iii) Relevant Directorates under the Ministry of Health and Family Welfare</li> </ul>
7.	Education including primary and mass education, female education, vocational and technical education	<p><b>Lead Ministry:</b> Ministry of Education</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Primary and Mass Education</li> <li>ii) Ministry of Women and Children Affairs</li> <li>iii) Ministry of Youth and Sports</li> <li>iv) Ministry of Labour and Employment</li> <li>v) Ministry of Expatriate Welfare and Overseas Employment</li> <li>vi) Ministry of Science and Information &amp; Communication Technology, and</li> <li>vii) Directorate of Technical Education</li> </ul>
8.	Women's and Children's Advancement and Rights	<p><b>Lead Ministry:</b> Ministry of Women and Children Affairs</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Law and Parliamentary Affairs</li> <li>ii) Ministry of Social Welfare</li> <li>iii) Ministry of Home Affairs</li> <li>iv) Ministry of Labour and Employment and</li> <li>v) Ministry of Expatriate Welfare and Overseas Employment</li> </ul>
9.	Rural Development including Food Security, Disaster Management, Safety-net Programmes, Micro credit and Rural Non-farm Activities	<p><b>Lead Ministry:</b> Rural Development and Cooperatives Division</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Relief and Disaster Management</li> <li>ii) Ministry of Food</li> <li>iii) Finance Division</li> <li>iv) Ministry of Social Welfare</li> <li>v) Local Government Division</li> <li>vi) Ministry of Youth &amp; Sports and</li> <li>vii) BRDB</li> </ul>
10.	Agriculture (Crops, Fisheries, Livestock) and Environment including Forestry, Land Reforms, Land use, Safe Water Supply and Water Resources Management	<p><b>Lead Ministries:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Agriculture and</li> <li>ii) Ministry of Environment</li> </ul> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Land</li> <li>ii) Ministry of Fisheries and Livestock</li> <li>iii) Ministry of Water Resources and</li> <li>iv) Local Government Division</li> </ul>
11.	Private Sector Development including SME	<p><b>Lead Agency:</b> BOI</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Representative from Ministry of Industries</li> <li>ii) BEPZA</li> <li>iii) BTRC</li> <li>iv) Energy Regulatory Commission</li> <li>v) Privatization Commission</li> <li>vi) BSCIC</li> <li>vii) Bangladesh Shilpa Bank</li> <li>viii) Chief Controller of Insurance, and</li> <li>ix) BASIC</li> </ul>

Sl. No.	Names of the Thematic Groups	Ministries/Agencies responsible
12.	Information and Communication Technology and Technology Policy	<p><b>Lead Ministry:</b> Ministry of Science and Information &amp; Communication Technology</p> <p><b>Associates:</b></p> <ul style="list-style-type: none"> <li>i) Ministry of Education</li> <li>ii) Ministry of Post and Telecommunications</li> <li>iii) BTRC</li> <li>iv) BCSIR</li> <li>v) Bangladesh Atomic Energy Commission, and</li> <li>vi) Bangladesh Computer Council</li> </ul>



## Annex 2

Fact Sheet: Social Safety Net Programmes in Bangladesh

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
Employment Creation	1. Food for Works (FFW)	1. Employment generation for the poor in slack season 2. Developing and maintaining rural infrastructure	0.22m M.T. of food grains	0.18m M.T. of food grains (Tk. 1630m)	0.393m M.T. of food grains (Tk. 3730m)	1. LGED 2. Ministry of Social Welfare 3. Ministry of Water Resources <i>Financed by- GoB, ADB, WFP</i>	1. People who are functionally landless 2. People who lack productive resources 3. Women headed household where women are widowed, deserted, and destitute 4. Day labour or temporary workers People with income less than tk. 300.00 per month	1. Entitlement depends on the amount of work done	1,000,000 beneficiaries per annum
	2. Cash for Works (CFW)	1. Employment generation for the poor in slack season 2. Developing and maintaining rural infrastructure	Tk. 1400m	Tk. 2640m	Tk. 3000m	1. LGED 2. Ministry of Social Welfare 3. Ministry of Water Resources <i>Financed by- GoB, ADB, WFP</i>	1. People who are functionally landless 2. People who lack productive resources 3. Women headed household where women are widowed, deserted, and destitute 4. Day labour or temporary workers 5. People with income less than tk. 300.00 per month	1. Entitlement depends on the amount of work done	
	3. Vocational Training and Self-	1. Reduce poverty among insolvent			Tk. 250m	1. Ministry of Liberation War 1. Insolvent Freedom Fighters	1. Vocational training on	Initial beneficiary	

## Indicators for M & E

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
employment Programme for Insolvent Freedom Fighters and Their Dependents	Freedom Fighters and their dependents 2. Re-install social dignity of the Freedom Fighters					Affairs <i>Financed by- GoB</i>	and their dependents from all 64 districts	various income generating trades 2. Loans ranging from Tk. 5,000 to 10,000 (individual case) and Tk. 50,000 to 500,000 (for group)	pool is about 25000 poor Freedom Fighters
4. Fund for Reduction of Temporary Unemployment <sup>9</sup>	1. Provide employment opportunities for the marginalized poor in some poverty pockets 2. Provide income support to people living in geographically disadvantaged areas to overcome seasonal unemployment	-	-	-	TK. 500m	1. Ministry of Social Welfare <i>Financed by- GoB</i>	1. Marginalized poor living in geographically disadvantaged areas 2. Seasonally unemployed people living in specific areas	N.A	N.A.
Food Security	5. Vulnerable Group Feeding (VGF)	1. Provide food and other emergency assistance to disaster victims	0.095m	M.T. of food grains	0.25m (Tk. 4040m)	0.15millio n M.T. of food grains (Tk. 2490m)	1. Ministry of Food and Disaster Management <i>Financed by- GoB and DPJ</i>	1. Disaster/calamity victims	1. Entitlement depends on the amount of work done 240,000 beneficiaries per annum
6. Gratuitous Relief (GR)	1. Provide food and other short term emergency assistance to	0.04m M.T. of food grains	0.084m M.T. of food grains	0.064milli on M.T. of food grains	1. Ministry of Food and Disaster Management	1. Disaster/calamity victims	1. Entitlement depends on the amount of work done		

<sup>9</sup>This is a newly introduced social safety net program. The programme will be operation from July 2005.

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
	disaster victims		(Tk. 1360m)	(Tk. 1060m)	(Tk. 1060m)	<i>Financed by- GoB and DP<sub>y</sub></i>			
7. Fund for Mitigation of Risk of Natural Disaster	1. Help mitigate sufferings of disaster victims 2. Provide loans to set up small business	Tk. 500m	Tk. 750m	Tk. 1500m	Tk. 1500m	1. Ministry of Food and Disaster Management <i>Financed by- GoB</i>	1. Disaster/ calamity victims	1. Loan between Tk. 5,000 to 25,000 for 1 to 3 years with nominal 5% service charge	About 100,000 beneficiaries annually
8. Emergency Fund for Mitigating Risk of Natural Disaster	1. Help mitigate sufferings of disaster victims 2. Provide emergency help to disaster victims		Tk. 100m	Tk. 1000m	Tk. 1000m	1. Ministry of Food and Disaster Management <i>Financed by- GoB</i>	1. Disaster/ calamity victims	1. Entitlement depends on the actual need and necessity	NA
Education	9. Primary Education Stipend Project (PEPS)	1. Increasing the number of primary school enrolments from poor family 2. Increasing school attendance and reducing dropouts 3. Increasing primary school completion rate 4. Reducing child labour and poverty	Tk. 4340m	Tk. 4680m	Tk. 4060m	1. Ministry of Primary and Mass Education <i>Financed by- GoB</i>	1. Children from female-headed households where head of the household is widowed, deserted, and destitute 2. Children from day labour headed households 3. Family of low income professionals (e.g. fishing, pottery, blacksmith, weaving, and cobbling) 4. Landless or households that own not more than 0.5 acres of land	1. Tk. 100.00 for single student family 2. Tk. 125.00 for more than one children family 3. Benefit conditional on meeting attendance and examination criteria	Over 5.3m beneficiaries per annum
	10. Female Secondary School	1. Increasing female student	Tk. 2820.7m	Tk. 2152.3m	Tk. 835.8m	1. Directorate of Secondary	1. All unmarried girl students studying in 300 (G6), 360	1. Stipend Tk. 300 (G6), 360	Over 4m beneficiaries

## Indicators for M & E

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
Assistance Programme (FSSP)	enrolments at secondary schools 2. Reducing the incidence of under age marriage					and Higher Education, Ministry of Education <i>Financed by- GoB, WB, NORAD, ADB</i>	recognized institutions at secondary level	(G7), 420 (G8), 720 (G9&10) 2. Free tuition & examination 3. Book allowance Benefit conditional on attendance, examination and marriage criteria	annually
Community Empowerment	11. Rural Maintenance Programme (RMP)	1. Empowerment of women 2. Maintaining rural infrastructure	NA	NA	NA	1. LGED 2. CARE-Bangladesh <i>Financed by- GoB, EC, CIDTA, Union Parishad</i>	1. Households own less than 0.3 acres of land 2. Female headed households where head of the household aged between 18-35 years 3. Widowed or separated at least one year with priority to those with more dependents 4. Households with no other income and not participating in other targeted Programmes	1. Tk. 51.00 per day	About 42000 participants annually
12. Vulnerable Group Development (VGD)	1. Developing life skills for women through training, motivating savings and providing scope	0.17m M.T. of food grains	Tk. 3110m	0.20m M.T. of food grains (Tk. 3170m)	1. Ministry of Women and Children Affairs 2. Directorate of Relief and Rehabilitation	1. Households with not more than 15 acres of land 2. Households with income less than Tk. 300 and dependent upon seasonal wage	1. Thirty (30) Kg. of wheat per month 2. Training totaling about 150 hours 3. On	About 500,000 beneficiaries per annum	

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
		for availing credit 2. Building social awareness on disaster management and nutrition through training in groups				<i>Financed by- GoB, WFP, EC, Canada, Australia</i>	employment 3. Women of reproductive (18-49) age 4. Day labour or temporary worker 5. Households with little or no productive assets	graduation beneficiaries can access BRAC's micro-credit Programme	
13. Rural Social Services (RSS)	1. Promoting local organizations, leadership and participation of rural people especially of the disadvantaged groups in planning and execution of group-specific Programmes	Tk. 210m	NA	NA	1. Department of Social Services, Ministry of Social Welfare	1. Disadvantaged rural population including children, women unemployed youth and landless persons  <i>Financed by- GoB</i>	1. Micro-credit 2. Vocational training 3. Primary health-care services 4. Informal education/literacy Programme 5. Social forestation/ plantation	credit-0.20m family training-0.20m person	
14. Rural Mothers Centre (RMC)	1. Employing women in gainful economic activities 2. Educating women in various aspects of social life including health	Tk. 118.33m	NA	NA	1. Department of Social Services, Ministry of Social Welfare  <i>Financed by- GoB</i>	1. Rural women of age group 15-49	1. Interest free credit 2. Skill training 3. Disseminate health-care knowledge	About 150,000 beneficiaries in total	
15. Urban Community Development Programme	1. Mobilizing disadvantaged urban people to solve their	Tk. 24.26m	NA	NA	1. Department of Social Services, Ministry of	1. Disadvantaged urban people	1. Interest free credit 2. Skill training	About 12,648 beneficiaries in total	

### Indicators for M & E

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
(UCD)		immediate problems through group efforts 2. Facilitating income generating activities through training, credit etc.				Social Welfare <i>Financed by- GoB</i>		3. Disseminate health-care knowledge	
16. Capacity-Building, Poverty Alleviation and Sustainable livelihood of the Socially Disadvantaged Women (SWG) and Their Children		1. Providing alternative livelihood for SDW and their children through vocational and skill development training 2. Reintegrate SDW's in mainstream society	Tk.22m	Tk. 20m	Tk. 20m	1. Department of Social Services, Ministry of Social Welfare <i>Financed by- GoB &amp; UNDP</i>	1. Socially disadvantaged women and their children in selected locations	1. Counseling Vocational/sk ill development training 2. Healthcare services	about 8000 beneficiaries received various services so far
Infrastructure	17. Test Relief (Rural Infrastructure Maintenance Programme) (RIMP)	1. Employment generation for the people in poverty stricken areas in rainy season 2. Developing and maintaining rural infrastructure	0.125 million M.T. of food grains (Tk. 1890m)	0.08m M.T. of food grains (Tk. 2490m)	0.15m M.T. of food grains (Tk. 2490m)	1. Ministry of Food and Disaster Management <i>Financed by- GoB &amp; some DP</i>	1. Generally a location is targeted where poverty is relatively severe	1. 5-6 Kg of wheat per day's work	About 100,000 beneficiaries per annum
Health	18. Nutrition Programme	NA	NA	NA	NA	NA	NA	NA	NA
	19. Fund for Housing for the Distressed (Grihayan Tahabil)	1. Mitigating housing problem of the homeless, poor and other low income	Tk. 291.5m	Tk. 268.7m	Tk. 750.0m	1. Housing Fund Management Unit, Bangladesh	1. Rural poor, low income and homeless family 2. Households affected by natural	1. Loan up to Tk. 20,000 2. Cash is transferred	A total of 32,663 houses up to FY 2004/05 and the

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
		groups				Bank in association with NGOs and local government <i>Financed by- GoB</i>	disaster and fire 3. Households capable of paying 5% flat interest rate	by the public banks	number of beneficiaries is 163,315
Other Areas	20. Allowances to the Widowed, Deserted, and Destitute women	1. Minimizing the problems faced by distressed women	Tk. 900m	Tk. 1180m	Tk. 1365m	1. Ministry of Women and Children Affairs <i>Financed by- GoB</i>	1. Women either widowed, deserted, or destitute 2. The number of beneficiaries is identified on the basis of the category of Union.	1. Tk. 180.00 per month <sup>10</sup> 2. Cash is transferred by the public banks	About 625,000 beneficiaries per annum
	21. Honorarium Programme for the Insolvent Freedom Fighters	1. Livelihood support to the poor Freedom Fighters through cash transfers	NA	Tk. 360m	Tk. 420m	1. Ministry of Liberation War Affairs <i>Financed by- GoB</i>	1. Freedom Fighter's identity verifiable in cross section of references 2. Freedom Fighters with income not exceeding Tk. 12000 per year 3. Disabled or partially disabled or landless or unemployed of none in the family to depend upon	1. Tk. 500 per month 2. Cash is transferred by the public banks	About 70,000 beneficiaries annually
	22. Fund for Rehabilitation of Acid Burnt Women and the Physically Handicapped	1. Assisting acid burnt women and disabled through provisioning of interest free credit and skill training				1. Department of Social Services, Ministry of Social Welfare <i>Financed by- GoB</i>	1. Installation of facilities generally based upon case	1. Interest free micro-credit of Tk. 10,000 to 15,000 2. Training	NA

<sup>10</sup> Monthly allowance for this programme has been raised to Tk. 180.00 from the earlier rate of Tk. 165.00 recently.

Safety Net Area	Programme Name	Purpose	Budget Allocation			Implementing Agency and Source of Financing	Targeting Criteria	Nature and Value of the Benefit	Planned Coverage
			2003 / 2004	2004 / 2005	2005 / 2006				
		2. Creating opportunities for acid burnt and disabled women for income generating activities 3. Raising social awareness							
23. Old Age Allowances	1. Livelihood support to the elderly poor	Tk. 1800m	Tk. 2600m	Tk. 3150m	1. Department of Social Services, Ministry of Social Welfare <i>Financed by- GoB</i>	1. At least 65 year of age 2. Income equal to Tk. 2000 or less 3. Must have worked in formal sector 4. Number of beneficiaries is determined on the basis of the category of union 5. Fifty (50) percent of the beneficiaries are women and the other fifty (50) percent are men	1. Tk. 180 per month <sup>11</sup> 2. Cash is transferred by public banks	About 1.5m beneficiaries per annum	
24. Appropriate Resources for Improving Street Children's Environment (ARISE)	1. Developing most vulnerable children (floating and homeless)	Tk. 30m	Tk. 42.7m	Tk. 18.3m	1. Department of Social Services, Ministry of Social Welfare <i>Financed by- GoB</i>	1. Street children with or without family 2. Shelter 3. Health services 4. Job placement	1. Proving education 2. Shelter 3. Health services 4. Job placement		
25. Allowance for Retarded Disabled Persons <sup>12</sup>	1. Providing subsistence allowance to fully retarded persons	-	-	Tk. 250m	1. Ministry of Social Welfare <i>Financed by- GoB</i>	1. People who are mentally or physically challenged/handicapped	1. Tk. 200 per month per person	About 104000 person per annum	

<sup>11</sup> The figure has been scaled up to Tk. 180 from the current fiscal year.

<sup>12</sup> This newly launched safety net programme will be operational from July 2005

Indicators for Monitoring and Evaluation of Poverty Reduction Strategies

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
<b>1. Macroeconomic Stability and Pro-poor Economic Growth</b>			
Maintain fiscal discipline	operationalize resource and debt management wing formulate debt strategy	domestic borrowing as proportion of GDP foreign borrowing as proportion of GDP	growth rate rate of inflation exchange rate interest rate
Improve efficiency, transparency and accountability of resource use	introduce medium-term budgetary framework in ten key ministries update internal control manual	quality of public expenditure use of actual expenditure as percentage of ADP	growth rate rate of inflation
Improve equity, efficiency and productivity of revenue system	modernize and rationalize tax system introduce flow of information and data among customs, VAT and income tax departments computerize and strengthen networking of VAT and income tax offices with NBR	share of direct tax and VAT in total tax share of non-tax revenue in total revenue share of tax as percentage of GDP	budget deficit incidence of tax and non-tax
Improve tax administration	expand coverage of LTUs shorten number of items from VAT exemption implement customs MIS link shipping agents, port authority and customs using ASYCUDA model enhance rate of fees/charges		
Increase funding for pro-poor growth	increase pro-poor public expenditure	share of pro-poor expenditure in total public expenditure	head count ratio gini coefficient
Improve monetary management	reduce interest rates on saving instruments introduce long-term treasury bonds develop saving instruments for poor and fixed income groups develop/deepen inter-bank money market modernize IT system, human resources and other aspects of BB's operations	domestic savings rate poor's savings rate	growth rate credit flow to priority sectors
Ensure financial sector reform	restructure NCBs improve bank regulation/supervision improve corporate governance of banks and NBFI's	default rate nonperforming loans	interest rate flow of credit to private sector by sectors
Reform SOEs to reduce losses and improve their efficiency	budget allocation of SOEs as percentage of total budget privatize more public enterprises downsize BADC and BCIC	performance of SOEs private investment	number of employees in SOEs flow of credit to private sector budget deficit

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
<b>2. Promoting Trade &amp; Remittances</b>			
Promote ready made garment exports in the post MFA era	<ul style="list-style-type: none"> <li>credit to SMEs as percentage of total credit</li> <li>implement recommendations of NCC on RMG</li> <li>reexamine the contentious issues like ROO</li> <li>improve port and customs</li> </ul>	<ul style="list-style-type: none"> <li>RMG exports</li> <li>lead time for delivery of products</li> <li>volume of goods handled in the port monthly</li> </ul>	share of RMG as percentage of total export employment in RMG sector
Improve international competitiveness of exports	<ul style="list-style-type: none"> <li>implement export policy (2003-06) to promote competitiveness</li> <li>provide cash incentives to SMEs</li> <li>develop entrepreneurship training to promote SMEs</li> </ul>	<ul style="list-style-type: none"> <li>export of small and medium scale enterprise products as percentage of total export</li> </ul>	<ul style="list-style-type: none"> <li>total exports</li> <li>composition of exports</li> <li>exchange rate</li> </ul>
Provide freer trade environment for more efficient domestic production	<ul style="list-style-type: none"> <li>reduce average protective tariff to 20 percent</li> <li>rationalize number of QRs</li> </ul>	<ul style="list-style-type: none"> <li>volume of imports by commodity groups</li> </ul>	<ul style="list-style-type: none"> <li>growth rate</li> <li>balance of payment</li> <li>foreign exchange reserve</li> </ul>
Enhance and augment unrestricted inflows of remittances	<ul style="list-style-type: none"> <li>strengthen anti money laundering surveillance</li> <li>undertake actions to encourage remittance flows through official channel</li> </ul>	<ul style="list-style-type: none"> <li>number of exchange houses in abroad</li> <li>remittance as percentage of GDP</li> </ul>	<ul style="list-style-type: none"> <li>balance of payment</li> <li>foreign exchange reserve</li> </ul>
<b>3. Private Sector and Small &amp; Medium Enterprise Development</b>			
Create an enabling policy environment	<ul style="list-style-type: none"> <li>undertake measures to clear backlog of cases</li> <li>reform labour laws to prevent politicization</li> <li>enact privatization regulations submitted by the privatization commission</li> <li>replace tax holiday by a system of discounted tax rate</li> <li>bring company tax in line with other countries in the region</li> <li>implement PERC's relevant recommendations</li> <li>make PSI effective</li> </ul>	<ul style="list-style-type: none"> <li>percentage of backlog of cases cleared</li> <li>labour laws</li> <li>privatization regulations</li> <li>rationalization of corporate tax system</li> </ul>	private investment
Ease supply constraints	<ul style="list-style-type: none"> <li>make unused public lands available for private investment</li> <li>provide fiscal incentives for private industrial estates</li> <li>hand over land acquired by government through BOI</li> <li>create new agency for loan recovery</li> <li>establish new investment finance company as a joint venture under the sponsorship of the government</li> <li>reform the Exchanges and SEC</li> <li>develop domestic bond market</li> <li>put central depository system into full-scale operation</li> <li>provide matching grant for training and skill</li> </ul>	<ul style="list-style-type: none"> <li>distribution of land for private sectors</li> <li>loan recovery rate</li> <li>flow of credit to the private sector</li> </ul>	private investment

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>development</li> <li>provide internships and hands-on-training</li> <li>provide policy support for technology transfer by foreign investors</li> <li>formulate comprehensive technology development policy</li> </ul>		
Improve business support services	<ul style="list-style-type: none"> <li>strengthen industrial statistics wing of BBS</li> <li>make registration of private investment mandatory</li> <li>strengthen BSTI to meet the international standards</li> <li>provide supplementary measures towards decent work environment</li> <li>explore the possibility of bringing BOI and BEPZA under one umbrella</li> <li>adopt measures for improved business support services and to ensure lower cost of doing business</li> <li>separate the regulatory and service functions of EPB</li> <li>enhance technical capacity of EPB</li> <li>include representation of the private sector in the EPB</li> </ul>		<ul style="list-style-type: none"> <li>decent work environment</li> <li>‘quality’ of business support services</li> </ul>
Promote SMEs and Women Entrepreneurship Development	<ul style="list-style-type: none"> <li>adopt a single definition of SME based on employment size</li> <li>strengthen BOI’s one-stop service to cover SMEs</li> <li>expand the base of the conduit lending institutions for credit</li> <li>take steps to ensure higher growth of SMEs</li> <li>undertake appropriate women’s entrepreneurship development projects</li> <li>provide women entrepreneurs preferential access to support services</li> </ul>	<ul style="list-style-type: none"> <li>growth of SMEs</li> <li>proportion of women entrepreneurs</li> </ul>	<ul style="list-style-type: none"> <li>output of SMEs</li> <li>employment in SMEs by male/female</li> </ul>
<b>4. Agricultural Growth towards Poverty Reduction</b>			
Increase productivity and profitability of agriculture ( crops and non-crops)	<ul style="list-style-type: none"> <li>expenditure on agriculture by sub-sectors as percentage of total public expenditure</li> <li>expenditure on agricultural research and extension services by sub-sectors</li> <li>expenditure on irrigation</li> <li>expenditure on marketing services</li> <li>expenditure on agro-processing and agro-pro-poor extension services focused</li> </ul>	<ul style="list-style-type: none"> <li>new varieties of seeds</li> <li>coverage of different mode of irrigation</li> <li>regional and temporal price variation</li> <li>supply of inputs in the market</li> <li>agricultural output by sub-sectors</li> <li>agricultural products diversified</li> <li>pro-poor extension services focused</li> </ul>	<ul style="list-style-type: none"> <li>per capita consumption of food grains, vegetables, protein, milk and milk products</li> <li>agricultural wage rate male/female, skilled/unskilled</li> <li>agricultural growth rate</li> <li>household food security</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>business development</li> <li>expenditure for subsidies</li> <li>ensure timely availability of agricultural inputs</li> <li>ensure quality seeds</li> <li>encourage production of cash crops and high value crops</li> <li>disbursement of agricultural credit by sub-sectors and farm size</li> <li>generally protect crop lands from non-agricultural uses</li> <li>improve land resource base</li> </ul>		<ul style="list-style-type: none"> <li>employment by sub-sector, male/female head-count ratio</li> </ul>
<b>5. Rural Non-farm Activities</b>	<ul style="list-style-type: none"> <li>Accelerate growth of rural non-farm (RNF) sector</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on RNF as percentage of total public expenditure</li> <li>expenditure on rural roads and culverts as percentage of total RNF expenditure</li> <li>construct and maintain rural roads and culverts</li> <li>expenditure on rural electrification as percentage of total electricity expenditure</li> <li>improve delivery of utility services for RNF enterprises</li> <li>provide credits, incentives and non-financial supports for RNFEs' development</li> <li>create database on RNFEs</li> <li>undertake measures to improve rural investment climate</li> </ul>	<ul style="list-style-type: none"> <li>kilometres of rural roads by quality category</li> <li>no. of entrepreneurs with access to electricity in rural areas</li> <li>growth of rural enterprises</li> <li>head-count ratio</li> </ul>
<b>6. Safety Net for Poverty Reduction</b>	<ul style="list-style-type: none"> <li>Create an enabling policy framework for social protection</li> <li>Extend coverage of safety net programmes</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on safety net programmes as percentage of public expenditure</li> <li>prepare and adopt a national social protection policy</li> <li>examine the effectiveness of existing social safety net programmes</li> <li>raise level of assistance</li> </ul>	<ul style="list-style-type: none"> <li>number of beneficiaries</li> <li>arrangement for monitoring and overseeing the programmes</li> <li>effectiveness of safety net programmes</li> </ul>
<b>7. Comprehensive Disaster Management towards Poverty Reduction and Growth</b>	<ul style="list-style-type: none"> <li>Mainstream disaster management and risk reduction into national policies, institutions and development process</li> <li>Ensure knowledge management (acquiring strong sharing and applying) on disaster risk reduction</li> <li>Enhance community level capacity, for</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on disaster management as percentage of public expenditure</li> <li>introduce disaster management and risk reduction in all development plans, policies, programmes and projects</li> <li>incorporate Disaster Impact and Risk Assessment (DIRA) into all development activities/projects</li> <li>activate disaster management acts, policies and</li> </ul>	<ul style="list-style-type: none"> <li>Disaster Management Information Centre (DMIC) established</li> <li>Institute of Disaster Risk Management and Research (IDRMR) established</li> <li>warning and forecasting system</li> <li>loss of output, properties and lives</li> <li>employment</li> <li>head-count ratio</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
disaster risk reduction (community level preparedness, response, recovery and rehabilitation)	<ul style="list-style-type: none"> <li>plans</li> <li>ensure Calamity Relief Block Fund (CRBF)</li> <li>introduce community based programming for risk management</li> <li>revise disaster management course in school curricula</li> </ul>		
<b>8. Food Security</b>			
Create an enabling framework for food security	<ul style="list-style-type: none"> <li>expenditure on food security as percentage of total public expenditure</li> <li>make appropriate budgetary allocation for specific programmes</li> <li>undertake measures to improve rural investment climate</li> <li>implement National Food and Nutrition Policy, 1997 and associated Plan of Action</li> </ul>	framework for food security formulated	food security
Assure low-cost food supply	<ul style="list-style-type: none"> <li>expenditure on agriculture to increase productivity as percentage of total food security expenditure <ul style="list-style-type: none"> <li>strengthen agriculture marketing &amp; extension services</li> <li>assure input availability</li> <li>develop infrastructure facilities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>proportion of farmers with access to low cost inputs</li> </ul>	<ul style="list-style-type: none"> <li>price head-count ratio</li> </ul>
Reduce fluctuations of food consumption	<ul style="list-style-type: none"> <li>introduce new agricultural technology</li> <li>expenditure on food security as percentage of total food security expenditure <ul style="list-style-type: none"> <li>ensure national and local level stocks of critical food items at public and private levels</li> <li>undertake targeted food operations</li> </ul> </li> <li>ensure price stabilization, farm price supports</li> <li>strengthen open market sales and other food distribution mechanisms</li> <li>modernize food stock management for speedy distribution/release in times of need</li> <li>encourage private households stocks through programmes of storage of crops at local levels</li> </ul>	<ul style="list-style-type: none"> <li>stocks of critical food items at public and private level</li> <li>open market sales and food distribution in emergency period</li> </ul>	<ul style="list-style-type: none"> <li>price food consumption</li> </ul>
<b>9. Scaling up Poverty Reduction through Micro Credit</b>			
Reach the poor and ultra poor	<ul style="list-style-type: none"> <li>disbursement of micro credit</li> <li>provide non-financial services (technology, marketing, training, risk management etc.)</li> <li>review delivery systems of major micro credit providers</li> </ul>	<ul style="list-style-type: none"> <li>percentage of poor and ultra poor with access to micro credit</li> <li>coverage of non-financial services</li> </ul>	<ul style="list-style-type: none"> <li>employment generation by sector/sub-sector, male/female, rural/urban</li> <li>difference in household income between micro credit recipients and other poor</li> </ul>

### **Indicators for M & E**

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
Support mature clients, new enterprises and tomorrow's poor	<ul style="list-style-type: none"> <li>• extend and deepen GO-NGO collaboration</li> <li>• disbursement of collateral free larger size micro credit</li> <li>• provide non-financial services (technology, marketing, training, risk management etc)</li> </ul>	<ul style="list-style-type: none"> <li>no. of borrowers and size of credit disaggregated by rural/urban coverage of non-financial services</li> </ul>	<ul style="list-style-type: none"> <li>repayment rate</li> <li>graduation rate</li> <li>head-count ratio</li> </ul>
Make micro credit operationally more effective	<ul style="list-style-type: none"> <li>• make rules of credit disbursements and repayment more flexible</li> <li>• ensure supply of loanable funds</li> <li>• reduce interest rate</li> </ul>	<ul style="list-style-type: none"> <li>interest rate</li> <li>grace period</li> <li>no. of instalment</li> </ul>	
<b>10. Water Resources Development &amp; Management</b>			
Expand utilization of surface water	<ul style="list-style-type: none"> <li>• expenditure on surface water as percentage of water resource sector expenditure: <ul style="list-style-type: none"> <li>- agricultural use</li> <li>- domestic use</li> <li>- industrial use</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>surface water: <ul style="list-style-type: none"> <li>- agricultural use</li> <li>- domestic use</li> <li>- industrial use</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>cost of production</li> <li>cost of utilization</li> <li>impact on environment</li> </ul>
Augment surface water utilization (retention) in rivers, creeks and khals	<ul style="list-style-type: none"> <li>• expenditure on augmentation of surface water as percentage of water resource sector expenditure</li> </ul>	<ul style="list-style-type: none"> <li>no. of small/large water retention structures diversion of surface water from main river rivers, derelict ponds excavated/re-excavated and rainwater harvest</li> <li>no. of barrages/rubber dams constructed</li> </ul>	<ul style="list-style-type: none"> <li>use of surface water production of agricultural output</li> <li>habitat</li> <li>employment generation</li> <li>impact on environment</li> </ul>
Rationalize utilization of ground water	<ul style="list-style-type: none"> <li>• monitor quality &amp; quantity of groundwater regularly</li> <li>• promote private investment under regulatory framework</li> </ul>	<ul style="list-style-type: none"> <li>ground water: <ul style="list-style-type: none"> <li>- agricultural use</li> <li>- domestic use</li> <li>- industrial use</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>cost of production</li> <li>cost of utilization</li> <li>revenue generation</li> <li>impact on environment</li> </ul>
Protect flood, improve drainage and reduce vulnerability	<ul style="list-style-type: none"> <li>• expenditure on flood protection, drainage system and vulnerability as percentage of water resource sector expenditure</li> <li>• ensure handover of O&amp; M of the existing projects to the beneficiaries gradually</li> <li>• ensure cost sharing/cost recovery from the beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>polders rehabilitated</li> <li>cultivable area</li> <li>no. of rehabilitated programmes undertaken</li> </ul>	<ul style="list-style-type: none"> <li>protection of lives and properties</li> <li>protected area from tidal flood and saline water</li> <li>agricultural output</li> <li>employment generation</li> <li>revenue generation</li> </ul>
Enhance access of the poor to water and common property resources	<ul style="list-style-type: none"> <li>• undertake programmes related leasing out of water and common property resources like irrigation canal, irrigation inlets, wet land, haor-baor, embankment slope etc</li> </ul>	<ul style="list-style-type: none"> <li>area leased out for the poor community</li> <li>no. of water users' associations/federations</li> </ul>	<ul style="list-style-type: none"> <li>employment generation</li> <li>income generation</li> </ul>
Protect wetland/ sundarban, saline water intrusion and promote accretion of land from the sea	<ul style="list-style-type: none"> <li>• undertake coordinated efforts to make the accreted land habitable and suitable for crop production</li> <li>• implement Integrated Coastal Zone Management Plan (ICZMP)</li> </ul>	<ul style="list-style-type: none"> <li>proportion of wetland area protected</li> <li>proportion of area accreted</li> <li>salinity controlled</li> </ul>	<ul style="list-style-type: none"> <li>crop area</li> <li>habitat</li> <li>impact on environment</li> </ul>
Control erosion of major rivers and protect large and small towns	<ul style="list-style-type: none"> <li>• expenditure on control erosion of major rivers and protection of large and small towns as percentage of water resource sector expenditure</li> </ul>	<ul style="list-style-type: none"> <li>towns protected</li> <li>river bank protected</li> </ul>	<ul style="list-style-type: none"> <li>property saved</li> <li>employment generation</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	• ensure cost sharing/ recovery from beneficiaries		• cost recovery revenue generation
<b>11. Infrastructure Development and Reforms</b>			
<i>Electricity:</i>			
Develop capacity for power generation, transmission and distribution	<ul style="list-style-type: none"> <li>expenditure for electricity as percentage of public expenditure <ul style="list-style-type: none"> <li>- Bangladesh Power Development Board (BPDB)</li> <li>- Rural Electrification Board (REB)</li> <li>- Dhaka Electric supply Authority (DESA)</li> <li>- Dhaka Electric Supply Company Ltd.(DESCO)</li> <li>- Power Grid Company of Bangladesh (PGCB)</li> </ul> </li> <li>rationalize tariffs</li> <li>adopt transparent power-pricing framework</li> </ul>	<ul style="list-style-type: none"> <li>transmission line</li> <li>distribution line</li> <li>power generation</li> </ul>	<ul style="list-style-type: none"> <li>area coverage</li> <li>no. of consumer</li> <li>access of poor household</li> <li>manufacturing and crop output</li> <li>employment generation</li> <li>head-count ratio</li> </ul>
Improve quality of service	<ul style="list-style-type: none"> <li>expenditure: <ul style="list-style-type: none"> <li>- sub-stations and corresponding line</li> <li>- pre-paid metering system</li> </ul> </li> <li>unbundle the power sector operations</li> <li>strengthen institutional capacities</li> </ul>	<ul style="list-style-type: none"> <li>no. of sub-stations and corresponding lines installed</li> <li>one stop desk service counter</li> <li>pre-paid metering system</li> </ul>	<ul style="list-style-type: none"> <li>power interruption and load shedding</li> <li>revenue earning</li> <li>manufacturing and crop output</li> </ul>
<i>Energy:</i>			
Assess non-renewable indigenous resources	<ul style="list-style-type: none"> <li>expenditure on oil, gas and mineral as percentage of public expenditure</li> <li>attract private sector investment</li> <li>strengthen the hydrocarbon unit (HCU) of the energy and mineral resources division</li> <li>introduce meters for domestic gas supply</li> <li>ensure marketing of LPG and CNG</li> </ul>	<ul style="list-style-type: none"> <li>discovery of new fields and assessment of potential reserve</li> <li>no. of households use LPG</li> <li>no. of CNG used motor vehicles</li> </ul>	<ul style="list-style-type: none"> <li>potential reserve</li> <li>system loss</li> <li>revenue earning</li> </ul>
<i>Roads :</i>			
Develop roads infrastructure	<ul style="list-style-type: none"> <li>expenditure on transport sector as percentage of public expenditure</li> <li>prepare an Integrated Road Sector Master Plan</li> <li>update legislation mainly Highways Act 1925</li> <li>adopt integrated multimodal transport policy</li> <li>prepare and implement private sector investment policy in the road sub-sector development</li> </ul>	<ul style="list-style-type: none"> <li>construction of roads by categories</li> <li>construction of bridges/ culverts/ flyovers</li> <li>access of areas</li> <li>no. of growth centres linked</li> <li>women's market sections</li> <li>union parishad complexes</li> <li>ghats</li> </ul>	<ul style="list-style-type: none"> <li>investment</li> <li>employment generation (by sector/ sub-sector, male/ female, rural/ urban)</li> <li>production</li> <li>head-count ratio</li> </ul>
Prioritize development of road communication to link with growth centres, union headquarters, upazila headquarters and national road system	<ul style="list-style-type: none"> <li>expenditure on link roads and pro-growth infrastructure</li> <li>involve community, local government institutions (LGI), NGOs and beneficiary groups</li> <li>provide community input in planning and design</li> </ul>	<ul style="list-style-type: none"> <li>no. of cyclone shelters</li> </ul>	
Prioritize pro-growth infrastructure			

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
(submersible roads, ghats, growth centres, hats, women's market sections and union parishad complexes, cyclone shelters)	<ul style="list-style-type: none"> <li>Emphasize maintenance of roads and other physical infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>separate fund for road maintenance</li> <li>enhance maintenance fund</li> <li>involve local government institutions (LGIs), NGOs, community in operation and maintenance</li> </ul>	<ul style="list-style-type: none"> <li>maintenance of roads/bridges/culverts</li> </ul>
<i>Railways:</i> <ul style="list-style-type: none"> <li>Improve services through rehabilitation of railway tracks , procurement of carriages and locomotives and routine &amp; periodic maintenance</li> </ul>	<ul style="list-style-type: none"> <li>increase access of the poor to railway service</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on improvement of railway services as percentage of transport sector expenditure</li> <li>funds for maintenance as percentage of railways expenditure</li> <li>update National Plan for railways</li> <li>continue outsourcing to the private sector</li> </ul>	<ul style="list-style-type: none"> <li>no. of locomotives, passenger coaches, wagons, brake vans procured and rehabilitated</li> <li>no. of railway tracks rehabilitated</li> <li>no. of bridges and culverts renovated</li> <li>no. of railway stations renovated</li> <li>no. of passengers in branch lines</li> </ul>
<i>Inland water transport:</i> <ul style="list-style-type: none"> <li>Enhance quality of water transport</li> </ul>	<ul style="list-style-type: none"> <li>rehabilitate and reopen closed branch lines</li> <li>adopt public service obligation (PSO) involving all branch lines to serve the local poor in backward/ remote areas</li> <li>provide transport facilities to poor passengers and movement of essential commodities</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on inland water transport as percentage of transport sector expenditure</li> <li>formulate pragmatic water transport policies</li> <li>carry out base line survey covering all water transport areas</li> </ul>	<ul style="list-style-type: none"> <li>no. of container vessels for waterborne cargo transportation and water taxi</li> <li>ro-ro ferries, 2 K-type ferries, landing stations and coastal passenger vessels rehabilitated</li> <li>navigation services</li> <li>launch terminal /ghats facilities</li> </ul>
<i>Airways:</i> <ul style="list-style-type: none"> <li>Increase scale of operation to serve more passengers and enhance air cargo capacity</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on airway as percentage of transport sector expenditure</li> <li>modernize biman's fleet through replacement</li> <li>continue acquisition of aircrafts for long-haul and regional routes</li> <li>off-load biman's share</li> <li>implement cost cutting measures</li> <li>facilitate private sector participation in aviation</li> <li>formulate policy for foreign carriers to carry perishable export cargo</li> </ul>	<ul style="list-style-type: none"> <li>no. of new destinations and frequency</li> </ul>	<ul style="list-style-type: none"> <li>volume of export</li> <li>revenue earning</li> <li>employment generation</li> </ul>
<i>BRTC:</i> <ul style="list-style-type: none"> <li>Increase revenue earnings, reduce operational costs and enhance services to the poor</li> </ul>	<ul style="list-style-type: none"> <li>expenditure on BRTC as percentage of transport sector expenditure</li> <li>strengthen inspection and monitoring of activities at all levels</li> </ul>	<ul style="list-style-type: none"> <li>no. of trips/mileage per vehicles</li> <li>no. of buses/trucks procured</li> <li>no. of drivers trained</li> <li>no. of CNC used vehicles and bus services with euro standard engines</li> </ul>	<ul style="list-style-type: none"> <li>transport fare</li> <li>road accident</li> <li>profit</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
<i>BRTA:</i> Ensure better control in the road transport sector in issuing route permits and fixing rates/fares of buses and trucks and environment friendly transport	<ul style="list-style-type: none"> <li>expenditure on BRTA as percentage of transport sector expenditure</li> <li>modify BRTA rules and ordinance</li> <li>fix uniform rates for different types of transport</li> <li>ensure plying of vehicles within specified speed and with approved weight</li> <li>phase out all two-stroke engines from major cities</li> <li>introduce CNG and euro engine</li> <li>ensure auto back-up system of all data entry done in the circle and zonal offices</li> </ul>	<ul style="list-style-type: none"> <li>no. of route permits issued</li> <li>no. of banned buses older than 20 years and trucks older than 25 years from Dhaka metropolitan area</li> <li>no. of major cities with phased out two-stroke engines</li> </ul>	<ul style="list-style-type: none"> <li>bus and track fares</li> <li>traffic management</li> <li>road accident</li> <li>air pollution</li> </ul>
<i>Introduce road safety education &amp; training and bring discipline in issuing driving licences and registration certificates</i>	<ul style="list-style-type: none"> <li>educate drivers and conductors about road safety</li> <li>educate children and pedestrians on road safety</li> <li>issue laminated licenses to drivers and registration certificates to vehicle owners</li> </ul>	<ul style="list-style-type: none"> <li>no. of drivers and conductors trained</li> <li>no. of laminated driving licenses and registration certificates issued</li> </ul>	<ul style="list-style-type: none"> <li>road accident</li> </ul>
<i>Port:</i> Increase port capacity and improve the service	<ul style="list-style-type: none"> <li>expenditure on port as percentage of transport sector expenditure</li> </ul>	<ul style="list-style-type: none"> <li>no. of container terminals constructed</li> <li>no. of container handling equipment including Quay Gantry Cranes</li> <li>inland container depot (ICD) in Gazipur</li> <li>port service roads and internal connector roads</li> </ul>	<ul style="list-style-type: none"> <li>lead time</li> <li>import / export investment</li> <li>employment generation</li> <li>revenue earning</li> </ul>
<b>12. Tourism for Poverty Alleviation</b>	<ul style="list-style-type: none"> <li>expenditure on tourism as percentage of public expenditure</li> <li>expenditure on tourism related infrastructure as percentage of tourism sector expenditure</li> <li>provide loans to private sector for investing in tourism industry</li> <li>include tourism sector under small credit scheme</li> </ul>	<ul style="list-style-type: none"> <li>no. of tourist information centres in different important points of the country</li> <li>leaflets, posters and brochures distributed through foreign missions, foreign airlines and Bangladesh missions abroad</li> <li>no. of tourist spots especially archaeological</li> </ul>	<ul style="list-style-type: none"> <li>no. of tourists disaggregated by country / period of time/gender</li> <li>employment generation by sector/sub-sector, male/female</li> <li>government revenue</li> <li>head-count ratio</li> </ul>
<i>Develop infrastructure for tourism industry</i>	<ul style="list-style-type: none"> <li>fund for promotion of tourism as percentage of expenditure of tourism sector</li> <li>prepare inventory of tourist destinations/ attractions</li> <li>upgrade strategic Tourism Master Plan</li> <li>institutionalize participation of Tourism Satellite</li> </ul>	<ul style="list-style-type: none"> <li>no. of tourist information centres in different important points of the country</li> <li>leaflets, posters and brochures distributed through foreign missions, foreign airlines and Bangladesh missions abroad</li> <li>no. of tourist spots especially archaeological</li> </ul>	

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
Invest in human resource development (HRD) for ICT	<ul style="list-style-type: none"> <li>Account of World Tourism Organization upgrade and scale-up the existing training facilities in the National Hotel and Tourism Training Institute (NHTTI) improve law and order situation</li> </ul>	<ul style="list-style-type: none"> <li>and religious developed and conserved participation in various international tourist fairs</li> </ul>	<ul style="list-style-type: none"> <li>trained manpower</li> <li>employment generation in ICT</li> </ul>
13. Development of ICT	<ul style="list-style-type: none"> <li>expenditure on FIRD as percentage of science and information &amp; communication technology sector expenditure</li> <li>update national policy of ICT</li> </ul>	<ul style="list-style-type: none"> <li>no. of training institutes at district level develop course curriculum on ICT for secondary and higher secondary levels</li> <li>no. of teachers trained on ICT fellowship for higher studies and research expansion of ICT infrastructure: <ul style="list-style-type: none"> <li>availability of electricity</li> <li>coverage of internet backbone based on the fibre-optic</li> <li>distribution of computer to academic institutions</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>access to information</li> <li>loss of income, properties and lives from natural disaster</li> </ul>
14. Education Sector	<ul style="list-style-type: none"> <li>Promote use of ICT for ensuring good governance and increasing capacity of the poor to manage disaster</li> <li>Increase access of the disadvantaged groups to ICT</li> </ul>	<ul style="list-style-type: none"> <li>introduce e-governance initiatives in all sectors develop websites for all the remaining ministries link all ministries through local area network (LAN)</li> <li>develop action plan to enhance capabilities and preparedness for meeting natural emergencies</li> <li>establish tele-centres in different parts of upazilas to provide information regarding agriculture, food, education, health etc</li> <li>provide wireless localloop (WLL) technology in the remote areas</li> <li>deploy 5 percent of telephone in rural areas through private investors under fixed-line telephone services</li> <li>open up voice over internet protocol (VOIP) to the private sector at a low cost</li> </ul>	<ul style="list-style-type: none"> <li>coverage of e-governance</li> <li>no. of ministries linked through LAN/WAN</li> <li>no. of tele-centres</li> <li>coverage of wireless local loop (WLL) technology</li> <li>price information</li> <li>employment generation</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>provide incentives for children of poor families</li> <li>teachers training programme for primary level</li> <li>provide all materials in time</li> <li>strengthen school monitoring and supervision system</li> </ul>		
Improve access and quality of education at secondary level	<ul style="list-style-type: none"> <li>expenditure on secondary education as percentage of total education expenditure</li> <li>teachers training programme for secondary schools</li> <li>ensure sufficient and timely availability of learning materials</li> <li>stipend programme for girls and student from poor families</li> </ul>	<ul style="list-style-type: none"> <li>coverage of girls and under-served groups</li> <li>balance between over-served and under-served areas</li> <li>no. of trained teachers</li> <li>no. of schools built in under-served areas</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate</li> <li>drop-out rate</li> <li>gender balance</li> <li>passing rate</li> </ul>
Ensure gender parity in secondary school			
Introduce and expand TVEIT for adolescents, adult males and females and make provision for TVEIT after class VI, VII and equivalent grades	<ul style="list-style-type: none"> <li>expenditure on technical and vocational education as percentage of total education expenditure</li> <li>introduce stipend programme for female/under-privileged technical and vocational students</li> <li>introduce double shift in existing technical and vocational institutes</li> <li>redesign TVEIT curriculum to meet existing market demand</li> <li>make uniform regulatory framework in public and private TVEITs</li> </ul>	<ul style="list-style-type: none"> <li>coverage of female/under-privileged groups</li> <li>modernized and updated curriculum of TVEIT</li> <li>no. of new technical and vocational institutes</li> <li>link between technical and vocational training and labour market demand</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate</li> <li>skilled labour force</li> <li>employment generation</li> <li>income generation</li> </ul>
Provide market-related effective education linked to the industrial sector both in the domestic and international market			
Increase enrolment of male and female students in professional degree education	<ul style="list-style-type: none"> <li>expenditure on tertiary education as percentage of total education expenditure</li> <li>increase teaching aids</li> <li>review curriculum and syllabus considering market demands</li> <li>strengthen commerce and science education</li> <li>increase contact hours of students</li> </ul>	<ul style="list-style-type: none"> <li>percentage of male and female students at tertiary level</li> <li>percentage of students enrolled in different fields</li> <li>performance creativity based examination system</li> <li>research and publications</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate</li> <li>gender balance</li> <li>passing rate in degree and masters levels in colleges and universities</li> <li>'quality' of education</li> <li>employment generation</li> </ul>
Achieve better balance in enrolment among humanities, applied and pure sciences and technology and commerce			
Improve examination performance of the general undergraduate and graduate students			
Increase literacy rate	<ul style="list-style-type: none"> <li>expenditure on non-formal education as percentage of total education expenditure</li> <li>adopt a national policy for non-formal education</li> <li>expand literacy campaign</li> <li>create appropriate organizational structure for non-formal education</li> </ul>	<ul style="list-style-type: none"> <li>coverage of non-formal education</li> <li>no. of community based and adult learning centres</li> </ul>	<ul style="list-style-type: none"> <li>adult literacy rate</li> <li>literacy rate</li> </ul>

## Indicators for M & E

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
Overall health status for all:	expenditure on health as percentage of total govt. expenditure (differentiated by sub-sectors): expenditure on ESP as percentage of total health expenditure expenditure on cash/voucher/health card system for poor pregnant women expenditure on prevention of STD including HIV/AIDS expenditure on control of communicable diseases distribution of insecticide treated mosquito nets in malaria prone areas strengthen and expand BCC design supervision and monitoring mechanism for the availability, quality and accessibility of health services	coverage of EPI percentage of children covered by IMCI percentage of population covered by ESP percentage of births attended by skilled personnel/TBA coverage of EOC services contraceptive prevalence rate coverage of preventive services against communicable diseases coverage of ANC and PNC number of qualified doctors per 1000 persons number of hospital beds per 1000 persons number of trained nurses per 1000 persons availability of doctors and nurses on duty	infant mortality rate child (U-5) mortality rate maternal mortality rate population growth rate percentage of death caused by TB, Malaria and other communicable diseases total fertility rate 'quality' of health services life expectancy
a) Improve child and mother health			
b) Improve reproductive health			
c) Improve adolescent health			
d) Health of elderly people			
Improve child and mother nutrition	expenditure on child and mother nutrition as percentage of total public expenditure strengthen ABCN in rural and urban areas	coverage of vitamin A, iron tablets, iodized salt/testing kits, de-worming and other micro nutrient supplementation coverage of home gardening	PLEM height-for-age (stunting) weight-for height (wasting) weight for age BMI
Ensure food quality and access to safe food for all	increase number of food items standardized by BSTI Consumers' Protection Act introduce policy for quality control of street vended food develop food borne diseases surveillance system update Pure Food Act strengthen BSTI to expand market monitoring systems	number of PHLs at divisional and district headquarters number of adulterated food items incidence of food related diseases	life expectancy
Ensure safe water and sanitation facilities for all	expenditure on supply of safe water and sanitation as percentage of total public expenditure	percentage of population with access to safe water percentage of population with access to sanitary latrines	incidence of water borne morbidity and mortality life expectancy
<b>16. Women's Advancement and Rights</b>			
Ensure women's full participation in mainstream economic activities	expenditure on women development as percentage of public expenditure expenditure on women to participate in mainstream economic activities as percentage of public expenditure - increase participation in farm & non-farm agricultural activities and provide 'khas' land & agricultural credit - improve participation in manufacturing, banking, physical infrastructure and service	percentage of women in farm & non-farm agriculture, manufacturing, banking, physical infrastructure and service sectors percentage of poor women with access to agricultural inputs and credit percentage of women with access to training, credit and fiscal incentives for SMEs	new employment generation for women (poor women) sector wise women's employment/under-employment rates percentage of female-headed households below the poverty line(HCR)

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>sectors including government job <ul style="list-style-type: none"> <li>- provide training, credit and fiscal incentives for small and medium-scale enterprises</li> </ul> </li> <li>ensure day care facilities for working women</li> <li>implement full quota for women</li> <li>make institutions women friendly</li> <li>eliminate social discrimination against women</li> </ul>	<ul style="list-style-type: none"> <li>proportion of households getting water, gas, electricity facilities</li> <li>proportion of women getting social and maternal services</li> </ul>	<ul style="list-style-type: none"> <li>employment generation for women</li> <li>sector-wise female wage rates</li> <li>time poverty of women</li> </ul>
Improve women's efficiency (reducing time use) in performing their household and reproductive roles and responsibilities	<ul style="list-style-type: none"> <li>expenditure on women to reduce time poverty as percentage of women development expenditure <ul style="list-style-type: none"> <li>- provide water, gas, electricity facilities</li> <li>- ensure social and maternal services</li> <li>- provide subsidy to poor households</li> </ul> </li> <li>raise awareness to improve men's contribution in household activities</li> </ul>	<ul style="list-style-type: none"> <li>no. of doctors per 1,000 persons</li> <li>proportion of women with access to EOC, ANC, PNC services</li> <li>proportion of births attended by skilled health personnel / TBA</li> <li>prevalence rate of STD and AIDS/HIV among women</li> <li>contraceptive prevalence rate</li> <li>coverage of iodized salt, iron, folic acid tablets and nutritious food supplementation</li> <li>coverage of stipends, incentives and subsidy for female students</li> </ul>	<ul style="list-style-type: none"> <li>maternal mortality ratio (per 1,00,000 live births)</li> <li>ratio of girls to boys in primary, secondary and tertiary education</li> <li>malnutrition rates among girls and women</li> <li>enrolment rates of girls at primary, secondary and tertiary education</li> <li>ratio of literate females to males of 15-to-24 years old</li> <li>employment generation for women</li> <li>share of women in wage employment</li> <li>head-count ratio of female-headed households</li> </ul>
Build women's capacity in health and education to improve productive capacity	<ul style="list-style-type: none"> <li>expenditure on women for capacity building as percentage of public expenditure <ul style="list-style-type: none"> <li>- provide necessary health, nutrition, educational services and appropriate training</li> </ul> </li> <li>achieve gender balance in primary, secondary and tertiary education</li> <li>improve quality, equity and access to health, nutrition, educational services and training for women</li> </ul>	<ul style="list-style-type: none"> <li>coverage of iodized salt, iron, folic acid tablets and nutritious food supplementation</li> <li>coverage of stipends, incentives and subsidy for female students</li> </ul>	<ul style="list-style-type: none"> <li>effectiveness of social safety net programmes</li> <li>socio-economic climate for women</li> </ul>
Ensure social protection for women against vulnerability and risk	<ul style="list-style-type: none"> <li>expenditure on women for social protection as percentage of women development expenditure <ul style="list-style-type: none"> <li>- strengthen social protection (e.g. VGF, FSVGD, RMP, WTC, NNP, widow &amp; old age allowance etc) for disadvantaged women</li> <li>- ensure access of women victims to govt. legal aid fund</li> <li>- provide VAW training, one-stop services, media coverage, rehabilitation programmes</li> <li>- eliminate leakages of safety net programmes</li> <li>- introduce reform (where necessary) and enforce existing women laws strictly to support women</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>proportion of marriage with dowry</li> <li>proportion of retrenched female workers due to phase-out of MFA</li> <li>no. of trafficking of women</li> <li>no. of violence recorded against women</li> <li>proportion of women getting protection against vulnerability and risk</li> </ul>	<ul style="list-style-type: none"> <li>proportion of women victims reintegrated in the society</li> <li>percentage of poor women covered under safety net programmes</li> </ul>
Enhance women's political empowerment and participation in	<ul style="list-style-type: none"> <li>expenditure on women for political and social</li> </ul>	<ul style="list-style-type: none"> <li>no. of women candidates at national and local</li> </ul>	<ul style="list-style-type: none"> <li>no. of women elected at national and</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
decision-making process	<ul style="list-style-type: none"> <li>empowerment as percentage of women development expenditure</li> <li>strengthen political empowerment of women at national and local level and ensure participation in decision-making process</li> <li>include women members of parliament in all standing committees</li> <li>make women politically and socially more conscientious</li> </ul>	<ul style="list-style-type: none"> <li>level regular election</li> <li>percentage of women's representation in parliament, public, private and NGO services</li> </ul>	<ul style="list-style-type: none"> <li>local level regular election</li> <li>percentage of women in decision-making process in parliament, public, private and NGO services</li> <li>women empowerment</li> </ul>
Ensure discussion of women's concerns in the international forums	<ul style="list-style-type: none"> <li>expenditure on women to compete at the international level as percentage of women development expenditure <ul style="list-style-type: none"> <li>- provide diversified training, one-stop services etc for international migration of women increase women's access and participation at international level</li> </ul> </li> <li>ensure safe and secured working environment for women at international level</li> <li>take initiatives for women to enter into overseas employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>percentage of women's access and participation in the international forums</li> <li>proportion of women proficient in language no. of women getting diversified training to compete at the international level</li> </ul>	<ul style="list-style-type: none"> <li>overseas employment generation</li> <li>remittances</li> <li>head-count ratio of female-headed households</li> </ul>
Strengthen institutions for monitoring and evaluation of gender equality issues	<ul style="list-style-type: none"> <li>expenditure for monitoring and evaluation of gender issues as percentage of women development expenditure</li> <li>strengthen WID focal points' capacity and capability in ministries and departments</li> <li>develop indicators for monitoring progress in implementation of national plan of action (NPA) for women.</li> <li>develop a mechanism for collecting and storing information (database) regarding reported cases of sexual abuse, exploitation &amp; violence</li> <li>enhance linkages, coordination and cooperation among WID focal points, relevant organizations and NGOs</li> </ul>	<ul style="list-style-type: none"> <li>no. of WID focal points strengthened</li> <li>gender disaggregated statistics generated for monitoring and evaluation of gender issues</li> </ul>	<ul style="list-style-type: none"> <li>women empowerment</li> </ul>
17. Children Advancement and Right	<ul style="list-style-type: none"> <li>Reduce infant and under-five mortality rates</li> <li>Improve poor health status of children</li> </ul>	<ul style="list-style-type: none"> <li>no. of doctors in per 1,000 children</li> <li>percentage of children covered by BCG, DPT, POLIO, MEASLES</li> <li>percentage of children covered by ORT, ARI</li> <li>percentage of children covered by IMCI</li> <li>coverage of school health programme for poor children</li> <li>coverage of reproductive health care for children</li> </ul>	<ul style="list-style-type: none"> <li>infant mortality rate (per 1,000 live births )</li> <li>under-five mortality rate ( per 1,000 live births )</li> <li>child mortality rate( per 1,000 live births )</li> <li>'quality' of health services for children</li> </ul>
	<ul style="list-style-type: none"> <li>expenditure for children on health as percentage of public expenditure</li> <li>expenditure on infant and under-five health as percentage of health expenditure <ul style="list-style-type: none"> <li>- maintain expanded programme on immunization (EPI)</li> <li>- ensure prompt care for diarrhoeal disease control (DDC)</li> <li>- improve acute respiratory infection (ARI)</li> <li>- increase use of integrated management of</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>no. of doctors in per 1,000 children</li> <li>percentage of children covered by BCG, DPT, POLIO, MEASLES</li> <li>percentage of children covered by ORT, ARI</li> <li>percentage of children covered by IMCI</li> <li>coverage of school health programme for poor children</li> <li>coverage of reproductive health care for children</li> </ul>	<ul style="list-style-type: none"> <li>infant mortality rate (per 1,000 live births )</li> <li>under-five mortality rate ( per 1,000 live births )</li> <li>child mortality rate( per 1,000 live births )</li> <li>'quality' of health services for children</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>childhood illness (IMCI) at union level expenditure on child health as percent of health expenditure <ul style="list-style-type: none"> <li>strengthen health education promotion (HEP) and school health programmes</li> <li>ensure access to reproductive health services</li> <li>increase access to urban and rural health services for disadvantaged children</li> <li>develop strategies for prevention of accidents and injuries</li> </ul> </li> <li>create awareness about child health education</li> </ul>	<ul style="list-style-type: none"> <li>coverage of urban and rural primary health services for poor children</li> </ul>	<ul style="list-style-type: none"> <li>malnutrition rate among children height-for-age (stunting rate)</li> <li>weight-for-height (wasting rate)</li> <li>weight-for-age (underweight)</li> </ul>
Reduce malnutrition among children	<ul style="list-style-type: none"> <li>expenditure for children on nutrition as percentage of health expenditure <ul style="list-style-type: none"> <li>fortify common food with vitamin A, irons and iodine</li> <li>strengthen nutrition education and school nutrition programmes</li> <li>implement national nutrition programmes</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>coverage of vitamin A, iodized salt, iron, folic acid tablets and nutritious food supplementation (especially for poor girl children)</li> <li>coverage of national nutrition programmes for poor children</li> </ul>	<ul style="list-style-type: none"> <li>proportion of children with access to safe water, healthy sanitation and environment</li> </ul>
Provide safe water, healthy sanitation and environment for children	<ul style="list-style-type: none"> <li>expenditure for children on safe water and sanitation as percentage of health expenditure <ul style="list-style-type: none"> <li>install alternative water supply and sanitation systems for un-served/under-served areas</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>coverage of alternative water supply and sanitation systems for un-served/under-served areas</li> </ul>	<ul style="list-style-type: none"> <li>proportion of household with access to ECDP 'quality' of ECDP</li> </ul>
Strengthen early childhood development (ECD) programmes	<ul style="list-style-type: none"> <li>expenditure for children on education as percentage of public expenditure</li> <li>expenditure on ECDP as percentage of education expenditure: <ul style="list-style-type: none"> <li>pre-school programmes</li> <li>day-care centres for children</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>coverage of pre-school programmes for children</li> <li>percentage of children getting day-care facilities</li> </ul>	<ul style="list-style-type: none"> <li>proportion of households with access to ECDP 'quality' of ECDP</li> </ul>
Ensure all boys and girls complete a full course of primary schooling	<ul style="list-style-type: none"> <li>expenditure on primary and secondary education as percentage of education expenditure <ul style="list-style-type: none"> <li>establish/renovate school buildings and other infrastructure</li> <li>provide necessary materials, teacher's training, stipends and incentives</li> <li>develop uniform curriculum</li> <li>ensure equity, quality and access to primary and secondary education</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>no. of schools built/renovated</li> <li>no. of texts books supplied</li> <li>no. of teachers trained</li> <li>pupils-teacher ratio</li> <li>competency evaluation test</li> <li>coverage of stipends for female students</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rates at primary and secondary level</li> <li>dropout and repetition rates at primary and secondary level</li> <li>proportion of children reaching grade 5</li> <li>passing rate at secondary level</li> <li>'quality' of education</li> </ul>
Improve access and equity to secondary education			
Strengthen education programmes for excluded children	<ul style="list-style-type: none"> <li>expenditure on education for the excluded children as percentage of education expenditure: <ul style="list-style-type: none"> <li>establish/renovate school buildings and other infrastructure</li> <li>provide necessary materials, teacher's training, stipends and incentives</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>proportion of excluded children with access to education</li> <li>no. of schools built/renovated</li> <li>no. of teachers trained</li> <li>no. of text books supplied</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate of excluded children</li> <li>dropout and repetition rates</li> <li>proportion of excluded children achieved education</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
Enhance technical and vocational education for children	<ul style="list-style-type: none"> <li>expenditure on TVET as percentage of education expenditure <ul style="list-style-type: none"> <li>establish/renovate school buildings and other infrastructure</li> <li>provide necessary materials, teacher's training, stipends and incentives</li> <li>develop uniform curriculum</li> <li>ensure equity and quality of education</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>proportion of poor children with access to TVET</li> <li>no. of schools built</li> <li>no. of teachers trained</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate in TVET</li> <li>dropout and repetition rates</li> <li>proportion of children achieved TVET</li> <li>'quality' of education</li> </ul>
Strengthen madrasah education including core curriculum	<ul style="list-style-type: none"> <li>expenditure on madrasah education as percentage of education expenditure <ul style="list-style-type: none"> <li>provide necessary materials, teacher's training, stipends and incentives</li> <li>develop and improve core curriculum</li> <li>integrate madrasah into a unified national primary and secondary education system</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>percentage of children with access to madrasah education</li> <li>no. of teachers trained</li> </ul>	<ul style="list-style-type: none"> <li>enrolment rate in madrasah education</li> <li>passing rate</li> <li>'quality' and market relevance of madrasah education</li> </ul>
Empower children through social integration and inclusion	<ul style="list-style-type: none"> <li>expenditure on children empowerment as percentage of child development expenditure</li> <li>increase access, equity and participation in relevant sectors and institutions</li> <li>enhance opportunity and capacity for girl child</li> </ul>	<ul style="list-style-type: none"> <li>percentage of children with participation and access to relevant sectors and institutions</li> <li>percentage of children's representation in parliament, public &amp; private institutions and NGOs</li> </ul>	<ul style="list-style-type: none"> <li>empowerment of children</li> </ul>
Reduce social violence against children	<ul style="list-style-type: none"> <li>expenditure on violence against children as percentage of child development expenditure</li> <li>eliminate leakages of safety net programmes for children</li> <li>introduce, reform (where necessary) and enforce existing child laws strictly to support children</li> </ul>	<ul style="list-style-type: none"> <li>proportion of early marriage</li> <li>no. of trafficking of children</li> <li>no. of violence recorded against children</li> <li>proportion of children getting protection against violence, vulnerability and risk</li> <li>proportion of children victims reintegrated in the society</li> </ul>	<ul style="list-style-type: none"> <li>effectiveness of social safety net programmes</li> <li>socio-economic climate for children</li> </ul>
Ensure child victims' access to all necessary support services for speedy recovery and smooth social reintegration	<ul style="list-style-type: none"> <li>Prevent the transmission of STD including HIV/AIDS within children</li> </ul>	<ul style="list-style-type: none"> <li>proportion of poor children covered under safety net programmes</li> <li>prevalence rate of STD and AIDS/HIV among children</li> </ul>	<ul style="list-style-type: none"> <li>child empowerment and development</li> </ul>
Strengthen institutional capacity for monitoring and evaluation of child's development	<ul style="list-style-type: none"> <li>expenditure for monitoring and evaluation of children issues as percentage of child development expenditure</li> <li>establish child focal points in ministries and departments</li> <li>develop indicators for monitoring progress in implementation of national plan of action (NPA) for children</li> <li>develop a mechanism for collecting and storing information (database) regarding reported cases of sexual abuse, exploitation &amp; violence</li> <li>enhance linkages, coordination and cooperation</li> </ul>	<ul style="list-style-type: none"> <li>no. of child focal points established</li> <li>child statistics generated for monitoring and evaluation of children's development</li> </ul>	

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
18. Good Governance	among child focal points, relevant organizations and NGOs		
Enhancing implementation capacity	<ul style="list-style-type: none"> <li>introduction of MTBF</li> <li>Improved project approval process</li> <li>Phased civil service reforms</li> <li>Strengthen coordination and oversight</li> <li>Talent attraction</li> </ul>	<ul style="list-style-type: none"> <li>reduced ratio of under-funded projects</li> <li>No. of Ministries brought under MTBF</li> <li>Improved PCP</li> <li>Oversight and coordination bodies established on priority national issues</li> <li>Recruitment and HRD institutions strengthened</li> <li>Talent promoting training programmes</li> </ul>	<ul style="list-style-type: none"> <li>improved project choice</li> <li>Better resource utilization</li> <li>More efficient and motivated civil service</li> <li>Better utilization of national talents</li> <li>Improved result orientation in development projects</li> </ul>
Promoting local governance	<ul style="list-style-type: none"> <li>Functional and resource strengthening of Union Parishads and Pourashavas</li> <li>Effective steps to establish elected upazila parishads</li> <li>Promote national consensus on a comprehensive approach to decentralization</li> <li>Promote decentralized service-delivery</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced block allocation to Union Parishads on due performance review</li> <li>Participatory local government budgeting</li> <li>Considerable number of Union Parishad complexes built</li> <li>Draft comprehensive local government law</li> <li>Elected upazila parishads established</li> <li>Results-oriented training programmes developed and implemented</li> <li>Coordination and monitoring made effective and regular at local level</li> <li>Community oversight integrated in school and hospital/clinic management</li> </ul>	<ul style="list-style-type: none"> <li>Greater accountability in development projects</li> <li>Responsive school and hospital/clinic management</li> <li>Pro-poor resource utilization</li> <li>Capable local governments</li> <li>Regeneration of local economies</li> </ul>
Strengthen anti-corruption strategy and improve accountability and transparency	<ul style="list-style-type: none"> <li>Strengthen Anti-Corruption Commission</li> <li>Strengthen inspection and oversight functions and institutions</li> <li>Appointment of Ombudsman in relevant areas</li> <li>Phased implementation of financial management reforms</li> <li>Promotion of social campaigns against</li> </ul>	<ul style="list-style-type: none"> <li>More effective role of Anti-Corruption Commission</li> <li>Inspection and oversight functions made more effective</li> <li>Relevant recommendations of Public Commissions on Revenue and Expenditure implemented</li> <li>Sustainable e-governance steps introduced</li> </ul>	<ul style="list-style-type: none"> <li>Corrupt practices reduced across all sectors, government and non-government</li> <li>Enhanced accountability of public functionaries</li> <li>Responsive administration</li> <li>Codes of conduct operational across all sectors, government</li> </ul>

## Indicators for M & E

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<ul style="list-style-type: none"> <li>corruption</li> <li>Abolition of utility monopolies and introduction of competition</li> <li>promote right to information and enhance information quality</li> <li>Promote steps towards e-governance</li> <li>Asset declaration by electoral candidates</li> </ul>	<ul style="list-style-type: none"> <li>in specific areas</li> <li>Draft right to information legislation developed through participatory and professional consultative process</li> <li>Credible and meaningful indices on corruption and mis-governance developed</li> </ul>	<ul style="list-style-type: none"> <li>and non-government</li> </ul>
Reform criminal justice and improve poor's access to justice	<ul style="list-style-type: none"> <li>Meaningful separation of executive and judiciary</li> <li>Criminal justice reform</li> <li>Police reform</li> <li>Jail reform</li> <li>Establishment of Human Rights Commission</li> <li>Citizen's charter</li> <li>Promotion of ADR in village life</li> <li>Legal assistance for the poor</li> <li>Creation of a Child Commissioner</li> </ul>	<ul style="list-style-type: none"> <li>Improved judicial standards</li> <li>Human Rights Commission established</li> <li>Independent government attorney service</li> <li>Child Commissioner appointed</li> <li>Strengthened safeguards in speedy solutions (RAB etc)</li> <li>Effective steps on police reform implemented</li> <li>Jail reforms measures consolidated</li> <li>Adoption of Social Charter</li> </ul>	<ul style="list-style-type: none"> <li>Citizens protected from arbitrary harassment of law and fundamental rights ensured</li> <li>Enhanced access of the poor to affordable justice</li> <li>Improved law and order situation</li> </ul>
<b>19. Caring for Environment and Sustainable Development</b>			
	<ul style="list-style-type: none"> <li>increase access of the poor to common property resources (CPRs)</li> </ul>	<ul style="list-style-type: none"> <li>proportion of poor people with access to common property resources (CPRs)</li> <li>utilization of CPRs</li> </ul>	<ul style="list-style-type: none"> <li>status of common property resources</li> <li>head-count ratio</li> </ul>
Reduce land degradation and improve land quality	<ul style="list-style-type: none"> <li>expenditure on land as percentage of environment expenditure</li> <li>- undertake research on crop varieties and crop rotation for lowering fertilizer use</li> <li>improve organic contents and micronutrient in soils of affected areas</li> <li>ensure balanced use of chemical fertilizer with organic manures</li> <li>adopt integrated plant nutrient system (IPNS)</li> <li>extension of integrated pest management (IPM)</li> </ul>	<ul style="list-style-type: none"> <li>no. of crop varieties innovated for lowering fertilizer use</li> <li>salinity, pesticides residues in soil</li> <li>proportion of farmers using IPNS</li> <li>proportion of farmers using IPM</li> </ul>	<ul style="list-style-type: none"> <li>organic contents and micronutrients in soil</li> </ul>
Reduce rate of deforestation	<ul style="list-style-type: none"> <li>expenditure on forest as percentage of environment expenditure</li> <li>- generate tree-cover on denuded forestland with suitable native species</li> <li>expand social forestry activities</li> <li>develop market-based incentive mechanisms to prevent illegal tree-felling</li> </ul>	<ul style="list-style-type: none"> <li>proportion of land area covered by the forest</li> <li>proportion land under community-based social forestry</li> <li>Use of the bio-mass as fuel</li> </ul>	<ul style="list-style-type: none"> <li>rate of deforestation</li> </ul>
Conserve bio-diversity of the country	<ul style="list-style-type: none"> <li>expenditure on bio-diversity as percentage of</li> </ul>	<ul style="list-style-type: none"> <li>status of habitat, flora and fauna and</li> </ul>	<ul style="list-style-type: none"> <li>state of biodiversity</li> </ul>

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
	<p>environment expenditure</p> <ul style="list-style-type: none"> <li>- improve floral and faunal biodiversity and document the state of floral and faunal biodiversity of the country by ecosystems</li> <li>• implement policies to protect biodiversity</li> <li>• reduce destruction of habitat and overexploitation of flora and fauna, and encroachment of the natural forests through strict implementation of law</li> </ul>	<ul style="list-style-type: none"> <li>• encroachment of the natural forests</li> <li>• proportion of land area protected to maintain biodiversity</li> </ul>	
Control air pollution in major metropolitan cities and rural settings	<ul style="list-style-type: none"> <li>• expenditure on air pollution as percentage of environment expenditure</li> <li>• introduce energy efficient cooking stoves in rural areas</li> <li>• implement policies to protect air pollution and disseminate air quality information</li> <li>• promote R&amp;D to change building and construction standards</li> <li>• reduce air pollution from automobile, brick kiln &amp; other sources</li> <li>• enforce environment conservation act (ECA) 1995 and environment conservation rule (ECR) 1997 strictly</li> </ul>	<ul style="list-style-type: none"> <li>• proportion of rural household using fuel-efficient cooking stoves</li> <li>• per capita carbon dioxide emissions (metric tons)</li> </ul>	<ul style="list-style-type: none"> <li>• air pollution</li> </ul>
Improve solid waste management system			<ul style="list-style-type: none"> <li>• solid waste disposal in proper sites</li> </ul>
Control industrial pollution			<ul style="list-style-type: none"> <li>• status of waste disposal impact on environment</li> <li>• no. of enterprises adopting environmental clearance procedure</li> <li>• no. of tanneries and other polluting industries shifted to environmental management sites</li> <li>• no. of enterprises adopting environmental clearance procedure</li> <li>• bring all the amber-b and red categories industries as classified under environmental conservation rules, 1997 to environmental clearance procedure</li> <li>• move immediately tanneries and other polluting industries to environmental management sites</li> <li>• strengthen regulatory measures against industrial emissions</li> </ul>

## Indicators for M & E

Strategic Goal	Input Indicators/Policy Change	Output Indicators	Outcome/Impact indicators
Improve water and sanitation quality for decent environment	<ul style="list-style-type: none"> <li>• expenditure on water and sanitation as percentage of environment expenditure <ul style="list-style-type: none"> <li>- provide safe water and sanitation</li> <li>- provide fiscal and other financial incentives for retro-fitting or for reduction of effluents from industries</li> </ul> </li> <li>• reduce pollution load in water ecosystem</li> <li>• ensure reduction of effluent discharges from mechanized vessels in rivers</li> <li>• enact and enforce laws to control emissions into water of hazardous/toxic wastes</li> </ul>	<ul style="list-style-type: none"> <li>• proportion of population with sustainable access to an improved water sources</li> <li>• proportion of people with access to improved sanitation</li> </ul>	<ul style="list-style-type: none"> <li>• water-borne diseases</li> <li>• life expectancy</li> </ul>

## ***Annex 4***

### **List of Policy Matrices**

<b>Name</b>	<b>Page</b>
Policy Matrix 1: Macroeconomic Stability and Pro-poor Economic Growth .....	239
Policy Matrix 2: Promoting Trade & Remittances .....	245
Policy Matrix 3: Private Sector and Small & Medium Enterprise Development .....	249
Policy Matrix 4: Agricultural Growth towards Poverty Reduction .....	254
Policy Matrix 5: Rural Non-farm Activities .....	260
Policy Matrix 6: Safety Net for Poverty Reduction.....	261
Policy Matrix 7: Comprehensive Disaster Management towards Poverty Reduction and Growth.....	262
Policy Matrix 8: Food Security .....	266
Policy Matrix 9: Scaling up Poverty Reduction through Micro Credit .....	268
Policy Matrix 10: Water Resources Development & Management .....	269
Policy Matrix 11: Infrastructure Development and Reforms .....	273
Policy Matrix 12: Tourism for Poverty Reduction .....	288
Policy Matrix 13: Development of ICT and Bio-technology Policy.....	290
Policy Matrix 14: Education Sector.....	293
Policy Matrix 15: Health, Population, Nutrition, Water and Sanitation and Food Safety Sector.....	302
Policy Matrix 16: Women's Advancement and Rights .....	310
Policy Matrix 17: Children Advancement and Rights .....	313
Policy Matrix 18: Good Governance.....	327
Policy Matrix 19: Environment and Sustainable Development.....	338



## Annex 4: Policy Matrices

Policy Matrix 1: Macroeconomic Stability and Pro-poor Economic Growth

Strategic Goal	Actions Taken/Underway		PRSP Policy Agenda (FY05-07)	Responsibilities		
	(1)	(2)				
<b>Macroeconomic Stability</b>						
<b>I. Prudent Fiscal Policy</b>						
<b>A. Achieve Fiscal Discipline and Fiscal Sustainability</b>						
1. Maintain fiscal discipline	<ul style="list-style-type: none"> <li>Domestic borrowing was reduced on average from 3 percent of GDP in FY01 to 1.8 percent in recent years while concessional foreign financing showed a positive trend</li> <li>Internal control manual (ICM) have been finalised to ensure value for money and enhance greater financial discipline in all line Ministries/Divisions</li> <li>A Resource and Debt Management Wing has been set up to enhance the resource management and public debt management capacity of the Finance Division and database and debt strategy have been developed</li> </ul>		<ul style="list-style-type: none"> <li>Resource and Debt Management Wing will be made operational fully</li> </ul>	FD, ERD, BB		
2. Enhance efficient use of resources	<ul style="list-style-type: none"> <li>Consistent with the MTMF, the Government has introduced Medium-Term Budgetary Framework (MTBF) in four Ministries: Agriculture, Education, Social Welfare and Women and Children Affairs from FY06</li> <li>For efficient budget preparation, implementation and monitoring, Budget Management Committees (BMCs) have been constituted in all line ministries/ divisions. A Budget Working Group formed in each ministry/ division will assist the BMC. To ensure the effective participation of departments/ organisations in budget preparation and implementation, Departmental Budget Management Committees have also been formed</li> <li>Public Expenditure Management Manual to provide guidance and information on operational process and methodology in resource allocation and deployment was published in July 2005</li> <li>Guidelines have been prepared on how to make pro-poor and gender-focused budget, and implementation of the guidelines is underway</li> <li>The government has adopted a new approach to enhance the effectiveness of foreign aid utilization in consultation with development partners. This involves harmonization of development partners' policies and procedures in channeling foreign aid.</li> </ul>		<ul style="list-style-type: none"> <li>The recommendations of the Public Expenditure Review Commission (PERC) will be examined and implemented in a phased manner</li> <li>MTBF will be implemented in six other ministries/ divisions such as Health and Family welfare, Primary and Mass Education, Communications, Fisheries and Livestock, Water Resources and Local Government in FY07.</li> <li>The MTBF will gradually be rolled out to all other ministries</li> <li>The quality of public expenditure will be improved through enhancing the efficiency and accountability of resource use</li> <li>The Planning Wings of the ministries/ divisions will be expanded for efficient implementation of the Medium-Term Budgetary Framework</li> </ul>	MoF, MoP		
3. Promote transparency in resource use	<ul style="list-style-type: none"> <li>Separation of accounts from audit has been implemented</li> <li>Public Financial Management Strategy (PFMS) has been produced.</li> <li>Improved and transparent budget presentation has been developed</li> </ul>		<ul style="list-style-type: none"> <li>Framework for fiscal management reporting and control will be established through operationalisation of the ICM to all the ministries</li> </ul>	FD, PD		
4. Improve	<ul style="list-style-type: none"> <li>Up to-date audit manuals and codes have been prepared, auditors trained</li> </ul>		<ul style="list-style-type: none"> <li>Systems will be put in place for effective</li> </ul>	FD		

Strategic Goal	Actions Taken/Underway	PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)
accountability in resource use	<ul style="list-style-type: none"> <li>and quality of audit reports improved in a few Audit Directorates. A consistent three-part format for Public Accounts Committee reporting has been developed.</li> <li>Performance audit manuals have been prepared and selected performance audits are being done</li> </ul>	<ul style="list-style-type: none"> <li>follow-up of audit recommendations</li> <li>A revised performance audit strategy will be prepared</li> <li>Adequate support will be provided to the Public Accounts Committee</li> </ul>	
5. Increase funding for pro-poor growth	<ul style="list-style-type: none"> <li>To ensure pro-poor growth, total allocation for poverty reducing expenditure was raised from 6.02 percent of GDP in FY03 to 8.39 percent of GDP in FY06</li> <li>Three expenditure-tracking studies have been commissioned for primary and secondary education and primary health care in order to track the impact of public expenditure</li> <li>The National Poverty Focal Point (NPFP) has been operationalised in the General Economics Division of the Planning Commission</li> </ul>	<ul style="list-style-type: none"> <li>Expenditure in the budget for poverty reduction will be increased substantially every year</li> <li>Expenditure tracking studies will be completed</li> <li>The technical capacity and inter-ministerial linkages of the NPFP will be strengthened</li> </ul>	FD, PD, GED MoE, MoH
6. Enhance analytical capability	<ul style="list-style-type: none"> <li>To have disaggregated data on poverty-reducing and gender-sensitive spending, a recurrent, capital, gender and poverty (RCGP) expenditure model has been developed</li> <li>Format has been developed to get more disaggregated data on gender-related poverty expenditure</li> </ul>	<ul style="list-style-type: none"> <li>Information system and modelling capability to support policy analysis will be developed</li> <li>Efforts to enhance analytical ability of the Finance Division will continue</li> <li>The modelling capacity of the NPFP will be strengthened</li> </ul>	FD, GED
<b>B. Reform Tax System to Improve Efficiency in Resource Mobilization</b>			
1. Improve tax policy to increase revenues and make the tax system equitable	<ul style="list-style-type: none"> <li>Measures have been taken to implement the suggestions of the Commission on Reforming the Public Revenue System to improve the taxation system</li> <li>Based on the recommendations of the Commission, measures have been taken to further modernise and rationalise the taxation system in FY05 budget</li> </ul>	<ul style="list-style-type: none"> <li>Reforms and revenue enhancing measures will continue</li> <li>The share of direct tax and VAT will be increased</li> <li>VAT exemption list will be shortened on production and import</li> <li>Measures will be taken to further modernise and rationalise the taxation system</li> </ul>	IRD, FD
2. Reform non-tax system/fees/charges	<ul style="list-style-type: none"> <li>Non-tax revenue rates on various items have substantially been enhanced to augment domestic revenue resource mobilization</li> </ul>	<ul style="list-style-type: none"> <li>Efforts will be made to implement enhanced rates for increasing non-tax revenue</li> </ul>	FD, Concerned Ministries/Divisions
3. Improve tax administration to make the tax system more efficient	<ul style="list-style-type: none"> <li>The Government has appointed a number of independent audit firms to check tax evasion and widen the tax base</li> <li>The Government is currently implementing financial management reforms with a view to improving tax administration</li> <li>Steps have been taken to modernise customs, VAT and income tax administration to control revenue leakage, augment revenues, develop professional skills of NBR and improve service delivery</li> </ul>	<ul style="list-style-type: none"> <li>Exchange of data and information among customs, VAT and income tax departments shall be introduced to increase revenue collection and minimise evasion</li> <li>Computerization and networking (WAN and LAN) of all VAT and income tax offices with NBR will be undertaken</li> </ul>	IRD, FD

Strategic Goal	Actions Taken/Underway		PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)	
<ul style="list-style-type: none"> <li>• A modernised and expanded Large Taxpayers' Unit (LTU) has been established covering 1000 income taxpayers and one LTU office for VAT has been made functional</li> <li>• Central Intelligence Cell (CIC) has been made operational for tackling leakages of income tax, customs and VAT</li> <li>• NBR has introduced VAT stamp/band role at production level on mineral water, soft drinks and toilet soap considering success of the same in the cigarette industry</li> <li>• An Automated System for Customs Data (ASYCUDA++) has been implemented to bring transparency in customs administration and enhance revenue from customs duty</li> <li>• Customs clearance system has been simplified with the application of ASYCUDA System and customs clearance time has been reduced</li> <li>• VAT at trade level has been strictly enforced at import stage</li> <li>• For building the capacity of the officials, ICT training facility has been set up at NBR, Training Academy and Chittagong Customs House, in addition to training facilities available at Customs Training Academy, Chittagong</li> <li>• Appointment of a Tax Ombudsman is underway</li> </ul>	<ul style="list-style-type: none"> <li>• Programmes will be undertaken to increase efficiency of VAT and income tax officers</li> <li>• Scope and coverage of LTUs (both income tax and VAT) will be expanded</li> <li>• CIC will be strengthened</li> <li>• Scope of VAT stamp/band role will be expanded</li> <li>• Publicity and publication of VAT issues/materials will be enhanced</li> <li>• Customs Information Management System will be implemented</li> <li>• ASYCUDA model will link shipping agents, port authority and customs</li> </ul>			
<b>II. Effective Monetary Policy</b>				
Improve monetary management by the Bangladesh Bank	<ul style="list-style-type: none"> <li>• Recently, the statutory liquidity ratio (SLR) for scheduled banks was revised upward from 16 percent to 18 percent and cash reserve requirement (CRR) from 4.5 percent to 5 percent to bring down inflation rate and ease pressure on forex reserve.</li> <li>• Interest rate on National Savings Certificates has been reduced and the rate structure gradually linked to Treasury Bill rates</li> <li>• Treasury Bill rates have been liberalised and Repo (Repurchase) and Reverse Repo facilities have been introduced</li> <li>• Auctions of 5-year and 10-year term Government Treasury Bonds bearing half-yearly interest coupons have been introduced as ancillary instruments for government's debt and monetary policy management</li> <li>• Long-term treasury bonds (2, 3 and 5 years) have been introduced</li> <li>• Secondary market for government bonds has been promoted</li> <li>• Alternative savings instruments for the fixed income people have been developed</li> <li>• Programmes have been initiated to strengthen the capacity and operations of the central bank with assistance from development partners</li> </ul>	<ul style="list-style-type: none"> <li>• Alternative savings instruments for the poor will be developed</li> <li>• Inter-bank money market will be developed/ deepened in cooperation with banks</li> <li>• IT system, human resources, and all aspects of BB's operations will be modernised</li> </ul>	BB	
<b>III. Active Capital Market</b>				
Develop domestic bond market	<ul style="list-style-type: none"> <li>• Issuance of corporate bonds and securitization has been promoted by addressing regulatory and tax issues</li> </ul>	<ul style="list-style-type: none"> <li>• Domestic bond market will be developed by encouraging securitization, corporate bond issuance through further legal/regulatory and tax changes</li> </ul>	SEC	
<b>IV. Improving Legal Environment</b>				

Strategic Goal	Actions Taken/Underway		PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)	
Develop fair competition	<ul style="list-style-type: none"> <li>• A suitable strategy for restructuring the financial sector is being developed</li> <li>• MOUs have been signed with NCBs to restrict new lending, reduce non-performing loan (NPL), and rationalize the branch network</li> <li>• Measures have been taken to reduce the number of continuously loss-making NCB branches</li> <li>• Artha Rin Adalat has been established to facilitate collection of overdue loans and improve the banks' NPL portfolio</li> <li>• Special audits of the four NCBs have been undertaken in accordance with International Auditing and Accounting Standards</li> <li>• Financial Adviser (consulting firm) for Rupali Bank has been appointed, and an international tender has been published for its privatization/sale</li> <li>• A management team (consulting firm) has been appointed for Agrani Bank for improving efficiency and management</li> <li>• Management experts (consulting firm) has been appointed for Janata Bank for improving efficiency and management</li> <li>• Management experts (consulting firm) have been appointed for Sonali Bank for improving efficiency and management</li> </ul>	<ul style="list-style-type: none"> <li>• To ensure a fair business environment formulation of a competition policy will be considered</li> </ul>	MoC, FD	
<b>V. Financial Sector Reforms</b>				
1. Restructure NCBs	<ul style="list-style-type: none"> <li>• Full implementation of the banking sector reform strategy will be achieved</li> <li>• A management experts (consulting firm) has been appointed in Janata Bank</li> <li>• The programme towards reducing the remaining loss-making NCB branches will be pursued</li> <li>• Rupali Bank will be brought to the point of sale</li> </ul>		BB, FD	
2. Improve bank regulation/ supervision to reduce risk	<ul style="list-style-type: none"> <li>• Prudential regulations and banking regulations have been strengthened</li> <li>• Effective internal control has been set up: <ul style="list-style-type: none"> <li>- Capital adequacy requirements have been increased from 8 percent to 9 percent on risk-weighted basis,</li> <li>- Minimum capital requirement for banks has been increased from Tk 200 million to Tk 1,000 million,</li> <li>- Dividend declaration by bank in excess of 20 percent is allowed only if equivalent amount is set aside for reserve, and</li> <li>- The single borrower limit has been reduced by half</li> </ul> </li> <li>• Regulations have been issued by the Bangladesh Bank to control loan default</li> <li>• Amendments have been passed to enhance autonomy and regulatory power of the Bangladesh Bank, improve governance of public financial institutions and remove deficiency of legal framework</li> <li>• New risk analysis, lending policies, loan follow-up and loan recovery process have been introduced</li> </ul>	<ul style="list-style-type: none"> <li>• Attempts to enhance skills of examiners and supervisors of Bangladesh Bank will continue</li> </ul>	BB, FD	
3. Improve corporate governance of banks and NBFIIs	<ul style="list-style-type: none"> <li>• Boards of NCBs and SDBs have been reconstituted</li> <li>• Some of the powers of the Finance Division have been delegated to the NCB Boards, and decentralization of power has been implemented amongst different layers of management</li> </ul>	<ul style="list-style-type: none"> <li>• Enhancement and a more demanding accounting and disclosure requirement for banks will be pursued</li> </ul>	BB	

Strategic Goal	Actions Taken/Underway		PRSP Policy Agenda (FY05-07)		Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<ul style="list-style-type: none"> <li>• New incentive scheme has been introduced for improving performance, including collection of NPLs</li> <li>• Loan recovery department has been strengthened.</li> <li>• Powers and responsibilities of banks and management have been clearly spelt out <ul style="list-style-type: none"> <li>• Appropriate qualifications for chief executives of PCBs have been introduced for greater efficiency</li> <li>• The Committee on Default Loans submitted its report with recommendations for taking measures for improved loan management performance of the banking sector. The government and the Bangladesh Bank has implemented most of the recommendations made by the Committee</li> <li>• Qualifications for bank directors has been determined and their number has been reduced for greater efficiency</li> </ul> </li> </ul>					
<p><b>VI. SOE Reforms</b></p> <p>Reform SOEs to reduce losses and strengthen their efficiency and competitiveness</p>	<ul style="list-style-type: none"> <li>• Budgetary transfer to SOEs has been controlled and NCBs are very cautious in providing new loans to defaulting SOEs</li> <li>• SOEs activities are being closely monitored</li> <li>• Twenty-eight mills including Adamjee Jute Mills were closed in FY03</li> <li>• <b>Seventeen</b> mills were transferred during the period from November 2001 to July 2005</li> <li>• In addition, 4 enterprises were privatised through off-loading of shares during the period</li> <li>• Another 8 milld , which are in the final stage of transfer, are expected to be handed over to the private sector in FY06</li> <li>• Downsizing of BSFIC has been completed. Process is going on for BADC and BCIC</li> <li>• Currently, 25 enterprises, which are engaged in manufacturing, are on the privatization list.</li> <li>• Privatization Commission has made some preparatory work for privatization of Padma Oil Company Ltd and Eastern Lubricant and Blending Ltd.</li> </ul>	<ul style="list-style-type: none"> <li>• SOE losses would be significantly reduced and private sector will be further promoted</li> <li>• Budgetary transfer to the SOEs will be brought down significantly</li> </ul>	PMO, FD, Privatization Commission		
Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<p><b>Macro Economic Management and Gender issues</b></p> <p>1. Ensure women's full participation in mainstream economic activities</p>	<ul style="list-style-type: none"> <li>• Increase ADP allocation for women targeted programmes &amp; projects from current 3.2percent to 6.2percent by 2007</li> </ul>	<ul style="list-style-type: none"> <li>• Major economic policies and projects include gender analysis as per NAP &amp; National Policies</li> <li>• Gender equality in expenditure tracking and the benefits from budget allocations</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure gender disaggregated statistics on health, education, access to assets, employment, political representation etc;</li> <li>• Continue and increase more pro-women public expenditure;</li> <li>• Ensure sufficient budgetary allocation</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen and continue activities of column 4</li> </ul>	PC, MoF, MoWCA, NBR, IMED

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)		Future Priorities	Responsibilities
			(3)	(4)		
<b>Macro Economic Management and Gender issues</b>		<ul style="list-style-type: none"> <li>IMED monitors the progress of women specific programmes and projects</li> <li>Awareness of participation of women in development</li> </ul>	<ul style="list-style-type: none"> <li>for MWCA's role and WID focal points;</li> <li>Ensure application of gender analytical tools in all development programmes and projects.</li> </ul>			
2. Improve women's efficiency (reduce time use) in household & reproductive roles	<ul style="list-style-type: none"> <li>Raise awareness to improve men's contribution in household activities;</li> <li>Ensure more utility services to poor rural households</li> <li>Attempt to calculate women's household contribution in National Income Accounting by 2007</li> </ul>	<ul style="list-style-type: none"> <li>Social auditing initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Provide utility, infrastructure and social services to save women's time along with subsidy to poor households;</li> <li>Undertake performance-based social auditing</li> <li>Include women's contribution in the National Income Accounting by developing mechanism of shadow price/opportunity cost analysis;</li> <li>Promote equal sharing of household and productive works;</li> <li>Develop advocacy for treating boy and girl child equally; and</li> <li>Explore the possibility of providing LPG cylinder to poor households at an affordable rate.</li> </ul>	<ul style="list-style-type: none"> <li>Further reduce women's burden in household and reproductive activities</li> </ul>	PC, MoF, MoC, MoI, MoEMR, MoEFMR, MoI, MWCA, MoLGRDC, REB, BBS, BCSIR	

Policy Matrix 2: Promoting Trade & Remittances

Strategic Goal	Actions Taken/Underway			PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)		
<b>A. Export Promotion</b>					
1. Readymade garments (RMG) promotion by addressing the challenges in the post-MFA era	<ul style="list-style-type: none"> <li>National Coordination Council (NCC) on RMG has made recommendations</li> <li>MoC has designed a US\$ 40 million Post-MFA Action Programme (PMAP) to mitigate the negative effects of the end of MFA. But under the changed scenario after MFA phased out, PMAP will be recast and the process for recasting has already been started</li> <li>On the other way Individual donors (UNDP, SEADR, GTZ, JICA) are willing to participate in some components of PMAP (e.g. compliance and skill development)</li> <li>For addressing the post MFA challenges especially to retrain the retrenched workers, Ministry of labour has taken up a project costing Tk.300 million</li> <li>A “Special Fund” of Tk.200 million has been allocated to provide retraining and rehabilitation of retrenched workers</li> <li>Renewed initiatives for getting tariff-free access for RMG in the US market are underway</li> <li>Export barriers have been identified and coordinated efforts (e.g. with other LDCs) in tackling those have been initiated</li> <li>Measures have been taken for improvement in ports and customs procedures. NCC on RMG and Cabinet Committee on Economic Affairs approved projects proposed by the Shipping Ministry on improving the port's efficiency</li> <li>Trade and Investment Framework Agreement (TIFA) is under negotiation with the US Government to have a permanent platform for discussing trade and investment issues</li> </ul>	<ul style="list-style-type: none"> <li>A decision has been taken by the Govt. to conduct a study on the possible impact of EU Rules of Origin (ROO) on Bangladesh</li> <li>Process of the individual donor group involvement will be strengthened.</li> <li>Ministry of labour will train retrenched workers.</li> <li>60 percent of the fund will be used to rehabilitate the retrenched workers and the rest on retraining workers on trades other than RMG.</li> <li>Revolving funds will be created to provide loans to retrenched workers (maximum Tk.75,000) through BRAC Bank and Employment Bank.</li> <li>About 30,000 workers will be trained</li> <li>Bangladesh is working closely with LDCs in all international forums including WTO</li> <li>Number of steps for port and customs clearance procedure will be brought down</li> </ul>	NCC, PMO, MoC, FD, MoT&J, MoI, MoWCA, MoSW, MoS EPB, NBR, BB, BDXDIP Development partners, NGO Bureau, Employment Bank, Tariff Commission, Bangladesh Missions, BGMEA, Bangladesh Chambers		
2. Promote Backward and Forward Linkage	<ul style="list-style-type: none"> <li>Measures have been taken to encourage the expansion of P's</li> </ul>	<ul style="list-style-type: none"> <li>Continuous policy and instrumental support will be provided for fulfilling the post MFA requirements and mitigating its negative impacts, if any</li> </ul>	MoJT, MoC, BTMIA, Business Chambers		
3. Improve the international competitiveness of exports	<ul style="list-style-type: none"> <li>The government has formulated a three-year Export Policy (2003-2006) to make the export sector more competitive</li> <li>To promote the export of small and medium sized enterprises and non-traditional items the Government, in collaboration with the banking sector, has provided various incentives including credit and cash incentives</li> <li>New skill-based training for entrepreneurship development is being imparted to promote small and medium sized enterprises</li> <li>As a result of trade liberalization measures, the anti-export bias in the economy is estimated to have fallen from 59 percent in FY</li> </ul>	<ul style="list-style-type: none"> <li>More products are under scrutiny for cash incentives. These include handicrafts, agro-processing products, vegetables and vegetable-processing products, light engineering products etc</li> <li>Registrar of Joint Stock Companies has been reorganised and is in the process of automation. Reorganisation work is in the process for EPB, Bangladesh Tariff Commission, CCI&amp;E</li> </ul>	MoC, FD, BB		

Strategic Goal	Actions Taken/Underway		PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)	
92 to 18 percent in FY03 <ul style="list-style-type: none"> <li>An action plan has been adopted to remove anti-export bias through institutional reforms</li> <li>Floating exchange rate regime has been introduced since 31 May 2003 to promote competitiveness in the external sector</li> <li>The foreign exchange market was further liberalised in December 2003 with the removal of L/C margin requirements</li> </ul>				
4. Diversify Export	<ul style="list-style-type: none"> <li>Measures have been taken to explore markets in the East-European countries</li> <li>Support to market exploring activities as suggested in the Export Policy of 2003-06 has been provided. These include providing cash incentives, creation of Business Promotion Councils for the overall development of the sector/sub-sector</li> <li>Policy support has been provided to RMG sector for maintaining and increasing its current market share in the EU, the US and in Canada. Except USA, quota/duty free access has already been obtained in EU, Canada, Australia, Norway, and New Zealand</li> <li>Bangladesh has already joined three regional free trade blocks namely, SAFTA, BIMSTEC and TPS-OIC.</li> </ul>	<ul style="list-style-type: none"> <li>Measures include sending missions to Africa, South and South-East Asia</li> <li>Most aspects of support to market exploring activities have addressed within the policy period (2003-06)</li> <li>BGMEA has employed a lobbyist to work for it for obtaining duty free access of textile and RMG products to USA</li> </ul>	MoC, EPB, Missions Abroad, BGMEA	
<b>B. Import Liberalization</b> Provide freer trade environment for more efficient domestic production	<ul style="list-style-type: none"> <li>Tariffs on intermediate inputs have been reduced</li> <li>There has been significant rationalization in the structure of tariff rates with the number of tariff slabs reduced from 24 in the 1980s to 4 (0, 6, 13 and 25 percent) in FY05</li> <li>The trade regime has been liberalised by reducing the maximum tariff rate from 350 percent in FY92 to <b>25 percent</b> in FY05</li> <li>Quantitative restrictions of all import lines at HS-8 digit level were drastically reduced from about 40 percent in FY91 to less than 2 percent by the mid-1990s</li> <li>In the current IPO, the number of banned and restricted items has been brought down to 24 from 122 of the IPO of 1997-2004</li> <li>Import license fee on all imports has been withdrawn, sugar, cartoon import liberalised</li> <li>A three-year Import Policy Order (2003-2006) has been formulated for ensuring greater degree of transparency and continuity of the import policy provisions</li> </ul>	<ul style="list-style-type: none"> <li>The average protective tariff is planned to be reduced to 20 percent</li> <li>Rationalization of quantitative restrictions will continue</li> <li>Further reduction in number of items is under consideration.</li> <li>Revenue mobilization efforts will be enhanced to reduce the dependence on import taxes</li> </ul>	MoC, FD, NBR, Chambers	
<b>C. Promote Remittances</b> Enhance and augment unrestricted inflows of remittances	<ul style="list-style-type: none"> <li>Processing of workers' remittances through official channels has been streamlined through establishing banks/exchange</li> </ul>	<ul style="list-style-type: none"> <li>Follow up measures will continue to encourage flow of remittances through the legal channel</li> </ul>	FD, MoL, MoEWOE, BB	

Strategic Goal	Actions Taken/Underway	PRSP Policy Agenda (FY05-07)	Responsibilities
(1)	(2)	(3)	(4)
	<p>houses at different strategic places of the world and setting up remittance cells in all nationalised banks</p> <ul style="list-style-type: none"> <li>Anti-money laundering surveillance procedures have been prescribed by Bangladesh Bank in terms of the Money Laundering Prevention Act 2002 to purge any handling of money originating from or associated with criminal activities.</li> </ul> <p>Accordingly, Task Forces have been formed at national and regional levels to monitor the implementation of the Act</p> <ul style="list-style-type: none"> <li>A Monitoring Cell has been opened at FD to redress the grievances of remitters</li> <li>Actions have been taken for identification, intensification and diversification (both labour quality and labour market) of external labour market</li> </ul>	<ul style="list-style-type: none"> <li>Further actions will be taken to increase remittances through official channel</li> <li>Actions will continue for strengthening of anti-money laundering surveillance</li> </ul>	
	<p><b>D. Capacity Building for Trade Negotiation</b></p> <p>Improve trade negotiation capability including handling of international trade rules</p>	<ul style="list-style-type: none"> <li>Actions initiated to enhance the trade negotiation capability by strengthening the WTO Cell in the Ministry of Commerce and the Bangladesh Tariff Commission</li> </ul>	<ul style="list-style-type: none"> <li>Measures will continue to strengthen WTO Cell</li> <li>The capacity of institutions like Bangladesh Tariff Commission will be strengthened</li> <li>Efforts to address the post-MFA challenges to the economy will continue through adopting a programme of trade facilitation</li> <li>Measures will be taken to build capacity regarding trade negotiations and WTO rules and regulations</li> </ul>

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
International trade and Gender Issues					
Ensure discussion of women's concerns in	<ul style="list-style-type: none"> <li>Increase women's access &amp; participation</li> </ul>	<ul style="list-style-type: none"> <li>Database at Bangladesh level office</li> </ul>	<ul style="list-style-type: none"> <li>Expand IT services in BMET's district</li> </ul>	<ul style="list-style-type: none"> <li>Ensure coherence between the dominant international economic</li> </ul>	<ul style="list-style-type: none"> <li>MoPT, MoWCA, MoI, MoLE, MoEW&amp;OE, MoHFW,</li> </ul>

international forum	<p>at international level</p> <p><b>Manpower Employment and Training</b></p> <ul style="list-style-type: none"> <li>• Rules, regulations and formalities for women to start their own business</li> </ul> <p><b>Manpower Employment and Training</b></p> <ul style="list-style-type: none"> <li>• All garment workers should be given ID cards</li> <li>• Diversify training for nurses, garment workers, factory workers, cleaners and housemaid</li> <li>• Adopt international labour migration as a strategy of employment for retrenched female workers</li> <li>• Provide one-stop service for international women migration</li> <li>• Encourage participation of women's groups (women trade unions, women entrepreneurs, etc.) in WTO negotiations and in various committees of the Ministry of Commerce</li> <li>• Ensure incorporation of gender concerns in the Trade Policy Review Mechanisms</li> <li>• Negotiate market access to goods and services under Mode 4</li> <li>• Ensure women's voice in international forums</li> </ul>	<p>agenda on the one hand and the international legal obligations</p> <ul style="list-style-type: none"> <li>• Provide collateral free loan, support for exploration of marketing opportunities in the domestic market and abroad</li> </ul>
---------------------	--	--

Policy Matrix 3: Private Sector and Small & Medium Enterprise Development

Strategic Goal (1)	Key Targets (2)	Actions taken/Under way (3)	PRSP Policy Agenda (FY05-07) (4)	Future Priorities (5)		Responsibilities (6)
				• Identification of areas of dynamic comparative advantage	• Institutional support for promotion	
1. Creating an Enabling Policy Environment	<ul style="list-style-type: none"> <li>• Preparation of a strategic vision for Private Sector Development</li> </ul>		<ul style="list-style-type: none"> <li>• Review experience of other countries to formulate Private Sector Development strategy</li> <li>• Set up national commission consisting of policy makers and private sector experts</li> </ul>			BOI, MoI, PC
	<ul style="list-style-type: none"> <li>• Improvement/ Streamlining legal and regulatory framework</li> </ul>		<ul style="list-style-type: none"> <li>• Measures to clear backlog of cases</li> <li>• Feedback from private sectors</li> <li>• Reform labour laws to prevent politicization</li> </ul>	<ul style="list-style-type: none"> <li>• Speedy and effective contract enforcement and dispute resolution</li> <li>• Appropriate bankruptcy law</li> <li>• Simplified land title</li> <li>• Improved labour law</li> <li>• Simplification of regulatory procedures</li> </ul>		MoI, JPA, MoI, MoI, BOI, Chambers
	<ul style="list-style-type: none"> <li>• Expediting the process of privatization</li> </ul>		<ul style="list-style-type: none"> <li>• Enact privatization regulations submitted by the privatization commission</li> <li>• Discourage public investment in the private sector</li> </ul>	<ul style="list-style-type: none"> <li>• Minimizing the role of the Ministry and enhancing authority of Privatization Commission</li> <li>• Specific timetables for privatization</li> </ul>		MoI, Privatization Commission,
	<ul style="list-style-type: none"> <li>• Provision of adequate and equitable fiscal incentives</li> <li>• Trade policy reforms at right pace and sequence</li> </ul>	<ul style="list-style-type: none"> <li>• Four PSI Companies have been appointed and they are expected to commence inspection from September 2005</li> </ul>	<ul style="list-style-type: none"> <li>• Replace tax holiday by a system of discounted tax rate</li> <li>• Bring company tax in line with other regional countries</li> <li>• Implementing PERC's relevant recommendation</li> <li>• Making PSI effective</li> </ul>	<ul style="list-style-type: none"> <li>• Rationalization of corporate tax</li> <li>• Streamlining tax administration</li> <li>• Duty free access for export industries' raw materials</li> </ul>		MoF, BOI, NBR
2. Easing Supply Constraints	<ul style="list-style-type: none"> <li>• Provision of freehold land</li> </ul>		<ul style="list-style-type: none"> <li>• Unused public lands to be made available for private investment</li> <li>• Fiscal incentives for private industrial estates</li> <li>• Government to acquire land and then hand over these through BOI to potential investors for setting up new industries</li> </ul>	<ul style="list-style-type: none"> <li>• Removal of anti export bias accompanied by resolution of supply-side bottlenecks</li> </ul>		MoH, MoI, BOI

Strategic Goal	Key Targets	Actions taken/Under way	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
• Provision of institutional finance		<ul style="list-style-type: none"> <li>• New agency for loan recovery will be established</li> <li>• New investment finance company as a joint venture under the sponsorship of the government will be established</li> </ul>	<ul style="list-style-type: none"> <li>• Increased access to institutional finance</li> <li>• Lower cost of finance</li> </ul>		MoF, BB, BOI
• Strengthening capital market		<ul style="list-style-type: none"> <li>• Adequate regulatory framework and physical and human infrastructures have been built to prevent effectively the recurrence of 1996 like breakdown of stock market</li> <li>• Currently, a ADB financed project is being implemented for strengthening the SEC</li> <li>• More than 70 percent market capitalization has been brought under central depository system</li> </ul>	<ul style="list-style-type: none"> <li>• Regaining investors confidence</li> <li>• Increased supply of good shares</li> <li>• Introduction of new instruments</li> </ul>		BB, SEC Chambers,

Strategic Goal	Key Targets	Actions taken/Under way	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
	<ul style="list-style-type: none"> <li>• Improvement of infrastructural facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Jamuna Bridge Railway Link Construction Project (second revised) is being implemented since July 1997. The completion date of the project is June 2006</li> <li>• Two foreign companies have expressed their interest on the construction of the expressway from Dhaka to Chittagong. The GOB has requested them to submit the proposals in details and according to the BOT Guidelines. One of the companies is Malaysian and named Azimat Consortium. The other company is Korean and named Luxon Global</li> <li>• A MOU is awaiting agreement signature between the GOB and a Chinese Company (CMEG) for the construction of the Dhaka – Laksham Cord line</li> </ul>	<ul style="list-style-type: none"> <li>• Modernization and reforms in the management and operations of ports</li> <li>• Establishment of a private port at a suitable location</li> <li>• Improvement of railway container and cargo handling</li> <li>• Dhaka-Chittagong highway to be upgraded to Express way</li> <li>• Dhaka-Laksham cord line project to be taken</li> <li>• Jamuna link project to be implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Improving efficiency of ports</li> <li>• Better road and railway communication</li> <li>• Improved availability of electricity and gas</li> <li>• Turn around time will be reduced</li> </ul>	MoC, MoS, MoPT
	<ul style="list-style-type: none"> <li>• Development of Human resources</li> <li>• Facilitating technology development</li> </ul>		<ul style="list-style-type: none"> <li>• Curriculum of education and training programmes to reflect the need of the private sector and to provide hands-on training</li> <li>• Matching grant for training and skill development.</li> <li>• Provision of internships and hands-on training</li> </ul>	<ul style="list-style-type: none"> <li>• Improved entrepreneurial, managerial and labour skills</li> </ul>	PC, MoE, MoI, Chambers

Strategic Goal	Key Targets	Actions taken/Under way	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
3. Improving Business Support Services	<ul style="list-style-type: none"> <li>• Creation of information and data base for providing market information</li> <li>• Improvement of standard and quality control</li> <li>• Attracting higher levels of FDI and remittances</li> <li>• Effective export promotion</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening industrial statistics wing of BBS</li> <li>• Making registration of private investment mandatory</li> <li>• BSTI to be strengthened to meet the international standards</li> <li>• Government to supplement measures towards decent work environment</li> <li>• Exploring the possibility of bringing BOI and BIEPZA under one umbrella</li> <li>• Measures for improved business support services and to ensure lower cost of doing business</li> <li>• Presently, the Management Board of the EPB is embodied by the representatives of the private sector</li> <li>• The regulatory and service functions of EPB to be separated</li> <li>• Technical capacity of EPB to be enhanced</li> <li>• Representation of the private sector in the EPB</li> </ul>	<ul style="list-style-type: none"> <li>• Investment monitoring and investment counselling</li> <li>• Creation of decent work environment</li> <li>• Strengthening monitoring of quality control</li> <li>• BOI will establish one-point service centres in important divisional headquarters to help complete all formalities and to ease the private investment</li> <li>• Strengthening role of EPB</li> </ul>	<ul style="list-style-type: none"> <li>• Investment monitoring and investment counselling</li> <li>• Creation of decent work environment</li> <li>• Strengthening monitoring of quality control</li> <li>• BOI will establish one-point service centres in important divisional headquarters to help complete all formalities and to ease the private investment</li> <li>• Strengthening role of EPB</li> </ul>	<ul style="list-style-type: none"> <li>MoI, MoC, MoLE, EPB, MoLE BEPZA</li> </ul>
4. SMEs and Women Entrepreneurship Development	<ul style="list-style-type: none"> <li>• Broad-based development of SME</li> </ul>	<ul style="list-style-type: none"> <li>• A Task Force headed by the Principal Secretary is working on the issues like single definition of the SME and its higher growth; and Ministry of Industry has established a SME Cell</li> <li>• Steps have taken by the BSCIC to create a permanent wing for the development of women's entrepreneurship</li> <li>• A project entitled Servtci Trust – Extension Programme is under implementation since July 99 for the self-employment of the rural destitute women through cottage industries.</li> </ul>	<ul style="list-style-type: none"> <li>• A single definition of SME based on employment size to be adopted by all government agencies</li> <li>• BOI's one-stop service will be strengthened to cover SMEs</li> <li>• The base of the conduit lending institutions for credit will be expanded</li> <li>• Steps to ensure higher growth of SMEs</li> <li>• Appropriate women's entrepreneurship development projects to be undertaken</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution of various policy induced and structural constraints and governance problems holding back growth prospects of SMEs</li> </ul>	<ul style="list-style-type: none"> <li>MoI, MoF, MoYS, MoWCA, MoI&amp;J, BSCIC, BoI</li> </ul>

Strategic Goal	Key Targets	Actions taken/Under way	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
• Development of Women entrepreneurship	<ul style="list-style-type: none"> <li>• Initiative for development of women's entrepreneurship to be designed in an integrated way</li> <li>• Preferential access to support services</li> </ul>	<ul style="list-style-type: none"> <li>• Relaxing constraints on women's entrepreneurship</li> </ul>	<ul style="list-style-type: none"> <li>• Relaxing constraints on women's entrepreneurship</li> </ul>	<ul style="list-style-type: none"> <li>• Relaxing constraints on women's entrepreneurship</li> </ul>	<ul style="list-style-type: none"> <li>• Relaxing constraints on women's entrepreneurship</li> </ul>
<b>Private Sector and Gender Issues</b>	<ul style="list-style-type: none"> <li>• Increase women's participation from current 25 percent in private sector to 50 percent</li> <li>• Increase number of women entrepreneurs</li> </ul>	<ul style="list-style-type: none"> <li>• Women's income earning ability providing training, credits for small and medium-scale business</li> <li>• Business incubation, business centre by women's trade bodies</li> <li>• Set up stalls and facilities for women traders in trade fair</li> <li>• Small and medium entrepreneurship in non-traditional businesses</li> </ul>	<ul style="list-style-type: none"> <li>• Review Industrial and SME policies from gender perspective</li> <li>• Encourage new industries to hire women workers</li> <li>• Provide fiscal incentives for small and medium-scale enterprises</li> <li>• Provide language &amp; skill training to make women garment workers fit for working in the foreign job markets and also local export market</li> <li>• Development of Women's Entrepreneurship (2nd phase)</li> <li>• Promotion of Women Entrepreneurs for Economic Empowerment</li> <li>• Make women entrepreneurship development and support for women entrepreneurs a part of all extension Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Create portal for women entrepreneurs</li> <li>• Create institutional mechanism for rural women to market their products</li> <li>• Ensure women to obtain industrial plots</li> <li>• Ensure effective communication mechanism for women entrepreneurs with local markets and growth centres and also international markets</li> <li>• Provide tariff incentives to import of inputs in case of cottage and handicraft activities</li> <li>• Encourage women entrepreneurs in small &amp; medium-scale production and business activities</li> <li>• Include women's representation in trade delegations and negotiations</li> <li>• Give preferential treatment to women entrepreneurs in trade fairs at home and abroad</li> <li>• Develop linkages between women's associations and institutional credit</li> </ul>	<ul style="list-style-type: none"> <li>• MoLE, MoF, PMO, MoI, MoWCA, MoC, MoLGRDC, BSIC, EPB, BOI, BSCIC</li> </ul>

**Policy Matrix 4: Agricultural Growth towards Poverty Reduction**

Strategic Goal (1)	Key targets/Activities (2)	Actions Taken (3)	PRSP Policy Agenda (FY05-07) (4)	Future Priorities (5)	Responsibilities/ Stakeholders (6)
1. Increasing productivity and profitability in crop sector	<ul style="list-style-type: none"> <li>• Narrow yield gaps</li> <li>• Increase rice production to 29 million tons by 2006</li> <li>• Increase production of other field crops including horticultural and plantation crops</li> </ul>	<ul style="list-style-type: none"> <li>• Formulated National Agriculture Policy and Plan of Action</li> <li>• Formulated Integrated Agricultural Development Programme</li> <li>• 41 HYV and 1 hybrid rice seed developed and adopted</li> <li>• Actionable policy brief under Agricultural Sector Review (Crops) completed</li> </ul>	<ul style="list-style-type: none"> <li>• Development programmes to be undertaken in accordance with the Plan of Action</li> <li>• ADP allocation for agriculture sector to be raised significantly</li> <li>• Agricultural marketing services to be strengthened</li> <li>• Agricultural sector review to be completed</li> </ul>	<ul style="list-style-type: none"> <li>• Intensify crop cultivation, especially rice through quality seeds, balanced fertiliser and integrated pest management</li> <li>• Develop improved varieties of non-rice crops</li> <li>• Expand irrigation and farm mechanization efficiently</li> <li>• Develop cropping system as per agro-ecological zones</li> <li>• Strengthen output price support and rationalise rice import policy to increase farmers' incentives</li> </ul>	MoFDM, DAE, BADC, DAM, NARS institutions and private sector
2. Ensuring food security through increasing production of food crops	<ul style="list-style-type: none"> <li>• Increase production of rice, wheat, maize, potatoes, pulses, oil-seeds, fruits and vegetables</li> <li>• Improve nutrition intake of the poor through promotion of crop diversification</li> </ul>	<ul style="list-style-type: none"> <li>• National food and nutrition policy, 1997 and the national plan of action for nutrition are formulated</li> <li>• Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS) has been completed</li> </ul>	<ul style="list-style-type: none"> <li>• National plan of action for nutrition to be implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure continuous and low-cost food supply through productivity gains</li> <li>• Increase purchasing power of the poor through employment generation in agriculture</li> </ul>	MoFDM, DAE, BADC, DAM, NARS institutions and private sector
3. Encouraging production of cash crops	<ul style="list-style-type: none"> <li>• Increase production of jute, cotton, sugar cane, tea and plantation crops</li> </ul>	<ul style="list-style-type: none"> <li>• Development programmes are ongoing for growing these crops</li> </ul>	<ul style="list-style-type: none"> <li>• R&amp;D of these crops will continue</li> </ul>	<ul style="list-style-type: none"> <li>• Improve varietals development, biotechnological innovations, processing and marketing facilities</li> </ul>	DAE, BJRI, BSRI, BADC, BCIC and BARC
4. Accelerating production of high value crops for domestic and export market	<ul style="list-style-type: none"> <li>• Increase production of vegetables, fruits and flowers. Increase production of medicinal, ornamental and aromatic plants</li> </ul>	<ul style="list-style-type: none"> <li>• Hortex Foundation has been established for the purpose.</li> <li>• Cash incentives given on export of vegetables and fruits</li> <li>• Contract growing of vegetables and fruits is encouraged</li> </ul>	<ul style="list-style-type: none"> <li>• Hortex Foundation and DAM will be strengthened.</li> <li>• Support to private sector will continue</li> </ul>	<ul style="list-style-type: none"> <li>• Explore new export markets.</li> <li>• Create enabling policy environment</li> <li>• Improve transport, processing and air cargo facilities</li> </ul>	Hortex Foundation, BARI, NGOs and private sector
5. Improvement of land	<ul style="list-style-type: none"> <li>• Protect crop land from non-agricultural uses</li> </ul>	<ul style="list-style-type: none"> <li>• Soil-testing facilities subsidised at upazila level</li> <li>• Balanced fertiliser use and</li> </ul>	<ul style="list-style-type: none"> <li>• Efforts to improve soil quality and land administration will continue</li> </ul>	<ul style="list-style-type: none"> <li>• Protect land resources from further degradation</li> <li>• Update and implement land</li> </ul>	MoI, DAE and BINA

Strategic Goal	Key targets/Activities	Actions Taken	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities / Stakeholders
(1)	(2)	(3)	(4)	(5)	(6)
resource base	<ul style="list-style-type: none"> <li>• Improve soil fertility through increasing organic content from 1 percent to 5 percent</li> <li>• Modernise land records</li> </ul>	<ul style="list-style-type: none"> <li>organic farming encouraged <ul style="list-style-type: none"> <li>• Bio-fertiliser use encouraged</li> <li>• Modernization of land records initiated</li> </ul> </li> </ul>		<ul style="list-style-type: none"> <li>use policy</li> <li>• Popularise inter-cropping and mixed cropping</li> </ul>	
6. Strengthening agricultural research	<ul style="list-style-type: none"> <li>• Develop improved crop technologies for quick dissemination</li> <li>• Alternative sources of research funds on competitive basis are explored</li> <li>• Background reports on utilization of bio-technologies have been prepared</li> <li>• Initiate biotechnology research for crops</li> </ul>	<ul style="list-style-type: none"> <li>Allocation of research funds is gradually increased</li> <li>• Alternative sources of research funds on competitive basis are explored</li> <li>• Background reports on utilization of bio-technologies have been prepared</li> </ul>	<ul style="list-style-type: none"> <li>• Emphasis will be given on improvement of scientists' quality and incentive structure</li> <li>• Adequate funds will be allocated for R&amp;D</li> <li>• Bio-technology policy to be fully adopted for implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen capacity of the existing NARS institutions</li> <li>• Promote bio-technology research</li> <li>• Prioritise research agenda keeping in view productivity increase and poverty reduction</li> <li>• Encourage public -private- NGO sector collaboration in agricultural research</li> </ul>	MoA, NARS institutions, NGOs and private sector
7. Strengthening agriculture extension service	<ul style="list-style-type: none"> <li>• Give pro-poor focus on extension service</li> <li>• Cover all categories of farmers, landless households and women in the extension service</li> <li>• Raise income of the rural households</li> </ul>		<ul style="list-style-type: none"> <li>• New Agriculture Extension Policy, Plan of Action for NAP, and the strategic plan are formulated and implemented</li> <li>• Information about new agricultural technologies is disseminated through the media</li> </ul>	<ul style="list-style-type: none"> <li>• The existing extension programmes will continue</li> <li>• The policies and action plans will be updated with changing conditions</li> </ul>	DAE, BARC, NGO, private sector, agro-processors and marketing agents
8. Expansion of irrigation with emphasis on efficient management of water resources	<ul style="list-style-type: none"> <li>• Increase irrigation coverage, especially to less developed areas</li> <li>• Increase use of surface water for irrigation</li> <li>• Improve on-farm water management.</li> <li>• Increase profit margins from rice irrigation</li> </ul>		<ul style="list-style-type: none"> <li>• Policies towards deregulation and market liberalization already encouraged private sector participation in minor irrigation</li> <li>• Public sector irrigation systems are being rationalised for improvement of performance and cost recovery</li> </ul>	<ul style="list-style-type: none"> <li>• Pro-market policies for irrigation development will continue</li> <li>• Efficiency of water use and on-farm water management will be further improved</li> </ul>	MoWRI, DAE, BADC, BWDB and private sector
9. Promoting quality seed development	<ul style="list-style-type: none"> <li>• Increase availability of quality seeds for rice and non-rice</li> </ul>	<ul style="list-style-type: none"> <li>• Seed policy and seed rules exist</li> </ul>	<ul style="list-style-type: none"> <li>• Existing seed policy and seed rules are to be fully implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Promote increased use of bio-technologies in seed development</li> </ul>	BARI, BIRRI, BADC, BARC, universities, NGOs

Strategic Goal	Key targets/Activities	Actions Taken	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities / Stakeholders
(1)	(2)	(3)	(4)	(5)	(6)
9. Crops	<ul style="list-style-type: none"> <li>Expedite private sector participation in seed development</li> </ul>	<ul style="list-style-type: none"> <li>BARI and BRRI have been providing the breeder seeds for multiplying into foundation seeds</li> <li>Private sector is supported for seed development and seed trade</li> <li>Farmers' level quality seed production programme has been undertaken</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate private sector in seed business</li> <li>Develop appropriate regulatory framework for ensuring quality seed development</li> </ul>		and private sector
10. Improvement of Agricultural marketing services	<ul style="list-style-type: none"> <li>Reduce producer-consumer price spread</li> <li>Reduce marketing costs of various crops</li> </ul>	<ul style="list-style-type: none"> <li>DAM provides location-specific information about crop prices</li> <li>Local markets are being developed gradually</li> </ul>	<ul style="list-style-type: none"> <li>Capacity of DAM is to be further strengthened</li> <li>Existing markets are to be developed and new market places are to be established</li> </ul>	<ul style="list-style-type: none"> <li>Develop transport system and market places</li> <li>Develop modern marketing information system</li> <li>Promote supply chain for high value crops.</li> </ul>	MoTC, MoS, IGED, DAM
11. Promoting agro-processing and agri-business development	<ul style="list-style-type: none"> <li>Increase opportunities for value addition to crops</li> <li>Strengthen linkages among farmers, traders, processors and business service providers</li> </ul>	<ul style="list-style-type: none"> <li>Increased budget allocation and incentive package are declared for agro-entrepreneurs</li> <li>An agri-business development project has been designed</li> </ul>	<ul style="list-style-type: none"> <li>Support to agro-entrepreneurs will continue</li> <li>Agri-business development project is to go into operation</li> </ul>	<ul style="list-style-type: none"> <li>Provide enabling policy and business environment</li> <li>Establish value chain linkages among commercial stakeholders</li> </ul>	MoA, MoC, DAM, private sector
12. Promoting investment in agriculture	<ul style="list-style-type: none"> <li>Make provision for appropriate financial support to farmers to ensure level playing fields for them</li> </ul>	<ul style="list-style-type: none"> <li>Limited subsidy is given on inputs</li> </ul>	<ul style="list-style-type: none"> <li>The level of subsidy is to be rationalised for increasing efficiency and competitiveness</li> </ul>	<ul style="list-style-type: none"> <li>Increase competitiveness through appropriate level and type of financial support</li> <li>Financial support is to be complemented by broader support in terms of infrastructure, service delivery and investment climate</li> </ul>	MoA, MoF
13. Mainstreaming women in agriculture sector (See Women Matrix in Agriculture Section)	<ul style="list-style-type: none"> <li>Increase and improve women's participation in crop agriculture</li> </ul>	<ul style="list-style-type: none"> <li>National Agriculture Policy has emphasised participation of women in agriculture</li> <li>Women are targeted in extension and training programmes</li> </ul>	<ul style="list-style-type: none"> <li>Further enabling environment for women in agriculture will be done</li> </ul>	<ul style="list-style-type: none"> <li>Mainstream women in agriculture</li> <li>Remove discrimination in wages for women worker</li> <li>Provide access of the women headed households to khas land</li> </ul>	MoA, MoWCA, MoI, BRDB
14. Increasing productivity in	<ul style="list-style-type: none"> <li>production of</li> </ul>	<ul style="list-style-type: none"> <li>Livestock policy exists</li> <li>Livestock sector review is</li> </ul>	<ul style="list-style-type: none"> <li>A new livestock policy is under preparation</li> <li>Strengthen livestock R&amp;D for</li> </ul>		MoFL, MoC, DLS, BLRI, BAU,

Strategic Goal	Key targets/Activities	Actions Taken	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities / Stakeholders
(1)	(2)	(3)	(4)	(5)	(6)
livestock sector	<ul style="list-style-type: none"> <li>livestock products, i.e. meat, milk and egg</li> <li>Increase income of the livestock and poultry farmers</li> </ul>	<ul style="list-style-type: none"> <li>done</li> <li>• Tax and duty concessions allowed</li> <li>• Trained graduates are produced from universities and veterinary colleges</li> </ul>	<ul style="list-style-type: none"> <li>• Community-based livestock service is to be encouraged</li> <li>• Budgetary allocation for livestock sector is to be increased</li> </ul>	<ul style="list-style-type: none"> <li>development of quality breeds</li> <li>• Strengthen veterinary education and services</li> <li>• Promote export of meat</li> </ul>	veterinary colleges, private sector , NGOs
15. Promoting poultry sector development	<ul style="list-style-type: none"> <li>Raise poultry production.</li> <li>Raise income of the poor</li> </ul>	<ul style="list-style-type: none"> <li>Poultry sector entrepreneurs are encouraged through favourable fiscal measures</li> </ul>	<ul style="list-style-type: none"> <li>• Fiscal and technical support to private sector and NGOs will continue</li> </ul>	<ul style="list-style-type: none"> <li>• Improve training</li> <li>• Promote export of poultry meat</li> </ul>	MoFL, MoC, MoYS DLs, BLRI, BAU, veterinary colleges, private sector, NGOs
16. Promoting milk and meat production	<ul style="list-style-type: none"> <li>Increase milk production and</li> <li>Develop milk and meat processing facilities</li> </ul>	<ul style="list-style-type: none"> <li>Animal Husbandry graduates are produced in limited numbers</li> <li>• DLs provides training and extension services</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate private sector and NGOs participation in dairy and meat development</li> </ul>	<ul style="list-style-type: none"> <li>Increased outflow of graduates in animal husbandry and dairy</li> <li>• Improve breeds of dairy cows</li> <li>• Promote supply chain based production, processing and marketing of milk and meat</li> </ul>	MoFL, MoC, MoYS DLs, BLRI, BAU, veterinary colleges, private sector, NGOs
17. Strengthening livestock research and extension	<ul style="list-style-type: none"> <li>Boost up production of livestock products</li> <li>Develop new breeds</li> <li>Develop improved animal husbandry practices and veterinary services</li> </ul>	<ul style="list-style-type: none"> <li>Research outfits exist in BLRI and BAU</li> <li>• DLs provide services at limited scale</li> </ul>	<ul style="list-style-type: none"> <li>Further financial support is to be provided for strengthening of livestock research and extension</li> </ul>	<ul style="list-style-type: none"> <li>Give significantly more emphasis on livestock, especially poultry and dairy as dynamic sectors.</li> <li>• Target development of livestock and poultry as pro-poor growth strategy</li> </ul>	MoFL, MoC, DLs, BLRI, BAU, veterinary colleges, private sector, NGOs
18. Increasing productivity in inland aquaculture	<ul style="list-style-type: none"> <li>Increase fish yield from pond polyculture</li> <li>Cover 90percent of ponds for fish culture</li> </ul>	<ul style="list-style-type: none"> <li>National fishery policy is formulated</li> <li>• The strategic plan for implementation of the policy is under finalization</li> </ul>	<ul style="list-style-type: none"> <li>Complete strategic plan preparation</li> <li>• Consolidate MAEP experience</li> <li>• Further strengthen fishery research and extension</li> </ul>	<ul style="list-style-type: none"> <li>Amend the national fishery policy and create an enabling policy framework</li> <li>• Redefine and strengthen DoF capacity</li> <li>• Evolve culture techniques and species for very small ponds</li> <li>• Promote a dynamic aquaculture involving NGO and private sector actors</li> <li>• Ministry of Youth and Sports, on recommendation of the Department of Youth Development, may convert the short-term leasing of water</li> </ul>	MoL, MoWR, BFRI, DoF, CBOs, fishers households, women lease holders

Strategic Goal (1)	Key targets/Activities (2)	Actions Taken (3)	PRSP Policy Agenda (FY05-07) (4)	Future Priorities (5)	Responsibilities / Stakeholders (6)
19. Increasing productivity in inland capture fishery	<ul style="list-style-type: none"> <li>• Increase fish output from semi-closed and closed water bodies</li> <li>• Reclaim and improve fish habitats and sanctuaries</li> </ul>	<ul style="list-style-type: none"> <li>• National fishery policy is formulated</li> <li>• The strategic plan for implementation of the policy is under finalization</li> </ul>	<ul style="list-style-type: none"> <li>• Consolidate experience and formulate regulatory framework</li> <li>• Continue hand over of water bodies</li> <li>• Promote MACH type interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Enact laws and institute regulatory framework with clearly assigned responsibility. - Reform mandate of BFRI for new type of research</li> <li>• Involve genuine fishers and other stakeholders through community-based approach</li> </ul>	MoFL, MoI, MoYS MoWR, MoLJPA, MoEF, BFRI, DoF
20. Raising income of the poor fishers	<ul style="list-style-type: none"> <li>• Increase income from cage, pen, seed and fry production</li> </ul>	<ul style="list-style-type: none"> <li>• Training programmes on cage and pen culture, seed and fry production are ongoing</li> </ul>	<ul style="list-style-type: none"> <li>• Continue developing low cost and improved fish processing, packaging and transportation systems</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and disseminate low cost improved packaging and transportation systems</li> <li>• Reduce spoilage through improvement of marketing</li> </ul>	BFRI, DoF, fish traders, CBOs, NGOs
21. Promoting rice cum fish culture	<ul style="list-style-type: none"> <li>• Introduce fish production in rice land concurrently and alternately</li> </ul>	<ul style="list-style-type: none"> <li>• This strategy is emphasised in the existing fishery research and extension policy</li> </ul>	<ul style="list-style-type: none"> <li>• This strategy is to be popularised</li> <li>• Rice cum fish culture is to be emphasised in fishery curricula and mainstream training programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Increase fish production without permanently converting rice land to fish ponds</li> <li>• Encourage and train resource poor farmers to practice fish culture in rice plots</li> </ul>	DAE, DoF, NGOs, private sector
22. Strengthening fisheries research and extension	<ul style="list-style-type: none"> <li>• Accelerate fish production</li> </ul>	<ul style="list-style-type: none"> <li>• Research outfits exist in BFRI, BAU and other universities</li> </ul>	<ul style="list-style-type: none"> <li>• Further financial support is to be provided for fisheries research</li> </ul>	<ul style="list-style-type: none"> <li>• Target promotion of rural aquaculture as pro-poor growth strategy</li> </ul>	MoFL, MoWR, BFRI Universities, NGOs, Private Sector
<b>Farm Agriculture and Gender Issues</b>					
1. Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>• Increase women's participation in non-traditional farm activities</li> </ul>	<ul style="list-style-type: none"> <li>• Agri. extension services for women and increased participation in training on crop agriculture</li> </ul>	<ul style="list-style-type: none"> <li>• Improve women's participation in all kinds of activities in the agriculture sector; Formulate agriculture policies towards women's specific objectives, strategies along with budgetary allocation in key programmes;</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure proper use and implementation of policies for women access to char and khas land</li> <li>• Introduce appropriate women friendly technology for agro-processing and post harvest activities</li> <li>• Increase the amount of allowances for widow and old aged people</li> </ul>	MoA, MoI, MoI, MoHFW, MoI, MoWCA, MoF, MoEMR
2. Ensure social protection against vulnerability and risks ( food security)		<ul style="list-style-type: none"> <li>• Marketing facilities of agri. product produced by women</li> <li>• VGD, FSVGD, RMP, and NNP programmes are being underway</li> <li>• Women benefiting from technological improvements in agricultural activities</li> </ul>	<ul style="list-style-type: none"> <li>• The name of female members especially widows, separated and deserted women</li> <li>• Implement the law of transferring Khas land to wives if they become</li> </ul>		

Strategic Goal (1)	Key targets/Activities (2)	Actions Taken (3)	PRSP Policy Agenda (FY05-07) (4)	Future Priorities (5)	Responsibilities / Stakeholders (6)
			<ul style="list-style-type: none"> <li>widows, separated or are deserted</li> <li>• Ensure agriculture credit for women</li> <li>• Ensure access to food for women who are unable to feed themselves</li> <li>• Ensure credit for intermediate means of transport to increase mobility of VGD and RMP</li> <li>• Eliminate food leakages during distribution</li> <li>• Ensure VGD graduates to be involved with the NGOs' income-generation programmes</li> <li>• Increase coverage of VGD, WTC, widow and old-age allowances programme</li> </ul>		

Policy Matrix 5: Rural Non-farm Activities

Strategic Goal	Key targets	Actions taken/ Underway		PRSP Policy Agenda (FY05-07)		Future priorities	Responsibilities
		(2)	(3)	(4)	(5)		
Targeting RNFE development as a Poverty Reduction Strategy	<ul style="list-style-type: none"> <li>Mainstream Rural Non Farm (RNF) Sector</li> <li>Strengthen key Drivers of RNFE growth</li> <li>Make market Function Better</li> </ul>	<ul style="list-style-type: none"> <li>An Employment Bank is established to create youth employment and help entrepreneurship development</li> <li>• Equity and Entrepreneurship Fund (EEF) of Tk 1.5 billion by the Bangladesh Bank has been created</li> <li>• The national annual budgets created provision for special fund to support food-processing industries</li> <li>• Government commitment to create separate fund for SME development</li> <li>• Rural infrastructure and rural electrification identified as the key drivers</li> <li>• Promotion of non-farm activities through vocational training for self employment and income generation</li> <li>• Establishment of Growth Centre for improvement of rural trade with special focus on women</li> </ul>	<ul style="list-style-type: none"> <li>Sustain accelerated growth in agriculture and strengthen intra-sectoral linkages</li> <li>• Improvement of rural financing</li> <li>• Continue emphasis on physical infrastructure and rural electrification</li> <li>• Rationalise tax and tariff structure to facilitate Rural Non Farm Sector (RNFS)</li> <li>• Undertake measures to improve rural investment climate</li> <li>• Improve delivery of services</li> <li>• Creation of extensive database on RNFE sector</li> <li>• Undertake Extensive and in-depth survey</li> <li>• NCB reform for accelerating refocusing of rural banks on RNF development</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening Rural-Urban linkages for fostering RNFA</li> <li>• Prioritising two public sector programme rural infrastructure and rural electrification</li> <li>• Streamlining rural financial intermediaries</li> <li>• Development of local govt. institutions</li> <li>• Development of local trade bodies</li> <li>• Promoting business development service and product diversification for RNF sector</li> <li>• Exploring domestic and international market for RNF product</li> </ul>		<ul style="list-style-type: none"> <li>MoLGRDC, MoYS, BRDB, BSCIC, PKSF, LGED, NGOs EPB, Private Sector</li> </ul>	
Non-Farm Agriculture and Gender issues	<ul style="list-style-type: none"> <li>Ensure women's full participation in economic activities</li> </ul>	<ul style="list-style-type: none"> <li>• Increase Women's participation</li> </ul>	<ul style="list-style-type: none"> <li>• Increase participation of women in training on non-crop agriculture</li> <li>• Extension services, micro credit and market facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Provide marketing facilities, training for women producers in non-farm agricultural activities</li> <li>• Create loan facilities through agriculture banks for large-scale production by women producers</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate access to new and modern technological equipment and knowledge for handicraft production for women</li> <li>• Review the existing lending policy of commercial banks and MFIs from gender dimension</li> </ul>	<ul style="list-style-type: none"> <li>MoA, MoFL, MoWCA, MoL, MoT&amp;J</li> </ul>	

Policy Matrix 6: Safety Net for Poverty Reduction

Strategic Goal (1)	Key Targets (2)	Actions taken/ Underway (3)	PRSP Policy Agenda (FY05-FY07) (4)	Future Priorities (5)	Responsibilities (6)
1. Creating an enabling policy framework for social protection	<ul style="list-style-type: none"> <li>• Prepare and adopt a coherent national social protection policy</li> </ul>	<ul style="list-style-type: none"> <li>• Certain laws and rules exist on social insurance</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate the process of examination of social protection policies in various countries and their financial implication and modes of financing</li> <li>• Strengthen MoSW to efficiently and transparently administer its social safety net programmes and other interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare and adopt a coherent and cost-effective national social protection policy</li> <li>• Enact relevant laws and prepare relevant rules of business</li> </ul>	MoSW, MoLJPA, MoF, MoFDM
2. Extending coverage of safety net Programmes	<ul style="list-style-type: none"> <li>• Bring more people under the Programmes</li> <li>• Raise level of assistance;</li> <li>• Attach conditions to present non-conditional transfers as far as practicable</li> <li>• Optimise utilisation of resources</li> </ul>	<ul style="list-style-type: none"> <li>• Old age insurance extended to more people</li> <li>• Level of assistance raised</li> </ul>	<ul style="list-style-type: none"> <li>• Examine cost-effective designing of several programmes for further extension</li> <li>• Examine mode of financing higher level of assistance</li> </ul>	<ul style="list-style-type: none"> <li>• Extend coverage of old age pension and widow pensions to all eligible persons in phases</li> <li>• Establish a clearing and designing institutional framework</li> <li>• Redesign programmes for specially disadvantaged groups such as disabled persons, ethnic groups or geographical locality</li> </ul>	MoSW, MoWA, MoF, MoFDM
3. Effectively implementing existing social insurance provisions in labour and employment laws			<ul style="list-style-type: none"> <li>• Put regulatory framework in place</li> <li>• Amend laws as necessary</li> </ul>	<ul style="list-style-type: none"> <li>• Form legal review bodies composed of government, employees and employers in all formal sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Labour and other laws amended as necessary</li> <li>• Regulatory framework put in place</li> <li>• Fiscal mechanisms and operational procedures put in place</li> </ul>

Policy Matrix 7: Comprehensive Disaster Management towards Poverty Reduction and Growth

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1. Mainstreaming disaster management and risk reduction into national policies, institutions and development process	<ul style="list-style-type: none"> <li>• Introduce disaster management and risk reduction as a component of all ongoing and future development plans, programmes, policies and project</li> <li>• Inclusion of disaster risk management within the development project validation process through Disaster Impact and Risk Assessment (DIRA) in addition to EIA</li> <li>• Factor vulnerability impacts, and adaptation to climate change into disaster management and risk reduction plans, Programmes, policies and projects</li> <li>• Projecting future activities and growth targets incorporating risk scenario and reduction options</li> </ul>	<ul style="list-style-type: none"> <li>• Comprehensive Disaster Management programme (CDMP) has been launched with the goal of mainstreaming disaster management and risk reduction into national policies, institutions and development processes and to facilitate management of long-term climate risks and uncertainties</li> <li>• Initiate developing DIRA templates</li> <li>• Established the Advocacy Advisory Committee with the Chairmanship of the Hon'ble Minister, MoFDM</li> <li>• Pilot courses for integrating risk reduction with the curriculum of tertiary education systems</li> <li>• Advocacy strategy developed</li> <li>• Introduced 3 awards for best media coverage on disaster risk reduction</li> </ul>	<ul style="list-style-type: none"> <li>• MoFDM being recognized as a key partner in development planning and policy making process (such as NEC, ECNEC, Economic Affairs Council etc.</li> <li>• Development project appraisal process includes application of disaster and climate change and risk management</li> <li>• Incorporate climate change risk reduction and adaptation into national disaster risk reduction activities through CDMP, NAPA and other linkages</li> <li>• Disaster Impact and Risk Assessment (DIRA) incorporated into Development Project Proposal (DPP), and Technical Assistance Project Proforma (TPP).</li> <li>• Advocacy and public awareness for social mobilization</li> <li>• Strengthen relevant planning capability</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusion of Disaster Impact and Risk Assessment (DIRA) incorporated into Development Project Proposal (DPP), and Technical Assistance Project Proforma (TPP).</li> <li>• Regular orientation of officers of development wings (including planning cells) of all ministries on DIRA</li> <li>• Strengthen disaster management capability of all Ministries/Divisions involved in Disaster Management</li> </ul>	MoP, MoF MoFDM
2. Strengthening disaster management and risk reduction capacity	<ul style="list-style-type: none"> <li>• Build capacity and strengthen national institutions for disaster management with emphasis on preparation of action plans across all stakeholder guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• Draft Disaster Management Act prepared</li> <li>• Draft National Policy on Disaster Management prepared</li> <li>• Draft Disaster Management Plan prepared</li> <li>• Developed and published MoFDM Corporate Plan 2005-2009 - A Framework for Action</li> <li>• Developed Strategic Plans of DMB, DRR and DGofF for the next 3 years</li> <li>• Developing Annual Plans of DMB, DRR and DGofF</li> </ul>	<ul style="list-style-type: none"> <li>• Enact laws and formulate rules for expansion of mandates of MoFDM</li> <li>• Formal Govt. approval and gazetting of Act, Policy and Plan</li> <li>• Enhance professional skills and knowledge of key personnel on risk reduction, preparedness, warning and forecasting system, climate change risk reduction and post-disaster activities</li> </ul>	<ul style="list-style-type: none"> <li>• Revise Allocation of Business in relation to MoFDM Mandates</li> <li>• Revision of Standing Order on Disaster Management in line with Comprehensive Risk Management Approach</li> <li>• Provide regular and adequate budgetary support commensurate with assigned responsibility</li> </ul>	MoA, MoFL, MoH, LGD; MoEF, MoF, MoFDM, MoWR, DPHE, Bangladesh Meteorological Department, SPARRSO, Red Crescent Society

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
(1)	(2)	<ul style="list-style-type: none"> <li>Formed a Committee and redrafted the Allocation of Business in relation to MoFDM Mandates</li> <li>Formed a Committee for revising the Standing Orders on Disaster Management</li> </ul>	<ul style="list-style-type: none"> <li>Prepare Plan of Action (PoA) for Policy implementation with clear delineation of responsibilities</li> <li>Revise Allocation of Business in relation to MoFDM Mandates</li> <li>Revision of Standing Orders on Disaster Management in line with Comprehensive Risk Management Approach</li> <li>Creation of a Calamity Relief Block Fund</li> </ul>			(6)
3. Ensuring knowledge management (acquiring, strong sharing and applying) on disaster risk reduction	<ul style="list-style-type: none"> <li>Identification and dissemination of indigenous knowledge and best practices</li> <li>Establish a Disaster Management Information Centre (DMIC)</li> <li>Establish strong local, regional and international networks among stakeholders</li> <li>Establish an Institute of Disaster Risk Management &amp; Research (IDRMR)</li> </ul>	<ul style="list-style-type: none"> <li>Flood forecasting and warning and cyclone warning systems in place</li> <li>Agro-meteorological cell established</li> <li>NAPA for climate change adaptation in process</li> <li>Development of drought prediction model initiated</li> <li>Initiate activities to establish the Disaster Management Information Centre (DMIC)</li> <li>Launched the MoFDM Website</li> </ul>	<ul style="list-style-type: none"> <li>Upgrade the capacity in risk assessment information management during normal and emergency periods</li> <li>Strengthen capacities for risk assessment for flood, cyclone, drought, river bank erosion, pest attacks, earthquake, epidemics , including assessment of climate change risk</li> </ul>	<ul style="list-style-type: none"> <li>Establish strong local, regional and international networks among stakeholders</li> <li>Establish an Institute of Disaster Risk Management &amp; Research</li> <li>Strengthen networks for timely development of resources</li> <li>Strengthen operational response capacities</li> <li>Establish an Institute of Disaster Risk Management &amp; Research</li> <li>Establish strong local, regional and international networks among stakeholders</li> <li>Establish a Disaster Management Information Centre (DMIC)</li> <li>Developing an interacting Risk Reduction Website</li> </ul>	<ul style="list-style-type: none"> <li>MoFDM, MoP, MoF, MoSW, MoWCA, MoWR, MoA, MoFL, MoH, LG D, MoEF, DPHE, BMD, SPARRSO, all District and Thana level Offices, Union level local government representatives , NGOs, CBOs, CSOs, Schools and academic organisations, Local government Bodies, NGOs, CBOS</li> </ul>	
4. Enhancing community level capacity, for	<ul style="list-style-type: none"> <li>Strengthening Mechanisms to build capacities for the Community and Institutions</li> </ul>	<ul style="list-style-type: none"> <li>Certain limited facilities exist</li> <li>Made funding available to document and disseminate</li> </ul>	<ul style="list-style-type: none"> <li>Identification and dissemination of Indigenous best practices</li> </ul>	<ul style="list-style-type: none"> <li>Training on information management, particularly based on ICT to be</li> </ul>		<ul style="list-style-type: none"> <li>MoFDM, Local Government</li> </ul>

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
disaster risk reduction (community level preparedness, response, recovery and rehabilitation)	at all levels • Community based Programming for risk reduction	indigenous best practices • Disaster management in school curricula introduced • Roles and responsibilities of Disaster Management Committees (DMCs) defined in Standing Orders on Disasters have been revised • Local Disaster Action Plans prepared in certain areas • Electronic media provides information only on impending disasters • Developed strategies to work with the media • Introduced media awards for best coverage on disaster risk reduction • Flood forecasting and warning centre regularly updates information in web site • Made funding available to explore and promote different livelihood adaptation options	• Undertake programmes to the capability of people to cope with natural disasters • Revising School curricula on Disaster management in line with disaster risk reduction approach • Roles and responsibilities of Disaster Management Committees (DMCs) needs revision in line with disaster risk reduction approach • Enhance capacity through learning and applying community based risk mapping and assessment • Flood forecasting and warning centre should provide more disaggregated information • Promote livelihood strategies and option for poor that incorporates disaster management and risk reduction practices • Emergency support should serve the needs of the vulnerable groups	continued curricula changes put in effect • Establish an Institute of Disaster Risk Management & Research (IDRMR) • Risk reduction Programming at community level under Disaster Management Committees (DMCs)	Bodies NGOs, CBOs, CSOs Disaster Management Committees

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities		
			(1)	(2)	(3)	(4)	(5)	(6)
5. Ensuring social protection of women, children, elderly, people with disability and other vulnerable groups against vulnerability and risk					• Emergency support should serve the needs of the vulnerable groups • Promote and facilitate the incorporation of longer term disaster risk reduction due to climate change into disaster management			MoFDM, Local Government Bodies NGOs, CBOs, CSOs Disaster Management Committees
6. strengthening governance in the sector		• Reviewed Roles and Responsibilities of all Disaster Management Committees • Conducted 'Training Need Assessment			• Build capacities of the Disaster Management Committees at all levels • Strengthen local, regional and national coordination mechanism • Establish an internet based network of communication and information sharing • Establish electronic based management and information system • Reduce/eliminate leakage			MoFDM, Local Government Bodies, NGOs, CBOs, CSOs Disaster Management Committees
<b>Emergency &amp; disaster management and Gender Issues</b>					• Cyclone shelters constructed. Flood shelters to be designed and also to be built • Increase post-disaster rehabilitation especially targeted to women	• Designate emergency officers, preferably women, for easy communication with women and children • Provide special support to disaster affected female headed households • Comprehensive social protection programme including nutrition, health and sanitation, and housing needs to be taken up		MoFDM, MoWCA, MoI

Policy Matrix 8: Food Security

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
1. Creating an enabling framework for food security	<ul style="list-style-type: none"> <li>• Implement National Food and Nutrition Policy, 1997 and associated Plan of Action</li> <li>• Implement recommendations of the report of the Task force on comprehensive Food Policy of Bangladesh, 2000</li> </ul>	<ul style="list-style-type: none"> <li>• Report of the Task Force on comprehensive Food Policy for Bangladesh 2000</li> <li>• National Food and Nutrition Policy, 1997 and associated Plan of Action are in place</li> <li>• Draft National Food Policy statement formulation is underway</li> </ul>	<ul style="list-style-type: none"> <li>• Revisit specific issues while implementing</li> <li>• Make appropriate budgetary allocation for specific programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Formulate Food Security Action Plan</li> <li>• Establish National Food Safety Council</li> <li>• Policy for food safety and hygiene to be emphasised</li> <li>• Set up unified food safety administration</li> </ul>		MoFDM, MoHFW, BSII
2. Assuring low-cost food supply	<ul style="list-style-type: none"> <li>• Increase farm productivity</li> <li>• Assure input availability</li> <li>• Introduce new agricultural technology</li> <li>• Continue agricultural trade Liberalization</li> <li>• Develop infrastructure</li> <li>• Technology is Emergency Monitoring and Warning System</li> </ul>	<ul style="list-style-type: none"> <li>• Various agricultural policies and programmes in place</li> <li>• Subsidies in input supply put in place</li> <li>• Livestock and Fisheries sector reviews completed</li> <li>• A policy review initiated;</li> <li>• Private sector food trade allowed</li> <li>• Infrastructure development given priority</li> <li>• Food distribution undertaken by Ministry of Food and Disaster-management (MoFDDM) in times of emergency undertaken</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate major sector review of agriculture including marketing and extension</li> <li>• Implement new Agricultural extension Policy</li> <li>• Encourage private sector trade (both domestic and international)</li> <li>• Judicious tariff and avoidance of market restrictions</li> <li>• Government domestic Purchases to avoid price risk of the product</li> </ul>	<ul style="list-style-type: none"> <li>• Crop and food diversification to be pursued more effectively</li> <li>• Appropriate R&amp;D in agriculture</li> <li>• Technology to be developed for minimising post harvest loss in food crops</li> <li>• Comprehensive disaster risk management.</li> <li>• Crop insurance</li> </ul>		MoA, MoFL, MoF, MoFDM, LGD, MoC
3. Smoothing fluctuations in food consumption	<ul style="list-style-type: none"> <li>• Ensure national and local level stocks of critical food items at public and private levels</li> <li>• Undertake targeted food operations, price stabilisation; farm price support; open market sales and other food distribution mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• Public food grain stock maintained at various places</li> <li>• Earlier small programmes on food grain stock by private households</li> <li>• Various targeted programmes for food distribution and safety nets</li> <li>• Import liberalization and private imports, open market sales</li> </ul>	<ul style="list-style-type: none"> <li>• Modernise food stock management for speedy distribution/release in times of need</li> <li>• Encourage private households stocks through Programmes of storage of crops at local levels</li> <li>• Underutilized public storage facility be leased or rented out to private sector users</li> </ul>	<ul style="list-style-type: none"> <li>• Modernisation of food management to continue</li> <li>• Programmes for private stocks of various kinds of food to continue</li> </ul>		MoFDM, MoSW, MoA, MoC, CBOS
4. Increasing purchasing power and entitlement of the poor	<ul style="list-style-type: none"> <li>• Ensure employment generating economic growth in farm and non-farm sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Pro-poor growth firmly on the agenda</li> <li>• Various infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Targeted conditional transfer to those most in need</li> </ul>	<ul style="list-style-type: none"> <li>• Formulation of social safety net policy</li> <li>• Infrastructure development to</li> </ul>		MoA, MoI, MoFDM, MoC, MoLGRDC,

Strategic Goal	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
• Provide support to processing and trade • Adopt appropriate macroeconomic policy	development programmes on stream	• Focus investment in labour-intensive sectors • Coordinate infrastructure development with more emphasis on local level link roads • Ensure easy access to credit	• Continue • Low cost and uninterrupted energy supply • Rural energy development strategy to be drafted and put in place • Review impacts of various macroeconomic policies on the poor for policy adjustments		MoEMR, MoF, Research Organisations
5. Ensuring better food utilisation and more nutritious food to all, particularly the poor	• Increase awareness about nutrition, food safety and food hygiene through mass media • Include food safety, nutrition and hygiene issues in school curricula • Encourage home gardening through women-centred community actions • Increase nutrition for pre-school children	• Mass media campaigns in limited form related to certain micro nutrient deficiency • Limited coverage in school curricula but specialised higher education • Limited home-gardening activities by NGOs • Institutional feeding (community and school) programme on a relatively small scale at the initial stage	• Initiate school syllabus revision to include basic nutrition issues • Initiate extensive Programme for women-centred community-based home-gardening of critical food types • Initiate networking of nutrition research capacity	• Establish a national Institute of Food, Nutrition and Human Health for research and training in nutrition, food safety and hygiene • Build awareness for change in food habit • Programme for diet diversification	MoFIDM, MoHFW, MoE, MoF, NGOs

**Policy Matrix 9: Scaling up Poverty Reduction through Micro Credit**

Strategic Goal	Key Targets	Actions taken/Underway		PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
		(2)	(3)		(5)	
1. Reaching the ultra poor	<ul style="list-style-type: none"> <li>Provide pre-credit maintenance and training support</li> <li>Streamline credit delivery through smaller loans, diversified financial services and non-financial support</li> </ul>	<ul style="list-style-type: none"> <li>Extensive micro credit programmes of various public organisations and NGOs</li> <li>New innovations introduced for reaching the ultra poor through GO-NGO collaboration</li> </ul>		<ul style="list-style-type: none"> <li>Extend and deepened GO-NGO collaboration</li> <li>Review delivery systems of major micro credit providers</li> </ul>	<ul style="list-style-type: none"> <li>New experimentation on reaching the ultra poor</li> </ul>	RDCD, NGOs
2. Supporting mature clients and new entrepreneurs and tomorrow's poor	<ul style="list-style-type: none"> <li>Extend larger sized credit for small entrepreneurs graduating from micro credit-based operations</li> </ul>	<ul style="list-style-type: none"> <li>Government policy recommended for providing collateral free larger sized loans to small entrepreneurs</li> <li>Several NGOs providing larger size loans for entrepreneurs</li> </ul>		<ul style="list-style-type: none"> <li>Initiate implementation of policy recommendation on collateral free loans</li> <li>Strengthen capacity building of the entrepreneurs</li> <li>Support entrepreneurship development, product diversification and market development</li> </ul>	<ul style="list-style-type: none"> <li>Put in place an appropriate regulatory framework and legal cover as necessary</li> <li>Provide financial institutions with risk cover including loanable funds</li> <li>make micro credit available for the "Future Poor"</li> <li>Extend micro credit for the urban poor</li> </ul>	MoF, MoJPA, Financial Institutions, NGOs
3. Using credit as a development tool for the poor	<ul style="list-style-type: none"> <li>Provide non-financial services such as technology, marketing and risk management</li> <li>Establish networking of specialised service agencies (including public bodies, NGOs and private organisations)</li> </ul>		<ul style="list-style-type: none"> <li>Limited activities undertaken by some NGOs</li> </ul>	<ul style="list-style-type: none"> <li>Initiate coalition of all stakeholders</li> <li>BRDB to collaborate with specialised service-providing public bodies</li> <li>Examine other experiences of separate poverty foundation, e.g. CIDA</li> </ul>	<ul style="list-style-type: none"> <li>Support setting up of specialised service organisation</li> <li>Review experiences in providing business advisory services to new entrepreneurs</li> </ul>	BRDB, NGOs, private sector agro-processing and marketing services organisations including super market chains
4. Making micro credit operationally more effective	<ul style="list-style-type: none"> <li>Make rules of credit disbursements and repayment more flexible</li> <li>Avoid overlapping</li> <li>Reduce interest rates</li> <li>Ensure supply of loanable funds</li> <li>Regulate savings mobilization and utilisation in a flexible manner</li> </ul>		<ul style="list-style-type: none"> <li>Some of the NGOs claim sustainability through dependence on own depositors' funds and low operational costs</li> <li>Repayment rules made somewhat more flexible than before</li> </ul>	<ul style="list-style-type: none"> <li>Initiate further deepening of capital for credit operations</li> <li>Examine further reduction of interest rates and provide support to micro credit providers</li> <li>Initiate specialisation in credit delivery</li> </ul>	<ul style="list-style-type: none"> <li>Extend and deepen the various initiatives taken during the rest of the PRSP period</li> <li>Establish a regulatory mechanism through coalition of GO-NGO-community organisations for stricter non-overlapping and savings and deposit management</li> </ul>	MoF, RDCD, BRDB, NGOs, private sector service providers

Policy Matrix 10: Water Resources Development & Management

Strategic Goal	Key targets	Actions Taken/ Underway	PRSP Policy agenda (FY05-FY07)	Future priorities	Responsibilities
1	2	3	4	5	6
1. Expand utilization of Surface Water	<ul style="list-style-type: none"> <li>• Creation of additional irrigation facilities</li> <li>• Supply of safe water for domestic use</li> </ul>	<p><b>Actions taken</b></p> <ul style="list-style-type: none"> <li>• Some major/priority projects under implementation are: <ul style="list-style-type: none"> <li>– Teesta Barrage Project <i>Phase -II</i></li> <li>– Matamuhuri Irrigation, Narayanganj-Narsingdi F.C. &amp; Irrigation Project etc.</li> <li>– Urgent rehabilitation of pumping facilities of G.K Irrigation Project,</li> <li>– South Comilla and North Noakhali comprehensive Drainage &amp; Irrigation Project.</li> <li>– Water Management Improvement Project(WMIP)</li> </ul> </li> <p><b>Actions underway</b></p> <ul style="list-style-type: none"> <li>• Project already prepared and are to be included in future ADP</li> <li>• Kurigram North &amp; South Irrigation Project</li> <li>• North Rajshahi Irrigation Project</li> <li>• Construction of remaining works of PIRDP Phase-I</li> </ul> </ul>	<ul style="list-style-type: none"> <li>• Abstraction from main rivers:</li> <li>• Undertake studies to determine utilization of the flow of the main rivers</li> <li>• Identify suitable locations for dual purpose pump houses (to be used both for irrigation and flood reduction)</li> <li>• Include irrigation components in large flood control projects</li> </ul>	<ul style="list-style-type: none"> <li>• Harness water of all trans-boundary rivers and negotiate with upper riparian countries</li> <li>• Formulate integrated projects for augmentation of the Ganges &amp; Brahmaputra river flow</li> <li>• Implement National Water Management Plan (NWMP)</li> </ul>	MoWR (IRC, BWDB, WARPO) MoA (DAE, BADC), MoFA, MoLGRDC (LGED, DPHE.)
2. Rationalise utilization of ground water	<ul style="list-style-type: none"> <li>– Ensuring:</li> <li>– Supply of safe water for domestic use</li> <li>– Regulation of Industrial &amp; agricultural use</li> <li>– Conjunctive use of water.</li> </ul>	<p><b>Actions taken:</b></p> <ul style="list-style-type: none"> <li>• City corporations &amp; municipalities are extracting only ground water for municipal supply</li> <li>• Industries discharging effluents without treatment – are mostly identified</li> <li>• Rehabilitation &amp; management of DTWs for conjunctive use of water – started</li> <li>• Monitoring of ground water table and monthly ground water table bulletin of BWDB - started</li> </ul> <p><b>Actions underway:</b></p> <ul style="list-style-type: none"> <li>• Conjunctive use of water under Command Area Development (CAD) in existing irrigation project</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor quality &amp; quantity of groundwater regularly</li> <li>• Promote private investment under regulatory framework</li> <li>• Undertake New FCDI Projects</li> <li>• Start construction of Ganges Barrage and Bromoputra Barrage</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of the NWMP</li> </ul>	MoLGEDC (DPHE, LGED), MoEF, MoWR (WBM, WARPO) MoA, IWMU, (Integrated Water Management Unit of DAE), BADC

Strategic Goal	Key targets	Actions Taken/ Underway	PRSP Policy agenda (FY05-FY07)		Future priorities	Responsibilities
			3	4		
1	2					
3. Protect flood, improve drainage and reduce vulnerability	<ul style="list-style-type: none"> <li>• Protection of lives and properties</li> <li>• Rehabilitation of 123 polders for protection of 1.28 million hectares land from tidal flood and salinity intrusion</li> </ul>	<p><b>Actions taken</b></p> <ul style="list-style-type: none"> <li>• After 1988 flood Construction guidance for roads &amp; houses prepared and various component of FAP implemented</li> <li>• Numerous FCD/ FCDI, vulnerable polders rehabilitation, river bank and towns protection projects implemented</li> <li>• Water Management Improvement Project (WMIP) undertaken</li> <li>• South West area Integrated, WM Planning Project undertaken</li> <li>• Compliance of the recommendations of the national workshop on "options for flood risk and damage" held on 7-9 September, 2004</li> </ul> <p><b>Actions underway</b></p> <ul style="list-style-type: none"> <li>• Rehabilitation of the large projects like BRE, MIP, MDIP, BIP, GKIP, DIFPP etc. and polders</li> <li>• Implementation of Priority Investment Programme (PIPs) to be developed under Integrated Coastal Zone Management Plan Project (ICZMPP)</li> <li>• Dhaka Integrated flood protection cum Eastern by Pass Project</li> </ul>	<ul style="list-style-type: none"> <li>• Agency-wise responsibilities fixed</li> <li>• Gradually handover O &amp; M of the existing projects to the beneficiaries</li> <li>• Replicated Mechanism developed under Command Area Development (CAD) Projects</li> </ul>	<ul style="list-style-type: none"> <li>• Govt. buildings &amp; educational institutions need to be designed &amp; constructed as flood shelter</li> <li>• Devise a mechanism to live and let live with flood &amp; derive benefit out of the flood</li> <li>• Peoples participation in infrastructure O &amp; M activities</li> </ul>	<ul style="list-style-type: none"> <li>MoEF (PWD), MoC, MoFDM MoWR (BWDB)</li> </ul>	
4. Enhance access of the poor to water and common properties resources	<ul style="list-style-type: none"> <li>• Creation of Income Generating Activities (IGA) for the poor through water resources</li> <li>• Protection of 0.28 million</li> </ul>	<p><b>Actions taken</b></p> <ul style="list-style-type: none"> <li>• Small Scale Water Resources Development Project (SSWRDP), Coastal Embankments Rehabilitation project (CERP-II)</li> </ul> <p><b>Actions underway</b></p> <ul style="list-style-type: none"> <li>• Kalni-Kushiyara water Management Project</li> </ul>	<ul style="list-style-type: none"> <li>• Promote community participation in multipurpose use of water &amp; other facilities like irrigation canal, fish pass, regulators, irrigation inlets, cross dams, embankment slope, etc</li> </ul>	<ul style="list-style-type: none"> <li>• Co-ordination with other departments for (multipurpose) integrated use of water</li> </ul>	<ul style="list-style-type: none"> <li>LGD (LGED), MoWR (BWDB), MoARPO, MoEF, MoFI, MoA (DAE)</li> </ul>	

Strategic Goal	Key targets	Actions Taken/ Underway		PRSP Policy agenda (FY05-FY07)		Future priorities	Responsibilities
		1	2	3	4		
1	hectares from flash flood						
5. Augment surface water utilization (retention) in rivers, creeks and khals	<ul style="list-style-type: none"> <li>• Re-excavation of rivers, canals, derelict ponds and rainwater harvest</li> </ul>	<b>Actions taken</b> <ul style="list-style-type: none"> <li>• Inclusion of Surface Water augmentation project in Barind area, Kapotakha and Kumar River re-excavation programme in ADP</li> <li>• Construction of rubber dam</li> <li>• Performance Evaluation of Rubber dams projects- started</li> <li>• Feasibility of Ganges Barrage- started</li> </ul> <b>Actions underway</b> <ul style="list-style-type: none"> <li>• Finalisation of feasibility study including detailed engineering design to construct Ganges Barrage-started</li> <li>• Implementation of two major irrigation project annually as per PMIs instruction</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake desiltation and re excavation of small rivers and canals using human labour</li> <li>• Initiate construction of Ganges Barrage, augmentation of flow in the Gorai river</li> <li>• Replicate Tidal River Management (TRM) Programme in the (South West region) coastal zone</li> <li>• Divert surface water through small barrage and large Water Control Structure (WCS)</li> <li>• Take up performance evaluation of the rubber dams projects</li> </ul>	<ul style="list-style-type: none"> <li>• Increased utilization of surface water for irrigation &amp; other purposes</li> <li>• GIS based network data base</li> </ul>	<ul style="list-style-type: none"> <li>• MoWR (BWDB, WARPO), MoA, MoH, DPHE, LGD (LGED)</li> </ul>		
6. Protect wetland/ Sundarban, saline water intrusion and promote accretion of land from the sea	<ul style="list-style-type: none"> <li>• Environmental protection, habitation for the poor people on the raised platforms and in the char areas</li> </ul>	<b>Actions taken</b> <ul style="list-style-type: none"> <li>• Char development and Settlement Project (CDSP), Sundarban Bio-Diversity Project, Haor Development and wetland Development Board</li> </ul> <b>Actions underway</b> <ul style="list-style-type: none"> <li>• Hatia-Nijhum Dip cross dam</li> <li>• Preparation of Master plan for integrated Haors and Wetlands</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake co-ordinated efforts to make the accreted land habitable and suitable for crop production</li> <li>• Implement Integrated Coastal Zone Management Plan (ICZMP)</li> </ul>	<ul style="list-style-type: none"> <li>• Action to be taken to reclaim land from the seashore as well as in the coastal area, through construction of cross dam and other structural measures</li> </ul>	<ul style="list-style-type: none"> <li>• MoWR (BWDB, WARPO), MoI, MoA (DAE.)</li> </ul>		
7. Make Institutional Development of water sector agencies	<ul style="list-style-type: none"> <li>• Development of knowledge and capability for design of future water resources management plans &amp; monitoring</li> </ul>	<b>Actions taken</b> <ul style="list-style-type: none"> <li>• National Water Policy - prepared.</li> <li>• National Water Management Plan (NWMP) - approved</li> <li>• Integrated Coastal Zone Management (ICZM) plan</li> <li>• Strengthening of flood forecasting and warning services</li> <li>• Coastal Zone Policy (CZP)</li> <li>• Establishment of IWM &amp; CEGIS</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen capacity of Disaster Management Bureau (DMB) and other organizations i.e. BWDB, SPARSO, IWM, CEGIS, and WARPO</li> </ul>	<ul style="list-style-type: none"> <li>• Co-ordination amongst National Agencies like MoFDM, LGD, BWDB, at upazila levels</li> </ul>	<ul style="list-style-type: none"> <li>• LGD, DMB, BWDB, MoWR (BWDB, WARPO, IWM, CEGIS), BWDB</li> </ul>		
8. Control Erosion of major	<ul style="list-style-type: none"> <li>• Save property worth</li> </ul>	<b>Actions Taken</b> <ul style="list-style-type: none"> <li>• Jamuna-Meghna Erosion</li> </ul>	<ul style="list-style-type: none"> <li>• Protect vulnerable areas from erosion, specially saving places</li> </ul>	<ul style="list-style-type: none"> <li>• Effective river training work for the protection of</li> </ul>	<ul style="list-style-type: none"> <li>• MoWR (BWDB, WARPO, IWM)</li> </ul>		

Strategic Goal	Key targets	Actions Taken/ Underway	PRSP Policy agenda (FY05-FY07)	Future priorities	Responsibilities
1	2	3	4	5	6
rivers and protect large and small towns	TK.50000/- million • Generate employment for 470million person day annually for construction works	Mitigation • Protection of merger of Bangali and Jamuna river • River bank protection of Meghna-Tentulia river and also at Tazumaddin undertaken <b>Actions underway</b> • Protection of Chandpur, Chilmari, Bhairagirhat, Lohajang, left bank of Padma river • Secondary Town Integrated Flood Protection Project (Phase-II) is under preparation	of economic importance and densely populated areas • Protect wet lands	embankments, infrastructure and population centres linked whatever possible with the reclamation of land in the active river flood plain • Monitoring of erosion vulnerability and threat	

Policy Matrix 11: Infrastructure Development and Reforms

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<b>Agency: Bangladesh Power Development Board (BPDB)</b>	<ul style="list-style-type: none"> <li>• Increase efficiency, accountability and transparency</li> <li>• Ensure quick decision making</li> <li>• Ensure delegation of authority</li> <li>• Maintain government, autonomous and private customers' arrears to the power sector at no more than 3 months receivables</li> <li>• Reduce system loss to 21percent</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced time of receivables from public, autonomous and private customers to no more than 6 months</li> <li>• Asuhugani power station corporatised</li> <li>• Haripur and Baghabari Gas Turbine Power Stations converted into Strategic Business Unit (SBU)</li> <li>• Transferred transmission lines from BPDB to Power Grid Company (PGCB)</li> <li>• Tariff structure changed and being adjusted every 6 months</li> <li>• The West Zone Power Distribution Company Ltd. (WZPDCL) incorporated as a company and taken over distribution business from BPDB and started functioning</li> <li>• Energy Regulatory Commission formed</li> <li>• BPDB converted Holding Company</li> <li>• Power Pricing</li> </ul>	<ul style="list-style-type: none"> <li>• Complete the process of unbundling the power sector operations</li> <li>• Announce time-bound plan for power sector financial restructuring</li> <li>• Reduce system loss to 21percent.</li> <li>• Rationalise tariff</li> <li>• Continue implementation of power sector rationalization measures</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce system loss further</li> <li>• Rationalise tariffs further</li> <li>• Commercialise and corporatise power generation and distribution</li> <li>• Increase return on asset</li> <li>• Announce policy for sale of captive private power to the grid</li> </ul>	MoEMR
2. Enhance power generation	<ul style="list-style-type: none"> <li>• Install capacity: 7000 MW.</li> <li>• Expand peak demand capacity: 5000 MW</li> <li>• Expand distribution line: 47000 km</li> <li>• Increase number of consumers: 19.15 million</li> </ul>	<ul style="list-style-type: none"> <li>• Implementations of a number of projects are going on for achieving the targets</li> </ul>	<ul style="list-style-type: none"> <li>• Build adequate generation, transmission and distribution capacity to ensure reliability and stability of the system in order to develop necessary capacity to</li> </ul>	<ul style="list-style-type: none"> <li>• Update power system Master Plan</li> <li>• Expand indigenous gas based power plants</li> <li>• Implement least cost power generation</li> <li>• Encourage private investment</li> </ul>	MoEMR

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
• Increase per capita generation:17.8 KWH • Ensure access to electricity: 42percent		meet the increasing demand	in generation and operation • Modernise Load Despatch Centre (LDC) for economic load despatching • Commission and introduce energy auditing		
<b>Agency: Rural Electrification Board (REB)</b>					
1. Identify infrastructure development needs 2. Cover the development needs in phases 3. Standardise rapid expansion and lessen maintenance burden	<ul style="list-style-type: none"> <li>• Expand distribution line: 50,000 km</li> <li>• Install 80 sub-stations</li> <li>• Increase number of consumer in new system:1,000,000 and in existing system: 8,00,000</li> <li>• Electricity villages:8,500</li> <li>• Electrification of 8,500 projects (PBSS) established.</li> </ul>	<ul style="list-style-type: none"> <li>• Master Plan for rural electrification prepared</li> <li>• Four phases of the plan completed and the fifth phase is under implementation</li> <li>• Use of renewable energy introduced for the remote areas</li> <li>• 3 more Palli Bidyut Samity (PBSS) established.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish 3 more Palli Bidyut Samitee (PBSS)</li> <li>• Extend electrification programme in 3 districts of Chittagong Hill Tracts</li> <li>• Reduce system loss</li> <li>• Rationalise tariff</li> <li>• Provide 22000 Solar Home System (SHS) to the potential consumers</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce system loss further</li> <li>• Increase recovery and return on asset</li> <li>• Rationalise tariff further</li> <li>• Increase institutional and management capacity</li> <li>• Adopt transparent power-pricing framework</li> </ul>	MoEMR
<b>Agency: Dhaka Electric Supply Authority (DESA)</b>					
1. Develop Capacity	<ul style="list-style-type: none"> <li>• Increase capacity by 825 MVA.</li> <li>• Increase 132 KV transmission line by 75 km.</li> <li>• Increase 33 KV transmission line by 105 km.</li> <li>• Increase 11 KV distribution line by 565 km.</li> <li>• Increase 0.4 KV distribution line by 500 km.</li> <li>• Reduce system loss from 23.57percent to 18percent</li> </ul>	<ul style="list-style-type: none"> <li>• Actions are on to implement the projects for capacity development</li> <li>• Projects for renovation and augmentation of transmission lines, upgrading as well as establishment of new substations and switching stations are under implementation</li> <li>• Construction of 4 out of 5 sub-stations of 132/33 KV capacity have been completed</li> <li>• Work order has been issued for the extension work of 132/33 KV line by 180 km</li> <li>• Work order has been issued for 33/11 KV sub-stations by 600 MVA</li> </ul>	<ul style="list-style-type: none"> <li>• Build 5 sub-stations of 132/33 KV capacity</li> <li>• Increase 750 MVA capacity</li> <li>• Extend 132/33 KV line by 180 km</li> <li>• Enhance 33/11 KV sub-stations by 600 MVA</li> <li>• Reduce system loss</li> <li>• Rationalise tariff</li> <li>• Access to electricity to 90percent of the population</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce system loss further</li> <li>• Increase recovery and return on asset</li> <li>• Rationalise tariffs further</li> <li>• Adopt transparent power-pricing framework</li> <li>• Establish 3 grid sub-stations at Moggazar, Saidabad and Shyampur</li> <li>• Enhance 11 substations of 33/11 KV capacity</li> </ul>	MoEMR
2. Improve quality	<ul style="list-style-type: none"> <li>• Reduce low voltage problems and</li> </ul>	<ul style="list-style-type: none"> <li>• Different projects are</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce power</li> </ul>	<ul style="list-style-type: none"> <li>• Establish 5 grid substations</li> </ul>	MoEMR

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
of service	load shedding	underway to improve the quality of service	interruption and load shedding and increase networking facilities of installed capacity	and corresponding lines	
3. Promote customer facility	• Introduce one stop desk service counter • Replace faulty meter	• Faulty meters are being replaced • Website is in service	• Complete replacement of faulty meters	• Establish on line payment of electricity bills	MoEMR
<b>Agency: Dhaka Electric Supply Company Ltd. (DESCO)</b>					
Restoring fiscal discipline	• Reduce system loss to 18percent • Improve bill collection and C.I. ratio to 98percent and 82percent, respectively	• Reduced system loss to 19.24percent and improved bill collection and C.I. ratio to 87.83percent and 70.43percent, respectively • Contract-out system made functional • <i>Induction of the pre-paid metering system is almost complete</i>	• Update entry of all data relating to activities of consumer accounting and billing • Rationalise tariff • Introduce pre-paid metering system • Upgrade sub-stations and strengthen DESCO's electric distribution network	• Increase recovery and return on asset • Rationalise tariffs further • Increase institutional and management capacity • Adopt transparent power-pricing framework	MoEMR
<b>Agency: Power Grid Company of Bangladesh Ltd. (PGCB)</b>					
1. Build capacity	• Increase 132 KV transmission line by 180 km • Increase 230 KV transmission line by 662 km • Increase capacity by 2700 MVA • Ensure regularity of normal 230 /132 KV voltage system • Bring down transmission loss from 3.98percent to 3percent	• Construction of 132 KV transmission lines are on • Construction of 230 KV transmission line and installation of 132/33KV substation are on • Installation of 5 substations of 230 /132 KV capacity • Installation of 5 capacitor banks are on	• Continue infrastructure development of national power grid as per power system Master Plan • Reduce transmission system loss • Ensure 10percent return on net fixed assets by the end of year 2008	• Reduce power interruption @ 20 per year • Cover unserved load by the year 2010 • Compensate 200 MVR reactive power demand at transmission level by 2010 • Reduce per unit repair and maintenance cost	MoEMR
2. Ensure Total Quality Management (TQM)	• Obtain certification of ISO-9001: 2000 quality management system by the year 2005	• Ensured involvement and participation of employee through practicing • A TQM promotion office established in the head office • Obtaining certification of ISO-9001: 2000 quality management system is in progress	• Obtain certification of ISO-9001: 2000 quality management system		MoEMR

**Agency: Bangladesh Oil Gas and Mineral Corporation (BOGMC)**

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
1. Assess non-renewable indigenous resources	<ul style="list-style-type: none"> <li>Marketing of Liquid Natural Gas (LNG) and Compressed Natural Gas (CNG) expanded</li> <li>Appropriate gas pricing framework initiated</li> </ul>	<ul style="list-style-type: none"> <li>Commercialise gas sector</li> <li>Increase recovery</li> <li>Attract private sector investment</li> <li>Reduce system loss</li> </ul>	<ul style="list-style-type: none"> <li>Expand national grid to cover western, north-western and south-western zones</li> <li>Increase management capacity</li> <li>Institute independent energy regulatory body</li> <li>Ensure value-addition based policies</li> <li>Maximise use of CNG in all motorised vehicles</li> </ul>			MoEMR
2. Ensure conservation measures for economic and efficient use of energy						
<b>Agency: Roads and Highways Department (RHD)</b>						
1. Develop roads infrastructure	<ul style="list-style-type: none"> <li>Construct new road: 2300 km</li> <li>Improve road and rehabilitate: 1350 km</li> <li>Construct bridge: 11,000 meter</li> <li>Reconstruct bridge: 2000 meter</li> <li>Construct flyover: 1500 meter</li> </ul>	<ul style="list-style-type: none"> <li>Draft National Land Transport Policy approved</li> <li>An independent road fund is in progress</li> <li>Improved/ enhanced institutional capabilities for planning, policy and reform are in place</li> <li>Road safety cell created</li> <li>RHD management plan and manuals prepared</li> <li>A private sector investment policy for involvement of the private sector in the road sub-sector development prepared</li> <li>Revised Contracting Procedures introduced</li> <li>E-governance networking and database like, Management Information System (MIS), Road Maintenance Management System (RMMS), Road and Bridge Management System (RBMS), Geographical Information System (GIS), PIMS etc are in place</li> </ul>	<ul style="list-style-type: none"> <li>Resolve governance issues related to procurement</li> <li>Integrate transport policy, planning and appraisal within RHD</li> <li>Update legislation mainly updating Highways Act 1925</li> <li>Prepare and implement a private sector investment policy for involvement of the private sector in the road sub-sector development</li> <li>Modernise and strengthen RHD, including privatization of RHD's plant, equipment and workshop functions</li> <li>Prepare an integrated road sector Master Plan for RHD</li> </ul>	<ul style="list-style-type: none"> <li>Increase expenditures on maintenance</li> <li>Construct coastal highway link</li> <li>Prepare an integrated road master plan with RHD, Dhaka Transport Coordination Board (DTCB) and LGED</li> <li>Increase return on asset</li> <li>Establish a National Highway Authority</li> </ul>	MoC	
2. Develop corridor based road	<ul style="list-style-type: none"> <li>Construct Dhaka-Southeast, Dhaka-Northeast, Dhaka-Southwest, Dhaka-Northwest, Khulna-Northwest corridor</li> </ul>		<ul style="list-style-type: none"> <li>Implementation progress of corridor work varies between 20 percent to 40 percent</li> <li>Creation of legal and</li> </ul>	<ul style="list-style-type: none"> <li>Create legal and financial environment through adoption of an integrated</li> </ul>	<ul style="list-style-type: none"> <li>Upgrade Dhaka-Chittagong, Dhaka-Khulna, Dhaka-Sylhet, Dhaka-Tangail roads into 4 lanes</li> </ul>	MoC

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(1)	(2)	(3)	(4)
					multimodal transport policy	
3. Fill up gaps and ensure rural-urban linkages through 4. selective expansion of district road network	• Construct new road:182 km and rehabilitate:1150 km	• Being implemented under feeder road projects			• Ensure completion of expansion work	MoC
4. Attach higher priority on road maintenance programme	Enhance maintenance budget	<ul style="list-style-type: none"> <li>• A good length of national highway network has been reconstructed, rehabilitated and improved</li> <li>• The draft bill for the creation of Road Maintenance Fund awaiting approval by cabinet for submission to parliament for legislation</li> <li>• A considerable length of regional highway has been overlayed and rescaled</li> <li>• Routine maintenance and shoulder repair carried out on a large part</li> </ul>	<ul style="list-style-type: none"> <li>• Create a separate road fund for road maintenance</li> <li>• Maintain roads in better condition</li> </ul>			MoC
5. Construct bypass road and flyovers		<ul style="list-style-type: none"> <li>• A good number of bypasses have been constructed in major cities and towns</li> </ul>	<ul style="list-style-type: none"> <li>• Complete construction of some more bypass roads and flyovers</li> </ul>		<ul style="list-style-type: none"> <li>• Construct flyovers at railway crossing points on important national highways</li> </ul>	MoC
6. Develop Dhaka city transport		<ul style="list-style-type: none"> <li>• Two flyovers are under construction</li> <li>• Construction of Dhaka city bypass road completed</li> </ul>	<ul style="list-style-type: none"> <li>• Complete Dhaka city flyovers and bypass roads</li> </ul>	<ul style="list-style-type: none"> <li>• Construct Dhaka-Chittagong expressway</li> <li>• Construct ring road on the outskirts of Dhaka city</li> </ul>	MoC	
7. Fill up the missing links on the national and regional highway network		<ul style="list-style-type: none"> <li>• Construction of Hatikamrul-Bonpara Road is completed</li> <li>• Construction of Bhang-Bhatiapara-Narail road (35percent work) is completed</li> </ul>	<ul style="list-style-type: none"> <li>• Complete Bhang-Bhatiapara-Narail Road</li> <li>• Construct Barisal-Bhola-Laxmipur road 46 km</li> </ul>			MoC
8. Ensure road safety		<ul style="list-style-type: none"> <li>• Identification of black spots</li> <li>• Road sign and signal manual has been prepared</li> <li>• Road safety addressed in all</li> </ul>	<ul style="list-style-type: none"> <li>• Make Road safety issue an integral part of every major project</li> <li>• Introduce safety audit</li> </ul>			MoC

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<b>Agency: Local Government Engineering Development (LGED)</b>					
1. Prioritise development of road communication to link with growth centre, union headquarters, upazila headquarters and national road systems	<ul style="list-style-type: none"> <li>Construct: Upazila Road: 36,329 Km, Union Road: 44,418 Km; Bridge/Culvert: 4,46,574 Km, Tree plantation: 80,747 Km</li> </ul>	<ul style="list-style-type: none"> <li>Completed construction of Upazila Road: 17,828 km, Union Road: 8,335 km, Bridge/Culvert: 2,13,119 km, Tree plantation: 26,143 km</li> <li>projects</li> </ul>	<ul style="list-style-type: none"> <li>Ensure participation and involvement of community, local govt. institutions, NGOs, beneficiary groups and user committees</li> <li>Ensure community input in planning/design</li> <li>Ensure quality control of construction and maintenance</li> <li>Strengthen sustainable operation and maintenance system</li> <li>Give importance to environmental issues</li> </ul>	<ul style="list-style-type: none"> <li>Prepare comprehensive road master plan</li> <li>Update database of Base Map</li> <li>Cover less developed poverty prone districts</li> <li>Cover districts with population of ethnic minority groups</li> <li>Cover districts having better agricultural growth/ development potential</li> </ul>	MoLGRDC
2. Prioritise pro-growth infrastructure (submersible road, ghats, growth centres, hats, women's market section and union parishad complex, cyclone shelters)	Build growth centres: 2100, other important rural markets: 1000, women's market section: 2300, union parishad complex: 4488, ghats: 300, cyclone shelter: 500	Growth centres: 700, other important rural markets: 140, women's market sections: 700, union parishad complex: 790, Ghat: 58, cyclone shelter: 366 completed	<ul style="list-style-type: none"> <li>Ensure participation and involvement of community, local govt. institutions, NGOs, beneficiary groups and user committees</li> <li>Ensure community input in planning/design</li> <li>Ensure quality control of construction and maintenance</li> <li>Strengthen sustainable operation and maintenance system</li> <li>Due emphasis on environmental issues</li> <li>Assist/support local government</li> </ul>	<ul style="list-style-type: none"> <li>Ensure participation and involvement of community, local govt. institutions, NGOs, beneficiary groups and user committees</li> <li>Ensure community input in planning/design</li> <li>Ensure quality control of construction and maintenance</li> <li>Strengthen sustainable operation and maintenance system</li> <li>Due emphasis on environmental issues</li> <li>Assist/support local government</li> </ul>	MoLGRDC

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
(1)	(2)	(3)	(6)			
3. Emphasise maintenance of roads and other physical infrastructure	• Maintain Upazila Roads: 36, 329 Km, Union Road: 44, 418 Km, Bridge/ Culvert: 7,04,709m	• Maintained upazila roads:17, 828 km, union road:8, 315 km, bridge/ culvert:4,76m	• Involve Local Government Institution (LGI), NGOs, community in operation and maintenance	• Involve Local Government Institution (LGI), NGOs, community in operation and maintenance	MoLGRDC	
4. Decentralise planning, design, implementation, operation and maintenance	• Decentralise planning, design and implementation at circle /district/ upazila/ union levels • Decentralise operation and maintenance at circle/district/ upazila/union levels	• Decentralised planning/ design at circle/ district levels • Decentralised implementation at district/ upazila levels • Decentralised operation and maintenance at district/upazila levels	• Decentralise design, implementation, operation and maintenance at upazila/union levels • Involve LGI, NGO, community, private sector in planning, design, implementation, operation and maintenance	• Continue further decentralization • Strengthen further LGI, NGO, community, private sector involvement in planning, design, implementation, operation and maintenance	MoLGRDC	
<b>Agency: Bangladesh Railway (BR)</b>					MoC	
1. Improve services	• Rehabilitation: 858 bridges/ culvert through rehabilitation of railway tracks and procurement of carriages and locomotives	• Rehabilitation of 621 km rack • Rehabilitation of 25 stations and modernise 80 signalling systems • Procure and rehabilitate 246 locomotives, 1098 passenger coaches and 951 no. wagon, brake vans etc	• Reduce transport cost and travel time • Update National Plan removing the physical obstacles and creating shortest possible route • Remodelling of 4 stations • Modernization of 7 signalling systems • Procurement and rehabilitation of 13 locomotives • Procurement and rehabilitation of 130 passenger coaches • Procurement of 100 wagons and brake vans	• Reduce share in the net loss, capacity expansion, freight traffic • Institute transparent accounting of system loss at various level of operation • Shift passenger demand to railway • Improve Tracks and signalling system	• Reduce share in the net loss, capacity expansion, freight traffic	
2. Prioritise pro-poor growth	• Rehabilitate branch line 1150 km of branch lines • Reopen closed Branch Line sections.		• Adopt Public Service Obligation (PSO) involving all branch lines to serve the local poor people in backward/remote	• Carry essential commodities and passenger services at competitive price • Operate non-economic branch lines • Protect poor consumers'	MoC	

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
(1)	(2)	(3)	(4)	(5)	(6)	
		areas Provide transport facilities to large numbers of poor passengers and movement of essential commodities for mass consumption	interests by ensuring system expansion and least cost operation			
3. Emphasise routine and periodic maintenance	• Introducing mechanical track lifting, slewling, tempting and laying machine	• Identification of route network and other important installations have been made	• Provide adequate funds for routine and periodic maintenance • Adopt modern track maintenance method to replace conventional method	• Preserve rolling stocks, engines etc • Repair and maintain railway track, bridges, signalling and telecom system and all other infrastructure at their standard specification for safe, smooth and efficient passenger and goods traffic movement	MoC	
4. Open avenues for private sector participation	• Making the railway more responsive to market needs through organizational reform incorporating structural changes and sound business practices • Exploring commercially surplus land and other capacities of the railway	• Following infrastructure development and maintenance works have been given to the private sector : i. Computerised seat reservation and ticketing system ii. Commercial activities of mail, express and local train iii. On board services of 16 intercity trains iv. Extra capacity BR's Fibre optic Telecom system v. Repairing of passenger coaches, cleaning of locomotives, passenger carriages and conversion of non-AC coaches into AC on BOT basis	• Continue outsourcing to the private sector and identify new components	• Continue and expand private sector involvement	MoC	
<b>Agency: Bangladesh Inland Water Transport Authority (BIWTA)</b>						
1. Provide buoys, beacons light and marks for smooth day and night navigation of IWT vessels	• Procure 3 dredgers and 1 booster pump • Construct ferry terminals and ferry ghats at 2 places • Introduce greater Dhaka circular water ways	• BIWTA has taken up 7 projects for development of inland waterways by dredging • Providing aids to navigation facilities, ports, rural launch landing stations etc	• Attract private sector investment • Institute transparent accounting of system loss at various levels • Choose viable projects for investment	MoS		

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
				<ul style="list-style-type: none"> <li>Promote water transportation in the south and western zones</li> <li>Establish an ICD at Pangoan-Paga and landing ghat at St. Martins Island</li> </ul>	
<b>Agency: Bangladesh Inland Transport Corporation (BIWTC)</b>					
1. Enhance quality of water transport	<ul style="list-style-type: none"> <li>Rehabilitate BIWTC's 3 coastal passenger vessels</li> <li>Rehabilitate of 6 Ro-Ro ferries, 2 K-Type ferries and 7 landing stations in the Sadarghat-Ashulia circular water route</li> </ul>	<ul style="list-style-type: none"> <li>3 Ro-to ferries have been rehabilitated</li> </ul>	<ul style="list-style-type: none"> <li>Ensure addition of container vessels for waterborne cargo transportation</li> <li>Ensure addition of water Taxi on the Sadarghat-Ashulia Circular water route for avoiding traffic congestion in Dhaka city</li> </ul>	<ul style="list-style-type: none"> <li>Attract private sector investment for coastal belt</li> <li>Increase cost recovery</li> <li>Institute transparent accounting of system loss at various levels</li> <li>Promote water transportation in the south and western zones</li> <li>Introduce MIS system</li> <li>Provide necessary subsidy for coastal passenger services</li> </ul>	MoS
2. Formulate pragmatic water transport policies		<ul style="list-style-type: none"> <li>Water routes have been opened</li> <li>Modern technologies have been used for ship repair</li> </ul>	<ul style="list-style-type: none"> <li>Carry out base line survey covering all water transport area</li> </ul>	<ul style="list-style-type: none"> <li>Make Coastal route efficient</li> <li>Introduce sea truck and hydrofoil services to St. Martins Island</li> </ul>	MoS
<b>Agency: Bangladesh Biman Corporation (BBC)</b>					
1. Increase scale of operation to serve more passengers	<ul style="list-style-type: none"> <li>Modernise Biman's fleet through replacement of ageing 04 DC10-30 and 05 F-28 aircraft</li> </ul>	<ul style="list-style-type: none"> <li>Addition of 2 more DC10-30 aircraft on lease is under process</li> <li>Study for modernization of Biman fleet has been completed and actions for acquisition of new generation aircraft for long-haul and regional routes are underway</li> </ul>	<ul style="list-style-type: none"> <li>Continue action for acquisition of aircraft</li> </ul>	<ul style="list-style-type: none"> <li>Project Biman as a world class airlines</li> </ul>	MoCAT
2. Improve financial performance	<ul style="list-style-type: none"> <li>Reduce cost in different areas of operation</li> <li>Off-loading Biman's 49percent share</li> </ul>	<ul style="list-style-type: none"> <li>Cost cutting measures in some areas have been implemented. More areas have been identified for cost-cutting measures</li> <li>Work on off-loading Biman's share is under process</li> </ul>	<ul style="list-style-type: none"> <li>Develop and put in place a sound investment guarantee policy to facilitate private sector participation in aviation</li> </ul>	<ul style="list-style-type: none"> <li>Develop Biman as a profitable airline</li> <li>Increase return on assets</li> <li>Attract private investors</li> </ul>	MoCAT
3. Expand operation to the ethnic market	<ul style="list-style-type: none"> <li>Increase operation particularly in the Gulf and Middle-East regions</li> </ul>	<ul style="list-style-type: none"> <li>More frequencies to Middle East destinations in place</li> </ul>	<ul style="list-style-type: none"> <li>Continue to increase frequencies to Middle East and other</li> </ul>	<ul style="list-style-type: none"> <li>Retain the ethnic market and enter into high-yield sectors</li> </ul>	MoCAT

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
4. Enhance air cargo capacity for promoting export of horticultural products	<ul style="list-style-type: none"> <li>• Procure freighter aircrafts</li> </ul>	<ul style="list-style-type: none"> <li>• Cargo transportation capacity has been increased through joint freighter service with Uzbekistan Airways, Malaysian Airlines and Saudi Arabian Airlines</li> </ul>	<ul style="list-style-type: none"> <li>• Procure cargo aircraft</li> <li>• Formulate policy for foreign carriers to carry perishable export cargo</li> </ul>	<ul style="list-style-type: none"> <li>• Develop infrastructure facilities for cargo storage and smooth operation in the airports</li> </ul>	MoCAT
<b>Agency: Civil Aviation Authority of Bangladesh</b>					
Upgrade, revive and construct new airport			<ul style="list-style-type: none"> <li>• Complete up gradation of Osman International Airport</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade Cox's Bazar Airport to international standard</li> <li>• Upgrade airport to regional standard</li> <li>• Revive Ishwardi airport</li> <li>• Construct Khan jahan Ali Airport</li> </ul>	MoCAT
<b>Agency: Bangladesh Road Transport Corporation (BRTC)</b>					
1. Increase inspection and monitoring of activities at all level	<ul style="list-style-type: none"> <li>• Increase number of road vehicles More trips/mileage</li> <li>• Minimise loss of property and lives through improved services</li> <li>• Procure 1000 buses and 500 Trucks</li> </ul>	<ul style="list-style-type: none"> <li>• Around 200 single and double Decker buses have been repaired</li> <li>• Electronics hand phones are being used for on route location of buses</li> </ul>	<ul style="list-style-type: none"> <li>• Expand services for the benefit of the rural stakeholders/ users</li> <li>• Add CNG run buses to the fleet</li> </ul>	<ul style="list-style-type: none"> <li>• Modernise training institutes</li> <li>• Build multi-storeyed parking lot cum-terminal</li> <li>• Impart training to women as professional drivers</li> </ul>	MoC
2. Increase revenue earnings and reduce operational cost	<ul style="list-style-type: none"> <li>• Enhance services to the poor</li> </ul>	<ul style="list-style-type: none"> <li>• Keep up the standard of services in all respects</li> <li>• Training of safe, uniform &amp; improved driving, maintenance, repair &amp; management</li> </ul>	<ul style="list-style-type: none"> <li>• Training institutes in 7 districts are imparting training for both BRTC personnel and outsiders</li> <li>• BRTC is organizing and preparing special driving auto-mechanism and management course for road transport workers/officials for SAARC Member Countries</li> </ul>		
3. Develop financial management in relation to the principles of road transport	<ul style="list-style-type: none"> <li>• Introduce CNG services, and bus services with Euro-standard engines</li> </ul>				
4. Open avenues for private sector participation					
<b>Agency: Bangladesh Road Transport Authority (BRTA)</b>					
1. Ensure better control in the road transport sector in issuing route permits and fixing	<ul style="list-style-type: none"> <li>• Issuance of road permit to all vehicles plying in different parts of the country basing information the on road condition of the country</li> <li>• Fix uniform rates for different</li> </ul>	<ul style="list-style-type: none"> <li>• Ordinance is under modification</li> <li>• Information has already been collected from the roads and highways</li> </ul>	<ul style="list-style-type: none"> <li>• Finalise ordinance within the period</li> <li>• Fix distance from one place to another at the time of issuing the</li> </ul>	<ul style="list-style-type: none"> <li>• Set up weigh bridge in all important positions</li> <li>• Ensure that no transport shall ply with weight and speed beyond limit</li> </ul>	MoC

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
1. fares/ rates of buses and trucks	types of transport • Update road mileage system • Ensure that vehicles ply at limited speed and with approved weight	• Rules are under preparation	route permit • Set up weight machines at least in 7 important positions			(6)
2. Ensure environment friendly transport in Bangladesh	• Phase out all two-stroke engine transports from all the major cities • Introduce CNG/Euro engine	• 2- stroke three wheelers phased out from Dhaka metropolitan areas	• Ban buses older than 20 year and trucks older than 25 years from Dhaka • Keep number of commercial transports like CNG 3 wheelers, taxi in metropolitan areas limited	• 2-stroke three wheelers shall be taken off the road all over the country	MoC	
3. Bring discipline in issuing driving license registration certificates	• Issue specially laminated license to all drivers • Issue specially laminated registration certificates to all vehicle owners	• About 4,50,000-laminated licenses issued so far	• Issue 6,00,000 laminated driving licenses	• Detect out fake licenses • Introduce retro-reflective registration plate with hologram • Embody security mark in the registration certificates to stop forging	MoC	
4. Introduce automation and sharing information with all concerned	• Install a central server • Connect all circle offices with the central server through WAN • Connect all the zonal offices with the central server through WAN • Connect all offices within HQ through LAN • Extend area network to related offices like police, Banks/Post Offices, etc.	• A central server has already been set up • WAN has been set up partially in Dhaka south and Dhaka north • LAN has already been completed at HQ	• Complete WAN connecting all circle office completed • Introduce auto-input output activities of all works within auto backup	• Zonal offices will be brought under WAN • Extend area network to related offices like police, Banks/Post Offices, etc	MoC	
5. Reserve all information in computer database	• Ensure auto back-up system of all data entry done in the circle and zonal offices	• Ensure auto input- output activities of all works with auto backup	• Old data has already been taken into the database	• Complete auto back-up system of all data entry at circle offices • Update entry of all data relating to activities of BRTA	• Complete auto back-up system of all data entry in the zonal offices	
6. Introduce road safety education and training	• Educate all drivers and conductors about road safety • Educate children and pedestrians	• Drivers and conductors of 4 old districts have been trained • Short films have been	• Cover all old districts within the period	• Cover whole of Bangladesh	MoC	

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
Provide day and night shipping and safe navigation at Mongla port	• Provide navigational aids to Mongla Port	on road safety campaign	prepared for mass education campaign	• Safe day and night navigation to be ensured	MoS
<b>Agency: Mongla Port Authority (MPA)</b>					
1. Increase port capacity.	• Construct a container terminal at new mooring area with 1000 M berth • Procure 141 pieces of container handling equipment including 4 ship to shore gantry cranes • Contract Inland Container Depot (ICD) in Gazipur District	• Construction work has commenced • Land acquisition is in process • Handling of 82 pieces of container equipment has been procured • The procurement process of the balance 59 pieces of equipment including Quay Gantry Cranes is in progress	• Promote port capacity, • Construct port service roads, internal connector roads • Reconstruct old yards and construct container yards at port park • Introduce comprehensive computerised methods in port operation such as EDI, CTMS, WICS and VTMS	• Develop and put in place a sound investment guarantee policy to facilitate private sector participation in port development • Contract out cargo and other services/logistics to private sectors • Construct container terminal at Jetty 11, 12 and 13 at Chittagong • Take measures to set up free economic zone at deep seaports at Moheshkhali, Kutubdia or elsewhere • Operate an ICD at Pangoan and an ICD at Dhirasram in full swing to upgrade the inland distribution system of containers to hinterland • Stuffy/ unstuffy operation of container outside the port will be expedited • Make free economic zone at deep sea port (Moheshkhali and Kutubdia)	MoS
<b>Agency: Chittagong port Authority (CPA)</b>					
1. Prepare strategic transport Plan	• Develop 50 intersections, 300 km. road corridor, Off street parking at 3 places, 50 km. East-west road links, 3 city bus terminals	• Preparation of Strategic Transport Plan completed	• Improve intersection and introduce underground / metro transit	• Increase investment in urban transportation	MoC
Integrate transport policy	• Open bus franchise routes	• Equipment support to DMP for better traffic management provided	• Build parking facilities	• Pursue opportunities for privatization through strategic partnerships with private investors	
2. Coordinate transport infrastructure plan	• Develop 200 km. footpath	• Equipment support to BRTA for computerization of	• Develop East-West	• Develop underground/metro	
	• Introduce underground/metro				

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(4)	(5)		
3. Introduce mass rapid transit 4. Initiate Non-motorised Transport (NMT) free corridor	<ul style="list-style-type: none"> <li>service</li> <li>Develop 3 truck terminals</li> <li>Strengthen better traffic management and install traffic signals</li> </ul>	<ul style="list-style-type: none"> <li>vehicle related information provided</li> <li>Policy support for phase out of 2-stroke 3-wheelers</li> <li>Initiated bus route franchise</li> <li>Phased out conversion of arterial road network to NMT control operation</li> <li>Initiated private sector operation of 3-Inter District Bus Terminals</li> <li>Prepared draft parking policy</li> <li>Policy support for preparation of air quality standard</li> </ul>	<ul style="list-style-type: none"> <li>missing road links</li> <li>Improve road corridor</li> <li>Develop city bus terminal and bus stops</li> <li>Develop footpath and install modern traffic signalling system</li> <li>Develop NMT control arterial road</li> <li>Develop truck terminals</li> <li>Build link road to circular waterways</li> <li>Prepare land use and transport plan</li> </ul>	<ul style="list-style-type: none"> <li>transit further</li> <li>Modernise traffic management</li> <li>Improve intersections and road corridors</li> <li>Develop East-West missing road links</li> <li>Develop city bus terminal and bus stops</li> <li>Land use and transport plan</li> </ul>		(6)
<b>Energy, Transportation &amp; Communication and Infrastructure and Gender Issues</b>						
Energy	Make infrastructure services within the reach of women	<ul style="list-style-type: none"> <li>Provide LPG for all VGD, VGF beneficiaries;</li> <li>Ensure electrification and gas for female headed poor</li> </ul>		<ul style="list-style-type: none"> <li>Incorporation of women's perspectives and their participation in the formulation of energy policy</li> <li>Attempt supplying of pipeline gas, cylinder gas to the rural households</li> <li>Incorporate women in the Managing Committee of the Palli Bidyut Samities</li> <li>Ensure electricity for women in small business</li> <li>Increase employment of women in billing, accounting, data entry, one point service desk etc</li> </ul>	MoEMR, MoI, MoWCA	
Transport & Communication	Make infrastructure	<ul style="list-style-type: none"> <li>Reserve 25 percent seats for</li> </ul>	<ul style="list-style-type: none"> <li>Introduced BRTC ladies bus</li> </ul>	<ul style="list-style-type: none"> <li>Design transport</li> <li>Encourage women entering</li> </ul>	MoC, MoWCA,	

Strategic Goals	Key Targets	Action Taken/underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
services within the reach of women	women (bus, train and launch etc)	<ul style="list-style-type: none"> <li>facilities considering women's special needs &amp; safety</li> <li>Ensure separate toilet facilities for women at bus terminals/ airports /rail station/ petrol pumps/ghats</li> <li>Provide special transportation for women who work during night shift</li> <li>Ensure women's representation on the Road Maintenance Board</li> </ul>	<ul style="list-style-type: none"> <li>facilities considering women's special needs &amp; safety</li> <li>transportation system as operators of vehicles</li> </ul>		MoLGRDC
<b>Physical infrastructure</b>	Ensure women's participation and emphasise their needs	<ul style="list-style-type: none"> <li>Ensure women's increased participation in road construction, maintenance and building of embankments</li> </ul>	<ul style="list-style-type: none"> <li>Incorporate women's participation &amp; needs in designing and building of infrastructure facilities and project selection</li> <li>While building infrastructures pay attention to women's need in household activities</li> <li>During land acquisition female Project Affected Persons (PAPs) should be given land and appropriate compensation on a priority basis</li> <li>Encourage female participation in labour/landless contracting societies grassroots committees</li> <li>Increase resources</li> </ul>	<ul style="list-style-type: none"> <li>MoWCA, MoC, MoEMR, MoLGRDC</li> </ul>	

Strategic Goals (1)	Key Targets (2)	Action Taken/underway (3)	PRSP Policy Agenda (FY05-FY07) (4)	Future Priorities (5)	Responsibilities (6)
			for road maintenance /tree plantation • Provide quota for women in road construction work		

**Policy Matrix 12: Tourism for Poverty Reduction**

Strategic Goal (1)	Actions taken/ Underway (2)	PRSP Policy agenda (FY05-07)		Future priorities (4)	Responsibilities (5)
		(3)	(4)		
1. Improve administrative structures/policy relating to tourism	<ul style="list-style-type: none"> <li>• Up-Grading/Alteration of National Tourism Policy 1992 is underway</li> <li>• District Tourism Development Committee has been established</li> <li>• Bangladesh Tourism Vision 2020 has been formulated by Bangladesh Parijatan Corporation (BPC)</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare inventory of tourist destinations/ attractions</li> <li>• Upgrade strategic Tourism Master Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Adopt &amp; implement new projects compatible with the upgraded 'Tourism Master Plan</li> </ul>		CD, MoCAT
2. Develop tourism statistics	_____	<ul style="list-style-type: none"> <li>• Institutionalize participation of Tourism Satellite Account of World Tourism Organisation</li> </ul>	_____		MoCAT, MoP (BBS), MoHA, BB
3. Scale-up marketing of Tourism	<ul style="list-style-type: none"> <li>• Establishment of tourism information centre in different important points of the country</li> <li>• Leaflets, posters and brochures containing relevant information for the tourists have been distributed to foreign missions, foreign airlines and Bangladesh missions abroad</li> <li>• Advertisement is being published regularly in reputed foreign newspapers and magazines for tourism promotion</li> <li>• There is regular participation in various international tourism fairs</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce use of ICT in developing the tourism sector</li> <li>• Steps are under process to attract tourists especially from the Far East, by proper conservation of archaeological sites related to Buddhist culture and civilization and providing standard facilities at these places</li> <li>• Ensure adequate fund for market promotion of Tourism</li> </ul>	_____		MoCAT, MoFA, MoSCTI
4. Develop Human Resources for the tourism sector	<ul style="list-style-type: none"> <li>• A two-year diploma course on 'Hotel Management' has been started since 2002</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade and scale-up the existing training facilities in the National Hotel and Tourism Training Institute (NHTTI)</li> </ul>	_____		MoCAT
5. Ensure incentives for investing in tourism	<ul style="list-style-type: none"> <li>• Government land (Khas) in Cox's Bazar has been allotted to the private entrepreneur to establish hotels and motels</li> </ul>	<ul style="list-style-type: none"> <li>• Provide loans under easy conditions for private sector</li> <li>• Include tourism sector under small credit scheme</li> </ul>	_____		MoCAT, MoF, MoL
5. Develop infrastructure for tourism industry	<ul style="list-style-type: none"> <li>• Construction of tourism complex at Foy's Lake in Chittagong on BOT basis is underway</li> <li>• Construction of tourism complex, Jhirk market and luxury cottage at Cox's Bazar is underway</li> </ul>	<ul style="list-style-type: none"> <li>• Construct International Tourism Complexes</li> <li>• Establish MICE (Meeting, Incentive, Conference and Exposition) facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Adopt tourism development activities in the area of Special Tourist Zone as declared by the Hon'ble Prime Minister</li> <li>• Establish Exclusive Tourist Zones</li> <li>• Create new facilities (i.e., Golf Course, recreational facilities) for the tourists in the Capital Dhaka</li> <li>• Adopt and implement</li> </ul>		MoCAT

Strategic Goal	Actions taken/ Underway	PRSP Policy agenda (FY05-07)	Future priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)
		new projects on eco-tourism and riverine tourism		

Policy Matrix 13: Development of ICT and Bio-technology Policy

Strategic Goal (1)	Actions Taken/Under way (2)	PRSP Policy Agenda (FY05-FY07) (3)	Responsibilities (4)
<b>I. Develop ICT and Bio-technology</b>			
1. Formulate appropriate policies for development of ICT and Biotechnology	<ul style="list-style-type: none"> <li>National Policy on Science and Technology (S&amp;T) has been formulated</li> <li>National Policy on ICT has been formulated</li> <li>National Task Force on ICT and National Task Force on Bio-technology has been formed</li> <li>National Council for Science and Technology (NCST) and National Executive committee on Bio-technology (NECB) have been formed</li> <li>Formation of a Coordinating Committee for the implementation of World Summit on Information Society (WSIS) Declaration of Principles and Plan of Action</li> <li>Five Technical Committees on Crop Bio-Technology, Animal and Fish Bio-Technology, Medical Bio-Technology, Bio-Safety and Bio-Diversity are working</li> <li>Copyright Act has been amended</li> <li>Several measures, like exemption of VAT and taxes for ICT related equipment, tax holidays, creation of equity funds, ICT incubator centre, opening of shared office in the Silicon Valley, were taken to inspire growth of the sector</li> </ul>	<ul style="list-style-type: none"> <li>National Science and Technology policy will be updated <ul style="list-style-type: none"> <li>National Bio-Technology Policy and its implementation framework will be developed</li> <li>National Policy on ICT will be updated</li> <li>Biotechnology Cell, ICT Cell and Intellectual Property Rights (IPR) Cell will be established in the Ministry of Science and ICT</li> <li>Implementation strategies and action plans on Crop Bio-Technology, Animal and Fish Bio-Technology, Medical Bio-Technology, Bio-Safety and Bio-diversity will be developed</li> </ul> </li> </ul>	MoSICT, MoA, MoLF, MoEF MoC, MoHFW, NBR
2. Expand infrastructure facilities of the ICT sector	<ul style="list-style-type: none"> <li>The Government has already taken measures to establish a High-Tech Park</li> <li>Actions have been taken to connect Bangladesh with the Information Superhighway through submarine fibre-optic cable</li> <li>ICT Business Promotion Council has been established to oversee the development of ITT industries in Bangladesh</li> <li>The Government has decided to open up Voice over Internet Protocol (VOIP) to the private sector</li> </ul>	<ul style="list-style-type: none"> <li>Development of facilities of Hi-Tech Park</li> <li>A nationwide Internet backbone will be established based on the fibre-optic submarine cable</li> </ul>	MoSICT, MoPT, MoC
<b>II. Invest in Human Resource Development for ICT and Bio-technology</b>			
1. Develop HIR of the poor to act as service provider	<ul style="list-style-type: none"> <li>Six IT training institutions have been set up at divisional headquarters to disseminate knowledge of ICT and create awareness throughout the country</li> <li>ICT education has been introduced in schools and colleges</li> <li>Training on ICT for teachers of Schools and Colleges has been introduced</li> </ul>	<ul style="list-style-type: none"> <li>Fifteen training institutes for ICT will be set up at greater district level</li> <li>Course curricula will be developed for introducing ICT in Secondary and Higher Secondary Schools</li> <li>Bangladesh-Korea Institute of Information and Communication Technology will be set up</li> <li>Internship programmes will be launched for ICT</li> </ul>	MoSICT, MoE MoPT, MoE

Strategic Goal (1)	Actions Taken/Under way (2)	PRSP Policy Agenda (FY05-FY07) (3)	Responsibilities (4)
1. Promote use of Biotechnology for the poor	<ul style="list-style-type: none"> <li>PGD courses on ICT have been introduced in selected universities</li> <li>National Science and Technology Fellowships are being given to students for carrying out higher studies and research in different foreign universities</li> <li>Bangladesh-Korea Institute of Information and Communication Technology will be set up</li> <li>Internship programmes will be launched for ICT graduates</li> </ul>	<ul style="list-style-type: none"> <li>ICT Training Institutes will be ranked</li> <li>Introduction of countrywide Computer Training in all Secondary Schools</li> <li>Road Map for ICT infrastructure will be developed</li> <li>Tele-centres and Tele-medicine will be established at different places of upazillas to provide all sorts of information such as agriculture, food education, health etc.</li> <li>Olympiad competition will be introduced at school, college and university levels to create centre of excellence, awareness, and a knowledge-based society</li> </ul>	<ul style="list-style-type: none"> <li>MoFDM, MoH</li> <li>MoSICT, MoA</li> <li>MoSICT, MoFDM, MoH</li> </ul>
2. Promote use of Bio-Technology has been set up	<ul style="list-style-type: none"> <li>National Institute of Bio-Technology has been set up</li> </ul>	<ul style="list-style-type: none"> <li>Bio-technology related research and development, and its application to agriculture, food, animal husbandry, medicine and their marketing shall be inspired and facilitated</li> </ul>	
<b>III. Increase Access of the disadvantaged groups to ICT</b>		<ul style="list-style-type: none"> <li>Tele-centres will be established in different parts of Upazillas to provide all sorts of information such as agriculture, food, education, health etc.</li> </ul>	<ul style="list-style-type: none"> <li>MoSICT, MoPT</li> </ul>
1. Promote e-commerce and awareness among the disadvantaged groups	<ul style="list-style-type: none"> <li>E-Commerce initiatives have been taken</li> <li>A programme has been undertaken for upgrading, modernizing and expanding information services for promoting awareness of the common mass of the scientific information available with it</li> </ul>	<ul style="list-style-type: none"> <li>BTRC will allow wireless localloop (WLL) technology in the remote areas, to provide, access to the people in those areas at low cost</li> </ul>	<ul style="list-style-type: none"> <li>MoSICT, MoPT</li> </ul>
2. Increase ICT facilities for the disadvantaged groups	<ul style="list-style-type: none"> <li>BTRC has made it mandatory to deploy 5percent of the telephones through private investors in rural areas</li> </ul>		
<b>IV. Promote Use of ICT</b>		<ul style="list-style-type: none"> <li>E-governance initiatives in all sectors will be introduced</li> <li>File tracking system will be introduced in e-governance activities</li> <li>Websites will be developed for all the remaining ministries</li> <li>All ministries will be linked through LAN</li> </ul>	<ul style="list-style-type: none"> <li>PMO, MoSICT</li> </ul>
1. Use ICT for ensuring Good Governance	<ul style="list-style-type: none"> <li>E-governance initiatives have been taken</li> <li>The Government has recommended gradual introduction of ICT in all public agencies</li> <li>Measures have been taken to gradually make all types of government forms available on the net</li> <li>In some government departments like BOI, online file tracking system has been established</li> <li>Dynamic and interactive websites have been prepared for some ministries</li> <li>Some key ministries have been connected with the Prime Minister's Office and Planning Commission through Local Area Network (LAN)</li> </ul>		
2. Promote use of ICT in Disaster Management and increasing capacity	<ul style="list-style-type: none"> <li>The facilities for a high speed computing system are provided for enabling Space Research and Remote Sensing Organization (SPARRSO) to develop a long-term numerical</li> <li>Weather forecasting model at this organization</li> </ul>	<ul style="list-style-type: none"> <li>A concerted action plan to enhance predictive capabilities and preparedness for meeting emergencies arising from floods, cyclones, earthquakes, drought, landslides and avalanches will be drawn up</li> <li>Measures will be undertaken to promote research on</li> </ul>	<ul style="list-style-type: none"> <li>MoSICT, MoD, MoFDM, LGD/UPs</li> </ul>

Strategic Goal (1)	Actions Taken/Under way (2)	PRSP Policy Agenda (FY05-FY07) (3)	Responsibilities (4)
of the poor to manage disaster		natural phenomena that lead to disasters and human activities that aggravate them with a view to develop practical technological solutions for pre-disaster preparedness, mitigation and management of post-disaster situations	

Policy Matrix 14: Education Sector

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<b>A. Early childhood and primary education</b>					
1. Introduce and strengthen early childhood and pre-school education (ECDP)	<ul style="list-style-type: none"> <li>• Introduce ECDP for all rural poor children in regular and community schools for at least six months</li> <li>• Study for developing ECDP curriculum</li> <li>• A number of national and international NGOs have been working on community-based early childhood care and development activities</li> <li>• NPA for children is under preparation (MWCA) aiming at children's right to growth and development</li> <li>• NPA and EFA is awaiting GOB's approval aiming to introduce and promote ECD programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Early childhood development programme</li> <li>• Adopt a policy of encouraging preschools attached to primary and community level schools to be operated by the Government, NGOs and community organizations</li> <li>• Expand learning centres for children</li> <li>• Introduce certificate course for pre-school teachers</li> </ul>	<ul style="list-style-type: none"> <li>• Provide developmental care to children from birth and provide it free to all urban and rural children from poor families</li> <li>• Develop and implement a scheme to encourage and facilitate ECD and preschool expansion programme with NGOs and communities as implementers</li> </ul>	<ul style="list-style-type: none"> <li>• Open ECD and preschool classes for one year in all schools</li> <li>• Develop and implement a scheme to encourage and facilitate ECD and preschool expansion programme with NGOs and communities as implementers</li> </ul>	MoPME, MoWCA, MoLGEDC, NGO Affairs Bureau, NGO's
2. Introduce a unified and common primary education opportunity for all children	<ul style="list-style-type: none"> <li>• Increase net primary school enrolment to 100 percent</li> <li>• Attempt unified education for all</li> </ul>	<ul style="list-style-type: none"> <li>• Principle recognised and recommendations made in NEC 2003 and other documents</li> </ul>	<ul style="list-style-type: none"> <li>• Work on curricula and learning materials focusing on the foundation of functional literacy in Bangla, numeracy skills (learning skills) and basic life skills for all children</li> <li>• Work on developing learning materials relevant to local needs of children (i.e. minority language) linked to common curriculum</li> </ul>	<ul style="list-style-type: none"> <li>• Continuation of ongoing programmes</li> </ul>	MoPME
3. Increase access to primary education	<ul style="list-style-type: none"> <li>• Increase school attendance and completion rate to 80 percent</li> <li>• Increase completion of 5yr primary cycle from 68 percent to 80 percent</li> <li>• Introduce primary education for drop-out and left-out children</li> <li>• Increase the re-entry of dropout and left-out children</li> </ul>	<ul style="list-style-type: none"> <li>• A project offering basic education to 350000 urban working children is scheduled to be completed this year. A follow-up project has been undertaken</li> <li>• A project to Reach Out of School Children (ROSC) to serve 500,000 children through community-based centres, NGO collaboration, and incentives for children to attend is planned</li> <li>• Innovation grants under PEDP II planned for activities to serve the educationally deprived groups</li> <li>• A NPA for EFA with targets and</li> </ul>	<ul style="list-style-type: none"> <li>• Recognise, encourage, facilitate and support the role of non-formal and complementary second chance primary education</li> <li>• Prepare NPA with realistic data and workable strategy for planning and resource allocation</li> <li>• Make all classroom inclusive for all children i.e. girls, children from minority groups children with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a national strategy to serve those left out and left behind by the present formal system of primary education</li> <li>• Use NPA as a guide to EFA action</li> </ul>	MoPME, NGO Affairs Bureau, NGO's

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
4. Improve quality of education at primary level	<ul style="list-style-type: none"> <li>• Improve competency so that more than 70 percent of students who complete the 5-year cycle of primary education can pass the minimum competency test</li> <li>• Introduce competency test after completion of five years of primary cycle</li> </ul>	strategies to achieve internationally set goals for 2015 is under preparation	<ul style="list-style-type: none"> <li>• PEDP II, if effectively implemented, will improve quality of education for three quarters of primary school students</li> </ul>	<ul style="list-style-type: none"> <li>• Developing a substantial programme and applying quality standards, (which proposed in PEDP II), for all govt. and NGO-run primary level institutions with a focus on learning environment and core curricular objectives</li> <li>• Apply quality standards in phases in all types of primary education institutions for all children in a genuinely “inclusive” system</li> <li>• Intensify and continue effort in curriculum and learning materials development, teacher training, assessment of learning, support and supervision of teachers to ensure competency in basic learning skills and life skills for all children</li> </ul>	MoPME
5. Ensure equality and equity in education at the primary level	<ul style="list-style-type: none"> <li>• Ensure 100 percent enrolment of all children (boys and girls)</li> <li>• Sustain achieved gender equality</li> </ul>		<ul style="list-style-type: none"> <li>• Cash for education is introduced for the children of poor families</li> <li>• GAD cell established at NCTB</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure other incentive system so that children from poor families do not dropout from primary education</li> <li>• Make education job-oriented so that the guardians are motivated to send children to school</li> <li>• Introduce an equity (gender, ethnicity, disability etc. aspects) and productivity oriented curriculum</li> </ul>	MoPME
6. Improve quality of madrasha education at the primary level	<ul style="list-style-type: none"> <li>• Harmonise curriculum of regular primary and madrasha education by 90 percent</li> <li>• Improve competency by 100 percent from current level</li> </ul>		<ul style="list-style-type: none"> <li>• Madrasha Teachers' training programme</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake initiative to develop new harmonised curriculum for primary madrasha education</li> <li>• Support modernization and quality improvement of ibtidayee madrashas</li> </ul>	MoE, MoPME, Madrasha Education Board

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<b><i>B. Secondary General and Madrasha Education</i></b>					
1. Increase access to Secondary education	<ul style="list-style-type: none"> <li>• Increase gross enrolment rates by 50 percent for all levels of secondary education</li> <li>• Gross enrolment for the junior secondary level should increase from 60 percent to 90 percent; for the secondary level it should increase from 44 percent to 66 percent and for the higher secondary level it should increase from 17 percent to 25 percent</li> <li>• Reduce dropouts by half for general and madrasa education and at all levels</li> </ul>	<ul style="list-style-type: none"> <li>• SESIP (1999-2005) is implementing a number of sub-sector improvement activities <ul style="list-style-type: none"> <li>• An English language teaching improvement project (2nd phase) has been completed, and the third phase has started</li> <li>• Teaching Quality Improvement (TQI), a new project is under implementation</li> <li>• A boost to female participation in secondary school has been given by various stipend projects</li> <li>• PROMOTE project is aimed at raising the ratio of female teachers in secondary schools</li> </ul> </li> <li>• A team has worked on and generated a reform agenda at the secondary level during 2002-3</li> <li>• A teacher registration and training body has been established and other ideas are under consideration</li> <li>• School-based assessment introduced</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a sub-sector development programme for the under-served groups</li> <li>• Apply common minimum standards of inputs and performance in all types of schools</li> <li>• Increase resources linked to school performance, student attendance; reduction of direct household costs for the poor families</li> <li>• Undertake quality improvement measures including increased teachers' remuneration and incentives based on performance; improved training and supervision of teachers</li> <li>• Introduce a common core curriculum for madrasa and general education</li> <li>• Ensure sufficient and improved supply of learning materials,</li> <li>• Better assessment of student achievement</li> <li>• Greater authority and accountability at the institutional level</li> <li>• Identify ways to discourage the practice of private tutoring</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement the secondary education comprehensive sub-sector programme; mobilise national and international resources</li> </ul>	MoE, MoWCA, MoPME and MoF
2. Improve quality of education at secondary level	<ul style="list-style-type: none"> <li>• SSC and HSC pass rate has to improve at least to 65 percent by the year 2008</li> </ul>				MoE
3. Ensure a gender balanced approach in the formulation of the curriculum	<ul style="list-style-type: none"> <li>• Remove negative images if any from the existing curriculum and ensure presence of positive images of women and household activities in the curriculum</li> </ul>	<ul style="list-style-type: none"> <li>• Some attention has been given to make curriculum and textbooks free of gender biases</li> </ul>	<ul style="list-style-type: none"> <li>• Intensify work on gender stereotyping of social and cultural roles</li> </ul>	<ul style="list-style-type: none"> <li>• Continue curriculum, textbook and learning materials review and development</li> </ul>	MoE, MoPME, MoWCA
4. Ensure gender parity in Secondary	<ul style="list-style-type: none"> <li>• Male female student enrolment ratios become equal</li> </ul>	<ul style="list-style-type: none"> <li>• Recruitment criteria have been relaxed for women</li> <li>• PROMOTE project encourages</li> </ul>	<ul style="list-style-type: none"> <li>• Continue affirmative action to increase female ratio in teaching and management positions</li> </ul>	<ul style="list-style-type: none"> <li>• Assess impact on management practices and classroom behaviour</li> </ul>	MoE, MoPME, MoWCA

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
Education	<ul style="list-style-type: none"> <li>• Ensure gender equality in enrolment and completion rates</li> <li>• Make schools girl friendly</li> </ul>	<p>women's recruitment in secondary school teaching</p> <ul style="list-style-type: none"> <li>• Programme to introduce stipends for female students in four metropolitan areas</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce stipend programme for female secondary students from poor urban families</li> <li>• Undertake a project to establish toilet and drinking water facilities in all secondary schools</li> <li>• Introduce school transportation facilities/ allowance for girl students</li> <li>• Build hostel facilities for girl students</li> <li>• Reduce leakages in female secondary school scholarship</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor and evaluate progress</li> <li>• Include legal, human and women's rights issues at all levels starting from very early stage.</li> <li>• Continue building facilities to promote girls' enrolment, attendance and completions</li> <li>• Provide long-term interest-free loan to poor &amp; meritorious girls students</li> </ul>	MoE, MoLE, MoWCA, MoPME, MoYS, MoI&J, NGO Affairs Bureau, NGOS
5. Improve enrolment, attendance and completion rate among students of poor families			<ul style="list-style-type: none"> <li>• Introduce stipend programme for male secondary students from poor families</li> </ul>	<ul style="list-style-type: none"> <li>• Continue male stipend programmes for children from poor families</li> </ul>	
<b>C. Technical and Vocational Education and Training (TVET)</b>					
1. Introduce and expand TVET for adolescents, young adults and adults	<ul style="list-style-type: none"> <li>• Increase enrolment by 50 percent</li> </ul>	male and females and	<ul style="list-style-type: none"> <li>• Programme already proposed for the introduction of double shifts in the technical institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Design and introduce in collaboration with NGOs and entrepreneurs, modular courses in income generating and self-employment skills linked to local market prospects for underprivileged groups including girls and women</li> <li>• Explore ways of supporting skill development in the informal sector</li> <li>• Improve coordination and develop a common policy and regulatory framework among various public and private sector (including NGOs) providers of VTE</li> <li>• Formalise informal sector by providing GOB support through</li> </ul>	MoE, MoLE, MoWCA, MoPME, MoYS, MoI&J, NGO Affairs Bureau, NGOS

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
2. Increase female participation in vocational, technical, higher and professional education	<ul style="list-style-type: none"> <li>• Increase enrolment by 60 percent</li> </ul>	<ul style="list-style-type: none"> <li>• Special stipend programme for women's education in science and technical and vocational education</li> <li>• Programme already undertaken to set up three polytechnic institutions for girls</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce stipend programme for female VTE students</li> <li>• Introduce measures to attract larger female entrance into under-represented fields</li> <li>• Adopt measures and targets for teaching and management positions in vocational, technical, tertiary and professional education</li> </ul>	<ul style="list-style-type: none"> <li>• Implement measures regarding female student participation in educational programmes. Monitor and assess results; modify and further develop action</li> </ul>	MoE, MoLE, MoWCA, MoYS
3. Provide market-related effective education linked to the industrial sector both in the domestic and international market	<ul style="list-style-type: none"> <li>• Graduates finds jobs within shortest possible time (6 months of graduation)</li> </ul>		<ul style="list-style-type: none"> <li>• Introduction of training providers agreements with industries, companies and NGOs</li> <li>• Involve the private sector and NGOs in designing the curriculum for TVET</li> </ul>	<ul style="list-style-type: none"> <li>• MoE, MoWCA</li> <li>• MoLE, MoYS</li> <li>• Chambers</li> </ul>	
4. Improve the percentage of vocational and technical graduates obtaining employment both in the domestic and international markets		<ul style="list-style-type: none"> <li>• Ensure 80 percent passing rate in the terminal certificate exams</li> </ul>	<ul style="list-style-type: none"> <li>• Study for assessment of market demand for job involving NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade equipment and update curriculum of TVET in consultation with Employers and NGOs.</li> <li>• Strengthen teachers' training in TVET</li> </ul>	MoE, MoLE, MoYS
<b>D. Tertiary Education</b>					<ul style="list-style-type: none"> <li>• Implement strategy and plan for greater external effectiveness of the tertiary system</li> <li>• Monitor and assess</li> </ul>
1. Increase enrolment of male and female students in		<ul style="list-style-type: none"> <li>• Increase enrolment by 40 percent in professional degree education</li> </ul>	<ul style="list-style-type: none"> <li>• Programme planned for improvement of infrastructure like teaching aid, research facilities for different public universities</li> <li>• broadening resource base for</li> </ul>	<ul style="list-style-type: none"> <li>• UGC to develop strategy and plan for addressing social and market demand for expansion with equity and quality</li> </ul>	MoE

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
professional degree education			higher education •Formulating a longer-term vision for development of the sub-sector	implementation and outcome •Modify and further develop plan based on assessment	
2. Achieve better balance in enrolment among humanities, applied and pure sciences and technology and commerce	• 50percent increase in enrolment of both boys and girls in non-humanities subjects and professional areas	• Proposal has already been initiated to strengthen commerce and science departments	• Develop courses which have market demand	MoE	
3. Improve the examination performance of the general undergraduate and graduate students	• Pass rates in degree and master's examinations need to improve by 50 percent		• Introduce performance creativity based examination system • Review the entire exam and student performance evaluation system in tertiary education	MoE, UGC, Public Universities	
4. Strengthen the knowledge generation role of the universities	• Link promotion with research and publications	• UGC appoints a small working group with researchers from public and private universities to: - Compile the list of publications of all universities in the past ten years - Develop standards of publications - Recommend policy measures to ensure budgetary allocations to support research - Work out standard number of hours that university teachers ought to teach and to generate research publications	• Review all curriculum and syllabuses of courses considering the demands of both the national and international markets • University education should not entirely depend on texts and research findings. This is particularly important for the social sciences	MoE, UGC, NAEM	
5. Increase internal efficiency of public sector higher education.	• Achieve parity with regional standards in tertiary education • Make the National University effective		• Apply full quality-criteria to all tertiary educational institutions	Negotiate and develop consensus on university governance reform	MoE

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
			• UGC and Ministry of Education work together to develop plan for the National University		
<b>E. Non-formal Education</b>					
1. Increase the literacy rate	<ul style="list-style-type: none"> <li>• From about 63 percent to 80 percent</li> </ul>	<ul style="list-style-type: none"> <li>• A national task force is formulating a policy framework for non-formal education</li> <li>• Directorate of Non-formal Education has been made non-operative by the Government on November 2003</li> <li>• A poor quality and ineffectively managed literacy campaign has been discontinued in July 2003</li> <li>• Post-literacy and continuing education projects have been initiated</li> <li>• Two post-literacy and continuing education projects under MOPME, targeting three million potential clients are designed to combine training in literacy and income-earning skills</li> </ul>	<ul style="list-style-type: none"> <li>• Identify a policy to develop a network for NFE and life-long learning</li> <li>• Create appropriate organizational structures to mobilise resources and to provide technical support partnership with NGO's and communities</li> <li>• Develop a plan to build a network of community learning centres</li> <li>• Identify areas for public action and funding for literacy, and skills for poor and the disadvantaged</li> <li>• Give effect to and develop further the NFE organization and management structure</li> </ul>	MoE, MoPME, NGO Affairs Bureau, NGOs	
2. Expand the scope of non-formal education beyond the literacy movement on a pilot basis particularly targeted at the extreme poor and in remote areas					MoE, MoPME, NGO Affairs Bureau, NGOs
<b>F. Overall Education System and Finance</b>					
1. Strengthen Education governance	<ul style="list-style-type: none"> <li>• Ensure education becomes beneficial for the poor</li> </ul>			<ul style="list-style-type: none"> <li>• Introduce poverty impact analysis and its consequences to be made component of education programme/project and budget assessment, evaluation and monitoring</li> <li>• Support research to examine how the poor can be effectively served in education programmes</li> </ul>	MoE, MoPME
	<ul style="list-style-type: none"> <li>• Effective coordination in education sector for Human Development</li> <li>• Develop a longer term (2015) perspective for educational development</li> </ul>			<ul style="list-style-type: none"> <li>• Undertake organizational and institutional analysis to determine effective role of the Government;</li> <li>• Reform SMCs</li> <li>• Reform SMCs which includes capacity development of the SMC</li> </ul>	MoE, MoPME, MoWCA, NCTB, MoLE, MoYS

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
(1)	and reform that provide the context and framework for short-term and medium-term actions	<ul style="list-style-type: none"> <li>• Increased, targeted and managed allocation of resources for <i>areas with equity and quality in education</i></li> </ul>	<ul style="list-style-type: none"> <li>• A pilot exercise is underway to develop MTEF for education (but not MOPME) under a government-wide Financial Management Reform Programme</li> </ul>	<ul style="list-style-type: none"> <li>• Raise govt. budget in education from 13.4 to 25 percent (during 2004-2010) and set target 5 percent of GNP</li> <li>• Examine efficacy and alternatives of stipend programmes as well as the NGO experience of serving poor students; stop increasing stipend expenditures in the mean time</li> <li>• Develop and introduce performance-related remuneration for teachers at all levels</li> </ul>	<ul style="list-style-type: none"> <li>• Continue the medium-term budgetary framework; develop a longer term perspective for resources and allocations</li> <li>• Develop and implement a strategy for use of resources for quality assurance and incentives for students</li> <li>• Implement performance-based remuneration system for teachers</li> </ul>
		<ul style="list-style-type: none"> <li>• Greater decentralization of educational planning and management.</li> </ul>	<ul style="list-style-type: none"> <li>• NEC 2003, previous commissions and research studies have emphasised on decentralization</li> <li>• Education management Information System (EMIS) is operational under PEDP II</li> </ul>	<ul style="list-style-type: none"> <li>• Develop policy, delegate authority and accountability at district, upazila, local and institution level</li> <li>• Give a strong voice to stakeholders of all levels of education</li> <li>• Develop an action plan for implementing the policy</li> </ul>	<ul style="list-style-type: none"> <li>• Implement the decentralization strategy nationwide, based on lessons from trial</li> </ul>
2. Reduce education divides in terms of content and standard between different streams					<ul style="list-style-type: none"> <li>PC, MoE, MoF</li> <li>MOPME</li> <li>MoE, MoCHT</li> </ul>
3. Reduce disparity between over-served and underserved areas		<ul style="list-style-type: none"> <li>• Complete building schools in more than 50 percent of the underserved areas by 2007</li> </ul>	<ul style="list-style-type: none"> <li>• School mapping is already done</li> <li>• Primary schools have their own guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• All schools must be build on the basis of BANBEIS Schooling map primary schooling map</li> </ul>	<ul style="list-style-type: none"> <li>MoE, MoPME, BANBEIS</li> </ul>
4. Reduce		<ul style="list-style-type: none"> <li>• Reduce leakages in the</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen management of</li> </ul>		<ul style="list-style-type: none"> <li>MoE, MoPME</li> </ul>

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
corruption in education and the size of system-loss	school subvention and cash payments by 75 percent by 2007	<ul style="list-style-type: none"> <li>female stipend programme by including parents and community members</li> <li>Introduce performance-based distribution of MPO to secondary schools</li> </ul>			MoPME, MoE, NAEEM, NAPE, NCTB
5. Improve the quality of teachers	<ul style="list-style-type: none"> <li>Enhance the professional status of teachers</li> <li>All teachers will be trained and certified by 2007</li> </ul>	<ul style="list-style-type: none"> <li>A separate primary education cadre has been proposed in PEDP II</li> <li>Measures undertaken to provide greater authority and autonomy and increase professional capacity in NAPE, NAEEM and NCTB</li> </ul>	<ul style="list-style-type: none"> <li>Introduce registration and accreditation process for all secondary school teachers</li> <li>Strengthen teacher training for all teachers and bring the quality of teaching up to a certain minimum standard</li> </ul>		MoPME, MoE, NAEEM, NAPE, NCTB
<b>Education and Gender Issues</b>			<ul style="list-style-type: none"> <li>Take action to change education curriculum to eliminate biases against women</li> <li>Include legal, human and women's right issues at all levels starting from very early stage.</li> <li>Introduce gender awareness programmes in education system</li> <li>Provide teacher's training to female teachers to improve their quality</li> <li>Government funds available to encourage women have increased involvement in cultural activities</li> </ul>	<ul style="list-style-type: none"> <li>Set up more effective parent-teacher associations (PTA)</li> <li>Provide logistic facilities (housing, transportation etc.) to female teachers particularly in the rural areas</li> <li>Provide long-term interest-free loan to poor and meritorious girl students</li> <li>Provision for girls receiving functional skills</li> <li>Ensure easier conditions of FSSP to avail programme and extend FSSP for poor boys as well</li> </ul>	MoE, MoWCA, MoPME, MoLE, MoWCA
1. Build women's capacity in education to improve productive capacity	<ul style="list-style-type: none"> <li>Complete a full course of primary schooling by girls</li> <li>Achieve gender balance in secondary education</li> <li>Achieve gender balance in tertiary education</li> </ul>		<ul style="list-style-type: none"> <li>Stipend for female students at secondary and higher secondary level</li> <li>School buses for girls, toilet facilities, and hostel facilities with exemption of tuition fees, examination fees etc.</li> <li>Special stipend programme for women's education in science, technical and vocational education</li> <li>Primary Education Stipend Scheme (Nationwide)</li> <li>Government funds available to encourage women have increased involvement in cultural activities</li> </ul>		
2. Achieve Universal primary education (MDG)					
3. Eliminate gender disparity in primary and secondary education (MDG)					

**Policy Matrix 15: Health, Population, Nutrition, Water and Sanitation and Food Safety Sector**

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1. Improve child and mother health	<ul style="list-style-type: none"> <li>Reduce NMR per 1000 LB from 41 in 2004 to 32 in 2006</li> <li>Reduce IMR per 1000 LB from 56 in 2004 to 47.9 in 2006</li> <li>Reduce U5MR per 1000 LB from 88 in 2004 to 70 in 2006</li> <li>Reduce MMR per 100,000 LB from 320 in 2001 to 275 in 2006</li> <li>Reduce female U5MR as percent of male from 107 in 2000 to 102 in 2006</li> <li>Reduce incidence of child mortality of the poor from 1.86 in 1997 to 1.1 in 2006</li> <li>Reduce rural child mortality as percent of urban from 140 in 2000 to 120 in 2006</li> </ul>	<ul style="list-style-type: none"> <li>Essential Services Delivery</li> <li>Expanded Programme on Immunization (EPI)</li> <li>Acute Respiratory Infection (ARI) control</li> <li>Diarrhoeal Disease control (CDD)</li> <li>Integrated Management of Childhood Illness (IMCI)</li> <li>School Health Services</li> <li>Limited curative care</li> <li>National Drug Policy</li> <li>Health policy</li> <li>Display of service information at facility level</li> <li>Demand side financing</li> </ul>	<ul style="list-style-type: none"> <li>Continue the current programmes up to 2007</li> <li>Strengthen Essential delivery service</li> <li>Further increase the coverage of EPI</li> <li>Continue implantation of Expanded Programme of immunization</li> <li>Strengthen Integrated Management of Childhood Illness (IMCI)</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen and continue current programmes</li> <li>Increase full immunization coverage (child, adolescents and mother)</li> <li>Develop pro poor national drug policy</li> <li>Display clients' charters of rights in all health facilities</li> <li>Undertake concrete steps to produce skilled health technologists</li> <li>Review the current psycho-social counselling services and develop services in this area</li> </ul>	MoHFW, MoE, MoF, MoC, MoSW, MoI, DGHS, DGFP, NGOs, CBOS, CSOs
2. Improve reproductive health	<ul style="list-style-type: none"> <li>Increase ANC coverage from 48.7 percent in 2004 to 60 percent in 2006</li> <li>Increase PNC coverage from 17.8 percent in 2004 to 30 percent in 2006</li> <li>Increase utilization of EOC services from 26.5 percent (risk group) in 2003 to 40 percent in 2006</li> <li>Ensure EmOC for all women in case of need</li> <li>Increase skilled attendance at birth from 13.4 percent in 2004 to 25 percent in 2006</li> <li>Increase CPR with</li> </ul>	<ul style="list-style-type: none"> <li>Provision of ANC services for all pregnant women including TT</li> <li>Skill birth attendants (SBA) for all delivering mothers</li> <li>Child and mother care at birth and after birth</li> <li>Adequate provisions for emergency obstetric care (EOC).</li> <li>Referral services</li> <li>Maintain couple registers for monitoring</li> <li>Continuation of doorstep delivery of services</li> <li>Emphasis on media use particularly electronic media</li> <li>Population policy</li> <li>Maternal health strategy</li> <li>Piloting demand side financing</li> <li>Emergency contraceptive methods</li> </ul>	<ul style="list-style-type: none"> <li>Enforce legal age at marriage</li> <li>Strictly enforce birth registration</li> <li>Pursue proper age of first birth for under-aged couple</li> <li>Increase birth spacing</li> <li>Expand demand side financing e.g. various voucher/cash transfer/health card schemes (piloting Launched)</li> <li>Expand SBA</li> <li>Encourage male participation in contraception</li> <li>Undertake action to remove ignorance/disbelief about vasectomy</li> </ul>	<ul style="list-style-type: none"> <li>Promote modern method of NSV</li> <li>Reduce method failure and discontinuation through BCC and follow-up</li> <li>Promote permanent family planning methods</li> <li>Increase coverage of the emergency contraceptive (EC) method</li> <li>Further expansion of SBA</li> <li>Client segmentation on the basis of parity and ensure segment specific services</li> </ul>	MoHFW, MoE, MoF, MoC, MoGRDC, MoLPA, DGH, DGFP, NGOs, CBOS, CSOs

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1.	<ul style="list-style-type: none"> <li>method-mix from 58.1 percent in 2004 to 63 percent in 2006 <ul style="list-style-type: none"> <li>Decrease TFR from 3.0 in 2004 to 2.8 percent in 2006 <ul style="list-style-type: none"> <li>Increase male participation in contraceptive use</li> <li>Increase male participation in permanent methods</li> </ul> </li> </ul> </li> </ul>				<ul style="list-style-type: none"> <li>MoHFW, MoYS</li> <li>MoWCA,</li> <li>MoE, MoSW,</li> <li>MoLE</li> </ul>
3. Improve women's general health	<ul style="list-style-type: none"> <li>Improve women's life expectancy from 65 in 2002 to 70 by 2006</li> <li>Improve women's morbidity rate by 25 percent by 2006</li> <li>Improve women's mortality rate from 4.8 per thousand in 2002 to 4.4 in 2006</li> </ul>	<ul style="list-style-type: none"> <li>Access to health care facilities including primary health care and nutrition services</li> <li>HIV/AIDS programme for sex-workers</li> <li>Care of women victims of arsenic poisoning</li> <li>Two "one-stop crisis centres" established</li> <li>Gender equity strategy adopted</li> </ul>	<ul style="list-style-type: none"> <li>Make all govt. health facilities women friendly and available along with behaviour of the health workers</li> <li>Enhance women's knowledge of hospital services and facilities</li> <li>Provide confidentiality and security to ensure the safe and effective delivery services</li> <li>Enhance the logistics and supply of essential drugs &amp; equipment for women's at health facilities</li> <li>Provide direct subsidies for health care use by the women and children</li> <li>Train doctors, nurses and other paramedics to be women friendly.</li> </ul>	<ul style="list-style-type: none"> <li>Health, Nutrition and Population Sector Programme (HNPS) should focus on women and children</li> <li>Develop government/NGO partnership in the field of Health, Nutrition and FP and developing IEC materials</li> <li>Develop drug policy to reflect the needs of the priority of HNPS, including poor women and children</li> <li>Evaluate the "one stop-crisis centres for replication for wider coverage</li> </ul>	<ul style="list-style-type: none"> <li>MoHFW, MoYS</li> <li>MoWCA,</li> <li>MoLGRDC,</li> <li>MoE, MoHA</li> <li>MoRA, MoYS,</li> <li>MoSW, DGHS,</li> <li>DGFP, NGOs</li> </ul>
4. Improve adolescent health (13-18 yrs.)	<ul style="list-style-type: none"> <li>Reduce adolescent pregnancy</li> <li>Provide reproductive health awareness and service to all adolescent</li> <li>Prevent transmission of STD including HIV/AIDS</li> <li>Reduce the negative</li> </ul>	<ul style="list-style-type: none"> <li>School health Programme</li> <li>Adolescent and young people's information and health services</li> <li>National HIV/STD programme and safe blood transfusion</li> <li>Centre for violence against women</li> <li>Emergency Obstetrics Care (EOC)</li> <li>Menstrual regulation</li> </ul>	<ul style="list-style-type: none"> <li>Introduce Essential Services Package-Adolescent Health Care</li> <li>Strengthen and continue these programmes to cover all adolescents</li> <li>Rehabilitation programme for drug abusers</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of adolescent welfare centre in every upazila/union</li> <li>Rehabilitation programme for sexual victims</li> <li>Develop an adolescent health strategy and services accordingly</li> </ul>	<ul style="list-style-type: none"> <li>MoHFW, MoYS</li> <li>MoWCA,</li> <li>MoLGRDC,</li> <li>MoE, MoHA</li> <li>MoRA, MoYS,</li> <li>MoSW, DGHS,</li> <li>DGFP, NGOs</li> </ul>

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1.	health consequences of sexual abuse and exploitation • Reduce negative consequence of drug, alcohol and tobacco abuse				
5. Control communicable diseases	<ul style="list-style-type: none"> <li>Increase detection of smear positive TB from 34percent in 2002 to 65percent in 2006</li> <li>Sustain 85percent TB cure rate</li> <li>Decrease leprosy prevalence rate per 10,000 from 0.63 in 2002 to 0.50 in 2006</li> <li>Reduce malaria specific mortality by 20percent in 2006/7 from 595 in 2003</li> <li>reduce spread of HIV/STD; infection not to exceed the risk level (5percent of the risk population)</li> <li>Address emerging and re-emerging diseases</li> </ul>	<ul style="list-style-type: none"> <li>National TB control programme:</li> <li>DOTs Programme</li> <li>Early diagnosis and prompt treatment of malaria (EDPT)</li> <li>Insecticide treated mosquito net (ITMN) in selected areas</li> <li>Leprosy control programme</li> <li>Scaling up Hepatitis B vaccination programme</li> <li>National HIV/STD programme and safe blood transfusion</li> <li>Contracting out of cleaning, security, laundry and food services</li> <li>BCC</li> <li>Phylariasis control programme</li> </ul>	<ul style="list-style-type: none"> <li>Examine services suitable for contract in and contract out</li> <li>Effective LL.P and its implementation by the local group</li> <li>Epidemiological and Entomological surveillance</li> <li>Strengthen and expand blood safety Programme</li> <li>Strengthen and expand BCC</li> <li>Scaling up Hepatitis B vaccination programme</li> <li>Strengthen disease surveillance programme</li> </ul>	<ul style="list-style-type: none"> <li>Formulate a policy framework for addressing control of HIV/AIDS</li> <li>HIV/AIDS targeted BCC programme</li> <li>Establish Public-private National Task Force</li> <li>G-O-NGO collaboration</li> <li>Scale up of hepatitis B vaccination and other programme</li> </ul>	MoHFW, MoIGRDC, MoHA, MoCAT, MoC, MoE, MoPME, MoLE, MoRA, MoWCA, MoSW, DGHS, DGF, NGOs, CBOs, CSOs
6. Control non-communicable diseases	<ul style="list-style-type: none"> <li>Reduce morbidity &amp; mortality due to non-communicable diseases, including cardiovascular disease, cancer, diabetics, injury, accidents etc</li> <li>Control tobacco and alcohol consumption</li> </ul>	<ul style="list-style-type: none"> <li>Early diagnosis and hospital-based treatment</li> <li>Establishing trauma centre</li> <li>Networking national diabetic health care programme</li> </ul>	<ul style="list-style-type: none"> <li>Raise awareness against tobacco and alcohol consumption</li> <li>Encourage regular checkups for early detection of diabetes, cancer and cardiovascular disease</li> <li>Strengthen early diagnosis and hospital services</li> </ul>	<ul style="list-style-type: none"> <li>Mass awareness programme to prevent these diseases.</li> <li>Establish and strengthen early diagnosis system</li> <li>Ongoing programme to be continued</li> </ul>	MoHFW, MoI, MoE, MoC, MoSW, DGHS, Private sector, NGOs, CBOs
7. Improve mother and child nutrition	<ul style="list-style-type: none"> <li>Reduce severe U2PEM from 12.6 percent in 1995 to less than 5 percent in 2006</li> <li>Reduce moderate U2PEM from 36percent in 1995 to 25percent in 2006</li> <li>Reduce incidence of</li> </ul>	<ul style="list-style-type: none"> <li>Nutrition Programme</li> <li>Micronutrient supplementation</li> <li>Growth monitoring and promotion</li> <li>Special care for Low Birth Weight</li> <li>Referral to health services</li> <li>BCC for improved nutrition practices</li> <li>Breast feeding protection and promotion</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen and increase coverage of Area Based Community Nutrition (ABCN) in rural areas</li> <li>Pilot test of ABCN in Urban areas</li> <li>Expand CNU from existing 20 to 64 districts</li> <li>Continue the current</li> </ul>	<ul style="list-style-type: none"> <li>Further strengthening of nutrition programme</li> <li>Stimulating informed demand for HNP services</li> <li>Improving equality</li> <li>Improving HNP service efficiencies</li> <li>Improving sector governance</li> <li>Targeting vulnerable group</li> </ul>	MoHFW, MoA, MoFL, MoI, MoWCA, MoYS DGHS, DGHP, NNP, NGOs, CBOs, CSOs, IPHN

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1. Ensure food quality & access to safe food for all	<p>LBW from 50percent in 1995 to 15percent in 2006</p> <ul style="list-style-type: none"> <li>• Reduce stunting from 62 percent in 1995 to 35 percent in 2006</li> <li>• Reduce BMI from 60percent in 1995 to 40percent in 2006</li> <li>• Reduce female U5 underweight, moderate or severe, as percent of male from 8 in 1990 to 0percent in 2006</li> <li>• Reduce female U5 underweight, severe, as percent of male from 26 in 1990 to 10 in 2006</li> <li>• Reduce night blindness from 0.6percent of children (1-5 yr) in 2003 to 0.2percent in 2006.</li> <li>• Reduce geographical disparity in child malnutrition</li> <li>• Reduce prevalence child malnutrition of the poor</li> <li>• Reduce prevalence of anaemia in pregnant women from 70percent to 45percent in 2006 and in adolescent girl 65percent to 25percent</li> <li>• Reduce prevalence of iodine deficiency from 69percent of population in 2003 to 25percent in 2006</li> </ul> <p>• Fortification of appropriate foods with micronutrient</p> <p>• Community Nutrition programme</p> <p>• Preventive &amp; Therapeutic Vitamin-A+</p> <p>• Supplementation.</p> <p>• Control of Iodine Deficiency Disorder</p> <p>• Home gardening</p>	<p>programmes up to 2007</p> <ul style="list-style-type: none"> <li>• Consider introduction of school feeding programme</li> </ul>			
8. Ensure food quality & access to safe food for all	<ul style="list-style-type: none"> <li>• Ensure food quality and access to safe food for all</li> <li>• Reduce number of adulterated food item</li> <li>• Increase number of food items standardised by BSI</li> </ul>	<ul style="list-style-type: none"> <li>• Consumers' Protection Act is under finalization</li> <li>• Undertaking Waste Management Projects</li> <li>• Standardization of different food items including adoption of Codex standards of 29 food items</li> </ul>	<ul style="list-style-type: none"> <li>• Develop food borne diseases surveillance system</li> <li>• Establishment of PHLs at divisional and district headquarters</li> <li>• Introduce policy for quality control of street vended food</li> </ul>	<ul style="list-style-type: none"> <li>• Establish National "Food Safety Council"</li> <li>• Strengthening of PH Laboratory (PHL) of IPH and other laboratories</li> <li>• Strengthening BSI to expand market monitoring systems</li> </ul>	MoFDM, MoA, MoI, MoLGRD, MoC, MoSIC, BSTI, IPH, IPHN,

Strategic Goal	Key Targets	Action taken/ Underway (3)	PRSP Policy Agenda (FY 05-07)		Future Priorities (5)	Responsibilities (6)
			(4)	(4)		
1)	<ul style="list-style-type: none"> <li>Reduce food borne morbidity &amp; mortality</li> <li>Bring about behavioural change in safe food habits</li> <li>Update pure food act</li> <li>BMIS Code</li> </ul>	<ul style="list-style-type: none"> <li>Awareness development on food safety</li> <li>Improve IEC/BCC programmes on food safety</li> <li>Update pure food act</li> <li>BMIS Code</li> </ul>	<ul style="list-style-type: none"> <li>Research activities on epidemiology of food borne illnesses</li> </ul>	<ul style="list-style-type: none"> <li>Update public health act</li> <li>Strengthen monitoring by improving coordination between different relevant agencies i.e. food inspectors and sanitary inspectors</li> <li>Take action for the hard core household and disadvantaged household to access fortified food at an affordable price</li> <li>Increase awareness on safe and nutrition food through mass media and school education</li> <li>Encourage private sector to establish food fortification plants</li> </ul>	<ul style="list-style-type: none"> <li>Update public health act</li> <li>Strengthen monitoring by improving coordination between different relevant agencies i.e. food inspectors and sanitary inspectors</li> <li>Take action for the hard core household and disadvantaged household to access fortified food at an affordable price</li> <li>Increase awareness on safe and nutrition food through mass media and school education</li> <li>Encourage private sector to establish food fortification plants</li> </ul>	<ul style="list-style-type: none"> <li>MoLGRD &amp; C, MoHFM, MoPME, MoE, BSTI, IPH, DPHF, LGED, WASAs, LGIs, NGOs, CSOs, CBOs, CAB</li> </ul>
9. Ensure safe water & sanitation facilities for all	<ul style="list-style-type: none"> <li>Reduce number of population not having (20percent) access to safe water by half in 2006</li> <li>Reduce number of population not having access(66percent) to sanitation by half in 2006</li> <li>Reduce water borne morbidity &amp; mortality</li> <li>Reduce number of population to arsenic contamination</li> <li>Ensure access to sanitary community latrines in village, Bazar, Mosques and schools</li> </ul>	<ul style="list-style-type: none"> <li>Arsenic-testing kits introduced</li> <li>National policy for water supply and sanitation 1998 adopted</li> <li>National policy for Arsenic Mitigation 2004 &amp; Implementation Plan for Arsenic Mitigation in Bangladesh adopted</li> <li>Adoption of Sector Development Framework for water supply and sanitation (WSS) including sector investment plan, sector reform &amp; capacity building plan</li> <li>Medical care for arsenic victims</li> <li>Govt. declared to achieve 100percent sanitation coverage for all by 2010</li> </ul>	<ul style="list-style-type: none"> <li>Develop strategies on water and sanitation to achieve MDGs</li> <li>Water supply and sanitation projects for all urban areas</li> <li>Install water supply options capable of minimizing water problems like arsenic, iron, and salinity</li> <li>Encourage safe use of surface water</li> <li>Introduce water quality monitoring &amp; surveillance programme</li> <li>Introduce awareness programme regarding hygiene practice among the common people</li> <li>Strengthen capacities of stakeholders of the WSS sector</li> <li>Undertake Research and Development (R&amp;D) on appropriate &amp; affordable technologies and hygiene promotion for water and sanitation</li> </ul>	<ul style="list-style-type: none"> <li>Expansion and improvement of safe water supply and sanitation facilities in Urban and rural areas</li> <li>Development of water quality monitoring &amp; surveillance programme protocol and establishment of laboratory network</li> <li>Emphasizing urban solid waste management</li> <li>Strengthening awareness programme about hygiene practice among the common people</li> <li>Establishment of National watchhouse for water supply and sanitation information</li> <li>Mobilization through sanitation campaign/IEC/BCC Materials Development</li> <li>Monitoring and Advocacy</li> <li>Hygiene Promotion Research and Impact Study/Baseline Data and Monitoring</li> <li>Improve and scale-up WATSAN services during disasters</li> </ul>	<ul style="list-style-type: none"> <li>MoLGRD &amp; C, MoHFM, MoPME, MoE, BSTI, IPH, DPHF, LGED, WASAs, LGIs, NGOs, CSOs, CBOs, CAB</li> </ul>	
10. Improve the efficiency in the drug sector	<ul style="list-style-type: none"> <li>Ensure adequate supply of safe, effective and useful drug at affordable</li> </ul>	<ul style="list-style-type: none"> <li>New National Drug Policy has been formulated and introduced</li> <li>Strengthening of the capacity of</li> </ul>	<ul style="list-style-type: none"> <li>Implement the new National Drug Policy effectively and efficiently</li> </ul>	<ul style="list-style-type: none"> <li>Eliminate corruption and leakages in drug distribution system in the public sector</li> </ul>	<ul style="list-style-type: none"> <li>MoHFW, Drug Administration, Pharmaceutical</li> </ul>	

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
1. Prices	• Ensure efficient procurement and distribution of drugs in the public sector	Drug administration has been proposed	<ul style="list-style-type: none"> <li>• Strengthen drug procurement and drug distribution through the public sector</li> <li>• Drug act 1940 and the Drugs (Control) Ordinance 1982 need to be updated</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that all poor health care clients have access to effective drugs</li> </ul>	Companies
11. Develop and promote alternative medical care (AMC)	<ul style="list-style-type: none"> <li>• Reduce dependence on the allopathic system of medicine</li> <li>• Improve the standard of alternative medicine through quality control</li> <li>• Increase number of qualified providers</li> </ul>	<ul style="list-style-type: none"> <li>• Creation of post of MO and supporting staff at all district hospitals</li> <li>• Establishment of Herbal garden at govt. health facilities.</li> <li>• Development of Human resources</li> <li>• Need-based policy guidelines introduced</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake measures for quality control AMC</li> <li>• Create Registration council for AMC</li> <li>• Introduce accreditation of AMC undergraduate and postgraduate curriculum for AMC</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen quality control pharmaceuticals</li> <li>• Preparation of AMC pharmacopoeia</li> <li>• Introducing licensing system</li> <li>• Establishment of registration councils for alternative medical care providers</li> <li>• Further improvement of teaching and research facilities of AMC</li> <li>• Expansion of AMC up to Upazila level</li> <li>• Establishment national herbal plants garden</li> </ul>	MoHFW, MoA, MoFE, MoSICIT, DGHS
12. Promote health education & awareness for healthy life style	<ul style="list-style-type: none"> <li>• Increase awareness level to practice healthy neonatal care, use of colustrum, breast feeding</li> <li>• Improve health seeking behaviour of the community, specially the vulnerable groups</li> <li>• Strengthening motivation and awareness for EPI, ARI, diarrhoea and other communicable diseases</li> <li>• Increase awareness on nutrition and herbal medicine</li> </ul>	<ul style="list-style-type: none"> <li>• Community health education programme</li> <li>• School health education programme</li> <li>• Health education programme</li> <li>• Development Information, Education and Communication (IEC) materials &amp; display</li> <li>• Training, orientation, seminar and materials distributions</li> <li>• Health education in the primary &amp; secondary syllabus curriculum introduced</li> </ul>	<ul style="list-style-type: none"> <li>• Formulation of a national communication strategy for health education and promotion</li> <li>• Inter-sectoral collaboration and coordination</li> <li>• Build awareness on food habits and physical exercise</li> <li>• Promote sports and culture</li> <li>• Mobilization of resources for I.E.C activities</li> <li>• Institutional facilities for capacity building</li> <li>• Skilled human resources at all levels with requisite facilities</li> <li>• Close and strong linkage with print and electronic media</li> </ul>	<ul style="list-style-type: none"> <li>• Restructure the way health education and promotional activities as they are provided now</li> <li>• Further build awareness on food habits and physical exercise</li> <li>• Further promote sports and culture</li> <li>• Mobilization of resources for I.E.C activities</li> <li>• Institutional facilities for capacity building</li> <li>• Skilled human resources at all levels with requisite facilities</li> <li>• Close and strong linkage with print and electronic media</li> </ul>	MoI, MoYS, MoE, MoRA, MoPMF, MoHFW, DGHS, DGFP, Bureau of Health Education, NGOs, CBOs, CSOs
13. Improve health of the elderly people	<ul style="list-style-type: none"> <li>• Improve morbidity and mortality</li> </ul>	<ul style="list-style-type: none"> <li>• Elder people's welfare association</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen and expand health care service up to district level targeted to elderly person</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen and expand health care service targeted to elderly person up to upazila level</li> </ul>	MoHFW, MoSW, DGHS NGOs, CBOs
14. Improve overall health status	<ul style="list-style-type: none"> <li>• Increase life expectancy at birth from 61 in 2000 to 66 in 2007</li> <li>• Reduce population growth rate from 1.6 percent in 2000 to</li> </ul>	<ul style="list-style-type: none"> <li>• Above activities</li> </ul>	<ul style="list-style-type: none"> <li>• Carry out all activities mentioned above</li> </ul>	<ul style="list-style-type: none"> <li>• BCC for healthy lifestyle</li> </ul>	MoHFW, DGHS, NGOs, CBOs, CSOs

Strategic Goal	Key Targets	Action taken/ Underway (3)	PRSP Policy Agenda (FY 05-07) (4)	Future Priorities (5)	Responsibilities (6)
15. Improve health governance and finance	1.5 percent in 2007 <ul style="list-style-type: none"> <li>Strengthen delivery of public health services</li> <li>Increase budgetary allocation for the health sector</li> <li>Introduce innovative public, private health financing instruments</li> </ul>	<ul style="list-style-type: none"> <li>Introduction of Sector wide approach <ul style="list-style-type: none"> <li>Adoption of Health, Nutrition and Population sector Programme 2003-2006</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Formation of Health Services Reformation of Body</li> <li>Formation of National Health, Nutrition and Population Council</li> <li>Identify poorer districts and Upazila with periodic updating</li> <li>Review potential of social health insurance</li> <li>Investigate how to scale up community health insurance</li> <li>Pilot test community health insurance supplementary to micro credit</li> <li>Develop policy for private sector that harnesses available resources</li> <li>Establish and strengthen UH&amp;FWC and MCWC</li> <li>Introduce decentralization &amp; local-level planning</li> <li>Community clinic (CC) management (piloting launched)</li> <li>Expand demand-side financing</li> <li>Diversify service provision</li> <li>Improve budget management</li> <li>Improve sector management</li> </ul>	<ul style="list-style-type: none"> <li>Mobilizing more resources for HNP service</li> <li>Restructuring the way services are provided</li> <li>Improving equality and scope of HNP services</li> <li>Establish National Academy for Health and Population Management</li> <li>Creation of Food and Drug Administration</li> <li>Decentralization of Administrative &amp; financial authority with capacity building</li> <li>Introduction of management performance and appraisal system</li> <li>Large facility autonomy</li> <li>Partnership management with private sector</li> <li>Strengthen regulatory framework for NGOs, private sector</li> </ul>	PMO, MoWCA MoHHW, MoF
<b>Health and Nutrition and Gender Issues</b>					
1. Build women's capacity in health to improve productive capacity	<ul style="list-style-type: none"> <li>Improve women's life expectancy rate from 68 in 2001 to 70 by 2006</li> <li>Improve women's morbidity rate by 25 percent by 2006</li> <li>Improve women's mortality rate from 5.3 per thousand in 1998 to 4.8 in 2006</li> </ul>	<ul style="list-style-type: none"> <li>Access to health care facilities including primary health care and nutrition services</li> <li>Supply of nutrition through the school system and VGD programmes</li> <li>Youth-friendly reproductive health services providing doorstep family planning services</li> <li>Training to Imam, religious leaders and local elites on reproductive health and family planning</li> <li>Reduce spread of HIV/STD infection—not to exceed the risk level (5 percent of the risk</li> </ul>	<ul style="list-style-type: none"> <li>Make all govt. health facilities women friendly along with logistics and supporting staff</li> <li>Make BCC materials women friendly</li> <li>Enhance women's knowledge of hospital services and facilities</li> <li>Provide confidentiality and security to ensure the safe and effective delivery of services</li> <li>Enhance supply of essential drugs &amp; equipment for women</li> <li>Provide equal emphasis on curative care and Family</li> </ul>	<ul style="list-style-type: none"> <li>Health, Nutrition and Population Sector Programme (HNISP) should continue to focus on women and children</li> <li>Introduce sections in school text books on communicable and fatal diseases</li> <li>Develop GO/NGO partnership for education/support of adolescents outside the formal education system for areas such as consequences of early marriage and birth</li> <li>Develop drug policy to reflect</li> </ul>	MWCA, MoE, MoSW, MoWCA MoLGRDC, MoHF&W MoEF, MoFDM

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<p>population)</p> <ul style="list-style-type: none"> <li>• Reduce MMR per 100,000 LB from 320 in 2003 to 275 in 2006</li> </ul>	<p>arsenic poisoning</p> <ul style="list-style-type: none"> <li>• Prenatal services, increased use of professional trained birth attendants</li> <li>• Awareness on safe delivery, MR and abortion</li> <li>• ESP to addresses maternal health</li> <li>• Maternal, Child and Reproductive Health Services Delivery</li> <li>• HIV/AIDS programme including sex- workers</li> </ul>	<p>Planning services including adolescents health issues</p> <ul style="list-style-type: none"> <li>• Encapsulate development of strong referral system for emergencies during pregnancy and delivery and also upgrade the skills of midwives</li> <li>• Raise awareness about communicable diseases</li> <li>• Finalise a health and population policy with emphasis on reproductive health and safe delivery services</li> <li>• Include women's perspective in formulating environment policy</li> <li>• Ensure antenatal care (including treatment for malaria, anaemia etc)</li> <li>• Treatment of complications of sexually-transmitted diseases (STD) during pregnancy</li> <li>• Ensure emergency obstetric care</li> <li>• Provide direct subsidies for health care use by the poor women and children</li> <li>• Strengthen existing health facilities including preventive and curative care, services to women victims of violence and train doctors, nurses and other paramedics</li> <li>• Promote community awareness about occupational hazards</li> <li>• Improve gender equity in access to services in hard to reach areas (coastal, hilly, haor) through satellite clinics and outreach centres</li> </ul>	<p>the needs of the priority of HNPPSP, including poor women and children</p> <ul style="list-style-type: none"> <li>• Replicate one-stop crisis centre at upzilla level for VAW</li> </ul>		

Policy Matrix 16: Women's Advancement and Rights

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)		Future Priorities (5)	Responsibilities (6)
			(1)	(2)	(3)	(4)
<b>Employment</b>	Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>• Eliminate all social discriminations against women</li> <li>• Reduce poverty 50 percent of poor women by 2015</li> </ul>	<ul style="list-style-type: none"> <li>• High skilled and highly paid jobs</li> <li>• Vocational skill training including ICT facilities for women through effective budgetary allocation</li> <li>• Development of understanding between employer and employee about labour laws</li> <li>• Building of day care centres and introduction of four months' maternity leave in govt. institution</li> <li>• Rural Women's Employment Creation Project</li> <li>• Micro Credit Initiatives</li> <li>• VGD Programme</li> </ul>	<ul style="list-style-type: none"> <li>• Enforce equal pay for equal work (if measurable) and ensure inflation adjusted wage</li> <li>• Ensure marketable skill development for the retrenched garment workers</li> <li>• Ensure safe &amp; secure working environment for women both at local and international level</li> <li>• Take initiative for women to enter into overseas employment opportunities</li> <li>• Encourage the private sector to hire women and monitor employer's behaviour through developing a labour code of conduct</li> <li>• Provide housing and childcare facilities for working women</li> <li>• Ensure proper training and credit facilities for retrenched workers</li> <li>• Develop a national system of Provident Funds, Pension Funds for the working women (garments, other industries) and insurance cover in case of causalities and loss of life</li> </ul>		MoLE, MoEWOE, MoLJPA, MoI, MoWCA, MoYS
<b>Technology</b>	Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>• Attempt to ensure 50 percent participation in IT sector</li> </ul>	<ul style="list-style-type: none"> <li>• Cellular phone as income generating activities for rural women</li> <li>• 90 percent of posts for female operators in the Telephone and Telecommunications Board</li> </ul>	<ul style="list-style-type: none"> <li>• Provide training for women on e-commerce, e-business, ICT and create job banks for women</li> <li>• Encourage technological innovation for making inexpensive domestic appliances and their dissemination</li> <li>• Promote positive image of women in electronic, print, audiovisual media</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of information through mobile library</li> <li>• Ensure the women are beneficiaries of new technology</li> <li>• Establish ICT centres for women</li> </ul>	MoWCA NGOs Private sectors
<b>Finance and Banking</b>	Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>• Provide 5 percent of total bank credit to women</li> <li>• Expand coverage and also increase the amount of micro credit</li> </ul>	<ul style="list-style-type: none"> <li>• Window for providing small and medium size loans to women entrepreneurs</li> <li>• Micro credit through various non-government organizations covering the poor</li> <li>• Small loan for agriculture, livestock, trading, cottage industry, etc</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce collateral free loan from bank and other sources</li> <li>• Provide banking facilities for garment workers at their work place</li> <li>• Allocate budgetary funds for providing small-scale loans to women</li> <li>• Provide policy &amp; financial support for the sustainability of women's involvement in entrepreneurship and other finance related activities</li> </ul>	<ul style="list-style-type: none"> <li>• Provide financial support to women organizations, associations and chambers</li> </ul>	MoLGRDC, MoF, MoWCA, MoF, MoI, BB, BOI
Ensure social protection against vulnerability and risks (economic risk)						

Strategic Goal	Key Targets	Actions Taken/ Underway	PRSP Policy Agenda (FY05-07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
<b>Housing facilities and shelter</b>	<ul style="list-style-type: none"> <li>Ensure 50 percent housing facilities for female headed households in public housing projects</li> <li>Build working women's hostels in every district town</li> </ul>	<ul style="list-style-type: none"> <li>Hostel for working women <ul style="list-style-type: none"> <li>Vagrants home</li> <li>Abasan</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Expand the coverage of micro credit for women in small and marginal farm households</li> <li>Provide one-stop service with credit, market information, legal services, and technology for micro-credit borrowers</li> </ul>		
<b>Violence against women</b>	<ul style="list-style-type: none"> <li>Attempt 100 percent reporting of violence against women cases</li> <li>Attempt to reduce reported VAW by at least by 50 percent</li> </ul>	<ul style="list-style-type: none"> <li>Social awareness against trafficking among people and the law enforcement officers (Police, Ansar, BDRs, Army)</li> <li>Rehabilitation programme for sex workers</li> <li>Help-networks for women (help lines, websites, etc) and Post exposure, PEP test for rape victims</li> <li>“One stop” crisis centres in national medical hospitals to support the women survivors of violence</li> <li>Multi-sectoral programme on violence against women (1st phase)</li> </ul>	<ul style="list-style-type: none"> <li>Include domestic violence in Women and children Repression act 2003 as a punishable crime</li> <li>Ensure protection of women in the custody of law enforcement agencies</li> <li>Provide VAW training to police personnel and medical corps</li> <li>Raise awareness of information about services, resources (with Deputy Commissioner, District level Judges) to get support for violence affected persons</li> <li>Increase allocation for the police service and judiciary system aimed at countering VAW</li> <li>Sensitise judiciary to apply CEDAW provisions in cases affecting women's rights</li> </ul>	<ul style="list-style-type: none"> <li>Implement laws in VAW and provide psychosocial facilities for the victims</li> <li>Congenial male attitude towards females</li> </ul>	<ul style="list-style-type: none"> <li>MoLJPA, MoHHA, MoWCA</li> </ul>
<b>Political participation of women</b>	<ul style="list-style-type: none"> <li>Equal participation of women in national parliament and local political institutions</li> <li>Women representation in local bodies</li> <li>Influence political decisions in favour of women</li> </ul>	<ul style="list-style-type: none"> <li>Reserve seats in the National parliament</li> <li>Include women Members of Parliament in all Standing Committees</li> </ul>	<ul style="list-style-type: none"> <li>Equal participation of women in national parliament and local political institutions</li> <li>Include women Members of Parliament in all Standing Committees</li> <li>Influence political decisions in favour of women</li> </ul>	<ul style="list-style-type: none"> <li>Allow local women leaders to take up responsible positions in the decision-making machinery</li> <li>Take initiatives towards making women politically more conscientious</li> </ul>	<ul style="list-style-type: none"> <li>MLJP, MoWCA, MoLGRDC</li> </ul>

Strategic Goal (1)	Key Targets (2)	Actions Taken/ Underway (3)	PRSP Policy Agenda (FY05-07) (4)	Future Priorities (5)	Responsibilities (6)
	<p>women</p> <ul style="list-style-type: none"> <li>• Increase participation in national parliament and other political institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Arrange comprehensive sanitization for Parliamentarians</li> <li>• Encourage women leaders to participate in the political process</li> </ul>	<ul style="list-style-type: none"> <li>• Effective political commitment of leading political parties to touch the basic issue of direct election of women in parliament with specific constituencies</li> </ul>		

Policy Matrix 17: Children Advancement and Rights

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)		Future Priorities	Responsibilities
			(1)	(2)	(3)	(4)
<b>A. Health</b>						
<b>1. Reduce Infant and under-five Mortality Rates:</b>	1. Reduce 65percent mortality rate among children newborn & under-five: <ul style="list-style-type: none"> <li>• Infant mortality rate 66percent in 2000 will be 48percent by 2006 and 22percent by 2015</li> </ul>	i. Essential Services Package-Expanded Programme on Immunization (EPI)	Ongoing and continue upto 2007	Continue	MoHFW, DGHS's EPI Programme, DGFP, NGOs	
	ii. Improve Acute Respiratory Infection (ARI) home management and ensure prompt care, diagnostic skills and rational use of antibiotics for children	ii. Essential Services Package-Acute Respiratory Infection Control	Ongoing and continue upto 2007	Continue	MoHFW, DGHS's ARI Programme, NGOs	
	iii. Reduce morbidity and mortality from the diarrhoeal diseases and extend Oral Re-hydration Therapy (ORT) facilities for children at the union level	iii. Essential Services Package-Diarrhoeal Disease Control (DDC)	Ongoing and continue upto 2007	Continue	MoHFW, DGHS's DDC Programme, NGOs	
	iv. Improve access, quality and equity of health services for children and eliminate gender disparity in child mortality rate	iv. Essential Services Package-Child Health Care	Ongoing and continue upto 2007	Continue	MoHFW, MoWCA, DGFP, NGOs	
	v. Develop guidelines and increase use of Integrated Management of Childhood Illness (IMCI) case management	v. Essential Services Package-Integrated Management of Childhood Illness		Continue	MoHFW, DGHS's ARI Programme, NGOs	

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
protocol at the union level					
<b>2. Improve Poor Health Status of Children:</b> i. Strengthen child health education and promotional activities through formative research, monitoring and evaluation ii. Create massive awareness about child health education and develop curriculum	i, ii. Essential Services Package-Health Education and Promotion (HEP)	Ongoing and continue upto 2007	Continue	MoE, MoPME, MoI, MoHFW, IEM of DGFP, HEP Programme of DGHS	
iii. Improve school health services and provide health training on orientation of worm infestation, supply of iron and folic acid tablets for school girls etc.	• Increase coverage of school health programme during FY05-FY07	iii. Essential Services Package-School Health Programme	Continue	MoI, MoE, MoPME, MoHFW, DGHS's School Health Programme	
iv. Ensure access to reproductive health care services for all adolescents	• Ensure access to reproductive health care services for all adolescents	iv. Essential Services Package-Reproductive Health Care	Ongoing and continue upto 2007	Continue	MoWCA, MoHFW, MoE, MoYS, MoI
v. Develop and implement national adolescent health policies and programmes	• Formulate and implement policies and programmes for all adolescents by 2007	v. Essential Services Package-Adolescent Health Care		MoHFW, DGFP, DGHS	
vi. Reduce morbidity and mortality of children including working, street and disadvantaged children in urban areas	• Increase coverage of urban health services by 70percent during FY05-FY07	vi. Essential Services Package-Urban Health services	Ongoing and continue upto 2007	Continue	MoHFW, DGHS, DGFP, LGD

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
vii. Develop strategies for prevention of accidents and injuries for children	<ul style="list-style-type: none"> <li>• Increase massive awareness about accidents and injuries</li> </ul>	<ul style="list-style-type: none"> <li>vii. Prevention of Accidents and Injuries</li> </ul>	Continue		MoHFW, DGFP
<b>B. Food and Nutrition</b>					
1. Reduce Malnutrition among Children:	<p>1. About 70 percent of children under-five years are malnourished:</p> <ul style="list-style-type: none"> <li>• Reduce the proportion of malnourished children by 50percent and eliminate gender disparity in child malnutrition</li> <li>• Underweight child was 51percent in 2000 hope to reduce 34percent by 2010 and 26percent by 2015</li> </ul>	<ul style="list-style-type: none"> <li>i. Increase and Maintain Cereal Production</li> </ul>	Ongoing and continue upto 2007	Continue	MoA, MoF, MoI, MoWRA, NGOs
	<ul style="list-style-type: none"> <li>ii. Obtain plant and animal protein, vitamins, minerals and increase production of oil for providing energy for children</li> <li>iii. Make fortified food available in markets and fulfill requirement of micronutrients for children</li> <li>iv. Reduce severe and moderate malnutrition among children under-2 years, pregnant and lactating women</li> <li>v. Ensure nutrition programmes in primary health care and in other relevant sectors for children including urban slum</li> </ul>	<ul style="list-style-type: none"> <li>ii. Increase Non-cereal Production (Pulses, Oilsseeds, Vegetables and Animal Food)</li> <li>iii. Fortification of Common Food with Vitamin A, Irons Iodine</li> <li>iv. Improvement of Nutritional Status</li> <li>v. Community Nutrition Programme</li> </ul>	<p>Ongoing and continue upto 2007</p> <p>Ongoing and continue upto 2007</p> <p>Ongoing and continue upto 2007</p>	Continue	MoA, MoF, MoI, MoLGRDC, MoFL, MoWCA, CBO, NGOs
	<ul style="list-style-type: none"> <li>• 2. Prevalence of anaemia is 49.2percent in 6-59 months' children, 27.8percent in adolescents, 45.5percent in pregnant women. In slums, the figures is 61.5percent, 28.1percent and 44.1percent, respectively:</li> <li>• Iodized salt consumption was 70.1percent in 2000 hope to increase 80percent by 2007</li> <li>• Increase awareness about nutrition</li> <li>• Increase coverage of emergency food distribution during disaster</li> </ul>				MoWCA, MoI, MoF, MoWRA, MoI, MoA, MoLGRDC, MoFL
					MoHFW, MoWCA, MoI, NGOs
					MoHFW, MoWCA, MoSW, MoInd, NGOs

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
and street children					
vi. Build capacity of service providers and ensure supply of iron tablets, iodised salt and vitamin A among children 1-5 years	vi. National Nutrition Programme	Ongoing and continue upto 2007	Continue		MoHFW, MoWCA, MoI, NGOs
vii. Increase exclusive breastfeeding rate	vii. Promotion and Support of Breast Feeding	Ongoing and continue upto 2007	Continue		MoHFW, BFF, MoI, MoWCA, NGOs
viii. Eliminate iodine deficiency	viii. Control of Iodine Deficiency Disorder	Ongoing and continue upto 2007	Continue		MoHFW, MoI, NGOs
ix. Create awareness about nutrition among children	ix. Nutrition Education for School Children	Ongoing and continue upto 2007	Continue		MoHFW, MoI, MoF, MoWCA, NGOs
x. Distribute nutritionally balanced diet for disaster victims especially for children	x. Strengthen Emergency Food Distribution during Disaster	Ongoing and continue upto 2007	Continue		MoRR, MoA, MoF, MoI, MoWR, MoFI, MoLGRDC
<b>C. Education</b>					
<b>1. Strengthen Early Childhood Development Programme:</b>					
		i, ii, iii. Early Childhood Development Programme, Pre-School Programme, Day-Care Centre for Children	Ongoing and continue upto 2007	Continue	MoWCA, MoPMIE, BBS, MoSW, NGOs
		• For all children under 5 years			
		ii. Develop and implement national early childhood development (ECD) policies and programmes			
		ii. Expand and improve comprehensive early childhood care and education for children less than 2-5 years			

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
iii. Reduce inequity and disparity in ECD programme					
<b>2. Ensure All Boys and Girls Complete a Full Course of Primary Schooling:</b>					
i. Increase enrolment in primary school and ensure good quality primary education	<ul style="list-style-type: none"> <li>• Enrolment in primary level 75percent in 2000, hope to increase to 92percent by 2010 and 100percent by 2015</li> <li>• Primary school drop-out rate 35percent in 2000, hope to decrease 20percent by 2010 and 10percent by 2015</li> <li>• Children reaching grade 5 level was 68percent in 2000, hope to increase to 75percent by 2010 and 85percent by 2015</li> </ul>	<ul style="list-style-type: none"> <li>i, ii, iii. Universal Primary Education</li> </ul>	Ongoing and continue upto 2007	Continue	MoPED, MoWCA, IER-DU, MoLGRDC, NGOs
ii. Improve access, retention and equity at the primary level through introduction of a Core-Curriculum and providing necessary structures					
iii. Increase equity of outcome through appropriate resource allocation to promote marginal social benefits.					
<b>3. Strengthen Education Programme for Excluded Children:</b>	<ul style="list-style-type: none"> <li>• Increase coverage of education for the excluded children by 50percent during FY05-FY07</li> <li>i. Formulate need-specific programmes for disabled, street, indigenous, working and under-privileged children</li> </ul>	<ul style="list-style-type: none"> <li>i. Education for the Excluded Children</li> </ul>	Ongoing and continue upto 2007	Continue	Separate wing of excluded children within MoPMF, MoWCA, MoSW, MoYS, MoLE, NGOs
<b>4. Ensure Qualitative Basic Education Programme for Children:</b>	<ul style="list-style-type: none"> <li>• For all children under 18 years</li> <li>i. Formulation of Qualitative Basic Education Programme</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing and continue upto 2007</li> </ul>	Continue		MoE, MoPME, MoWCA, MoCA, MoYS, MoSW, NCTB, PTIs,
ii. Equip all children					

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
with inclusive basic education to develop strong life skills component including mental, cultural and physical development					NGOs,
<b>5. Improve Access and Equity to Secondary Education:</b> i. Increase enrolment in secondary education and ensure good quality secondary education ii. Improve access, quality and equity of secondary education for hard-to-reach groups through re-allocation of academic curricula and extra-curricular resources iii. Rationalise current location of schools to reach unserved areas	<ul style="list-style-type: none"> <li>• Enrolment in secondary level was 65percent in 2000, hope to increase to 85percent by 2010 and 95percent by 2015</li> <li>• Eliminate gender disparity in secondary education by 2005 and achieve gender equality in education by 2015</li> </ul>	i, ii. Strengthen Qualitative Secondary Education iii. School are being built on the basis of school map	Ongoing and continue upto 2007	Continue	MoE, Directorate of Secondary and Higher Secondary (DSHS), BANBEIS
<b>6. Enhance Vocational Education for Children:</b> i. Mainstream vocational education as a component of secondary education ii. Enhance apprenticeship opportunities and special teacher training for	<ul style="list-style-type: none"> <li>• Increase access to vocational education programme for special group of children by 40percent during FY05-FY07</li> </ul>	i, ii. Vocational Education Programme	Ongoing and continue upto 2007	Continue	MoE, MoI, MoLE, MoYS DTE, DSHE,

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
Vocational subjects for special children's group					
<b>7. Expand Opportunities in Non-formal Education for Children:</b>	<ul style="list-style-type: none"> <li>• Expand opportunities, increase enrolment, retention and improve non-formal educational performance during FY05-FY07</li> </ul> <p>i. Ensure qualitative non-formal education for children and expand opportunities for excluded children to participate in non-formal education</p>	i. Non-formal Education Programme	Ongoing and continue upto 2007	Continue	MoPME, MoE, MoSW, MoYS, NGOs
<b>8. Improve Core Curricula of Madrasah Education for Children:</b>	<ul style="list-style-type: none"> <li>• Increase performance parity for Madrasah graduates with students from elsewhere in the education system during FY05-FY07</li> </ul> <p>i. Integrate Madrasah into a unified national primary and secondary education system</p> <p>ii. Improve quality of learning outcome and increase market relevance of Madrasah education</p>	i, ii. Madrasah Education Programme	Ongoing and continue upto 2007	Continue	MoPME, MoE, MoYS, MoRA
<b>D. Empowerment</b>					
<b>1. Empower Children through Social Integration and Inclusion:</b>	<ul style="list-style-type: none"> <li>• Increase access, equity and participation in relevant sectors and institutions and enhance opportunity and capacity for girl child</li> </ul> <p>i. Increase access, relevance, equity and participation in relevant sectors and institutions for</p>	i, ii. Empowerment of Children.	Ongoing and continue upto 2007	Continue	MoWCA, MoPME, MoE, MoLE, MoI, MoYS, MoSW, NGOs

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
children	ii. Enhance the opportunities for the girl child through equitable access in the decision-making process, in education of all types, etc.				
	<b>E. Water, Sanitation and Environment</b>				
1. Provide Safe Water, Healthy Sanitation and Environment for children:					
	i. Identify un-served/under-served and hardship areas and ensure access to safe drinking water and appropriate sanitation type suitable for the particular area	i. Installation of alternative water supply and sanitation systems for un-served/under-served areas	Ongoing and continue upto 2007	Continue	LGD, DPHE, CBOs, NGOs at local level, local bodies
	ii. Increase access to sanitary latrines in rural areas and urban slums to provide healthy environment for children	ii. Construction of Sanitary Latrines in Rural Areas and Urban Slums	Ongoing and continue upto 2007	Continue	DPHE, Private sector, Local Bodies, DPHE, CBOs, NGOs
	iii. Inculcate habit of using sanitary latrines together with personal hygiene practices among students and other members of school	iii. School Sanitation Programme	Ongoing and continue upto 2007	Continue	MolGRD & C, DPHE, MoE, MoPME, MoSW, NGOs
	iv. Develop test and design various alternative technological options in order to	iv. Development of Alternative Systems in Arsenic Affected Areas	Ongoing and continue upto 2007	Continue	LGD, DPHE, BUET, BAMWASP, BCSR NIPSOM, ICDDR, NGO

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
replace arsenic contaminated tube-well					
v. Increase access to safe drinking water in rural areas and urban slums to provide healthy environment for children	• Increase coverage of access to safe drinking water in rural areas and urban slums by 100 percent	v. Access to Safe Drinking Water in Rural Areas and Urban Slums	Ongoing and continue upto 2007	Continue	Environmental and Occupational Health Cell of DGHS, MOL, GRDC, NGOs
vi. Reduce environmental hazards for children (sound, air, water pollution etc)			vi. Environmental Hazard Management Programme	Continue	MoEnv, MoWCA, MoI, NGOs
<b>F. Protection against Abuse, Exploitation and Violence</b>					
1. Reduce Social Violence against Under-privileged Children:					
ii. Strengthen research and documentation on salient issues of child abuse, exploitation and violence for programmatic interventions	• Analysis of trends of child abuse, exploitation and violence	i. Identification of Indicators of Abuse, Exploitation and Violence against Children.	Ongoing and continue upto 2007	Continue	MoWCA, MoL, JPA, MoH, MoLE, MoSW, MoI, MoYS I.GD, BBS, NGOs, children's organization
	• Increase coverage of programmes for vulnerable children	Identify the magnitude of violence, abuse and exploitation against children	Identify the magnitude of violence, abuse and exploitation against children	Strengthen the capacity of the community to combat violence against children	
	• Under-5 birth registration was 8 percent in 2000, hope to be increased to 40 percent by 2007	Undertake media campaign on birth registration, violence against children and on child rights, parenting and against corporal punishment	Undertake media campaign on birth registration, violence against children and on child rights, parenting and against corporal punishment		
	• Reduce the percentage of early marriage by 70 percent during FY05-FY07	ii. Strengthen Livelihood Options to Decrease Children's Vulnerability	Ongoing and continue upto 2007	Continue	MoWC, MoE, MoYS, MoLE, BRDB, NGOs, Children's
	ii. Increase livelihood options for children and develop life skills that are in consonance with	• Ensure responsible journalism and media reporting to protect			

Strategic Goals	Key Targets	Actions taken/Underway			PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
		(1)	(2)	(3)	(4)	(5)	(6)
current demands of the local job market	child rights						Organizations
iii. Ensure compulsory registration of children at birth	• Ensure juvenile justice reforms	iii. Reactivate and Enforce the System of Compulsory Birth Registration		Ongoing and continue upto 2007	Continue	MoI, IGRD, MoHFW, MoYS, MoWCA, BBS, Children's Organizations, NGOs	
iv. Eliminate the practice of early marriage, which engenders an environment for abuse, exploitation and violence against children		iv. Eliminate Child Marriage	Ongoing and continue upto 2007	Ongoing and continue upto 2007	Continue	MoE, MoHA, MoLPA, MoYS, Children's Organizations, NGOs	
v. Encourage responsible journalism and media reporting to serve the best interests of children		v. Encouragement of Responsible Journalism and Media Reporting to Protect Child Rights	Ongoing and continue upto 2007	Ongoing and continue upto 2007	Continue	MoWCA, MoI, MoYS, Press Council, Journalists, NGOs	
vi. Ensure the best interests of the children who come into contact with the law		vi. Existing Juvenile Justice Reforms in its Treatment of Children	Ongoing and continue upto 2007	Develop community mechanism to deal with underage petty offenders “Domestic Violence” must be clearly defined for proper response	Continue	MoHA, MoSW, MoHSFW, MoWCA, MoLJPA, NGOs	
vii. Establish mechanisms to prevent and protect children from all forms of abuse, exploitation and violence	• Improve monitoring mechanism of child rights and child welfare	vii. Strengthen Monitoring of Child Rights and Child Welfare	Ongoing and continue upto 2007	Ongoing and continue upto 2007	Continue	MoWCA, PMO, MoYS MoHA, MoLJPA	
viii. Acquaint Children about the potential risks and benefits of migration which leads to child	• Increase awareness about safe migration, all forms of illegal trafficking and abduction	viii. Acquaint Children and their Families with Safe Migration, All Forms of Illegal Trafficking and Abduction	Ongoing and continue upto 2007	Ongoing and continue upto 2007	Continue	MoWCA, MoHA, MoC, MoFA, MoI, MoS, MoEWOE, MoC, MoYS MoSW, MoLGRDC,	

Strategic Goals	Key Targets		Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
	(1)	(2)	(3)	(4)	(5)	(6)
Sale & trafficking and protect them from all forms of trafficking and abduction	ix. Protect children against torture and other cruel, inhuman or degrading treatment or punishment.	• Reduce all forms of ill-treatment and violence against children	ix. Strengthen the Right of Children against Ill-Treatment and Violence	Ongoing and continue upto 2007	Continue	MoI, MoSW, MoHFW, MoYS, MoWCA, MoLJPA, NGOs
	x. Protect children from profound pervasiveness of corporal punishment in homes, schools, educational and other institutions and within the legal system	• Increase awareness and protect children from physical punishment	x. Protection of Children from Physical Punishment	Ongoing and continue upto 2007 Undertake campaign against all forms of corporal punishment at home and Educational institutions	Continue	MoWCA, MoE, MoI, MoYS MoSW, MoH, Madrasa Education Bords, NGOs
	xi. Take immediate and effective measures to eliminate the worst forms of child labour as defined in International Labour Organization Convention No 138	• Increase knowledge base about child labour and rights	xi. Strengthen Knowledge Base about the Worst forms of Child Labour	Ongoing and continue upto 2007 Mobilize adults eg employer, local officials, police, parents, professional associations etc. to improve working conditions and prevent exploitations Introduce minimum wage policy for child labour	Continue Amend country's labour codes in line with CRC and ILO-182	MoLE, MoWCA, MoYS MoSW, BBS, NGOs
	xii. Assist street children in accessing their rights and protecting them from all forms of abuse and exploitation	• Protect street children from all forms abuse & exploitation	xii. Protection of Street Children from Abuse and Exploitation	Ongoing and continue upto 2007	Continue	MoWCA, MoH, MoSW, MoYS, MoLJPA, MoLE, MoI, MoLGRDC, NGOs,
	xiii. Improve the plight of children who live under difficult circumstances	• Increase necessary support to children under difficult circumstances		xiii. Improvement of the plight of children who live under difficult circumstances	Continue	MoWCA, MoH, MoHFW, MoYS, MoSW, MoLJPA, NGOs

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
xiv. Protect children affected by natural disasters	• Increase coverage of Safety Nets programmes for children displaced by natural disasters	xiv. Safety Nets Programme for Children Displaced by Natural Disasters	Ongoing and continue upto 2007	Continue	MoFDM, MoLGRDC, MoYS, MoHFW, NGOs
xv. Safeguard the interests of indigenous children	• Ensure safeguard for the indigenous children	xv. Safeguard the best Interests of Indigenous Children	Ongoing and continue upto 2007	Continue	MoCHTA, MoWCA, MoE, MoSW, MoI, MoPME, NGOs
xvi. Protect children who are orphaned, abandoned or destitute and are greatly vulnerable to abuse, exploitation and violence	• Increase protection of children deprived of parental care  • Increase protection of children who are orphaned, abandoned or destitute and are greatly vulnerable to abuse, exploitation and violence	xvi. Protection of Children Deprived of Parental Care  xvi. Protection of Children Deprived of Parental care	Ongoing and continue upto 2007  Adopt a draft Social Policy for care and protection of children out of parental care	Protect children from the impact of armed conflict & forced displacement  Review Adoption policy to protect the best interest of the children	MoSW, MoWCA, MoHA, MoYS, Children Organization, NGOs
<b>G. Recovery and Reintegration</b>					
i. Ensure child victims' access to all necessary support services for speedy recovery and smooth social reintegration	• Increase necessary support services to child victims	i. Necessary Support Services to Child Victims for Recovery and Social Reintegration	Ongoing and continue upto 2007	Continue	MoSW, MoWCA, MoHFW, MoLE, MoI, MoJPA, NGOs
ii. Assist in the recovery and reintegration of children (accused or victim) who come into contact with the law and are consequently detained or imprisoned and suffer from labelling effects	• Increase assistance in the recovery and reintegration of children who come into contact with the law	ii. Recovery and Reintegration of Children who Come into Contact with the Law	Ongoing and continue upto 2007	Continue	MoJPA, MoHA, MoSW, MoWCA, MoI, Private Media, NGOs
iii. Apprehend and prosecute alleged perpetrators of sexual abuse, exploitation and trafficking of	• Ensure strict enforcement of law	iii. Strict Enforcement of Law	Ongoing and continue upto 2007	Continue	MoHA, MoWCA, MoJPA, Private Media, NGOs

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
children	<ul style="list-style-type: none"> <li>• Increase awareness about incidents of abuse, exploitation and existing and potential perpetrators</li> </ul>	<ul style="list-style-type: none"> <li>iv. Social Protest Involving Broad-Based Community Groups about Abuse and Exploitation</li> </ul>	Ongoing and continue upto 2007	Continue	MoWCA, MoSA, LEBs, NGOs
iv. Acquaint local communities with the incidents of abuse and exploitation and increase their awareness of existing and potential perpetrators					
<b>H. HIV/AIDS, STIs and Substance Abuse</b>					
i. Reduce the negative health consequences of sexual abuse and exploitation	<ul style="list-style-type: none"> <li>• Reduce the negative health impacts of sexual abuse and exploitation</li> </ul>	i. Strengthen Information about Sexuality, Sexual Hygiene	Ongoing and continue upto 2007	Continue	MoWCA, MoSW, MoHFW, MoI, MoE, MopME, MoYS, NGOs
ii. Provide information to sexually exploited and abused children about STIs, HIV / AIDS and ensure sufficient facilities for voluntary testing and treatment.	<ul style="list-style-type: none"> <li>• Increase access to child victims of sexual exploitation and abuse</li> </ul>	ii Strengthen Access to Child Victims of Sexual Exploitation and Abuse	Ongoing and continue upto 2007	Continue	MoHFW, MoH, MoI, MoYS, MoSW, MoWCA, NCTF, NGOs
iii. Reduce the harm caused by the abuse of tobacco, alcohol or other drugs by children living in brothels or living/working on the street	<ul style="list-style-type: none"> <li>• Reduce the harm of child victims of exploitation and abuse</li> </ul>	iii. Help Child Victims of Exploitation and Abuse	Ongoing and continue upto 2007	Continue	MoWCA, MoH, MoI, MoYS, MoJPA MoHFW, MoSW, NGOs
iv. Prevent the transmission of STD including HIV/AIDS in the under 18 age group	<ul style="list-style-type: none"> <li>• Prevent the transmission of HIV/AIDS</li> </ul>	iv. Prevention of Transmission of HIV/AIDS	Ongoing and continue upto 2007	Continue	MoYS, MoHFW, NASP of DGHS, NGOs
<b>I. Coordination and Monitoring</b>					

Strategic Goals	Key Targets	Actions taken/Underway	PRSP Policy Agenda (FY05-FY07)	Future Priorities	Responsibilities
(1)	(2)	(3)	(4)	(5)	(6)
i. Increase overall efficiency, coverage and impact of efforts to combat the sexual abuse, exploitation and trafficking of children through enhanced coordination and cooperation	<ul style="list-style-type: none"> <li>• Increase efficiency, coverage and impact of efforts to combat the sexual abuse, exploitation and trafficking of children</li> </ul>	i. Strengthen Coordination and Cooperation in Combating the Sexual Abuse, Exploitation and Trafficking of Children	Ongoing and continue upto 2007	Continue	MoYS, MoWCA, MoHA, MoSW, MoHFW, MoI, MoLJ&PA, MoFA, MoEWOE, NGOs
ii. Increase overall efficiency for interception, prosecution, trial and psychosocial counselling	<ul style="list-style-type: none"> <li>• Increase efficiency for interception, prosecution, trial and psychosocial counselling</li> </ul>	ii. Strengthen Trial and Prosecution	Ongoing and continue upto 2007	Continue	MoYS, MoFA, MoLJPA, MoH, MoWCA
iii. Develop Indicators for Monitoring Progress in Implementation of National Plan of Action (NPA) for children	<ul style="list-style-type: none"> <li>• Ensure monitoring of Indicators of Implementation of NPA</li> </ul>	iii. Indicators for Monitoring Implementation of NPA	Ongoing and continue upto 2007	Establish an independent monitoring system and mechanism to assess the performances and impact of the NPA	MoYS, MoWCA, MoHFW, MoE, MoH, MoLE, MoSW, MoLJPA, NCTF, NGOs, Bangladesh Shishu Academy
iv. Develop a mechanism for collecting and storing information (database) regarding reported cases of sexual abuse & exploitation	<ul style="list-style-type: none"> <li>• Develop mechanism to collect and store information on cases of sexual abuse and exploitation</li> </ul>	iv. Mechanism to Collect and Store Information on Cases of Sexual Abuse & Exploitation	Ongoing and continue upto 2007	Develop a Management Information System (MIS)	MoYS, MoWCA, MoE, MoHA, MoHFW, MoSW, MoPME, NGOs

Policy Matrix 18: Good Governance

Strategic Goal	Key Targets/Concerns	Actions Taken/Underway	Policy Agenda FY05-07	Future Priorities	Responsibility
(1)	(2)	(3)	(4)	(5)	(6)
1. Enhancing Implementation Capacity	<ul style="list-style-type: none"> <li>Improved PCP/PP approval process</li> </ul>	<ul style="list-style-type: none"> <li>New format DPP approved and introduced</li> </ul>	<ul style="list-style-type: none"> <li>Finalise and approve new format</li> <li>Development of a core professional team</li> </ul>		PC
• Result-oriented project design	<ul style="list-style-type: none"> <li>Medium Term Budgetary Framework (MTBF) introduced in fiscal 2005-06 <ul style="list-style-type: none"> <li>Establishment of link between input and output so that performance of relevant Ministry can be measured</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Monitor progress on MTBF implementation</li> </ul>		PC, All line Ministries	
• Reduced ratio of under-funded projects	<ul style="list-style-type: none"> <li>10 Ministries authorized to prepare their own budgets within a 3-5 year framework under the MTBF</li> </ul>	<ul style="list-style-type: none"> <li>Expand MTBF framework to more Ministries / Departments</li> </ul>		FD	
• Realistic disbursement projections	<ul style="list-style-type: none"> <li>3 to 5 year budgetary framework introduced under MTBF</li> </ul>	<ul style="list-style-type: none"> <li>Monitor progress on MTBF implementation</li> </ul>		FD	
• Improved coordination and oversight	<ul style="list-style-type: none"> <li>Coordination committees set up at PMO on priority national issues chaired by Principal Secretary</li> </ul>			PMO, Relevant Committees	
• Civil service reform	<ul style="list-style-type: none"> <li>PARC recommendations published</li> <li>Pay Commission report published</li> <li>Phased implementation of Pay Commission recommendations</li> </ul>	<ul style="list-style-type: none"> <li>Strategic strengthening of recruitment and HRD institutions</li> <li>Review the rationales and mechanisms for talent attraction from within and outside government to senior positions</li> <li>Update the 1994 'Government that Works'</li> </ul>	<ul style="list-style-type: none"> <li>Explore the establishment of a permanent body to monitor and update civil service reforms</li> </ul>	CD, PMO FD, MoE	
• Capacity building	<ul style="list-style-type: none"> <li>PCP prepared</li> </ul>	<ul style="list-style-type: none"> <li>Initiate viable projects</li> </ul>		PATC, APD NGOs	
2. Promoting Local Governance	<ul style="list-style-type: none"> <li>Effective strengthening of Union Parishads and Pourashavas</li> </ul>	<ul style="list-style-type: none"> <li>Job description for women members developed</li> <li>Considerable number of Union Parishad Complexes built</li> <li>Orientation training for all UP functionaries implemented</li> <li>Position of UP secretary upgraded</li> <li>New tax schedule for UPs issued</li> <li>Pilot projects on strengthening different aspects of UPs ongoing</li> </ul>	<ul style="list-style-type: none"> <li>Develop revamped core training modules for UPs</li> <li>Review and streamline government circulars for LGs for removal of inconsistency and contradictions</li> <li>Review policy on leasing authority of jalmahal, hat-bazar and ferry-ghats</li> <li>Remove existing limit on</li> </ul>	<ul style="list-style-type: none"> <li>Promote open budget sessions for UPs and Pourashavas</li> <li>Increased resource for LGIs</li> <li>Updated and comprehensive training strategy for UPs with special focus on problem-solving</li> <li>Preparation of union poverty maps</li> <li>Promote preparation of</li> </ul>	<ul style="list-style-type: none"> <li>MoLGRDC</li> <li>LG advocacy groups</li> <li>Pilot projects</li> </ul>

Strategic Goal	Key Targets/Concerns	Actions Taken/Underway	Policy Agenda FY05-07	Future Priorities	Responsibility
(1)	(2)	(3)	(4)	(5)	(6)
■ Strengthen resource position of Union Parishads and Pourashavas	<ul style="list-style-type: none"> <li>■ Pourashavas are getting direct ADP allocation</li> <li>■ UPs are getting direct block allocation from FY 2004-05</li> <li>■ Guideline for use of UP Block fund has been implemented</li> </ul>	<ul style="list-style-type: none"> <li>■ Implementation arrangement for direct allocation to UPs to be made operational and budgeted amount to be substantially enhanced</li> <li>■ Existing rate of 1 percent land transfer tax to UPs should be raised to 5 percent and given directly to UPs</li> </ul>	<ul style="list-style-type: none"> <li>UPs for decision-making on project implementation <ul style="list-style-type: none"> <li>• Reduce MP's role in Union development expenditures</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Promote preparation of annual plans and annual budgets by UPs</li> </ul>	Mof MoLGRDC
● Establish and make effective all constitutionally mandated LG bodies	<ul style="list-style-type: none"> <li>● Establishment of Upazila Parishads</li> <li>● Establishment of Zila Parishads</li> </ul>	<ul style="list-style-type: none"> <li>● Election of Upazila Parishad</li> <li>● Review structure of upazila Parishad to make them more functional and effective</li> </ul>	<ul style="list-style-type: none"> <li>● Election of Upazila and Zila Parishads</li> <li>● Preparation of upazila-level local economy promotion plans</li> </ul>	CD MoLGRDC	
● Activate dormant capacities such as UP standing committees, SMCs, upazila health review council, Gram Sabha	<ul style="list-style-type: none"> <li>● Pilot projects ongoing for activating UP standing committees</li> <li>● Gram Sarkars established</li> <li>● SMCs for secondary schools revived</li> </ul>	<ul style="list-style-type: none"> <li>● Collate pilot experiences for wider replication</li> <li>● Social campaign to transform SMCs and P'TAs into effective bodies for school improvement</li> <li>● Prepare pilot guide-lines for activating standing committees etc</li> </ul>	<ul style="list-style-type: none"> <li>● Social campaign to transform SMCs and P'TAs into effective bodies for school improvement</li> </ul>	Union Parishads Advocacy groups/NGOs Pilot projects	
■ Innovate and expand performance-based budgetary support to Union Parishads	<ul style="list-style-type: none"> <li>■ Eligibility criteria developed</li> <li>● Several pilot project experiences have accumulated</li> <li>● ADP supplementation for selected UPs being reviewed</li> </ul>	<ul style="list-style-type: none"> <li>● Streamline eligibility criteria</li> <li>● Implement extra ADP budgetary support for good performing UPs</li> </ul>	<ul style="list-style-type: none"> <li>● Substantially increase ADP allocation for UPs</li> <li>● Consolidate a performance-based second resource channel for UPs</li> </ul>	MoLGRDC Pilot projects	
● Strengthen participatory space for non-state actors	<ul style="list-style-type: none"> <li>● Pilot projects for inclusive Union coordination meetings</li> <li>● Good practices on open budget sessions</li> <li>● SMCs and P'TAs exist but are yet to be effective</li> </ul>	<ul style="list-style-type: none"> <li>● Implement provision for gram sabha on a pilot basis to generate good practices for subsequent wider replication</li> <li>● Identify most effective entry points in the project cycle to enhance participation</li> </ul>	<ul style="list-style-type: none"> <li>● Reform project cycle for strengthening participatory governance</li> <li>● Transform gram sabha into major participatory vehicles</li> <li>● Strengthen GO-NGO coordination mechanisms at Union, Upazila and Zila levels</li> </ul>	MoLGRDC Advocacy groups UPs/Pourashavas NBDs	

Strategic Goal	Key Targets/Concerns	Actions Taken/Underway	Policy Agenda FY05-07		Future Priorities	Responsibility		
			(1)	(2)	(3)	(4)	(5)	(6)
• Promote a politically viable comprehensive approach to local government strengthening			• More rigorous and effective implementation of information campaigns prior to project finalization and implementation					
			• Review training modules to encourage participatory governance					
3. Strengthening Anti-Corruption Strategy and Improving Accountability and Transparency	• Fast-track operationalization of the Anti-Corruption Commission	• Anti-Corruption Commission Act passed	• Revive debate on upazila Commission	• Initiate formulation of a sector-wide project	• Comprehensive LG Act to supersede all existing legislation	Cabinet Sub-Committee on Local Government LG advocacy groups	CD Anti-Corruption Commission CSOs	FD PC Anti-Corruption Commission
	• Strengthening Anti-Corruption Strategy and Improving Accountability and Transparency	• 3-member Commission appointed	• Initiate planning for a comprehensive Local Government Act	• Re-orient LGs towards regeneration of local economies				
		• Commission established in new offices						
		• Former Anti-Corruption Bureau abolished						
		• Continue reforms in financial management	• Streamlined procurement regulation and procedures issued	• Mainstream improved Procurement process				
			• Public Expenditure Review Commission and Commission on Reforming Public Revenue System established in June, 2002	• Review and implement relevant recommendations of the Commissions on public expenditure and public revenue				
			• Order on separation of audit and accounting functions issued					
			• Budget Monitoring and Resource Committee and Medium-term Budget Coordination and Resource Committee have been formed in the light of the introduction of MTBF					
		• Strengthen access to information	• Online tendering process	• Right to Information Act	MOLJPA CSOs NGOs			
		• Re-vitalise moral and material incentives for	• Pay Commission report finalized and new pay scale being implemented in	• Promote steps towards e-governance	• Transformation in work culture of bureaucracy	FD CD		

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway		Policy Agenda FY05-07	Future Priorities	Responsibility
		(1)	(2)	(3)	(4)	(5)
1	public servants	phases	• Career planning and training wing created in the Ministry of Establishment	relevant training Programmes		
	• Promote social awareness and social campaigns against corruption			• Strengthen watchdog bodies • Media recognition of good practices • Develop better indices and evidence on corruption and mis-governance	• Training on public ethics for elected functionaries and civil servants	Political parties CSOs CD
	• Abolish utility monopolies and introduce competition		• Energy Regulatory Commission established • Bangladesh telecommunications Act, 2001 passed		CD	
			• Telecommunications Regulatory Commission established • Companies under PetroBangla granted financial and administrative autonomy			
4. Reforming Criminal Justice and Enhancing Poor's Access to Justice	• Criminal Justice reform		• Speedy Trial Act, 2002 passed • 9 Speedy Trial Tribunals established • Acid Offences Act, 2002 enacted • Monitoring cell established in Home Ministry • Rapid Action Battalion established in 2004 to deal with heinous crimes • Committee to review progress on criminal justice reform established in 2003 • Independent public prosecution service proposed • Project to enhance criminal justice and poor's access to justice undertaken	• Complete meaningful separation of judiciary from executive • Promote ADR utilizing community capacities including local governments • Implement independent public prosecution service • Strengthen safeguards in implementation of speedy solutions such as RAB	• Standards setting on lower judiciary	MOLJPA, Supreme Court, MoHA
	• Police reform		• Number of police force increased by 12959 • Committee to review and recommend updating of Police Regulations of Bengal (PRB) established and the committee submitted its recommendations • Committee to update Jail Code	• Reduce non-essential (protocol, VIP duties) workload of police personnel • Revive and strengthen routine oversight and inspection functions	• Develop a meaningful Programme for integrating the thana and the chowkidari systems • Promote community policing approaches • Develop a viable and long-term police reform agenda	MoHA CD Local Government Bodies CBOs

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway		Policy Agenda FY05-07	Future Priorities	Responsibility
		(1)	(2)	(3)	(4)	(5)
• Jail reform	• Educational qualification for entry into constable post upgraded to SSC established	• To ease overcrowding, 2 new central jails and 34 new district jails taken up for construction. Out of 34 new district jails, 2 already constructed	• Vocational training for inmates, in particular female inmates	MoWCA MoSW MoHA NGOs		
	• Separate correctional and rehabilitation centres for children established at Lalmonia, Dhaka, Tongi, Jessore, Konabari, and another under construction at Joyphurhat	• Ensure Safe Homes for women function to ensure their safety and well-being				
	• Safe homes for women inmates have been established at Barisal, Sylhet, Chittagong, Rajshahi, Bagerhat and Dhaka					
	• Project on computerisation of prison administration is under process			NGOs MoWCA		
• Promote legal literacy and strengthen legal assistance for the poor			• Collate pilot experiences for wider replication	• Improve and strengthen shashidh system retaining the strength of its informal character	MoLJPA NGOs Union Parishads	
• Promote ADR for village population	• Pilot experiences accumulated					
• Charter of citizen's rights	• SAARC Social Charter approved by Heads of SAARC Governments				CSOs	
• Human Rights Commission	• Proposal prepared	• Establish proposed Human Rights Commission			MoLJPA	
5. Strengthen Accountability and Transparency	• More effective parliamentary committees	• Parliamentary Committees formed	• Full participation of committee members	• Committees to emerge as effective, dynamic and bipartisan bodies	Parliamentary Secretariat Political parties	
	• Strengthen audit system	• Separation of audit and accounting functions			MoF	
• Enhanced information flows	• Telecommunications Regulatory Commission established	• Improved standards in print and electronic media	• A Right to Information Act	• Development of information-related services	MoI CD CSOs NGOs	
			• Professionalize and make more independent public sector media			
	• Establish a meaningful office of Ombudsman				MoLJPA	

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway	Policy Agenda FY05-07		Future Priorities	Responsibility
			(4)	(5)		
(1)	(2)	(3)	(4)	(5)	(6)	
6. Strengthening Sectoral Governance	<ul style="list-style-type: none"> <li>Establish a meaningful office of Tax Ombudsman</li> </ul>	Tax Ombudsman bill passed			HD	
	<ul style="list-style-type: none"> <li>Road <ul style="list-style-type: none"> <li>- Data-base to prioritise and facilitate project selection</li> <li>Revise bidding procedure to allow consideration of local conditions</li> </ul> </li> <li>LGED <ul style="list-style-type: none"> <li>- Data-base to prioritise and facilitate project selection</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Access to internet to ease communication between local offices</li> <li>MIS data-base established</li> <li>Road and bridge management and maintenance system built</li> <li>Forum of universal appraisal system proposed for all surface communication</li> </ul> <ul style="list-style-type: none"> <li>Road sector reform study ongoing</li> <li>Road classification between RHD and LGED finalised</li> <li>Rural Road Master plan (Draft) prepared</li> <li>Road Fund proposed</li> </ul>			MoC	
	<ul style="list-style-type: none"> <li>Chittagong Port</li> </ul>	<ul style="list-style-type: none"> <li>Construction of container port</li> <li>Modernise port handling and management</li> <li>Strengthen trade facilitation including easy documentation, customs clearance and indoor distribution system</li> <li>Independent and effective CPA Board</li> </ul>	<ul style="list-style-type: none"> <li>Construction of container terminal</li> <li>Establishment of power station</li> <li>Procurement of container handling equipment</li> <li>Expansion of Dhaka ICD</li> <li>Private sector participation</li> </ul>		MoS	
	<ul style="list-style-type: none"> <li>Waterways</li> <li>Railway</li> </ul>	<ul style="list-style-type: none"> <li>Mandatory radio link in all ships</li> <li>Strict enforcement of safety regulations</li> <li>Review options for privatization of ferry-ghats</li> </ul> <ul style="list-style-type: none"> <li>New Railway Act under preparation</li> <li>Privatization of some routes planned</li> <li>Improve</li> </ul>			IWTA	
					MoC	

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway	Policy Agenda FY05-07	Future Priorities	Responsibility
(1)	(2)	(3)	(4)	(5)	(6)
	<ul style="list-style-type: none"> <li>coordination with Roads and IWTA</li> <li>- Reverse neglect of the sector</li> </ul>				MoEMR
• Power	<ul style="list-style-type: none"> <li>- Modernise billing system</li> <li>- Shift to tele-metering</li> <li>- Reduce system loss</li> <li>- Promote options for private sector participation</li> <li>- Establish regulatory framework</li> </ul>	<ul style="list-style-type: none"> <li>• Transfer of some distribution responsibility to REB, DESA-DESCO</li> <li>• Power Grid Company, Bangladesh making profits</li> <li>• Option for private sector involvement in place</li> <li>• Rule reform allowing up to 10-30 MGW plant to be set up without paying fee</li> <li>• System loss reduced dramatically (25percent at present)</li> <li>• Energy Regulatory Commission established</li> </ul>			
	<ul style="list-style-type: none"> <li>• Energy</li> <li>- Establish regulatory framework</li> <li>- Develop relevant pricing policy</li> </ul>	<ul style="list-style-type: none"> <li>• Energy Regulatory Commission established</li> </ul>			Energy Regulatory Commission MoEMR
• Education	<ul style="list-style-type: none"> <li>- Review SMC</li> <li>- Upgrade zonal offices to strengthen monitoring of schools</li> <li>• Review training and recruitment of teachers to ensure better quality teachers</li> </ul>	•			MoE
<b>Governance, Law and Justice and Gender Issues</b>					
1. Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>• Make institutions at the grassroots level more women friendly</li> <li>• Full quota implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Positive attitude towards women's issues, and</li> <li>• National Policy/National Action Plan including reforms in politics, laws, economic policies etc</li> </ul>	<ul style="list-style-type: none"> <li>• Strict enforcement of existing laws to support women, and</li> <li>• Transparency and accountability should be</li> </ul>		MoJ, MoWCA, MoLGRD C, MoE LGIs, NGOs, Private Sectors

Strategic Goal	Key Targets/Concerns	Actions Taken/Underway	Policy Agenda FY05-07	Future Priorities	Responsibility
(1)	(2)	(3)	(4)	(5)	(6)
1.	• Gender sensitive good governance by ensuring rule of law, transparency and accountability in all public and private institutions	practiced in public and private sectors in all women issues			
2.	Ensure social protection for women against vulnerability and risks	• Attempt to expand social protection coverage to 1 million more disadvantaged women and children	• Social protection for disadvantaged women (VGF, FSVGD, Widow & Old age allowance, WTC, NNP), and • Social Protection Projects	• Ensure access of women to Govt. Legal Aid Fund • Expand budgetary allocation for economic, external and health risk management	MolJPA, MoWCA, MoHA
3.	Enhance women's participation in decision making	• Ensure equal participation of women in national and local-level decision-making activities	• Promotion of "the Poor People's" CBOs with women representatives • Action Plan for Civil Service Reform is gender sensitive manner • "WID" focal points' establish linkages with women's organizations, GOs & NGOs in major policy decisions and project designs • Women as board members in management of all public institutions • Mother's name is entered along with the father's in all official documents	• Ensure that the ombudsman is a women's right and gender equality advocate • Ensure that the National Human Rights Commission promotes women's rights • Strengthen women's representation in all public sector committees • Ensure that women's participation on all women's issues at the international, national and local levels • Recruit women in govt. high positions through lateral entry	MolJPA, MoWCA, MoHA, MoLRDC
4.	Promote gender equality and empower of women (MDG)				
5.	Ensure women's concern in international forum	• Ensure women's representation in all international forum	• Trade and Language Centre for female migrant workers • Policy for migrant female workers	• The govt. should give attention to its international women's rights obligations Particularly legal protection in all bilateral and multilateral negotiations • Effective countervailing measures must be adopted for any negative impact on women due to the phasing out of MFA.	MolJPA, MoWCA, MoHA, MoEWOE, MoFA
6.	Strengthen institutions for monitoring and		• Mainstreaming women's issues in the training programmes of the government officials	• Implement international agreements regarding women issues	MoWCA, All Line Ministers

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway	Policy Agenda FY05-07		Future Priorities	Responsibility
			(4)	(5)		
(1)	(2)	(3)			(6)	
evaluation of gender equality issues	<ul style="list-style-type: none"> <li>All sectors implement the policies stated in the NAP &amp; all project proposals address women's issues;</li> <li>50 WID focal points are in ministries and departments</li> <li>Regular meeting of NCWD, parliamentary committee</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen inter-ministerial linkages with MWCA including civil societies, NGOs, gender PRSP group for monitoring and evaluation</li> <li>Represent MWCA in various executive committees of various councils</li> <li>Develop WID focal point as an important institutional mechanism to highlight women's needs in the different sectors</li> </ul>			MOLJPA, MOWCA	
7. Ensure women's full participation in mainstream economic activities	<ul style="list-style-type: none"> <li>Eliminate all social discrimination against women</li> </ul>	<ul style="list-style-type: none"> <li>Equal opportunity employment laws (formal sector only)</li> <li>Ensure equal wage for similar work for male and female workers (informal sector only)</li> <li>Distribute "khas" land, jalmahal, char land to female member of the household</li> </ul>	<ul style="list-style-type: none"> <li>Withdrawal of reservations from CEDAW</li> <li>Adopt a uniform family code in order to protect the rights of all women</li> <li>Amend Section 5 of the Bangladesh Citizenship Act of 1951, and the Bangladesh Citizenship (Temporary Provisions) Order, 1972 to allow women the right to transmit their citizenship to their children and spouses</li> <li>Set up mechanisms to sensitize the judiciary about the state's obligations to women's rights under CEDAW</li> <li>Appoint more women judges, women police officers in police stations</li> <li>Ratify ILO Convention 96 on Fee Charging</li> <li>Employment Agencies (Revised) 1949; Convention 97 on Migration for Employment (revised) 1949; Convention 143 on Migrant workers (supplementary</li> </ul>			

Strategic Goal	Key Targets/Concerns	Actions Taken/ Underway	Policy Agenda FY05-07		Future Priorities	Responsibility
			(4)	(5)		
(1)	(2)	(3)				(6)
8. Ensure social protection for women against vulnerability and risks	<ul style="list-style-type: none"> <li>Reform of uniform personal laws for all citizens of Bangladesh</li> <li>Ensure proper implementation of laws to deal with VAW</li> </ul>	<ul style="list-style-type: none"> <li>Acid Attack Crime Repression Act (2002) and the Acid Control Act (2002);</li> <li>Nari Nirjatan Daman Ain 2000 and 2003 (suppression of violence against women and children 2000 as amended in 2003) which addresses the crimes of rape, acid throwing, trafficking and sexual harassment and provides compensation for rape victims</li> <li>Ratification of SAARC Convention on Combating Trafficking in Women and Children for Prostitution (2000)</li> <li>Camera trial for victim</li> <li>Safe custody for women, children and adolescent girls (two projects)</li> <li>Fast track trial procedure particularly for victims of VAW</li> </ul>	<ul style="list-style-type: none"> <li>Make domestic violence against women a punishable offence within the Nari o Shishu Nirjatan Daman Ain 2000</li> <li>Amend Section 31 of the Nari o Shishu Nirjatan Daman Ain 2000, to give women the right to express their consent in matters of safe custody</li> <li>Introduce and enforce sexual harassment laws or codes of conduct &amp; implement the existing laws, introduce workplace safety to protect women from hazardous work</li> <li>Enact the Restraint of Marriage Act 2002 of 18 years for girls and 21 years for men</li> <li>Reactivate and enforce Birth and Death Registration Act 2003</li> </ul>	<ul style="list-style-type: none"> <li>Identify areas of gender discrimination in major laws (Criminal Procedure Code, the Civil Procedure Code and Evidence Act)</li> <li>Introduce amendments to the Guardians and Wards Act 1890 to facilitate adoption of children</li> <li>Widen the scope and extent of the Family Courts Ordinance 1985 to allow the jurisdiction of family courts to extend to all Bangladeshi citizens</li> </ul>	<ul style="list-style-type: none"> <li>MOLJPA, MoWCA</li> </ul>	

Strategic Goal (1)	Key Targets/Concerns (2)	Actions Taken/ Underway (3)	Policy Agenda FY05-07 (4)	Future Priorities (5)	Responsibility (6)
			<p>and border personnel to support the survivors of trafficking</p> <ul style="list-style-type: none"> <li>• Ensure women friendly Salish System</li> <li>• Strengthen labour inspection &amp; implement buyer's code of conduct and increase the use of code of conduct by trade unions</li> </ul>		

Policy Matrix 19: Environment and Sustainable Development

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-06)		Future Priorities	Responsibility	
			(1)	(2)	(3)	(4)	(5)
1. Ensure Sustainable Livelihood of the poor			<ul style="list-style-type: none"> <li>Establish clear property rights of ownership and of use e.g., licensing systems for use of water bodies or harvesting forests)</li> <li>Undertake National Action Plan to implement the Johannesburg Plan of Implementation as approved at the WSSD</li> <li>Finalise The Wetland Policy in consultation with the stakeholders</li> <li>Take projects and programmes to preserve rights of the poor on common property resources</li> <li>Finalise Rural energy strategy</li> </ul>		<ul style="list-style-type: none"> <li>Monitor and revise policies, plans of action and regulatory frameworks on the basis of experiences of implementation</li> <li>Replicate success stories of participatory environmental management in other parts of the country</li> </ul>		<ul style="list-style-type: none"> <li>MoI, MoWR, LGD, MoEF, MoJPA, MoCHT, MoE, REB, LGED, CBOs, NGOs</li> </ul>
2. Integrate environmental issues in all policies and plans							
3. Strengthen the process of environmental analysis in project design and implementation			<ul style="list-style-type: none"> <li>Improve access of the poor to natural resources for production, health and nutrition</li> <li>Increased access of the poor to Common Property Resources (CPR) through policy and project intervention</li> </ul>	<ul style="list-style-type: none"> <li>NEMAP raised issues related to Common Property Resources</li> <li>WSSD Country Report addressed sustainable livelihood issues</li> <li>Under SEMP, pilot projects have been undertaken to ensure sustainable livelihood of the poor (Model developed for combating Monga at Kurigram district. Trying to replicate)</li> <li>Important projects are on participatory charland management, haor and flood plain management, eco-village etc. (Pilot projects implemented. Trying for arranging fund to expand the activities)</li> </ul>	<ul style="list-style-type: none"> <li>Replicate success stories of participatory forestry in other parts of the country</li> </ul>	<ul style="list-style-type: none"> <li>MoEF, FD</li> </ul>	
			<ul style="list-style-type: none"> <li>Ensure access of the poor in NRM- especially in forestry</li> </ul>	<ul style="list-style-type: none"> <li>Participatory forestry has been introduced to allow increased access of the poor in the forestry sector</li> </ul>	<ul style="list-style-type: none"> <li>Enact laws and introduce regulatory frameworks recognizing the rights of indigenous and rural people on common property</li> <li>Train scientific, technical and</li> </ul>	<ul style="list-style-type: none"> <li>FD, MoEF, MoJPA, DOE</li> </ul>	
					<ul style="list-style-type: none"> <li>Adopt more projects and</li> </ul>	<ul style="list-style-type: none"> <li>MoEF, MoE,</li> </ul>	

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05–06)		Future Priorities	Responsibiliti es
			(1)	(2)	(3)	(4)
			managerial personnel for strengthening of national institutions	programmes on training and public awareness	• Increase involvement of electronic and print media allowing access of public to environmental information	Mol, DOE, FEJB, SDNBD
			• Publish Regularly SOE, periodicals and journals	• Develop website and bring all sectoral Ministries/Agencies under internet services	• Develop and implement education, training and public awareness programme on environment	Text Book Board, PID, DFP, DOE, BIV, private TV channels, news papers
			• Ensure public access to environmental information	• Continue dialogue among and between the sectoral ministries/agencies on integration of environmental issues	• Update and revise policies and plan of action as appropriate;	All relevant ministries
			• Under SEMP, training and public awareness programme on environment has been taken up	• Initiate studies on impacts of various macro-economic and sectoral policies including pricing of resources, fiscal and trade related policies and their impact on environment	• Continue coordination of policies and programmes with environmental consequences	
			• Environmental education has been induced into the syllabus at primary and secondary levels (Also trying to incorporate Environmental issues to the relevant Training Academy)	• Raise awareness among the policy makers and the executives on environmental integration	• Documental centre	
			• Established in the Department of Environment, organised awareness raising workshops	• Under SEMP, internet service was extended to many agencies/NGOs (Recently internet connectivity established at Chittagong University)	• Revise project format approved that will integrate environmental concerns in project design	
			• Under SEMP, project was taken to integrate environmental issues and concerns by involving the cross- sectoral ministries/Agencies. A dialogue was initiated. (To form a Network, the	• Make provisions for open public hearings on projects with major environmental implications	• Develop sector-specific EIA guidelines	
			• Incorporate environmental issues and concerns with mitigation measures in all sectoral policies and plans	• Make EIA report a public document for consideration by the stakeholders	• Provision for contingency plan during major environmental disaster	
			• Strengthen			MoEF, DOE, MoF, LG D

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05–06)	Future Priorities	Responsibilitie s
(1)	(2)	(3)	(4)	(5)	(6)
professional and resource management capacity of the MOE/F and DOE	<ul style="list-style-type: none"> <li>Stakeholders are identified and a database already created on this)</li> <li>National Agenda 21 was partially developed through adoption of NEMAP</li> </ul>	<ul style="list-style-type: none"> <li>Public participation in environment related project formulation and implementation is being practiced</li> </ul>	<ul style="list-style-type: none"> <li>Develop sector specific EIA guidelines</li> <li>Amend Environment Conservation Rules, 1997 keeping provision of public participation in EIA approval</li> </ul>		
• Strict enforcement of Environment Conservation Act 1995 and Environment Conservation Rules 1997 • Increased public participation in environment related decisions					
<b>Resource/sector specific issues</b>					
1. Land degradation reversed and land quality improved areas	<ul style="list-style-type: none"> <li>Improved organic contents and micronutrient in soils of affected areas</li> </ul>	<ul style="list-style-type: none"> <li>NEMAP highlighted adverse effects of agro-chemicals on the environment</li> <li>Popularised programmes for use of organic manures, e.g., through farmer field schools</li> </ul>	<ul style="list-style-type: none"> <li>Ensure balanced use of chemical fertiliser with organic manures and adopt Integrated Plant Nutrient System (IPNS), extension of Integrated Pest Management (IPM), adjustment of cropping patterns incorporating legume/ green manure crops</li> <li>Ensure balanced use of fertiliser through market-based mechanism and improved supply</li> <li>Ensure adequate funds for saline-tolerant crop varieties</li> <li>Extend and continue with IPM all over the country</li> </ul>	<ul style="list-style-type: none"> <li>Undertake research on crop varieties and crop rotation for lowering fertiliser use</li> <li>Reduction of micronutrient deficiency in soil. Reversion of phosphate fixation</li> <li>Reduction of advancement of salinity frontier to the north. Improvement of organic content of soil. Reduction of pesticide residues in soil</li> </ul>	MoA, MoEF, DOE, DAE, NGOs

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05–06)		Future Priorities	Responsibilitie s		
			(1)	(2)	(3)	(4)	(5)	(6)
2. Reduce the rate of deforestation	<ul style="list-style-type: none"> <li>• Bring 20 percent of land under forest by 2015</li> <li>• (National Forest Policy 1994)</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable Land Management Project formulation is in process</li> </ul>						
3. Conserve the bio- diversity of the country	<ul style="list-style-type: none"> <li>• Improve floral and faunal bio-diversity</li> <li>• Halt destruction of habitat and overexploitation of flora and fauna, and encroachment of the natural forests</li> <li>• Document the state of floral and faunal biodiversity of the country by ecosystems</li> <li>• Implement policies to protect biodiversity by involving local communities</li> </ul>	<ul style="list-style-type: none"> <li>• Social forestry introduced on pilot basis</li> <li>• People started to receive benefits from participatory forestry</li> <li>• Replication of Coastal afforestation</li> <li>• Replication of Homestead forestry</li> </ul>	<ul style="list-style-type: none"> <li>• Generate tree-cover on denuded forestland with suitable native species</li> <li>• Develop market-based incentive mechanisms to prevent illegal tree-felling</li> <li>• Develop mechanism to involve local communities for afforestation activities</li> </ul>	<ul style="list-style-type: none"> <li>• Involve community-based organizations for social afforestation with appropriate benefit distribution systems</li> </ul>		<ul style="list-style-type: none"> <li>MoEF, FD, NGOs</li> </ul>		

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05-06)		Future Priorities (5)	Responsibiliti es (6)
			(4)	(5)		
4. Control air pollution in major metropolitan cities and rural settings	<ul style="list-style-type: none"> <li>• Improve ambient air quality at the national standard level, reduce air pollution from automobile and brick kiln sources, control indoor air pollution</li> <li>• Introduction of energy efficient cooking stoves in rural areas</li> <li>• Improvement of air quality of all major hot spots, particularly in metropolitan towns</li> <li>• Reduction of emissions from motorised vehicles</li> <li>• Strengthening of regulatory measures against industrial emissions</li> </ul>	<ul style="list-style-type: none"> <li>• Banned two-stroke three-wheeler in the Dhaka city since September 1, 2002, switching to green fuel (e.g. CNG)</li> <li>• Installation of Catalytic Converter and Diesel Particulate Filter becomes mandatory, installation of Continuous Air Monitoring Station in Dhaka</li> <li>• Invented fuel-efficient cooking stoves for the poor</li> <li>• Limited diffusion of efficient stoves</li> <li>• Two-stroke engine vehicles replaced with four-stroke, CNG run ones (in Dhaka)</li> <li>• Vehicular Emission Standard and Ambient Air Quality Standard updated under AQMP Project</li> </ul>	<ul style="list-style-type: none"> <li>• Amend Brick Burning Act and Rules</li> <li>• Introduce improved and energy efficient brick kiln</li> <li>• Switch to clean fuel (CNG/LPG /LNG)</li> <li>• Ban plying 15 year old vehicle, Phase-out 2 stroke auto-rickshaw</li> <li>• dust control measures in construction work</li> <li>• Improve mass-transport system in major cities</li> <li>• Follow appropriate road structure strategy</li> <li>• Disseminate air quality information</li> <li>• Build coalitions with NGOs for wider dissemination of fuel-efficient cooking stoves</li> <li>• Promote R&amp;D to change building and construction standards and designs for pollution-free kitchens</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce economically encouraging measures, promotion of investigation and research, establishment of air pollution monitoring stations in all municipalities</li> <li>• Enact/revise laws and regulatory framework for transport-related and industrial emissions with international standards as benchmark</li> <li>• Use fiscal measures for encouraging use of emission-reducing equipment and machines</li> </ul>	<ul style="list-style-type: none"> <li>MoSICIT, MoEF, MoPT, MoF, MoC, DoE, BCSIR,</li> </ul>	
5. Improve solid waste management system			<ul style="list-style-type: none"> <li>• Introduce efficient collection and transportation of municipal waste to the disposal site</li> <li>• Segregate at source and introduce safe disposal of hazardous</li> <li>• Community based urban solid waste management by Waste Concern under SEMP is in progress. Formulation of draft waste management guidelines</li> <li>• Promotion of alternative environment friendly shopping bags</li> <li>• Improve solid waste disposal method (including</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce segregate organic and non-organic waste at the household level</li> <li>• Develop public-private partnership for solid waste management</li> <li>• Formulate and implement solid waste management master plan for each municipality, and replicate them in other major cities</li> <li>• Popularise private-public partnership in waste removal from cities</li> <li>• Improve waste disposal systems and their management substantially</li> <li>• Introduce sanitary land-fil for all solid waste disposal</li> <li>• Recycle, reduce and reuse of industrial and other solid waste</li> </ul>	<ul style="list-style-type: none"> <li>LG D, MoE, MoEF, MoLJPA, MoLGRDC, MoSW, MoHFW, City Corporation, DoE, Municipalities, CSOs and NGOs</li> </ul>	

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05–06)		Future Priorities	Responsibiliti es
			(1)	(2)	(3)	(4)
6. Improve living environment in the Slums	Clinical Waste) in all towns	<ul style="list-style-type: none"> <li>• Reduce drainage congestions in cities</li> <li>• Establish regulatory framework to ensure treatment of all industrial pollution before disposal</li> </ul>	<ul style="list-style-type: none"> <li>• A major rural towns study identified environment improvement needs</li> <li>• Secondary towns improvement project Ongoing</li> <li>• Other metropolitan city investments proposed and Ongoing</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare and adopt a national policy on urban development</li> <li>• Set up slum improvement cell in every municipality</li> <li>• Extend solid waste collection service, water points and sanitary latrines in slums</li> <li>• Undertake awareness programme for basic sanitation</li> <li>• Strengthen and enforce conservancy laws and regulatory frameworks</li> <li>• Revise property tax systems in local governments to generate resources for conservancy</li> <li>• Recover wetlands, rivers, canals from land-grabbers to ensure efficient drainage network in cities</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction of physical planning and land use control legislation, review of broad based government land ownership and present use and future needs, repatriation of willing slum people to their own villages, introduction of effective commuter transport services</li> </ul>	MoEF, LGD, DCC, DOE, WASA, Municipalities, NGOs
7. Control industrial pollution		<ul style="list-style-type: none"> <li>• Bring all the amber-b and red category industries as classified under Environmental Conservation Rules, 1997 to Environmental Clearance procedure</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot schemes are being carried out to improve environmental management in textile sectors (Beluchi, Narshingdh), pilot Scheme: Development of Reed based Textile Wastewater Treatment by BEMTP</li> <li>• Constituted a Committee to identify highly polluted Industries and suggest rectification measures</li> </ul>	<ul style="list-style-type: none"> <li>• Enforce strictly the Environment Conservation Act and Rules, and Monitor industrial pollution and make industries take pollution control measures</li> <li>• Turn key private sector-run common effluent treatment plants for industry clusters</li> <li>• Introduce moratorium on industrial development in high development zones</li> <li>• Set up ponds and construct wetlands for textile industry clusters</li> <li>• Move immediately the tanneries and other polluting industries to environmental management sites</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction of Environmental Management System (EMS) in compliance with ISO 14000</li> </ul>	MoI, MoEF, MoT&J, BSCIC, DOE, Municipalities, NGOs
8. Improve water quality		<ul style="list-style-type: none"> <li>• Reduce pollution load in water ecosystem</li> <li>• Identify and monitor pollution sources</li> <li>• Establish</li> </ul>	<ul style="list-style-type: none"> <li>• Installation of Effluent Treatment Plant in polluting industry has been made mandatory in the ECA 1995. Many industries have installed ETP</li> <li>• A Study on Environmental Pollution due to Ship</li> </ul>	<ul style="list-style-type: none"> <li>• Study on agro-chemical residues in water, study of bio-accumulation, strengthening capacity to detect oil spillage in the sea, introduction of environmental auditing system</li> <li>• Take appropriate measures for people-centred pollution-free rivers through awareness raising and</li> </ul>	<ul style="list-style-type: none"> <li>• Study on agro-chemical residues in water, study of bio-accumulation, strengthening capacity to detect oil spillage in the sea, introduction of environmental auditing system</li> <li>• Take appropriate measures for people-centred pollution-free rivers through awareness raising and</li> </ul>	MoEF, MoWR, LGD, MoS, DCC, WASA, DOE

Strategic Goal	Key Targets	Action taken/ Underway	PRSP Policy Agenda (FY 05–06)		Future Priorities	Responsibilitie s
			(4)	(5)		
(1)	(2)	Breaking • A BEMP study on community based cost effective water treatment plant using reed bed to combat pollution from non-point sources • Enact and enforce laws to control emissions into water of hazardous/toxic wastes	and Khulna • Ensure reduction of effluent discharges from mechanised vessels in rivers • Provide fiscal and other financial incentives for retro-fitting or for reduction of effluents from industries • Take measures for creating appropriate institutional, technical, human and logistical capacity identification, monitoring and remedial measures	voluntary labour mobilization • Introduce environmental training courses and certification for industries • Ensure EMP for industries and introduce environmental audit		(6)
9. Integration of climate change issues with other policies, and programmes, and projects		• Sector-specific vulnerability to climate change studied • Preparation of a National Adaptation Plan of Action (NAPA) • Integration of climate change adaptation in all policies, programmes and projects as appropriate	• Inventory of GHG emission done, Country Programme prepared • Under USCSMT, studies undertaken on vulnerability and adaptation to climate change and probable mitigation measures • Under AIGAS, similar studies undertaken • National Adaptation Programme of Action (NAPA) to climate change is under process and will be completed soon	• Finalise NAPA and identify programmes and projects • Mobilise resources for appropriate interventions • Coordinate NAPA with all public, private and community level stakeholders • Provide Policy and Institutional framework for integration of climate change adaptation activities in all relevant public and private investments	• Capacity building for integrating climate change into Water and Agriculture sector planning and implementation • Promote community based adaptation project to address adverse effects of climate change	MoEF, DOE, Relevant Ministries
10. Address Adverse Effects of Climate Change and Promote Sustainable Development					• 1st National Communication on Climate Change submitted • Climate change issues incorporated in the Coastal Zone Policy	