

**GOVERNMENT-NGO CO-ORDINATION FOR GOOD GOVERNANCE  
IN BANGLADESH**

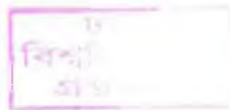
Thesis submitted for the degree of Master of Philosophy (M.Phil),  
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## Declaration

I do hereby declare that the M. Phil thesis entitled 'Government-NGO Co-ordination for Good Governance in Bangladesh' is my original research work carried out under the direct supervision and guidance of Dr. Shawkat Ara Husain Professor Department of Political Science University of Dhaka, Dhaka, Bangladesh.

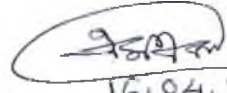
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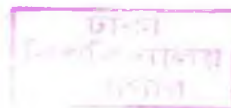
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## **ABSTRACT**

In the context of globalisation, the issue of good governance has gained a pivotal concern and has also been given a paramount importance for development of our country. Government of a country is responsible for ensuring good governance. In Bangladesh both the government organizations (GOs) and non-governmental organizations (NGOs) have been working for promoting good governance. Government- NGO coordination has thus got importance in our country. The study attempts to assess the strength and weakness of Government-NGO coordination in implementing the projects of NGOs and the effects of such coordination on the promotion of good governance in Bangladesh. The study aimed at finding some areas where Government-NGO can work together for good governance.

To conduct the survey relevant government officials and NGO personalities were interviewed. Two sets of semi -structured questionnaires were prepared for the purpose. A case study has been carried out to understand the impact of Government-NGO coordination of the projects implemented by NGOs related to good governance. The existing legal frameworks that regulate the activities of NGOs and the roles of the NGO Affairs Bureau and the other coordinating bodies have been reviewed.

The study discussed the issues of governance, present status of governance, the violation of human rights and the impact of absence of good governance. It has discussed the components of good governance and

analysed their status of presence in our country. It has also attempted to find out the activities undertaken both by GOs and NGOs.

The findings revealed that most of the respondents from government officials and NGO officials acknowledged the necessity of Government-NGO coordination for promoting governance. The study finds some strength as well as some weakness of Government-NGO coordination. The strength includes some successful projects for good governance and the positive cooperation from the GOs. Among the weaknesses the inconsistency in rules and regulations was found. Specially the NGO Affairs Bureau cannot provide one stop service to the NGOs because of some obligatory provision of obtaining opinion of the concerned ministries before registering a NGO or approving a project. The study finds that the projects undertaken by NGOs to promote good governance are effective. Both the government officials and the NGO personalities acknowledged that Government-NGO coordination can play vital role in promoting good governance. Meeting, training, seminars and workshops were found to be effective tools in successful implementation of projects of good governance.

The study recommends establishment of a single ministry or directorate for providing one stop service to NGOs. It also suggests ensuring coordination between GOs and NGOs at all levels in implementing the activities regarding promotion of good governance and maintaining rules and regulations regarding NGO activities.

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## **ABBREVIATIONS**

ACC	Anti Corruption Commission
ADAB	Association of Development Agencies in Bangladesh
ADB	Asian Development Bank
ADP	Annual Development Programme
BPATC	Bangladesh Public Administration Training Centre
BPDB	Bangladesh Power Development Board
BRAC	Bangladesh Rural Advancement Committee
C & AG	Comptroller and Auditor General
CARE	Coalition for American Relief Everywhere
CBO	Civil Society Organization
CHT	Chittagong Hill Tracks
CIRDAP	Centre on Integrated Rural Development for Asia and the Pacific
CPD	Centre for Policy Dialogue
CSO	Civil Society Organization
D.C	Deputy Commissioner
DANIDA	Royal Danish Embassy of Foreign Affairs
DESA	Dhaka Electricity Supply Authority
DFID	Department of International Development
DFID	Department for International Development
DSW	Directorate of Social Welfare
ERD	Economic Relations Division
FDR	Foreign Direct Investment
FFYP	Fifth Five Year Plan

FNB	Federation of NGOs in Bangladesh
GB	Grameen Bank
GC	Governance Coalition
GDP	Gross Domestic Product
GNCC	Government-NGO Consultative Council
GO	Government Organization
GOB	Government of Bangladesh
GO-NGO	Government and Non Governmental Organizations
IDB	Islamic Development Bank
IMF	International Monetary Fund
JSC	Joint Stock Company
MJF	Manusher Jonno Foundation
MP	Member of Parliament
NAEM	National Academy for Education Management
NGO	Non governmental Organizations
NGOAB	NGO Affairs Bureau
NILG	National Institute for Local Government
SB	Special Branch (of Police)
TIB	Transparency International of Bangladesh
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational Scientific and Cultural Organization
UNO	Upazila Nirbahi Officer
UP	Union Parishad
UPL	University Press Limited
WB	World Bank

## CHAPTER I

### INTRODUCTION

#### 1.1 Introduction

‘Governance’ and ‘Good Governance’ are increasingly being treated as two prime issues in development arena. ‘Bad governance’ on the contrary is regarded as one of the root causes of all-evils within our societies. The development of a country largely depends on the performance of its government. Bangladesh is a developing country of South Asia. There is a growing awareness as well as demand for good governance in our country.<sup>1</sup> A crisis of governance is identified and it is held responsible for constraining the development process. In spite of abundant resources, manpower, institutions etc. the major objectives of economic growth, and human development are not taking place in our country to confront problems of corruption, poverty, community development and the basic social services of public good.<sup>2</sup> To ensure good governance is, in fact, the responsibility of the government and the government is trying to do so with its limited capability. While giving loans major donors and international financial institutions impose some conditions on the country to reform its internal policies in order to ensure good governance.

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<sup>1</sup> *Governance: Partnership and Poverty*, Report of Commonwealth Secretariat-CIRDAP workshop on Governance, Partnership and Poverty, Dhaka-, 2003, Page.15

<sup>2</sup> Rehman Sobhan, *Crisis in Governance, A Review of Bangladesh's Development 1997*, (Compiled by CPD), published by UPL, Dhaka, 1998, p.45

Besides, a large number of NGOs also have been working as a complementary force to promote good governance with the aid of international donors. Hence the cooperation between the Government and NGO is necessary to improve governance in Bangladesh.

Cooperation between Government Organizations (GOs) and Non-Governmental Organizations (NGOs) has been much emphasized for the development of Bangladesh<sup>3</sup>. The Government has acknowledged the contribution of NGOs and they are now considered as the true development partners in many development activities. NGOs need support and cooperation from the government in their endeavours (Afroza, 2008).<sup>4</sup> How far the efforts of development will continue in future, and how successful they will ultimately prove to be, depends on the relationship and cooperation between NGOs and government agencies, and among NGOs themselves.<sup>5</sup>

The relationship between the government or government organizations (GOs) and Non-governmental organizations (NGOs) is very important because NGOs have been working in Bangladesh since its Independence in 1971. They started working as relief providers and gradually expanded their activities in different fields

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<sup>3</sup> World Bank, *Pursuing Common Goals, Strengthening Relations between Government and Development NGOs in Bangladesh*, University Press Limited, Dhaka, 1996, p.xix

<sup>4</sup> Dr. Afroza Begum, *Governance- NGO Interference in Development Management*, Paragon Enterprise, Kolkata, 2008, P. 77

<sup>5</sup> United Nation's, *Government- NGO Cooperation in Social Development*, United Nations New York, 1991, P. 3.

of development. It is estimated that NGOs currently work about 78 percent of the villages in Bangladesh and about 24 million people benefit from their activities<sup>6</sup>. NGOs play a vital role in certain sectors such, as poverty alleviation, family planning, gender issues, primary health care, education, rural development, infrastructure building and environment protection. Recently NGOs have extended their activities to promote good governance. The involvement of non-governmental organizations (NGOs) in the activities of good governance can be attributed to the donor agencies. The donors realized that putting governance right is imperative to improve development performance. The donors thus in their review of economy and in their declarations at the aid consortium meetings have focused on issues of corruption, transparency and good governance<sup>7</sup>. To promote good governance they aided and involved the NGOs in undertaking numerous projects to ensure good governance in Bangladesh. The activities of the projects include the components of good governance like advocacy, awareness building, human rights, etc. In performing their activities NGOs need the cooperation of government organizations in different levels. So emphasis is given to the genuine relationship between GOs and the NGOs in their joint effort and the relationship should be based on mutual respect and acceptance of autonomy of NGOs.

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<sup>6</sup> World Bank, *Pursuing Common Goals, Strengthening Relations between Government and Development NGOs in Bangladesh*, University Press Limited (UPL), Dhaka, 1996, p. 6

<sup>7</sup>Rehman Sobhan, *Crisis in Governance, A Review of Bangladesh's Development 1997*, (Compiled by Centre for Policy Dialogue (CPD)), UPL, Dhaka, 1998, p.46

## 1.2 Justification of the Study

Bangladesh is a potential ground for NGOs because they have been working in different sectors of development. Government of Bangladesh has encouraged Non-Governmental Organizations (NGOs) to pursue developmental strategies as a partner. Therefore, NGOs act in all sectors of economic and social development and play a great influential part in the society. A large number of NGOs directly or indirectly have been implementing projects on Good Governance. Their major activities include human rights, justice, equity, democracy, children and women empowerment and other rights and advocacy, workshop at national level and local level and meetings with the local representatives and elites and also with government officials.

Though there are a huge number of case studies of individual NGOs, there are a few studies on the NGO sector nationally. Some researchers have indicated that the relations between GO and NGO are contradictory and difficult in Bangladesh. Poor co-ordination between the NGOs and GOs limits the potential impact of the NGO interventions. The NGOs have to face obstacles to the smooth functioning of the organizations from local bureaucrats as well as local elites in Bangladesh as they think NGOs have hampered their importance and also their interest. The researcher Dr. Afroza recommends that NGOs have been able to establish a social credibility. She finds that the issues related to the role of NGOs in strengthening local level governance, civil society at the grass root

level and the institutional relationship between the NGOs and the local elected bodies and other indigenous institutions have not been appropriately examined yet. She recommends undertaking further studies to address the institutional viability and modalities of interactions between the NGOs and local bodies, in particular the union parishads and upazila parishad”<sup>8</sup>.

The need of proper co-ordination between GOs and NGOs is recommended in some research study for sustainable development. It is recommended to revise existing rule and regulations for better coordination between GOs and NGOs for accelerating poverty alleviation.<sup>9</sup> How far Government-NGO coordination is effective for promoting good governance is not studied much or elaborately.

✓ A number of articles and reports have been published regarding the activities of NGO and their contribution to economic development. However, there is no much study on the coordination between GOs and NGOs for promoting good governance. It is the duty of the government to ensure good governance but this duty is partly undertaken by some NGOs. In such projects the government organizations and public officials are the target groups as well as stakeholders. Without the support and cooperation of the government and its officials good governance cannot be ensured properly. So the study may be justified in this context.

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<sup>8</sup> Dr. Afroza Begum, *Governance- NGO Interference in Development Management*, Paragon Enterprise, Kolkata, 2008, P. 152

<sup>9</sup> World Bank publication, *Pursuing Common Goals, Strengthening Relations between Government and Development NGOs in Bangladesh*, University Press Limited, Dhaka, 1996, p. 26

### **1.3 Objectives of the Study**

The broad objective of the study has focused on the Government-NGO coordination which can promote good governance in Bangladesh. The specific objectives are:

- To identify and assess the role of government in ensuring good governance;
- To identify the activities of NGOs regarding good governance;
- To assess the present situation of Government-NGO coordination prevailing in Bangladesh;
- To assess adequacy and effectiveness of the existing legal provisions for Government-NGO coordination and
- To find out some areas where GOs and NGOs can work together for promoting good governance.

### **1.4 Methods**

The nature of the study requires combining analytical and descriptive approach in methodology. Accordingly, both qualitative and quantitative information and data have been required. So survey, interview and a case study were carried out.

For collecting primary data survey of the beneficiaries and interview of selected functionaries have been carried out. Two sets of semi-structured questionnaires were developed- one for responsible Government officials and the other for NGO officials (Annexure A & B).



As a part of in-depth study, a case study has been carried out. For the case study, one project on Good Governance was selected. The project was implemented by WAVE Foundation, a national level NGO. In selecting the project for case study, the purposive sampling technique was followed. The selection was done on the basis of activities of good governance and area of operation. The study conducted at Jibon Nagar Uupazila of Chuadanga District. Upazila and Union level government officers/employees, concerned UP Chairmen, members/women members and some beneficiaries were interviewed with three different sets of questionnaires. (Annexure C, D & E).

Besides, secondary data was collected from relevant acts, rules and regulations books and other documents. The existing rules, regulations, acts, studies and document have been reviewed to collect necessary information. The data of the study were mostly qualitative. Manual technique was used for the analysis of data.

## **1.5 Literature Review**

International Aid agencies, development agencies and financial institutions like the World Bank, IMF, UNDP, IDB, DFID and UNESCAP are the main promoters of good governance. Their web sites, reports and publications contain their own concept and idea of promoting good governance. The term good governance is conceptually new and it is being used particularly in the

vocabularies of international donors, policy makers, development practitioners and scholars<sup>10</sup>.

Development agencies have defined good governance and identified some prerequisites for good governance. ADB has identified such four elements namely accountability, transparency, predictability and participation. Eight key elements of good governance have been identified by UNDP; they are transparency, accountability, rule of law, participation, responsiveness, equity and inclusiveness, effectiveness and efficiency, and consensus oriented<sup>11</sup>.

“Governance: South Asian Perspective” is a comprehensive composition by Hasanat Abdul Hye that discusses eight subjects under the general theme of “good governance”. They are: (1) Governance and Legislature, (2) Governance and Judiciary, (3) Governance and Administration, (4) Governance and Local Government System (in rural areas), (5) Governance and Local Government System (in urban areas), (6) Governance and Economy, (7) Governance and Civil Society and (8) Governance and International Community.<sup>12</sup> It is recommended to Strengthen Parliamentary Standing Committee to ensure accountability. Civil Society Organizations (CSOs) are considered as complementary

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<sup>10</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited) Palal Prakashoni, Dhaka-2004, P.111

<sup>11</sup> Hasanat Abdul Hye, *Governance: South Asian Perspectives* (Edited), U PL, Dhaka, 2000, P.323.

<sup>12</sup> Ibid P. 9

force and so international community gives importance to the collaboration with the CSOs. It is also proposed to repeal the Official Secret Act, 1923 and ensure free flow of information. There is no elaborate study in this book. Hasanat Abdul Hye accepts the idea of international donors regarding good governance. It is stated that governance and good governance can be defined and understood as exercise of governmental power in various forms to realize the goals of security, peace, prosperity and development of the citizens in a particular state in order to maximize human progress and prosperity. This exercise of power encompasses the works of numerous government and non-government institutions and personnel in their varied and complex interrelationships. Good governance naturally means better exercise of this power and better coordination of the works of institutions and individuals<sup>13</sup>.

Good governance presupposes that human rights and dignity are preserved in every sphere of life. This concept is well established in the book 'Human Rights and Good Governance' composed by Dr. Mizanur Rahman (2004). The book contains a number of articles written by scholars in this field. Participatory democracy, rule of law, law-making agencies, executive and law enforcing agencies, civil society, international development partners' community, rights awareness of people and gender equity are given importance for establishing good governance. The book recognizes the role of

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<sup>13</sup> Hasanat Abdul Hye, *Governance: South Asian Perspectives* (Edited), University Press Limited, Dhaka, 2000, P. 535

NGOs in improving governance. Trust between government and civil society is identified as a precondition of better governance. It is suggested that the government should assist in the healthy development of civil society. On the other hand the civil society must offer constructive criticism of the government policies and activities. It is stated that the relationship between GO and NGO is not happy one. The government is always suspicious and fearful of the activities of the civil society. The civil society can play a significant role in finding out violations of human rights in the country and pursue government actions for remedies.<sup>14</sup> Although the role of NGOs is recognized and the relationship between GO and NGO is emphasized, no specific suggestions are made in this regard.

Country Reports on Human Rights Practices -2005 is a comprehensive report that gives a devastating picture of the violation of human rights in a large scale in 28 pages. The report gives examples and occurrence where human rights were violated in Bangladesh. Due to time constraint the detail cannot be produced here. We can have a look at some part of the report.<sup>15</sup> The government's human rights record remained poor, and the government continued to commit numerous serious abuses. Extra judicial killings, arbitrary arrest, politically motivated violence and

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<sup>14</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited) Palal Prakashoni, Dhaka-2004, P.21

<sup>15</sup> *Country Reports on Human Rights Practices -2005*, Released by the Bureau of Democracy, Human Rights, and Labor March 8, 2006 available on <http://www.state.gov/g/drl/rls/hrrpt/2005/61705.htm>

killings, impunity for security forces, physical and psychological torture, lengthy pre-trial detention, restrictions on privacy, violence against and restrictions on journalists, infringement on religious freedom, extensive government corruption, violence against women and children, trafficking in women and children, limitation on workers rights are found in the report.

A crisis in governance is identified in different researches. Absence of democracy, military rules, corruption, lack of accountability and transparency etc. are held responsible for governance crisis and a number of suggestions are recommended for promoting good governance. 'Crisis in Governance' is such a report, published by University Press Limited (UPL) that evaluated the performance of governance. Centre for Policy Dialogue (CPD) prepared the report in 1997.<sup>16</sup>

International community writes a number of books and reports on the issue of good governance. World Bank tries to identify the area of reform and bring a number of suggestions before us. 'Taming Leviathan: Reforming Governance in Bangladesh, (2002)' and 'Pursuing Common Goals: Strengthening Relations between Government and Development NGOs, (1996)' are two such books that identify a number of reasons of problems in governance and recommend a number of suggestions. Reform in public institutions and local government has been recommended. Strengthening local

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<sup>16</sup> Rehman Sobhan, *Crisis in Governance, A Review of Bangladesh's Development 1997*, (Compiled by CPD) UPL, Dhaka, 1998

government is emphasized and the Upazila based officials are recommended to bring under the control of Upazila Parishad<sup>17</sup>. It is recommended to make the Public Service Commission more effective<sup>18</sup>.

In another study the researcher identified the history, area of operation of NGOs and suggested the legal framework of NGOs. The study finds that the history of NGOs in Bangladesh can be divided into four legal regimes. The researcher has stated the activities of the NGOs: "During liberation war, some international voluntary organizations rendered commendable services to the millions of Bangladeshi refugees, who took shelter in the adjoining Indian States. After liberation those NGOs along with the other international organizations took part in rehabilitation work of the war torn country. In seventies a number of international NGOs widened their sphere of activities to health, education, agriculture, fisheries and other rural development activities."<sup>19</sup>

Cooperation between GO and NGO is emphasized for development in some recent reports and books. Seminar Report on Governance Partnership and Poverty is published by CIRDAP in 2003. It identifies that in Bangladesh, there is now an increased

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<sup>17</sup> World Bank, *Pursuing Common Goals, Strengthening Relations between Government and Development NGOs in Bangladesh*, U PL, Dhaka, 1996, p. 59

<sup>18</sup> Kamal Siddiqui *Towards Good Governance in Bangladesh: Fifty Unpleasant Essays*; UPL; Dhaka, 1996 p.160

<sup>19</sup> Md. Rafiqul Islam, *A Case Study Of Governance And Legal Framework In Non-Governmental Organizations (NGOs) In Bangladesh*, Ph. D, Thesis for the University of University Of Honolulu USA, 2004.

Government-NGO collaboration in various areas/ sectors of development- micro credit, fisheries, education, health, environment, birth control, women and youth development, resettlement, disaster management, livestock, etc. The role of NGO partnership with government has become much more important than before. The major benefit of Government-NGO collaboration can be identified in terms of (a) increased benefits to the poor; (b) promotion of local leadership; (c) enhanced decision making process and flexible functional approaches; (d) greater community participation with a sense of ownership; and (e) more productive use of local resources and skills.<sup>20</sup>

United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) published a book in 1991 entitled 'Government NGO Cooperation in Social Development'. It gives much emphasis to GO-NGO relation for social development. It is stated, "We need mechanisms through which GO and NGO could conduct continuous dialogue on issues of common concern. It is suggested that the NGOs should take initiatives to create consultative mechanism. At the same time, it was emphasized that government should foster a climate that was conducive to GO-NGO cooperation and support for NGO activity"<sup>21</sup>.

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<sup>20</sup> CIRDAP, *Governance: Partnership and Poverty, Report of Commonwealth Secretariat*, CIRDAP, 2003, Dhaka, P.57

<sup>21</sup> *Government-NGO Cooperation in Social Development*, UNESCAP, New York, 1991.P.10

'Government-NGO Interference in Development Management' is a recent published research paper that identifies the area of GO – NGO collaboration, coordination, and problems in the arena of development. In this study Dr. Afroza Begum, the researcher mainly studied the health sector programs implemented by GOB and some NGOs collaboratively. The researcher stated that the issues related to the role of NGO in strengthening local level governance, civil society and the relationship between the NGOs and local elected bodies have not been examined. She recommended for further study to address the institutional modalities of interactions between the NGOs and local bodies particularly the union parishad and the newly constituted Upazila Parishad<sup>22</sup>.

The World Bank and the Asian Development bank had raised questions about the efficiency, effectiveness and transparency of the government and suggested for preparing framework for working with the NGO sector. UNDP and European Commission have been circulating features on good governance, which emphasize the importance of GO-NGO coordination for good governance. NGOs implementing programs on the issue are making evaluations and writing reports. They are holding seminars workshops on the issue. The European Commission is committed to mainstreaming good governance through GO-NGO cooperation.

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<sup>22</sup>Dr. Afroza Begum, *Governance- NGO Interference in Development Management*, Paragon Enterprise, Kolkata, 2008, P.152



'Pursuing Common Goals; Strengthen Relations Between Government and Development NGOs' is a World Bank (1996) publication that gives much emphasis to the relationship between GO and NGOs. It thinks that the numerous and diverse activities undertaken by development NGOs require effective coordination for optimal impacts on poverty alleviation. The mandate to coordinate NGO activities was by and large assigned to two institutions: the NGO Affairs Bureau on behalf of the Government and the Association of Development Agencies in Bangladesh (ADAB) on behalf of the NGOs<sup>23</sup>. But ADAB became ineffective because of the conflicts for leadership in 1990s. ADAB is still surviving with its few leaders.<sup>24</sup> Now the coordination is being done between individual NGOs and the NGOAB.

Reviews in the area of study indicate that a few works on good governance have been done so far. The role and contribution of NGOs have been recognized in development sectors. But the mere activities of development are not enough to develop a country economically without ensuring good governance. It is quite significant that many problems that constrained the performance of governance are because of absence of good governance. Therefore, the need of ensuring good governance is felt badly and NGOs and

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<sup>23</sup> World Bank, *Pursuing Common Goals, Strengthening Relations between Government and Development NGOs in Bangladesh*, University Press Limited, Dhaka, 1996, p.29

<sup>24</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007P.154

donor agencies have come forward to enhance good governance in Bangladesh.

## **1.6 Questions Raised**

Considering the literature review, purpose, and statement of the problems stated above, the following research questions were identified, which need to be addressed:

- a. Is there any relation between Government-NGO coordination and good governance?
- b. Should Government-NGO relationship be strengthened to promote good governance?
- c. Is the existing legal provision congenial for developing Government-NGO coordination to promote good governance?
- d. Whether the NGO are working to promote all the elements of good governance or not? Among the pre-requisites of good governance which should be addressed by the NGOs?
- e. How can the coordination between GOs and NGOs be made effective?

If we know the answer of all the above questions, we shall be able to take a number of steps for improvement of governance in Bangladesh.

## **1.7 Chapter Plan**

The study is organized and written in five chapters.

**Chapter I- Introduction:** It has included introduction of the study.

**Chapter II- Basic Concept and Issues of Governance in Bangladesh:** This chapter contains some basic concepts of governance and good governance and the present state of governance in Bangladesh and the activities being undertaken by the governmental and non-governmental organizations to promote good governance.

**Chapter III- Legal Provisions for Government-NGO Coordination:** This chapter has included the legal provisions and administrative authorities for co-ordination and present status of coordination between Government and NGOs.

**Chapter IV- Findings:** The chapter contains the findings of the study.

**Chapter V- Conclusion and Recommendations:** This chapter has included some conclusive ideas gathered from the research, comments based on the findings and some recommendations that the researcher finds corresponding to the issue.

## **1.8 Limitation of the Study**

The field of Government-NGO coordination is very vast. The NGOs are working in different fields of development. Inclusion of good governance in their activities is a new phenomenon. The NGOs have to face obstacles in smooth functioning of the organizations from the local bureaucrats as well as local elites in

Bangladesh as they think that the NGOs have hampered their importance and also their interest. Thus there is a general feeling of mistrust among the members of the GOB and the NGO functionaries.<sup>25</sup> Almost all the NGOs working on good governance are registered with the NGOAB, which works as the facilitator for the NGOs from the government side. The NGOAB performs the task of coordination among the ministries and the NGOs. In the field level the NGOs coordinate with the government through the Deputy Commissioner's Office. Because of the time constraint the study is limited to the coordination between NGOAB and foreign donated NGOs.

## 1.9 Conclusion

Ensuring good governance is the duty of the government. The government has been trying to do so but it has, to some extent, failed to achieve the expected goal. So some NGOs have extended their hands and included the activities of promoting good governance into their projects. Cooperation between GOs and NGOs is essential in this regard. The study has tried to find out the possible areas of coordination between GOs and NGOs. It has tried to find out the problems of coordination and its effect on promoting good governance. The study has tried to find some potential areas of coordination, which can contribute effectively to enhance good governance.

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<sup>25</sup> Rezaul Karim Chowdhury, *Conference Report on Human Rights & Governance, Local and Global Perspectives*, Manusher Jonno Foundation, Dhaka, 2005, P.101

## **CHAPTER II**

# **BASIC CONCEPT AND ISSUES OF GOVERNANCE IN BANGLADESH**

### **2.1 Introduction**

This chapter has presented basic concepts used in this study, definition of governance, good governance, elements or prerequisites of good governance and the present status of governance in Bangladesh. Good governance and human rights are interrelated. Bangladesh is a poor country where human rights are being violated everyday. The picture of human rights in Bangladesh is also presented in this chapter. Besides some provisions that hamper good governance have been delineated. Moreover, some approaches by the Government and NGOs to promote good governance have also been included.

### **2.2 Definitions**

To understand governance and good governance some conceptual knowledge of governance and basic elements and prerequisites for good governance have been defined.

#### **2.2.1 Governance**

The concept of ‘governance’ is not new. It is as old as human civilization. Simply “governance” means: the process of decision-making and the process by which decisions are implemented (or not

implemented). Governance can be used in several contexts, such as corporate governance, international governance, national governance and local governance.

1) Oxford Dictionary states that ‘Governance’ is the act of governing.

2) World Bank can perhaps be considered as one of the early influential advocates of ‘Good Governance’. World Bank views that governance is “the manner in which power is exercised in the management of a country’s economic and social resources for development”.<sup>26</sup>

3) UNDP also works to promote good governance. It thinks that governance is “the exercise of economic, political and administrative authority to manage a nation’s affairs at all levels. It is the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations and mediate their differences”.<sup>27</sup>

3) “ Governance is how people are ruled, the affairs of the state are administered and regulated as well as a nation’s system of politics and how this functions in the nation to public administration (Landell, 1991).<sup>28</sup>

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<sup>26</sup> Hasnat Abdul Hye, *Governance: South Asian Perspectives*; Dhaka, 2000, UPL, P. 465

<sup>27</sup> Ibid p. 466

<sup>28</sup> Landell P. Mills *Governance and External Factors, Proceedings of the World Bank Annual Conference on Development Economics*, Washington, DC, 1991

In most generalized sense, 'governance' means the management of social, political and economic resources in a country. The success of a country depends how they are managed.

### 2.2.2 Good Governance

The term 'good governance' is conceptually new; it has become an immensely powerful concept today. Government and development practitioners are dealing it with great emphasis. Let us have a look on how development scholars have defined the term 'good governance'.

The term good governance is found particularly in the vocabularies of international donors, policy makers, development practitioners and scholars. "Good governance denotes a desirable state of affairs. A comprehensive and precise definition of good governance is still awaited".<sup>29</sup>

World Bank, the pioneering organization of good governance describes its view of good governance in its literature in 1994. World Bank thinks 'Good governance is epitomized by predictable, open and enlightened policy making (that is, transparent process); a bureaucracy imbued with a professional ethos; an executive are of government accountable for its actions; and a strong civil society participating in public affairs; and all behaving under the rule of law'.<sup>30</sup>

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<sup>29</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited) Palal Prakashoni, Dhaka-2004, P. 107.

<sup>30</sup> Dr. Mizanur Rahman, *Human Rights and Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 58

UNESCO provides with an idea of Good Governance, which describes it as “A process whereby citizens’ needs and interests are articulated for the positive social and economic development of the entire society and in the light of a perceived common good.” Such an idea is also expressed by UNDP, “Good governance is that in which government maintains law and order, creates institutions to protect property and rights, encourages investment, establishes basic infrastructure and provides service for the poor and be accountable”

Governance and good governance can be defined and understood as exercise of governmental power in various forms to realize the goals of security, peace, prosperity and development of the citizens in a particular state in order to maximize human progress and prosperity. This exercise of power encompasses the works of numerous government and non-governmental institutions and personnel in their varied and complex interrelationships. Good governance naturally means better exercise of this power and better coordinating the works of institutions and individuals”<sup>31</sup>.

“Governance is the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption, and with due regard for the rule of law. The true test of ‘good’ governance is the

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<sup>31</sup> Hasnat Abdul Hye, *Governance: South Asian Perspective (edited)*, UPL, Dhaka, 2000, P.-9



degree to which it delivers on the promise of human rights: civil, cultural, economic, political and social rights".<sup>32</sup>

So 'good governance' can be summarized a system of government where accountability and transparency is ensured, participation and inclusiveness of people in governance is maintained, rule of law prevails, human rights are honoured and ensured and the resources of the state are effectively and efficiently managed for the development. In short, good governance is the effective management of a country's social and economic resources in a manner that is open, transparent, accountable and equitable.

### **2.2.3 Elements of Good Governance**

The term good governance has included a number of prerequisites but there has not been universal consensus about the meaning of the term. Diverse definitions have, therefore, emerged to delineate the elements of good governance.

UNDP finds three major components on which Good Governance depends. They are:

- a. The form of political authority that exists in a country;
- b. The means through which the authority is exercised in the management of economical and social resources and
- c. The ability of governance to discharge public affairs effectively, efficiently and equitably. (Adapted from UNDP literature)

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<sup>32</sup> UNHCHR web site, <http://www.unhchr.ch/development/governance-01.html>

The UN Commission on Human Rights has identified four elements of governance and good governance: They are:

- i. Accountability
- ii. Transparency
- iii. Participation
- iv. Responsive to the needs of the people.<sup>33</sup>

The key elements of good governance as identified by UNDP are:

- i. Transparency
- ii. Accountability
- iii. Rule of law
- iv. Participation
- v. Responsiveness
- vi. Equity and inclusiveness
- vii. Effectiveness and efficiency and
- viii. Consensus oriented<sup>34</sup>

The major elements can elaborate for better conception.

#### **2.2.4 Transparency**

Transparency refers to the availability of information to the general public and clarity about government rules, regulations, and decisions. It can be strengthened through the citizens' right to information with a degree of legal enforceability. Transparency

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<sup>33</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited), Palal Prakashoni, Dhaka-2004, P 108.

<sup>34</sup> Hasnat Abdul Hye, *Governance: South Asian Perspectives* (edited); UPL, Dhaka, 2000, P.323

means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media. Transparency plays a vital role in ensuring good governance. It can help dispel corruption among the public officers.<sup>35</sup>

### **2.2.5. Accountability**

Accountability means public officials must be answerable for government behavior, and responsive to the entity from which their authority is derived. Accountability is a key requirement of good governance. Not only governmental institutions but also the private sectors and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

### **2.2.6 Predictability and Rule of Law**

Predictability refers to the existence of law, regulation, and policies that can well regulate the society and ensure human rights. Good

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<sup>35</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited), Palal Prakashoni, Dhaka, 2004, P. 125.

governance requires fair legal frameworks and their impartial execution. The rule of law requires well-defined rights and duties as well as mechanism to enforce them. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.<sup>36</sup>

### **2.2.7 Participation**

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. Participation of people in policy making and development activities is very important for good governance. Without participation of people accountability cannot be ensured. People, in democratic country, participate in governance by electing their representatives. In field level the participation of people and civil society is also expected with regular honest criticism, complain and valuable suggestions.<sup>37</sup>

### **2.2.8 Effectiveness and Efficiency**

Good governance refers to the ability of the institution and the systems of disposal of resources. Efficiency and effectiveness of the management of economic and natural resources are key to sustainable development of a country. The concept of efficiency in

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<sup>36</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited), Palal Prakashoni, Dhaka, 2004, P. 123

<sup>37</sup> Ibid p.123

the context of good governance also covers the sustainable use of natural resources and the protection of the environment.<sup>38</sup>

### **2.2.9 Equity and Inclusiveness**

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, particularly the most vulnerable, have opportunities to improve or maintain their well-being.

### **2.2.10 Consensus Oriented**

There are several actors and as many view points in a society. Good governance requires mediation of the different interests in society to reach a broad consensus in the society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.<sup>39</sup>

### **2.2.11 Responsiveness**

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.<sup>40</sup>

## **2.3 Issues of Governance in Bangladesh**

Issues of Governance are a common concern and they have been addressed by both the government and the NGOs.

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<sup>38</sup> Ibid p.124

<sup>39</sup> Ibid

<sup>40</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited) Palal Prakashoni, Dhaka, 2004, P. 125- 127.

### 2.3.1 Legal Provision for Good Governance

Bangladesh is a democratic country where people's rights are well defined. The Constitution of Bangladesh declares that "it shall be a fundamental aim of the state to realize through the democratic process a socialist society, free from exploitation- a society in which the rule of law, fundamental human rights and freedom, equality and justice, political economic and social will be secured for all citizens." Government of Bangladesh is a democracy where "all powers in the Republic belong to the people and their exercise on behalf of the people shall be affected only under, and by the authority of the constitution."<sup>41</sup> Democratic principles can promote good governance.

The Constitution of Bangladesh supports participatory democracy. Accountability of Government's actions and transparency of decision-making are well protected in the Constitution. Freedom of media is guaranteed.<sup>42</sup> It also declares that there shall be respect for fundamental rights and the rule of law. Rights of individuals as well as of groups and security have been guaranteed. The Constitution has empowered the judiciary to exercise judicial control over the executive action of Government. The judiciary has no jurisdiction to exercise over the legislature. It can enforce the basic human rights enshrined in the Constitution as "Fundamental Rights". Fundamental Rights are mentioned in part III (Article 27-44) of the Constitution. Part II of the Constitution includes socio-economic

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<sup>41</sup> The Constitution of Bangladesh, Article 7/A

<sup>42</sup> Hasnat Abdul Hye, *Governance: South Asian Perspectives*, UPL, Dhaka, 2000, P.102

rights as the fundamental principles of state policy. To ensure full enjoyment of these fundamental rights for the citizens of Bangladesh many supportive laws have been enacted. If an attempt is made to examine few of the characteristics of good governance, one can see that the system of Governance is participatory and it is operated by rule of law. The accountability of Government is to the people through legislature.<sup>43</sup>

### **2.3.2 Provisions that hamper Good Governance**

Some 'black and anti human rights' laws still exist in our democratic country. These laws have been enacted and used for the vested interest of the political parties in power. Among the laws the following are considered anti human rights laws:

- (i) The Official Secret Act, 1923
- (ii) The Printing and Publication (Declaration and Registration) Act, 1973
- (iii) The Special Power Act, 1974
- (iv) The Law and Order Disruption Crimes (Seedy Trial) Act, 2002
- (v) Section 54 of Cr. PC 1898
- (vi) The Armed Police Battalion Ordinance 1979
- (vii) Section 586 of Dhaka Metropolitan Police Ordinance 1986.<sup>44</sup>

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<sup>43</sup> Ibid , p.102

<sup>44</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 42.

### 2.3.3 Status of Governance

Bangladesh has a lot of rules and regulations to establish good governance but in reality the governance of Bangladesh cannot be treated as good governance. The governance here has accumulated all aspects of evil or bad governance- corruption, inefficiency, misuse of public money, low level of social development, violation of human rights, weak institutions, and what not. Since 1971, our country has faced all evil forms of governance - military chop, martial law, political killing, autocratic rule, political unrest, hartal (strike) etc. Therefore, economic development has not taken place to the expected level.

### 2.3.4 Political and Constitutional Development

The history of our politics is, in fact the history of political unrest or the constitutional development, is controversial. The first government of Bangladesh headed by Sheikh Mujibur Rahman was a parliamentary form of government. However, the then ruling party Awami League opted for a presidential form of government in 25 January 1975. In August 1975, a bloody military coup overthrew the Awami League government and brutally killed Sheikh Mujibur Rahman. This resulted crisis in governance and it has not ended yet.<sup>45</sup>

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<sup>45</sup> Kamal Siddiqui, *Toward Good Governance in Bangladesh: Fifty Unpleasant Essays*, UPL, Dhaka, 1996, p.1,3.



The martial law regime of Ziaur Rahman, his withdrawal of military law and restoration of multiparty democracy again faced crisis. Ziaur Rahman was killed in 1981 and finally H. M. Ershad, the then Army Chief ousted the elected government of Abdus Sattar and seized power through another military coup. The nine years of autocratic rule witnessed continuous struggle for restoration of democracy. Finally democracy again was restored with the general election in 1991. Since then democracy has developed to some extent. By this time the Constitution has been amended 13 times to establish democracy and rule of law. The system of governance is built on a unitary form of government, with clear separation of powers among the three branches of government, namely the executive, the legislative and judiciary.<sup>46</sup> But the achievement of democracy is questioned. Still our Parliament is not effective. The 'politics of boycott' by the opposition, manipulative power of the ruling party and mistrust among the parties, politicization of bureaucracy are found.

### **2.3.5 Problems with Bureaucracy**

The bureaucracy of Bangladesh has a colonial legacy and the interest of common people is not considered positively. Pro-people administration is not established yet. Rather 'bossing' is emphasized in offices. Bureaucrats enjoy some privileges and prerogatives of his office in order to discharge his functions.

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<sup>46</sup> Ibid p.1,3.

Efficiency and effectiveness of the bureaucrats and the politicians are always in questions. Strong and efficient bureaucrats are not available. The size of civil service has doubled since independence but the quality of the administration has declined.<sup>47</sup> Public service delivery does not meet the expectation of people. For example, it is found that 97 percent of people have no confidence on the police. Even they have no faith on lower judiciary.<sup>48</sup>

### 2.3.6 Breakdown of Supervision of Civil Servants

Inspection and supervision by higher officials and other regulatory agencies are always in question in our country. Mainly own departmental senior officers supervise the junior staffs. In some cases the senior officers are involved in corruption and so accountability cannot be ensured. For example, magisterial supervision over the police is relaxed resulting poor accountability in ensuring rule of law. Land offices are also under its own supervision. With the deterioration of the quality of senior officers, departmental supervision was severely compromised. Corruption and high handedness have become a common practice in these offices.<sup>49</sup>

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<sup>47</sup> World Bank; *Taming Leviathan: Reforming Governance in Bangladesh; An Institutional Review*, UPL, Dhaka, 2002, p. iii

<sup>48</sup> Kamal Siddiqui, *Towards Good Governance in Bangladesh: Fifty Unpleasant Essays*; UPL, Dhaka, 1996, p. 3, 10-12

<sup>49</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007P.35

### **2.3.7 Politicization and Anti Work Culture of Bureaucracy**

Politicization of bureaucracy in Bangladesh is responsible for poor governance. Employment of own party members as civil servants started in 1973. During Ershad regime some 650 officers of various age groups were included into civil service without proper examination. During the last few years the government took party consideration in employment, promotion and posting of government officials. This has reduced the efficiency of bureaucrats. Besides, anti-work culture prevails in all levels of public employees. Misbehaviour, unnecessary delay, negative attitude, vagueness in office procedure, political consideration in decision making and personal gain are the negative qualities that can be attributed to the public officials. With this situation government manages its function in a poor way.<sup>50</sup>

### **2.3.8 Bad Governance and Economic Loss**

Because of the absence of good governance we have to face economic loss. Economic loss from inefficiency of the public sector is huge. It is reported that only in Chittagong port the loss is \$600 million a year. The system loss in power sector causes a loss of \$100 million a year. About 40 percent of the commercial banks' loan portfolio is overdue and a large part of which is not recoverable. The embezzlement of public fund, corruption,

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<sup>50</sup> Ibid p.84

extortion, and the huge loss of the government are reported regularly in the dailies.<sup>51</sup>

## 2.4 Human Rights and Good Governance

Protection of human rights is a key function of good governance. The protection of right to life is meaningless in absence of the protection of human dignity economically, socially and culturally. So the concept of 'good governance' in this sense means a mechanism to ensure respect and protection of human rights.<sup>52</sup>

### 2.4.1 Violation of Human Rights

Human rights violation is a common phenomenon in Bangladesh. Everyday newspapers present reports on the violation of human rights. Country Reports on Human Rights Practices -2005 released by the Bureau of Democracy, Human Rights, and Labor of the US Department of States is such a report that gives a devastating picture of the violation of human rights in a large scale in 28 pages. The report gives examples and occurrence where human rights are violated in Bangladesh.

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<sup>51</sup> World Bank; *Taming Leviathan: Reforming Governance in Bangladesh; An Institutional Review*, UPL, Dhaka, 2002, p. iv

<sup>52</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance* (Edited) Palal Prakashoni. Dhaka, 2004, P. 108.

## 2.4.2 Extra Judicial Killing

It is reported that the security forces committed numerous extra judicial killings. The police, Bangladesh Rifles (BDR), and the Rapid Action Battalion (RAB) used unwarranted lethal force. According to press reports, law enforcement agencies, including the RAB, a paramilitary group composed of personnel from different law enforcement agencies, including the military, killed 396 persons in 2005. The deaths, all under unusual circumstances, occurred while an accused was in custody or during police operations; however, the government described the deaths of some identified criminals as occurring in crossfire between the RAB or police and criminal gangs. While the law prohibits torture and cruel, inhuman, or degrading punishment, security forces, the RAB, and police routinely employed physical and psychological torture as well as cruel, inhuman, and degrading treatment during arrests and interrogations. Bangladesh Society for the Enforcement of Human Rights (BSEHR) recorded six incidents of rape by law enforcement personnel during the year. Due to strong social taboos, most NGO's believed the actual number of sexual assault was much higher.<sup>53</sup> Another report says that a number of 290 people were killed in crossfire during January- December 2006.<sup>54</sup>

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<sup>53</sup> *Country Reports on Human Rights Practices -2005*, Released by the Bureau of Democracy, Human Rights, and Labor March 8, 2006 available on <http://www.state.gov/g/drl/rls/hrrpt/2005/61705.htm>

<sup>54</sup> *Odhikar; Report 2006, Investigation, Research and Publication of Human Rights Violation*, Published by Odhikar, Dhaka, 2007, P. 12.

### 2.4.3 Prison Condition

Prison conditions were abysmal and were a contributing factor to custodial deaths. In 2005, 76 persons died in prison and 210 died while in the custody of police and other security forces. All prisons were overcrowded and lacked adequate facilities. Government figures indicated that the existing prison population of 76,328 was nearly 300 percent of the official prison capacity of 27,545. Of the entire prison population, 51,801 were awaiting for trial and 24,317 had been convicted, according to figures received by a human rights organization. In most cases, cells were so crowded that prisoners slept in shifts.<sup>55</sup> In 2006, a number of 62 people died in jail custody while another 12 persons died in police custody.<sup>56</sup>

### 2.4.4 Denial of Fair Public Trial

The law provides for an independent judiciary; however, in practice a longstanding temporary provision of the constitution places the lower courts under the executive, and the courts were subject to executive influence largely because judges' appointments and their pay were dependent on the executive. The higher levels of the judiciary displayed some independence and often ruled against the government in criminal, civil, and politically controversial cases. Corruption, judicial inefficiency, targeted violence against judges, and large backlogs were serious problems.

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<sup>55</sup> *Country Reports on Human Rights Practices -2005*, Released by the Bureau of Democracy, Human Rights, and Labor March 8, 2006 available on <http://www.state.gov/g/drl/rls/hrrpt/2005/61705.htm>

<sup>56</sup> *Odhikar; Report 2006, Investigation, Research and Publication of Human Rights Violation*. Published by Odhikar, Dhaka, 2007, p. 12.

#### **2.4.5 Arbitrary Arrest or Detention**

The law prohibits arbitrary arrest and detention; however, authorities frequently violated these provisions, even in non-preventive detention cases. The law specifically allows preventive detention, with specified safeguards, and provides for the detention of individuals on suspicion of criminal activity without an order from a magistrate or a warrant. The government arrested and detained persons arbitrarily and used national security legislation such as the Special Powers Act (SPA) of 1974 to detain citizens without filing formal charges or specific complaints.

Attacks on journalists and newspapers, and government efforts to intimidate them, political party activists, and others, occurred frequently. Attacks against journalists by political activists were common during times of political violence, and some journalists were injured in police actions. According to a local human rights organization, 142 journalists were injured, 2 killed, 11 arrested, 4 kidnapped, 53 assaulted and 249 threatened during 2005.<sup>57</sup>

#### **2.4.6 Freedom of Peaceful Assembly and Association**

The law provides freedom of assembly and association, subject to restrictions in the interest of public order and public health; however, the government frequently limited these rights. The law allows the government to ban assemblies of more than four persons,

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<sup>57</sup> *Country Reports on Human Rights Practices -2005*, Released by the Bureau of Democracy, Human Rights, and Labor March 8, 2006 available on <http://www.state.gov/g/drl/rls/hrrpt/2005/61705.htm>

and, according to Ain O Shalish Kendro, a local human rights NGO, the government imposed 73 such bans from January to mid-August in 2005. The government sometimes used bans to prohibit rallies for security reasons.<sup>58</sup>

#### **2.4.7 Societal Abuses and Discrimination**

Discrimination against Ahmadiyas, Hindus, and Christians occurred during the year. On June 22, unknown actors set ablaze an Ahmadiya mosque in Nator, and two days later, unknown actors detonated several bombs at an Ahmadiya mosque in Brahmanbaria, and four bombs at an Ahmadiya mosque in Bhadugarh in the Brahmanbaria area. Eight persons were arrested in connection with the attacks. In spite of the fact that Bangladesh is moderate country where government tries to protect the minor religious people, such incidents are happening.<sup>59</sup>

#### **2.4.8 Prohibition of Forced or Compulsory Labor**

The law prohibits forced or bonded labor, including by children; however, the government did not enforce this prohibition effectively. The Factories Act and Shops and Establishments Act created inspection mechanisms to strengthen laws against forced labor, but these laws were not enforced rigorously, partly because resources were scarce. There was no bonded or forced labor in large-scale enterprises; nevertheless, numerous domestic servants, including many children, worked in conditions that resembled

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<sup>58</sup> Ibid

<sup>59</sup> Ibid



servitude and many suffered physical abuse, sometimes resulting in death.<sup>60</sup>

#### **2.4.9 Violation Against Women**

Domestic violence was widespread. Although violence against women was difficult to quantify, recent research showed that up to 50 percent of all women were victims of domestic violence. Much of the reported violence against women was related to disputes over dowries. During the year Odhikar found 227 reported dowry-related killings in 2005. Women remained in a subordinate position in society, and the government did not act effectively to protect their basic rights. Employment opportunities increased at a greater rate for women than for men in the last decade, largely due to the growth of the export garment industry. Women made up 80 percent of garment factory staff. Women face social problem due to the lack of proper knowledge of religion.<sup>61</sup>

#### **2.4.10 Children**

The government was generally responsive to children's rights and welfare. Many of these efforts were supplemented by local and foreign NGOs, and these joint efforts allowed the country to make significant progress in improving health, nutrition, and education; however, slightly more than one-half of all children were chronically malnourished.

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<sup>60</sup> Ibid

<sup>61</sup> Ibid

#### **2.4.11 Persons with Disabilities**

The law provides for equal treatment and freedom from discrimination for persons with disabilities; however, in practice, persons with disabilities faced social and economic discrimination. The law focuses on prevention of disability, treatment, education, rehabilitation and employment, transport accessibility, and advocacy.

#### **2.4.12 Indigenous People**

Tribal people have had a marginal ability to influence decisions concerning the use of their lands. Despite the 1997 Chittagong Hill Tracts (CHT) Peace Accord, which ended 25 years of insurgency in the CH—T, law and order problems and alleged human rights violations continued, as did dissatisfaction with the implementation of the Peace Accord. The Land Commission dealing with land disputes between tribal individuals and Bengali settlers did not function effectively in addressing critical land disputes. Tribal leaders remained disappointed with the lack of assistance provided to those who left the area during the insurgency.<sup>62</sup>

#### **2.4.13 Poor Governance and Poverty**

About 40 percent of the population lives below the poverty line. It is predicted that Bangladesh will not be able to reduce poverty to

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<sup>62</sup> *Country Reports on Human Rights Practices -2005*, Released by the Bureau of Democracy, Human Rights, and Labor March 8, 2006 available on <http://www.state.gov/g/drl/rls/hrrpt/2005/61705.htm>

the expected level if the present political system and inefficient management of the government remains. The development community has agreed that improvement of governance is needed to reduce poverty. Research has increasingly pointed to poor governance and poor performance of the public institutions for the disappointed outcome of so many development programs.<sup>63</sup>

#### **2.4.14 Accountability**

Accountability, which is the key to good governance, is weak in Bangladesh. Neither the politicians nor the officials are accountable in the truest sense. This is because there is no transparency. Information of government activities is not available to the public. Since the politicians are involved in corruption, officials cannot be made accountable. Parliament, the apex institution of accountability cannot strengthen Parliamentary Standing Committees and other mechanism to ensure accountability of the civil servants and the politicians. Because of strong ties of the party loyalty the Parliament has become ineffective. This is because the party with the majority controls both the executive and the legislative branches.

#### **2.4.15 Accountability in the government Organization**

Accountability system in the government organizations is based on the system during British and Pakistani administration. The

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<sup>63</sup> World Bank, *Taming Leviathan: Reforming Governance in Bangladesh; An Institutional Review*, UPL, Dhaka, 2002, p. iv

provision of Comptroller and Auditor General (C & AG) is there to control accounting in the country. There is little accountability to beneficiaries of government services except in some projects. The level of accountability control is not satisfactory.

#### 2.4.16 Effectiveness of Governance Institutions

Effectiveness of governance is not satisfactory. One study by PPRC included economic management, control of corruption, employment generation, law and order, quality of public services, quality of education, communal harmony, and solution of environment.

**Table –2.1**

#### **Perception on Government Effectiveness**

Area under discussion	Not Good	Not that at all	Mediocre Good	Good	Very good	Don't Know	Total
Economic management	8.3	36.5	46.2	5.0	0.1	3.9	100.0
Anti-Corruption measures	20.8	47.4	24.2	4.2	0.1	3.3	100.0
Human right	6.6	30.7	47.9	5.2	0.1	9.5	100.0
Employment generation	15.1	57.9	24.6	1.1	0.0	1.3	100.0
Law & order situation	5.9	21.7	53.9	17.5	0.9	0.1	100.0
Public service	13.4	45.9	35.8	3.9	0.1	0.8	100.0
Quality of education	0.5	3.0	36.8	52.9	5.8	2.9	100.0
Communal harmony	1.8	12.8	55.3	24.5	1.8	4.6	100.0
Environmental issues	1.1	12.8	55.3	24.5	1.8	4.6	100.0

(Source: PPRC Governance Survey 2006<sup>64</sup>)

<sup>64</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007, P.35

The most negative perception is found in employment generation (73%), corruption (68%), and quality of public servants (59.3%). Quality of elected leadership is found not up to the mark. Only 30% UP Chairmen are found graduates and above. In Parliament education is found satisfactory because 88% of elected MP's are graduate and above.<sup>65</sup> With the lowest effectiveness score in the areas of control of corruption and employment generation we can say that our governance is not effective enough to provide public good.

#### **2.4.17 Government Corruption**

Poor governance is one of the main causes of corruption, which is reported widespread and endemic in our country. The root of corruption lies deep in bureaucratic, business and political institutions. Such reports are available everywhere, in the research, publications and in newspapers. We may have a look at one report of corruption in power sector. The corruption related to the theft of electricity has become very pervasive. Apart from meter readers, supervisors, ledger keepers and other positions connected with billing and consumer accounting, many Assistant Engineers and some high level officers are involved in this vice. On the consumer side, people across the economic spectrum are involved in dishonest practices. "In fiscal 1998-99, BPDB generated 14,150 MkWh of electricity, purchased another 450 MkWh from private

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<sup>65</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007, P.35-37

sources, but billed for only 11,462 MkWh, giving a system loss of 22%. This was better than DESA's 40% but poorer than REB's 17%. The weighted average system loss in the power sector as a whole is estimated at 35%, which includes 21% technical loss. The balance 14% (non-technical loss) was due to pilferage, theft and unauthorized use. In 1999-2000, total generation by BPDB and independent power producers is projected at 17,535 MkWh. Theft of electricity at the rate of 14% is therefore estimated to be 2,434 MkWh. At an average tariff of Tk 2.10 per kWh, the value of the theft would be Tk 5 billion.”<sup>66</sup>

## **2.5 Some Approaches by Government and NGOs for Good Governance**

Good governance is imperative for the development of the country. Governance in Bangladesh is rather poor. Research organizations, scholars, civil society and politicians have suggested a lot of recommendations measures to improve governance in Bangladesh. The government of Bangladesh has been trying to ensure good governance and it has already taken some initiatives and further reforms are going to be taken. Besides NGO have been working in this regard specially in the fields of human rights, consensus building, capacity building, empowerment of women, advocacy and research. The common goal of improving governance through ensuring justice, equity and rule of law and minimizing corruption needs joint effort of GOs and NGOs.

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<sup>66</sup> From Ttransparency Web site; available at the web page: [http://www.ti-bangladesh.org/index.php?page\\_id=338](http://www.ti-bangladesh.org/index.php?page_id=338)

### 2.5.1 Administrative Reform

Bangladesh government has formed as many as 17 Administrative Reform Commissions or Commissions to formulate policy, plans and propose actions in order to develop efficiency in public administration. It is recommended that the salary of public officials is less and it is one of the root causes of inefficiency and corruption in public servants. So the government formed pay commissions/reform commissions in 1972, 1977, 1984, 1989 and 1996. To restructure government other committees were formed in 1971, 1972, 1977 and 1982. To reform recruitment system two committees were formed in 1985 and 1987. Administrative Reform Commission was formed in 1997 for enhancing efficiency, transparency, accountability, dynamism and effectiveness of public administration.<sup>67</sup> The recommendations of the committees could not be executed fully. But the government is trying to take some measures to ensure good governance. To strengthen local government Upazila Parishad has been revived.

### 2.5.2 Separation of Judiciary

Lower judiciary has been separated from the executive so that it can work impartially and thus ensure rule of law. Employment of judges and their promotion and control are left with the Supreme Court.

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<sup>67</sup> CIRDAP, *Governance Partnership and Poverty*, Published by CIRDAP, Dhaka, 2002, P.94.

### **2.5.3 Establishment of Anti-Corruption Commission (ACC)**

A powerful anti corruption commission was suggested by the scholars to ensure a corruption free country. To prevent corruption Anti-Corruption Commission has been established in the place of Anti- corruption Bureau. The Anti Corruption Commission (ACC) Bangladesh was created through an act promulgated on 23 February, 2004 that came into force on 09 May 2004. Although initially, it could not make the desired impact, but immediately following its reconstitution in February, 2007, the ACC began working with renewed vigor and impetus duly acceding to the United Nation's convention against corruption that was adopted by the General Assembly way back on 31 October 2003. The Commission is independent in nature and has ample power to take action against the corrupt persons. Presently it has been working with full swing in order to minimize corruption.<sup>68</sup>

### **2.5.4 Capacity Building Training**

To increase the capacity of the civil servants the government has established a number of training institutes where regular training are being conducted. Among the institutions Bangladesh Public Administration Training Center (BPATC), BCS Administration Academy, National Institute of Local Government (NILG), National Academy for Education Management (NAEM), Regional Public Administration Training centers in Dhaka, Khulna,

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<sup>68</sup> Available at web page: [www. http://acc.org.bd/accact.php](http://acc.org.bd/accact.php)



Chittagong and Rajshahi are remarkable. These institutions conduct seminar and trainings for all levels of employees to enhance their knowledge of rules and regulations of the country.

## **2.6 NGOs Working to Promote Good Governance**

NGOs working for good governance are registered with NGO Affairs Bureau. There is no specific data with the Bureau to show how many of them are working for promoting good governance. From the monthly report of the Bureau it is found that a number of NGOs have undertaken projects on good governance directly. Others are working to promote good governance in an indirect manner through poverty alleviation, health, education, income generating activities, development activities etc. Among the NGOs working for good governance BRAC, Ain O Shalish Kendra, Manusher Jonno Foundation, TIB and WAVE Foundation are worth mentionable.

### **2.6.1 BRAC for Good Governance**

BRAC, one of the leading NGOs of the world has projects on almost every sector. It has Human Rights and Legal Services Programs since 1986. It is based on two frameworks; asset based and rights based. Asset based programs emphasize human development through the development of livelihood and income. Right-based programs address social mobilization issues.<sup>69</sup>

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<sup>69</sup> BRAC Annual Report 2006, Published by BRAC Public Affairs and Communications Layout. Dhaka, 2006, Page-42.

### 2.6.2 Ain O Shalish Kendra

Ain O Shalish Kendra (Center for Law and Mediation) a human rights and legal aid organization established in 1986, is working to establish rule of law. The organization has consultative status with UNESCO. The major areas of work of the organization are training, communication, popular theatre, child rights, advocacy, gender and social justice programs, legal aid, and research and documentation. It provides training on family laws (Muslim, Hindu and Christian), and issues such as women's right, violence against women, human rights and constitutional laws. Ain o Shalish Kendra takes active part in public interest litigation, especially through drafting petitions for submission to the High Court challenging unlawful use of handcuffs on minors, legality of police search without warrant and government's arbitrary decision for eviction of slums. The organization also has initiated campaigns against harassment of the minority community and the violent actions of perpetrators. It actively lobbies with the government to enact laws to protect human rights. The organization provides free legal service to the poor women, workers and working children. Legal support is provided through counselling, mediation and litigation, if necessary.<sup>70</sup>

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<sup>70</sup> Available at the wave page of the organization Ain O Shalish Kendra. <http://www.askbd.org/web/>

### **2.6.3 Manusher Jonno Foundation (MJF)**

Manusher Jonno Foundation (MJF) is a national NGO that is working all over the country to promote 'human rights' and 'good governance' in Bangladesh. It is working for promoting voices of people whose rights are being denied and violated and creating social environment in building people's dignity. MJF works with different sectors of the society including non-government organizations, civil society, private sector, and state institutions. It provides financial and technical support to the stakeholders in creating an enabling environment where human rights and good governance are upheld and nurtured by the stakeholders. MJF's understanding of 'good governance' refers to how power is exercised in managing the resources of the country. It refers to the relationship between the state institutions and its processes between the individual citizens, civil society and private sectors. It has provided support to 145 organizations in order to bring positive change of 34.73 million people of the country. DFID is the main donor for the organization.<sup>71</sup>

### **2.6.4 Transparency International Bangladesh (TIB)**

Transparency International Bangladesh (TIB) has been working as a catalyst of social movement against corruption. It has elaborate research and advocacy programs for policy change and institutional reform for creating conditions for reducing corruption and promoting good governance in Bangladesh. It has aimed at

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<sup>71</sup> Available at the web page of Manusher Jonno Foundation; [www.manusherjonno.org](http://www.manusherjonno.org).

expanding and sustaining the demand for accountability, transparency and efficient governance with particular relevance to the functioning of public and private bodies at all levels. It has been working to increase awareness of people at the grass-root levels and strengthen their participation in demanding quality service delivery by public, private and non-government sectors.

#### **2.6.5 WAVE Foundation**

WAVE Foundation is a national organization working to promote good governance with its 37 partner NGOs. Its project 'Strengthening Local Governance through Participatory and Responsive Public Service' is funded by (Royal Danish Embassy) DANIDA. The purpose of the project is the delivery of social justice and services through strengthening UP Standing Committees, village courts and mobilizing right holders in 11 districts. It has aimed at strengthening 90 Union Parishad and improving the capacity of public services.<sup>72</sup>

#### **2.7. Conclusion**

The brief analysis of the concept of governance, good governance, the elements of good governance and status of governance reveals that practice of good governance is not satisfactory in the country. Human rights and good governance are intrinsically interwoven. Violation of human rights and absence of rule of law is found in the

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<sup>72</sup> WAVE Foundation; *Report on Governance Coalition Project, Dhaka, 2008*. P. 5.

above reports. Unfortunately, people of Bangladesh cannot enjoy their rights fully. Many of them are victims of injustice. Both Government and NGOs have undertaken different programs to address the issue and improve the status of governance. Hence cooperation between Government and NGO is necessary.

## **CHAPTER III**

# **LEGAL PROVISIONS FOR GOVERNMENT-NGO COORDINATION**

### **3.1 Introduction**

Legal provisions are important in ensuring coordination between the Government and NGOs in Bangladesh. In Bangladesh no single authority works as the regulatory body of all NGOs in Bangladesh. This chapter has discussed the rules and regulations enacted to regulate and facilitate NGOs. It has also highlighted the administrative set up of the Government of Bangladesh and the regulatory bodies and coordinating bodies between GOs and NGOs. It delineates the emergence and spread of NGOs in Bangladesh. It focuses the establishment and objectives of NGO Affairs Bureau and its responsibilities as a coordinating body between GOs and NGOs.

### **3.2 The Government**

‘Government’ is generally defined as the body within a country or an organization that has authority and function to make and the power to enforce laws, regulations, or rules. Typically, government refers to a civil government- local, provincial, or national. In this

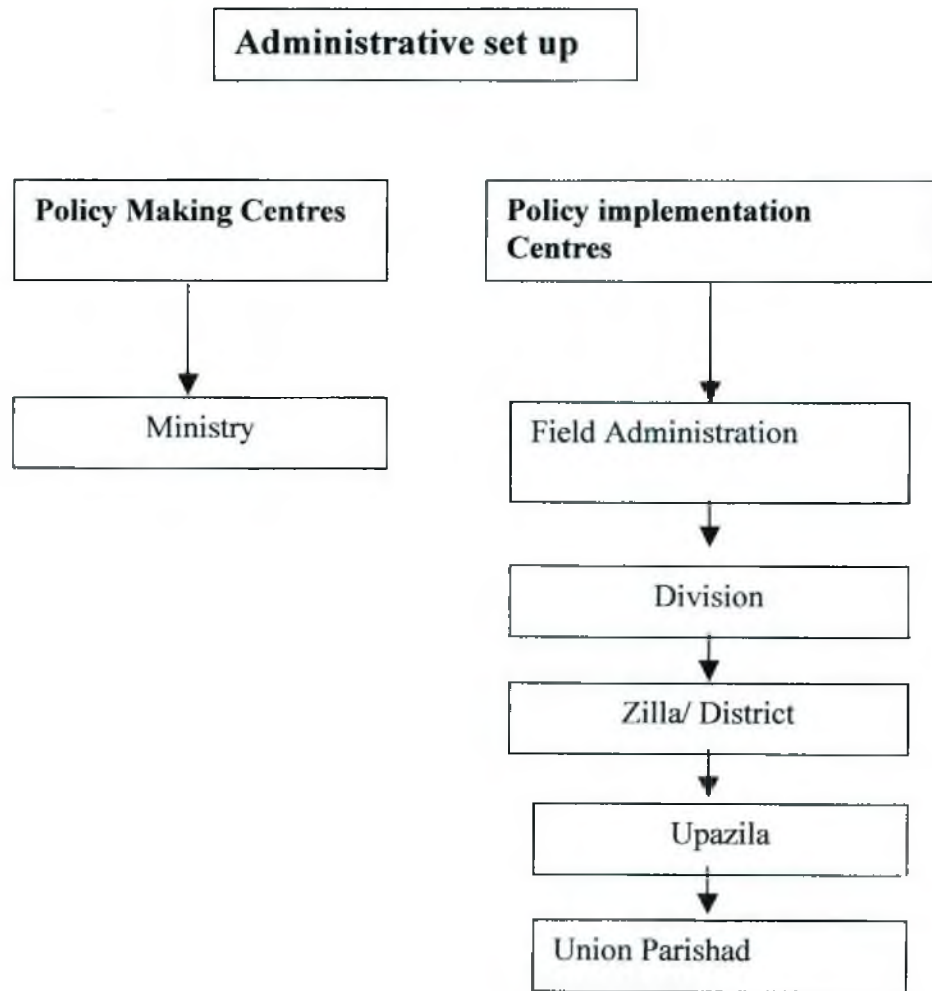
study Government means the government of Bangladesh. The government exercise authority through its government organizations (GOs)

By government organization simply we mean the organizations run by the government. The government organizations are guided by specific rules and regulations. They have little flexibility in their operations. The Government has sole control over its own organizations (GOs). The structure of GOs in Bangladesh was made during the British regime and now it is developed to the present stage. Different ministries, divisions, departments, directorates and local administrative offices of government are the examples of government organizations.

### **3.3 Administrative System in Bangladesh**

Administration in Bangladesh has been rooted to the British Empire in this subcontinent. There are two types of administrative organizations in Bangladesh (a) Central administration and b) field level administration. Central administration encompasses ministries, directorates and bureaus etc. They are responsible for policy making. In the field level we have Divisions, Districts and Upazilas. They are responsible for policy implementation. Besides, Union Parishad is existed as the lowest level of local government organization (Figure 3.1& 3.2).

**Figure-3.1**  
**Administrative Set up in Bangladesh**<sup>73</sup>

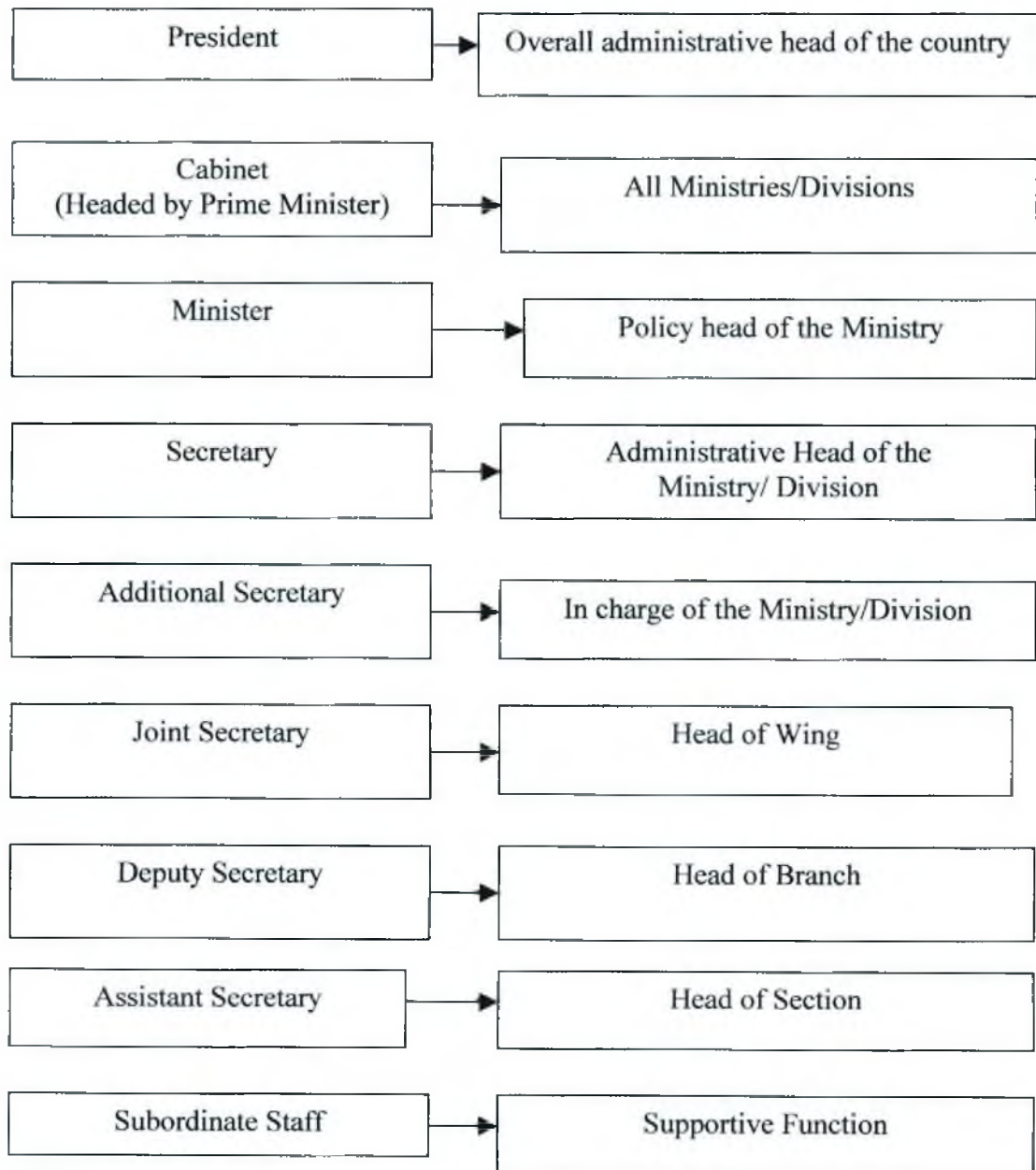


<sup>73</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*; Manusher Jonno Foundation, Dhaka, 2006, p.118



Figure 3.2

**General Pattern of Administrative Units and Secretariat Set Up.<sup>74</sup>**



<sup>74</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p.118

### 3.4 Local Government in Bangladesh

The Constitution of Bangladesh emphasizes strong local governance where empowerment of women will be ensured. People will be able to take part in development (Article-9). The development of local government is rooted in British regime.

A three-tier local government system came into force in the subcontinent in 1885 with the Local Self-Government Act, 1885. These three tiers includes (i) the District Board (ii) the Local Board at subdivision level and (iii) the Union Committee at union level. Later in 1919, Bengal Village Self Government Act was enacted and the lowest tier was renamed as the Union Board. In 1936, the Local Board was abolished. We had only two tier local government till 1947.

When the British left the sub continent, the then government introduced basic democracy under the Basic Democracy Order of 1959. It provided four tiers of local government (i) the Union Council (ii) the Thana Council (iii) the District Councils and (iv) the Divisional Councils. In 1962 the Divisional Council was abolished.

Independent Bangladesh started its journey with three tiers of local government. In 1976, the Local Government Ordinance was passed which retained the three tier local government. In 1980, a fourth tier called Swanirvar Gram Sarkar was introduced at the village level. This tier was abolished in 1982 and revived in the Khaleda Zia regime and finally again abolished.<sup>75</sup>

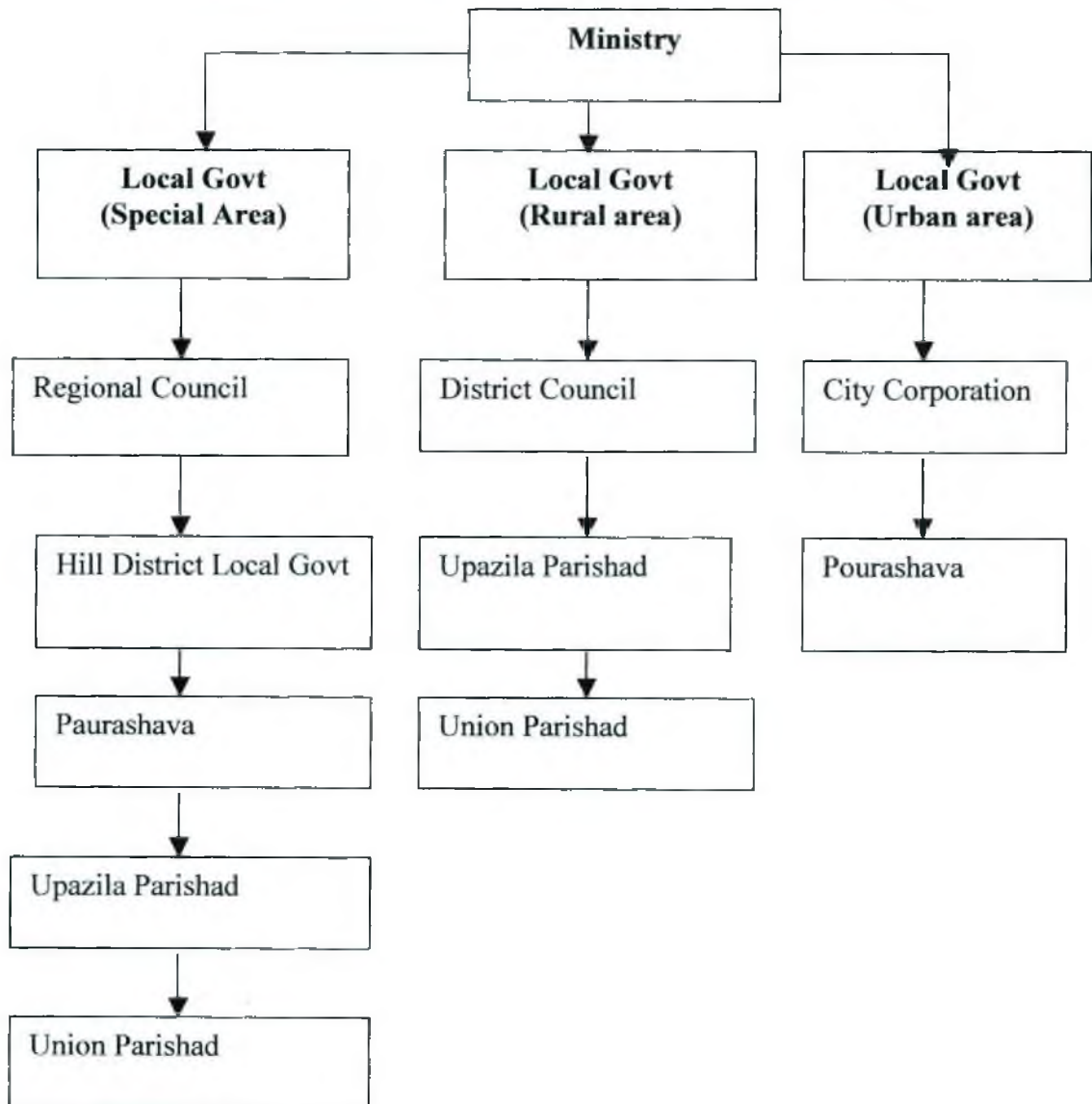
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<sup>75</sup> Kamal Siddiqui, *Local Governance in Bangladesh; Leading Issues and Major Challenges*, UPL Dhaka, 2000, P.17-19

Now the local government system remains three tiers (Figure-3.3)

Figure-3.3

Structure of Local Government in Bangladesh<sup>76</sup>



<sup>76</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 129

The above figures show that local government in our country varies in rural and urban area. Besides we have special provisions in the hill districts. Hill district local government is headed by a council elected or selected. Moreover there are district level offices like other areas of the country.

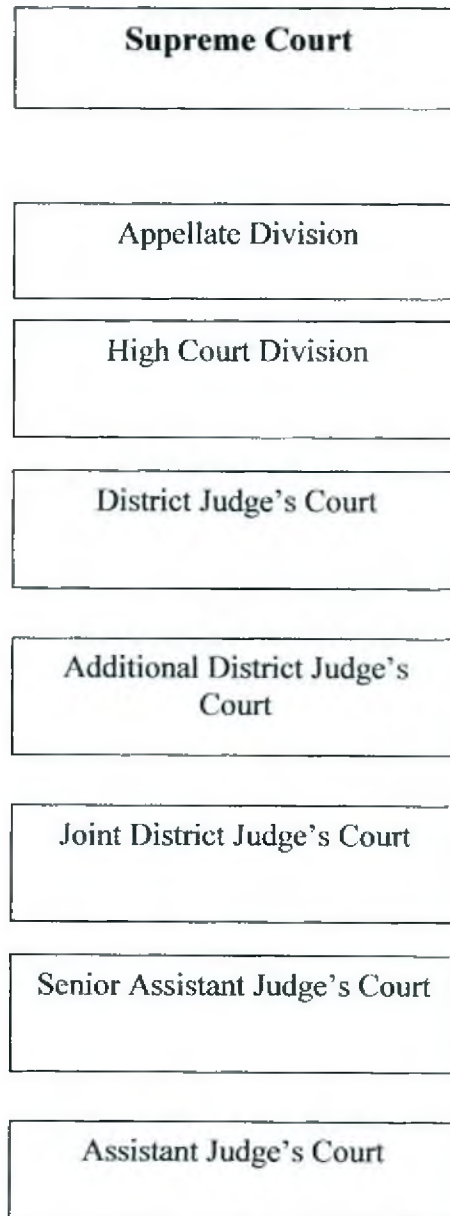
### **3.5 Courts in Bangladesh**

Courts of the country are the main organization to ensure justice and good governance and work as a safeguard against corruption, misgovernance and violation of laws. The courts of Bangladesh can be discussed under four heads:

- a) Civil courts of Bangladesh (Figure -3.4)
- b) Criminal courts of Bangladesh (Figure -3.4& 3.5)
- c) Magistrate's courts (Figure -3.6) and;
- d) Special courts or tribunals. (Figure3.7)

Figure-3.4

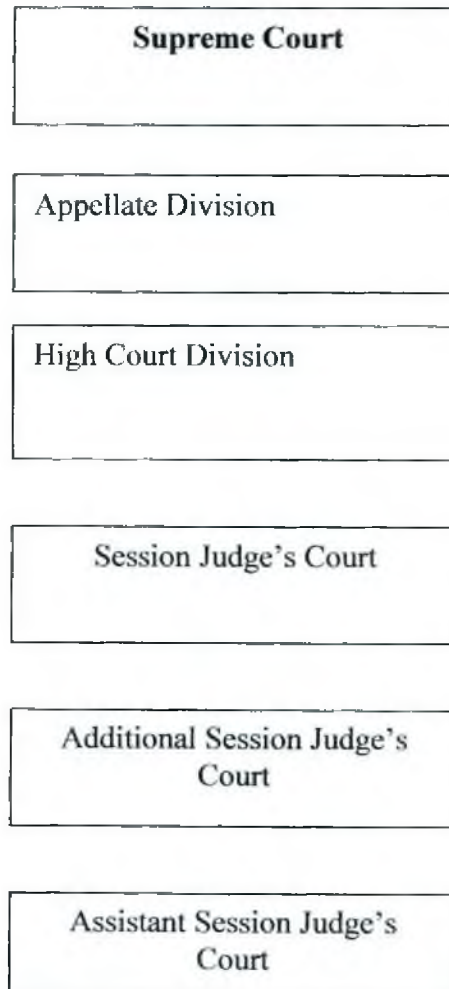
Civil Courts of Bangladesh<sup>77</sup>



<sup>77</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p.146

**Figure –3.5**

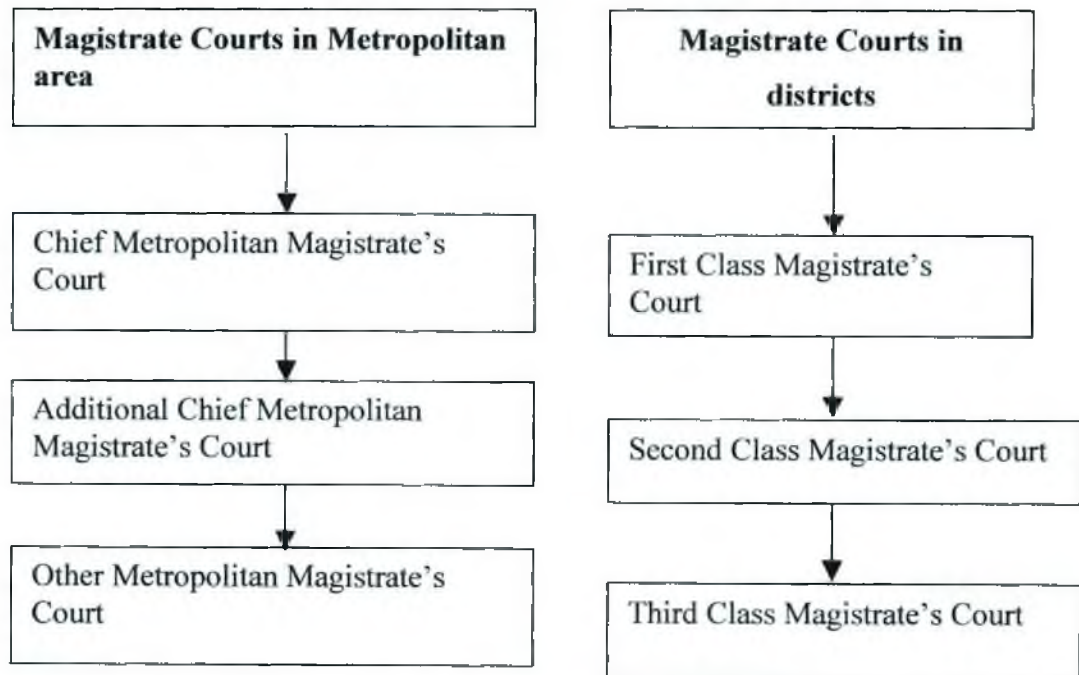
**Criminal Courts of Bangladesh<sup>78</sup>**



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<sup>78</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 146

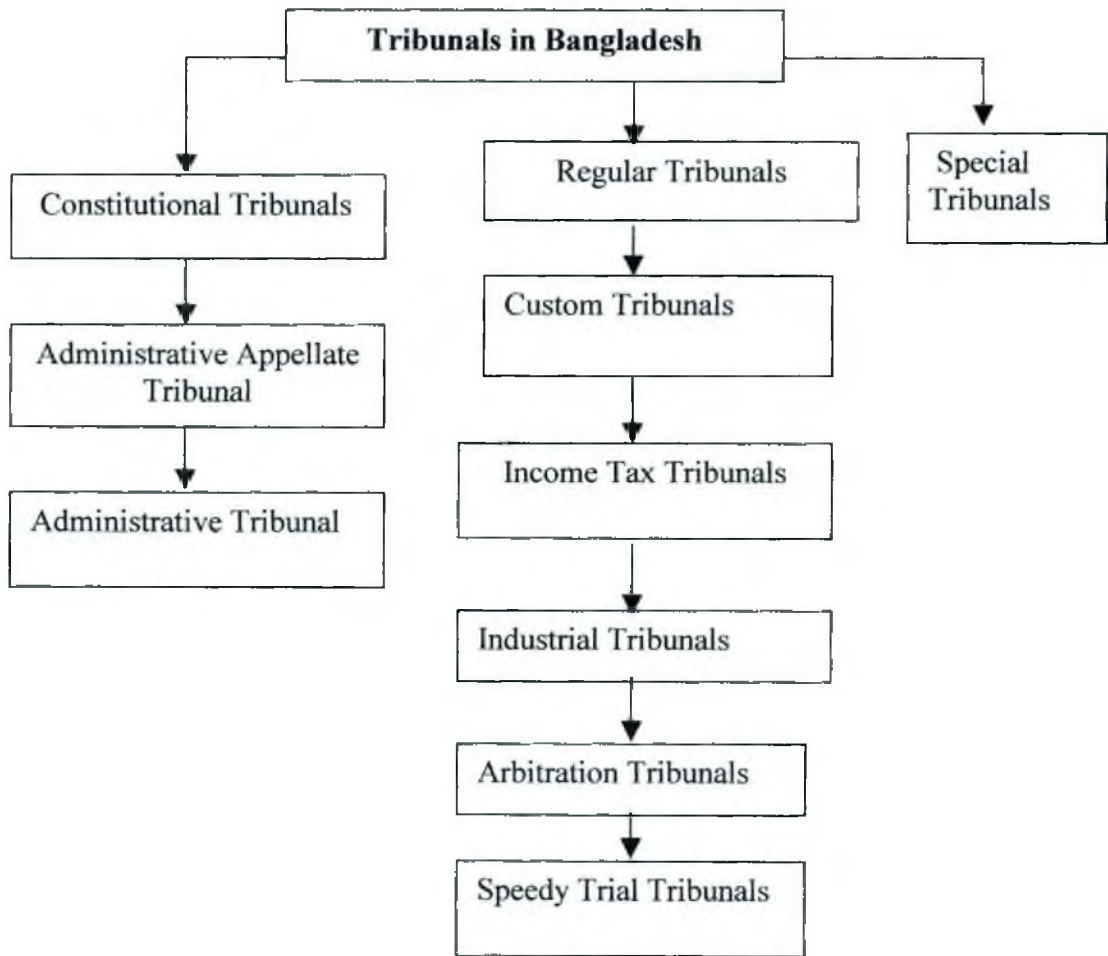
**Figure –3.6**  
**Magistrate Courts<sup>79</sup>**



<sup>79</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 146

Figure –3.7

Tribunals in Bangladesh<sup>80</sup>



<sup>80</sup> Dr. Mizanur Rahman, *Human Rights and Good Governance, Training Manual*, Manusher Jonno Foundation, Dhaka, 2006, p. 160



### 3.6 Non-governmental Organizations (NGOs)

A non-governmental organization (NGO) is a legally constituted organization created by private persons or organizations with no direct participation or active official representation of government. In the cases in which NGOs are funded fully or partially by governments, they maintain their non-governmental status as they exclude government representatives from membership in the organization (Wikipedia, online dictionary).<sup>81</sup> Non-Governmental Organization (NGO) as a concept is not defined by any law of the country. Article 38 of the constitution of the People's Republic of Bangladesh has given every citizen right to form associations, unions or organizations subject to any reasonable restrictions imposed by the law. Huda, Dr. Kawja Shamsul (1984) defined NGO as an association of persons formed voluntarily through personal initiatives of few committed persons dedicated to design study and to implement development projects at the grass root level. None of those definitions is adequately applicable to identify the NGOs or define the NGO concept prevailing presently in Bangladesh. A comparatively proper perception of Non-Governmental Organizations (NGO) has been identified by Alam, M (2001) as generally non-profit organizations or associations/agencies working for the common good of individuals or groups. The World Bank (2000) defined NGO as 'Non-governmental Organization (NGO)' might refer to an association, society,

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<sup>81</sup> Wikipedia On line dictionary, <http://en.wikipedia.org/wiki/Ngo>

foundation, charitable trust, non-profit corporation, or other juridical persons that could not be regarded under the particular legal system as part of the governmental sector and that should not operate for profit-- viz., if any profits are earned, that could not be distributed as such. It would not include trade unions, employers associations, political parties, profit-distributing cooperatives, or churches.

The term 'NGO', is used to refer the myriad of organizations, some of them formally constituted and some of them informal, that might be largely independent of government and that could be characterized primarily by humanitarian or cooperative, rather than commercial, objectives, and that generally should seek to relieve suffering, for promoting interests of the poor, protecting the environment, providing basic social services, or undertaking community development. The term 'NGO' might refer especially to organizations that work in the areas of relief, development, and advocacy and that would depend, at least, in part on voluntary donations and service. Many entities generally considered part of the non-profit sector such as non-governmental universities or research institutes were not treated as NGOs (Holden, L. 1996).<sup>82</sup>

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<sup>82</sup> Md. Rafiqul Islam, *A Case Study Of Governance And Legal Framework In Non-Governmental Organizations (NGOs) In Bangladesh*, Ph. D, Thesis for the University of University Of Honolulu USA, 2004, p. 4-7

### **3.7 Emergence of NGOs in Bangladesh**

It is the Constitutional responsibility of the Government to ensure fundamental rights like justice, equality, education and better social and economic condition for its citizens. The Government has established some organizations, adopted a lot of means to pursue the goals imposed on it by the Constitution. But the Government alone cannot bring about sustained improvements in all the sectors; it needs the complementary help of a force, a development partner to discharge the duties effectively. NGOs (non-governmental organizations) constitute that force and can co-operate the government to fulfil its goals with greater efficiency and effectiveness because the NGOs share common goals with the government. The goals include building democracy, poverty alleviation, human resource development, women's development, and education for all, ensuring health facilities for all. The Government uses own resources, foreign loan and aid to pursue its goal. NGOs collect fund from local and foreign sources for the same purpose.

#### **3.7.1 Legal Regime for the NGOs in Bangladesh**

The emergence of NGOs in Bangladesh has four legal regimes. The first era might be considered to be the period up to 1860. During this era religious institution, orphanages and places of the public utilities were managed by the voluntary organizations. The "Waqf Laws" governed those for the Muslims and the "Debottar Laws" for

the Hindus. The voluntary activities were carried out with donations from the benevolent landlords and wealthy traders. Usually, those were organized by the close relatives of the benevolent relationship to build their cults in the society. History denoted that those initiatives were temporary in nature without any institutional shape.

The second era covering a century period from 1860 to 1961 was dominated to give legal coverage to the public institutions. Societies Registration Act, (Act No. XXI) 1860 was enacted by the British rulers, brought those institutions under a legal framework. The Trust Act, 1882 and the Companies Act, 1913 were also promulgated for the trustees and the companies.

In the rapidly changing world the third era of NGO was a short one. Perhaps from 1961 to 1978, it had begun from promulgation of the Voluntary Social Welfare Agencies (Registration and Control) Ordinance 1961. It is a control regime.

Change in the role of the government from 'doing' to 'enabling', the 4<sup>th</sup> era of NGO activities had begun from 1978. During liberation War, some international voluntary organizations rendered commendable services to the millions of Bangladeshi refugees, who took shelter in the adjoining Indian States. After liberation those NGOs along with the other international organizations took part in rehabilitation work of the war torn country. In seventies, an exodus

of international NGOs and internationally funded local NGOs infected which widened their sphere of activities to health, education, agriculture, fisheries and other rural development activities.<sup>83</sup> The Companies Act, 1913 (amendment Act, 1994) and the Co-operative Societies Ordinance 1984 were enacted to cover new activities carried out by the peoples organizations.

### 3.7.2 Characteristic of GO and NGO Administration

Bangladesh being a poor small country has a huge set up of GOs or public institutions with 1.2 million staff and the service delivery of them has been marked with poor quality, sluggish, corrupts. The emergence and growth of NGOs in Bangladesh is the result of the failure of the GOs to meet the hopes and aspirations of the disadvantaged rural poor. The features of traditional Government organizations differ from those of NGOs. GOs are marked with rigidity, bureaucratic attitude, centralization and wide in nature. Policy making process of GO is also complicated because of multi layers. NGO administration is marked by flexibility, pro-people, dynamic, challenging, and smaller in nature. (Table- 3.1)

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<sup>83</sup> Md. Rafiqul Islam, *A Case Study Of Governance And Legal Framework In Non-Governmental Organizations (NGOs) In Bangladesh*, Ph. D, Thesis for the University of University Of Honolulu USA, 2004, p. 4-7

**Table-3.1**  
Characteristic Features of GOs and NGOs<sup>84</sup>

Theme	Characteristics of administrative practices of GOs	Characteristics of administrative practices of NGOs
Size	Big government/ wide spatial and functional coverage	Small area of operation and specific target groups
Scope	Limited service program for all the areas	Services and programs for selected target groups
Responsiveness	Lack of interaction with the beneficiaries	Regular and close interaction with beneficiaries
Structure	Rigid, hierarchic bureaucracy	Institutionally flexible and horizontal and structure and short line communication
Decision making Authority	Centralized	Community development and people's participation
Decision making approach	Incremental	Rational and participatory
Service condition	Poor salary and poor job condition	Better salary and challenging conditions
Initiative	Lack of initiative and motivation	High initiative and motivation
Training	Minimal training	Continuous training programs
Support	Internal source mobilization as well as external assistance	Large portion is from external assistance
Accountability	To general public	Clientele and sponsors

### 3.8 Legal Provision for Government-NGO Co-ordination and Administrative Authorities

The legal framework for NGOs in Bangladesh has two parts:(1) laws under which voluntary, non- governmental associations of people are incorporated and given a legal identity; and (b) laws regulating the relationship such associations with the government.

<sup>84</sup> Dr. Afruza Begum, *Governance- NGO Interference in Development Management*, Paragon Enterprise, Kolkata, 2008. P. 5

The table below (Table 3.2) gives a brief view of the regulatory authorities of NGOs and their provisions:

**Table- 3.2**  
**Regulatory authorities for NGOs and their legal provisions**

Sl	Regulatory Institutions	Regulatory Provisions for the Institutions
1.	Directorate of Social Welfare	Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961.
2.	Department of Registration	i) The Societies Registration Act, 1860. ii) The Trust Act, 1882.
3.	Register Co-operatives	Co-operative Societies Ordinance 1984 were enacted to cover new activities carried out by the peoples organizations
4.	Joint Stock Companies	The Companies Act, 1913 (amendment Act, 1994) and the Co-operative Societies Ordinance 1984.
5.	NGO Affairs Bureau	i) The Foreign Donations (Voluntary Activities) Regulation Ordinance, 1978, ii) The Foreign Donations (Voluntary Activities) Regulation Rules, 1978. iii) The Foreign contributions (Regulation) Ordinance, 1982. iv) Circular for NGO Affairs Bureau, published from the Prime Ministers office, Order NO-33.43.27.00.00.01.2000-107 dated, May 2001.

### 3.9 Regulatory and Coordinating Institutions

NGOs were subject to complex set of rules and procedure till 1990, before the establishment of NGO Affairs Bureau. NGO had to face a lot of complexity for registration, project approval and fund release. It hampered the progress and activities of NGOs. To meet the demand of easy cooperation from the Government side NGOAB was established in 1990 with a view to providing one stop service to facilitate NGOs. Besides NGOAB, there are other three organizations that can be discussed in relation to the coordination

between GO and NGOs; they are Government NGO Consultative Council (GNCC), ADAB and Deputy Commissioner's Offices. Recently another organization comes to focus namely FNB as a coordinating body from NGO side.

### **3.9.1 Formation of Association for Development Agencies in Bangladesh (ADAB)**

NGOs are basically non-party, non-profit organization. There was none to coordinate among the NGOs. Later the NGOs working for rehabilitation felt the need of coordination of their works among themselves. In 1974, they formed a forum named Association for Development Agencies in Bangladesh (ADAB). The main objective of ADAB was to coordinate NGO-works in a very formal mode. It had no registration; even no office up to 1979. ADAB had been working smoothly till in 1990's when it faced leadership crisis. Initially it was successful in collaborating with the government.<sup>85</sup> The mandate to coordinate NGO activities was largely assigned to two institutions; the NGO Affairs Bureau on behalf of the Government and the Association of Development Agencies in Bangladesh (ADAB) on behalf of the NGOs. But because of some conflict in leadership, it is now inactive. ADAB is still surviving with its few leaders.<sup>86</sup> But its official recognition as coordinating body is withdrawn.

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<sup>85</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007, P.151

<sup>86</sup> *ibid* P.154



### **3.9.2 Proposed Government NGO Consultative Council (GNCC) for Greater Cooperation**

Government NGO Consultative Council (GNCC) was established in 1996 with a view to ensuring effective cooperation between GO and NGOs. The main function of GNCC were:

- To increase mutual cooperation between GO and NGOs;
- To identify and discuss the issues hamper GO-NGO cooperation.
- To find out policy that can ensure better cooperation
- To simplify and improve the regulatory system over the NGOs
- To suggest measures to strengthen the monitoring and evaluating capacity of the NGO Affairs Bureau so that it can better ensure accountability and transparency of NGOs<sup>87</sup>

### **3.9.3 Emergence of Federation of NGOs in Bangladesh (FNB)**

NGOs emerged in 1990s mostly lacked multiple connections with donors and large national NGOs. In July 2002. The Federation of NGOs in Bangladesh (FNB) was established through a national convention. In 2003 full-fledged committee of FNB was formed. The NGOs outside the ADAB are mainly the members of FNB.<sup>88</sup>

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<sup>87</sup> Dr. Afroza Begum, *Governance- NGO Interference in Development Management*, Paragon Enterprise, Kolkata, 2008, P. 84.

<sup>88</sup> Hossain Zillur Rahman, *Unbundling Governance: Bangladesh Governance Report 2007*, PPRC, Dhaka, 2007, P.153

### **3.10 Establishment of the NGOAB**

The NGO Affairs Bureau (NGOAB) was established in 1990 under an administrative order of the Government. Its prime objective is to provide one-stop service to the NGOs operating with foreign assistance and registered under the Foreign Donations (Voluntary Activities) Regulation Ordinance, 1978. In addition, it facilitates the activities of the NGOs in the country, and ensures their accountability to the state and thereby to the people of the country. Initially, it was located in the President Secretariat's Public Division and, later on, in the Cabinet Division. In 1991, with the re-introduction of parliamentary form of government, the NGOAB was placed under the Prime Minister's Office as a regulatory body of the NGOs with the status of a government department.<sup>89</sup>

#### **3.10.1 Main Features of the NGOAB**

The Bureau has to render the following major services in order to achieve its objective:

- a. One-Stop service for NGO registration and processing of project proposals;
- b. Approve project proposals;
- c. Release fund for the approved projects;
- d. Approve appointment of expatriate officials/consultant and their tenure of service;

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<sup>89</sup> NGO Directory, 2003, BG Press Dhaka, 2004. P-v

- e. Scrutinize and evaluate various reports and statements submitted by NGOs;
- f. Coordinate, monitor and inspect the NGO programs;
- g. Realize govt. fees fixed for service;
- h. Enlist Chartered Accounts for audit of NGOs programs;
- i. Approve receipt of one-time contributions by NGOs;
- j. Maintain liaison with different ministries, departments, donors or agencies;
- k. Provide pre-counselling service to desirous NGOs for better understanding of Rules and Procedures to be followed by NGOs and
- l. Administer laws relating to NGOs in Bangladesh<sup>90</sup>

### **3.10.2 Citizens' Charter of NGO Affairs Bureau**

NGO Affairs Bureau has recently introduced citizen's charter based on the service it provides and the rules and regulations it follows. It is believed that the service provided by the Bureau will be delivered within the time frame given in the 'Citizen's Charter. In fact, the Circular of Prime Minister's office has the time frame for every service delivery. But its manifestation was not visible. Now the Charter is hung on the notice board. It is one indicator of good governance. For detail timeframe the charter can be seen in the table 3.3.

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<sup>90</sup> *NGO Director 2003*, BG Press Dhaka, 2004. P.ix

**Table- 3.3**  
**Services Provided by NGO Affairs Bureau and their Timeframe**

SL	Services	Service Providing Section	Timeframe (working days)
1	NGO Registration	Registration Section	90 days
2	Renewal of Registration	Registration Section	60 days
3	Approval of the Project (FD-6) and Fund Release	Concerned Project Section	45 days
4	Fund release of the next year for Multi-year project (1 <sup>st</sup> Instalment)	Concerned Project Section	14 days
5	Fund release of the next year for Multi-year project (2 <sup>nd</sup> Instalment)	Concerned Project Section	14 days
6	Approval and Fund Release of Emergency Relief Project (FD-7)	Concerned Project Section	24 hours
7	Approval and Fund Release of Rehabilitation Project (FD-6)	Concerned Project Section	21 days
8	Approval and Fund Release of Foreign Contribution (FC-1) for Registered NGOs	Concerned Project Section	07 days
9	Approval and Fund Release of Foreign Contribution (FC-1) for Non-registered NGOs	Concerned Project Section	75 days
10	Approval of Revised FD-6	Concerned Project Section	30 days
11	Issue Work Permit for Foreign Expatriates	Concerned Project Section	50 days
12	Extension of Work Permit for Foreign Expatriates	Concerned Project Section	10 days
13	Attestation of Appointment of the Foreign Expatriates for N-visa	Concerned Project Section	15 days

**Source: Notice Board of the NGOAB**

### **3.10.3 Coordination by NGOAB with other GOs**

The main task of coordination between GO and NGO is done by the NGOAB on behalf of the government. Though NGOAB is supposed to provide one stop service to the NGO, it has to consult with other GOs as a part of its service delivery. Its dependency on other GOs for registration, project approval, appointment of the foreign expatriate can be viewed.

### **3.10.4 Coordination for Registration**

Registration is the first requirement of an NGO. The NGO applies to the Bureau with prescribed form named FD-1 for registration. The Bureau cannot give registration without the non-objection of the Ministry of Home affairs. The Bureau scrutinizes submitted documents of registration and seeks opinion of the Ministry of Home Affairs. The Ministry is supposed to send their opinion within fifty-five days. After receiving 'non objection' the Bureau gives registration to an NGO. Ministry of Home Affairs may reject an application if it is not satisfied. Thus registration has become a lengthy process because of the existing legal provisions.

### **3.10.5 Coordination for Project Approval**

NGOs submit their project proposal to NGOAB for approval, which is supposed to be approved within sixty days. NGOAB scrutinizes the Project Performa named FD-6 and send the copy to the concerned ministry/ ministries for opinion. For instance, if the project is on education it is sent to the Ministry of Education for its opinion. The ministries are supposed to opine within 21 days. Traditionally a reminder for seven days is given. If no opinion is given it is assumed that the ministry has no objection to the project. Then the project is approved. For fund release the Bureau seeks the opinion of the Deputy Commissioner for mid term evaluation of the project. Thus dependency on other organization is found in the legal provisions of the Bureau.

### 3.10.6 Coordination for NGO Visa for Foreign Expatriates

Some foreign expatriates work in different NGOs. For their appointment NGOs need the approval of NGOAB. NGOAB as a coordinating body coordinates in collecting (Non objection certificate (NOC) from the Ministry of Home Affairs and issuing work permits for the foreign expatriates. Thus here we also find more than one authority. Coordination is essential for quick disposal of the task. <sup>91</sup>

### 3.11 Conclusion

The study finds that the coordinating authorities are more than one and each authority has its own rules and regulations to follow and the minimal coordination that exists among them has no obligatory bindings. Coordinating bodies like ADAB, GNCC and FNB cannot represent NGO groups in coordination between the activities of GOs and NGO. Instead, coordination among the GOs and NGOs is performed by individually. The study finds a number of legal provisions for the coordinating authorities.

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<sup>91</sup> *Circular for NGO Affairs Bureau*, Order NO 33.43.27.00.00.01.2000-107 date 29/05/2001. p.9

## **CHAPTER IV**

### **FINDINGS**

#### **4.1 Introduction**

This chapter has included the findings of the survey conducted to find out the level of coordination between GO and NGOs, the effectiveness of the relation between GO and NGO in respect of activities and the effects of the projects undertaken by NGOs to promote good governance. The survey was conducted with questionnaire. A number of 22 government officials and 40 NGOs responded the questionnaire. It has also included the case study conducted to see how the good governance related projects have been effective in promoting good governance. The reviews in the area of study generated some questions and this chapter is arranged according to the questions raised in the introductory chapter.

#### **4.2 Government -NGO Coordination and Good Governance**

Coordination between the Government and NGOs has much impact on good governance because NGOs are working as complementary force. They are implementing a number of projects for the development of socio economic condition and promotion of good governance. While implementing a project NGOs need active support and cooperation from the GOs. For example, they need the cooperation for registration and approval of the projects from the concerned government organization. At

the implementation stage they need the cooperation from the local administration. Besides, in some projects the government officials are the stakeholders. Without proper coordination among different GOs and NGOs smooth implementation of the project is not possible.

#### **4.2.1 Level of Authorities Coordinating between GOs and NGOs**

The study has found that coordination between GO and NGO is important for good governance both at field level and at central level. Status and level of coordinating GOs depends on working area and the nature of activities undertaken by them. Some NGOs have been working at central level and their activities include research and lobbying with the government to take steps to ensure good governance. Some of them have been working at field level in different sectors and on the issues related to good governance like advocacy, awareness, and empowerment of women and the disadvantaged and for establishing human rights. The respondent NGOs (40) were asked about their coordinating government organizations. NGOs need cooperation from more than one GO. At the central level, 82% responded NGOs need cooperation from the NGO Affairs Bureau. At field level, 85% of them have mentioned district level offices as their coordinating authorities while 75% NGOs need the cooperation from Upazila level GOB offices and 22% need the cooperation from Union Parishad level GOs. 57% of the respondent NGOs acknowledged the need and cooperation of the GOs while implementing a project. Only 12% respondents said that they do not need cooperation from GOs. 17.5% respondents think that there is no need of such cooperation. 15% respondents did not answer the question.



#### **4.2.2 Legal Provision for Government-NGO Coordination**

It is a critical question whether the present legal provisions are congenial for effective coordination between Government and NGOs and how the government authorities are coordinating among themselves and with the NGOs. The study finds different acts, rules and regulations (as stated in Table 3.2) for different authorities for regulating and facilitating NGOs. Due to time constraint only the rules and regulations of NGO Affairs Bureau is studied in detail. Among the 40 respondent NGOs, 37.5% NGOs think that the rules and regulations of the NGOAB are adequate for effective coordination while 20% of them think that they are not adequate and 42.5% respondent made no comment on this regard.

#### **4.2.3 Coordination among the Authorities for NGOs**

The study finds five major authorities for registration and regulation of NGOs. They are Directorate of Social Welfare (DSW), Department of Registration, Registrar Co-operatives, Joint Stock Companies (JSC) and NGO Affairs Bureau (NGOAB). Each authorities has its separate rules and regulations for the NGOs registered with it. 97% of the respondent NGOs are registered with more than one authority. 42% respondent NGOs are registered with only NGO Affairs Bureau. 27.5% of them have registration both with the Directorates of Social Welfare and the NGOAB. 15% of them have registration both with the NGOAB and Joint Stock Companies. All the respondent NGOs directly working for good governance are registered with NGO Affairs Bureau (Table-4.1). The study finds no effective system of coordination among the above authorities.

**Table 4.1**  
**Registration authorities of NGOS**

Number of respondent NGOs	Registered only with DSW	Registered only with JSC	Registered only with NGOAB	Registered both with DSW and NGOAB	Registered both with JSC and NGOAB	Registered with DSW, JSC and NGOAB
40	1 (2.5%)	0 (0%)	17 (42.5%)	11 (27.5%)	6 (15%)	5 (12.5%)

#### 4.2.4 Central Coordination

Central coordination here means the coordination at the ministry and directorate levels between GOs and head offices of NGOs. The study finds no effective central coordination among the GOs and NGOs. Both the government officials and NGO- officials think that there is no central coordination among the NGOs working for good governance. 95% respondent government officials opine that there is no central coordination among the GOs and NGOs working for good governance. NGOs also express same views. 80% respondent-NGOs opine that there is not such central coordination among the organizations working for good governance. This is because such initiatives are not taken, as the respondents believe.

#### 4.2.5 Coordination between GO and NGO at Field Level Offices

NGOs need cooperation from different level of GOs. The study finds that coordination at central level is done by the NGOAB. Co-ordination among the NGOs in field level is done by the Office of the Deputy Commissioner and by the office of the Upazila Nirbahi Officer (UNO). There is a provision of holding monthly meeting with the NGOs working in the area. In the meeting the progress reports of the activities of NGOs are discussed. Sometimes, coordination among the NGO activities is suggested in the meeting. 70% of the respondent NGOs have attended

the regular monthly meeting held at the D.C Office and at the UNO office. In fact the monthly meeting is the only coordinating ground in the field level between the GOs and the NGOs. 90% respondent NGOs and 72% respondent Government officers/ employees opined that GO-NGO coordination is necessary and it puts positive impact on governance. It enhances the coordination between GO and NGOs, which is vital for good governance. Through the meeting field level administration can understand progress of the activities of the NGOs, the study finds that all the UNO office do not have the clear idea of the activities of the NGOs working in that area. In D.C Office there is no cell or separate section to coordinate NGO activities. Rather NGOs are coordinated from the General Section of the office under the guidance of Additional Deputy Commissioner (General). There is no database in most of the offices regarding the activities of the NGOs. The NGOs received positive and cooperative response from the Government Officials.

#### **4.2.6 Lack of Consultation between GOs and NGOs during Planning Stage and Possibility of Duplication of Location and Activities**

The study finds that the NGOs do not consult with any Government organization during the planning stage neither in the field level nor in the central level. There was a question regarding whether the NGOs consult with GOs before they under take a project. Both the respondents from GO side and NGO side admit that there is no pre-consultation during the planning stage of a project. 86.36% (19 out of 22) respondent government officials have said that NGOs do not consult with GOs before undertaking a project. 80% respondent NGOs did not consulted with any GO during the planning stage rather they directly consulted

with the donor for selecting a project. NGOs do not think it practical to consult with NGOAB or the ministries because it is time consuming. Consultation with the ministries or NGOAB may hamper the easy selection system of foreign donated projects. Donors select projects by consulting with NGOs or donate for the proposed projects selected and justified by the NGOs. It is apprehended that duplication is possible because of this lack of coordination among the GOs and NGOs during the planning stage.

#### **4.2.7 Coordination among the NGOs**

During the 1990s NGOs could coordinate with GOs through ADAB. But now the NGOs individually coordinate with GOs. The study finds that NGOs sometimes work with partner NGOs. Such an NGO is Manusher Jonno Foundation that has 125 partner NGOs for implementing the projects of good governance, human rights and other activities. Similarly WAVE Foundation has 37 partner NGOs for the project of Good Governance. In this case the partner NGOs are coordinated by the supporting NGO. But there is no central coordination to coordinate the different types or same type of activities undertaken by different NGOs.

#### **4.3 NGO Affairs Bureau as the Coordinating and Facilitating Authority of the NGOs**

NGO Affairs Bureau was established with a view to providing the NGOs with three types of facilities; (i) providing one stop service to the NGOs (ii) working as a consultative organization for the government and (iii) working as a platform for coordination and cooperation between GO and NGOs. The NGOAB has time frame for each task. The study tried to

find out whether the NGOAB can perform the above tasks within the stipulated timeframe in an effective manner or not (Table 4.2). It also reflects the views of the respondents about NGOAB as one stop service.

**Table 4.2**

**Performance of NGOAB as one stop service providing organization**

Issue	Services received / opinion	Total respondent =40
Time Taken for Registration	90 days (stipulated time)	5 (12.5%)
	91 – 120 days	7 (17.5%)
	More than 6 months	27 (67.5%)
	Did not answer	1(2.5%)
Time Taken for Project Approval	Approved within 45 days (stipulated time)	6(15%)
	Project approved within 46 – 90 days	25 (62.5%)
	Project approved within more than 90 days	8(20%)
	Did not answer	1(2.5%)
The NGOAB as One Stop Service Provider	Provide one stop service	9(22.5%)
	Cannot provide one stop service	13(32.5%)
	Depend on other organizations	17(42.5%)
	Did not answer	1(2.5%)

#### 4.3.1 The NGOAB as a Registration Authority

To find the level of cooperation and effective service delivery of the NGOAB the study has looked into the matter. The NGOAB works as a registration authority for the NGOs receiving foreign donation for implementing their projects. The time frame for registration of an NGO is 90 days. But the study finds that the NGOAB cannot perform the function because of the existing legal provision of registration (Table 4.2). The NGOAB has no sole authority to give registration to an NGO. It has to depend on other GOs for report. Therefore, unusual delay is found in registration of an NGO. Only 12.5% respondent NGOs got registration within the stipulated time (table- 4.2). 67.5% respondent NGOs received registration after 120 days. The major cause as stated by

the NGOs and the officials of NGO Affairs Bureau is the delay of non-objection opinion from the Ministry of Home Affairs. Even Ministry of Home Affairs cannot give opinion within the stipulated time (55 days) because it has to depend on the report from SB, NSI and DC offices. So the Bureau cannot provide one stop service as it was supposed to. It has to depend on the Ministry of Home Affairs for registration. Single authority for registration is recommended by 42% respondents NGOs and 59% respondent government officials for the regulation and coordination of NGO-activities. In spite of delay in registration, the number of NGO registration by the Bureau is noteworthy (Table- 4.3). Increasing trend of registration is found in the table.

**Table-4.3**  
**Number of NGOs registered with NGO Affairs Bureau**

PERIOD (July - June)	NUMBER OF NGOS		
	LOCAL	FOREIGN	TOTAL
Brought Forward (Upto June '90)	267	80	347
F.Y. 1990-91	368	93	461
F.Y. 1991-92	485	105	590
F.Y. 1992-93	571	121	692
F.Y. 1993-94	679	128	807
F.Y. 1994-95	788	134	922
F.Y. 1995-96	880	137	1017
F.Y. 1996-97	995	143	1138
F.Y. 1997-98	1093	151	1244
F.Y. 1998-99	1215	154	1369
F.Y. 1999-2000	1347	167	1514
F.Y. 2000-2001	1448	173	1621
F.Y. 2001-2002	1506	173	1679
F.Y. 2002-2003	1621	179	1800
F.Y. 2003-2004	1705	184	1889
F.Y. 2004-2005	1802	186	1988
F.Y. 2005-2006	1870	190	2060
F.Y. 2006-2007	1999	198	2197
F.Y. 2007-2008	2114	206	2320
F.Y. 2008-2009 (Upto Sep'08)	2129	211	2340

Source: Compiled from the Monthly foreign fund flow report of NGO Affairs Bureau; October 2008.

### 4.3.2 Delay in Project Approval and Fund Release by NGO Affairs Bureau

Foreign donated projects of NGOs are increasing day by day. Maximum projects were approved in the fiscal year 2007-2008. During this time 1462 projects were approved by the NGOAB. The minimum number was in the fiscal year 1990-1991 (Table 4.4).

**Table-4.4**

#### **Projects approved by NGO Affairs Bureau and committed foreign donation**

<b>PERIOD (July - June)</b>	<b>APPROVED PROJECTS (NUMBER)</b>	<b>COMMITTED FOREIGN DONATION (in taka)</b>
Brought Forward (Upto June '90)	8	14,892,279.00
F.Y. 1990-91	464	6,341,680,229.33
F.Y. 1991-92	549	11,484,379,404.67
F.Y. 1992-93	626	15,995,368,116.77
F.Y. 1993-94	581	12,600,960,786.60
F.Y. 1994-95	579	17,627,496,279.39
F.Y. 1995-96	702	14,672,397,699.40
F.Y. 1996-97	746	10,259,187,684.80
F.Y. 1997-98	705	8,524,660,229.00
F.Y. 1998-99	1045	18,247,739,167.00
F.Y. 1999-2000	776	13,897,601,871.00
F.Y. 2000-2001	868	19,414,341,943.00
F.Y. 2001-2002	746	17,022,431,138.00
F.Y. 2002-2003	794	15,692,909,817.32
F.Y. 2003-2004	939	28,219,719,991.48
F.Y. 2004-2005	1193	18,204,270,908.58
F.Y. 2005-2006	930	26,037,195,322.25
F.Y. 2006-2007	908	35,510,117,002.59
F.Y. 2007-2008	1462	30,950,648,293.06
F.Y. 2008-2009	268	5,410,414,389.75
(Upto Sep'08)		

Source: Compiled from the Monthly foreign fund flow report of NGO Affairs Bureau; October 2008.

But the projects are not smoothly approved within the stipulated time of the Bureau. NGO Affairs Bureau needs opinion of the concerned ministries for project approval. Stipulated time for project approval is 45

days. After receiving a project proposal the NGOAB sends it to the concerned ministry/ ministries for opinion. The stipulated time for the ministries for giving opinion is 21 days. If the ministry does not give any opinion within the stipulated time, it is assumed that the ministry has no objection on the project. Accordingly, the projects are approved. Only in 15% cases projects are approved within the stipulated time. While 82.5% respondent NGOs opined that their projects generally need more than 45 days for approval (table 4.2).

After the successful implementation of first year, fund for the next year is released considering the successful implementation of the project. In this case the Bureau has to depend on the report from the concerned D.C or UNO. Such dependency results in unusual delay and hampers the timely implementation of the projects and it indicates poor coordination. Although NGOAB was established with a view to facilitating the NGOs, it sometimes fails to provide timely support to the NGOs.

#### **4.3.3 NGO Affairs Bureau as One Stop Service**

Although NGO Affairs Bureau was established with a view to providing one stop service, it cannot provide such service. Only 22.5% respondent NGOs think that the NGOAB can provide one stop service while others do not agree to that (table 4.2). This is because the laws enacted for the Bureau are contradictory to the spirit of one stop service. For example, without the security clearance of the Ministry of Home Affairs it cannot give registration to an NGO or issue work permit for the foreign expatriates. For project approval it has to wait for the opinion of the concerned ministry/ministries. For instance, if the project is on education



it needs the opinion of the Ministry of Education. Because of this dependency the NGOAB cannot provide one stop service.

#### 4.4 Major Activities of NGOs

The NGOAB does not have database on the sectors of NGO activities. It cannot provide the information how many NGOs are working on each sector. It does not have such database as to say where the NGOs are working for good governance. It is in each file of the project with the project proposal but not compiled centrally as to use in decision making. Therefore, the study did not find complete data of the sectors of NGO activities. We can have an idea from the response of the respondents. 40 NGOs were asked about their sector of activities. The answer is shown in the table 4.5. The study finds that all the NGOs have been working in more than one sector. 67% of the respondent NGOs are found working to promote human rights, 50% building awareness and 50% working for education. All of these, in fact, are the elements of good governance.

**Table-4.5**  
**NGO Activities in different sectors**

Number of Respondents	Sectors	NGOs working
40	Agriculture	10 (25%)
	Health and Sanitation	18 (45%)
	Income generating	14 (35%)
	Awareness building	20 (50%)
	Micro-credit	13 (32.5%)
	Human rights	27 (67.5%)
	Women and children	17 (42.5%)
	Education	20 (50%)
	Environment	8 (20%)
	Good governance	20 (50%)

## 4.5 Projects on Good Governance

NGO Affairs Bureau does not have such a database that can provide any information regarding the exact number of NGOs working on different sectors. It has only one data at present that can give the number of projects approved and the name of the projects along with the estimated cost. This information is given in monthly foreign fund flow of the Bureau. There is no database on the activities of each sector of development and location of the projects. Among 40 respondents NGOs 34 (85%) NGOs are found working for one or more than one element of Good Governance. Among them BRAC, TIB, Manusher Jonno Foundation and WAVE Foundation are worth mentionable. The study finds a number of 28 projects directly related to good governance (Annex-F). The projects are supported by the international donors and are being implemented to enhance good governance. In 2008, a number of 22 special projects were approved at a cost of 139934905/taka by the NGOAB for observation Ninth Parliamentary Election and building awareness among the voters.<sup>92</sup> These are, in fact, directly designed to promote good governance and democracy. The projects on good governance mainly started during and after the 1990s. So it can be apprehended that good governance is a recent issue and international donor and financial institutions are the main advocates of the issue.

### 4.5.1 Elements of Good Governments and NGO Activities

NGOs started their works as relief providers. Gradually they expanded their activities to different fields of development. With the passage of time their activities covered agriculture, health and sanitation, income

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<sup>92</sup> Available at the web site of the NGOAB: <http://www.ngoab.gov.bd/>

generating activities, empowering the disabled and women, environment and what not. They included the elements of good governance like human rights, awareness to rights, rule of law, transparency and accountability of the government when the government is criticized for inefficiency, non transparent and corruption. How NGOs have been addressing the elements of good governance can be seen in table 4.6.

#### 4.5.2 Elements Suitable for NGOs to Work on to Promote Good Governance

Specific questions were placed before the NGOs to know what are the elements suitable for NGOs to work on to promote good governance in Bangladesh. Most respondents (75%) think that human rights are suitable for NGOs to work on to promote good governance and 72.5% respondent NGOs working on the issue (Table 4.6). It indicates that all the elements of good governance are not suitable for NGOs to work on. Among the components of good governance NGOs are mostly involved in promoting awareness, participation of women and establishment of human rights.

**Table-4.6**  
**Elements of Good Governance considered suitable for NGOs to address and actual scenario**

Number of respondents	Elements of Good Governance	Considered suitable to be addressed by NGOs	Respondents NGOs working on the elements
40	Transparency	13 (32.5%)	6(15%)
	Accountability	15 (37.5%)	7 (17.5%)
	Participation	13 (32.5%)	8(20%)
	Rule of law	19 (47.5%)	13(32.5%)
	Consensus building	16 (40%)	14(35%)
	Advocacy	21 (52.5%)	15 (37.5%)
	Efficiency and Effectiveness	12 (30%)	13(32.5%)
	Responsiveness	12 (30%)	6(15%)
	Equity and inclusiveness	10 (25%)	11(27.5%)
	Human rights	30 (75%)	29 (72.5 %)
	Reducing corruption	6 (15%)	5(12.5%)
Others	1 (2.5)	4(10%)	

### 4.5.3 Target Group of Good Governance Related Projects

To establish good governance the role of government officials is very vital because they are the agent through whom government executes its policy and manages administration which is reported to be inefficient, corrupt, biased and not transparent. NGO are asked about the beneficiaries and target of their projects. Most of the NGOs working to promote good governance have selected disadvantaged, common people for awareness building and training. They are supported for getting their rights. But without a few NGOs there is no motivational program for the government officials. 75% respondent NGOs have training programs but only 17.5% of them have selected govt. officials as their target group. There is not such remarkable motivational program for government officials to promote good governance. Only BRAC has been implementing a project on good governance in which it has included M.A program for government officials for building efficiency and effectiveness. WAVE Foundation has selected the local government officials as their stakeholders to make them pro-people. Nevertheless, the respondents believe that because of the growing activities of NGOs now people are more conscious of their rights and administration is now more pro-people and responsive to the common mass.

Only 15% and 17% of the respondent NGOs are working to promote transparency and accountability respectively in government organizations. Some national level NGOs are conducting research, publishing reports regarding the violation of human rights and

corruption, holding seminars, workshops and pursuing GOs to be transparent. Odhikar has published comprehensive reports on the violation of human rights by the law enforcing agencies of the government. Transparency International of Bangladesh has been conducting researches and publishing reports regarding the status of corruption in the country. This help the government take steps to minimize corruption in the concerned sectors if the government wishes. A number of NGOs have been working on lobbying and advocacy and campaigning for justice.

#### **4.5.4 Constraints Found in Promoting Good Governance**

NGO did not find many constraints in implementing projects related to good governance. They have received positive behaviour and cooperation from the government officials. Only 24% respondents find the government officials to be reluctant to the demand of people. They find that people are not willing to seek justice because of the hazards lies in the offices. Even the local represents are reluctant to establish justice in the society. Law enforcing agencies are not fully cooperative in some cases.

#### **4.5.5 Impact of the Project in Promoting Good Governance**

The study finds that 85% of respondent NGOs have been working directly on the components of Good Governance. Their activities have positive impact on the beneficiaries and on people as a whole. 72.5% respondents agreed that people are more conscious of their rights now than they were before and this is due to the activities of the NGOs. 37.5% respondent NGOs have advocacy programs that help people

mitigate minor disputes within themselves. They have been even employing advocates in favour of the oppressed women and disadvantaged and disabled. Therefore, people are now more conscious of their own position, dignity, rights and courage to establish rule of law. This growing consciousness can help reduce corruption to a certain level. 72% respondents believe that people are more aware now because of good governance related projects undertaken by NGOs and government officers are now more pro people than they were before.

**Table- 4.7**  
**Impact of good governance related activities**

Number of respondents	40
People are more willing to seek justice	13 (32.5%)
People are more aware of their rights	29 (72.5%)
Government officials are now more pro people	16 (40%)
Women and disabled are now more empowered	20 (50%)
There is growing consensus against corruption	13 (32.5%)

#### **4.6 Major Recommendations from the Respondents**

The study received some valuable recommendations from the respondents. Recommendations vary between the respondents from NGO personalities and the govt. officials. 52% respondent NGOs and 72.5% respondent govt. officials think that monthly coordination meeting at D.C/ UNO has positive impact on GO-NGO relation and it should be continued and held regularly. Some 42.5% respondent NGOs thinks that there should have separate single authority for all types of NGOs and it is supported by 58.5% respondents of govt. officials. 42.5% respondent NGOs thinks that there should be a separate section/ cell at DC office and UNO office for coordinating NGO-activities and this

recommendation is also supported by 76% govt. official respondents. Only 25 % NGOs think that there should be separate office for all NGOs at district or upazila level and 18% officials support it. The government officials also emphasize the monthly coordination through regular meeting. They suggest for establishing a section at DC Office and UNO office to coordinate the activities of NGOs at field level. (Table 4.8)

**Table-4.8**

**Recommendations to improve the coordination between GOs and NGOs to enhance good governance in Bangladesh**

Recommendations	Respondents from NGOs (Total- 40)	Respondents from Govt. Officials (Total - 22)
Pre-consultation between GOs and NGOs before undertaking projects	13(32.5%)	12 (54%)
Regular monthly coordination meeting at DC/UNO office	21(52.5%)	16(72%)
Establishment of an NGO section at DC/UNO office for coordination	17(42.5 %)	17(76.5%)
Establishment of separate office at districts for NGOs	10(25%)	4(18%)
Establishment of NGO Sections at every ministry/ some ministries	2(5%)	2(9%)
Establishment of a single authority/ ministry for NGOs	17(42.5%)	13(58.5%)
Coordination by the local body at field level	12 (30%)	5 (22.5%)

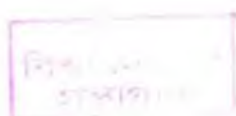
**4.7 Case Study**

**448576**

The study selects the project “*Strengthening Local Governance through Participatory and Responsive Public Services*” of the NGO WAVE Foundation for in depth study.

**4.7.1 Introduction to the Case Study**

The study selected the project “*Strengthening Local Governance through Participatory and Responsive Public Services*” implemented by



WAVE Foundation, a national level NGO because the project is concerned with good governance and it works in the base level. The project has been selected because it best suits the study in assessing the impact of governance related projects and the role of GO-NGO cooperation in promoting good governance. The main objective of the project is to promote services of government institutions that need the cooperation of the government officials. In order to collect primary data three sets of semi-structured questionnaires were developed- one set for the government officers and employees working in the concerned areas, one for the UP chairman/members and the third for the common beneficiaries. In the case study 19 government officials, 20 UP Chairmen/ members and 42 common beneficiaries responded the concerned questionnaires. The questionnaires were in Bangla for better understanding of the beneficiaries. The survey was conducted at Jibanagar Upazila in Chuwadanga district because the project is being implemented there. Besides secondary data have been used from the documents of the organization and the project proposal and progress report of the project.

#### **4.7.2 Basic Information of the Project**

WAVE Foundation a national level NGO was established on April 24, 1990 and registered with the NGOAB and Directorate of Social Welfare Department. Since its inception WAVE Foundation has been working in the field of micro finance, agriculture, water & sanitation human rights, good governance, and other development related issues. It has undertaken the project “Strengthening Local Governance through Participatory and Responsive Public Services” with a view to building capacity of the local government, civil society organizations and partners



for strengthening local governance and ensuring responsive public services.

In the light of its previous experience of strengthening local government institutions and forming people's alliances named LOAK MORCHA, WAVE undertook the DANIDA funded project titled "Strengthening Local Governance through Participatory and Responsive Public Services". The aim of the project is to ensure demand driven and responsive delivery of four public services viz. education, health, agriculture and village court in 90 Unions under 25 Upazillas of 11 Districts of Bangladesh through mobilizing communities and strengthening standing committees of Union Parishads and Village Courts under the banner of Governance Coalition (A platform of 37 local NGOs). The first phase of the project completed in December 2007 and DANIDA approved the second phase of the project for three years from January 2008 to December 2010.

#### **4.7.3 Strategic Components of the Project**

Seven strategic components are developed to implement the project activities. They are: (i) Formation of Governance Coalition (ii) Peoples Alliance (Loak Morcha) Building (iii) Capacity building (iv) Advocacy and Campaign Initiatives (v) Micro-Macro Linkages and National Level Advocacy (vi) Preparation of Brief and Position Paper, Advocacy and Lobbying (vii) Policy Analysis<sup>93</sup>

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<sup>93</sup> Report on the Project "Strengthening Local Governance through Participatory and Responsive Public Services" Prepared by Delwar Hossain Ph. D. published by WAVE Foundation., 2008. P.-11.

#### **4.7.4 Formation of Governance Coalition**

The Governance Coalition (GC) was established in 2004 with a view to promoting responsive governance and human rights. The WAVE Foundation and its 37 partner NGOs facilitated in formation of GC. The strategic focus is to strengthen local governance through promoting effective civic monitoring of development initiatives local government, local administration and civil society. The main activities include sharing meeting, orientation training, leadership training for women UP members, assisting UP to maintain Village Court and standing committees and so on.

#### **4.7.5 Peoples Alliance (Loak Morcha) Building**

People's Alliance is considered a vital strategic ingredient of the overall implementation process of this project. The People's alliances have been formed at three levels according to the local government hierarchy (Union Parishad, Upazila and District) in Bangladesh. By December 2007 people's alliances were formed in 90 UPs, 22 Upazils and 11 districts in three divisions- Rajshahi, Khulna and Barishal. People's alliance is a non-political and non-communal social platform where people from different corners and strata assemble together to make local governance structure more participatory and responsive for greater benefits of the poor and the marginalized. The members of People's Alliance try to accelerate public service delivery through campaign and advocacy.

#### **4.7.6 Capacity Building**

Capacity building is one of the most important components of the project that followed to build and develop capacity of different stakeholders of

the project. Capacity building is executed through extensive training, workshop, orientation session etc.

#### **4.7.7 Advocacy and Campaign Initiatives**

Advocacy and campaign initiatives have been undertaken to ensure the effective and responsive standing committee with increased community participation and micro level resource planning and also enhance women's participation in local development process. Under this strategy regular counseling meeting is held with UP members. Quarterly informal meeting is held among the Standing Committees and People's Alliances. Besides lobbying is conducted with UP, Upazila and different government officials for responsive service delivery.

#### **4.7.8 Micro-Macro Linkages and National Level Advocacy**

The project aims at creating a micro- macro linkage through sharing meeting, publishing newsletters etc.

#### **4.7.9 Preparation of Brief and Position Paper, Advocacy and Lobbying**

Under this strategy, initiatives are undertaken to conduct national level advocacy and lobbying activities. For example, Governance Coalition developed a draft position paper on decentralization and strong local governance by local governance experts with the incorporation of local development recommendations with specific policy advocacy. This was shared in national level roundtable on 'Good Governance and Strong Local Government which was widely participated by the field level stakeholders and national level civil society, Local government experts, donors, and NGO representatives, journalists and policy makers.

#### 4.7.10 Policy Analysis

The projects analyses various issues involving local government in order to influence policy makers in undertaking activities, which can enhance good governance.

#### 4.7.11 Involvement of Respondents in the Project

The involvement of the three kinds of respondents is show in the table 4.9.

**Table –4.9**  
**Involvement of government officials, UP Chairmen and beneficiaries in the project**

Activities of the Projects	Govt. Officials		UP Chairmen/ Members		Common Beneficiaries	
	Total	Involved	Total	Involved	Total	Involved
Governance Coalition	19	9 (47.37%)	20	13 (65%)	42	14 (33.34%)
Look Morcha	19	12 (63.16%)	20	16 (80%)	42	29 (72.5%)
Reading Loakmorcha	19	13 (68.42%)	20	15(75%)	42	33 (78.5%)
Participation in the training for increasing efficiency	19	5 (26.32%)	20	18(90%)	42	21 (50%)
To attain the meeting/conference arranged by the organization	19	13 (68.42%)	20	20 (100%)	42	34 (80.95%)
To help in capacity building activities of the Standing Committee of the Union Council	19	14 (73.68%)	20	20 (100%)	42	23 (54.76%)
To attend the campaign for good governance	19	9 (47.37%)	20	20 (100%)	42	30 (71.43%)
To act for activating Gram Adalat	19	8 (42.11%)	20	20 (100%)	42	34 (80.95%)
To attend the budget planning meeting of the UP	19	13 (68.42%)	20	20 (100%)	42	33(78.5%)
To participate in the lobbying/ dialogue arranged by the Loakmorcha	19	14 (73.68%)	20	20 (100%)	42	Not related
To attend coordination meeting of GO-NGO, UP and Loakmorcha.	19	15 (78.95%)	20	20 (100%)	42	27(64.29%)
To participate as a trainer of the organization	19	5 (26.32%)	20	0 (0%)	42	0 (0%)
Others	19	2 (10.43%)	20	0 (0%)	42	0 (0%)
Not involved	19	1 (5.26%)	20	0 (0%)	42	0 (0%)

The study finds that the stakeholders and respondents are involved in the project activities and common people are benefited from it. The government officers and employees of the project area were asked about their involvement in the project. It is found that most of them are involved in different activities of the project (table 4.9). UP Chairmen and members both male and female of the project area were asked about their involvement in the project. It is found that most of them are involved in different activities of the project (table 4.9). They admit that the project has positive impact in improvement of Standing Committee of the UP. Even the involvement of the common beneficiaries is encouraging.

#### 4.7.12 Impact of the Project

Most respondents of public institutions think that people of the area are getting more service from the government institutions because of the project activities of WAVE Foundation. Other respondents also express such view (Table 4.10)

**Table-4.10**

#### **Improvement of Service delivery of GOs in the project area**

Type of respondents	Total respondents	Service delivery improved	Service delivery not improved	No comment
Government Officials	19	16(85%)	1(5%)	2(10%)
UP Chairmen/ Members	20	20(100%)	0%	
Common Beneficiaries	42	30(71%)	8(19%)	4(10%)

The government officials of the project area are not only cooperating with the NGO in implementing the project but also participating in the

activities. Among the respondents from public officials respondents 26% are found worked as trainer of the project for building capacity of the stakeholders. Their office is regularly visited by the members of Loakmorcha to motivate the officials in increasing responsiveness to the rights of people. The role of WAVE Foundation is acknowledged and appreciated by 80% respondents of government officers or employees. They opine that WAVE Foundation play a vital role in promoting good governance by providing technical cooperation, advocacy, training, and creating awareness among the mass. They think that NGO can play a great role in promoting good governance.

The members of Union Parishad (UP) are highly benefited by the project because it helps develop capacity of the UP. 100% of the respondents of the concerned UP are found involved in activities undertaken by the project. The respondents believe that the project activities have helped in activating Standing Committee of the UP. The project is effective in strengthening Gram Adalat that primarily help people get justice from the local body in settling their petty cases. 100% UP member respondents support the activities of the project for promoting good governance. They believe that GO-NGO cooperation is needed for enhancing good governance. They receive more service because of the lobby/ advocacy of the members of Loakmorcha. The common people of the project area are aware of the activities of the projects. They know that WAVE Foundation is working to strengthen service of the public institutions. They know that the NGO provide technical assistance to the Gram Adalat and work for the right of citizens.

#### 4.7.13 Government-NGO Coordination

All of the respondents both the government officials and the other stakeholders think that Government-NGO coordination can promote good governance. They believe that GOs and NGOs can work jointly in enhancing good governance. They think that to establish good governance “awareness of people” has a great role to play and NGOs can work in building awareness among people particularly of their rights.

#### 4.7.14 Recommendations Found During Case Study

No respondent thinks that government alone can ensure good governance. Effective cooperation between GOs and NGOs is recommended by 96.30% govt. official respondents and it is recommended by 100% UP member respondents and 40% common respondents. 87.65% govt. official respondents emphasize awareness building among the people for their rights while 100% UP members and 83% common people places such recommendation for promoting good governance (Table 4.11).

**Table-4.11**

#### **How good governance can be promoted**

Recommendations	Govt. Officials (Total -19)	UP Chairmen/ Members (Total -20)	Common Beneficiaries (Total- 42)
To establish good governance is the duty of government and NGOs have nothing to do in this sector	0(0%)	0 (0%)	2 (10%)
GOs and NGOs can work jointly in enhancing good governance	18(96.30%)	20(100%)	40(95%)
To establish good governance awareness of people is much needed	16(87.65%)	20(100%)	35(83%)
NGOs can work in building awareness among the people for their rights	14(86.42%)	20(100%)	36(86%)

The study finds some more Recommendations from respondents. They are:

- Good relation among local representatives, NGOs and government officials;
- Make people more aware of governance, administration and human rights;
- Coordination among the local level institutions;
- Education for the illiterate;
- Transparency in the NGOs along with the GOs;
- Civil society should come forward;
- Guardian conference for education;
- To maintain the income and expenditure of the public representatives and service holders;
- Arrange training for public representatives and make people aware of their rights and duties ;
- People should be made aware of the service available at different offices and;
- Women should be made more aware and they should be empowered more

#### **4.8 Conclusion**

The study finds that the respondents believe that Government-NGO coordination can play a vital role in promoting good governance. It may be mentioned here that the previous mistrust between the GOs and NGOs is gradually disappearing while an atmosphere of mutual work is taking place.



## **CHAPTER V**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter deals with concluding remarks based on the findings and it makes some recommendations imperative to strengthen Government-NGO relation and thereby promote good governance. Specific conclusions are drawn on the research questions and efforts are given for providing specific recommendations on each area. These include the legal provisions and legal bodies of Government-NGO coordination, lacking of coordination, working areas of NGOs to promote good governance and the effectiveness of Government-NGO coordination in promoting good governance.

#### **5.2 Key Components of Good Governance**

The study finds that there are some key components that can ensure good governance in a country. The components include transparency in government activities and accountability of the bureaucrats, ensuring rule of law, participation of the people- both men and women either directly or through representatives, responsiveness of public officers to the needs of people, equity in justice, effectiveness and efficiency in administration and management and consensus oriented policy. In order to ensure them minimizing corruption and free flow of information are emphasized and awareness of the people is needed.

### **5.3 Lack of Good Governance in Bangladesh**

The study finds that the system of governance cannot be treated as good because it is reported to be corrupt, inefficient, ineffective and full of malpractice as stated in Chapter II. There is huge loss of government money and injustice in the society. To improve the situation both GOs and NGOs are working. Coordination between the two can help restore good governance. To improve governance both GOs and NGOs have undertaken some measures such as separation of judiciary, establishment of Anti- Corruption Commission, capacity building training, awareness building initiatives by NGOs and campaign and advocacy for establishing human rights for all (details in Chapter II) and some initiatives are going to be taken. NGOs are now performing the task of a watchdog for the improvement of governance. Their initiatives are supported by international donors and aid agencies.

### **5.4 Government-NGO Coordination in Different Levels**

The study finds that the initial mistrust and misunderstanding between GOs and NGOs has come a long way in realizing their complementary role in development of the poor as well as development of administrative system. The study finds that Government-NGO coordination exists at different levels– central level including ministries, directorates, district levels, upazila level and Union Parishad level. Government-NGO coordination is visible at project approval stages and implementation stages while it is not found at planning stages. Since there is no effective coordination at the planning stage either among the NGOs or through any GOs, duplication of projects is apprehensible. While implementing

the projects coordination is effective and visible. 82% respondent NGOs need cooperation from the NGO Affairs Bureau for approval of the projects and clearance of funds. 85% of them need cooperation at implementation stage of the projects. Therefore, effective cooperation is essential for proper implementation of the projects.

### **5.5 Legal Provisions and Authorities for Government-NGO Coordination**

The study finds a lot of provisions for different government authorities working for controlling or coordinating the activities of NGOs. Among the authorities the Directorate of Social Welfare, NGO Affairs Bureau and Joint Stock Companies are remarkable as registration and regulatory authority of NGOs. In the field level, Office of the Deputy Commissioner and Office of the Upazila Nirbahi Officer (UNO) work as coordinating authorities. The study finds no effective coordination among the registration and regulatory authorities. NGOs registered with the NGO Affairs Bureau joins the monthly coordinating meeting held at D.C/ UNO office. Concerned Deputy Commissioners and the UNOs send reports to the NGO Affairs Bureau on the activities of a project undertaken by the NGOs in that area as a part of evaluation. There is no legal power with the Deputy Commissioners to compel any NGO to undertake a project especially at the planning stage. Nevertheless, the respondent NGOs and the government officials think that the coordination meeting has positive impact on the activities of NGOs. It helps create a healthy environment where both GOs and NGOs can work together for the overall development of the country.

Since there is no coordination at field level between the GOs and NGOs working on the specific sectors, effective result is not found. For example, there is no specific meeting between the districts Education officers and the NGOs working on education sectors. Such coordination would have been more effective.

From the side of NGOs there is no effective forum that can work as a representative of the myriads of NGOs. The previous ADAB, proposed GNCC and the latest FNB is inactive. Therefore, NGOs work with GOs individually.

There is no database at NGO Affairs Bureau to find out the sector of activities and location of the projects. Therefore, concentration of projects in an area and absence of activities of NGOs in the other part of the country is possible. Even duplication of activities and area cannot be detected and avoided. Hence central coordination is imperative for effective harmonious development.

#### **5.6 NGO Affairs Bureau should be Strengthened to Provide One Stop Service**

NGO Affairs Bureau was created to provide one stop service to NGOs but the study finds that it cannot perform that service because of the dependency on other Government Organizations as stated in fourth Chapter. The Bureau depends on the report of the Ministry of Home Affairs for registration and other purposes, on the report of concerned ministries for project approval and even on the Deputy Commissioner's report for the fund release. This dependency hampers the service of the Bureau. For proper and effective cooperation and service delivery rules

should be modified to the spirit of one stop service. The NGOAB should be strengthened with manpower and equipments so that it can cope with the expanding activities of NGOs.

### **5.7 Area Covered by NGOs to Promote Good Governance**

In Bangladesh NGOs now have been working in different sectors. They started their activities as relief providers and gradually they expanded their activities to different development sectors like poverty alleviation, education, health and sanitation. etc. In 1990's they included promoting good governance in their activities because without good governance true development is not possible. 50% respondent NGOs work to promote good governance, 65% work for human rights and 50% works for awareness building. (Table- 4.3). Since ensuring good governance is the task of the government, NGO intervention is not expected. But the study finds that the NGOs are working to promote good governance through awareness building, training to increase efficiency, campaigning, lobbying, and advocacy. Without proper coordination these activities are not possible to execute. Especially at the planning stage this coordination is most needed.

### **5.8 Projects on Good Governance can Play Effective Role**

The study has closely evaluated the project of WAVE Foundation to find out the impact of the projects on good governance. The study finds that the project has been successful so far in the context that it has successfully increased consciousness among the people of their rights and duties. The government officials in the project area are now more pro-people and they are more active and cooperative in providing public

service. The project has enhanced healthy relation among the public representatives of local body, government officials and common people.

## **5.9 Recommendations**

The analysis of issues in the present study points out a number of areas where appropriate actions need to be taken to promote relationship between GOs and NGOs.

### **5.9.1 Creating Favourable Environment**

(i) The Government should provide support and create an environment in which NGOs can extend their operations more effectively and contribute to promote good governance.

(ii) The government should foster a climate conducive to building coordination between GOs and NGOs cooperation and support for NGO activities.

(iii) The Government should set up legal task force to harmonize the rules and regulations in order to ensure better coordination and also ensure accountability of the NGOs without harassments.

(iv) The acts and rules that hamper free flow of information should be repealed and all public servants should be transparent excepting in the state affairs. NGOs may campaign and lobby for that.

(v) For better governance, motivation of public servants is essential. Projects may be undertaken by NGOs to motivate the government officials to ensure good governance.

### **5.9.2 Areas of Coordination**

- (i) The government should be inclined to involve NGOs in the process of development and in the process of building awareness, which is essential for promoting good governance because NGOs have institutional mechanism for creating awareness and enhancing people's participation in public affairs.
- (ii) The diversities of NGOs should be taken as an opportunity, rather than a constraint, in building awareness of the mass people.
- (iii) NGOs working for promoting good governance should arrange training for the public servants in order to increase their efficiency;

### **5.9.3 Administration**

- (i) All types of NGOs can be brought under a single ministry or authority and there may be some directorates or wings for different types of NGOs. It will enhance better cooperation and transparency and accountability of the NGOs and their activities will be better coordinated.
- (ii) NGO Affairs Bureau should be strengthened with equipment and manpower so that it can have proper data base of the activities of NGOs
- (iii) Decentralization of administration and strengthening of local government can play vital role in bringing positive trend towards promoting good governance.

#### 5.9.4 Activities

(i) Government-NGO relations have been historically characterized by mutual suspicion. To remove this constraint joint workshop, seminar can be arranged regularly.

(ii) At the planning stage coordination between GOs and NGOs should be ensured for harmonious and equal development.

(iii) Regular monthly coordination meeting should be held at DC/UNO office with the spontaneous attendance of NGOs. These meetings can work as a platform for planning and implementing activities essential for the betterment of people.

(iv) Besides monthly coordination meeting with DC/UNO, there should be provisions of other monthly meetings between the district level/upazila level GOs and the NGOs working on the concern sectors. For example, NGOs working on education sector at the upazila or district should have specific monthly meeting with District/Upazila Education Officer. This coordination meetings for each sector will be more effective in ensuring better service delivery in the specific area and thereby promote good governance.

(v) For long time planning, seminars should be arranged with donors, government officials and NGO personalities to find out work plan that can ensure harmonized and integral effort to ensure good governance. Annual development planning seminars between GOs and NGOs can be arranged.



(vi) To ensure good governance reforms of administration is required and the mindset of the public officials should be changed. Here combined planning of GOs and NGOs can be made with the high officials of GOs and NGOs. NGOs have sufficient research on the issues of governance and minimizing corruption. Those research findings can be used for planning.

(vii) Projects to promote good governance should be taken by GOs in collaboration with NGOs.

### **5.10 Conclusion**

Good governance is the pre-requisite to the overall development of Bangladesh. For the development of the country, NGOs have been working to fulfil the common goal of development with the government and they have been working at grassroots level where the poorest of the poor live. Along all other development activities now they are also working for promoting good governance, ensuring human rights and empowering the weak and the disadvantaged. If the one segment of the society remains very weak and poor, justice cannot be ensured in an equitable manner. NGOs have been providing support to the poor and the weak to get their basic rights fulfilled. Hence, Government- NGO relation is a determining factor as to the amount of justice received by the weak. Healthy Government-NGO relation and mutual cooperation can ensure better governance in our country.

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Topic: Government-NGO coordination for good governance in Bangladesh

**QUESTIONNAIRE FOR SURVEY**  
**Government Officers**

This questionnaire is designed for the M. Phil thesis and the data will be used only for academic purpose.

**A. Question for general information**

1. Name (Optional):.....
2. Designation:.....
3. Name of the office:.....
4. How many NGOs are working in your area /under your jurisdiction?  
Ans: a)                       b) Not known

5. What are the major sectors they are working (Please put tick (✓) mark/s)?

- |   |  |
|---|--|
| 1. Agriculture <input type="checkbox"/>           | 6. Human rights <input type="checkbox"/>       |
| 2. Health and Sanitation <input type="checkbox"/> | 7. Women and children <input type="checkbox"/> |
| 3. Income generating <input type="checkbox"/>     | 8. Education <input type="checkbox"/>          |
| 4. Awareness building <input type="checkbox"/>    | 9. Environment <input type="checkbox"/>        |
| 5. Micro-credit <input type="checkbox"/>          | 10. Good governance <input type="checkbox"/>   |

**B) Question for Co ordination:**

1. Is there any section/ cell in your office for the coordination of the activities of different NGOs?  
(a) Yes                       (b) No
2. Is there any other office for coordinating/ regulating the activities of NGOs  
(a) Yes                       (b) No                       (c) Not known
3. Is coordination meeting/s between GO and NGO held in your office or at the concerned office regularly?

- (a) Yes  (b) No  (c) Not known  d) Not relevant
4. Who are the beneficiaries of the projects of NGOs? (Please put tick (✓) mark/s)
- a) Government officials  b) NGO officials  c) public representatives  d) common people  e) disadvantaged people  f) not known  g) others (please mention) .
5. Do the government implement any project here through NGOs in your area?
- (a) Yes  (b) No
6. If 'yes', which organization is the coordinator?
- a) .....
7. Do NGOs consult before undertaking a project in this area?
- (a) Yes  (b) No  (c) Not known
8. Do NGOs seek cooperation from your office?
- a) Yes  b) No  c) Not applicable
9. Do you need cooperation from the NGOs?
- (a) Yes  (b) No  c) Not applicable
10. What type of cooperation do you expect form NGOs?
- a) Positive  b) collaborative  c) not required  d) Others
11. What type of response do you receive form NGO-officials?
- a) Positive  b) negative  c) reluctant  d) cooperative
12. What is the impact of GO-NGO coordination on governance?
- a) Positive  b) negative  c) No impact

**iii. C) Question for Good Governance**

1. Is there any ongoing project or activities undertaken by NGOs to enhance any of the following components of good governance? If 'yes', please put tick mark on that/them. a

Components of good governance:

Transparency <input type="checkbox"/>	Accountability <input type="checkbox"/>	Participation <input type="checkbox"/>	Rule of law <input type="checkbox"/>	Consensus building <input type="checkbox"/>
Efficiency and Effectiveness <input type="checkbox"/>	Responsiveness <input type="checkbox"/>	Equity and inclusiveness <input type="checkbox"/>	Human rights <input type="checkbox"/>	Reducing corruption <input type="checkbox"/>

2. What type of good governance related activities are they undertaking (put tick (√) mark/s)  
 a) Training  b) awareness building  c) advocacy  d) human rights  e) others  (Please mention the activities).
3. Is there any coordination among your organization and other GOs-NGOs implementing projects related to Good Governance?  
 (a) Yes  (b) No
4. Is there any central coordinating organization to deal with the activities related to good governance?  
 (a) Yes  (b) No  c) Not applicable
5. If 'not', what is the reason (please tick)  
 a) Not necessary  b) Initiatives not taken  c) others

**D) Impact of good governance related activities**

1. Would you please tell the impact of the project on the governance? (Please put tick (√) mark/s)  
 a) People are more willing to seek justice.   
 b) People are more aware of their rights.   
 c) Government officials are now more pro people.   
 d) Women and disabled are now more empowered.   
 e) There is growing consensus against corruption.   
 f) Others (please mention)



2. If you faced any constraints in enhancing good governance, please state a few of them. (Please put tick (√) mark/s)

- a) People are not willing to seek justice.
- b) Local representatives do not cooperate or reluctant.
- c) People are willing to have their rights fulfilled with bribe paying rather than complaining against the corrupt officials/ offices.
- d) Proper cooperation is not extended by GOs to enhance the quality of governance.
- e) Proper cooperation is not extended by NGOs to enhance the quality of governance.
- f) Others  (please mention)

3. What are your recommendations to improve the coordination between GO and NGO to enhance good governance in Bangladesh?(Please put tick (√)mark/s)

- a) Pre-consultation between GO and NGOs before undertaking projects.
- b) Regular monthly coordination meeting at DC/UNO office.
- c) Establishment of an NGO section at DC/UNO office for coordination.
- d) Establishment of separate office at districts for NGOs.
- e) Establishment of NGO sections at every ministry/ some ministries.
- f) Establishment of a single authority/ ministry for NGOs
- g) Relaxation of rules and regulations of NGO Affairs Bureau.
- h) Strengthening local government and give the responsibility of cooperation on the local body.
- i) Others (please mention)

**Thanks for your kind cooperation.**

**Topic: Government-NGO coordination for good governance in Bangladesh****QUESTIONNAIRE FOR SURVEY (For NGOs)**

(To be filled up by the Executive Director or his/her nominated representative)

This questionnaire is designed for the M. Phil thesis and the data will be used only for academic purpose.

**A) Question for general information**

1. Name of the organization:.....
2. Address:.....
3. Which of the following authority/ authorities is your organization registered with?(Please put tick(√) mark/s)

- i) Directorate of Social Welfare
- ii) Department of Registration
- iii) Register Co-operatives
- iv) Joint Stock Companies
- v) NGO Affairs Bureau

4. Please put tick marks on the major activities, which are undertaken by your organization?

- |   |  |
|---|--|
| 1. Agriculture <input type="checkbox"/>           | 7. Women and children <input type="checkbox"/> |
| 2. Health and sanitation <input type="checkbox"/> | 8. Education <input type="checkbox"/>          |
| 3. Income generating <input type="checkbox"/>     | 9. Environment <input type="checkbox"/>        |
| 4. Awareness building <input type="checkbox"/>    | 10. Good governance <input type="checkbox"/>   |
| 5. Micro-credit <input type="checkbox"/>          | 11. Others <input type="checkbox"/>            |
| 6. Human rights <input type="checkbox"/>          |  |

**B) Question for Good Governance:**

1. Do you have any project/s related directly to good governance or any of the following components? If yes please put a tick (√) mark on the components.

Component s

Transparency	Accountability	Participation	Rule of law	Consensus building	Advocacy
Efficiency and Effectiveness	Responsiveness	Equity and inclusiveness	Human rights	Reducing corruption	Others

2. If you have project/(s) related to good governance please fill up the following table:

(List of the Good Governance related projects)

Sl. No.	Name of the project & duration	Estimated Cost (Optional)	Donor	District covered	Activities (in brief)
1					

(Additional paper may be added if needed)

3. When have you started first the project(s) related to any of the components of good governance?

Ans: In the year-

4. Who are the beneficiaries of the good governance -related projects?(Please put tick(✓) mark/s)

a) Government officials  b) NGO officials  c) public representatives  d) common people  e) disadvantaged people  f) others  (please mention).

5. Is there any training program / capacity building training imparted by your organization?

(a) Yes  (b) No

6. Is there any training program / capacity building training organized by your organization for the government officials to promote good governance?

(a) Yes  (b) No

7. Is there any other program to motivate the government officials to ensure good governance?

(a) Yes  (b) No

8. What are the elements you think suitable for NGOs to work on to promote good governance? (Please put tick mark/s)

Transparency	Accountability	Participation	Rule of law	Consensus building	Advocacy
Efficiency and Effectiveness	Responsiveness	Equity and inclusiveness	Human rights	Reducing corruption	Others

C) **Question for Co ordination with NGO Affairs Bureau:**

1) How long did it take for registration of you organization?

2) 90 days (stipulated time)  b) 91 – 120 days  c) More than 6 months

3) How long does it usually take to get your projects approved?

4) 45 days (stipulated time)  b) 46 – 90 days  c) More than 90 days

5) What type of response do you usually receive from officials of the Bureau?

a) Positive  b) negative  c) reluctant  d) cooperative

5) Does the NGO Affairs Bureau provide one – stop service or it has to depend on other organizations?

a) Provide one stop service  b) Cannot provide one stop service   
c) Depend on other organizations

- 6) Do you think that the rules of NGO Affairs Bureau adequate for effective coordination with NGOs and other GOs?

(a) Yes  (b) No  c) No comment

**D) Question for Co ordination with other offices and it impact on good governance.**

1. Is there any government organization/(s) as collaborative partner with your project/(s) of good governance? If 'yes' please write down the name/(s).

Ans: a) \_\_\_\_\_ b) \_\_\_\_\_ c) \_\_\_\_\_

2. Do you have partner NGOs for the project/(s)?

(a) Yes  (b) No

3. If you have partner NGOs which organization is the coordinator?

Ans: .....

4. Is the project coordinated by any Government organization?

a) Yes  b) No  c) Not applicable

5. If your project/s are coordinated by any GO please name the organization.

a) .....

6. Is there any coordination among your organization and other GO-NGO organizations implementing projects related to Good Governance?

a) Yes  b) No

7. Is there any central coordinator to coordinate the activities of all organizations working to promote good governance?

a) Yes  b) No  c) Not applicable

8. What is the reason if there is no central coordinator, (please put a tick (√) mark)

a) Not necessary  b) Initiatives not taken  c) others

9. Do you need the cooperation of any government office in implementing your project?

a) Yes  b) No  c) Not applicable

10. Which level of government offices are concerned with your organization (please tick)?

a) Ministries  b) NGO Affairs Bureau  c) District level offices  e) Upazila level offices  f) UP level offices .

11. What type of cooperation do you expect form the government offices/ officials?

a) Positive  b) Negative  c) Responsive  d) Reluctant  e) Cooperative

12. What type of response do you receive from govt. officials?  
a) Positive  b) Negative  c) Responsive  d) Reluctant  e) Cooperative
13. Did the donors select your projects in consultation with the government organizations or directly they communicate with your organization?(Please put tick(√) mark/s)  
a) With consultation with Govt office  b) Direct contact with the NGO
14. Do you participate in the monthly coordination meeting held at DC/ UNO office?  
a) Yes  b) No
15. Do you think that the monthly meeting by DC/UNO with the NGOs has positive impact on better governance?  
a) Yes  b) No
16. Did you face any constraints while implementing the projects of good governance?  
a) Yes  b) No
17. Would you please tell the impact of the project on the governance? (Please put tick (√) mark/s)  
a) People are more willing to seek justice.   
b) People are more aware of their rights.   
c) Government officials are now more pro people.   
d) Women and disabled are now more empowered.   
e) There is growing consensus against corruption.   
f) Others (please mention)
18. If you faced any constraints, what type of constraints did you face while working to promote good governance? (Please put a tick (√) mark/s)  
a) People are not willing to seek justice.   
b) Local representatives do not cooperate or reluctant.   
c) People are willing to have their rights fulfilled with bribe paying rather than complaining against the corrupt officials/ offices.   
d) While advocated for any victim, the law-enforcing agencies do not cooperate properly.   
e) Government organizations do not cooperate properly.   
f) Others (please mention).
19. What are your recommendations to improve the coordination between GO and NGO to enhance good governance in Bangladesh?  
a). Pre-consultation between GO and NGOs.   
b) Regular monthly coordination meeting at DC/UNO office.   
c) Establishment of an NGO section at DC/UNO office for coordination.   
d) Establishment of separate office at districts for NGOs.   
e) Establishment of NGO sections at every ministry/ some ministries.   
f) Establishment of single authority for all types of NGOs   
g) Relaxation of rules and regulations of NGO Affairs Bureau.   
h) Strengthening local government and give the responsibility of cooperation on the local body.   
i) Others (please mention)

**Thanks for your kind cooperation.**

**Topic: Government-NGO coordination for good governance in Bangladesh**  
**Questionnaire for interview to assess the impact of the projects related to good governance**  
**undertaken by WAVE Foundation)**

(সরকারি কর্মকর্তা/কর্মচারী কর্তৃক পূরণকৃত)

(ইহা এম ফিল প্রোগ্রামে রিসার্চ এর জন্য ব্যবহার করা হবে প্রকাশের জন্য নহে)

- ক) নাম (ঐচ্ছিক) :
- খ) পদবী :
- গ) সংস্থা :
- ১। নিচের কোন কোনটিকে আপনি সুশাসনের প্রয়োজনীয় উপাদান বলে মনে করেন? (অনুগ্রহপূর্বক সংশ্লিষ্ট ঘরে টিক চিহ্ন দিন)
- ক) সরকারি কাজে সচ্ছতা
- খ) সরকারি কর্মচারীর জবাবদিহিতা
- গ) প্রশাসনে জনগণের অংশগ্রহণ
- ঘ) আইনের শাসন
- ঙ) সরকারি কর্মচারীদের দক্ষতা
- চ) সরকারি কর্মচারীদের সহযোগিতা
- ছ) প্রশাসনে জনগণের অধিকার নিশ্চিতকরণ
- জ) অধিকার সম্পর্কে জনগণের সচেতনতা
- ঝ) দুর্নীতি মুক্ত শাসন
- ঞ) অন্যান্য
- ট) জানিমা
- ২। আপনি কি জানেন এ এলাকায় ওয়েভ ফাউন্ডেশন নামক সংস্থা সুশাসন বিষয়ক কার্যক্রম চালিয়ে যাচ্ছে?
- ক) হ্যাঁ  খ) না
- ৩। হ্যাঁ হলে, প্রকল্পটির নিম্নলিখিত কাজের কোন কোনটির সাথে আপনি বা আপনার অফিস জড়িত ?
- ক) গভর্নেন্স কোয়ালিশন
- খ) লোকমোর্চা
- গ) লোককর্ত পড়া
- ঘ) সক্ষমতা বৃদ্ধি প্রশিক্ষণে অংশগ্রহণ
- ঙ) সুশাসন প্রতিষ্ঠার প্রচারাভিযানে অংশগ্রহণ

- চ) সংস্থার আয়োজিত সভায় বা কর্মসূচিতে অংশগ্রহণ
- ছ) ইউনিয়ন পরিষদের স্ট্যান্ডিং কমিটি ও সেবা কার্যক্রম বৃদ্ধিতে সহায়তা
- জ) গ্রাম আদালত কর্তৃক করা
- এ৪) ইউপি কর্তৃক আয়োজিত জনঅংশগ্রহণমূলক পরিকল্পনা ও বাজেট প্রণয়নে অংশগ্রহণ
- ট) লোকমোর্চা কর্তৃক লবিং বা সংলাপে অংশগ্রহণ
- ঠ) ইউপি, জিও-এনজিও এবং লোকমোর্চার মধ্যকার সমন্বয় সভায় অংশগ্রহণ
- ড) ইউডিসিসি'র সাথে লোকমোর্চার সমন্বয় সভায় অংশগ্রহণ
- ঢ) সংস্থা কর্তৃক আয়োজিত প্রশিক্ষণে সহায়ক বা প্রশিক্ষক হিসাবে অংশগ্রহণ
- ণ) অন্যান্য  ত) কোনটিতেই নয়
- ৪। লোকমোর্চা কমিটির সদস্য আপনার অফিসে আসেন কিনা?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ৫। আপনি কি মনে করেন লোকমোর্চার সদস্যদের কর্মতৎপরতার কারণে এ এলাকার লোকজন সরকারি প্রতিষ্ঠান হতে আগের চেয়ে বেশী সেবা পাচ্ছে?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ৬। সরকারি কর্মচারীকর্তৃক জনগণের সেবার মান বৃদ্ধিতে এ এলাকায় ওয়েভ ফাউন্ডেশনের কোন ভূমিকা আছে কি?  
ক) হ্যাঁ  খ) না
- ৭। আপনার উত্তর হ্যাঁ হলে, কি ভূমিকা আছে?  
(ক) প্রশিক্ষণের মাধ্যমে দক্ষতা বৃদ্ধি  (খ) কারিগরী সহায়তা  (গ) অবকাঠামো ও উপকরণ (কাঠগড়া, লালশালু, নোটিশবোর্ড, বাজেট বোর্ড, রেজিস্টার ইত্যাদি) প্রদানে আর্থিক সহায়তা  (ঘ) নিয়মিত যোগাযোগ ও সচেতনতা/উদ্বুদ্ধকরণ  (ঙ) লবিং ও এডভোকেসি
- ৮। আপনি কি মনে করেন এনজিও সুশাসন প্রতিষ্ঠায় ভূমিকা রাখতে পারে?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ৯। আপনি কি মনে করেন ওয়েভ ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় সরকারি কর্মচারীর সেবা পূর্বের তুলনায় আরো বেশী কার্যকর?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১০। আপনি কি মনে করেন ওয়েভ ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় জনগণ পূর্বের তুলনায় আরো বেশী অধিকার সচেতন?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১১। আপনি কি মনে করেন সুশাসন প্রতিষ্ঠার জন্য সরকারি ও এনজিও সহযোগিতা প্রয়োজন?  
ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১২। সুশাসন প্রতিষ্ঠার জন্য নিম্নলিখিত মন্তব্যের কোন কোন টি আপনি সমর্থন করেন?

- ক) সুশাসন প্রতিষ্ঠার দায়িত্ব সরকারের এবং এনজিওর এখানে করণীয় কিছু নেই
- খ) সুশাসন প্রতিষ্ঠায় সরকারি প্রতিষ্ঠান ও এনজিও যৌথভাবে কাজ করতে পারে।
- গ) সুশাসন প্রতিষ্ঠায় জনগণের সচেতনতা বেশী প্রয়োজন
- ঘ) সুশাসন প্রতিষ্ঠায় এনজিও অধিকার সচেতনতা বৃদ্ধিতে জনগণকে সহায়তা করতে পারে
- ঙ) অন্যান্য
- ১৩। সুশাসন প্রতিষ্ঠায় আপনার কোন সুপারিশ বা মন্তব্য থাকলে অনুগ্রহ করে উল্লেখ করুন।
- ক)
- খ)
- গ)

আপনার সহযোগিতার জন্য ধন্যবাদ।



**Topic: Government-NGO coordination for good governance in Bangladesh**  
**Questionnaire for interview to assess the impact of the projects related to good governance**  
**undertaken by WAVE Foundation )**

(ইউনিয়ন পরিষদের সদস্য/সদস্যা/চেয়ারম্যান কর্তৃক পূরণকৃত)

(ইহা এম ফিল প্রোগ্রামে রিসার্চ এর জন্য ব্যবহার করা হবে প্রকাশের জন্য নহে)

- ক) নাম (ঐচ্ছিক) :
- খ) পদবী :
- ঘ) সংস্থা :
- ১। নিচের কোন পকানটিকে আপনি সুশাসনের প্রয়োজনীয় উপাদান বলে মনে করেন? (অনুগ্রহপূর্বক সংশ্লিষ্ট ঘরে টিক চিহ্ন দিন)
- ক) সরকারি কাজে সচ্ছতা
- খ) সরকারি কর্মচারীর জবাবদিহিতা
- ঠ) প্রশাসনে জনগণের অংশগ্রহণ
- ড) আইনের শাসন
- ঢ) সরকারি কর্মচারীদের দক্ষতা
- ণ) সরকারি কর্মচারীদের সহযোগিতা
- ত) প্রশাসনে জনগণের অধিকার নিশ্চিতকরণ
- থ) অধিকার সম্পর্কে জনগণের সচেতনতা
- দ) দুর্নীতি মুক্ত শাসন
- ধ) জাতি
- ন) অন্যান্য
- ২। আপনি কি জানেন এ এলাকায় ওয়েভ ফাউন্ডেশন নামক সংস্থা সুশাসন বিষয়ক কার্যক্রম চালিয়ে যাচ্ছে?
- ক) হ্যাঁ  খ) না
- ৩। আপনার উত্তর হ্যাঁ হলে, প্রকল্পটির নিম্নলিখিত কাজের কোন কোনটির সাথে আপনি বা আপনার অফিস জড়িত ?
- ক) গভার্নেন্স কোয়ালিশন
- খ) লোকমোর্চা
- গ) লোককণ্ঠ পড়া
- ঘ) সক্ষমতা বৃদ্ধি প্রশিক্ষণে অংশগ্রহণ

- ঙ) সুশাসন প্রতিষ্ঠার প্রচারাভিযানে অংশগ্রহণ
- চ) সংস্থার আয়োজিত কোন সভায় বা কর্মসূচিতে অংশগ্রহণ
- ছ) ইউনিয়ন পরিষদের স্ট্যাভিং কমিটি ও সেবা কার্যক্রম বৃদ্ধিতে সহায়তা
- জ) গ্রাম আদালত কার্যকর করা
- ঞ) ইউপি কর্তৃক আয়োজিত জনঅংশগ্রহণমূলক পরিকল্পনা ও বাজেট প্রণয়নে
- ট) লোকমোর্চা কর্তৃক লবিং বা সংলাপে অংশগ্রহণ
- ঠ) ইউপি, জিও-এনজিও এবং লোকমোর্চার মধ্যকার সমন্বয় সভায় অংশগ্রহণ
- ড) ইউডিসিসি'র সাথে লোকমোর্চার সমন্বয় সভায় অংশগ্রহণ
- ঢ) ইউপি, স্ট্যাভিং কমিটি বা লোকমোর্চা কর্তৃক গৃহিত কোন সিদ্ধান্ত ইউডিসিসিতে উপস্থাপন  গ)
- অন্যান্য  \_\_\_\_\_ ত) কোনটিতেই নয়
- ৪। আপনার ইউনিয়ন পরিষদের স্ট্যাভিং কমিটি কয়টি?
- ক) ৫টির কম  খ) ৫- ১০টি  গ) ১০টির বেশী  ঘ) ১৩টি  ঙ) নেই
- ৫। আপনি কি ইউনিয়ন পরিষদের স্ট্যাভিং কমিটিতে কোন ভূমিকা রাখতে পারেন?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ৬। আপনার ইউনিয়নে কি গ্রাম আদালত কার্যকর? হ্যাঁ /না ।
- হ্যাঁ হলে, কতটুকু কার্যকর?
- ক) যথেষ্ট কার্যকর  খ) মোটামুটি কার্যকর  গ) কার্যকর নয়
- ৭। গ্রাম আদালত নিম্নলিখিত বছরে কি পরিমাণ কেস নিষ্পত্তি করেছে?
- | বছর                     | ২০০৪ | ২০০৫ | ২০০৬ |                                 |
|-------------------------|------|------|------|---------------------------------|
| নিষ্পত্তিকৃত কেস সংখ্যা |      |      |      | জানিনা <input type="checkbox"/> |
- ৮। আপনি কি মনে করেন আপনার ইউনিয়নের গ্রাম আদালত ও ইউনিয়ন পরিষদের স্ট্যাভিং কমিটির কার্যক্রম বৃদ্ধিতে ওয়েভ ফাউন্ডেশন নামক সংস্থার কর্মতৎপরতা সহায়ক ভূমিকা পালন করছে?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ৯। আপনার উত্তর হ্যাঁ হলে, ওয়েভ ফাউন্ডেশন নামক সংস্থার কর্মতৎপরতা কি ধরনের সহায়ক ভূমিকা পালন করছে?
- (ক) প্রশিক্ষণের মাধ্যমে দক্ষতা বৃদ্ধি  (খ) কারিগরী সহায়তা  (গ) অবকাঠামো ও উপকরণ (কাঠগড়া, লালশালু, নোটিশবোর্ড, বাজেট বোর্ড, রেজিস্টার ইত্যাদি) প্রদানে আর্থিক সহায়তা  (ঘ) নিয়মিত যোগাযোগ ও সচেতনতা/উদ্বুদ্ধকরণ  (ঙ) লবিং ও এডভোকেসি
- ১০। আপনার ইউনিয়ন পরিষদ কি জনগণের অংশগ্রহণে ইউপি'র পরিকল্পনা ও বাজেট প্রণয়ন করেছে? হ্যাঁ/না।
- হ্যাঁ হলে, কীভাবে?

- (ক) খসড়া বাজেট তৈরি  (খ) খসড়া বাজেটের উপর ওয়ার্ড সভার মাধ্যমে জনগণের মতামত গ্রহণ  (গ) জনগণ ও জনপ্রতিনিধিদের মতামত নিয়ে বাজেট চূড়ান্ত করা  (ঘ) জনগণের অংশগ্রহণে উন্মুক্ত বাজেট সভার আয়োজন  (ঙ) বাজেট বোর্ডের মাধ্যমে জনগণের জন্য বাজেট উন্মুক্ত রাখা
- ১১। ওয়েভ ফাউন্ডেশন নামক সংস্থা কর্তৃক আয়োজিত কোন প্রশিক্ষণে আপনি অংশগ্রহণ করেছেন কি?  
ক) হ্যাঁ  খ) না
- ১২। সরকারি কর্মচারীকর্তৃক জনগণের সেবার মান বৃদ্ধিতে এ এলাকায় ওয়েভ ফাউন্ডেশনের কোন ভূমিকা আছে কি?  
ক) হ্যাঁ  খ) না  (গ) মন্তব্য নেই
- ১৩। আপনার উত্তর হ্যাঁ হলে কি ভূমিকা আছে?  
উঃ
- ১৪। আপনি কি মনে করেন এনজিও সুশাসন প্রতিষ্ঠায় ভূমিকা রাখতে পারে?  
ক) হ্যাঁ  খ) না  (গ) মন্তব্য নেই
- ১৫। আপনি কি মনে করেন ওয়েভ ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় সরকারি কর্মচারীর সেবা পূর্বের তুলনায় আরো বেশী কার্যকর?  
ক) হ্যাঁ  খ) না  (গ) মন্তব্য নেই
- ১৬। আপনি কি মনে করেন ওয়েভ ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় জনগণ পূর্বের তুলনায় আরো বেশী অধিকার সচেতন? ক) হ্যাঁ  খ) না  (গ) মন্তব্য নেই
- ১৭। আপনি কি মনে করেন সুশাসন প্রতিষ্ঠার জন্য সরকারি ও এনজিও সহযোগিতা প্রয়োজন? ক) হ্যাঁ  খ) না  (গ) মন্তব্য নেই
- ১৮। সুশাসন প্রতিষ্ঠার জন্য নিম্নলিখিত মন্তব্যের কোন কোনটি আপনি সমর্থন করেন?  
ক) সুশাসন প্রতিষ্ঠার দায়িত্ব সরকারের এবং এনজিওর এখানে করণীয় কিছু নেই   
খ) সুশাসন প্রতিষ্ঠায় সরকারি প্রতিষ্ঠান ও এনজিও যৌথভাবে কাজ করতে পারে।   
গ) সুশাসন প্রতিষ্ঠায় জনগণের সচেতনতা বেশী প্রয়োজন   
ঘ) সুশাসন প্রতিষ্ঠায় এনজিও অধিকার সচেতনতা বৃদ্ধিতে জনগণকে সহায়তা করতে পারে   
ঙ) অন্যান্য
- ১৯। সুশাসন প্রতিষ্ঠায় আপনার কোন সুপারিশ বা মন্তব্য থাকলে অনুগ্রহ করে উল্লেখ করুন।  
ক)  
খ)
- আপনার সহযোগিতার জন্য ধন্যবাদ।

Topic: Government-NGO coordination for good governance in Bangladesh  
Questionnaire for interview to assess the impact of the projects related to good governance  
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(উপকার ভোগী কর্তৃক পূরণকৃত)

(ইহা এম ফিল প্রোগ্রামে রিসার্চ এর জন্য ব্যবহার করা হবে প্রকাশের জন্য নহে)

- ক) নামঃ
- খ) পদবী (যদি থাকে)ঃ
- ঙ) ঠিকানা/ সংস্থা (যদি থাকে)ঃ
- ঘ) পেশাঃ
- ১। নিচের কোন কোনটিকে আপনি সুশাসনের প্রয়োজনীয় উপাদান বলে মনে করেন? (অনুগ্রহপূর্বক সংশ্লিষ্ট ঘরে/ঘরগুলিতে টিক চিহ্ন দিন)
- ক) সরকারি কাজে সচ্ছতা
- খ) সরকারি কর্মচারীর জবাবদিহিতা
- গ) প্রশাসনে জনগণের অংশগ্রহণ
- ঘ) আইনের শাসন
- ঙ) সরকারি কর্মচারীদের দক্ষতা
- চ) সরকারি কর্মচারীদের সহযোগিতা
- ছ) প্রশাসনে জনগণের অধিকার নিশ্চিতকরণ
- জ) অধিকার সম্পর্কে জনগণের সচেতনতা
- ঝ) দুর্নীতি মুক্ত শাসন
- ঞ) জাতি
- ট) অন্যান্য
- ২। আপনি কি জানেন এ এলাকায় ওয়েভ ফাউন্ডেশন নামক সংস্থা সুশাসন বিষয়ক কার্যক্রম চালিয়ে যাচ্ছে?
- ক) হ্যাঁ  খ) না
- ৩। আপনার উত্তর হ্যাঁ হলে আপনি প্রকল্পটির নিম্নলিখিত কাজের কোন কোনটির সাথে জড়িত ?
- ক) গভর্নেন্স কোয়ালিশন
- খ) লোকমোর্চা
- গ) লোককর্ত পড়া
- ঘ) সক্ষমতা বৃদ্ধি প্রশিক্ষণে অংশগ্রহণ
- ঙ) সুশাসন প্রতিষ্ঠার প্রচারাভিযানে অংশগ্রহণ
- চ) সংস্থার আয়োজিত সভায় বা কর্মসূচিতে অংশগ্রহণ

- ছ) ইউনিয়ন পরিষদের স্ট্যান্ডিং কমিটি ও সেবা কার্যক্রম বৃদ্ধিতে সহায়তা
- জ) গ্রাম আদালত কার্যকর করা
- ঝ) ইউপি, সরকারি-বেসরকারি সংস্থা ও লোকমোচার মধ্যকার সমন্বয় সভায় অংশগ্রহণ
- ঞ) ইউপি কর্তৃক আয়োজিত পরিষদের জনঅংশগ্রহণমূলক পরিকল্পনা ও বাজেট সভায় অংশগ্রহণ
- ট) অন্যান্য
- ঠ) কোনটিতেই নয়
- ৪। আপনার ইউনিয়নের গ্রাম আদালতের কার্যক্রম সম্পর্কে আপনার মতামত কি?
- ক) যথেষ্ট কার্যকর  খ) মোটামুটি কার্যকর  গ) কার্যকর নয়  ঘ) জানিনা
- ৫। আপনি বা আপনার কোন পরিচিত কেউ গ্রাম আদালতে গিয়েছিলেন কি?
- ক) হ্যাঁ  খ) না
- ৬। হ্যাঁ হলে, গ্রাম আদালত হতে আপনি/ তারা যে বিচার পেয়েছিল সে বিষয়ে আপনার মতামত কি?
- ক) সুবিচার পাওয়া গিয়াছে  খ) সুবিচার পাওয়া যায়নি  গ) মন্তব্য নেই
- ৭। গ্রাম আদালত কার্যকরীকরণে ওয়েড ফাউন্ডেশনের কোন ভূমিকা আছে কি?
- ক) হ্যাঁ  খ) না
- ৮। আপনার উক্ত হ্যাঁ হলে ওয়েড ফাউন্ডেশন কিভাবে গ্রাম আদালত কার্যকরীকরণে ভূমিকা রাখছে?
- (ক) প্রশিক্ষণের মাধ্যমে দক্ষতা বৃদ্ধি  (খ) কারিগরী সহায়তা  (গ) অবকাঠামো ও উপকরণ (কাঠগড়া, লালশালু, নোটিশবোর্ড, বাজেট বোর্ড, রেজিস্টার ইত্যাদি) প্রদানে আর্থিক সহায়তা  (ঘ) নিয়মিত যোগাযোগ ও সচেতনতা/উদ্বুদ্ধকরণ  (ঙ) লবিং ও এডভোকেসি
- ৯। আপনি কি মনে করেন এনজিও সুশাসন প্রতিষ্ঠায় ভূমিকা রাখতে পারে?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১০। আপনি কি মনে করেন ওয়েড ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় সরকারি কর্মচারীর সেবা পূর্বের তুলনায় আরো বেশী কার্যকর?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১১। আপনি কি মনে করেন ওয়েড ফাউন্ডেশনের কর্মতৎপরতার জন্য এ এলাকায় জনগণ পূর্বের তুলনায় আরো বেশী অধিকার সচেতন?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১২। আপনি কি মনে করেন সুশাসন প্রতিষ্ঠার জন্য সরকারি ও এনজিও সহযোগিতা প্রয়োজন?
- ক) হ্যাঁ  খ) না  গ) মন্তব্য নেই
- ১৩। সুশাসন প্রতিষ্ঠার জন্য নিম্নলিখিত মন্তব্যের কোন কোনটি আপনি সমর্থন করেন?
- ক) সুশাসন প্রতিষ্ঠার দায়িত্ব সরকারের এবং এনজিওর এখানে করণীয় কিছু নেই
- খ) সুশাসন প্রতিষ্ঠায় সরকারি প্রতিষ্ঠান ও এনজিও যৌথভাবে কাজ করতে পারে।

- গ) সুশাসন প্রতিষ্ঠায় জনগণের সচেতনতা বেশী প্রয়োজন
- ঘ) সুশাসন প্রতিষ্ঠায় এনজিও অধিকার সচেতনতা বৃদ্ধিতে জনগণকে সহায়তা করতে পারে
- ঙ) অন্যান্য
১৪. সুশাসন প্রতিষ্ঠায় আপনার কোন সুপারিশ বা মন্তব্য থাকলে অনুগ্রহ করে উল্লেখ করুন।
- ক)
- খ)
- গ)

আপনার সহযোগিতার জন্য ধন্যবাদ।

**List of the Projects related to Good Governance**

<b>S L</b>	<b>Name of the projects</b>	<b>Name of the NGOs</b>
1	Establishment of the Centre for Good Governance studies including MA Program in Governance and Development (2005-2010)	BRAC
2	Deepening Democracy, Building Citizenship and Promoting Participation: the Role of Civil Society Organizations in Bangladesh: (2007-2008)	BRAC
3	Bridging Corporate Sector and Media to Promote Good Governance	Manusher Jonno Foundation
4	Targeted Citizen Initiative to address the identical problems relating to Human Security and Basic Services in Dhaka City	Manusher Jonno Foundation
5	Raising Community voice through Media Restoration and Human Rights and Good Governance	Mass Line Media Centre
6	Capacity Building for Human Rights	Ain –O- Shalish Kendra
7	Promoting Gender Equity, Human Rights and Social Justice	Ain –O- Shalish Kendra
8	Campaign for People’s Rights in Liberalization	Inciden Bangladesh
9	Human Rights Education & Consensus Raising program for group volunteers of DHARA	DHARA
10	Access to Rights through Development	Rural Development Foundation
11	Access to Justice and Human Rights	Madaripur Legal Aid
12	Local Government Program in Rajshahi and Sunamgonj	Inter Co-operation
13	Women Advocacy and Gender Equity	Symbiosis, Bangladesh
14	Partner in peace promoting tolerance and unity through medial in Bangladesh	Bangladesh Centre for Development and Journalism and Communication

15	Capacity for equality & Justice	Sushasaner Jonno Procharavijan
16	Improving Local Level Governance by Strengthening Union Parishad and Creating Citizens' Awareness	Rupantar
17	People's Reporting Centre for Strengthening relationship between people and local elected bodies for better management of Union Parishad in Bangladesh	Democracy Watch
18	Strengthening Electoral Process, Reducing Violence during Election and protecting electoral rights of disadvantaged people	Uttaran
19	Democracy, Human Rights and good governance for free and fair election project	Soliderity
20	Voter and Civic Education	RDRS
21	Paribartan	TIB
22	Bridging Corporate Sector and Media to Promote Good Governance	MRDI
23	Strengthening Local Governance through Participatory and Responsive Public Services	WAVE Foundation
24	Breaking the Silence of Violence	WAVE Foundation
25	Women and Child Rights	WAVE Foundation
26	Voter's Civic Education	WAVE Foundation
27	Creating Responsiveness Urban Governance; The Gender Change Agents, Advocacy and Action (2003-2006)	Step Towards Developments (STD)
28	Ensure Gender Equality, Development, Learning, Collaboration between GOB Machineries and Civil Society (2007-2010)	Step Towards Developments (STD)

Source: Adopted from the respondents and the NGOAB monthly reports.