



# Support Models for CSOs at Country Level

Bangladesh Country Report




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**Project:** Support Models for CSOs at Country Level  
**Client:** Norad, on behalf of Nordic+ Donor Agencies  
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## **Foreword to the country reports**

This report on country level support modalities to civil society is one of a total of six similar studies conducted in Bangladesh, Ethiopia, Guatemala, Tanzania, Zambia and Zimbabwe between April and July 2007.

The study was carried out by Scanteam, a Norwegian consulting company, on behalf of a donor group consisting of Canada, Finland, Ireland, Sweden, the UK and Norway. The findings were later elaborated and merged into a synthesis report, describing general trends and challenges in current direct support to Civil Society Organisations in the South, through various modalities. The synthesis report is published together with the country studies.

Specific views and arguments in this report are attributed to Scanteam and not to the donors.

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## Acronyms and Abbreviations

ADAB	Association of Development Agencies in Bangladesh
ADB	Asian Development Bank
BLAST	Bangladesh Legal Aid and Services Trust
BRAC	Bangladesh Rural Advancement Committee
CHT	Chittagoong Hill Tracts
CIDA	Canadian International Development Agency
CPRF	Challenging the Frontiers of Poverty Reduction
CSO	Civil Society Organisation
DFID	Department for International Development (UK)
FCR	Foreign Contributions Regulation
FDR	Foreign Donations Regulation
FNB	Federation of NGOs in Bangladesh
GDP	Gross Domestic Product
GOB	Government of Bangladesh
HDI	Human Development Index
INGO	International Non-governmental Organisation
MDG/s	Millennium Development Goal/s
MJF	Manusher Jonno Foundation
NGO	Non-governmental Organisation
NGOAB	NGO Affairs Bureau
PRSP	Poverty Reduction Strategy Paper
Sida	Swedish International Development Agency
TIB	Transparency International Bangladesh
TOR	Terms of Reference
USAID	United States Agency for International Development

## 1 Background and Introduction

Norad, Norway's Development Cooperation Agency, contracted Scanteam on behalf of 'Nordic+' donors Canada, Finland, Ireland, Norway, Sweden and the UK, to review the experiences in six countries of different models for supporting civil society and investigate possibilities for improving and increasing effectiveness of direct support to NGOs/CSOs through country level support models.

The *purpose* is to contribute to the development of a strategic policy framework for Nordic+ support to a vibrant, pluralistic and democratic civil society. The *aim* is to identify and analyze different support models, while the *objectives* are to (i) review possibilities for improving direct support to NGOs/CSOs through country level support models; (ii) shed light on constraints and possibilities of different types of support models, and (iii) increase outreach to a wider range of civil society organisations and reduce transaction costs.

This Country Study Report on Bangladesh is thus one of the six separate studies that form the empirical foundations for the overall report. Scanteam sub-contracted the Overseas Development Institute (ODI) to conduct the Bangladesh study.

### 1.1 Coverage of Study

The methodology applied for the country studies is described in the overall Synthesis Report for this study. There the final summary of quantitative trends in the selection of support models and some of the key features will also be presented.

Some of the main issues concerning the data collection are the following:

- Methodology used in the field studies include in-depth interviews with key donor personnel and CSOs. Those with first hand knowledge of the support models in question were prioritised. For this reason, few government representatives have been interviewed. Questionnaires were sent out by email, and a follow-up survey was distributed after the drafting of the country reports. In addition there have been meetings for debriefing at the end of the field work as well as seminars and focus group discussions held. Emerging findings were presented and commented on at the final debriefing and comments included in the country report. The study team (minus national consultants) have conducted three internal workshops during the study to discuss methodology and findings.
- An important part of this study is to review and further develop terminology and categorization of support to civil society. The data collection instruments have been simplified and adapted as the study progressed. Comprehensive questionnaires and Conversation guides were developed prior to the field work, based on a desk study of key documents. The existing categories of support models were not sufficiently clear. Terminology has been further developed during the course of this study. Based on lessons learned in the field and the need for simplification and reduction in scope, a final matrix with a few key features linked to civil society support models was sent out to the Nordic+ embassies in the six countries. The response rate from the embassies to the quantitative part of the data collection has been low for all countries involved.



- This study only looked at support models at country level and does not include funding of NGOs/CSOs from the donor head offices. Nor did it cover funding which is channelled through international NGOs (INGOs), unless the Embassy used an INGO locally as an intermediary channel.
- Furthermore, the study did not attempt to measure the effectiveness of the CSOs in relation to the chosen support model – that is, it did not look at results at community or target group level. The assessment of the quality and impact of the respective support models relied on information from CSO staff and donors.
- Finally, the CSO perspectives included in the study is limited to the organisations receiving support from Nordic+ countries, since the main focus is on experiences with the different support models. The scope of the study did not allow for a comprehensive analysis of the CSO community at large and the views of those not receiving Nordic+ funding.

The donor perspective on support models is dominant in all country studies as per the Terms of Reference and early meetings with the Nordic+ donor group in Oslo. There are a number of other studies dealing with the CSO perspective on civil society ↔ donor relations in general<sup>1</sup>, but the team agrees with comments received to the draft reports that the study would have benefited from with a more thorough analysis of the CSO perspectives on the different support models<sup>2</sup>

## 1.2 Data Collection

From a total of 37<sup>3</sup> initially listed programmes supported by the Nordic+ donors in Bangladesh, in-depth interviews were conducted with representatives (mainly executive directors and programme officers) from 17 programmes. These programmes were identified based on criteria that included the number of donors supporting a particular CSO programme, the support modality being used by donors, the main activities of the CSO being supported (service delivery, advocacy/awareness raising and mobilisation for democratic participation), and the spread of Nordic+ donors amongst the various supported programmes. Other significant factors included gender-focus of the civil society programme being supported, and whether the CSO was addressing a particular vulnerability in the society or not. Three of the 20 CSO interviews planned were not undertaken because of difficulties with securing appointments within the period of the field study.

A focus group discussion was held with five key CSOs in Bangladesh to discuss the general CSO-State-donor environment in Bangladesh and trends. This initial CSO focus group discussed the need for the study to take into account issues of social inclusion, information

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<sup>1</sup> See synthesis report for further discussion and references.

<sup>2</sup> CSOs interviewed were asked about their views on support models, but in general their responses were of a more general character than directly linked to the comparative strengths and weaknesses of the different models.

<sup>3</sup> This total number of Nordic+ donor supported programmes was 67 in the final analysis, after Canada CIDA Bangladesh included all the Gender Unit and Canada Funding programmes (see Annex E for the spread number of CSO programmes per donor or group of donors).

transparency, and the political situation towards elections, among other general NGO- state-donor relations in Bangladesh.

Interview meetings also took place with major Nordic+ donors (DFID, CIDA, Norway and Sida) and other major donors and international financial institutions, viz. EC, USAID and ADB. Interviews with Nordic+ donors were detailed, including exploration of their policy frameworks and review of their data matrices submitted to Scanteam prior to the field study. Interviews with the other major donors in Bangladesh, however, were light touch and generally focused on their policies and practices in working with CSOs. These interviews with donors and CSOs culminated in a donor debrief meeting, which also included civil society representatives. Emerging findings from the study as a whole were presented and commented on at this final debrief and the comments have been included in this report.

### 1.3 Acknowledgements and Disclaimer

The team would like to commend the support offered by DFID as the focal donor for the Bangladesh study. Profound thanks are especially due to Ms. Malina Gomes and Dr. Indranil Chakrabarti who arranged the meetings with the other Nordic+ donors and introduced the study team to the other donors and embassies.

In the same vein we wish to also thank the other Nordic+ donors in Bangladesh for their support, such as in introducing us to the various heads of civil society programmes for our interviews to be arranged at short notice.

The conclusions and recommendations are the sole responsibility of the consultant, including any factual mistakes or misunderstandings the report may contain.

## 2 Civil Society in the National Context

The key informants that formed the study's initial focus group discussion on framework conditions underlined the political situation of the country as one of the most important factors for a study meant to support the development of "a vibrant, pluralistic and democratic civil society" in Bangladesh. This includes political dynamics in the past, present and what might happen in the future. It was hence immediately noted that as this study was carried out, Bangladesh was under a 'Care Taker Government', which came to power following the declaration of a state of emergency on 11 January 2007. This occurred as a result of failure of the Interim Care Taker Government formed on 28 October 2006 to govern and organise general elections as mandated by the constitution. The general election was scheduled to be held on 22 January 2007 but all political parties except the allies of the immediate past political government, refused to take part in the election. Instead, there were violent demonstrations and agitations organised by the political parties in the country. The declaration of a state of emergency and a new Care Taker Government, believed to be supported by the military, was hence meant to resolve the stalemate in the political process<sup>4</sup>.

The Care Taker Government approach in Bangladesh was constitutionally instituted in 1991 in order to manage transitions from a past government to another elected government, in times of military take-over. This innovation was necessary in a nation that has since the bloody war to independence in 1971 been characterised by military interventions. The Care Taker Government is seen as a neutral body for overseeing and creating a congenial environment for holding free and fair national elections. It is accepted by the citizens as a significant governance corrective measure, somewhat providing a window of opportunity for re-negotiating civil society-state rules of the game. In this situation, for instance, interviews and focus group discussions with civil society leaders and donors indicated that the current Care Taker Government is more amenable to listening and taking up some of the significant civil society recommendations than the previous elected government<sup>5</sup>.

It was at the same time, however, also seen as a very delicate and unpredictable governance situation, which negatively impacts on medium and long-term planning of activities of the government, private sector and civil society. Civil society, for instance, saw the Care Taker Government as not having the required constitutional powers to pass significant laws that could benefit the society. A good example in this regard was the long awaited 'Right to Information Act' which blocks the disclosure of important information to the Bangladeshi citizens. It also provides loop holes for the government to use regressive acts such as the Official Secret Act of 1923 and the Government Services Rules of 1979 to deny or even punish citizens that wish to claim their rights. Many civil society organisations contributed to the re-drafting of the Right to Information Act but it has not been passed into law because

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<sup>4</sup> The Chief Adviser in the Care Taker Government, Dr. Fakhruddin Ahmed, announced that democracy will be restored by end of 2008

<sup>5</sup> Some of the civil society and donor interviewees gave an example of most of the recommendations made by Transparency International Bangladesh (TIB) and the Centre for Policy Dialogue (CPD) as being taken up better by the Care Taker Government than the elected government

the Care Taker Government does not have members of parliament to debate and vote on it. Furthermore, as this study was conducted, the media carried articles on the Care Taker Government facing constant pressure from political parties, especially those that had been in power before, challenging the legitimacy of policy decisions before general elections. They often argued against policy decisions that they perceived as only legitimately made by an elected government. There was hence scepticism and a lowering of expectations about the role and responsibilities of state institutions operating in this context by many actors, including the UN agencies.

The opportunity for civil society organisations, however, is that the Bangladesh Constitution provides a strong foundation and commitment to the equality of all citizens. The challenge on the other hand, is that despite the 'enabling' constitutional provisions, there still remains a vast majority of the population who are unable to realise their right to development. Most civil society organizations (CSOs)/national and international non-governmental organisations (NGOs) and donors are therefore committed to the promotion of human rights and good governance in the country through ensuring that the most marginalized and vulnerable groups are properly included in the development process.

The rapid growth in number and average size of NGOs in Bangladesh over the past decades suggests that the Bangladesh government is supportive of the work of civil society organisations. This, however, should be seen in the context of the humanitarian assistance programmes during the decades that followed the post-1971 independence war when NGOs worked together with the government on reconstruction projects. As NGOs have become more independent and taken up main stream development and advocacy roles, backed by high incomes from foreign donors, the relationship has had conflicts and tension points. These conflicts have taken different intensities and forms depending on the kinds of governments that have been in power at different times in the history of the country. Some researchers have attributed the causes of some of these conflicts to the government becoming jealous at the growth and close relationships that some NGOs have cultivated and enjoyed with donors.

The interviews that were carried out regarding the current framework conditions in the country pointed mainly to tensions and difficulties concerning political-partisan civil actions versus the state regulations. This is an important factor for assessing what works and does not work in donor support to civil society to meet its diverse roles, including playing the transformative role in the development of a capable, accountable and responsive state, as stipulated in the study terms of reference. The other opportunity, besides the constitution, is that the Poverty Reduction Strategy Paper (PRSP) of Bangladesh has put good governance as an important pre-condition to ensure the achievement of the Millennium Development Goals (MDGs).

## 2.1 National CSO Policy and Regulation

Bangladesh's regulatory environment allows for formation of NGOs under the Societies Registration Act of 1860, Trusts Act of 1882, the Companies Act of 1993 (amended 1994) and several other laws that date back to 1962. Under these regulations, NGOs are mandated to register with either the Voluntary Social Welfare Agencies (if they are formal or informal organisations for rendering services to youths and children, for instance) or the Foreign

Donations Regulation (FDR) of 1977. The FDR forbids carrying out any voluntary activity using foreign donations unless the NGO is registered with the NGO Affairs Bureau. It is further reinforced by the Foreign Contributions Regulation (FCR) of 1982 that covers every kind of contribution from abroad.

The NGO Affairs Bureau (NGOAB) was established in 1990 in the Prime Minister's Office to implement the FDR and FCR as a one stop shop for all NGO registrations and approval of NGO projects where foreign donations or funding was involved. This registration is for five years but audited annual accounts are required every year. For each grant, the NGO has to submit the proposal, re-written into the forms that the NGOAB uses, and the letter of intent from the potential donor. However, both recent studies (LCG Bangladesh, 2005; World Bank, 2005) and respondents during this study indicate that the regulatory framework has not caught up with the realities of growth and changes in the dynamics of the NGO sector in Bangladesh. This creates inherent tensions in relations between government and NGOs, and significantly affects the scaling up of civil society practices in Bangladesh.

The NGO Bureau regulation, although acknowledged to be an improvement over the pre-1990 practice where NGOs had to submit project proposals to all relevant government ministries, was mentioned as a critical bottleneck to smooth NGO operations in all the interviews conducted. It was also one of the hot discussion issues at the final debrief meeting with donors and civil society representatives, where one of the NGO Bureau staff was in attendance. The NGO Bureau staff raised a controversial issue that the present regulatory framework does not allow for registration of intermediary organizations as NGOs. Only those organizations that directly work with the poor and disadvantaged people may have registration with the Bureau. In other words, intermediary organizations have to be registered under a separate act and the NGOs that they support have to register with the NGO Bureau in their own right. This has implications on the 'increasing outreach to a wider range of CSOs' aim of the Nordic+ donors, which is a significant situational analysis factor beyond the use of particular support models that are discussed later on in the report.

Furthermore, the Local Consultative Group (LGC) of donors study on the legal and regulatory environment for NGOs in Bangladesh identified issues of political activities, income generating activities and lack of clear accountability and internal governance rules for NGOs as the major impediments to progress in the current regulatory environment. When NGOAB staff were interviewed, they pointed out that there were capacity limitations of the NGO Bureau because there was only one office in the country (in geographical terms) handling all NGO applications as well as monitoring the use of foreign funds in the actual implemented projects. They pointed to the need for decentralisation to regions or districts, which would also reduce transaction costs for NGOs based outside Dhaka.

The 'political activities' issue, as also reflected in the LCG study, pertained mainly to the lack of a clear definition of what is 'political' and what is not and where NGOs should draw the line. For instance, the perception of 'political activities' by leaders of the Association of Development Agencies in Bangladesh (ADAB, an apex organisation) led to freezing of its foreign funding in 2001. Although ADAB is still operating as a volunteer organisation and another apex organisation, the Federation of NGOs in Bangladesh (FNB) emerged to perform the apex organisation functions that ADAB used to do, a gap still exists in the sector at the national level. At the moment some of the NGOs are members of ADAB, some are members of FNB while other NGOs have formed their own networks based on particular

themes that they wish to influence from local to national level, e.g. access to land for marginalised groups. There is no formal mechanism of cooperation among these forms of networks, resulting in a significant weakening effect at the apex level which negatively affects the building up of common civil society voices on national issues. National issues, such as lobbying for better regulatory environment for civil society, are better listened to by the government when undertaken by national umbrella bodies than by individual organisations.

It is worth noting that regarding the politics issue, most civil society representatives that were interviewed referred to politics as ‘partisan politics’ which was by no means easy to distinguish from ‘developmental politics’. On the other hand, as we carried out this study, Professor Muhammad Yunus, the Nobel laureate, demonstrated that it is possible to make the crossing of the line between civil society activity and party politics clear. He used the media to openly declare that he was forming a party and then when he noticed that the expected country-wide support from citizens was not imminent, he also openly withdrew from partisan politics and remained in civil society. He did this by writing a letter and publishing it in the news again<sup>6</sup>.

## 2.2 Civil Society in Bangladesh

During the field study, it was noted that the term ‘NGOs’ rather than ‘CSOs’ was mostly used in both verbal conversations and in writing, including in most big studies conducted recently<sup>7</sup>. Furthermore, it was observed in this study that all responses from donors and CSOs interviewed categorised the organisations we looked at as ‘professional NGOs’. Various authors in an edited volume, ‘Governance: South Asia Perspectives’ (Hye, 2000), which focuses on Bangladesh, distinguish civil society from NGOs and argue that a strong NGO sector is not synonymous with a strong civil society. Civil society has, amongst its key objectives and approaches, social mobilisation for advocacy or influencing the state either in terms of improving its institutional capacity or effectiveness of its policies. As regards policies, the aim is to influence the state to form new pro-poor policies, reform existing policies or implement good policies so that they show positive results in people’s livelihoods (Verulam, 2005). NGOs, on the other hand, are associated with activities/ projects that are backed by donor funding and ‘professional’ management capacity in the organisations<sup>8</sup>.

There has been a growing trend towards advocacy functions, which also means that the traditional NGO in Bangladesh has had to adopt or otherwise strengthen different kinds of relationship with the state in order to deliver results, in civil society terms. This is necessary despite the fact that historically Bangladesh has been involved in social movements and

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<sup>6</sup> *The Daily Star*, Friday, May 4, 2007, Dhaka

<sup>7</sup> Such as the three 2005 studies on ‘NGOs in Bangladesh: Legal and Regulatory Environment’, ‘The Impact of BIG NGOs on Poverty and Democratic Governance in Bangladesh’, and ‘The Economics and Governance of Non Governmental Organizations (NGOs) in Bangladesh’.

<sup>8</sup> Mohiuddin Ahmad defines a development NGO in the Bangladesh context as an organization that is “registered with the NGO Bureau and which carries out social welfare and development programs mainly through paid staff” (Amhad, 1999, p.26).

political mobilisation. The Big NGOs study also points to changes in the sophistication of advocacy methods that different NGOs are developing in the changing political environment (ibid, 2005). The change has mainly been from advocacy as awareness raising and mobilisation to more nuanced forms that include evidence-based policy influence and expertise in communication. In terms of NGO- government relations, this has meant that NGOs are moving towards the centre stage of policy influencing. There is, however, a gap between the improving NGO professionalism in Bangladesh and the building of broad-based citizenship and governance, where greater numbers of the poor in communities engage with the state. This approach would embrace civil society beyond traditional types, such as NGOs that receive donor funding.

This is an important framework condition to establish, not only because of the manner in which the term 'NGO' is used in this report but also that the regulatory environment for civil society in Bangladesh refers mostly to NGOs rather than civil society in general. This premise carries significant implications on 'the vibrant civil society' aim that Nordic+ donors seek through this study. A recent DFID-commissioned study that also focused on multi-donor programmes in different countries, addressed the aspect of donor's engagement with 'non-NGO type' CSOs (Tembo and Wells, 2007).

In terms of numbers, recent reviews of civil society in general and NGOs in particular clearly indicate that Bangladesh has the highest concentration of NGOs per square kilometre and per capita among all developing countries in the World (Verulam, 2005; World Bank, 2005). The NGO Bureau's current figures indicate that there are 2,320 registered NGOs in Bangladesh that receive foreign funding support of which the big 20-22 NGOs receive 90% of the total funding. This study included six of these large NGOs. These NGOs make significant contributions to development in the country through their microfinance, income generation, formal and non-formal education of children and adults, health, nutrition, family planning, women's rights, environment, water and sanitation, legal aid and so forth.

On the whole, it is estimated that total aid to NGOs in Bangladesh, inclusive of country supported programmes, rose from USD 232 million (0.7% of GDP) between 1990-1995 to USD 320 million (0.7% of GDP) between 1996 and 2004 while total aid to Bangladesh as a whole fell from 4.9% to 2.9%. The share of aid to NGOs as a portion of total aid to Bangladesh has hence increased from 14.4% in the first half of the nineties to 24.5% in the current years (World Bank, 2005). All respondents in our interviews for this study, asked to reflect on the past three years, indicated that there has not been a significant change in aid flows to NGOs. This means that whereas the overall aid to Bangladesh, as a component of GDP has decreased, the proportion of aid that is provided through NGOs has remained the same. In other words, the decreasing proportion of aid to Bangladesh has not resulted in a decrease of aid channelled via NGOs.

Statistical information of NGO's in Bangladesh in the 1970s up to early 1990s shows that their main programming focus was 'social welfare'. For instance in 1989, 59% of NGOs had social welfare focus, 38% development and 3% religion (Ahmad, 1999). These NGOs were mostly group focused (men and women groups), village-based, as the centre for institutional building, promoting vertical and horizontal linkages. As Ahmad (1999) points out, these institutional features made them different from government agencies. These culturally linked institutional features in the society were useful for formation of credit groups, to the size of the Grameen Bank, rendering services to poor women and men, for instance.

As indicated above, the trends analysis conducted during this study<sup>9</sup> showed an increase in funding for advocacy and servicing the CSO community, services (in terms of small-scale enterprise development, media/information dissemination, and micro-finance) (see Annex E). The nature of donor support has been to support NGO activities as another mechanism for reaching greater numbers of poor people than focusing on the state. Advocacy support in this context has not focused on finding new ways of enabling better NGO engagement with the government on policy making. NGOs/CSOs have also been increasingly preoccupied with the financial sustainability of their organisations in preparation for a possible future reduction or withdrawal of donor support through civil society. This has led to commercialisation of significant components of NGO activities, through micro-finance initiatives or contracting out some of the skills to other NGOs or donors in order to raise funds for building up reserves. This reality was worrying for most of the CSOs that were interviewed. The issue of concerns for sustainability and how they affect NGO delivery of their core missions or business was adequately discussed in the earlier findings by the 'Big NGOs' study (Verulam, 2005) and hence not explored in this study.

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<sup>9</sup> Although these trends were captured, they were based on a subjective analysis of key informants during the study. There is no coherent study mapping out both the types and dynamics of CSOs in Bangladesh at the moment. Donors that were interviewed indicated that they mostly use calls for proposals, information from other donors or from CSOs that they are already supporting in order to find other CSOs that they can support.



### 3 Donor Support Models in Bangladesh

Donor support to civil society has in this study been described based on three main criteria. These include whether donor support is provided unilaterally (Uni) or jointly with other embassies (with some type of formal agreement or coordination between the donors); as direct support (Direct), where the embassy directly engages with a particular CSO or through an intermediary (Int), such as an umbrella or network NGO. The last criteria category is whether it is core funding (Core) that is provided, supporting outcomes and not detailed project activities based on established CSO credibility or project funding (Project) where funding is tied to specific project activities and outputs. The three way typology below shows the various combinations within which the country-level donor supported CSO programmes were analysed and recorded.

**Table 3.1: A Typology of Donor Support Models**

	Direct		Indirect	
	Project	Core	Project	Core
<b>Unilateral</b>	Uni-Direct-Project	Uni-Direct-Core	Uni-Int-Project	Uni-Int-Core
<b>Joint</b>	Joint-Direct-Project	Joint-Direct-Core	Joint-Int-Project	Joint-Int-Core

This categorisation was derived from a number of recent studies, including ‘A survey of Civil Society Support Models’ (Sida, 2005) and the ‘Multi-donor support models and engaging with non-traditional CSOs study’ (Tembo and Wells, 2007). The Bangladesh country study showed that donors were using all the three categories of models, but especially ‘Direct Funding’ and ‘Joint Funding’ as shown in Table 3.1 below. The table is derived from data provided by the Nordic+ donors as part of this study.

**Table 3.2: Number of Programmes Supported for each Support Model**

Support Models in Bangladesh: Total for Canada, Sweden, Norway and UK	No. of CSOs Supported
Direct support to NGO/CSO, core funding	21
Direct support to NGO/CSO, programme/project funding (output oriented)	35
Unilateral Support through intermediary: Umbrella CSO (sector/theme support)	0
Unilateral Support through intermediary: International NGO (in-country)	2
Unilateral Support through intermediary: UN agency	0
Unilateral Support through intermediary: Regional body	0
Unilateral Support through intermediary: National Govt. entity	0
Unilateral Support through intermediary: Local Govt entity	0
Unilateral Support through intermediary: Private enterprise	0
Unilateral Support through intermediary: Research organisation	1
Unilateral Support through intermediary: Foundation (with Board)	1
Joint Fund (with board) (Basket Fund)	13
Joint Fund through intermediary - Umbrella CSO (sector/theme support)	0
Joint Fund through intermediary – INGO	0
Joint Fund through intermediary – Private enterprise	0

Table 3.2 shows that most support to CSOs in Bangladesh is provided through use of 'Unilateral Direct Support' and 'Joint Fund (basket)'. It should be noted, however, that in actual practice, the term joint funding (basket) is used as donor 'co-funding' and is executed in two ways. The first method is where a number of donors agree to support a particular programme/project to be implemented by one NGO. It may be an informal understanding/agreement of the donors, it may also be formalised through execution of a memorandum of understanding between all the donors involved. Then each of the donors proceeds through their own policy and enter into individual contracts with the NGO for their share of the support. The second mechanism is where one of the donors takes the lead role and accepts the responsibility of coordination as well as fund management on behalf of all the donors. Although donors use both methods in practice, the first approach is seen as less cumbersome than the second. Similarly, several of the 21 'Core' funding programmes indicated in Table 3.2 above, are also in practice supporting other CSOs and hence fitting with the 'Joint funding through intermediary' model, especially for sectoral or theme support. Examples for these types of programmes included SAMATA and Nijera Kori, where SAMATA uses multi-donor funding to work with its 125 partners and community-based women and men groups on land issues.

Ultimately, there were varied configurations of models of donor support to civil society in Bangladesh that were identified in this study, with each of them having its own advantages and disadvantages. The following section, highlights the individual Nordic+ donor policy frameworks, within which they provide support to Bangladesh as a country in general and to civil society organisations, specifically. The section sets the broader context within which a more detailed discussion of the specific models is provided in the latter sections.

### 3.1 Canada

The Canadian programme is based on the 'CIDA's Country Development Programming Framework for Bangladesh 2003 – 2008' (CDPF), which is aligned with Bangladesh's 2005 PRSP. Through the CDPF, Canada aims to contribute to poverty reduction by focusing on 'three mutually reinforcing objectives: social development (health and education), governance, and the private sector'.

In terms of support to CSOs, Canada provides support through two main avenues; the 'Canada Fund for Local Initiatives in Bangladesh' and the 'Gender Fund', both of which are managed by direct funding. The Canada Fund aims to support small scale initiatives in education, health, water and sanitation, and has recently (2006-2007) been used for supporting governance and mobilisation objectives for 4 CSOs<sup>10</sup>. The Gender Fund is specifically focused on '*promotion of human rights for women* – by improving women's security and strategic needs through promotion and implementation of national &

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<sup>10</sup> These include support to UTTARAN for strengthening the electoral rights of disadvantaged people including the disabled, and reducing violence during elections in 11 constituencies; GONO KALYAN SANGSTHA, for citizen awareness for strengthening elections; and GHANDHI ASHRAM TRUST, aimed at strengthening the role of civil society and local electoral bodies to ensure human rights and good governance in Noakhali and Feni districts.

international conventions and treaties to which the GOB is a signatory', and '*promotion of women's participation in decision-making* – through women's improved access to basic human needs, social and economic resources' (see [www.cidapsudhaka.org](http://www.cidapsudhaka.org)).

The general trend has been the reduction in number of projects supported under the Canada Fund and the increase in that of the Gender Fund (see Annex E for individual programme figures). In this case, the number of projects/programmes under Canada Fund has decreased from 18 to 6 between 2004 and 2007 while those under the Gender Fund have increased from 7 in 2004 to 15 in 2007. In terms of funding, the Gender Fund has a budget of 2.5 million Canadian dollars for six years. This is the 5th year of Gender Fund 3rd phase and the total amount that has been committed so far is Cdn\$ 1,749,301. Funding for the Canada Fund on the other hand has been reduced from Cdn\$ 900,000 to Cdn\$ 250,000 (72%) in the past 3 years the actual expenditure on the Gender Fund has increased from CAD 284,480 to Cdn\$ 510,696 (79%). The Canada Fund is said to have been developed to create visibility of the embassy investments in Bangladesh and is now being taken back into the Foreign Ministry.

The majority of the funding is provided as direct support to programme/project (Uni-Direct-Project, as per the typology above), which is managed through a dedicated Project Support Unit (PSU). Non-financial capacity development support to small CSOs is a significant part of this programme. According to the interview with the Gender Fund staff, the 'Unilateral Direct-Project' funding model has been useful mainly in terms of providing support to small CSOs and hence increasing donor outreach to CSOs by Canada on the gender theme. In other words, the choice of the support model was informed by the need to expand a donor chosen or preferred sector, which also one of the sectors in the Bangladesh PRSP.

This support, however, is hampered by the fact that it is not based on a comprehensive study nor database of CSOs working in Bangladesh. Some CSOs access the guidelines on the website, while others are identified through the "Big NGOs" study and through the grapevine approach – information from other donors and other CSOs.

The harmonisation agenda through the Paris declaration is influencing the move towards working with other donors but the interview with Canada further indicated that sectoral preferences, such as in the case of gender, prevail in the donor's decision to support CSOs.

## 3.2 The United Kingdom

The UK's Department for International Development (DfID) support to civil society is premised on the Bangladesh Country Assistance Plan, DfID's policy paper on working with civil society (DfID, 2005), as well as the White Paper on 'Making Governance Work for the Poor', with its key principles of developing 'Capable, Accountable, and Responsive States', 'the CAR approach' (DfID, 2006). In this broad DfID policy framework, the role of civil society is seen as including building voice and accountability, providing services and humanitarian assistance and promoting awareness and understanding of development. In practice, however, DfID has in the past supported voice and accountability through civil society in parallel and, alongside but not necessarily connected to support to the supply side initiatives aimed at building state capability. These parallel programmes in

Bangladesh include, for instance, the ‘Human Rights and Governance Programme’ (HUGO)<sup>11</sup> started in 2000. These programmes benefited from studies, such as the 2002 ‘Driver’s of Change’ study in their focus but still not directly engaging CSOs with the state.

The publication of the 2006 White Paper on governance is regarded as having shifted the paradigm with which DFID works on voice and accountability. It is now enabling the shift towards providing strategic support to civil society organisations working in alignment with DFID’s commitment to building an effective state that delivers for poor people. Studies such as the ‘Big NGOs study’ (Verulam, 2005) are also able in this regard to properly inform DFID to locate the contributions of CSOs to state building in exploring the CSO-government relations.

DFID Bangladesh supports eight CSO programmes with a budget commitment of GBP 46.5 million over the past three years. Of these eight programmes, two are supported in a ‘Joint Funding’ model with Sweden and two with Norway. The general approach for DFID is to move away from a scatter-gun approach to focusing on a few programmes and encouraging multi-donor support. This reflects the reduction or freezing of the number of staff that have to support the increasing size of DFID budget. In moving towards multi-donor funded (Joint-fund model) programmes, DFID Bangladesh is already facilitating Manusher Jonno Foundation (MJF), which has a budget of GBP 13.5 million for five years that ends in 2007. The budget is planned to rise exponentially in the next phase (2008- 2012) because of DFID’s own plan to double the budget commitment and the planned joint funding with the Netherlands Embassy, Sweden and Norway<sup>12</sup>.

The governance impetus in DFID Bangladesh has also led to a number of other parallel proposals of joint donor approaches to funding poverty reduction in Bangladesh. These include the local challenge fund called ‘Economic Empowerment of the Poorest (EEP), a GBP 65 million programme focusing on the poorest strata of the population. At the same time, DFID is also developing big multi-donor programmes in the private sector aimed at pro-poor growth, which include the KATALYST (budget estimated at GBP 35 million over four years) and Regulatory and Investment Systems improvement for Enterprise growth (RISE), with a budget estimate of GBP 50 million over eight years<sup>13</sup>. Another programme being

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<sup>11</sup> The HUGO programme was the basis for the Manusher Jonno, supported by DFID and managed by Care International from 2002 and then currently Manusher Jonno Foundation, registered as an independent organisation to support CSOs on human rights and governance.

<sup>12</sup> New budget commitments, however, will not necessarily translate to a corresponding doubling or tripling in numbers of CSOs reached. This is because MJF is committed to servicing the same partners from one year to another as they grow their expertise and capacities and hence demand for more funds in each additional year. In other words, most of MJF partners are on a graduation curve in their budgets starting from micro grant to small, medium, large and finally macro grant (see Annex D for the current coverage). This means that MJF will only make a few additional new members in each year unless there was a five times or more increase in funding. As a donor support strategy, this case points to the inherent balancing dilemma between outreach in terms of numbers of CSOs and the quality of CSO support provided by an intermediary. MJF focuses more on the later than the former

<sup>13</sup> The RISE programme is meant “to strengthen the enabling environment, which better enables enterprises to create more and better jobs for the poor, especially women”. The KATALYST programme is aimed at “increasing the competitiveness of small and medium enterprises in selected areas and sectors” of Bangladesh focusing mainly in the rural areas.

proposed under similar arrangements is 'Access to Justice' which has the aim of providing and scaling up proven alternative dispute resolution, legal aid and community policing services to poor people through large intermediary CSOs and small community based organisations.

These programmes and the big sizes of their funding suggest a lot of risk-taking on the part of DFID as well as brokering new ways of working beyond the traditional partners in development. From the interviews with DFID Bangladesh staff, the shift to the intermediary model in a joint funding arrangement is strategic in the sense that it helps to achieve the following:

- ensure a coherent and coordinated approach to a particular sector (eg human rights and governance) in Bangladesh for poverty reduction
- (in the case of MJF) increase support for CSOs that will empower citizens in ways that complement efforts to build state capability
- reduce budget lines in the DFID portfolio whilst simultaneously trying to increase impact (more effective use of DFID resources)
- ensure better programme monitoring to ensure value for money, good financial management and to minimise fiduciary risk (as a result of the shrinking budget for administration to provide the required staff time)
- support a wider net of innovative and effective approaches to improve accountability and responsiveness beyond the usual CSO partners

### 3.3 Norway

Norway uses the mechanism of signing a Memorandum of Understanding (MOU) with the Bangladesh government, which then guides the development operations, including support to civil society. The 2002 MOU was in use at the time of this study. It was linked to the Bangladesh Interim PRSP (I-PRSP) because the full PRSP was agreed a year later, in 2003.

According to the MOU, 'the Norwegian Embassy is committed to Bangladesh's poverty reduction efforts by focusing on reduction of income poverty and improving social services (especially education), within the framework of good governance. Under this arrangement, financial support is also provided to non-governmental organisations, multilateral organisations and private enterprises "in line with the Bangladeshi Government's rules and regulations'. The rules and regulations for civil society support in this case include the NGO Bureau registration and the associated practices discussed in section 2 above.

In terms of specific support to CSOs, Norway is supporting a total of nine NGOs/CSOs through a unilateral arrangement and five programmes jointly with other donors. Norway is also a partner in supporting CPD under the banner 'like minded' group of donors lead by CIDA' and has a contract with Manusher Jonno Foundation for providing NOK 30 million over a period of three years. As indicated above, MJF is also supported by DFID.

The 'Direct Support: Core Funding' model is used in all of these programmes. Norway therefore, provides most of its funding to organisations that have established credibility on particular themes that relate to the Embassies' objectives. The fact that Bangladesh Rural Advancement Committee (BRAC) is supported on two education initiatives (Primary

Initiative in Mainstream Education – PRIME and BRAC Institute of Education) is key evidence to this fact<sup>14</sup>.

The interview also showed the trend towards joint funding models for fewer NGOs in the future, in order to achieve the donor harmonisation objectives under the Paris declaration.

### 3.4 Sweden

Swedish Sida's support to civil society in Bangladesh is premised on 'Sida's policy for civil society' (Sida, 2004) in general terms and on the 'Country Strategy for Development Cooperation with Bangladesh' in terms of specific application to Bangladesh. The objective is *'to promote the development of a vibrant and democratic civil society in which people have the opportunity to act together to influence the development of society and/or improve their living conditions'* (Sida, 2004, p. 20).

The Country Strategy for Development Cooperation with Bangladesh' (Sida, 2002) has the main objective of cooperation as *'to help improve living conditions for the poor, with particular emphasis on women and children'*. This is to be achieved through development programmes in health and education, and also emphasis on promotion of local government, democracy, economic development and human rights

Swedish support overall, is around 1.2 to 1.8% of the total international development assistance to Bangladesh, with most funding provided of work with other donors. Compared to other Nordic+ donors that provide support to civil society through a joint funding model in Bangladesh, Sweden has the highest number of programmes supported through this modality. Sweden also represents the most diversity in use of different models to support civil society. It was apparent during the interview with Sida that the use of various models is for administrative reasons rather than strategic placement of resources for better support to civil society for their diverse roles.

### 3.5 Others Donors

The Asian Development Bank (ADB) has a civil society programme that is supported within the *'ADB-Government-NGO Cooperation'* framework for action policy. The aim is to promote *'improved conditions for wider and more effective participation in decision-making, including decision making by civil society'* (ADB, 2003, p.vi).

ADB supports civil society, in terms of funding, only through the government so that NGO selection is done by the government. This in our categorisation of models falls into the support through intermediary model, where the intermediary is the government, both national and local. Some of the projects supported by ADB in this way include BRAC for the non-formal education; Marie Stoppes, for the Urban Primary Health Care, and for the small scale water resource project. The focus on cooperation among the ADB, government and

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<sup>14</sup> Another example of direct core funding support to an established and credible NGO is the 10million NOK granted to Ain O Shalish Kendra (ASK) on 28 March 2007, for a five years for work on "establishing the rule of law based on the principles of equality, democracy, human rights, justice and gender equality" (see [www.norway.org.bd/misc/print.aspx?article](http://www.norway.org.bd/misc/print.aspx?article) accessed on 3<sup>rd</sup> June 2007. ASK has been working since 1986

NGOs, with emphasis on enhancing transparency and access to information as described in the policy framework, could strengthen CSO engagement with the government.

The European Commission (EC) supports Bangladesh through a policy framework articulated in its Country Strategy Paper, of which the new one (from 2007 – 2013) was released during the time of this study. The focal areas are ‘human and social development’, ‘good governance and human rights’, and ‘economic and trade development’; and non-focal areas of ‘environment and disaster management’ and ‘food security and nutrition’.

In terms of support to civil society/‘non-state actors’, the EC works through the ‘geographical’ and ‘thematic’ budget line. In ‘geographical budget lines, the EC provides support to CSOs through governments, acting as an intermediary, contracting CSOs for particular tasks within the government projects. The ‘thematic budget lines’ on the other hand are provided through competitive call for proposals to all civil society that consider themselves eligible. The programmes are meant to be demand-driven, with a focus on working with non-state actors and local authorities

The EC's approach relates to both the direct and intermediary models discussed under Nordic+ donors above. However, EC regulations mean that the intermediary organisation, especially if it is a civil society organisation itself, cannot appraise and offer grants to other CSOs. This is done by the EC through a ‘call for proposals’ tender process, in order to avoid conflicts of interests. Furthermore, the EC promotes CSOs working in consortia with CSOs themselves leading the consortia. However, unlike other donors, the consortium members have to be listed and assessed in the application for funding. This is different when the intermediary is a UN agency, for instance. For example, the Chittagong Hill Tracts project, where UNDP with EC funding is giving grants to 19 local NGOs using a project local committee to approve these NGO grants. The local community owns the grant facility and uses it to award grants to local NGOs for various activities.

USAID supports CSOs in Bangladesh through US NGOs, such as the Ford Foundation, Winrock International and Save the Children US, which then work with the indigenous NGOs. This is also an intermediary model but limited to international NGOs of home origin. This has implications on an advocacy agenda, where NGOs could easily be interpreted as ‘partisan-political’. This likelihood is increased because USAID does not directly support the government because of the high corruption index of Bangladesh.

### 3.6 Findings and Conclusions

The analysis of donor policy frameworks and their relationship with the models that they use to support civil society shows a significant variation among donors that is mainly informed by administrative considerations and sectoral preferences. This implies that the analysis of advantages and disadvantages of different support models should be approached from implications that any particular model has on administrative capacities that different donors have and then their sectoral drivers. This is different from an analysis driven by the search for effectiveness in enabling CSOs to achieve their goals per se.

## 4 Analysis of Donor Funding Models

In terms of use of funding model by donors, as shown in table 4.1 below, direct core funding is provided by Norway, Sweden and DFID while direct support through project/programmes is mainly provided by Canada. In terms of the three way typology introduced earlier, this pertains to both unilateral and joint funding models.

**Table 4.1: Support Models for each Nordic+ Donor**

Support Models in Bangladesh	NORWAY	UK	SWEDEN	CANADA
Unilateral Direct support to NGO/CSO, core funding	9	8	5	0
Unilateral Direct support to NGO/CSO, programme/project funding (output oriented)	0	0	3	32
Unilateral Support through intermediary: International NGO (in-country)	0	0	2	0
Unilateral Support through intermediary: Research organisation	0	0	1	0
Unilateral Support through intermediary: Foundation (with Board)	0	0	0	0
Joint Fund through intermediary: Foundation (with board)	1	1	0	0
Joint Fund (with board) (Basket Fund)	3	4	5	0

As a general observation, core-funded programmes have higher funding levels per single organisation than the 'Direct funding: projects/programmes' (see Annex E). As explained earlier, core funding is used when the civil society has an already established credibility. Examples of these programmes in Bangladesh included the Centre for Policy Dialogue (CPD), Bangladesh Legal Aid and Services Trust (BLAST), SAMATA and Transparency International Bangladesh (TIB). These organisations are the big NGOs with which donors have developed long term relationships in order to deliver on certain outcomes using their existing management capacity. These organisations deliver very significant outcomes and impacts on the country in terms of national coverage (see 'Big NGOs study', Verulam, 2005).

The data in Table 4.1 also show that Canada is the main user of the 'Unilateral-Direct funding- Projects/ programmes' model. Through this model Canada is working on advocacy gender work, addressing a wide range of gender issues, including piloting with small funded projects, as also explained under the policy framework above. It is this ability to support various gender niche areas through directly working with CSOs that are working in those areas, investing in building their capacity and providing small funds that was most interesting.

As shown in Annex E, Canada's projects range from such objectives as 'promoting the rights of women and girl children through traditional folk culture', a key objective for LOSAUK to the 'Steps Towards Development' objective of engendering the Bangladesh PRSP. The Gender Fund also includes NGOs with a focus on areas such as 'ensuring women farmers' control over genetic resources' by Bangladesh Resource Centre for Indigenous Knowledge (BARCIK) and 'creating [an] enabling environment for participation of female journalists in



the media' by Bangladesh Nari Sanbadik Kendra (BNSK). In a society where the gender dimension of poverty is a very significant and well known factor, as in Bangladesh, such a multidimensional targeting approach and the nurturing of civil society niche areas could be critically important, especially for building mass civil society action.

The other important and prevalent model from table 4.1 is the Joint Support model which, according to the three way typology presented in table 3.1 above, can be seen in four combinations including 'Joint-Direct-Project', 'Joint-Direct-Core', 'Joint-Intermediary-Project' and 'Joint-Intermediary-Core'. In the case of Bangladesh, three of these four typologies were identified. The support provided to the Centre for Policy Dialogue for a specific project of carrying out an independent review of Phase III of Bangladesh Development Programme provided by 'like-minded' group of donors led by Canada (which also includes Norway and Sweden), is a good example of the 'Joint-Direct-Project' model. The support that several donors provide to Transparency International Bangladesh (TIB) for its corruption work, not tied to details of project activities is an example of 'Joint-Direct-Core'. The mechanism allows TIB to carryout country-wide awareness programmes on corruption in working with actors such as the media.

Lastly, examples of the 'Joint-Intermediary-Core' are SAMATA and Manusher Jonno Foundation, where they are supported to provide support to a greater number of civil society organisations than is possible with the supporting donors. It was noted, however that although SAMATA and Manusher Jonno Foundation are both intermediaries with core funding under this typology, they are different in practice in that SAMATA is more of a project/programme than an intermediary. SAMATA supports 125 Partnership NGOs (PNGOs) but also women and mens' groups as a network of actors focused on a single theme of 'Land and Agrarian Network for Development', advocating for land rights in 21 districts of Bangladesh<sup>15</sup>. Other much similar programme-type intermediaries include Nijera Kori and Steps Towards Development.

Manusher Jonno Foundation, on the other hand, is an intermediary organisation that acts both as a grant provider or local donor and as a capacity building agency for small CSOs. As at the time of the study, it had a 13.5 million pounds budget and was used to support 127 organisations within four years of operation. This was under a much broader theme of 'Human rights and Governance', which was further categorised into ten programmatic areas (such as Violence against Women, Right to Information, Governance Performance Monitoring etc, see Annex D for the full list) within which calls for proposals were being announced for various NGO projects to be funded. The call for proposals methodology, although effective at screening CSOs for eligibility, was however, seen by several CSOs interviewed as dangerous for the future of CSOs in Bangladesh if it is used exclusively. This is because it tends to indirectly make CSOs change their agendas or even leave their niche areas in order to pursue areas where funding is available, as defined in the call for proposals. Other CSOs pointed to the danger of conflicts of interests when the same

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<sup>15</sup> SAMATA has formed over 11,000 groups (more than 6,000 women) with more than 2 million group members. In addition, the Land PNGOs have formed more than 14,000 groups covering a population of 3 million group members. Through this approach, more than 93,000 acres of khas resources (land, water etc) have been recovered and redistributed to landless families in the name of both husband and wife.

organisation awards grants while at the same time does capacity building of CSOs, because the CSOs with which it works would have undue privileges in managing the tenders. MJF includes board member approval in grant management process in order to avoid this problem.

It is also possible to observe that the intermediary model has greater outreach capability in terms of numbers of CSOs than the 'Unilateral-Direct-Project' model that Canada, for example, used in its Gender Fund. The MJF type of intermediary, with a much broader objective on human rights and governance, also has greater scope to include large numbers of different CSOs than the single issue advocacy intermediaries such as SAMATA. Organisations such as SAMATA, however, have stronger relationships with their partners because the single issue advocacy focus also means that their partnership goes beyond funding arrangements into a movement for change, which is important for advocacy. MJF on the other hand uses calls for proposals to identify and support its partners, which means getting into partnership with organisations of a more diverse nature through a formalised mechanism that risks compromising on the quality of relationships with these organisations. MJF works on developing relationships with these diverse CSOs through its staff and identifying common issues on which they can advocate together, such as the 'Rights to Information Act'. This, however, makes the personality of individual MJF staff critical to the success of relationships with partner CSOs. The same challenge applies to donors, especially when they work through the 'Unilateral-Direct-Project' model but the expectation on the local intermediary to have good relationships is higher than on donors.

The associated challenge is that these CSO partners, have to successfully register with the NGO Affairs Bureau before they can receive MJF funding, as discussed in the introductory sections of this report. In other words, besides the size of budget that MJF has during each particular year, its outreach to eligible CSOs is determined by their registration status with the NGO Bureau. MJF assists its potential partners, especially the small grant category, with the registration process. To what extent and how this is done in practice, however, was not verified in this study. Ultimately, the move towards 'Joint-Intermediary-Core' has greater administrative efficiency advantages and higher outreach capacities to CSOs in Bangladesh than the other models but conditional on addressing its inherent challenges.

Given that the study did not have access to the evaluation reports of programmes supported through the various support models, it is not possible to properly compare and contrast the relationship between a particular model and the impact on poverty reduction and governance that it helps to facilitate. In other words, it is not possible to argue for one model against another on the basis of how they enable achievement of development outcomes and impacts. What the study showed instead was that the choice of models was much to do with administrative reasons, or otherwise sectoral preferences, as established earlier. All donors did not have a Bangladesh specific civil society policy strategy document as they do with the government. Only DFID and Sida had specific policies on working with civil society (2006 and 2004, respectively) as applied to all countries of the world.

## 5 Assessing Models: Trends, Strengths and Weaknesses

Trends, strengths and weaknesses of various support models were explored using criteria that included transparency, accountability, outreach, time-use, strategic directions/ fitting with donor policies, quality of dialogue, opportunities for harmonisation, diversity of activities and effectiveness in reaching objectives. These criteria were part of the interview questionnaire. The methodological difficulty, however, was that both donors and CSOs interviewed were being asked to assess the model which they were using to support CSOs or, if CSOs themselves, through which they were being supported. On the one hand, this ensured that they knew the model very well and hence enabling the interviewer to work through the ratings with the respondent without going into complexities of model combinations as reflected in Table 3.1 above. On the other hand, however, this meant that there was an intrinsic bias in the answers provided which had to be acknowledged and taken note of where possible in the analysis. It was only the intermediary model, where MJF was a clear example, that was analysed by other CSOs and donors from an independent position, although in several cases the CSOs interviewed were also being supported by MJF.

Findings from interviews showed that all models were rated strong in terms of transparency in the selection process and monitoring, outreach, diversity of activities and effectiveness in reaching objectives. The 'weak' ratings were registered on time use for the 'Uni-direct-project' support model, quality of dialogue for the 'direct: core funding' model and harmonisation opportunities for the 'direct: project/ programme support' model. The intermediary model was rated strong in all areas except on strategic directions fitting with policy of donors and donor harmonisation, both for the reason that apart from DFID, the other donors are yet to actively participate in supporting Manusher Jonno Foundation. In this case, 'strong' meant that when the particular model is used, it allows, for instance, donor harmonisation to develop.

Interestingly, most civil society assessments were consistent with assessment by donors although only three of the four Nordic+ donors were able to participate in the assessment exercise. The 'time-use transaction costs were rated 'weak' for the 'Direct: Core Funding' model by all donors. In this case, it meant 'high' transaction costs, while 'strong' as in the intermediary model, meant low transaction costs. The transaction costs for the intermediary institution were high because of the new tasks such as grantee selection and capacity building.

The comparison between civil society and donor assessment of the models shows that there is no single model that is strong in all areas, even in areas where there is greater resonance. Furthermore, the use of ratings to assess policy fit or effectiveness in reaching own objectives', was methodologically limited. For instance, the fact that there is a greater policy fit between a donor or donors and a civil society organisation using a particular model does not necessarily mean that it is a good thing for civil society, except CSOs such as CPD who are empowered to shape their own agenda and accept only donor modalities and funds that align to their missions (ref. interview discussion). Many small CSOs might not be in this position and will likely, in search for continued existence, sacrifice their niche objectives for getting donor funding. In this case, the uncontested push for greater policy fit could be destructive to some CSOs.

A richer and more useful picture of perspectives on strengths and weaknesses of models was hence obtained from allowing each civil society and donor to comment on all the models regardless of their own experience of it and in the broader context of their objectives and relationships. This was methodologically approached as an open-ended conversation during the interview and the results of these open-ended questions are tabulated below.

**Table 5.1: Direct Support – Core Funding**

TRENDS	STRENGTHS	WEAKNESSES
This model is used largely where the CSO in question has already established credibility that donors want to take advantage of and hence it does not reflect a proper trend over time	<ul style="list-style-type: none"> <li>• Arms-length enables lower transaction costs for both CSOs and donors</li> <li>• Flexibility on CSOs implementing programmes</li> <li>• Long-term relationships with donors are possible which can provide for donor's own learning</li> <li>• Can empower CSOs who have a clear agenda and credibility in the country e.g. Centre for Policy Dialogue (CPG)</li> <li>• CSO-led work, from its quality of outcomes which makes it able to retain focus in the context of donor funding</li> </ul>	<ul style="list-style-type: none"> <li>• Prone to empire building with complacent/elitist CSOs</li> <li>• Not as transparent in selection processes for both donors and CSOs</li> <li>• Weaker on accountability to citizens</li> <li>• Not able to increase reach, especially when the CSOs receiving core funding do not have a wider reach to other CSOs</li> <li>• Transaction costs can sometimes be transferred from donors to CSOs (e.g. ICDDR-B)</li> </ul>

**Table 5.2 Direct Support – Programme/Projects**

TRENDS	STRENGTHS	WEAKNESSES
Except for CIDA, through its Gender Fund programme, the trend is to move away from this model to intermediary and core funding	<ul style="list-style-type: none"> <li>• Allows direct nurturing of CSOs around some themes e.g. gender</li> <li>• High accountability and monitoring (if donor has capacity)</li> <li>• Good for time-bound aspects of development programming e.g. CPD</li> <li>• Innovation is promoted e.g. BARCIK, CMES, BNSK on women journalists</li> <li>• Empowering for communities if funding is provided directly e.g. UNDP-CHTDF.</li> <li>• Donors able to provide support when the CSO has collided with the government e.g. UTTARAN</li> </ul>	<ul style="list-style-type: none"> <li>• High transaction costs on donors and also on small CSOs</li> <li>• Mostly short term relationships that provide limited learning opportunities for both CSOs and donors</li> <li>• Could be so many projects under one donor that lack coherent impact, unless the donor is strategic</li> <li>• Not suitable when based on tendering bids as some CSOs that have emerging niche areas may not have capacity to compete</li> </ul>

**Table 5.3: Support through Intermediary**

TREND	STRENGTHS	WEAKNESSES
<p>This is the most preferred model because it combines benefits of core funding, greater reach and harmonisation because it can absorb more funding than the other two models. However, it also represents a key tension area with CSOs</p>	<ul style="list-style-type: none"> <li>• Greater attention to inclusion of smaller CSOs through a banding approach to funding (MJF bands include small, medium, large and macro<sup>16</sup>)</li> <li>• Greater outreach to many CSOs than any single donor in Bangladesh has ever achieved (250 CSOs from 62 of the 64 districts terms of MJF)</li> <li>• Capacity to offer a compact CSO/NGO servicing programme (MJF has 9 programme areas under human rights and governance)</li> <li>• Detailed responses to CSO proposals that enables incremental improvement in quality of grants</li> <li>• Capacity development using tailored-made approaches suitable for different levels of CSOs and phases of projects. Going beyond project partners is possible</li> </ul>	<ul style="list-style-type: none"> <li>• Prone to creating a bureaucracy as CSOs wanting to still relate with donors have to go through the intermediary</li> <li>• Not able to reach to niche areas of some CSOs where the bid system is the only mechanism used to reach CSOs. Many CSOs can in fact lose their niche areas in attempt to secure funding by relating to the thematic credibility criteria.</li> <li>• Lost relationship with donors, "can destroy the human face of the funding relationship"</li> <li>• Prone to conflicts of interest where the intermediary is both building capacity and offering grants. Also local foundation staff could easily get biased against or towards certain NGOs/CSOs</li> </ul>

**Table 5.4: Joint Fund/ multi-donor support**

TRENDS	STRENGTHS	WEAKNESSES
<p>e.g. Step Towards Development, SAMATA and TIB</p> <p>Preferred and might be useful to new donors or those who are less decentralised and hence more cautious</p>	<ul style="list-style-type: none"> <li>• 1 report, 1 audit for all donors, with a few additional provisions for specific donors (reduced CSO transaction costs)</li> <li>• Conducive to coordination and harmonisation objectives for donors</li> </ul>	<ul style="list-style-type: none"> <li>- Could risk funding for the CSOs as all donors have to be kept satisfied</li> </ul>

<sup>16</sup> During the time of this study, which was after eight funding rounds, there were 55 small grants, 32 medium, 13 large and 27 macro grants.

## 6 Findings and Conclusions

In order to effectively support civil society as an agenda for change, especially with regard to civil society as a demand-side mechanism for improving governance, the analysis of the various models has shown that key trade-offs have to be addressed. The shift towards joint-intermediary models need to retain the advantages of other models, such as the ‘Direct Support: programmes/ projects’ allowing for greater traction, innovativeness and nurturing of new civil society organisations that are supported within their niche areas. The diversity of programmes around a single area, as gender, as demonstrated by Canada’s gender programme, is informative of this approach. The SAMATA or Step Towards Development type of intermediaries (with mostly Joint-Direct-Core model characteristics) also have advantages in terms of the capacity to build a consensus and movement for change. These are necessary qualities to have within or among civil society operating in governance environments such as Bangladesh. The ‘Joint-Intermediary-Core’ model, such as MJF has the potential to draw on all these advantages and address administrative concerns for donors, as long as they are able to address their inherent challenges.

Innovativeness in supporting civil society in contexts such as Bangladesh requires looking into new ways of brokering transformative relationships between civil society and governments. The unpredictable political environment, over-regulated and old regulatory environment has meant that the political and transaction costs for small and new CSOs are higher than those of the big NGOs who have already developed working relationships with the government machinery. The MJF banded funding approach, for example, that aims to promote access by different size CSOs, including small ones is innovative in terms of increasing grant access and outreach. They would also be more effective in nurturing CSOs around particular issues, such as addressing violence against women by working on creating an enabling environment through lobbying for change in laws and their enactment, and empowerment of women. However MJF needs to also find new ways of dealing with or brokering the political risks that these CSOs face as they engage with the government in new ways, as a central part of the human rights and governance development goal.

Relationships and partnerships are important in any given model because the development agenda requires mutual learning between donors, societies and civil society organisations. In this situation, as alluded to by most CSOs, the direct relationship with donors are within the direct funding and core funding models. In these models, non-financial support was also recognised as a key part of the relationship with donors. One CSO representative argued, for instance, that “donors are not just givers of funding, they are also partners”. The shift towards intermediary models, therefore, should not compromise on the quality of relationship that CSOs have with donors, in areas where there is added value. This applies, for instance, where the added voice of a donor (or donors if it is a joint or harmonised arrangement) enhances a particular CSO’s advocacy voice, where the same would not be achieved with local intermediary support on its own. Donors can easily draw on their diplomatic relationships with governments, both directly and indirectly, and given that they provide support to both the government and civil society, they have greater political weight than the local intermediaries in certain advocacy areas. This, of course, should be balanced against the gains derived from allowing CSO-government conflicts to take their own course as part of developing long term and enabling relationships within the country. This suggests

that donors should reconfigure their roles in working alongside the local intermediary organisations to ensure that supportive relationships to CSOs are developed or retained without undue increase in transaction costs.

The tender or bidding system, such as used by the European Commission is very effective at promoting transparency. However, at the same time, it promotes competition and can easily lead to erosion of mission/niche areas by CSOs as they seek to align themselves with the tender criteria only for funding purposes. An exclusive tender system will be destructive to the diversity of the CSO agenda as it will only pull forward those CSOs that have learnt the game of filling forms. The strategy of combining tenders with proactive approaches to bring in representative civil society that miss opportunities because of technical skills in developing log-frames, could make a difference. The design of the MJF's capacity development programme accommodates this practice.

This study has shown examples of donor joint funding, which is helping other donors who might not have capacity to deliver their programmes to CSOs directly. There is also evidence of some donor coordination (e.g. in the core funded CSOs). However, donor harmonisation, around for instance, particular sectors has not yet been demonstrated. Instead, donors prefer working in 'like-minded groups'.

Harmonising around civil society agendas, as part of implementing the Paris declaration will require a lot of donor flexibility and willingness to take risks. This is because civil society agendas, of necessity as seen in Bangladesh, need to remain diverse and multifaceted. This, however, will favour the more decentralised donors that can easily explore outside the 'Country Assistance Plans or Strategy papers and get feedback from CSOs themselves to guide their actions and strategies. Development of country-specific civil society engagement strategies that also seek to directly link initiatives on the government with those in civil society, is recommended. As to whether donor harmonisation should be used in all CSO agendas is still questionable because some CSOs were worried with the risk of reducing predictability of donor support. This is because donors, in the spirit of harmonisation, could easily agree to stop funding certain programmes, all of them at the same time.

Intermediaries of different kinds and for different themes were recommended by CSOs during this study. They proposed that this is an opportune time to screen about 50-100 capable good NGOs, having focuses on themes, geographical coverage, networking, pro-poor agenda, gender, human rights, media, ethnic and religious minorities, vocational education, etc. On one theme there may be more than one organization (preferably 3 or 4 medium size NGOs) for covering all districts without duplications. Each of these 50-100 medium size NGOs will form partnership with another 20- 50 small local CSOs for creating greater impact of their work. It is important to understand the need to create an enabling environment for "blossoming 100 flowers, rather than one or two". The challenge, however, is on how donors can nurture these blossoming flowers without increasing transaction costs and also how to promote coherence and not competition among intermediaries. Otherwise expanding on numbers would lead to the scatter-gun approach that donors seek to avoid. In essence, it is achieving a proper balance between putting all issues under one roof in order to reduce transaction costs and providing enough flexibility in the 'Joint- Intermediary-Core' model' in order to provide opportunities for different kinds of civil society organisations.

The question of sustainability was critical in this study and considerations of how donors can facilitate or support the formation of 'Endowment Funds' was recommended by CSOs. An example of the 'Palli Karma Sahayak Foundation (PKSF) that was set up and an Endowment Foundation for micro-credit activities was given, which has relieved the pressure for the need for external support on micro-credit. Programmes such as the MJF and the EEP could be channelling a lot of donor funding to CSOs but they have no mechanisms for ensuring financial sustainability.



## Annex A: Program and List of Informants

APRIL	PEOPLE CONTACTED AND MEETING SCHEDULE
26	Arrival of Fletcher Tembo and introductory meeting of both consultants.
27	Meeting of the consultants and discussions on study materials, discussion guides, etc.
28	Meeting of consultants on selection of criteria and tentative selection of CSOs.
29	Meeting of two consultants on preparation of next day's briefing meeting with the Nordic+ donors and finalizing selection of CSOs and other necessary matters.
30	<p><b>Briefing Meeting with Nordic+ donors:</b></p> <ul style="list-style-type: none"> <li>• <b>DFID:</b> Dr Indranil Chakrabarti, Social Dev. Advisor + Malina Antonia Gomes, Deputy Programme Officer.</li> <li>• <b>Norwegian Embassy:</b> Arne Haug, First Secretary + Arup K Biswas, Senior Advisor (Development Affairs).</li> <li>• <b>Canadian High Commission:</b> Sylvia Isam, Senior Development Advisor.</li> <li>• <b>Swedish Sida:</b> Rehana Khan, Programme Officer.</li> </ul>
<b>MAY .</b>	<b>Meeting with Canadian CIDA:</b>
01	<ul style="list-style-type: none"> <li>• Sylvia Isam, Senior Development Advisor (Interview).</li> <li>• Hasina A. Inam, Gender Coordinator (Interview).</li> </ul> <p><b>Overall discussion of NGOs/CSOs context of Bangladesh with a small group of CSO leaders:</b></p> <ul style="list-style-type: none"> <li>• Kamrul Hassan Monju, Executive Director-MMC</li> <li>• Dr Kolimullah, Chairman- Public Administration, Dhaka University &amp; Convenor- JANIPOP Election Monitoring forum.</li> <li>• Shanjib Drong, an Indigenous Community leader &amp; tribal activist.</li> </ul>
02	<b>Steps Towards Development:</b> Mr. Ranjan Karmaker –ED (Interview).
03	<p><b>TIB:</b> Mr. Iftekhar Zaman-ED (Interview).</p> <p><b>Steps Towards Development:</b> Second and special interview with Mr. Ranjan Karmaker –ED</p> <p>Meeting with Norwegian Embassy</p> <p><b>Nijera Kori:</b> Khushi Kabir-ED (Interview).</p>
04	<p><b>BARCIK:</b> Sukanta Sen- ED (Interview).</p> <p><b>MMC and other Media partners:</b> Attended a half day national workshop on “Access to Information” on the eve of World Press Freedom Day.</p> <p><b>Field Visit:</b> Visited two suburb working areas of Steps Towards Development. One group is social student-volunteers and the other is Community-based socio-cultural group.</p>
05	<p><b>MMC:</b> Md Kamrul Hassan-ED (Interview).</p> <p><b>Samata:</b> Md. Abdul Kader-ED and Sohel Ibn Ali- Director –Advocacy (Interview).</p>
06	<b>USAID:</b> Mrs. Mahmuda (Interview).

	<p><b>Manusher Jonno:</b> Ms. Shahin Anam- Team Leader (Interview).</p> <p><b>Ain-O-Shalish Kendra (ASK):</b> visited informally for initial contact and for appointment for an interview.</p> <p><b>IDF:</b> Dr Dibalok Singha-ED and Dr Masudul Quader-Director Program (Interview).</p>
07	<p><b>Asia Development Bank (ADB):</b></p> <p><b>UCEP:</b> Brig. Gen aftab uddin Ahmed-ED (Interview).</p> <p><b>CPD:</b> Dr Debapriya Bhattacharjea-ED (Interview).</p> <p><b>Uttaran:</b> Ms. Fatema Halima Ahmed- Program Coordinator (Interview).</p>
08	<p><b>DFID:</b> Dr Indranil Chadrabarti- Social Development Advisor (Interview).</p> <p><b>European Commission:</b> Febrizio Senesi- Program Officer (NGOs Affairs)</p> <p><b>BNSK:</b> Nasimun Ara Huq- President, Parvin Sultana Jhuma- Secretary, Aktar Jahan Malik- Treasurer</p> <p><b>Naripakkha:</b> Nasima Aktar- Programs Director (Interview).</p> <p><b>CMES:</b> Prof. Md. Ibrahim- ED and Ms. Daisy- Program Coordinator (Interview)</p>
09	<p><b>ICDDR-B:</b> David A. Sack, MD (Interview).</p> <p><b>The Asia Foundation:</b> Jerome Sayre-Deputy Country Representative and Shahjahan Kabir-Program Advisor (Interview).</p> <p><b>Preparation for the debriefing on 10<sup>th</sup> May</b></p>
10	<p><b>Debriefing and Presentation of main findings and recommendations:</b></p> <p><b>Present were-</b> Arup K. Biswas- Senior Advisor (Norwegian Embassy); Nasimun Ara Haq- Chairperson (BNSK); Kamrul Hassan Monju-ED (MMC); Tahera Jabeen- Senior Development Advisor (CIDA/CHC); Hasina Inam- Gender Coordinator (CIDA/PSU); Zahirul Alam- ED (IDF); Hassan Banu Daisy- Program Coordinator (CMES); Ranjan Karmakar- ED (Steps Towards Development); Iftekhar Zaman- ED (TIB); Armana Ahmed-(ICDDR); Fatima Halima Ahmed- Program Coordinator (Uttaran); Febrizio Senesi- Program Officer-NGOs Affairs (EC); Rehana Khan- Programs Officer- SIDA; Ol Hallsren – Head of Development Cooperation (Embassy of Sweden); O.N. Siddiqua Khan-Director (NGO-Affairs Bureau); Md. Salim Ahmed Yusuf- Program Manager (MJF); Sohel Ibn Ali- Director- Advocacy (Samata); Dibalok Singha- ED (DSK); Indranil Chakrabarti – Social Development Advior (DFID).</p>
12	<p><b>NGO-Affairs Bureau:</b> Md. Alimussan-DG, O.N. Siddiqua Khan-Director and director.</p>

## Annex B: Documents Consulted (partial list)

- Ahmed, M. (1999) *Bottom Up: NGO Sector in Bangladesh*, Community Development Library, Dhaka
- Ahmed, M. (2000) *The Other Option: NGO's and People's Praxis*, Community Development Library, Dhaka
- CIDA (2006) *CIDA's Country Development Programming Framework for Bangladesh 2003 – 2008*, CIDA
- (DFID, 2006) '*Civil Society and Development: How DFID works in partnership with civil society to deliver the Millennium Development Goals*,' DFID Palace Street, London
- DFID (2002) *Bangladesh Supporting the Drivers of Pro-poor Change*, DFID
- Hye, H. (2000) (ed.) *Governance: South Asia Perspectives*, The University Press Limited, Dhaka
- Key, J. (2000) 'Civil Society and Good Governance: Relevance for Bangladesh', in H. Hye, (ed.) *Governance: South Asia Perspectives*, The University Press Ltd, Dhaka
- Local Consultative Group (2005), 'NGOs in Bangladesh: Legal and Regulatory Environment'
- Verulam Associates (2005), 'The Impact of the BIG NGOs on Poverty and Democratic Governance in Bangladesh', a DFID Bangladesh

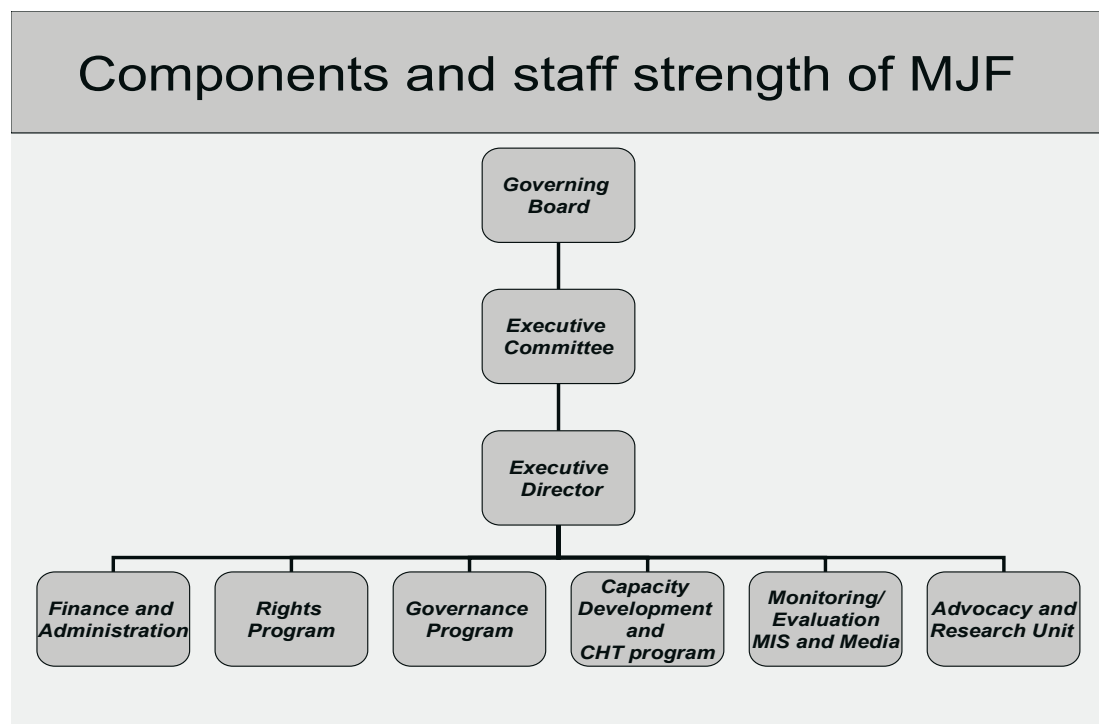
## Annex C: Framework Conditions for CSOs

*Mapping with key informants who have good knowledge of overall CSO situation*

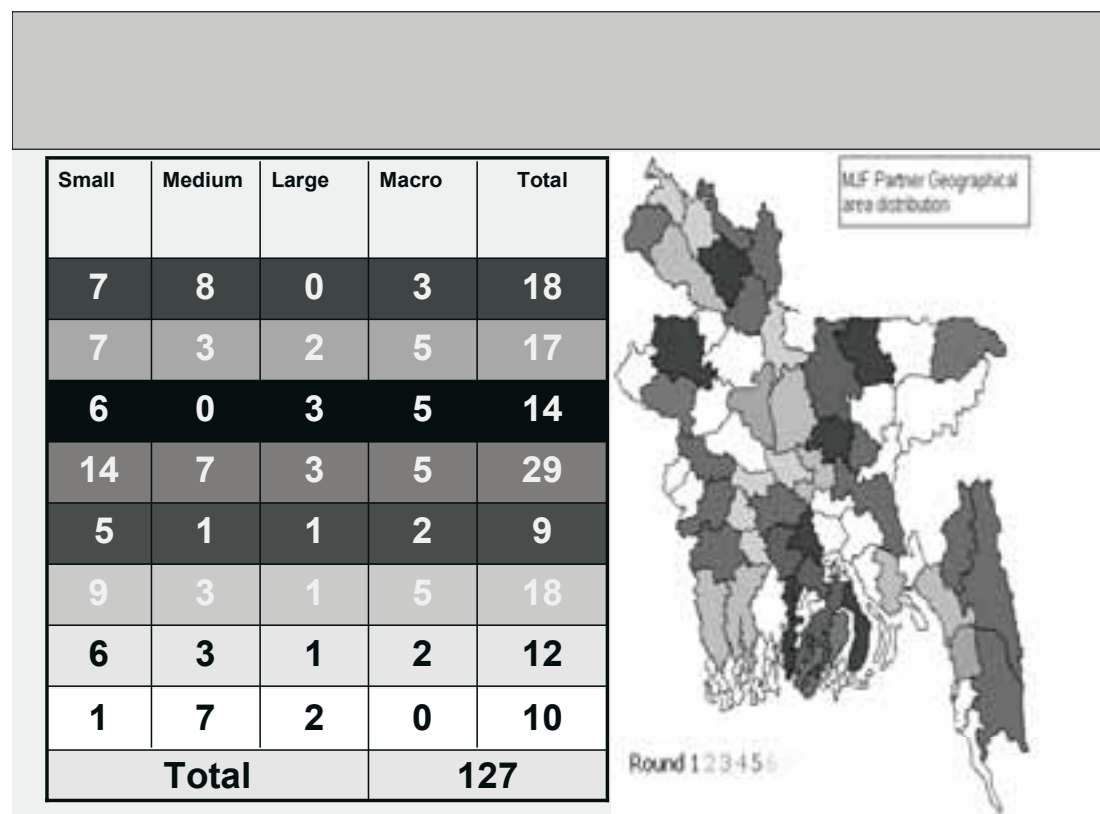
Type of CSO:	Professional NGO, usually not member based (many / few) What is the trend? ↗ - ↘	CBO, member based, interest groups (non-traditional, (many / few) What is the trend? ↗ - ↘
Type of activity:		
<b>Service Delivery:</b>		
Health services	↘	↘
HIV/Aids	↗	
Education		
Water and sanitation		
Rural development and agriculture	↘	↘
Small-scale enterprise development	↗	↗
Microfinance	↗ ↗	↗ ↗
Media, information dissemination	↗	
Environmental management		
Other (list separately)		
<b>Advocacy:</b>		
Human rights, general	↗ ↗	↗ ↗
Poverty monitoring	↗	↗
Gender and children's rights	↗	↗
Good governance, anti-corruption	↗	↗
Other (list separately)		
<b>Servicing the CSO Community</b>		
Capacity development, training	↗	↗
Research, knowledge management	↗	
Networking, sector coordination	↗	↗
Funding channel, umbrella manager	↗	
Regional focal point	↗	
Other (list separately)		
<b>Promoting membership or group interest</b>		
Labour unions, peasant associations	↘	↘
Cooperatives	↘	↘
Employers' ass'ns, chambers of commerce	↘	↘
Professional associations (teachers' etc)		
Faith-based (focus on faith-based actions)		
Ethnic based		
Other (list separately)		

## Annex D: Intermediary Model: Manusher Jonno Foundation

### (a) Structure



### (b) Size and geographical outreach of Manusher Jonno Foundation



(c) Programmatic outreach of Manusher Jonno Foundation as at June 2007

<b>MJF Support in Programmatic Areas</b>	
<b>Programmatic Areas</b>	<b>No. of projects</b>
<b>Violence Against Women</b>	<b>20</b>
<b>Rights of Marginalized and Poor</b>	<b>34</b>
<b>Worker Rights</b>	<b>16</b>
<b>Access to Justice</b>	<b>7</b>
<b>Child Protection and Development</b>	<b>14</b>
<b>Right to Information</b>	<b>7</b>
<b>Improving local Governance</b>	<b>9</b>
<b>Governance Performance Monitoring</b>	<b>7</b>
<b>Socio Economic Development of Chittagong Hill Tract</b>	<b>9</b>
<b>Others including Corporate Governance</b>	<b>4</b>
<b>Total</b>	<b>127</b>

## Annex E: Nordic+ Programmes in Bangladesh

Donor: UK – Department for International Development – funding in GBP (rounded off)

Name	Type of Model	Project Name / objective of programme/project	Total Period of funding	Funding 2005	Funding 2006	Funding 2007	Role of CSO *
SAMATA - CSO	la	Empowerment of the Landless Through Resource Mobilization <b>Objective:</b> Landless men and women in Samata's working areas gain access to more resources, experience less exploitation and social mobilisation strategies are more widely replicated by network partners in western Bangladesh	2001-2008	BDT 255 mill	BDT 265 mill	BDT 319 mill	B,C
NK	la	Nijera Kori - Social Mobilisation, Voice & Democracy Programme <b>Objective:</b> Nijera Kori members and their allies increase the pressure on government, political and other elites, to provide better access to decision-making processes, resources and services for poor men and women	2001-2008	BDT 124 mill	BDT 136 mill	BDT 136 mill	B,C
BLAST	la	Bangladesh Legal Aid and Services Trust BLAST <b>Objective:</b> To strengthen the capacity of the Bangladesh Legal Aid Services Trust (BLAST) to provide effective legal services , and advocate for increased access to justice for poor women , children and men in Bangladesh	2003-2008	BDT 87 mill	BDT 113 mill	BDT 128 mill	B,C
TIB	la	Transparency International Bangladesh - Making Waves Project <b>Objective:</b> Increased demand by men and women for transparency in public, non-profit and private sector transactions	2003-2007	BDT 60 mill	BDT 138 mill	BDT 132 mill	B,C
MJ	la, Ila	Manusher Jonno (People for People)- Human Rights and Governance Programme - HUGO Fund <b>Objective:</b> To enhance the capacity of, and opportunities for, poor men, women and children to demand improved governance and recognition of their rights.	2002-2007	GBP 2.66 mill	GBP 9.95 mill	GBP 3.5 mill	A,B,C
BRAC CFPR	la	Bangladesh Rural Advancement Committee Challenging the Frontiers of Poverty Reduction: Targeting the Ultra Poor Targeting Social Constraints <b>Objective:</b> Improved livelihood practices of the poor,	2002-2006	GBP 4.1 mill	GBP 6.4 mill	GBP 2.9 mill	B,C

<p>FIVDB- Education</p> <p>la</p>	<p>particularly the ultra poor, are established as replicable models and debated by development partners at the national level.</p> <p>Friends in Village Development Bangladesh (FIVDB), Active Learning Core Project</p> <p><b>Objective:</b> To demonstrate effectiveness and sustainability of Active Learning Method (ALM) and child centred approaches</p>	<p>1999-2007</p>	<p><b>GBP 240,000</b></p>	<p><b>GBP 305,000</b></p>	<p><b>GBP 340,000</b></p>	<p>B,C</p>
<p>UCEP- Education</p> <p>la</p>	<p>Underprivileged Children Education Programme - UCEP (Phases I - V)</p> <p><b>Objective:</b> Urban working/underprivileged children (boys and girls) to receive basic education and skills training and employment in gainful professions.</p>	<p>1994-2007</p>	<p><b>GBP 927,000</b></p>	<p><b>GBP 1.16 mill</b></p>	<p><b>GBP 1.16 mill</b></p>	<p>B,C</p>

\*: **Role of CSO: A: Service delivery - B: Advocacy/Awareness raising - C: Mobilisation for democratic participation**



Donor: Sweden - Swedish International Development Agency – Funding in closest SEK '000	Name of CSO	Type of Model	Project Name / objective of programme/project	Total Period of funding	Funding 2005	Funding 2006	Funding 2007	Role of CSO:	of
	Samata	la	Empowerment through Resource Mobilization (Phase II) <b>Objective:</b> Landless men and women in Samata's programme area in Greater Faridpur districts to improve their livelihoods, become socially and politically empowered, and able to effectively pressurise government, political and other elite to address the needs and rights of poor men and women.	2003-2007	SEK 2.9 mill	SEK 4.1 mill	SEK 5.4 mill	A, B, C	
	TIB	la	The National Integrity Programme (Phase II): Making Waves <b>Objective:</b> to contribute to sustainable poverty reduction through participation by men and women in decision making processes that affect their lives. The immediate goal is more accountable government at all levels.	2003-2007	SEK 3 mill	SEK 2.5 mill	SEK 1.7 mill	A, B, C	
	Steps Towards Development	la	Protection And Promotion Of Women's Human Rights With Emphasis On Women's Participation In Decision Making And Governance Including Combating Violence Against Women <b>Objective:</b> To enhance gender equality by increasing the participation of gender sensitive men and women in decision-making and governance at institutional, political and community levels and by promoting and protecting women's rights, in particular in the field of early marriage, birth registration, family law and violence against women.	2003 - 2007	SEK 800,000	SEK 1.1 mill	SEK 1.7 mill	B, C	
	Bangladesh National Women Lawyers' Association (BNWLA)	la	Extension Of Realization Of Human Rights And Democratization <b>Objective:</b> (i) Increase awareness on violation of women and children's rights, (ii) strengthen protection and prosecution services to distressed and deprived women and children, (iii) establish effective fact-finding mechanism, (iv) empower women workers to negotiate their rights, (v) Ensure effective project management.	2003 - 2007	SEK 650,000	SEK 850,000	SEK 1.7 mill	A, B, C	
	Ain O Salish Kendra (ASK)	la	Promoting Gender Equity, Human Rights And Democracy <b>Objective:</b> (i) Community activism for Gender and Social Justice and Human Rights, (ii) Access to Justice, (iii) Human Rights situation monitoring, (iv) Accountability and good governance, (v) Effective programme management	2003 - 2007	SEK 638,000	SEK 912,000	SEK 1.4 mill	A, B, C	
	Integrated Development	lb	Poverty Alleviation Through The Improvement Of Rights Of The Poor People Of Urban Slums Of Greater Chittagong & Chittagong Hill Region Of Bangladesh	2005 - 2008	SEK 600,000	SEK 290,000	SEK 1 mill	B, C	

Foundation (IDF)	<b>Objective:</b> To alleviate poverty through the improvement of economic, social and political rights of the poor people of urban slum of Chittagong and rural remote areas of Chittagong Hill Tracts of Bangladesh.				
Centre for Policy Dialogue (CPD)	Independent Review of Bangladesh's Development (IRBD), Phase III	2004 - 2009	SEK 487,000	SEK 517,000	SEK 583,000 B, C
National Democratic Institute for International Affairs (NDI)	<b>Objective:</b> (i) to monitor the dynamics of macroeconomic performance on an on-going basis, (ii) To provide feedback and input to the GoB, (iii) to make the IRBDs more policy-tailored, (iv) to link the IRBD inputs to other research programmes of CPD and, (v) to disseminate the IRBD outputs in a more intensive fashion.	2004 - 2007	SEK 1.4 mill	SEK 1.8 mill	SEK 1.7 mill B, C
The Asia Foundation (TAF)	Building a Democratic Culture through Public Dialogue <b>Objective:</b> (i) To raise the awareness of democratic principles and encourage citizen participation in the government decision-making process; and (ii) to increase the capacity of participating NGOs to conduct citizen participation programs and expand their study circle initiatives.	2006 - 2007		SEK 1.5 mill	C
Centre for Mass Education in Science (CMES)	National Election Programme <b>Objective:</b> to improve the quality of the 2007 parliamentary elections through (i) domestic election monitoring, (ii) reducing the risk of election violence, (iii) voter and civic education, (iv) electoral reform advocacy, (v) better candidate accountability, and (vi) strengthening the capacity of the BEC.	2004 - 2007	SEK 647,000	SEK 3.3 mill	SEK 8.1 mill A, B
Int'l Ctr for Diarrhoeal Diseases & Research, Bangladesh (ICDDR,B)	Basic School System and Adolescent Girls' Program: Human Resource Development through Education, Technology for Livelihood, and Gender Empowerment <b>Objective:</b> (i) An improved model for integrated education including skill training, (ii) Gender empowerment of adolescents and youth, girls in particular, (iii) Adaptation of profitable and appropriate technologies, (iv) Replication, mainstreaming and dissemination of CMES model.	2003 - 2006	SEK 1 mill	SEK 1 mill	0 A, B

Donor: Norway – funding in NOK rounded to closest NOK '000							
Name of CSO	Type of Model	of Project Name / objective of programme/project	Period funding	of Funding 2005	Funding 2006	Funding 2007	Role of CSO:
Naripokkho	1a	Women's network <b>Goal:</b> National women's movement strengthened integrating grassroots women's voices. <b>Project objectives:</b> Independent and dynamic national platform of women's organisations strengthened. Expected results: -Local level movement strengthened -Network of Naripokkho expanded/strengthened -Capacity of local women's organisations to deal with violence against women enhanced -Project management functioning efficiently and effectively	1996 - 2008	NOK 1.7 mill	NOK 2.2 mill	NOK 4.1 mill	A, B, C
KN Karmajibi Nari	- 1a	Working Women'n integrated programme <b>Goal:</b> Enhancement of the working women's social, political and economic empowerment <b>Objective:</b> status of women, particularly the working women, is improved in the society	2000 - 2008	NOK 1.2 mill	NOK 716,000	NOK 2.5 mill	A, B, C
BMP Bangladesh Mahila Parishad	- 1a	Women's Rights • promote and Protect Women's Human Rights	1996 - 2008	NOK 1 mill	NOK 1.5 mill	NOK 1.9 mill	A,B,C
ASK - Ain o Shalish Kendro	o	Promoting Gender Equity, Human Rights and Democracy <b>Goal:</b> rule of law established based on principles of democracy, human rights, justice and equity. <b>Objective:</b> to increase access to justice, ensure accountability and eliminate all forms of discrimination	1997 - 2011	-	NOK 2.4 mill	-	A, B, C
BRAC BRAC Basic education/N	1a	Primary Initiatives in Mainstream Education -PRIME Collaborative effort between GOB and BRAC to improve quality	2003 - 2009	NOK 18.3 mill	NOK 30.5 mill	NOK 19 mill	A,C

FE	in Primary Education					
1a	BRAC Institute for education Objective: establishment of an institute for education under BRAC University to work directly towards improving the quality of education in Bangladesh	2004 - 2008	-	NOK 1.9 mill	NOK 2 mill	A
WLC - World Literature Centre	Mobile library <b>Goal:</b> To strengthen the human resource development in selected areas of Bangladesh. <b>Objective</b> is to expand booklending facilities in Dhaka, Khulna, Chittagong and Rajshahi. Objective ii; to strengthen reading habits among the youth.	1998 - 2006				A,C
- 1a	UCEP Under Privileged Children's Education Prog Edn for working children - V, 2004-2007 <b>Objective:</b> Cost-efficient, non-formal education, employable skills training and job placement provided for underprivileged children/adolescents and other vulnerable groups resulting in gainful and sustainable wages or self-employment.	1997 - 2007	NOK 3.2 mill	NOK 1.5 mill	NOK 3.6 mill	A, B
- 1a	MLAA Madaripur Legal Aid Association Center for Policy Dialogue TIB SAMATA BLaST Manusher Jonno Asia Foundation Legal aid for human rights Objective: To provide legal aid to the poor, in particular women, and to promote human rights, democracy and advocacy with other organisations.	1999 - 2006	NOK 1.8 mill	NOK 320,000	NOK 2.9 mill	A, B, C
			NOK 1.8 mill	NOK 1.9 mill	NOK 1.0 mill	
			NOK 1.0 mill	NOK 2.3 mill	NOK 3.0 mill	
			-	NOK 2.0 mill	-	
			NOK 1.8 mill	NOK 1.2 mill	NOK 1.8 mill	
			NOK 500,000	NOK 1.0 mill	NOK 10.0 mill	
						NOK 1.5 mill

Donor: Canada – funding in CAD					
Name of CSO	Type Model	of Project Name / objective of programme/project	Period of funding and total funding	Role of CSO	
LOSAUK	I b	Promoting the Rights of Women and Girl Children through Traditional Folk Culture. <b>Objective:</b> Raise awareness about rights of woman and girl children in the social and family context	2006-2008 CAD 41,915	B	
Steps Development	Towards I b	Engendering Bangladesh's poverty reduction strategy: Supporting, formulation, implementation, M&E. <b>Objective:</b> To support the Government to include strategic gender equity issues throughout the PRSP, as well as providing support – through use of the GPG member networks and infrastructure – to implement and review gender elements of the PRSP at local government level.	2006-2008 CAD 50,000	B	
Mass-Line Centre (MMC)	Media I b	Creating an enabling environment for women voters and making elected representatives accountable. <b>Objective:</b> To empower women voters in exercising their voting rights;	2006-2008 CAD 47,980	B,C	
Dhrubo Society (DS)	I b	Promoting Gender Equality through social Actor Group and Community Responsiveness. <b>Objective:</b> To promote gender equality through the formation of social actor groups at the community level.	2006-2008 CAD 46,987	B	
Chinishpur Mohila (CDMS)	Dipshikha I b Samity	Empowering women workers of jute industries. <b>Objective:</b> To empower the women of the Jute Industries through awareness raising of their human rights and enhancing their decision making abilities.	2006-2008 CAD 45,940	B, C	
UTTARAN	I b	Establishing social justice for rural women through institutionalizing Gender Equality at local government level <b>Objective:</b> To establish social justice and gender equality for rural women	2006-2008 CAD 49,132	B,C	
Unity for Human (USHA)	Social and I b Action	Participation of female weavers into mainstream production <b>Objective:</b> To ensure women's access to and control over resources and rights to information, knowledge and skills in order to mainstream the female weavers.	2006-2008 CAD 49,010	B	
Bangladesh Resource Centre for Indigenous Knowledge (BARCIK)	I b	Ensuring women farmers' control over genetic resources. <b>Objective:</b> To empower rural women through ensuring their control over genetic resources.	2006-2008 CAD 49,341	B	
AKOTA	I b	Women's empowerment through creation of opportunities for economic empowerment and leadership development. <b>Objective:</b> To ensure women's empowerment through creation of opportunities for economic empowerment and leadership development;	2006-2008 CAD 48,832	B,C	
South Partnership Bangladesh.	Asia I b (SAP)	Protecting women's rights through strengthening local government. <b>Objective:</b> Ensuring social justice and gender equality for rural women through strengthening the local government mechanism;	2006-2009 CAD 49,685	A,B,C	
Rural Agriculture Dev't Org	Economy & I b Org	Empowering rural women through entrepreneurship development in Agro-product business.	2006-2008	B	

(READO)									
Unnayan Shamannay	I b		<b>Objective:</b> Empowerment of the poor women through entrepreneurship development Mainstreaming gender in policy agenda (Narir Jibon).		CAD 49,789 2006-2008				B,C
Fareea Foundation (FLF)	Lara I b		<b>Objective:</b> To mainstream gender issues in the national and local level policy agenda Developing and publishing of a Gender Dictionary in Bangla <b>Objective:</b> to facilitate gender-related activities in the development context with an enhanced understanding of the issues in Bengali language.		CAD 44,940 2007-2009				B
Bangladesh Sanbadik (BNSK)	Nari I b Kendra		Creating enabling environment for participation of female journalists in the media <b>Objective:</b> to create an enabling environment for participation of female journalists in the competitive media sector;		2007-2009 CAD 45,118				B
Dustha Kendra (DSK)	Shasthya I b Kendra		Ensuring human rights of ethnic minority women through aware. raising and skill Develop. <b>Objective:</b> To ensure social justice and gender equality for indigenous poor women from Garo and Hajong tribe;		2007-2009 CAD 47,874				A,B,C
Center for Rehabilitation of the Paralyzed (CRP)	the I b of the Paralyzed (CRP)		Renovation and modernization of existing water supply system & other facilities at Center for the Rehabilitation of the Paralyzed (CRP) at Savar, Dhaka. <b>Objective:</b> The objective of the project is to (1) ensure a safe and hygienic water supply for CRP's patients, staff and residents at CRP-Savar.		2005-2006 CAD 46,360				A
Banchite Shekha	I b		Creating opportunity for computer education for disadvantaged people emphasizing women in Jessore <b>Objective:</b> To create opportunity for poor people, especially women, for computer education and training as a means to involve them in income generating activities		2005-2006 CAD 12,654				B
National Institute of Neuro-Sciences (NINs)	of I b Sciences		Epilepsy and Neuromuscular Diseases Prevention and Treatment <b>Objective:</b> The objective of the project is to ensure proper diagnosis for appropriate treatment of epilepsy and neuromuscular diseases by the NINs via replacing the two old Encephalogram (EEG) and Electromyogram (EMG) machines.		2005-2006 CAD 45,813				A
Friendship	I b		Friendship satellite clinics for riverbank and sandbank dwellers in Gaibandha, Jamalpur and Kurigram districts of Bangladesh. <b>Objective:</b> To increase the coverage and quality of the floating hospital's ongoing health services for the people in remote sand and riverbanks of Gaibandha, Jamalpur and Kurigram districts by developing two satellite boat-clinics attached with the main hospital.		2005-2006 CAD 42,225				A
Network for Research and Training (NRT)	I b		Equipping underprivileged girls and young women for gainful employment opportunities <b>Objective:</b> To strengthen capacity of the ongoing job-oriented computer and motorbike training courses for poor girls and young women, ensure relevant employment opportunities for them mostly in the NGOs		2005-2006 CAD 28,000				B
Parbatya Mission (PBM)	Bouddha I b Mission (PBM)		Construction of a two-storied dormitory for ethnic minority poor girls (mostly orphan) at PBM in Khagrachari Hill district <b>Objective:</b> To provide improved residential facilities for the increased number of poor girls, mostly orphans, living at PBM's orphanage complex for education and training through construction of a		2005-2006 CAD 45,714				A

Chaindha Rakkhita Shishu Shadan	I b	dormitory Support to Sonachari Chaindha Rakkhita (protected by goddess moon) Children Welfare Home in 2005-2006 Naikhongchari, Banderban Hill District <b>Objective:</b> To support financial viability of the Home helping ethnic children continue their school education with other supports in a remote location of the Banderban hill tract.	2005-2006 CAD 8,226	B
Panchbibi Adibasi Multipurpose Development Organisation (PUAMDO).	I b	Assistance to improvement of income generation, health and sanitation of the aboriginal (Adibasi) people in Panchbibi Upazilla of Joypurhat district <b>Objective:</b> To improve income generation capacity, health and sanitation of aboriginal people in Panchbibi Upazilla of Joypurhat district	2005-2006 CAD 10,558	A
SARPV	I b	Development of a two-storied school building for the disabled children, mainly due to rickets, in the disability complex of SARPV at Chakaria Upazilla, Cox's Bazar district <b>Objective:</b> To construct a two-storied school building in the disability complex of SARPV to ensure long-term educational support for children with/out disabilities	2005-2006 CAD 41,502	A
Youth Initiative for Socio-Economic Activity (YISEA)	I b	Improvement of water-sanitation and disability program in Dhamrai Upazilla. <b>Objective:</b> To enable the target beneficiaries access safe drinking water and sanitation, provide treatment to disabled persons, mostly children, for normal recovery and create awareness about disability	2005-2006 CAD 36,817	A
Bashaboo Association (BFA)	I b	Basic education and skill training for the disadvantaged children and young women in Dhaka City. <b>Objective:</b> To provide basic and life-oriented education as well as skills training to the disadvantaged children and young women in Bashaboo area of Dhaka City.	2005-2006 CAD 8,620	A
UTTARAN	I b	Strengthening Electoral Process, Reducing Violence during Elections and Protecting Electoral Rights of the Disadvantaged People including the Disabled People in Eleven Constituencies of Satkhira and Khulna District in the Southeast of Bangladesh <b>Objective:</b> To create a democratic environment for the voters, particularly for the disadvantaged groups including the disabled people, towards holding free and fair elections based on the activities of the Election Task Groups (ETGs) at 21 Upazillas and 2 districts levels covering 11 constituencies of Satkhira and Khulna districts	2006-2007 CAD 38,629	C
Gono Sangstha-GKS	I b	Citizens' awareness program for strengthening the electoral process to contribute towards good governance in the Sirajganj, Natore and Bogra districts. <b>Objective:</b> To: assist elect honest and patriot persons by resisting black money and muscle power; raise patriotism amongst elected representatives, local NGO representatives, journalists, party agents and other groups through civic awareness; empower civil society; establish voting rights of women and ethnic-minority communities	2006-2007 CAD 39,426	C
Gandhi Ashram Trust (GAT)	I b	Strengthening the Role of Civil Society and Local Elected Bodies to Ensure Human Rights and Good Governance in Noakhali and Feni Districts <b>Objective:</b> To awareness among the vulnerable groups on their legal and human rights to stand	2006-2007 CAD 21,921	C

<p>against social discrimination and injustice, increase participation of grass-root people in local governance and social development process, organize civil society organizations to be more supportive and responsive to the grass-root people's rights, sensitize the duty-bearers and local institutions to be more responsive to the rights of disadvantaged grass-root people. The ultimate goal is to reduce poverty by ensuring good governance</p>	<p>Strengthening the Role of Civil Society and Local Elected Bodies to Ensure Human Rights and Good Governance in Noakhali and Feni Districts</p>	<p>2006-2007 CAD 39,426</p>	<p>C</p>
<p>Humanitarian Assistance to Myanmar Refugees in Bangladesh. <b>Objective:</b> The objective of the project is to provide humanitarian support to the Myanmar Refugees residing in the two camps in Nayapara in Teknaf Upazilla and Kutupalong in Ukhiya Upazilla of Cox's Bazaar district as part of human rights</p>	<p>Technical Assistance I b</p>	<p>2006-2007 CAD 38,410</p>	<p>A,C</p>
<p>Vote promotion campaign <b>Objective:</b> Assisting Bangladesh to improve governance and accountability through participation in free and fair</p>	<p>ESDO, YPSA Uttaran, I b</p>	<p>2006-2007 CAD 31,000</p>	<p>C</p>



The country reports constitute the basis for the synthesis report and its findings, conclusions and recommendations. Therefore, while each country report can be read separately, it could usefully be read in conjunction with the synthesis report and other relevant country reports.

**Support Models for CSOs at Country Level  
Synthesis Report**  
Norad Report 1/2008 Discussion

**Support Models for CSOs at Country Level  
Bangladesh Country Report**  
Norad Report 2/2008 Discussion

**Support Models for CSOs at Country Level  
Ethiopia Country Report**  
Norad Report 3/2008 Discussion

**Support Models for CSOs at Country Level  
Guatemala Country Report**  
Norad Report 4/2008 Discussion

**Support Models for CSOs at Country Level  
Tanzania Country Report**  
Norad Report 5/2008 Discussion

**Support Models for CSOs at Country Level  
Zambia Country Report**  
Norad Report 6/2008 Discussion

**Support Models for CSOs at Country Level  
Zimbabwe Country Report**  
Norad Report 7/2008 Discussion

**Norad**

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