Local partnership approach for urban development in Bangladesh

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IHS
Making Cities Work

SINPA
SUPPORT FOR IMPLEMENTATION
OF NATIONAL PLANS OF ACTION

Centre for Urban Studies, Dhaka

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A Comparative Study of Four Participatory Urban Development Projects

November 2001

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The Centre for Urban Studies (CUS), Dhaka,

Established in 1972, CUS is an independent and voluntary research and training organization. The main objectives of the Centre are to promote, sponsor, organize and develop scientific research efforts towards understanding the problems and issues pertaining to urbanization and development, to disseminate knowledge acquired through such research and to provide manpower training in the fields of urban and regional planning and development. It also runs a publication and an advocacy programme.

Institute for Housing and Urban Development Studies

The institute for Housing and Urban Development Studies (IHS) is an independent foundation with its home base in Rotterdam, The Netherlands. The Institute, established in 1985, is active in the field of housing and urban development in Asia, Latin America, Africa and in Central and Eastern Europe, focusing particularly on approaches relevant to low-income groups. IHS offers post-graduate training, research and advisory services to national and local governments, multilateral and bilateral development agencies and private companies.

Supporting for Implementation of National Plans of Action (SINPA)

SINPA is a programme that aims to implement some of the ideas of Habitat II and National Plans for Action for Human Settlements by supporting efforts of pilot cities and disseminating the results. The programme focus is on building sustainable local capacity for effective planning and management of urban development.

SINPA has four broad components: three country programmes based in Bangladesh, Bolivia and Zambia and a core programme in Rotterdam responsible for overall coordination, research and dissemination.

The SINPA programme is funded by the Netherlands Directorate General for Development Cooperation together with the cities of Tangail, Santa Cruz, Kitwe and the Government of Bangladesh, Bolivia and Zambia.

Foreword

This study is one of a series of studies supported by the SINPA core programme, which explore the practical aspects of participatory approaches to urban development. The idea of these studies is to help practitioners gain from the experiences in other programmes, both within the same country and between countries. Already the experience of the programme shows that there can be considerable stimulation of ideas between different countries.

The common elements of studies is to examine the key components of the programmes from reports and to check in the field by observation and discussion, what is actually happening. The emphasis is on what can be learnt from the experiences rather than trying to carry out a formal evaluation.

Each of the programmes reviewed in this study has been introduced through an external organization. This makes the issues of ownership and ultimately the sustainability of the innovations extremely important. As the projects were ongoing at the time of study, it is not possible to reflect on what continues after the project finishes, but the issue of sustainability of good innovations is fundamentally important. Examining indicators of sustainability can give useful insights.

Another extremely important issue is the actual and potential scale of impact. When programmes influence policy and improve normal long term ways of operating, they can really make a difference. For this to be effective, the degree of local ownership and the ability to mobilise local resources becomes very important. The projects reviewed here seem to indicate that the very local level, where potential benefits are clear, is where there is greatest ownership and participation.

A wider scale of impact requires more knowledge of relevant experiences. This applies to professionals, elected members, academics, NGOs and for communities. This document is aimed primarily at professionals, and it is hoped that it will provide useful contribution to spreading the developing lessons in this important area. Work is also necessary to disseminate the lessons to other stakeholders by whatever means is most appropriate.

Forbes Davidson,
Institute for Housing and Urban Development Studies
Co-ordinator of the SINPA programme.

Preface

Participatory urban planning and development, as opposed to top-down bureaucratic urban planning and development, has become a popular concept in the developing world. The initiatives for this new process of planning and development have however come often from the developed world or the international organizations, including the UN agencies.

The Global Conference or Human Settlements, 1996 Habitat II at Istanbul, had brought together the nations of the world to exchange ideas on the process of habitat development and on their respective Plan of Action for such development. The Istanbul interactions had led to the development (among many other activities) of the programme called Support for Implementation of National Plans of Action (SINPA), to be implemented in three countries (Bangladesh, Bolivia and Zambia) with support from the Netherlands Government by the Institute for Housing and Urban Development Studies (IHS), Rotterdam, in collaboration with national or local institutions in these countries.

The Bangladesh project is being implemented in Tangail, a Secondary City jointly by IHS and RADOL, a local NGO and the Tangail Pourashava with overall management from the National Steering Committee formed for this purpose with the Secretary, Ministry Housing and Public Works, Government of Bangladesh, as its Chairman. SINPA is a participatory urban development activity, but this is not the only one of its kind even in Bangladesh. Following a discussion at the Workshop on SINPA at IHS in September 2000, in which I had also participated, the Centre for Urban Studies was asked to make a comparative study of four such participatory urban development process activities operative in Bangladesh. The four projects are SINPA, the Healthy City Project (WHO supported), Urban Basic Services Delivery Project (UBSDP) supported by UNICEF, and the Local Partnership for Urban Poverty Alleviation Programme (LPUPAP), supported by UNDP.

The study has found various levels of achievements and limitations in each of these projects. SINPA, despite many shortcomings, appear comparatively to be a more effective programme. However, the question looms large over its sustainability, given the present experience.

The study has tried to be as exhaustive as possible within the budget constraints. Unfortunately, the time taken has been much longer than stipulated, due to many factors, the recent national elections being one of these.

The Centre for Urban Studies acknowledges with thanks the support it received from IHS for sponsoring this study. We are grateful to Mr. Hans Teerlink of IHS for his monitoring and supervision of the study. The Centre also acknowledges the support received from Mr. M. Shariful Alam, the Tangail Coordinator of SINPA, for his close participation in the study as a Co-researcher with Dr. Nurul Islam Nazem of CUS who played the major role in the study and in drafting the report.

We do hope that this comparative study would be found useful by all the partners and participating agencies of SINPA in understanding the project and in improving the structure and methodology of implementation of the project in Bangladesh.

Nazrul Islam

Honorary Chairman
Centre for Urban Studies (CUS), Dhaka
and Research Director
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Acronyms and Abbreviations

ADB	=	Asian Development Bank
BPATC	=	Bangladesh Public Administration Training Centre
BRTA	=	Bangladesh Road Transport Authority
CBOs	=	Community Based Organizations
CCC	=	City Coordination Council
CDC	=	Community Development Committee
CHCP	=	Chittagong Healthy City Project
CUS	=	Centre for Urban Studies
CWASA	=	Chittagong Water Supply and Sewerage Authority
DPHE	=	Development of Public Health Engineering
FGD	=	Focussed Group Discussion
HCP	=	Healthy City Project
IHS	=	Institute for Housing and Urban Studies
LGED	=	Local Government Engineering Department
LGRD	=	Local Government and Rural Development
LPUPAP	=	Local Partnership for Urban Poverty Alleviation Project
NGO	=	Non-Governmental Organization
NILG	=	National Institute for Local Government
PCC	=	Project Coordination Committee
PD	=	Project Director
PG	=	Primary Group
PIC	=	Project Implementation Committee
PMT	=	Project Management Team
PUA	=	Participatory Urban Appraisal
RADOL	=	Rehabilitation and Development Organization for Landless
SINPA	=	Support for Implementation of National Plans of Action
SIP	=	Slum Implementation Project
TCIC	=	Tangail Citizens Information Centre
TUP	=	Tangail Urban Platform
UBSDP	=	Urban Basic Service Delivery Project
UCEP	=	Underprivileged Children's Educational Programme
UDC	=	Urban Development Centre
UNCHS	=	United Nations Centre for Human Settlements (Habitat)
UNDP	=	United Nations Development Programme
UNICEF	=	United Nations Children Fund
WHO	=	World Health Organization
ZCC	=	Zonal Coordination Committee

Chapter I
INTRODUCTION

1.1   Background of the Study

Support for Implementation of National Plans of Action or SINPA is a programme that aims to implement some of the ideas of Habitat II and National Plans of Action for Human Settlements by supporting efforts of pilot cities and disseminating the results. SINPA activities are carried out in three countries, Bangladesh, Bolivia and Zambia in three continents. Apart from these three programmes in three countries, SINPA also has a core programme at the Institute for Housing and Urban Development Studies (IHS) in Rotterdam, the Netherlands, responsible for overall coordination of the country specific programmes, research and dissemination. Under this core programme, a third country research component was designed to conduct a joint research together with a local research institute. There were two considerations for undertaking this research. First, the subject matter of the research should be relevant for the ongoing programmes in the three SINPA countries, as well as being suitable for wider international dissemination. And second, the selection criteria for the research subject should be manageable in such a manner that adequate secondary data and documentations are available to make the study feasible within budget and time limits. The responsibility of the present study on "Local Partnership Approach for Urban Development in Bangladesh" has been given by IHS to the Centre for Urban Studies, Dhaka, under the SINPA Core Programme Research Component.

Originally this research was to be conducted in a third country, i.e., where SINPA activities were absent. During the SINPA international seminar, organized by IHS at Rotterdam in September 2000, the participants shared the idea of undertaking comparative study on a number of international donor supported urban development project in Bangladesh (instead of a third country). However, it was emphasized that all these project should have in common modalities of local partnerships and bottom-up/participatory approaches. Thus, four such project including **SINPA** have been chosen. The other project are **Healthy City Project** (supported by WHO) **Urban Basic Services Delivery Project** (UBSDP) supported by UNICEF and **Local Partnership for Urban Poverty Alleviation Programme** (LPUPAP) supported by UNDP and UNCHS.

1.2   Aims and Objectives of the Study

The aim of the study is to analyze and compare four above mentioned participatory urban development project and to find the relevance of participatory strategies and partnership approaches in the urban development process in Bangladesh.

1.3   Specific Objectives are:

1) To document and assess in a systematic manner the nature, institutional setup, project inputs, functioning and operations of four urban development project in Bangladesh;

2) To analyze and document the participatory processes applied in these project including the practical and operational details; and analyze their strengths and weaknesses.

3) To compare the effectiveness, efficiency, local ownership, sustainability and potentials for replicability of the activities and achievements of the project, and draw conclusions, including the determinants of the success and constraints in the participatory processes.

1.4   Scope of the work

The present research is a comparative study of four urban development projects in Bangladesh. These are the Healthy City Project (HCP), Urban Basic Services Delivery Project (UBSDP), Local Partnership for Urban Poverty Alleviation Programme (LPUPAP) and Support for Implementation of National Plan of Action (SINPA).

Healthy City Project operates in four cities of Bangladesh: Chittagong, Rajshahi, Cox's Bazar and Sylhet. UBSPD in 21 Pourashavas (Municipalities) and 4 City Corporations and LPUPAP operates in 11 cities and towns. Unlike the three other programmes, SINPA programme is operational in only one town Tangail. Considering the time and resources available, the present study focuses on only one town or city for evaluating each of these programmes. Thus, Healthy City Project was studied in Chittagong City Corporation Area, UBSDP was studied in Khulna City Corporation, LPUPAP was studied in Serajgonj Pourashava (Municipality) and SINPA in Tangail Pourashava.

The study analyses and compares the variables related to participatory and partnership building processes in each of these projects and programmes. However, to this end, general introduction and operational process of each project are presented to make the reader familiar with the project. The evaluation has been on the basis of some selected variables chosen objectively. The evaluation of the participatory process has however, been made through examination of the documents and opinions given by the people involved in each of the processes as stakeholders and beneficiaries.

1.5   Methodology of the Study

The present research is a comparative study of four participatory urban development projects in Bangladesh as indicated above. The general methodological approach of the

study is divided broadly into three stages. First Stage is the conceptualization of the participatory approach followed by the review of secondary materials both for selected studies as well as other relevant studies in the field. Second, the field visits were made in four cities, where these programmes are in operation. During these four visits, information were gathered through interviews, discussions and field observations. Interviews were conducted with local government authorities, project officials and the people involved in the implementation process. At this stage, Focus Group Discussions were conducted at the beneficiary levels. They are the community leaders, real beneficiaries and women groups. The beneficiary groups were able to give the real feed back with regard to the actual impact of the projects under study. Efforts were made to see whether any tangible benefits accrued by the people. The third stage was the discussions with the national level policy markers and project officials at the headquarters. The objective of meeting them was to obtain their opinion on the documentation of their respective project profiles. The sequences of the adopted methodology are shown in **Figure 1.1.**

The methodology followed in this study is a participatory approach at recipient levels. Appraisals usually concern or assess the progress against the original objectives of the intervention or programme. Such approach is however criticized by many due to the fact that too much power is given to the evaluator to determine what activities become primary in a project (Cronbach et .al, 1980). Scriven (1972) argued that goal free, need based evaluation is rather positive in order to avoid the risk of missing unanticipated outcomes as a result of narrow focus on the stated objectives. The present study is a blend of both the approaches. First, the evaluation is made against the stated objectives of the study projects and second, it examines the situation in terms of what else is happening in the projects at the field level. The main indicators or criteria for evaluation are some of the key questions raised against the broader aims and objectives of the study projects. This approach has been followed by many in connection with the evaluation of Healthy City Programmes around the world (Baum, 1995; Goldstein 1998; Wenna and Harpman 1995). This has enabled a wide range of questions for evaluation. These are:
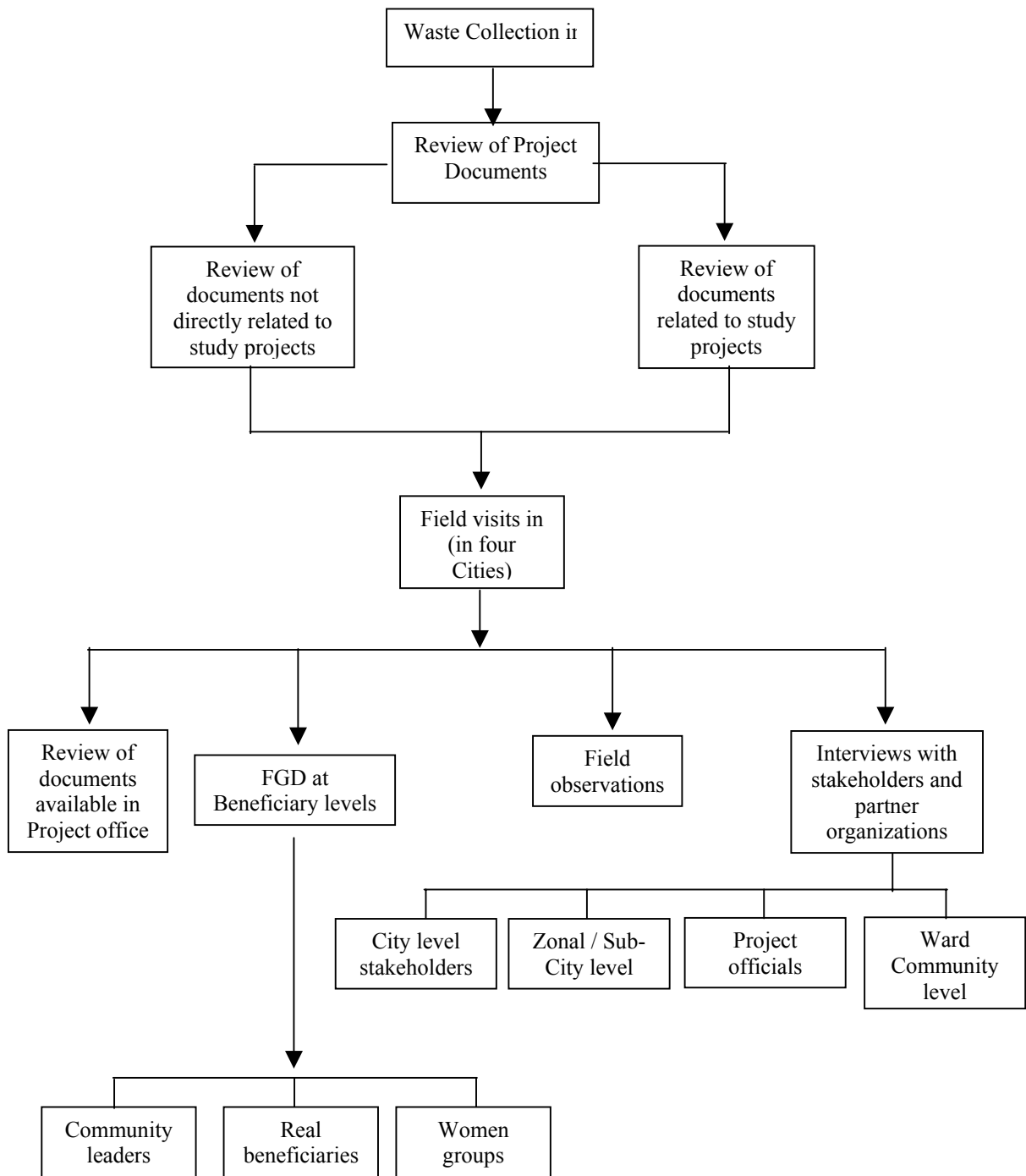
On the Degree of Involvement

- Who are the key stakeholders, what are their perceptions of the project and to what extent have they been involved in these projects?

- To what extent the target population such as the poor women and the other beneficiaries were involved?

- What was the nature of political commitment and to what extent the leaders participated in these projects?

Figure 1.1: Study Methodology

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                        ┌─────────────────────┐
                        │ Waste Collection in │
                        └─────────┬───────────┘
                                  │
                        ┌─────────▼───────────┐
                        │  Review of Project  │
                        │     Documents       │
                        └─────────┬───────────┘
                    ┌─────────────┼─────────────┐
                    ▼                           ▼
        ┌───────────────────┐       ┌───────────────────┐
        │    Review of      │       │    Review of      │
        │  documents not    │       │   documents       │
        │ directly related  │       │ related to study  │
        │  to study projects│       │    projects       │
        └─────────┬─────────┘       └─────────┬─────────┘
                  └──────────────┬────────────┘
                                 ▼
                        ┌─────────────────┐
                        │ Field visits in │
                        │    (in four     │
                        │    Cities)      │
                        └────────┬────────┘
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Review of documents available in Project office

FGD at Beneficiary levels

Field observations

Interviews with stakeholders and partner organizations

City level stakeholders

Zonal / Sub-City level

Project officials

Ward Community level

Community leaders

Real beneficiaries

Women groups

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On Organizational Strength

- What is the nature of organizational strength of the study projects?
- Has there been any change of direction since the project implementation?

On Reaching the Target Population

- What is the process of reaching the target groups?
- Extent of success in reaching the target population?

On Empowerment of the Vulnerable Groups such as the Poor and the Women

- To what extent the projects empowered the poor and the women?

On Resource Mobilization:

- How resources were mobilized to operate the projects?
- Is there any system of internal resources mobilization?

On Capacity Building of the Stakeholders

- What is the process of building stakeholders' Capacity?
- By whom the capacity of the stakeholders has really been built?

On Linkages and Networking

- What network with other similar projects and other cities have been built?
- What collaboration between sectors of development has occurred?

On Comparative Picture of the four Projects

- How effective is the approach?
- How efficient is the approach?
- Is there (local / national) ownership and institutionalization of the process?
- Can the process be sustained and under what conditions?
- Can the process be replicated and under what conditions?
- What are the main hurdles in the participatory approach?
- How the local partnership approaches can be taken forward?

Most of the above research questions were attempted to answer in the subsequent chapters. However, not all the questions were treated with similar emphasis due to obvious limitations of the study.

1.6   The Study Areas

As mentioned earlier the study has been conducted in four cities and towns. These are located in different regions of the country. The study cities and towns were selected mainly on the basis of two variables. First, cities and towns were chosen from different geographical locations and second, these towns and cities were given priority where the project has its performance.

To get information as to which are the towns and cities performing the best we banked on available secondary information and discussions with the project personnel at the national level. Our intention was to compare the participatory processes adopted and partnership built among the four projects.

The following boxes (Box-1-4) show a brief profile of each town under the present study.

Figure 1.2

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Box-1.

Port City Chittagong

Location:	Located in the southeastern part of the country on the bank of Bay of Bengal.
Area:	209.67 sq. km. or 80.95 sq. mi.

Major Characteristics

Population:	1,392,860 (1991)
	2,095,846 (2001)
Growth Rate:	3.11 (1991-2001)
Sex Ratio:	124.9 (2001)
Household Size:	4.8 (2001)

Density of Population: 6643 (per sq. km.) 1991

Economic Condition: Chittagong is the main port city of the country. More than 80% the total export and import functions are carried out by this port City. The city product was $261 and $228 per person in 1993 and 1998 respectively, where as the GNP was $221 and $225 in 1993 and 1998 respectively.

Environmental Problem: The air in Chittagong is highly polluted with Suspended Particulated Matter (SPM), sulfur dioxide, nitrogen dioxide, carbon dioxide, etc. found at levels higher than acceptable. The average annual concentration of SO_2, NO_2 and CO were 22.5, 19.2 and 300 microgram^3 respectively. Approximately 70% of solid wastes were open dumped. There is no wastewater treatment plant in Chittagong City Area, wastewater is discharged ultimately into the sea. The river water condition is again aggravated by the spillage from the incoming and outgoing ships. The "Chaktai Khal," another lifeline the port city became filled and dysfunctional causing wide spread water logging in the city especially during the monsoon.

Waste Collection in Chittagong City

Box-2.

City Profile: Khulna

Location: It is situated in the southwestern part of the country on the right bank rivers Rupsha and Bhairab.

|	
Area:	70.10 (in sq. km)
	27.07 (in sq. mi.)
Population	663340 (in 1991)
	1,227,239 (in 2001)
Growth Rate:	1.67 (1991)
Sex Ratio:	107.7
Density of population	24505 (in sq. mi.)
Household Size:	4.7

Economic Condition:

It has been a place of commercial importance for more than 150 years. The importan of Khulna grew rapidly with the establishment of industries, both large and sma scale, during the 1960s and after independence in 1971. Traditionally Khul contributes to the national economy through jute manufacturing, newsprint indust steel mills, ship yard and handling mainly of export good through Mongla port. Mo of these industries were owned by the public sector. However, the jute, newsprint a steel industries have been experiencing decline. It is estimated that 20% employment from these industries have been lost. However, its potentials f economic growth show good prospects with exports of sea food and forestry product

Environmental Problem: Major environmental problems in Khulna originate fre industries. Most of the industries discharge wastes into the river Bhairab. D emission is another pollutant from jute mills. However, the overall environmen condition in Khulna is not as serious as in Dhaka.

Although ground water is available in shallow aquifer, they are highly saline. Sor water samples drawn from hand tubewells have shown the presence of arsenic abo WHO standards. Problems of drainage and water logging are there in the lower part the city.
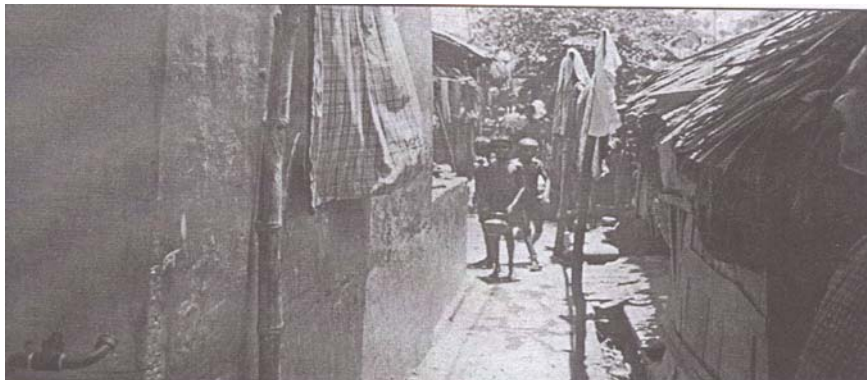
Squatter Settlements in Khulna City

Box-3.

City Profile: Tangail

Year of Establishment: 1887

Location: Located in the middle of the country.

Area:	21.80 sq. km.
Population:	106,004 (1991)
	128,543 (2001)
Sex Ratio:	105
House Hold Size:	4.7

Density of Population: 5,896.47 (per sk. km.) 2001.

Economic Condition:
The strategic location of Tangail is important for revitalizing the economy of the town. It is only 100 kms. away from the capital city, Dhaka and can be commuted through both the national highways and railways. About half of the households live below the poverty line and the absolute number of these households are 13,000.

Environmental Problem:
The environmental problems in the city are manifold, such as, inadequate water supply, poor drainage condition and water logging, proliferation of slums and unplanned housing, lack of open space and inadequate footpaths and traffic congestion.

The city frequently gets clogged due to lack of proper outlet and poor maintenance. The situation turns precarious particularly in the monsoon. Another important problem in this regard is the Central Canal of Tangail, the lifeline of the city. Almost all the drains in the city end up in the Central Canal. A good number of sewerage of outlets of the households and the commercial installations are linked with the canal. The people often use this canal as an open dumping place for all sorts of wastes.

Waste Collection in Tangail City

Box-4.

Serajgonj

Year of Establishment: 1869

Location: Situated in the northern part of the country by side of the river Jamuna.

Area: 28.49 sq. km.

Major characteristics

Population: 113059 (1998)

                           127,147 (2001)

Sex Ratio: 103.8 (2001)

Literacy Role: 48 (1998)

House Hold size: 4.7

Density of Population: 4,462.86 (per sk. km) 2001.

Economic Condition: Serajgonj is a small town a river port with relatively poor economic base. Unlike Chittagong and Khulna, it has hardly any industry. This is predominantly an administrative service town. However, trade and commerce are important functions in the town. The town accommodates hundreds of people every displaced by the river erosion. Thus, the proportion of poor in the city is quite large.

Economic Problems: Environmental problems in the city are not serious. The major environmental problems originate from poor drainage, water logging and unplanned growth of the town.

A Slum area in Serajgonj Town

1.7   The Data and the Respondents

The nature of the data collected from secondary and primary sources are qualitative. Because of four different programmes with uncommon objectives and being implemented in four different cities, comparable quantitative data could not be gathered. However, qualitative data from the primary sources were collected from each of the four cities.

In each city data and information were collected at three levels. First, at city level, official documents were collected and discussions were held with the project officials and the members of the city level coordination council provided the field level operational details of each project. Second, at the ward level, data were collected from community leaders, ward-level project staff and stakeholder NGOs and CBOs. At the third level is the beneficiary groups. The members of the study team directly talked to them as to how they participated in their respective projects and benefited from the project activities.

At each level, meetings and Focussed Group Discussions (FGDs) were arranged between members of the Study Team and the project people at various levels. The discussions were made with selected points.

1.8   Limitations of the Study

1. The goals, objectives and methodology of operation of each of these projects were different. Thus, making comparison was rather difficult. However, two of these four projects, Healthy City Project and SINPA activities, were found to follow approximately similar methods of operation, while the other two have also similar dimensions of the programme focus and operational methods.

2. Cities and towns where these four programmes continue to operate are not the same. Population characteristics vary substantially. Besides, the characteristics and capacities of the stakeholders in the study cities did not appear to be the same. This aspect has made the comparison again difficult.

3. Due to time and financial constraints, the study has been conducted in a rather limited manner.

1.9   Participatory Development and Partnership

Participatory development is a process through which stakeholders can influence and share control over development initiatives, and over the decisions and resources that affect themselves. Stakeholders in a broad sense are those affected by the outcome of

development activity positively or negatively. For every development activity, there is a range of stakeholders such as directly affected parties and indirectly affected parties, individuals and institutions and so on. Those who expect benefits from an activity, such as the poor, or any vulnerable group, may be classified as directly affected parties and stakeholders. Indirectly affected parties are those interested in the outcomes of a development activity. They may be NGOs, private business entrepreneurs, industries, etc. Individual stakeholders are elected officials, line agency staff, and local government officials responsible for devising and implementing programmes and policies.

These are just a few examples of wide ranging stakeholders in a development activity. Participatory development is commonly described as an integrated activity of the people as well as stakeholders. It is a flexible approach to and a process oriented development guided by interactive techniques. Participatory development demands a high level of involvement of the community people, in the activities or programmes allowing thus to design, implement and evaluate their own initiatives (UNCHS 1996). It gives local people greater control over the process of development.

Participation as a principle, is now commonly accepted to be an important component of successful development programmes (Mitlin and Thompson, 1995). The underlying assumption of such participatory approach is to allow local people (or the target groups) to maintain significant control over the development process. The aim is to facilitate the integration of local people around such activities and resources so that the community control over the resource allocation and planning process can be enhanced. Arrangement of different activities as suggested by Mitlin and Thompson (1995) to enhance participation in the development activities are to:

a) Increase awareness and understanding about the key actors and groups at the local level;
b) Improve the quality and quantity of information about local conditions;
c) Identify viable local development options;
d) Mobilize local and external resources for such options;
e) Enable local people to identify constraints, set priorities, and take actions;
f) Strengthen self-confidence and capacities of local organizations;
g) Develop and support mechanism to resolve local conflicts.

Two factors were responsible for initiating participatory development in urban areas. First, an appropriate development needs to gather rapid and accurate information about the people involved in or affected by the project. It has been found that participatory method offer better, more comprehensive and accurate information than those collected through conventional research methods.

Second, collection of information from local people means that they realize and fully appreciate the value of their own knowledge and gain increasing confidence in their capacity to be important agents in development. The experiences of these parties have become an important part of development strategies that try to empower low-income communities to take active part in their own development activities.

1.10   Facilitation of Participatory Development

There are a number of frameworks to support participatory development. First, framework is to listing and consultations with the local stakeholders that are necessary to help develop projects responsive to local needs and capabilities. The second framework, which is stronger than the first one, is to promote learning and to share control over the decision making process. This promotes learning and capacity building by individual clients and affected communities through joint decision making. The process empowers communities to be more self-reliant and to initiate activities that will improve their livelihood and living conditions.

1.11   Benefits and Risks of Participatory Development

Development experiences show that there are both benefits and risks of participatory development. An ADB (1994) study identifies the following benefits and risks:

Benefits
- More appropriate development interventions that fit the needs of the community and users of the facility;
- Better implementation and sustainability of development initiatives;
- More complete utilization and increased ownership of services provided;
- Greater efficiency, understanding, and better planning, based on the concerns and ideas of wide range of participants;
- A better match between human capabilities and capital investments;
- Improved institutional performance because of greater transparency and accountability;
- More efficient functioning of markets because of improved information flows;
- Increased equity and empowerment through greater involvement of the poor, women, and other disadvantaged groups;
- Strengthened capacity of stakeholders to initiate other development activities, as a consequence of their involvement; and

- Increased commitment for policies and projects, including a willingness to share costs and an interest in sustaining the benefits.

Risks

- Participation may be time and resource intensive;
- It can be organizationally and logistically troublesome;
- The groups that are consulted may not truly represent or express the views or interests of those whom they purport to represent;
- Conflicts may be aggravated among groups with differing priorities and interests;
- Expectations may be raised that cannot be fulfilled;
- Methodologies used may not be seen by some as "scientific," and
- Coordination of participatory process by powerful and more articulate elites may occur to the exclusion of the poor and disadvantaged.

1.12   Measuring Degree of Participation

Participation is considered to be a key to the success of development projects. All development activities are participated by the people of various levels. However, the degree of participation varies quite substantially from one society to another from very low level to very high levels of participation. The following table shows the levels of participation, while at the one extreme, almost no participation is passive participation, and at the other extreme, the self-mobilization, indicates as full participation.

Table 1.1: Level of People's Participation in the Development Projects

Passive participation	Community people are told what is going to happen without seeking their views. The community people are not given any power to change.
Consultation and Information given	People's opinion are taken through consultation in order to elicit their needs and priorities. However, the consultations are made by external agents who controls the information gathering. No decision making power given to the community and no obligations on the part of project designees to respond to the needs and priorities of the community.
Participation for material incentives	People participate only in the implementation in response to material incentives., i.e. to work for each or kind.
Functional Participation	Community participation is seen by external agency as a means to achieve project goals, especially to reduce cost. Providing free labour and management is example of such participation.
Interactive Participation	In response to local people's demand external agency working with local population initiate project. Here participation is seen as citizen's right, not just as a means to achieve goals.
Self-Mobilization	Community people themselves initiate project on the basis of their needs and priorities and contact with external agency for resources and technical device they require. Control, decision making and implementation rest within the community people.

Source: UN Habitat, 1996

The degree of participation in the four projects studied will be finally evaluated on the basis of these criteria in the present Report.

1.13   Organization of the Report

The first chapter of the Report introduces the background of the study, its objectives and methodology, the study areas and the limitation of the study. It also briefly discusses the general theoretical ideas of participatory development, particularly the levels of participation.

The second chapter highlights the profiles of the four participatory development projects under the present study. The major items highlighted were the goals of the projects, objectives, target population, project coverage, method of implementation, major activities and major expected outputs of the projects, etc.

The third chapter is the findings of the research, particularly the experiences gained in the field. This includes the organizational strength of the project, process of reaching the target population, actual coverage, empowerment, capacity building, networking and linkages, partnership building, resource mobilization, strengths and weaknesses of the project.

The fourth chapter analyzes the nature of participation and partnerships in the four study projects. The fifth chapter is the summary and conclusions of the Study.

A lake in Chittagong City

Chapter II

Nature and Functions of Four Urban Development Projects and the Process of their Operation

This chapter introduces the four participatory urban development projects included in the present study. Profiles of the projects were developed on the basis of official documents on each project.

2.1 Healthy City Project in Chittagong
2.1.2 Background and Project Concept

The Healthy City concept is based upon four foundation stones. These are:

- *The WHO definition of health*
- *The Ottawa Charter*
- *The health for all by the year 2000*
- *Participating cities themselves.*

In its founding constitution of 1948, the WHO defines health as "….a state of complete physical, social and mental well-being and not merely the absence of disease or infirmity." So the health is a state of well-being indicates that health is not an activity (e.g. providing health care or having employment or exercising) rather it is the outcome of all the activities which make up the lives of individuals, communities and cities.

2.1.2   Goal

The goal of Healthy City Project in Chittagong improving the health of all citizens in city through participation and partnerships.

2.1.3   Objectives

a) To provide a good setting in the City to develop action strategies to promote better health.

b) To address the increasing urban health problems, such as, diarrhea, acute respiratory infections, injuries resulting from accidents and diseases and malnutrition etc.

c) To address the environmental problems and urban hazards including contamination of water, lack of sanitary facilities, over-crowding, flooding, poor housing, and

unhealthy filthy city environment causing continuous degradation of urban physical and social environment.

2.1.4   Target Population: All citizens of Chittagong City

2.1.5   Main Stakeholders: Chittagong City Corporation

2.1.6   Geographical Coverage: The project functions in the whole of Chittagong City Corporation area. However, two wards of Chittagong City Corporation, namely Jamal Khan ward and Uttar Katloli, were chosen as pilot ward for Healthy City Activities. (It has also covered three other cities and towns namely Rajshahi, Sylhet, and Cox's Bazar).

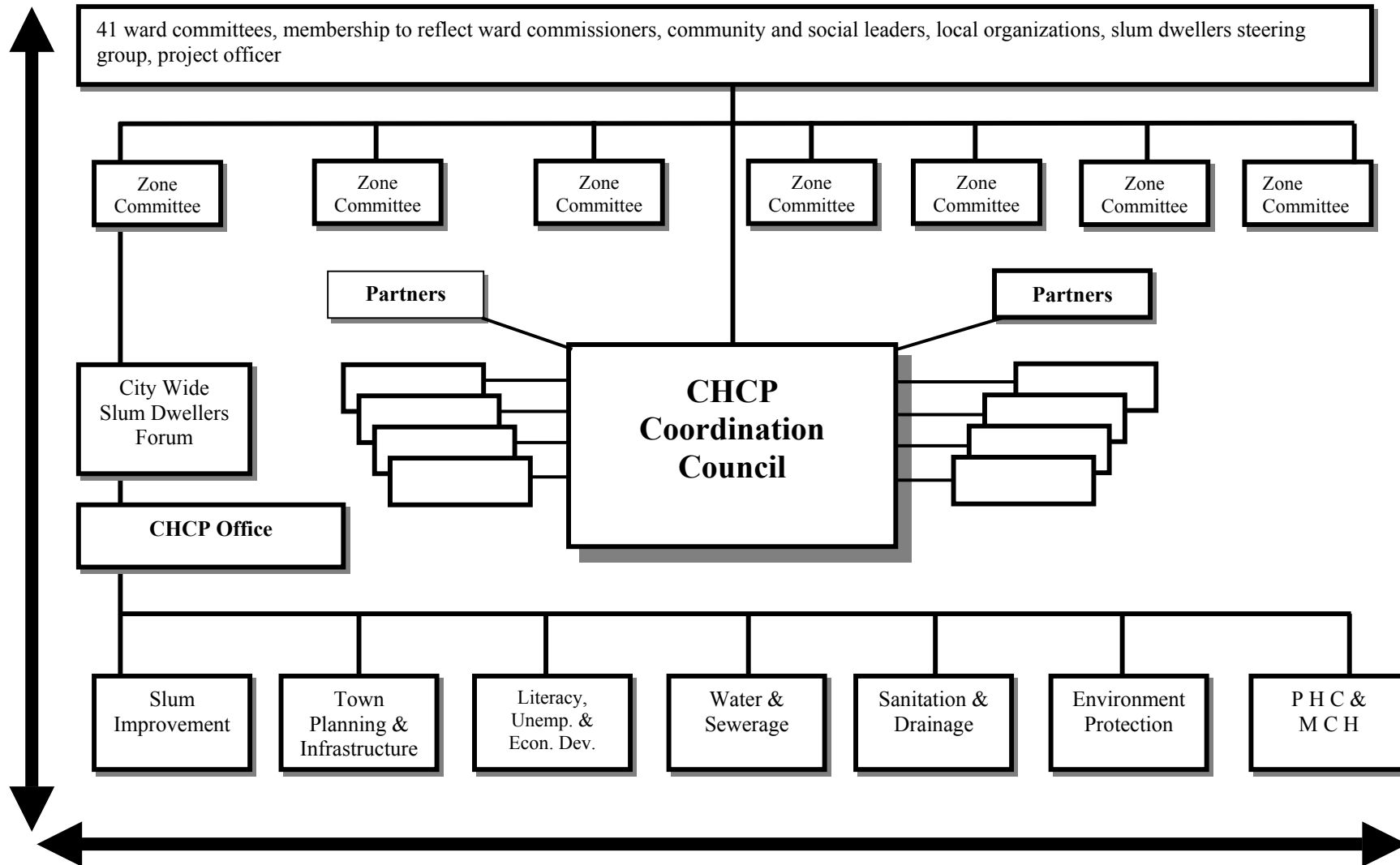**2.1.7   Method of Implementation and Organizational Structure:**

The organizational framework of the project has followed the general structure suggested by WHO, which consists of

a)   a Steering Committee
b)   a Project Office
c)   Zonal Task Force, and
d)   Sectoral Task Forces.

The Steering Committee is responsible for major decisions concerning the project, while the Zonal and Sectoral Task Forces are responsible for specific plans and actions in the different geographical areas (Zones) of the city and specific plans and actions in the different sectors of activity (i.e., housing, water sanitation, etc.) respectively. The Project Office, headed by a staff member of Chittagong City Corporation coordinates all activities.

Figure 2.1 presents organizational structure of the project.

Figure 2.1: Chittagong Healthy City Project (CHCP) Organogram

41 ward committees, membership to reflect ward commissioners, community and social leaders, local organizations, slum dwellers steering group, project officer

Zone Committee

Zone Committee

Zone Committee

Zone Committee

Zone Committee

Zone Committee

Zone Committee

Partners

Partners

City Wide Slum Dwellers Forum

CHCP Coordination Council

CHCP Office

Slum Improvement

Town Planning & Infrastructure

Literacy, Unemp. & Econ. Dev.

Water & Sewerage

Sanitation & Drainage

Environment Protection

P H C & M C H

1. The Task Forces have met a number of times and have completed informal situation analysis of their respective sectors and have exchanged information on each other's activities related to the overall situation.

2. On the basis of such meetings, discussions and reviews, the original Plan of Action prepared by Dr. Andrew Lyon was modified. The present Plan of Action is based on conclusions of different Task Force meetings held between January 1994 and September 1995.

2.1.8   Major Activities of the Project

Town Planning and Infrastructure Development

The Chairman, Chittagong Development Authority, leads the town Planning and Infrastructure Development function Task Force. The Task Force met several times and discussed activities of CDA and the problems of planned growth of the city. CDA also explained the main features of the on going UNDP/ UNCHS aided planning processes to the partners (the other members of the Task Force, represent various organizations). In other meetings the activities of the partner organizations were discussed. The major partner organizations in the Town Planning and Infrastructure Task Force were Bangladesh Small and Cottage Industries Corporation, Chittagong Port Authority, Telephone and Telegraph, LGED, CWASA, Chittagong Export Processing Zone, Chittagong Metropolitan Police, the NGO Forum for Drinking Water Supply and Sanitation.

The Task Force recommended to carry out a large number of activities, such as, development of industrial estates under joint venture, preparing a broad based strategic plan for the city and multi-sectoral investment, construction of roads to lessen traffic jam, improvement of slums and squatter settlements, discouraging haphazard growth and so on. In reality hardly any of these recommendations were implemented.

Slum Improvement

The Task Force on Slum Improvement, led by the Chief Executive Officer of the City Corporation, met at least four times. This was an active group with representatives from the Slum Improvement Project (SIP), and NGOs like Concern, World Vision, Ghashful along with representatives from professional groups and social workers. During the meetings, the partners exchanged their experiences on slum improvement.

The activities related to slum improvement include listing of all slums of the City, coordinating the existing slum improvement activities and preparing a proposal for the implementation of a Pilot Slum Improvement Project which may be developed throughout the City. The Task Force also emphasized on identifying possible under-utilized resources which may be used by the partners for Slum Improvement Projects.

The Task Force coordinated slum improvement activities in Chittagong but the effort was not sufficient.

Literacy, Employment and Economic Development

The Deputy Commissioner of Chittagong District, as the Chairman of the Task Force on Literacy, Employment and Economic Development took the responsibility of improving the conditions in these areas. The Task Force decided to launch the literacy and skill development programmes in cooperation with NGOs, such as, the Under Privileged Children's Education Programme (UCEP), Ghashful and CONCERN. It also decided to analyze the employment situation and to undertake action programmes to improve it.

This Task Force, however, met only once although on individual basis they had contact with the partners. They remained extremely busy with their routine work and gave a minimum time to this project. On the other hand, funds were also a serious problem. Due to these constraints this Task Force, though important, could hardly make any dent towards the solution of the problem.

Water and Sewerage

A Task Force was formed on water and sewerage sector led by the Chairman, Chittagong WASA. The Task Force met several times to discuss the situation of the sector. They reviewed the CWASA activities and its current projects. It's activities at present are limited to water supply only. City's water requirement at present is 60 million gallons per day of which CWASA can provide only 60 percent of the total need.

The Task Force emphasized on the implementation of the Third Water Supply Project, including recommendations on continuous supply. It also emphasized on the institutional changes at WASA to form partnerships between CWASA and NGOs and relevant other community groups. Hygienic education and community development activities related to the Third Water Supply Project were noted to promote through partnerships. The Task Force also examined the possibilities of forming partnerships with CCC to commercialize water hydrants in Lalkhan Bazar. But the activities on actual ground were hardly visible during the field-work for the present study.

Environmental Protection

A Task Force on environmental protection was formed under the leadership of the Chief Engineer, CCC. The other members of the Task Force were taken from various organizations related to environment and development. The Task Force met a number of times and reviewed the situation of environment in Chittagong. The Task Force identified two areas of priority actions. These are solid waste management and green space development in the City. The Task Force found that the present condition is not conducive to the environmental protection. It was decided to select a ward in the city to start the Healthy City method of environmental improvement as a pilot project. For green space development, the activities of Forestry Department were reviewed and the CCC extended their cooperation.

Under the initiatives of CCC efforts have been made to improve the quality of environment of Chittagong. Solid waste management and tree plantation are quite visible in the City area.

Drainage and Sanitation

The Task Force on drainage and sanitation under the leadership of Chief Engineer, Chittagong City Corporation analyzed the drainage structure of the City and had identified several problems. The main problems identified were: (a) dumping of solid waste into drainage canals; (b) silting up of these canals primarily due to hill cutting; (c) inappropriate design of the culverts built on the drainage canals; (d) existence of too many bends in the drainage canals; and (e) inadequate number of silt traps.

The remedial actions were also identified by the Task Force. The major activities planned were: (a) to adopt an integrated approach to CCC / UNDP drainage project as per CDA structure plan; (b) Preparing and implementing a three year pilot scheme to improve sanitation in Lalkhan Bazar, with a low cost sanitation system; (c) preparing a well defined proposal for secondary canal and micro drainage for residential and commercial areas not covered in the current environmentally important programme; and (d) a number of small projects such as supply and management of sanitary latrines, etc.

The Task Force also took initiative to create an information bank, awareness package mobilization of stakeholders to initiate programme in collaboration with the Task Force. The main emphasis was on the participatory action programmes in the drainage and sanitation sector.

The Task Force met quite a number of times but most of the initiatives could not be materialized due to lack of proper funds and initiatives of the partner organizations. Moreover, there was hardly any consistent effort to implement the project actions at the target group level.

Primary Health Care and Maternal Child Health

After the formation of this Task Force, it has been found that due to lack of data and information the current situation of health condition in Chittagong City is not clear. Thus, the Task Force conducted a study on the existing situation, although it was obvious that the health care facilities for the citizens were not adequate. The study analyzed the current situation and identified the way forward in this sector.

The study recommended to improve the system of health care monitoring and to regularly monitor the progress. Also suggested to expand the immunization programme to prevent diseases. The city's 18 charitable dispensaries were found incapable and recommended to increase their capacity. Strengthening coordination, planning, management and evaluation were also emphasized. Thus, through the mobilization of local resources the total health care system was suggested to be reorganized to serve the people.

In reality hardly any of these recommendations was implemented. It needed huge amount of resources to reorganize health care system, which was not available. Even the Task Force did not continue to meet and discuss the situation.

Other Activities

Apart from the above activities of the seven Task Forces, a number of joint meetings of the Task Forces were held. In these meetings the Chairman and the Member Secretary of

the Task Forces were present. These meetings were also attended by the Mayor and WHO representatives. These meetings reviewed the overall situation and progress of the project.

The zone committees were also met at least two times. A two-day orientation workshop was organized for the zone committee members.

The project office of the Healthy City initiated an information call and data Bank in its office. The cell is collecting all studies and recommendations / proposals made by various Task Forces, and by other government agencies.

2.1.9   Major Outputs of the Project

The major output of the project is to deliver a safe and clean city. However, this is very difficult to show in real terms.   Normally the project outputs are garbage cleaning, providing health care facilities, tree plantations for better environment, supplying safe drinking water, improvement of Bastees, and so on.

2.2   Urban Basic Services Delivery Project (UBSDP)

2.2.1   Background and Project Concept

UBSDP is one known as of the successful projects supported by UNICEF and implemented by LGED with City Corporations and Pourashavas in four City Corporations and 21 Pourashavas of Bangladesh. The project in its present phase was started in 1997 and ended in June 2001. The aim of the project was to benefit the urban poor households with focus on women and children. The project activities included social mobilization, community participation, skill development services convergence, provision of health and educational services to the children. The services were provided through a number of Urban Development Centres (UDC) each serving about 2000 people in the urban poor communities.

From SIP to UBSDP

UBSDP is an extension of Slum Improvement Project (SIP), a community based effort to provide environmental improvement, primary health care and empowerment of the poor women living in urban slums. SIP consisted of two main components: (a) physical development of slum areas in terms of the improvement of roads / lanes, drains, footpaths, sanitation and water supply, etc. and (b) social and human development through the provision of health, education and income earning facilities. SIP was launched in 1985 and gradually expanded its coverage through phases. The first phase of the project started with 57 slums in five district towns of medium size categories (Dinajpur, Kushtia, Mymensingh, Noakhali and Sylhet). The second phase was started in 1990, in which four new towns were included (Rangpur, Jessore, Khulna and Chittagong). In the following year, 11 (second stage) other towns and cities (Lalmonirhat, Rajshahi, Sirajgonj, Pabna, Barisal, Jamalpur, Narayanganj, Faridpur, Brahmanbaria, Comilla and Dhaka) were taken in the project. In the third stage in 1993, five more towns (Bhola, Bogra, Borguna, Cox's Bazar and Feni) were included. In two phases, SIP

covered 25 towns and cities and reached about 40,000 women in 185 slum settlements of these towns.

The operational strategy of SIP involved community organizations and participation of the community people. Communities were organized through the mobilization of government staff as well as the community people in slums. Participation on the other hand was ensured by involving the community members in the project activities.

SIP was implemented by LGED with City Corporations / Pourashavas and supported by UNICEF during 1985-1995. In 1986 a revised model of SIP was introduced, known as Urban Basic Services Delivery Project (UBSDP), with similar arrangements of funding and implementation. The project actually became operative in 1997.

2.2.2 Project Goal

Like SIP, UBSDP is a project which aims at improving the quality of life of the slum dwellers Particularly of the Women and the Children. Also aims at building the capacity of the local government so that they can provide the services to the poor efficiently.

2.2.3 Objectives

Specific objectives of the project are:

a) Strengthening of City Corporations and selected Pourashavas to provide basic services to the urban poor. The basic services include primary health care and health education, access to safe drinking water and sanitation, basic primary education, and particularly to the children in difficult circumstances and income generation opportunity to the youth and women. Besides UBSDP makes provision for providing social welfare and legal services, childcare facilities and information for referral. Moreover, the credit component of SIP has been retained in this project too.

b) Increasing participation of urban poor in the urban basic services planning, implementation and monitoring. Participation components include capacity building of the community to receive basic service, establish sustainable linkage and coordination with the partner agencies and advocacy.

c) Co-ordination of concerned government and non-government organizations involved in providing services to the urban poor and ensuring increased participation of the community at Ward level. To arrange linkages among different agencies and organizations involved in delivering those basic services for better delivery.

d) To provide guidance and inspiration to the government and development affiliated organizations to reduce/ remove urban poverty.

2.2.4 Target Population

The target population of the UBSDP is the poor community of the city and towns.

2.2.5 Main Stakeholders

The City Corporations and the Puarashavas are the main stakeholders of the project. However, the project is owned by the Ministry of LGRD and Cooperatives while LGED gives the technical support to the project actions.

2.2.6 Geographical Coverage

UBSDP has moderate geographical coverage. The project covers all four City Corporations (Dhaka, Chittagong, Khulna, and Rajshahi) and 21 Pourashavas of the country. The Pourashavas are Sylhet, Noakhali, Comilla, Brahmanbaria, Mymenshingh, Jamalpur, Kushtia, Jessore, Faridpur, Barisal, Narayanganj, Borguna, Bogra, Bhola, Feni and Cox's Bazar.

In terms of population coverage, the project has reached a reasonable target. The project has a provision of 490 Urban Development Centres (UDCs), the focal points of providing basic services, each of which covers at least 2000 urban poor. UDCs are available only in the City Corporations, while in the Pourashavas services are provided through a Community Centres arranged at each slum identified.

Thus, as per design of the project, 9,87,000 people, most of whom are women were supposed to be covered.

2.2.7 Method of Implementation and Organizational Structure

UBSDP was implemented by LGED through four City Corporations and 21 Pourashavas. A Project Director (PD), who was in charge of the whole project coordinated among different ministries concerned, local government authorities, donors and other agencies and local community leaders.

The project was managed by various committees at four different levels. These are at:

a) National level
b) City Corporation / Pourashavas
c) Zonal level (for Dhaka City only), and
d) Ward level.

National level

At the national level, there was a Central Coordination Committee (CCC). Secretary of the Local Government Division (Ministry of the LGED and Cooperatives) was Chairman of the Project while PD of the UBSDP was the Member Secretary of CCC. CCC draws members from all concerned agencies and had 46 members.

The role of CCC was to ensure services provided by various government and non-government organizations and private sectors in a coordinated manner so that services at

the UDCs are available for the beneficiaries. The CCC had also the responsibility to review the process of the project, identify constraints, prepare guidelines and provide feedback. For coordination CCC met every four months and made field visits whenever necessary.

City level

At the city level, activities of the project were coordinated by a committee called Project Coordination Committee (PCC). The Mayor or the Chairman of the concerned City Corporation or Pourashava was the Chairperson of PCC, while the Chief Executive Officers of City Corporations and Pourashavas were the Member Secretaries of their respective PCC.

PCC was entrusted with the responsibility of coordinating the city level UBSDP activities. It reviewed the activities bimonthly and provided guidelines for implementation.

Zonal level

At the zonal level of Dhaka City Corporation, a Zonal Coordination Committee (ZCC) was formed to monitor all the UDCs in that particular zone. The Committee was chaired by the zonal executive officer and one selected from UBSDP performed as the Secretary of ZCC. The ZCC consisted of 17 members, who were taken from different agencies working at zonal level. ZCC met every two months and monitored the activities of UDC at community level. A representative of ZCC attended the meetings of PCC.

Ward level

A Project Implementation Committee (PIC) was responsible for coordinating the activities at the ward level. The Ward Commissioner of the respective ward was the Chairperson of PIC, while UDC Caretaker was working as the Secretary of the Committee. The membership of the Committee consists of all officials from different government agencies, NGOs., Voluntary and community organizations at this level.

PIC met once every month. There are sub-committees on primary education, primary health care, water and sanitation, community participation and social welfare. PIC had the responsibility of monitoring all activities at the ward level. The Figure 2.2 below shows the organizational structure of the project.

2.2.8   Major Activities of the Project

The main activity of the project is providing credit facilities to the poor households for generating income-earning activities. Side by side, various social and environmental aspects were given emphasis. These include education, health services, water supply, physical environment improvement, etc.

Figure-2.2. Organizational Structure of UBSDP
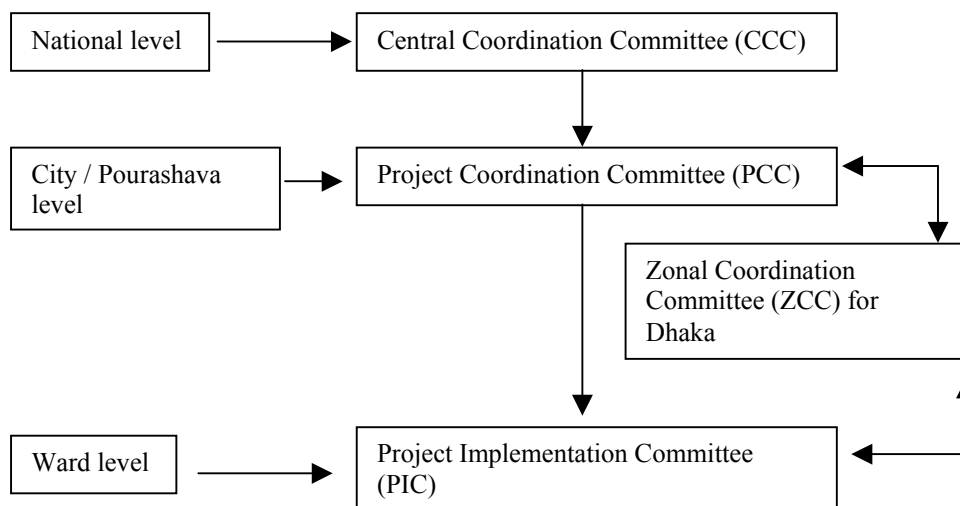
2.2.9 Major Outputs of the Project

Alleviation of poverty, improved environmental condition, improved social condition in the slum communities are the major outputs of the Project.

2.3 Local Partnership for Urban Poverty Alleviation Project (LPUPAP)

2.3.1 Background and Concept

As complementary to UBSDP, the United Nations Development Programme (UNDP) initiated a new project titled Local Partnership for Urban Poverty Alleviation Project (LPUPAP). There were at least three reasons for initiating the new LPUPAP. First, the success of SIP and subsequently UBSDP in terms of reaching the poor and the method of operation. However, compared to the number of beneficiaries the amount of financial resources were insufficient. While 9,78,000 people in around 21 cities and towns were to be organized, the available fund was only TK. 40 million. The amount could meet only a fraction of the micro-credit needs of these people. Second, although SIP and subsequently UBSDP achieved a success, their micro-credit operation guideline was short and brief, which were considered to be inadequate for smooth functioning of micro-credit operation. Moreover there was no direction as to how the activity will be continued after the project period in the absence of project personnel. Third, there were many NGOs working on micro-credit successfully. The guidelines which the NGOs follow were considered to be high standard and these guidelines were considered to be safeguarding the interest of NGOs themselves and overlooked the issue of empowering the poor.

The circumstances highlighted above prompted to create another programme, which can minimize the above conditions and issues and to achieve the following aims and objectives.

2.3.2 Goal of the Project

Social mobilization and alleviation of poverty.

2.3.3 Objectives

- Poverty alleviation through the empowerment of urban poor communities.
- To increase direct linkage between urban poor community, national and local level government and non-government supportive efforts for poverty alleviation.

- Increasing participation of urban poor in the basic services planning, implementation and monitoring.
- Utilizes their collective capacity, resources and power to improve their social and economic conditions.
- Coordination of concerned government and non-government organizations involved in providing services to the urban poor and ensuring increased participation of the community at ward level.
- To provide guidance and inspiration to the Government and development affiliated organizations to reduce/remove urban poverty.

Scope of Project Activities

The project aims at a number of wide ranging activities generated from the objectives of the project. First, is to organize the community people within UDC area. This includes the selection of the members, formation of groups, formation of Community Committee, holding regular meetings and building orientation and awareness. Second, operation of the micro-credit and savings programme is the main thrust of LPUPAP. Third, along with this, skill development programme is planned to carry out to help community people to produce new marketable products through credit programmes. Fourth, within the project, there is scope for monitoring and evaluation of the project activities. Finally, the establishment of linkages with various components of the project.

In carrying out the above activities, the project emphasized on credit and savings programmes at the centre with other programmes such as literacy, waste management, health care, etc. remained around the central programme. The community has the scope for decision making at different levels to improve the economic and social capabilities. The Community Committee has also the provision for planning, implementation management, fund operation and evaluations during the operation of the project activities.

2.3.4 Target Group

LPUPAP aims at providing service to 700,000 disadvantaged urban poor of 3 City Corporations (Chittagong, Khulna, Rajshahi) and 8 pourashavas. Thus the project primarily targets at alleviating poverty of over 700,000 poor and disadvantaged people living in eleven towns and cities.

In addition, working through a combination of government departments, NGOs and CBOs the project's strategy is to provide supports to create an enabling environment for the most deprived communities to enable them to make development decision and take activities to improve their own lives. Thus, the project also targets local government staff and various other stakeholders to make them more responsive to the needs of the urban poor through training participation and partnerships. This will help develop a systematic and institutionalized approach to provide support for urban poverty alleviation.

2.3.5   Main Stakeholders

Paurashavas or the municipalities are main stakeholder as the programme is being implemented by them. The Project is however owned by the LGRD Ministry and Local Government Engineering Department.

2.3.6   Geographical and Population Coverage

The present project, LPUPAP, has covered 11 towns and cities considering the following reasons:

1) The pourashavas and City Corporation, which have already received some software hardware components from SIP and UBSDP in there respective poor communities, were given priority.
2) The number of towns and cities were kept minimum (11) in order to have sufficient funds available for capital investment and not to increase the staff cost.
3) The city and towns were selected on the basis of having a large concentration of urban poor whose problems need to be addressed.

Thus, 11 towns and cities (three City Corporations and right Pourashavas) were selected finally to operate the project activities. The names of towns and cities including their population area, number of slums and poor population living there are shown below:

Table: Population, Area and Slums of 11 Selected Cities and Municipalities

| No.	Name of City or Municipality	No. of Population	Area in sq. km	No. of slums	Slum Population
1	Chittagong City Corporation	2,700,000	120.00	168	215,000
2	Khulna City Corporation	1,500,000	45.60	64	320,000
3	Rajshahi City Corporation	700,000	43.00	28	50,200
4	Barishal Pourashava	187,742	28.00	15	17,507
5	Bogra Pourashava	130,096	14.76	14	17,567
6	Gopalgonj Pourashava	104,000	13.84	15	3,000
7	Hobiganj Pourashava	46,000	9.05	13	5,000
8	Kushtia Pourashava	79,877	15.58	18	15,147
9	Mymensingh Pourashava	202,194	54.00	25	20,485
10	Narayanganj Pourashava	296,306	20.00	17	30,355
11	Sirajgonj Pourashava	200,000	28.68	25	18,550

Source: The LPUPAP Project Document

2.3.7   Method of Implementation and Organizational Structure

A four level organizational structure is followed to implement the Project. At the national level there is an executing agency called Central Coordination Council (CCC). The Committee meets every four months. At the city or Pourashva level there is another committee, which is named as Project Coordination Committee (PCC). Within city there is a Project Implementation Committee (PIC). This committee functions at the ward level. The organizational structure is shown in **Figure 2**.**3**.

Figure 2.3: LOCAL PARTNERSHIPS FOR URBAN POVERTY ALLEVIATION PROJECT

ORGANOGRAM
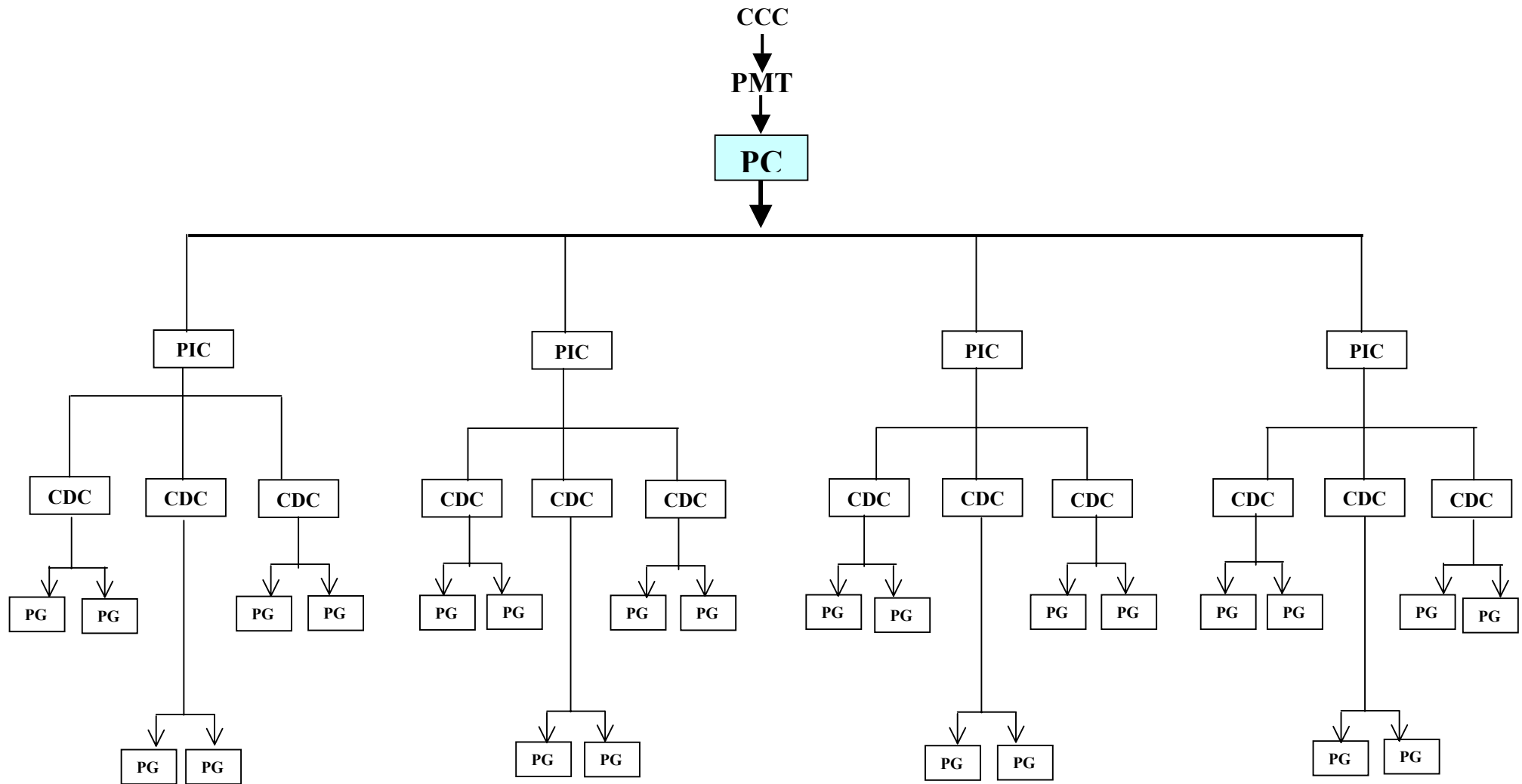
2.3.8 Major Activities of the Project

a. Social Mobilization and Group formation.

- Need assessment, training of community leaders and local government staff on participatory development planning, management and implementation.
- Market survey, identifying capacity building needs and skill training requirements.
- Institutional strengthening
- Technical support to micro-credit enterprises

b. Micro-credit operation

- Framework for legal support
- Policy advocacy
- Linkage among the partners, coordination integration and convergence.

Social Mobilization

Social mobilization is one of the major components of LPUPAP. Such mobilization is planned through training and implementation of Participatory Urban Appraisals (PUAs) in Wards of designated Pourashava or City Corporation with the objective of facilitating the community, especially the women to identify their needs and constraints. These exercises can help communities to prepare their community level plans and prioritizing their needs.

For social mobilization Participatory Urban Appraisals were conducted by NGOs. Technical Assistance was also provided by NGOs in conducting exercises and preparing reports and plans. Providing training to community leaders and local government staff is an important step in the process of social mobilization, building community and promoting the sustainability of the project by strengthening the ability of the grass roots level leadership to take responsibility for effective management of the groups.

Micro-Credit Scheme

A micro-credit scheme, on the basis of consessional grants from UNDP, is launched to the community. Grants may be used as matching community development funds or for supporting the establishment of a reverting micro-credit finance fund as a matching grant to the savings of the community organizations.

A sum of TK. 370 million has been made available for Community Organizations. The communities will have the ownership and control over the fund. For the smooth operation of the fund the following steps are to be taken:

- Reconnaissance survey, community selection, selection of beneficiaries.
- Group formation and capacity building of the beneficiaries.
- Identify fields where credit support may be given.
- Visiting beneficiary's house, brief them about the programme, motivate them, assess them, screen them out and finalize list of beneficiaries.
- Opening of bank account in the neighborhood
- Ensure necessary credit support.
- Provide skill training where necessary,
- Ensure constant follow up and monitoring
- Establish new UDCs where necessary.

As indicted earlier the community savings will be an important component for matching grant. Savings will be mobilized through community organization meetings. The amount of weekly deposits and savings of the Community Organization will be decided by the group members. Utilization of their savings for credit disbursement and community development funds will also be determined by Community Organization (COs). Credit services will be offered by COs to the eligible members through a revolving credit fund generated from CO's savings.

Local project staff will facilitate training in credit operations and utilization for the Community Organizations savings and credit programmes will be monitored also by the project staff. A credit manual will guide them in its smooth operation.

Community Development Fund

In order to facilitate the implementation of the Community Development Plans, a Community Development Fund will be established. This will fund implementation of community-based projects through contracts issued to community organizations. The funds can be used for social, physical and economic improvements of selected urban poor communities under the project. Only COs from the selected communities can play for these funds through the established mechanism through the Project Implementation Committee (PIC) at the ward level for approval by the Project Coordination Committee at the city or pourashava level. The Project Management Team will authorize the payment of the contracts directly to the community organizations in installments as stipulated in the contract.

The project management team will prepare guidelines for allocation for the Community Development Funds based on criteria such as occurrence or pockets of

urban poverty, estimated number of urban poor in these areas and identified social, physical and economic needs. The PCCs will have the responsibility to allocate the Community Development Funds in accordance with the set guidelines to the community organizations applying for support. It is envisaged that NGOs, local government, LGED and other governmental or private organizations will assist community organizations in the process of applying for community contracts and in the implementation phase. In addition, the project has provision for training communities in project identification, preparation and implementation.

Criteria for awarding of community contracts will be set by the Project Management Team, and linked to a number of factors such as

- expected beneficiaries,
- environmental impact,
- how the project will benefit the men, women and children,
- alternative options of funding,
- level of community participation,
- cost sharing, and
- organizational capacity of community organization.

Project proposals will be reviewed and recommended for implementation by the Project Implementation Committees and forwarded to the Project Coordination Committees for their approval. If the project proposals match the criteria and can be accepted within the available budget, the PCC can approve the proposals and will inform the Project Management Team (PMT) of their decision. Upon authorization of the PMT, the Local Project Team will issue Community Contracts to the community organizations in accordance with the approved amount, installments and technical data. The project will also establish a participatory monitoring system to ensure timely and efficient implementation of the community contracts, in addition to the technical support given by the project and local partners to the community organizations in carrying out the contracts which will support the implementation of the community development plans.

The community contract suits the purpose of community empowerment, since community will be in charge of the contract. Community management skills will be developed in the field of physical implementation and the administration of the contract. Since the community will be carrying out the work under the contract, they well feel being the "owner" of the services or facilities created and will be able to maintain them thereafter. Another advantage is that the quality of the work is usually of higher standard than the work of commercial contracts, since communities are undertaking the work for themselves and will not compromise quality.

Market Survey

A market survey to be conducted to identify potential market opportunities for relatively low-skill and cheap labour mainly adsorbed in the primary (agriculture) and service sectors. While conducting the survey, emphasis will be given on the utilization of local facilities in serving local communities. The findings of this survey will help identify training needs of the community people.

Capacity Building

a) Skill Training

   Market survey will identify what kind of skill training would be necessary. On the basis of recommendations made in the survey and the interests of the community skill training will be provided through appropriate organizations. Such training will prepare the urban poor to undertake income-generating activities through the utilization of micro-credit. Skill training will also include vocational and on the job training for undertaking community contracts at the community level.

b) Staff Training

   For building capacity of the staff at the central and local levels in terms of making them more responsive to the needs of the urban poor and to make them efficient in terms of appropriate decision making staff training is essential. Managerial staff training, and exposure to innovative approach exchange of experiences through exchange visits.

c) Local Government Responsiveness to the Urban Poor

   Making the local government staff more responsive to the needs of urban poor may not be very easy without institutional reforms. Thus, the project will study the present institutional arrangements for addressing the problems and needs of the urban poor.

   To this end, the local governments will have to change their traditional role of being providers to facilitator or enablers and assist the community people to generate and provide some of the services with the assistance from local government. While conducting skill development training for local government staff, care must be given to cost recovery of the project activities.

d) Resource Mobilization

   Capacity building for resources mobilization will be made in various ways. The communities will be trained on how to apply for funding for this community development funding. In a similar way communities will also be trained to generate resources from other sources to support their development agenda.

   Staff of the NGOs, UDC and local governments will be training on techniques of resource mobilization for community development. Staff training will also emphasize on how to get financial support from other agencies.

e) Support to Policy Dialogue

To integrate community plans in the city level plans exchange of opinion and dialogue may be necessary among the community people and those in the city level and policy making levels. For instance, institutional changes at the local level to make local level activities more responsive to the poor are outcome of the project experiences. Such experience should be shared and discussed at the policy making level to bring about institutional changes.

2.3.9   Major Expected Outputs of the Project
Alleviation of poverty in urban areas is the expected primary output of the project. Capacity building of local urban governments is another expected output.

2.4   SINPA
2.4.1   Background and Concept
SINPA (Support for Implementation of National Plans of Action) is a programme to assist local governments at city level and to assist its partners in building their capacity in the broad areas of housing, local environment management and planning through a process of participation and partnership. The programme also supports existing local initiatives by linking and stimulating them through training motivation and support. SINPA is a process of participatory planning and development but not a funder.

2.4.2   Goal
SINPA is a programme designed to help implement National Plans of Action and the Habitat Agenda by building sustainable local capacity for effective planning and management of urban development activities. More specifically, the aim of SINPA is to assist local governments and their partner organizations in building their capacity for undertaking effective measures in the broad areas of housing, local environment management and planning through participation and partnership. In the process of such participatory urban development SINPA focuses on the challenges of improving access to services and better environment for the urban poor, with particular focus on women.

2.4.3   Objectives
The broad objectives of SINPA programme in Bangladesh are:
a) To Facilitate and build local partnerships and develop a strategy for capacity building for urban development
b) Improve quality and access for the key stakeholders and community at large to information on urban development
c) Improve linkage between the demand and supply side for Capacity Building services for urban development (stimulate the local and national capacity building institutions to become more responsive to needs and to enhance quality of performance)

d) To improve understanding and communication of experience relevant to needs of city development in the linked areas of housing, environmental management, participative planning and partnerships.

2.4.4 Target Population

SINPA aims to achieve mainly two elements from the Habitat Agenda: First the National Plans of Action which were prepared for Habitat II and which provide the framework for all activity in the programme. Second, there is a focus on capacity building strategies, which were also endorsed at Habitat II. The activities related to these encompass all people in the city, particularly those in the management level. More directly, SINPA targets the local level elected and appointed officials and the low-income population.

2.4.5 Main Stakeholders

SINPA programme in Bangladesh is guided by a national level Steering Committee. The Committee is headed by a Chairman, who is the Secretary, Ministry of Housing and Public Works, while the Member Secretary of the Steering Committee is the National Coordinator of SINPA and Secretary General of RADOL, an NGO, which is the joint implementor of the programme with IHS, Rotterdam.

A National Forum of Capacity Building institutions is being formed to support the local government bodies and to strengthen their capacities in providing better urban service in all urban centres of the country. This National Forum is expected to be one of the important stakeholders of SINPA. The members of this Forum are CUS, BPATC, LGED, NILG, UDD, etc. The National Forum would have a Secretariat, which still remains to be identified.

At the city level a wide range of organizations participated in the programme either as stakeholders or as partners. The main stakeholder at the city level is the Pourashava, the local government body. Other stakeholders are district administration and various other district level government organizations such as District Council, LGED, DPHE, Public Works, etc. NGOs, CBOs, educational institutions, professional bodies and different civil society groups.

2.4.6 Geographical and Population Coverage

The Project broadly covers the whole population of Tangail, which is approximately 200,000 Tangail being the city where the SINPA activities wee implemented. In addition several other municipalities around the country were covered in the process of dissemination of SINPA concept and approach. Personnel from these municipalities have participated in several trainings and workshops by which SINPA reached a wide range or population. Through the publication of a SINPA Bulletin News Letter and web

site the idea and experience of the project are disseminated all over the country as well as in various parts of the world.

2.4.7 Method of Implementation and Organizational Structure

SINPA has adopted a very flexible implementation strategy. It has policy/management committees at two levels. At the national level it has a national Steering Committee to monitor the progress of the project. The Committee it does not interfere in its implementation. At the local (city) level the implementing agencies of the project, have fielded by a staffing a Coordinator and other staff at junior level at Tangail. This Coordinator organizes the whole range of coordinating functions. At the city level there is a Platform (Tangail urban platform) and a number of Task Forces to implement specific programmes and tasks.

SINPA organizational structure is shown in **Figure 2.4**

2.4.8 Major Activities

SINPA undertakes a wide range of activities related to urban development and providing urban services. The activities can be grouped/classified under several broad headings. The four Task Forces have undertaken four different activities such as housing and slum improvement and solid waste management, traffic management and central canal cleaning. To provide information to the citizens, SINPA has a Library and Information Centre. For capacity building, the project conducts trainings, workshops, study tours, exchange visits and so on for relevant stakeholders. There is a programme for revenue improvement and resource mobilization. To share the responsibility of providing services, it builds partnerships, for dissemination of knowledge and experiences it has research and documentation programmes. On the whole SINPA activities are not properly pre designed. Its activities are need oriented and locally generated. Major activities are described below.
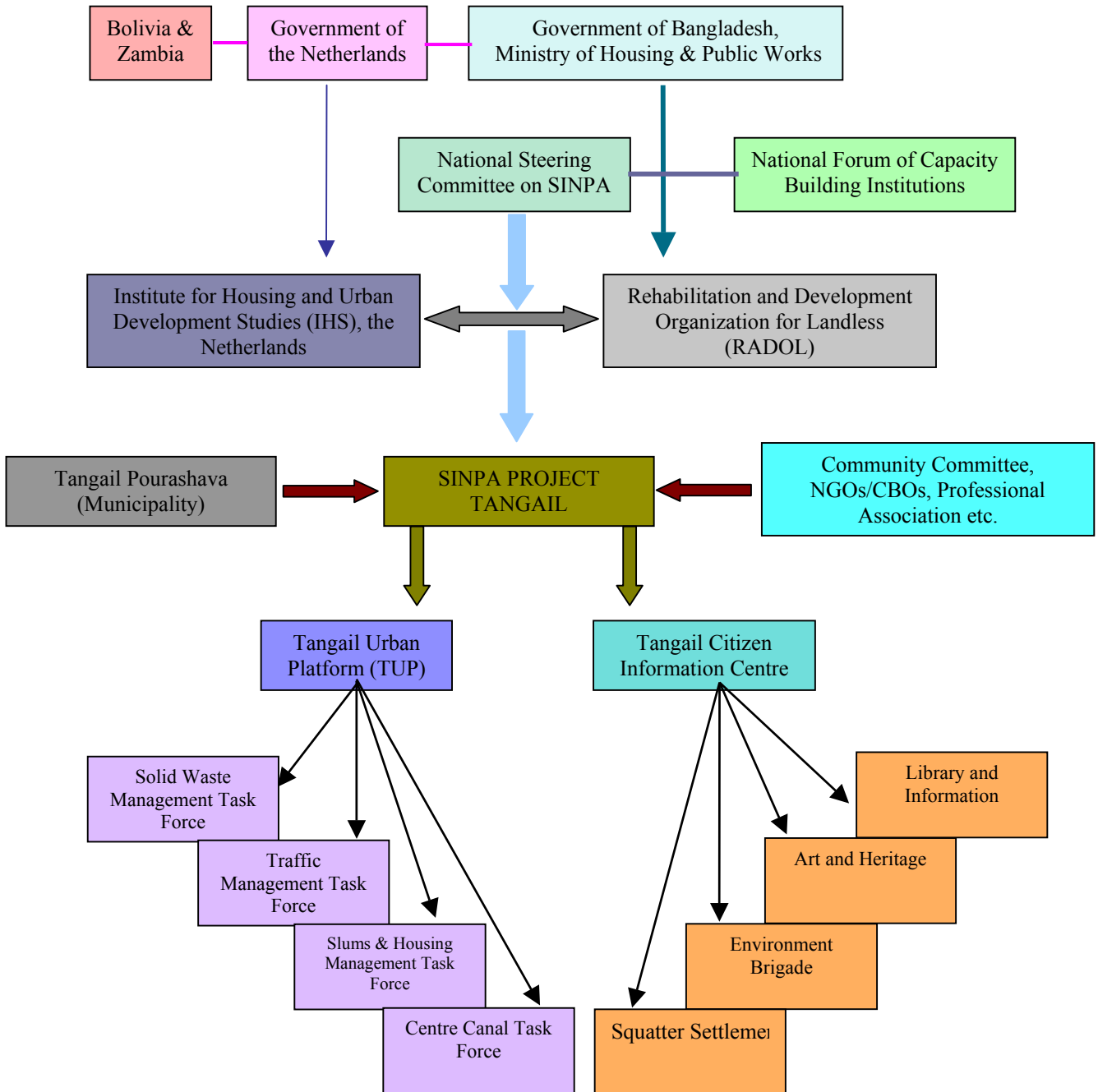
Housing and Slum Improvement

> Nine slums have been surveyed for baseline information and for assessing their needs. Following these, institutional support has been provided to deliver selected basic services in these slums. For improvement of housing, effort was made to create a Housing Revolving Fund through partnership with Tangail Municipality, Rotary International and SINPA.

SINPA
(Support for Implementation of the National Plan of Action)
Organization

Bolivia & Zambia	Government of the Netherlands	Government of Bangladesh, Ministry of Housing & Public Works

National Steering Committee on SINPA — National Forum of Capacity Building Institutions

Institute for Housing and Urban Development Studies (IHS), the Netherlands ⟷ Rehabilitation and Development Organization for Landless (RADOL)

Tangail Pourashava (Municipality) → **SINPA PROJECT TANGAIL** ← Community Committee, NGOs/CBOs, Professional Association etc.

Tangail Urban Platform (TUP)
- Solid Waste Management Task Force
- Traffic Management Task Force
- Slums & Housing Management Task Force
- Centre Canal Task Force

Tangail Citizen Information Centre
- Library and Information
- Art and Heritage
- Environment Brigade
- Squatter Settlement

Solid Waste Management

Community solid waste management is an important activity of SINPA. The project has so far covered around 4,000 families in the city. The wastes are managed primarily through a process of partnership with four communities, nine NGOs and two CBOs. SINPA provided cycle-vans for waste collection and the households pay for the collection.

Traffic Management

During the process planning, TUP identified traffic jam/ congestion as one of the major problems of Tangail City. To manage the problem, the Pourashava, local NGOs, concerned government and non-government agencies, business associations, transport owners and labourers even the boy scouts and students came forward and contributed to solving this problem. To perform this task a number of partnerships have been formed through social mobilization, meetings and workshops and by observance of Traffic Weeks. The Task Force also arranged special traffic management drives.

Clearing of the Tangail Central Canal

In the original plan of action the central canal was not an issue. In the third meeting of TUP, the Chairman of Tangail Pourashava pointed out that the Central Canal was filled up and clogged with solid waste. The Canal should be maintained properly as the lifeline waste water / drainage of Tangail. However, SINPA did not have fund to undertake a big project as required for it, but made substantial efforts to mobilize people and to build partnerships. The Pourashava came forward with supervisory manpower, trucks and trollies to carry the canal's solid wastes while LGED provided technical support and funds for cleaning the canal. In addition SINPA supported the cleaning efforts with social mobilization, community formation, and vans to carry solid waste. Finally the canal has been made clean and workable to a great extent.

Tangail Citizens Information Centre (TCIC)

This information centre has been established with two fold objectives. First, providing information on urban development required by citizens and for disseminating the experiences and lessons of participatory urban development initiaves. Second, it has been suggested that Tangail serves as the Local Urban Observatory under a UNCHS programme. In the Urban Observatory Programme the Tangail Centre will provide information on a member of variables of city statistics. The Centre is currently functioning fairly smoothly.

Capacity Building Activities

Capacity building of the local authorities and stakeholders was one of the core concepts of SINPA. The aim of such strengthening is to make the project viable and sustainable so that the activities can be continued even after the case of the pilot project activities. The capacity building activities include various training programmes for Pourashava personnel and for local leaders outside the pourashava. For instance, training programmes were arranged for the Ward Commissioners on resource mobilization and financial management and leadership training for local leaders.

Apart from trainings of various kinds, a series of visits and study tours for the Pourashava people and also for other local leaders were conducted in order to gain and share experiences. In addition to trainings and visits there have been a number of activities such as Environment Brigade, student debates on environment and development, child art and heritage, etc. were also launched. All these activities help building capacity of the relevant people.

Revenue Improvement and Resource Mobilization

The Project emphasized on local resource mobilization through improvement in the revenue assessment and collection. With this in view, a study was conducted in the Tangail Pourashava area to explore the potential sources of resources, along with the attitude of the people towards more sources of income. With findings of this study there were several workshops and training programmes for relevant people at the local government. Specific training models were prepared for training sessions.

The trainees were recruited from a number of Pourashavas, instead of taking them from Tangail alone. SINPA made an effort to mobilize local people in paying taxes properly. This helped Tangail Pourashava collect more revenues and that helped it getting a national award on best performance on Tax Collection from LGED. In addition, SINPA also helped in the process of tax assessment. This facilitated expanding the tax base of the city. It should be mentioned here that an understanding was reached between RADOL and NILG to evaluate the impact and outcome of these training programmes.

Building Partnership

In performing the above activities SINPA has developed a number of partners on the basis of cost and management sharing. Some of the successful partners are local

business community for solid waste management, journalists for disseminating information, LGED for central canal cleaning, Pourashava, BRTA and District Administration for Traffic Management and so on. For most of its activities, SINPA has made successful partnerships with different stakeholders.

2.4.9   Major Outputs of the Project

SINPA has diversified outputs. At the organizational level it has achieved a number of tangible outputs.   Creation of a national Steering Committee, National Forum of Capacity Building Institution, Tangail Citizens Information Centre (TCIC), etc. are notable. At the operational level there achieved a good number of outputs. Solid waste management, Solid waste composting forum, Central Canal Cleaning, slum improvement and traffic management are some of the examples.   Besides, social mobilization through participation and partnerships are intangible output of the project.

Tree plantation in Tangail

Chapter III

Effectiveness, Efficiency, Strengths and Weaknesses of Initiatives in the Four Projects

3.1 Introduction

Participatory development in urban areas has become popular due to its flexible nature and process oriented methodologies. It has adopted an interactive technique to combine and coordinate whole range of activities. However, the degree of such coordination, flexibility and participation depends on the nature, components, strengths and efficiency of the project. This chapter explains the effectiveness, efficiency, strengths and weaknesses of the four participatory urban development projects under the present study in terms of their operational methodologies to reach the target population, geographical and population coverage, nature of organizational strengths, networking and linkages and capacity building of the stakeholders. The chapter particularly focuses on the field situation of the above mentioned aspects.

3.2 Organizational Strength of the Projects

3.2.1 Healthy City

The Chittagong Healthy City Programme is implemented with the participation of various development partners active in the City, led by Chittagong City Corporation in association with the World Health Organization (WHO).

The organizational framework of the project has followed the general structure suggested by WHO. It consists of a City Coordination Council/ Steering Committee responsible for major decisions concerning the project. The Committee is chaired by the Mayor and formed by the representatives of all types of development organizations in the city and from all sectors of the society.

Secondly, there is a project office housed in the City Corporation Building to coordinate all activities headed by a senior staff of CCC, (Currently an Executive Engineer). Thirdly, the sectoral Task Forces, which are responsible for specific action plan for their respective sector, and facilitating the implementation of Action Plan relevant to their sector.

The main strength of the project is its seven zones and seven task forces in the city. The zone committees identify the problems in each zone while the Task Forces

provide technical and financial support. However, the plans and their implementation processes are to be approved by the City Coordination Council.

3.2.2   UBSDP

UBSDP is functioning through a Central Coordination Committee at the national level and two other Committees such as PCC and PIC respectively at the city level and ward level. Apart from this, an interesting innovation in UBSDP is its Urban Development Centre (UDC).

Apparently it seems that the organizational structure of the project is well designed. However, CCC at the national level and PCC at the city level is found to be almost nonfunctional. However, the PIC at the ward level appeared to be active and functional. More over, UDC is playing an important role in keeping the implementation process going smoothly.

At a yearly cost of approximately US$ 455 per UDC (supported by UNICEF), the project facilitates primary health care; provides health education; provides basic education to young children; and facilitates activities in water and sanitation. The centres also provide vocational training and legal assistance, such as acquiring equal remuneration for women.

UBSDP established management and implementation structure to reach the urban poor. The important feature of the management and implementation process is that the activities were implemented through the existing government structure. A new addition is the creation of UDCs through which services were provided.

In order to promote the sustainability of UBSDP the Government of Bangladesh has taken the responsibility of recurring costs of the service delivery mechanism performed by Urban Development Centres.

There is no regular structure of any local government bodies in Bangladesh to deliver services to the Urban Poor, except a Slum Improvement Development in Dhaka City Corporation. UBSDP has made an effort to bridge this gap for better coordination among the local government authorities and other development agencies.

One of the basic objectives of the project was to strengthen local government capacity to provide basic services to the Urban Poor. Effort was made to achieve

such objective through capacity building interventions such as training and logistic support.

In order to strengthen the capacity, UDCs are to be institutionalized within structure of the City Corporation and Pourashavas. It has been found that the other development partners had included UDCs in their project models as platforms to deliver basic services. The capacity building component of the project, which also includes advocating for greater prioritization of social development of the Urban Poor will be strengthened substantially. Greater cost sharing may improve the capacity further and also ensures greater sustainability.

3.2.3 LPUPAP

The strategy of the LPUPAP is to eradicate poverty and to empower the urban poor by organizing them in groups, imparting awareness and skill, conducting savings programme and ensuring marketing of products. In order to carryout these programmes LPUPAP has four levels of organizing and management committees. The most important innovation is the Community Development Committee (CDC) for its inclusion of the grassroots people to make decision, planning and implementation. Second, LPUPAP use the existing government organizations at the national and city level and also at the Ward level. This facilitates the smooth implementation of the project. CDC is supposed to look after micro-credit programme for about 400 people. LPUPAP staff has no role in it except the facilitation and technical support. The community is planned to be involved in management and keeping records and accounts. This can be considered as a strength of the project.

3.2.4 SINPA

SINPA has a well conceived organizational structure both at national as well as city level. It can be evident from the composition and functioning of the Steering Committee at the national level in one hand and Tangail Urban Platform (TUP) and Task Forces on various sectoral and community activities at the city, ward and community level on the other. The Steering Committee met at least 10 times during the project period, to formulate policies with regard to the direction and focus and expansion of the programme.

Most important strength of SINPA is its TUP which is the main body at the City level to plan, implement and monitor the development interventions. TUP also provided a forum for ventilating the views of citizens and their grievances.
Task Force functions at the operational level, for instance, planning and implementation of a particular task.

Basides the project team, knowledge, motivation, skills and commitment of members of the various committees are important strength of SINPA.

3.3 Process of Reaching the Target Group

3.3.1 Healthy City

The target population of Healthy City Project in Chittagong are the citizens in general. Unlike UBSDP and LPUPAP it does not have any targeted population. The main mechanism of reaching the people is its seven Task Forces working on various development issues. The Task Forces work in partnership with each other and with local communities under the guidance of a 42 member Coordination Council chaired by the Mayor of Chittagong City. Besides, to represent various regions of the city, its 41 wards were categorized under seven zones. Local people are represented in these zones. The programmes of the Healthy City Project are implemented through meetings, seminars and workshops with direct participation of the people concerned.

3.3.2 UBSDP

Unlike SINPA and the Healthy City Project the target population / group of UBSDP is more focused, i.e. the poor urban population living in slums and squatter settlements, usually those households earn less than an amount of TK. 3500 UDC identifies the target population from the community by forming groups. In reality, most of the groups were identified during the SIP period.

It has been observed during the field visit that the credit component of the programme is an important factor for reaching the poor. It is because most of the poor are in need of financial support to enhance their income.

On the other hand basic service facilities such as water points, education, and health services, etc are also an attractive component to unite the poor around the activities of the project. Thus, it can be concluded that the projects which have components directly benefiting the people can reach their target groups easily.

3.3.3 LPUPAP

LPUPAP is a poverty-focused project. Thus, reaching the poor is not so difficult. The project has been designed in a manner that the targeted people can take part in the decision making, planning and implementation. Since the project is not yet under full operation it is premature to evaluate the process.

3.3.4 SINPA

Local level elected and appointed officials and the low-income population of Tangail town along with various stakeholders are the primary targets of the SINPA programme. The programme, however, includes other pourashavas and towns of the country with similar aims and objectives as the secondary target of the programme. Behind such a broad range of targets, the programme intends to provide services to all people of the target towns with particular focus on disadvantaged or vulnerable groups, such as poor slum dwellers.

As a mechanism for reaching the target group, SINPA followed a strategy of involving specific target group through meetings workshops, training and mobilizations. In these process the target groups had the opportunity to plan, participation in plan implementation mobilization and in giving feed backs. To reach target group, SINPA used the existing government administrative machineries (such as local government or the line agencies of central government), but where it was different, SINPA used its. Own process of directly reaching the target group through social mobilization. For such mobilization, SINPA used local NGOs, CBOs and other civil society groups. SINPA's TCIC has also played an important role.

3.4 Coverage: Population and Geographical

3.4.1 Healthy City

Virtually all people of the city, which is 3.5million (2001), are to covered by the programme. In reality, however, coverage is much lower than the targeted population. Due to financial constraints of the city corporation coverage can not be increased. Thus, only two wards out of 41 in the city were selected as pilot area to have an effective coverage with limited population. Therefore both geographical and population coverage under the project is not upto the level of expectation.

3.4.2 UBSDP

Geographical coverage of UBSDP has been similar to SIP both in the national scale as well as in the city context. At the national level SIP was functioning in 4 City Corporations and 21 Pourashavas. UBSDP was also found to be operating in the same cities and towns. However, within the city project components have been reduced compared with SIP. Such reduction has taken place due to elimination of the hardware components from the project. Under UBSDP, software components such as credits, skill training and education, health-services, etc. were emphasized,

which covered more population than in the earlier phase of UBSDP. So far the project has covered nearly a million population in all 25 cities.

3.4.3 LPUPAP

The project aims at reaching 700,000 disadvantaged people in selected cities and municipalities. The implementation process has just began. In Serajgonj Town, there are 20 CDCs which contain more than 300 primary groups covering nearly 6000 poor families. They are waiting for credits and other activities under the project, but the officials are still busy with the preparatory works.

3.4.4 SINPA

Geographical coverage of SINPA is still limited. It covers only one town with full fledged programme. However, through dissemination * of Tangail experience and several workshops and trainings, SINPA covered several other towns too. The preliminary experience show that it has the potentials to reach more towns. This can be evident from the interests shown by the local government authorities of other towns to have such programme in their respective towns.

In terms of population coverage SINPA's success is rather mixed. It's direct coverage in the context of providing services such as solid waste management, information services, traffic management, central canal cleaning etc. is approximately a third of Tangail Pourashava population. However, indirectly through awareness and mobilization SINPA covered at least two third of the city's population.

3.5 Empowerment of the Poor and Women
3.5.1 Healthy City

Healthy City Project guidelines emphasize on the empowerment of the poor and the women. So that their lives in the city can be safe. But in reality there is little scope for empowerment of the groups because of the fact the poor and the women have hardly any scope for making decision or influence the activities of the programme. However, their participation in the project activities are quite visible.

3.5.2 UBSDP

Empowerment is a process by which people can make decision to change their own fate and community. UBSDP is basically a top down process. Most of the decisions taken under the project are made through organizational and implementation process. The poor and the women, who are the main beneficiaries of the project

activities have hardly any scope for making important decisions upward and downwards except for their own activities contexts.

In UBSDP, involvement of poor, particularly the women are overwhelming. More then 90 percent of the members are women. Female involvement in project activities s quite high with about 66 percent in both City Corporations and Pourashavas (CUS 1999).

Women also participate in various project Committees. About 55 percent of the beneficiaries got various positions in different committees. However, getting equal wage or remuneration and legal services for children and women seems to be still weak.

3.5.3 LPUPAP

The ultimate aim of this project is to empower the poor particularly the women. The project has been designed in such a way that the poor and the women participate in the activities of the project. Social mobilization, community central and credit programme all are carried out by the community people including The Community Action Plan. The study term has observed while conducting field survey that the poor women are really motivated and committed. They know what their problem is and how to solve it. They also can mobilize people around certain community actions. This indicate that the poor and the women are in the process of getting empowered.

3.5.4 SINPA

SINPA's core concept is to empower and strengthen the local government and other stakeholders directly so that there authorities can provide necessary services to the people. The poor and the women are not coming to the scene directly. However, indirectly it is the poor and women who constitute a substantial proportion of the target population. SINPA through its Canal Clearing, solid waste management and traffic management programmes empowered the restaurant worker association, association of the sex workers and transport workers (both motorized and non-motorized) respectly. On the other hand, some of the women headed NGOs and CBOs come toward with ideas of various interventions in the areas of community solid waste management community policing, and land readjustment programmes. Such activities show the interests and ability of the women in the management of some selected urban problems.

3.6   Capacity Building of the Stakeholders

3.6.1   Healthy City

Capacity building needs to be considered in terms of both institutional and individual. In case of Chittagong City Project there is hardly any evidence of institutional strengthening or capacity building expect for Chittagong City Corporation. Other stakeholders are working as partner organization without enhancing their own capacity in terms of resource mobilization additional manpower, etc. But individual level many, who represent the partner organization have sufficient capacity to make decision and influence the activities.

3.6.2   UBSDP

The objective of strengthening the stakeholders capacity to provide basic service to the urban poor has been achieved to great extent at the ward level. However, at the national and city level such capacity is still weak.

UBSDP helped building capacity of the elected ward commissioners by making them responsible for chairing PICs. Some of them have taken the advantage of meeting the community people on various occasions as part of UBSDP activities.

The employees of UBSDP were found to academically more qualified than what is asked for. They were also recruited more crless in fair way. The staff motivation for working for the poor was found to be very high. They were also committed to the programme and well equiped in office and record maintenance for the success of the project. The team, which work at UDC level, was found to highly motivated to work beyond their mandated work to provide services to the poor. This has been possible due to motivation and also building their capacity to work through various process of project implementation.

The learn at the ward level received basic training and gathered experience through work with the people. However, weak support from the national and city level made the ward level teams frustrated at various point of time. Low salary / honorarium at the UDC level staff is common problem in building capacity.

At the city level, in Khulna example, the Corporation's capacity to provide services for the poor communities seems to less visible. The KCC still dos not have a call or separate office or branch to look after the poor of the city, not it has the capacity to spend financial resource from its own fund.

UBSDP is entirely financed by UNICEF except the credit portion, which drew funds from previous SIP programme. Of the total cost a large portion (65.25%) goes on salary followed by expenditure on office renting (26.76%) to make the UDCs functional. The cost per UDC is about TK. 79,297.00 per year, which means that per beneficiaries cost is only TK. 40.00 per year Considering the benefits that the project generated the cost is very small. This justifies the continuation of the project.

However, the respective City Corporations and Pourashava does not have the ability to share the costs nor have sufficient manpower to manage. Thus, the question of sustainability remains at the centre of the debate.

3.6.3 LPUPAP

The process of the stakeholders capacity building has been examined by then participation in the activities, capacity to make decision, and the ability to innovate new ideas and direction to fit in the community. Participation in activities by the stakeholders at the pourashava and community level to be good. But the whole process of implementation of the project is awfully slow. This is perhaps due to lack of coordination among the officials at national level and also from national level down to the community level. However, within the community the decision making, and involving new ideas among the community people were observed. The project at the city level were found to be enthusiastic about the project activities but what they have achieved so far in terms capacity to manage participation and partnership is yet to be seen.

The project has initiated skill traing programme for the poor, staff training motivated local government to respond to the poor and resource mobilization. The activities are however at their very initial stage and it will take some time as to how they are making process along the time.

3.6.4 SINPA

SINPA used a number of methods to build capacity of the local government bodies and other stakeholders. Most important method is its training component. Programmes were organized on leadership training of all stakeholders. There were trainings on municipal rules and procedures for Pourashava Commissioners and officials, training on Pourashava resource mobilization and revenue important, training on solid waste management and composting.

Through these trainings pourashava personnels and other stakeholders such as NGOs, CBOs business evocations, professional groups and community leaders and

social activists improve their knowledge and skills with regard to municipal and urban governance.

Apart from trainings other methods used were conducting study tour at home and abroad, exchange of opinion with the personnel of other municipalities and undertaking of research/studies on resource mobilization, revenue improvement and pourashava training need assessment. Through these activities efforts have been made to increase the capacity of the stakeholders.

3.7   Networking and Linkages
3.7.1   Healthy City

Networking is an important component of the Healthy City Project. As the guideline shows that "networking and control with other healthy cities both within the region and elsewhere will provide a source of stimulation, exchange of technical knowledge, mobilization of resources and a standard for comparison for achievement in addressing health and environment programmes (WHO 1995).

In case of Chittagong City, the Mayor visited Glasgow Healthy City. At the national level, the healthy city officials and representatives from the partner organizations attended a number of seminars and workshops to exchange experiences. Networking and linkages are also found among the local partner organizations such as public bodies, NGOs and the private sector, although the linkages are not always strong enough to have sufficient impact. An informal networking does exist among the four healthy cities of Bangladesh, namely, Chittagong, Rajshahi, Sylhet, and Dhaka. This is horizontal linkage to share experiences of these cities. But the vertical linkages of the city particularly upward is very weak.

3.7.2   UBSDP

It has been observed that linkages between inter government agencies and government and NGOs are inadequate. In Khulna city, in particular, the coordination between various relevant agencies were found to be vary weak. As per design of the project, inter government linkages are to be made through meetings, but such linkages were not found adequate because the city level meetings were not held regularly. However, some linkage was found at the Ward level. NGO activities, particularly in the field of health care services were well coordinated with UDCs. This has happened through linkage established by UDC caretakers.

In the field of education and credit services, instead of linkages and coordination, UDCs faced competition and rivalry. On the other hand, coordination of UDCs has been found with Community level voluntary organizations and clubs during the observance of various national and religious functions. Therefore, it can be said that there is hardly any formal linkage and networking with parastatal bodies at the city level.

3.7.3 LPUPAP

LPUPAP intends to develop linkages and network with other similar activities in the community for policy and to avoid overlapping. In reality, however, such linkages and networking is absent in Serajgonj. This is because the project has not yet started functioning and there fore the issue of linkages seems to be not important.

3.7.4 SINPA

The core concept of SINPA is to generate a multidimensional activity in the pilot pourashava. The process of generating such activities is through participation and partnerships among a large number of stakeholders. This has made networking and linkage essential for successful implementation of the project.

One of the successful networks in the field of solid waste management under SINPA the Community Solid Waste Composting Forum. A number of NGOs and CBOs are the members of this forum, while the pourashava provides the administrative and coordinating support. SINPA Tangail Coordinator took the initiative to develop such networking among the interested partners. More than a dozen partners came forward and agreed to participate in the process of solid waste management through a profit-making venture. In addition they all agreed to work for better environment by recycling and composting.

Another example of networking is traffic management. Traffic congestion was considered to be one of major problems of Tangail. SINPA authority took an initiative to solve this problem through a participatory process, developed a network of various stakeholders such as police, students business community. Association of transport works and owners and with the Pourashava. They met together several times and made effort to solve the problem.

An effort has been to develop another network for the development of housing for the poor. Four stakeholders were identified, the Pourashava, Rotary Club of Tangail, Tangail NGO Federation (TNF) and SINPA and a network has been developed among them to work for housing the poor. But this network has not been

successful due to lack of initiatives of the partner organizations due to lack of interest for working with poor people.

The best example of networking the Tangail Urban Platform (TUP). This platform consists of nearly 71 member organizations and activists. This is a body which coordinates the whole range of SINPA activities in Tangail. Similarly Tangail Information Centre (TIC) is another good example in networking. It is an information centre in which a good number member organizations are linked.

An important networking effort in the SINPA Programme is the establishment of the National Capacity Building Forum comprising some 21 institutions, organizations and agencies involved in providing training, conducting research or performing other related activities. These organizations include both the governmental and non-governmental ones. The Forum, however, has not become effective yet. The constitution of the Forum awaits approval and there is uncertainly about who should serve as its secretariat.

3.8   Ownership and Partnership
3.8.1   Healthy City

The key strategy of the Healthy City Project is to bring together a partnership of the public, private and voluntary agencies, institutions and organizations to focus on improving the city environment. This makes the stakeholders' involvement vital. Involvement may be done through ownership and partnerships. This is extremely essential that the stakeholders both primary (slum dwellers, migrant hawkers, day laborers, etc.) and secondary levels own the project.

It has been found that the nature of ownership of the project is extremely weak among the partner organizations except the main stakeholder, the Chittagong City Corporation. The City Corporation owns the project due perhaps to the fact that the ultimate responsibility of the programme rests with it. The other stakeholders, through some of them are directly related such as CWASA, DPHE and CDA, etc., hardly own the programme. The reason perhaps is that these organizations do not have financial and official involvement by their charter of duties. However, as partner organizations the play a role on a voluntary basis.

3.8.2   UBSDP

At the National level, UBSDP is directed by LGED and financed by UNICEF. As per design of the project, respective City Corporations and Pourashavas should own this project. However, Khulna City Corporation (KCC) officially owns UBSDP as its project. This is evident from the fact that there is a responsible officer at the City

Corporation to effectively implement the programme, while the City Mayor, as the Chairperson of the PCC, is supposed to coordinate among various stakeholders to implement the programme. In practice both this processes were found to be weak which indicate that ownership is not adequate.

At the Ward level, Commissioners and UDCs seem to be strongly owning this project. They have real dedication and work very hard to make the project a success. More sense of ownership has been recorded at the community level. The community people voluntarily manage and maintain some of the services generated by the project such as maintaining community water points drainage sanitation system.

3.8.3   LPUPAP

The concept of partnership and ownership in this project is important. The project has been designed to implement through partnership with the Government and NGOs. Usually NGOs are given the responsibility to implement such project through a system of sub-contract. This system seems to be not implementing in LPUPAP.

3.8.4   SINPA

SINPA has been duly owned by the stakeholders in Tangail. The various components of SINPA activities were owned by various different organizations / stakeholders. This is evident from the fact that most of the stakeholders including the main stakeholder, the pourashava, internalized TUP and Task Force within their own organizational setup. It is also evident that these stakeholders have generated budget from their own fund for the SINPA and activities actually setup the money and time.

We have already given the examples of partnership development under SINPA Programme. In some cases, such solid waste management partnership was extremely successful. There are many examples that successful partnerships have been built under SINPA.

3.9   Resource Mobilization
3.9.1   Healthy City

In the concept of healthy cities the municipal health plan is partly seen as a process of consultation, data gathering and analysis and resource mobilization. (WHO 1995). The mobilization of resources as one of the important components of the

project, can be analyzed by type and sources. The important resources for the project are people (salaried staff, deputed persons from public and private agencies and voluntaries), financial resources (operational budget to maintain office, and some seed money), hardware (office space and equipment) and intangible resource (like the WHO level know how, expertise, networking and linkages etc).

In Chittagong Healthy City Project, a limited seed money was spent for office equipment such as computer, photocopier, printer, etc., while a minimum account was spent on staff salary (for advisor / consultant, an office bearer, etc.). For programmes such as tree plantation, garbage disposal and sanitation etc; resources were mobilized from the City Corporation while some partner organizations also spent some money. Some NGOs also contributed their own resources for the programmes directly related to the poor. The types or resources available to the project were generally allocated between staff, expenses and hardware, but the resources are insufficient for an operational budget. In Chittagong City, neither City Corporation nor the other partners have sufficient fund to operate Healthy City Programme as per design. On the other hand, WHO does not have any operational budget for Healthy City Programme.

3.9.2   UBSDP

There is hardly any mobilization of resources to make the project financially sustainable. However, the project has successfully generated voluntary participation of the community people in maintaining some of the hardware infrastructure and services.

This is in fact is a cost saving approach for the project. It has also been indicated by the community people during the field visit in Khulna that they are willing to pay some of the costs of the services if they are given better services.

3.9.3   LPUPAP

In LPUPAP, resource mobilization for the project activities will be made from UNDP grants. Money has already been allocated to this end. However, The community has a programme for savings. This fund will be utilized as micro-credit revolving fund. Other community development activities will be carried out with funds generated within the project.

3.9.4   SINPA

Resources were mobilized for SINPA programme in Tangail from a diversified sources, apart from the grant made by the Netherlands Government. Each of the stakeholders and communities participated in the SINPA activities shared costs of various development. For Central Canal Cleaning, for example, resources were mobilized from the Pourashava (carrying cost), LGED (cash TK. 80,000/), CBOs and NGOs (in terms of manpower). For solid waste management, fund was generated from the community, NGOs and CBOs. From SINPA only waste carrying vans were provided. Even for arranging a popular debate among the students in Tangail, which was organized by SINPA with cooperation from other organization, funds were mobilized by the involving stakeholders. However, these are some of the good and successful examples.

In most cases, it was difficult to mobilize funds for activities undertaken. Funds were neither disbursed from Dhaka office in time nor the Pourashava or other stakeholders came forward with enthusiasm. The main problem was the gap between the actual situation and expectating the stakeholders. The stakeholders perhaps thought that resources are available from SINPA for any activity undertaken in Tangail. In reality this has never happened.

3.10   Strength and Weakness

3.10.1   Healthy City

The main strength of Healthy City Project is its partnership concept. The actors in the city built partnership towards the goal of achieving the health for all citizens living in Chittagong. Second major strength is the ownership of the project. The Chittagong Healthy City Project was owned by CCC, particularly the Mayor of the City, Mr. ABM Mohiuddin Chowdhury. Third, WHO patronized the project by giving the concept, method of implementation, supports both financial as well as organizational. WHO also facilitated a networking of other Healthy City Project around the world. Exchange of information and experiences through visits and workshops both at national and international levels strengthen the Project substantially.

The project also has some major weaknesses. The most important weakness is the lack of an operational budget for the project. Major activities of the project were found to be inoperative due to shortage of fund. The City Corporation has managed to run the solid waste management programme throughout the city with a moderate efficiency. In two Wards of CCC, Jamal Khan and Uttar Kethali, the performance is better. The funds were mobilized from the CCC's own resources.

The second weakness is related to organizational setup. CCC could neither spare a full time coordinator from its existing manpower to manage the project nor could create a new post against which a coordinator can be appointed. Thus, a senior engineer of CCC is coordinating the programme in addition to his own heavy work. As a result, the designated coordinator cannot perform desired level of coordinating activities.

3.10.2 UBSDP

UBSDP's one main strength come from the success of SIP. The project is based on the SIP concept, and operates in areas where SIP was functioning. Particularly, SIP during its long 10 years of operation has built infrastructure in the slum areas, which UBSDP capitalized, and has itself spent very little in this sector. This has facilitated UBSDP to concentrate straight away towards software components.

Another strength of UBSDP is that the project has been implemented through a system of local government machineries. That provided the project the required legitimacy and wider scope for coordination of its activities among the stakeholders.

Credit services component of the project is also an important strength around which the whole range of activities was moving. Credit attracted people and hold them in the project.

Setting of UDCs at community level is an innovation in this project, which is in fact, a great achievement and strength for the project. UDC are centres of activities at community level.

3.10.3 LPUPAP

LPUPAP's strength and weaknesses need some time to be judged. The major strengths of the project however, is its well organized conceptual scheme, but the scheme is yet to be tested in the field. Another apparent strength of the project is the support from the community. Because of credit programme for the poor such community cohesion is being developed as a strength.

Several weaknesses of the project have already emerged. Slow pace of implementation of the project is one of them. This is due to top level management problem. On the other hand central and field level coordination is also very weak. In some municipalities and cities (but not in Serajgonj) Local Government Officials do not cooperate with the management team. Particularly some of them do not support CDC model of community contract.

3.10.4. SINPA

SINPA has the following strengths:

The main strength of SINPA lies in its basic participatory concept. The concept induce participation of the stakeholders and beneficiaries, which may lead the programme towards a success. The SINPA concept is different from the conventional development approach in which development activities are generated by the development officials for the people. On the contrary in SINPA programme development activities were initiated by the relevant people and sought help from the officials where necessary. This philosophical change in concept is the main strength of SINPA.

Secondly, the enthusiasm among the people as they identify their own and community problems can also identify the solution and implementation of the programme by themselves.

SINPA also mobilizes resources for the community for carrying out some of the development activities, such as waste collection.

Participation and partnership ideas were implemented under SINPA activities. Through such participation and building partnerships strength of the project was substantially enhanced. Examples were given earlier in this chapter.

The formation of the National Steering Committee with the Secretary of the Ministry may also be considered strength.

The linkage and networking that has been developed by SINPA have already been discussed. It is to be mentioned here that such networking and linkages are great strength for the programme.

It is needless to say again that information is strength. In none of one cities, a separate information cell is available. This is unique in Tangail which provides basic information on the town including the on going development activities.

Coordination and facilitation arrangements are good both conceptually and practically in SINPA programme. Particularly the activities of TUP and Task Forces are considered to be the best examples of coordination and facilitation.

The Weaknesses of SINPA

At the beginning of the project the concept, ideas and the process of activities were not clear to the stakeholders. This confusion could not be successfully managed by the SINPA Team, at Dhaka and also in Tangail at the initial stage. This has created a gap between the principal stakeholder and the SINPA authority. Due to the confusion, the expectations that were raised among the stakeholders were never conceded. Example of the pourashava is to be mentioned here. The Chairman of the Tangail Pourashava always mistrusted RADOL, the local implementing agency of SINPA.

Secondly, like any other donor supported development programme in the country, the stakeholder might have thought that this SINPA programmes is also one of such. Thus, the stakeholders were always of the impression that the programme must have huge amount of money some where. Such a notion prevents them from wholehearted participation.

Third, the actual fund provided by SINPA was perhaps too little compared with the need to carryout programmes. On the other hand, the stakeholders, particularly the government departments, could not provide sufficient fund for undertaking.

Fourth, SINPA programme was implemented in a single town as a pilot project. Thus, it was not possible to compare experiences and problems. It could perhaps be better if at least two towns were selected as pilot towns rather than one. On the other hand, no previous experience was available to implement SINPA programme in Tangail.

A comparative profile of four participatory urban development projects is given in Table 3.1.

Task force Meeting in Tangail

Table 3.1: Comparative Profile of Four Participatory Urban Development Projects: SINPA, Healthy City Project, UBSDP and LPUPAP

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SL No.	Name of Project / Variables	SINPA	Healthy City	UBSDP	LPUPAP
1	Goal	• To facilitate and build local partnerships and to strengthen the capacity of the stakeholders for urban development and to create improved access to information.	• To improve urban environment and health condition by raising awareness and social mobilization.	• To improve the life of the selected slum dwellers through providing basic services.	• To reduce the urban poverty by involving the selected urban poor in planning and implementation and empowering them.
2	Main Objectives	• Facilitate and build local partnerships and develop a strategy for capacity building. • Create improved access for the key stakeholders to information on urban development. • Improve the linkage between the demand and supply side for capacity building services. • Document the relevant experiences and make them accessible to all concerned.	• To address the increasing urban health problems. • To improve shelter environment • To improve the physical environment of the city • To reduce overcrowding • To improve urban basic services • To create the healthy environment	• Strengthening City Corporations and selected Pourashavas to provide basic services to the poor. • Increasing the Participation of Urban Poor in the urban basic services planning. • Enhancing co-ordination among agencies responsible for providing basic urban services, and strengthen linkages among them. • Providing guidance to the to govt. and affiliated development agencies to reduce urban poverty.	• To increase direct linkage between urban poor community and both national and local level government as well as non-governmental service delivery organizations • To increase participation of urban poor in the urban basic services planning, implementation and monitoring • To build partnership with other stakeholders and optimize the utilization of local resources
3	Main Stakeholders/ Partners	• Capacity building institutions, such as, NILG, UDD, CUS, etc • At national level Ministry of	• DPHE at national level • Chittagong City Corporation at City level • Other development	• Ministry of LGRD and Cooperatives • LGED • City Corporation and	• LGED • UNCHS and UNDP • LGED, UNICEF • City Corporations/

		Housing and Public works and LGED. • Tangail Pourashava and its officials • City dwellers • NGOs/CBOs • Other government agencies at Tangail (75 TUP members). • Community groups • Educational institutions • Professional groups • Business associations • Students and youths • Women groups	agencies at city level such as CDA, WASA, ADAB, DOE, etc. • NGOs and CBOs • Ward Commissioners at ward level.	Pourashava • NGOs • CBOs	Pourashavas • Ward Commissioner • Other Government Agencies • NGOs / CBOs • Community development committees.
4	Geographical Coverage	• Tangail Pourashava for pilot intervention • Other 10-15 pourashavas for dissemination • Activities at national level	• Chittagong City Corporation area • Sylhet City Corporation area • Rajshahi • Cox's Bazar	• Four City Corporations and 21 Pourashavas	• Three city corporations (Chittagong, Rajshahi and Khulna) • Eight municipalities (Barisal, Bogra, Gopalgonj, Kushtia, Mymensingh, Narayangonj and Sirajgonj
5	Target groups and population coverage	• City dwellers total population of the town is about 160,000.00	• All dwellers of Chittagong City.	• The Urban Poor Population the Women and Children.	• The Urban Poor, especially the women and children.
6	Population Coverage	• Directly about 170,000 people at pilot Municipality • Indirectly the population of those municipality who will participate in the program	• All citizen of Chittagong City Corporations	• As per designed approximate people coverage is about 1 million, most of whom are women.	• About 0.7 million as per projects design.
7	Project Period	From October 1998 to September 2001	1993 to date	1995-2000	July 1998-June 2005
8	Project Cost	Aprox. Tk. 12.6 million			Tk. 997.1 million

9	Method of Implementation	• Steering Committee at national level headed by the Secretary of the Ministry of Housing and Public Works • Tangail Urban Platform (TUP) at Tangail level headed by the Pourashava chairman • Formation of different subjects based Task Forces (TFs) • Operation of Tangail Citizen Information Centre (TCIC) • Motivating & mobilizing Community • Formation of community committees • Building Partnership with different stakeholders • Operation of Environment Brigades • Recycling of Solid Waste generated from the city by partners • Mobilizing student community for the protection of environment	Coordination Council at City level chaired by the Mayor Seven Task Forces on various Health and Development Issues. Seven Zone Committees for seven specific zone Implementation of the Project is made at Ward level.	On behalf of the Mayor, Chief Engineer of KCC supervises the project operation. The Ward Commissioners keep contact with KCC and UDC. Community Development Director Keep Liaison between the UDC and CDO. Community Development officer/ care taker conduct *uthan Baithak* to run the programme.	• Central Coordination Committee (CCC) at national level • Project Management Team (PMT) at national level • Project Coordination Committee (PCC) at the city level • Project Implementation Committee (PIC) at the ward level • Community Development Committee (CDC) at the community level • Primary Groups (PG) at the beneficiary level
10	Major Activities	• Solid waste management • Traffic management • Slum improvement and housing • Cleaning of central canal • Tree plantation by Communities & Partners • Creation of awareness &	• Improvement of physical infrastructure and strengthening planning activities. • Improvement of slums and squatter settlements by providing basic urban services.	• Serving and micro-credit support and employment generation • Hygiene Education • Water supply and sanitation • Training and social mobilization	• Social mobilization • Community contracts • Micro-credit grant scheme • Market survey • Capacity building • Skill training • Resource mobilization

		- social mobilization - Revenue improvement and resource mobilization - Training needs assessment and capacity building activities - Building partnerships with different stakeholders - Formation of various committees at national and local level - Information and communication activities - Research and documentation	- Launching literacy programme, generating employment for economic development. - Improvement water supply and sewerage system. - Improvement of environmental quality by improving the management of solid wastes, air quality, food safety, water quality, green space, etc. - Improvement primary health care and maternal Child Health Care Foundations.	- Women empowerment and legal support. - Birth registration - Health services including referral system.	Support to policy dialogue
11	Major Project Inputs	- Training, workshops and other capacity building activities - Training Needs Assessment Study - Study on Resource Mobilization of the Municipality - Assisting in tax assessment - Cleaning drive for healthy environment - Establishment TCIC - Support and stimulate the local initiatives by way of token matching fund, such as, housing revolving fund, vans for the solid waste management etc.	- Facilitated training workshop - Office equipment - Counseling	- T raining - Credit support - Providing health care facilities (water points, sanitary latrines, etc.,) - Providing basic education facilities.	(Promised inputs) - No inputs have been given yet, except some staff training.
12	Achievements of the Project	Formation of National Steering Committee (NSC)	City Coordination council has been formed	Successfully reached the target population.	CCC is formed at national level

		• at national level • Establishment of National Capacity Building Forum at national level • Establishment of TUP and Task Forces at Tangail level • Establishment and operation of TCIC at Tangail level • Training Needs of the Pourashava are assessed and the capacity of the stakeholders are increased • Resource mobilization study undertaken and revenue of the Pourashava increased by 50% of the previous assessment. • Community solid waste activities became self-reliant • Partnerships are built with different stakeholders	• Seven Task Force on various activities were formed. • Seven Zonal Community has been setup for area improvement • Effective solid waste management. • Water supply improved.	• UDCs at City Corporations Centre in Pourashavas were formed. • Credit recovery is good. • CCC, PCC and PICs were successfully setup and functioned.	• PMT is functioning at national level • PCC is formed at the municipal level • PIC is formed at the ward level • CDC is established at the community level • Community Action Plan (CAP) has been prepared
13	Strengths of the Project	• NSC is proved to be a very useful vehicle for guidance, coordination and making linkages to other national agencies. • National Capacity Building Forum • TUP and Task Forces • TCIC • Solid Waste Composting Forum • Building partnerships with the different stakeholders	• Chittagong City Corporation owns the project concept. • CCC, Task Force and Zonal Committees and ward-level committee are well thought out ideas. • CHCP has been internalized by CCC. • CHCP concept has been widely accepted.	• The project activities are vary much focused towards a particular target group. • Opportunities for income generation by the target hh. • Well organized management / institutional setup. • Formation of UDCs and its functionality.	• Organizational capacity • Strong support from the community

14	Weaknesses of the Project	• Unclear information and wrong expectations of the stakeholders including the chairman/mayor of the municipality. • Attitude of the chairman/mayor and the councilors was not favorable for about two years • The flood in 1998 delayed the formal start of the project • Municipal election and change of Mayor and several changes in coordinatorship hampered the smooth progress • Lack of investment frustrates some local partners especially the municipality. • TUP and Task Force meetings are dependent on the willingness of the chairman.	• Ineffective national coordination • Lack of startup / stimulating fund at city level. • Specifically assigned project personal are absent. • Inadequate motivation for the CCC staff. • Coordination is absent for long at different levels. • Weak monitoring and follow up.	• Loan size is small compared to NGO loan size. • Activities are not smooth and consistent. • Overlapping and department with other programmes. • Lack of clean concepts and operational p-procedures at city level officials.	• Pace of implementation is slow • All municipalities do not cooperate the CDC model of community contract
15	Nature of Participation and Partnerships	• Participation in planning, implementation, monitoring and evaluation. • Sharing costs and responsibilities • Taking initiatives by the partners themselves • Institutionalization of partnership activities • Mobilization of local	• Participation in planning project activities. • No visible Pourashavas are found. • Grass root level people participated at project activities. • CCC mobilizes resources for the project activities.	• Participation is top down rather than bottom up. • Stakeholders take part in project activities. • No partnership has been visible.	• Community participation in planning, implementation and monitoring • Sharing costs and responsibilities

		resources • Undertaking local initiatives			
16	Effectiveness and Efficiency of the Projects	• It generated support from the grassroots as well as national level • It's cost effective	• Generated support from CCC and grass roots. • Cost effective.	• Effective in terms of reaching the Poor. • Effective provision services	• Yet to be examined since the project has not yet started actual implementation except developing community action plan
17	Possibility of Replication	• A number of Municipalities have shown interests to initiate such a project.	• It is a replicable project.	• Replicable due to micro-credit programme.	• Yet to be judged
18	Innovation	• Information centre. • Resource sharing. • Multi stakeholder partnership • Urban Platform model. • Environment Brigade • Mobile Library and information • Community Policing composting form, etc.	• Task Forces and Zonal Committees	• Community construction contract • Community Section Plan • Community revolving fund0.	• Community Action Plan prepared by the community people with assistance from experts.

Source: Project Documents and FieldWork.

Chapter IV
Nature of Participation and Partnership

4.1   Introduction

Participation and partnership in urban development projects and programmes are comparatively a new concept in the development arena. Participatory methods have been developed in order to collect and process information by the local/community people about their own conditions and livelihoods and to make their own decisions for the development of their own environment, being directly or indirectly involved in the process of development. 'Partnership' on the other hand is a concept which gives governments an enabling framework for initiating development activities with the help of appropriate partners, and with comparatively lesser role in providing the services. This partnership framework encourages and supports large and small initiatives, investment and expenditure by individuals, households, communities, businesses and voluntary organizations to come forward with new initiatives. This chapter analyses the nature and processes of participation and partnership in four urban development projects/ programmes under the present study. The process of participation and partnership development was examined in terms of stakeholders' involvement, and the involvement of common people and their commitments in making the projects successful.

4.2   Participation in the Study Projects

4.2.1 Participation and Partnership in Healthy City Project

One of the major strategies of the Healthy City Project (HCP) is to bring together all stakeholders into a concept of partnership of the public, private and voluntary agencies and relevant institutions and organizations to tackle general health related problems of the city. This makes stakeholders involvement and participation vital in the Healthy City Project.

During the field survey and the discussion meetings with the stakeholders, it has been found that all key personnel of each stakeholder organization have clear concept about the project, its main objectives and implementation strategies. Thus, in terms of knowledge about the project, Healthy City stakeholders were quite advanced compared with other projects under the study. However, their involvement directly in the project activities substantially varies from one stakeholder organization to another.

Chittagong City Corporation as the main stakeholder of the HCP shows a fairly good degree of motivation and their involvement in the programme. It initiates activities, organizes the meetings, coordinates among other stakeholders and implements programmes. The other major partner organizations such as Chittagong Development

Authority (CDA), District Administration, Chittagong WASA and Directorate General of Health Services and many more organizations seem to be less involved in the project activities. Their participation is, however, marked in meetings and workshops particularly in discussing the problems, possible strategies and actions.

The participation of the stakeholders can be observed in the seven Task Forces and seven Zone Committees apart from a City level Coordination Council. These committees have 268 members (City Coordination Committee 42, seven Task Forces 140 and Zone committees 86), who represent City Corporation (Mayor), City Corporation Wards, Public agencies, NGOs voluntary organizations and international organizations such as UNICEF, WHO, UNDP, UNCHS, etc.

Healthy City Project office is located in Chittagong City Corporation. The office is equipped with a computer and a photocopier along with other furniture. But the office does not have permanent staff. An Executive Engineer of the City Corporation is the Programme Coordinator who does not have any other helping hand in the office. Moreover, he tries to perform his duty in addition to his own work at the Corporation. This creates some problems for participation and partnership building. First, the common people or the target population can not get necessary support or services from this office. Second, there is hardly any scope for coordination even for those who are major stakeholders due to lack of a properly manned office. Third, due to lack of an office, coordination was not possible with the national level organizations, such as DPHE and WHO officials at international level.

Effective participation seems to be taken at the ward level, who are directly involved in the healthy city activities. The Ward Commissioners are the most important activists at this level. At the community level, common people are taking part in the activities, such as cooperating with the garbage cleaners, tree plantation and community resource mobilization, etc.

The stakeholders, i.e., various organizations, involved in the activities of the Healthy City Project were not found at all levels of their participation. Participation was found in the case of certain activities such as solid waste management,

4.2.2   Participation in UBSDP

Unlike Healthy City and SINPA, UBSDP is a poverty focused programme, where a wider participation of the people mainly involved in the private sector was not taken into consideration in its original objectives and strategies. However, the project document emphasized on the participation of the stakeholders and target population (the community for which the programme is designed) in the project activities. It was

expected that the project officials, NGOs, CBOs or voluntary groups including the community people will participate in the project.

Local government officials (Chief Engineer) and people' representatives (such as the Mayor and Ward Commissioners in Khulna) were involved in the UBSDP operation and management in its different stages and in different degrees of participation. Their participation varies in different degrees.

The community people, especially the youths were involved, also in varying degrees with the activities of UBSDP, particularly of UDC. The CBO members and other local youth participated during the programme organization and various occasions such as observation of National Days, immunization programme and Vitamin A distribution, etc. These people also participated during the crisis period such as flood.

In most of the times NGO participation was very limited. They participated during the meetings at UDCs, though not regularly, as members of the committee. Some times they participated in distributing health care facilities. NGOs were reluctant to participate in social mobilization activities, as they have their own programme in this sector. The local voluntary organizations were hardly involved in UBSDP. Among the professional groups, lawyers and doctors got involved in giving support to the community in their respective areas of profession. Legal support to the poor women were made available by them.

Participation of the stakeholders in UBDSP seems to be disappointing. The national level committee, CCC, has never met. It was thought that the Committee will sit after the project was launched. But it did not happen. However, the progress was monitored and discussed during the monthly meetings of the development project's review in the Ministry.

In Khulna City Corporation, however, only one meeting was held so far. After that, initially it is the Secretary and subsequently the Chief Engineer who looked after the project. The officials were of the opinion that the Mayor is too busy with other works and it is not necessary to involve him in meetings so frequently. The Ward Commissioners participated in the project frequently for its day to day activities. The Study Team has observed that in spite of having infrequent meetings at the national and city levels the project has not suffered much. The officers and workers have not complained of any problem in its operation due to the infrequent meeting at the two top levels. It has been possible perhaps due to the dedicated workers at the community level.

4.2.3 Participation in LPUPAP

Like UBSDP, wider participation of the people in LPUPAP activities is limited. This is a project focused on the poor, at the poor community level. The programme has been

designed centrally to implement at the local level. However, there are some elements of the project, which can be carried out through the participation of the community people.

At the management level LPUPAP has a four level organizing and management committee. The innovative idea is the creation of CDC for its inclusion of the grass root people in the Committee, to make decision, planning and implementation. The city and ward level officials will facilitate them to function properly. The Study Team visited several primary groups in Serajgonj, where these groups were found enthusiastic about the project activities and were eagerly waiting for the credit facilities promised by the project. The Community Action Plans were prepared by involving also the community people, although the plans are not above serious criticism. The members of the study team talked to the community people and they seem to be aware of the goals, objectives and the process of the work.

The community people already participated in training programme, orientation meetings, etc. which facilitated them to be aware of the project, but the level of participation of the people in LPUPAP is yet to be judged.

4.2.4   Participation in SINPA

SINPA is a participatory development process. This section examines the nature of participation in the programme. First, question is who participated, and the second is how.

In the SINPA structure, there are a number of stakeholders at various levels. At the national level there is a Steering Committee headed by the Secretary of the Ministry of Housing and Public Works. The other members are from the Ministry of LGRD and Cooperatives, the Planning Commission, Director UDD, Professor Nazrul Islam Chairman CUS, Secretary General, RADOL (as Member Secretary). The Committee met nine times in Dhaka and monitored the progress of activities, but did not interfere in its activities in Tangail. The programme was implemented jointly by IHS, Rotterdam, the Netherlands and RADOL, a local NGO, based in Dhaka and Tangail. There is a Coordinator from RADOL, who was actually responsible for implementing the project in Tangail. The Tangail Coordinator, in addition to his office, organized the whole range of activities through participatory process. The main stakeholder in Tangail to carry out SINPA programme is the Pourashava. In a conventional way, the Pourashava can not cope with the enormous activities necessary to generate within the municipal boundary. It has shortage of fund, shortage of trained manpower, lack of ideas, lack of initiatives, and so on. As a result most of the works mandated to the Pourashava remain undone.

The areas of activities in Tangail are obviously very large. Without enhancing the capacity of the pourashava this huge work is not possible to manage. That was the main thrust of the work under SINPA and also this was a challenge. Thus, SINPA has undertaken a massive task to mobilize people to provide them some of the basic services taking the pourashava as the provider of services.

Formation of Tangail Urban Platform (TUP), taking 71 organizations and individuals from the Tangail Town is a very good example of participation. Under this broad umbrella of TUP, four Task Forces were created to handle four pressing problems of Tangail. These are: Task Force on Solid Waste Management, Task Force on Traffic Management, Task Force on Slum Improvement and Task Force on the Central Canal Cleaning. A good number of organizations and people were involved in these Task Forces. The general people and stakeholders identified the problems and emphasized on their solution.

While resolving the problems, the people and the organizations both participated in the operation of the work. It has already been mentioned as to how they participated. Some of the stakeholders shared cost, some gave physical labour, while some others provided equipments and technology to handle the problems.

The community people also participated in various programmes by being involved in the work and also by sharing resources. Although, there are cases of failure in certain areas, but overall the participation is good.

Mention should also be made of the effort to form a National Capacity Building Forum which has a membership of some 21 organizations, both governmental and non-governmental, with functions of training and research.

4.3   Partnership in the Study Projects
4.3.1   Partnership in Healthy City Project

In Healthy City Project the major partners are the members of the task forces. The partnership however seems to be weak due to several reasons. First, the partners did share resources to under take the activities of the programme. Without sharing resources partnership cannot be strong and meaningful. Second, to share responsibilities with the City Corporation there is lack of policy support. Most of the stakeholders shared ideas, experiences, and gave administrative and moral support to the Project, but that was not enough to carry out the activities.

4.3.2 Partnership in UBSDP

In the Urban Basic Services Delivery Project, the major development partners are the City Corporations and Municipalities, LGED, and UNICEF. The City Corporations and Pourashavas were the main owners of the Project, as they are the implementors, the LGED and UNICEF respectively gave technical and financial support. The Pourashavas and City Corporations however will share financial resource in the next phase of the project.

At the level of implementation of the project at the community level, NGOs and CBOs were considered as the partners. In reality, however, NGOs were found competitors, rather than the partners. This is due to the fact that NGOs are implementing similar credit programmes even within the same community. It was reported that NGOs attended the meetings where they shared experiences, but offered hardly any practical support to the programme. The CBOs on the other hand, participated in some of the cultural and ceremonial activities, which can not be considered as partners of the core programme.

4.3.3 Partnership in LPUPAP

Making partnership arrangements at the local level is an essential component of this project. The aim of building partnership is to assist urban poor communities to improve their living and working conditions. However, the project is still looking for an innovative partnership to launch the project. One possibility is being considered to build partnership with NGOs, rather than using them as implementors on the basis of sub-contract. Involvement of private sector is also being explored. On the basis of experiences gained by the project on developing such partnerships for alleviating urban poverty these modalities may be experimented. The Implementation and Coordination Committee for the project may evaluate such experiences and incorporate these in the implementation process. The role of NGOs and the private sector in the present execution arrangements is marginal. However, their role is important, if they, particularly the NGOs, are not considered in the project as their competitor.

LGED as an implementing agency, UNDP as the funding agency are already working as partners in the Project. UNICEF can also be a good partner in monitoring the progress since it has long experience in the field while working with UBSDP.

4.3.4 Partnership in SINPA

SINPA shows a number of successful partnerships. First is the solid waste management, in which a number of NGOs are partners. The partners shared the cost of

operation and have taken the responsibility of creating good urban management. The other partners like the Pourashava took the responsibility of facilitating this task by providing vans, sites for dumping and training for the operation of the management work. Secondly, some of the NGOs as partner organizations took the responsibility of composting solid waste. They will bear the cost of operation and the composting activity will be on a profit-making basis. SINPA has successfully made this arrangement with local initiatives. The third example of partnership is the cleaning of the Central Canal. The partners are the Pourashava, LGED, NGOs, CBOs and the business community. The partnership in this case was established either by sharing the cost of cleaning or giving technical support, physical labour, or by carrying the wastes from the canal to the dumping site. Fourth, the successful creation of TCIC is being planned to be taken over subsequently by two partners, the Zila Parishad and RADOL. The Pourashava initially could not realize the importance of TCIC; and therefore did not show its interest to own this either by itself or through partnership. After the Zila Parishad had the Pourashava came forward and showed interest to own it. In fact, it is the Pourashava, which should own this TCIC. Zila Parishad may not be an appropriate stakeholder to own TCIC. Another example of unsuccessful partnership is in the area of housing. The partners such as the Rotary Club of Tangail, Pourashava and NGOs formed a partnership, which was not successful due to lack of financial resources.

The above examples of partnerships are in most cases success stories. However, there are many other attempts to build partnerships in these participatory programmes, which could not come out as successful cases. The main problem in establishing partnership is sharing the cost of operation. It is evident from the case studies undertaken in this research that the partnerships have become successful when task was profitable. The second problem was the sharing of the cost. Many of the stakeholders were willing to become partners, but could not do so due to constraints in the financial support. In Tangail, however, some of the partners gave their ideas, labour, or at least moral support to make the programme a success.

4.4   Comparative Nature of Community/ Beneficiary Participation

The definition of stakeholders used in this study was in a narrow sense, to include those who manage the project. But the people at community level were considered as beneficiary or target population. These people matter in conceptualizing, designing, planning and implementation of the development projects / programmes. Thus, those who are the direct beneficiary of the projects were excluded from the list of stakeholders and were considered them as target population.

Matrix: A Comparative Nature of Community Participation*

Indicator	HCP	UBSDP	LPUPAP	SINPA
1. Participatory Mapping			X	
2. Conducting Survey by Community Members			X	X
3. Collective Modeling	X		X	X
4. Collective Planning	X	X	X	X
5. Collective Resource Mobilization	X			X
6. Transect Walk			X	X
7. Linkages and Networking	X			X
8. Making Options / Priorities	X	X	X	X

*X = Participation

In this matrix participation of community people was examined against certain indicators. It can be observed that community participation is more in SINPA followed by HCP in Chittagong. LPUPAP although shows a greater level of participation of the community people at this initial stage, it can be properly evaluated after full implementation of the project. Scope and levels of participation seems to be lowest in UBSDP.

4.5   Degree of Participation

As we examined the four participatory urban development projects in terms of participation and partnership, it is necessary to evaluate the degree of participation on the basis of scale introduced in Chapter One. There were six levels of participation in the sense of intensity and style.   These are: a) passive participation where the Community people hardly play any role. b) Participation by providing consultation and information; c) Participation for material incentives; d) Functional participation; e) Interactive participation; and f) Self-mobilization.

a. *Passive participation:*
    None of the study projects can be identified in this category. However, some of the components of UBSDP and LPUPAP is close to passive participation.

b) *Participation by consultation*
    This kind of participation is common in all the study projects. Consultations are made usually before the project activities got started. All the four study projects had such experiences of consultation.

c) *Participation for material incentives*
    This kind of participation is found in infrastructure projects, such as construction of bridges, roads, buildings, etc., where people get paid and get off from the project.

Among our study projects none are of such type. All four projects had some sort of direct links with the benefits of the project and its implementation.

d) *Functional participation*

Functional participation is defined here as the participation of the community people as seen by the external agency as a means to achieve the project goals, especially to reduce cost. This kind of functional participation was found in all the projects under study. UBSDP, for example, has some components like physical and social services for the poor people to make these services affordable to them and emphasized such participation. LPUPAP also has such components. In Healthy City Project, waste management follows the same rule. In SINPA, solid waste management, debates by students, TCIC etc. has been developed on the basis of these functional participation.

e) *Interactive participation*

This kind of participation is seen in response to local people's demand for external agency initiated projects. Participation is seen here as citizen's right, not just as a means to achieve goal. None of these projects were initiated under this condition. However, some of the components of the projects like UBSDP and LPUPAP can be classified under this group. For example, credit programme is extended due to demands of the people, where the poor people fully participate.

f) *Self-Mobilization*

Community people initiate projects and then they request an external agency to implement it. The control, decision making and implementation rest with the community people. SINPA has a good example of such a self-mobilized project. The Central Canal Cleaning is an initiative by the people, which has been implemented by the people too, with the help of an external agency. This seems to be real participation.

Thus, the projects show varying levels of participation.

Chapter V
Summary and Conclusions

5.1   Introduction

This chapter summarizes the report and arrives at some pertinent conclusions. The conclusions are made on the basis of experiences of participatory urban development in Bangladesh with reference to Healthy City Project in Chittagong, Urban Basic Services Delivery Project in Khulna, Local Partnership for Urban Poverty Alleviation Project in Serajgonj and Support for Implementation of National Plans of Action in Tangail. These projects were studied as cases in each of these programmes and for a comparative analysis.

5.2   Summary

This study first documents and assesses the nature, institutional setup, project inputs, functioning and operations of the above mentioned four participatory urban development projects, in the form of project profile. Secondly, it analyzes and documents the processes of participatory development as found in the operational level at the project implementation sites. Thirdly, the study compares the effectiveness and efficiency of the participatory processes and the development of partnerships in each of these programmes.

The methodology adopted for this study is also kind of a participatory one. The members of the study team collected secondary documents on each of these projects and then conducted field visits in four selected cities, where these four projects were in operation in the form of their best performance. The Study Team visited Chittagong, Khulna, Serajgonj and Tangail to study respectively the Healthy City Project, UBSDP, LPUPAP and SINPA. A Co-researcher of the study is himself directly involved in the field implementation of one of the projects, namely SINPA. The Director of the present study has also been associated with SINPA as a member of the National Steering Committee. The summary of the four study projects is given below.

5.2.1   Healthy City Project in Chittagong

Chittagong Healthy City Project is one of the four such project activities in Bangladesh. The project started in Chittagong in 1993 with the aim of developing Chittagong as a clean and safe physical environment of high quality through a participatory process. For achieving this aim, the project has developed seven Task Forces and seven Zone Committees in addition to a Central Coordination Committee at the City level. These committees worked on various areas of development and environment. The Task

Forces have met several times and exchanged information and ideas and generated courses of action.

The major activities of the project are town planning and infrastructure, slum improvement; literacy improvement and economic development, improvement of water supply and sewerage condition, environmental protection, drainage and sanitation, primary health care and maternal child health and various other activities related to awareness, motivation and social mobilization.

The main stakeholder of this project is the Chittagong City Corporation, while the organizations such as DPHE, CDA, CWASA, ADAB, Department of Environment, NGOs and CBOs are the partner organizations. Elected representatives such as the Mayor of the Chittagong City Corporation, the Ward Commissioners and local MPs took interest in the project and owned the project duly.

The project has been implemented at ward level particularly in two Pilot Wards, namely the Jamal Khan Ward and Uttar Kattali, by the Zonal Committees. The Task Force gives ideas, plans and facilitates the Zonal Committee to implement the project activities. The participation and partnership in the Healthy City Programme in Chittagong were theoretically to be achieved by facilitated training, workshops, and counselling.

Although ideally it is a well designed programme for participation and partnership development in its implementation, in reality participation and partnerships were found to be weak in Chittagong. Participation was weak in the sense that although people and the stakeholders were involved in the activities, the involvements were not tangible to bring fruitful output. This is perhaps due to the fact that lack of funds was the major constraints in undertaking the small projects within HCP. The City Corporation and other stakeholders have limited fund to allocate for undertaking activities. Apart from financial constraints, other aspects of participation seem to be good, and the partnership concept was well taken by the relevant organizations. Due to lack of implementation of the projects, tangible benefits are not visible.

It is evident that the project has sufficient strength from organization point of view, reaching the poor, coverage, etc., which were achieved successfully. However, in terms of empowerment, resource mobilization, networking and linkages, HCP seems to be weak.

It has also been observed that coordination between national level, city level and community level stakeholders is extremely week. Support from the national level authority, or may be from WHO, was not sufficient.

5.2.2   UBSDP

The ultimate aim of launching the Urban Basic Services Delivery Project was the strengthening of the capacity of City Corporations and Pourashavas so that these organizations can successfully implement service delivery programmes for the poor. Strengthening the capacity was planned by enhancing the participation and partnerships, by providing guidance and facilities.

The project was implemented in four City Corporations and 21 Pourashavas and covered nearly a million urban poor in the country. For the present study only one City Corporation, Khulna, was selected as the case study site.

Unlike Healthy City Project, which has a general audience throughout the city, UBSDP is focused only on the poor. Its implementation involves a hierarchy from national level to the ward level of a city. The main stakeholders are City Corporations/ Pourashavas, LGED, NGOs and CBOs. Among the major activities are providing services micro-credit for employment and income enhances, giving hygiene education, water supply and sanitation, social mobilization and providing health care services. The project is financed by UNICEF.

The main achievement of the project is that it reached the poor successfully. It introduced the Urban Development Centres (UDCs) which are centres operated by the City Authority absolutely for the service of the poor. Credit is reported to be beneficial for them and its recovery is up to expectations of the project implementors.

The main strength of UBSDP is its credit programme, which holds poor people around the project. Other strengths are close supervision of the work and participation of the people. Organizational setup is also another of its strengths.
The project also has some weaknesses. The programme activities were not found consistent at the field level. Secondly, there is a serious gap between national and city level coordination. Since the loan size is small, viable economic activity cannot be generated. Operational procedures are not very clear.

Apart from these, the problems of developing partnership is inherent in UBSDP. Although NGOs are considered as partners, they are least interested to develop such partnerships because of their own interest in this sector. Participation is still top down

rather than bottom up. Thus, partnership and participation seem to be rather low in UBSDP. In spite of these weaknesses, the project can be considered a moderate success.

5.2.3   LPUPAP

Like UBSDP, LPUPAP is another poor focused programme developed in order to reduce urban poverty by making the poor involved in planning and implementation of the project activities. The project is being implemented in 11 cities and towns of Bangladesh, of which Serajgonj, a secondary town in the north central part of the country, has been chosen for the study. The major activities of the project, apart from its credit services, are social mobilization and empowerment. Through a participatory implementation process, the project conducts training, need assessment, market survey, institutional strengthening, legal support and advocacy and developing linkages and networks. Resource mobilization is also an important component of the project. The main thrust of the programme is on women.

At the initial stage of the project, participation in activities by the stakeholders at the pourashava and community level seems to be good. But the process of implementation of the project is quite slow. The project has not yet developed linkages and networks as designed. It is rather too early to judge as to how the participatory operational system will develop in the project.

5.2.4   SINPA

SINPA is a support programme to assist local governments at the city level and its partners in building their capacity in the broad areas of urban services, planning and management and resource mobilization. The programme also supports the existing local initiatives of the people and the government by stimulating them through training, motivation and supports.

SINPA has a well-conceived organizational structure both at national and city levels. The Steering Committee has been very functional, and the most important organizational body is the Tangail Urban Platform (TUP), to implement the programme in Tangail a Secondary City. TUP provided a forum for ventilating the views of the citizens and their grievances. The Task Forces on the other hand are involved in the direct operations. An innovation is the creation of Tangail Citizen's Information Centre (TCIC), which functions for providing the information on the town for a wider demand from the people.

The core concept of SINPA is to empower and strengthen the local government and other stakeholders, so that these organizations can provide necessary services to the people. To this end, the activities of SINPA, such as training, workshops, social mobilization activities and processes, motivation activities etc. were initiated to strengthen the stakeholders. On the other hand, NGOs and CBOs were brought together to work hand in hand with the Pourashava.

In terms of creating network and linkages, particularly at the local level, SINPA seems to have achieved a fair degree of success. For solid waste management, the Central Canal Cleaning and TCIC etc. a good networking has been established. Tangail Pourashava owned this Project. This is evident from the fact that TUP and Task Forces have been internalized within its organizational set up.

The formation of the National Capacity Building Forum, though in its initial stage, indicates move towards a positive direction.

The major strength of the project is its participatory process. The process induces the stakeholders and individuals to be involved in the project and reap a greater success. The enthusiasm that has been created by the project is also a strength, which its implementors utilized in mobilizing the people.

SINPA also has some weakness, the most critical of which has been the lack of mutual confidence between the Pourashava authority and the facilitating NGO.

5.3 Conclusions

Among the four participatory urban development programmes, Healthy City Project and SINPA are similar in characteristics, coverage and in method of implementation. The focus of these two programmes is also more or less similar, although the connotations are not exactly the same. Through these programmes improvement of the overall physical and socio-economic environment of the city is planned to improve so that these cities become livable. The two other projects, UBSDP and LPUPAP, on the other hand are similar in nature and characteristics. These two projects focus on the poor, to alleviate their level of poverty including the alleviation of the physical and social conditions of their living environment. Despite such differences one element is common in all four pro-programmes, i.e. the participatory urban development process and the development of partnership for the successful implementation of the respective programmes. This last element has been examined in this study as to what is the nature and extent of participation and partnership, its problems and prospects through a comparative analysis of the four projects.

The comparative analysis of the study projects show that the level of participation in conceptualization, designing, planning and implementation of the programmes vary substantially at the different levels of participation. The stakeholders' participation is better in Healthy City Programme and SINPA, while the community participation is better in the case of UBSDP and LPUPAP. However, in certain areas, community participation is also remarkable in SINPA and Healthy City Programme. SINPA, for example, shows a higher degree of participation of the stakeholders by significant contribution, through cash, kind and time, to the SINPA process. The stakeholders also supported a wider dissemination and replication of the process. The participation started from the top level (Secretary, Ministry of Housing and Public Works as the Chairman of the NSC) to the bottom where the community level people took part through contribution.

The factors behind such successful participation in SINPA are motivation and building awareness among the key personnel. Partners too reinforced each other to take part in the activities. Our evaluation also suggests that despite factors indicated above as responsible for participation, continuous support and facilitation from SINPA authority is also important. In Healthy City Project on the other hand, due to lack of such facilitation from higher level (national or may be international) degree of participation was low. In Healthy City, stakeholders participated mainly through giving ideas and time and cooperation but not much in term of financial support.

In both these projects the stakeholders had the opportunity to identity problems, plan for its solution and of course to implementation. Thus, the level of participation was much higher in these two, although nature of participation varied due to facilitation problems in Healthy City Project.

In UBSDP and LPUPAP stakeholders' participation was a routine matter. Almost everything has been defined in the project document and the stakeholders just carry out the decision. Decisions or roles were prepared earlier. However, the new problems were solved by the stakeholders during the time of crisis. The stakeholders did not share the cost of development. Our study shows that community participation in these projects was remarkable. The factors behind such participation were credit, social mobilization, community contract (in LPUPAP) etc.

Thus, this study suggests that to increase participation and for effective participation continuous motivation and facilitation is necessary along with other usual factors.

5.3.1 Effectiveness and Efficiency

In the present study we were looking at which of these study projects were comparatively more effective and efficient. Chapter 4 examined this question taking variables such as organizational strength, process of reaching the target population, coverage, empowerment, capacity building, linkages, partnership, resources mobilization and so on. It is however, very difficult to say in one concluding sentence as to which project is efficient and why.

Taking evidence from this study it can be said that the Project which satisfy most of these elements would be regarded as efficient. The answer is rather qualitative than quantitative. Among these four projects, as the present study shows, all of them qualify to be effective and efficient against one or the other individual variable. Overall, however, the efficient project is the one which is cost effective and which brings more tangible benefits, within the given time and resources.

In the light of the above considerations SINPA perhaps qualifies to be the best, although it has some inherent problems. It is effective because it identified the problems of the city. This is relevant to most of the city people. The people themselves were involved in identifying the problems. They were also involved in the implementation process. Not only that, the stakeholders and the people shared the cost of operation in one major activity, namely, solid waste management, which can be considered as the participation of the highest order. This is one of the important strength of SINPA. Another positive aspect of SINPA is its involvement of an academic in the Steering Committee.

Some of the inherent weaknesses of the Project, which has reduced its effectiveness and efficiencies, are as follows: The concept, although considered good, is complicated. People at the initial stage could not understand its philosophy and ideas. This has slowed down its progress and created lot confusion among the stakeholders. In terms of cost sharing, some of the stakeholders came forward but many did not come. There was a notion that RADOL has received huge amount of money to spend in Tangail, but in reality it was not so. The lack of understanding between the Pourashava leaders and RADOL is yet another serious problem. Indeed, there is deep-seated distrust by the Pourashava leaders of the RADOL management. The involvement of IHS, to a great extent, gave credibility to SINPA in Tangail, despite RADOL's low acceptability with the local administration.

In Healthy City Project, its well-conceived organizational and conceptual framework is a great strength. Its process of implementation is also well designed. However, in terms of participation and partnership, despite the fact that the arrangement of

participation is good, the project could not achieve much success. The reason was perhaps the lack of close monitoring and consistent support and facilitation from the national level.

In UBSDP, the main strength of the project is its credit component. The credit concept of the Project has united the poor people around the other activities of the Project. The community level participation is also a good strength. However the stakeholders participation at the top level is low, which is a weakness of the project.
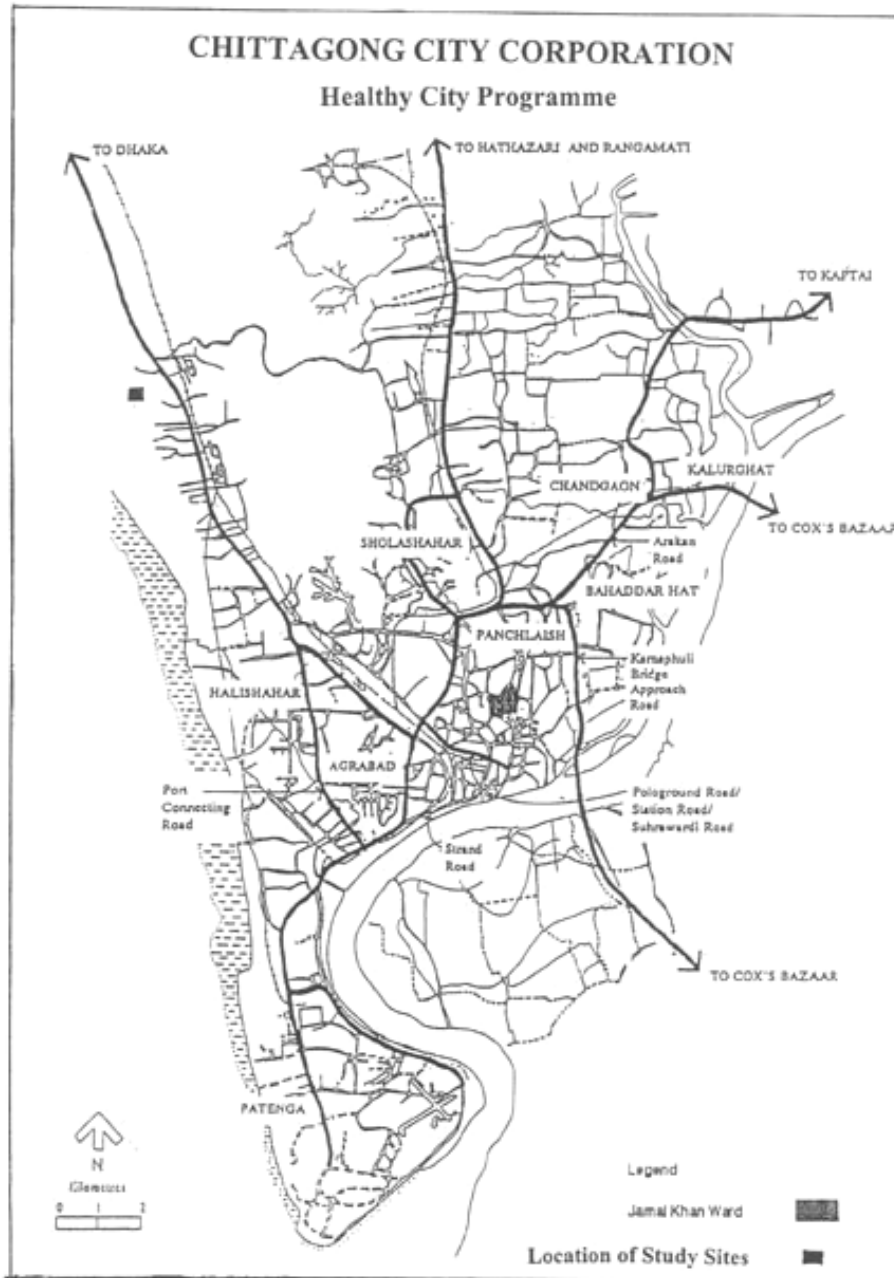
In LPUPAP, its main strength is its organizational framework, along with the community involvement and participation. The process of participation has just begun, but the real participation is yet to be seen. However, the Community Action Plan and CDC are the two innovations in LPUPAP. It is also to be seen how these two concepts work fruitfully in alleviating poverty.
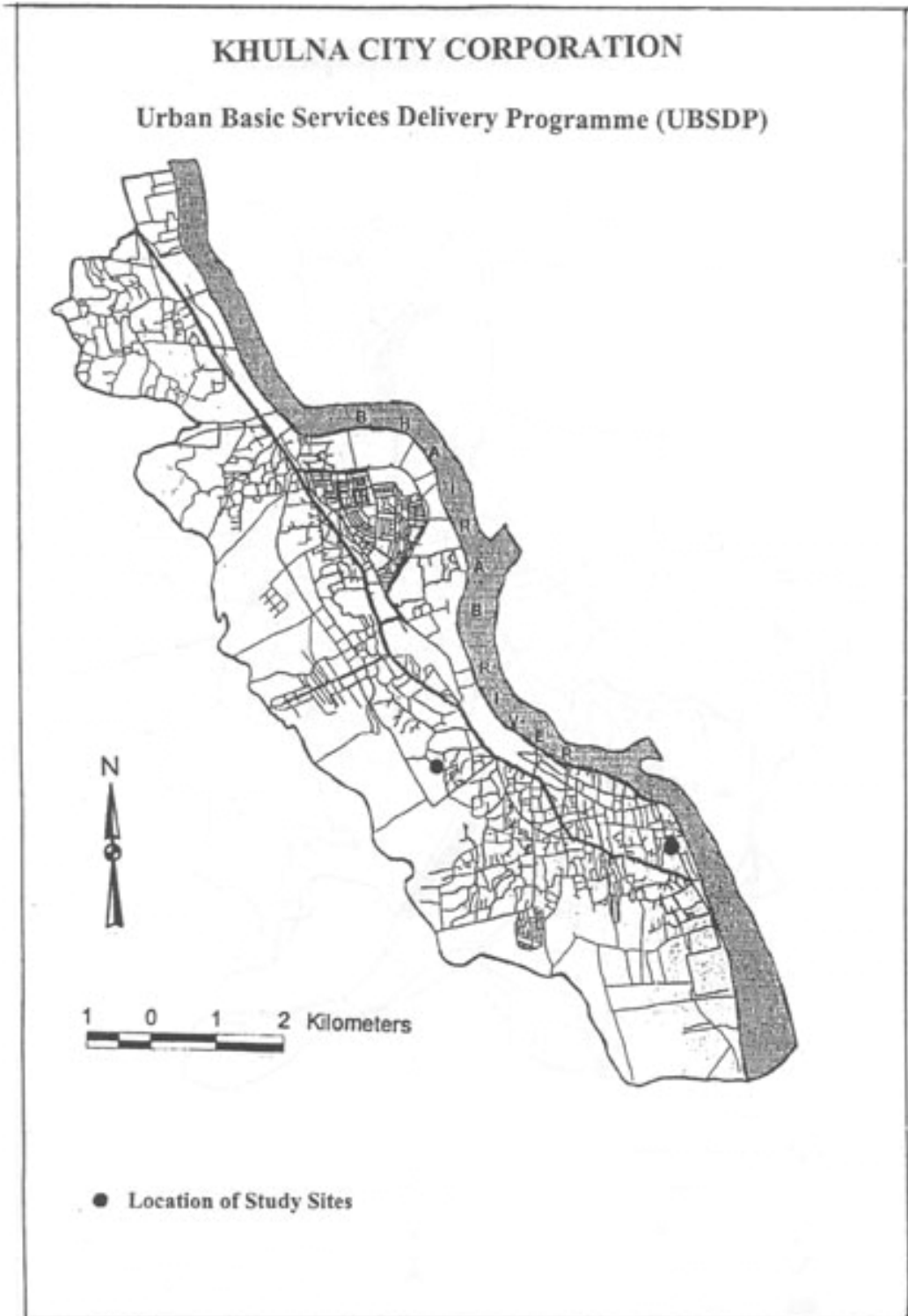

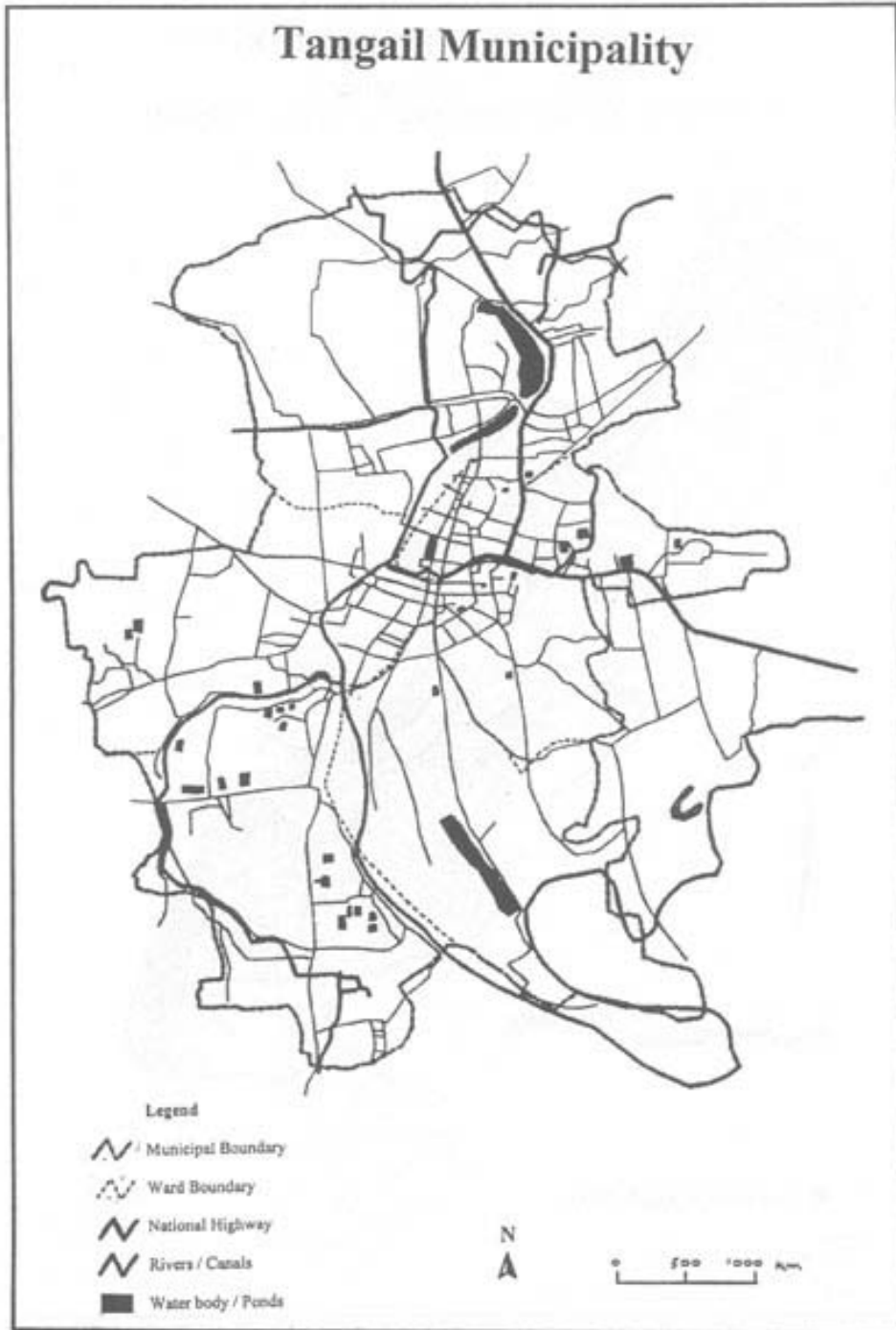Environmental Bridge in action in Tangail

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CHITTAGONG CITY CORPORATION
Healthy City Programme

Annexe Fig. 1

84

85

KHULNA CITY CORPORATION

Urban Basic Services Delivery Programme (UBSDP)

N

1 0 1 2 Kilometers

● Location of Study Sites

Annexe Fig. 2

Tangail Municipality

Legend

- Municipal Boundary
- Ward Boundary
- National Highway
- Rivers / Canals
- Water body / Ponds

N

Annexe Fig. 3

SIRAJGONJ POURASHAVA

Local Partnership for Urban Poverty Alleviation Programme

● Local of Community Under LPUPAP

✳ Location of Study Sites

Annexe Fig. 4