

The Process of Policy and Strategy Formulation

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Formulation**

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ABBREVIATIONS

ADAB	Association of Development Agencies in Bangladesh
ADP	Annual Development Plan
AEZ	Agro-Ecological Zones
BADC	Bangladesh Agricultural Development Corporation
BCAS	Bangladesh Centre for Advanced Studies
BFDC	Bangladesh Fisheries Development Corporation
BFDC	Bangladesh Fisheries Development Corporation
BFFA	Bangladesh Frozen Foods Association
BFRI	Bangladesh Fisheries Research Institute
BIWTA	Bangladesh Inland Water Transport Authority
BPC	Bangladesh Parjatan Corporation
BRTA	Bangladesh Road Transport Authority
BUET	Bangladesh University of Engineering & Technology
BWDB	Bangladesh Water Development Board
CCF	Chief Conservator of Forests
CEN	Coalition of Environmental NGOs
CNG	Convertible Natural Gas
DAE	Department of Agricultural Extension
DANIDA	Danish International Development Agency
DDS	Draft Development Strategy
DG	Director General
DMB	Disaster Management Bureau
DoE	Department of Environment
DoF	Department of Fisheries
DPHE	Department of Public Health Engineering
EC	Executive Committee
EIA	Environmental Impact Assessment
FAO	Food and Agricultural Organization of the UN
FBCCI	Federation of Bangladesh Chambers of Commerce & Industries
FD	Forest Department
FFP	Fourth Fisheries Project
FPCO	Flood Plan Coordination Organisation
GIS	Geographical Information System
GoB	Government of (the People's Republic of) Bangladesh
HACCP	Hazard Analysis Critical Control Point (standard)
ICZM	Integrated Coastal Zone Management
ICZMP	Integrated Coastal Zone Management Plan
JRC	Joint River Commission
LGED	Local Government Engineering Department
MoA	Ministry of Agriculture
MoC	Ministry of Commerce
MoCA&T	Ministry of Civil Aviation and Tourism
MoEF	Ministry of Environment and Forest
MoF	Ministry of Finance
MoFL	Ministry of Fisheries & Livestock
MoI	Ministry of Industries
MoL	Ministry of Land

MoLGRD&C	Ministry of Local Government, Rural Development & Co-operatives
MoWR	Ministry of Water Resources
NAC	National Agriculture Committee
NAPo	National Agriculture Policy
NEMAP	National Environment Management Action Plan.
NGO	Non Governmental Organization
NWMP	National Water Management Plan
NWRC	National Water Resource Council
PDO	Program Development Office
PDO-ICZM	Program Development Office for Integrated Coastal Zone Management
POA	Plan of Action
PPCP	Peoples Participation Consultation Process
PSO	Principal Scientific Officer
QC	Quality Control
SWMC	Surface Water Modeling Centre (presently IWM)
TC	Technical Committee
UNDP	United Nations Development Program
WARPO	Water Resource Planning Organization
WB	World Bank
WP	Working Paper
WPAG	Water Policy Advisory Group

1 INTRODUCTION

1.1 Background

Since inception, the Program Development Office (PDO) for ICZMP has completed a series of studies to understand institutional and policy processes. These are:

- Institutional Review of Selected Govt. Ministries and Agencies (PDO-ICZMP, 2001);
- Analysis of Projects Contributing to the ICZM Process (PDO-ICZMP, 2002);
- Coastal Zone Management: an Analysis of Different Policy Documents (WP009, PDO-ICZMP, 2003a); and
- Status of Implementation of Selected National Policies (WP010, PDO-ICZMP, 2003b).
- Review of Local Institutional Environment in the Coastal Areas of Bangladesh (WP 018, June 2003c)

Some other studies, specially related to local level institutional environment, are on - going.

The present study is a continuation of previous works on national policies of the Government and is expected to contribute in the on-going formulation process of the Coastal Zone Policy.

1.2 Purpose & scope of the study

The purpose of the study is to make an assessment of the process of formulation of policy and strategy documents of the government. It aims at collecting information in particular on the way in which policies are formulated and on the way strategies are formed on the basis of those policies (Terms of Reference, Annex-A).

The Government of Bangladesh has already adopted more than a dozen policy documents (PDO-ICZMP, 2003a). In the present study, formulation process of the following five policies and subsequent strategy and/or plan documents has been analyzed.

- i. Environment Policy, 1992 & Implementation Plan (MoEF, 1992)
- ii. National Forest Policy (MoEF, 1994)
- iii. National Fish Policy (MoFL, 1998)
- iv. National Agricultural Policy (MoA, 1999)
- v. National Water Policy (MoWR, 1999)

1.3 Methodology

This analysis has been carried out by having discussion meetings with officials of the ministries, departments, and agencies concerned (List, Annex-B). These meetings have provided information about the chronological activities of the organizations to formulate the respective policies and possible corresponding strategies.

Subsequently, relevant records, available files and other related documents were consulted for ascertaining the series of activities and relevant information required for the study.

1.4 Limitations of the study

Concerned officers have moved to new places. As it attempted to look into the development processes of policies and strategies formulation, it was difficult to find the relevant officers involved in those processes. Many officers have since been transferred to other organizations.

Files & records were not easily available. It needed special efforts to locate the relevant desk. Once this desk was identified, efforts were again needed to locate relevant files. Often files were misplaced.

Limited time period. It was therefore, a difficult, troublesome and time-consuming venture to have the full information from a single desk or an office. The time allowed for the study was also extremely inadequate for this kind of critical study.

1.5 Review process

A preliminary draft was submitted in April 2003. This draft underwent extensive revision internally. Preliminary findings were shared during the work group meeting on May 06, 2003. Based on these sharing and subsequent discussions, the 2nd draft was prepared and circulated to participating ministries and agencies including WARPO in June 2003 for their comments. Based on received comments, a new draft was made in July 2003. The draft report was further reviewed internally within the team and by the WARPO in August 2003.

This final report accommodates all the comments received during the review process.

1.6 Structure of the report

Following this introductory chapter, Chapter 2 deals with a general outline and chronological account on the formulation process of five selected national policies of the government, while Chapter 3 enumerates activities and achievements of the concerned authorities/ agencies towards the formulation of strategies and plans including description of public participation.

In Chapter 4, the functioning of coordinating bodies and mechanisms (such as National Councils, Steering Committees, coordinating mechanisms at lower administrative levels) have been described, while in Chapter 5, dissemination of policies and strategies to the lower levels of the government and the public is described.

Based on the overall status, a few suggestions are made in Chapter 6.

2 POLICY FORMULATION

2.1 Introduction

Policy generally describes the intention of the Government and provides the principles that govern the actions towards given ends. It defines the agreed and settled courses for adoption by the government and the institutions. At the national level, policy embraces general goals, acceptable procedures and actions to achieve their goals. Policy provides a basis for formulation of strategies, plans, legislation and other framework documents. While policies reflect long-term objectives, they are also subjected to modifications and revisions based on changed vision and goals.

2.2 Process of formulation and approval of national policies.

2.2.1 Policy formulation

National policy document is a broad mandate enunciated by the authority governing the country with respect to something for formulating acts and rules to be applied towards that end to achieve the desired objectives. Some desirable steps, generally lead to achieve good policy, are:

- a form of participatory process;
- national determination of clear goal;
- agreement on ways to set priorities;
- implementation arrangement with clear cut task distribution;
- better monitoring mechanism of activities for improvement of services and strategic information;
- devolution of decision making power to where potential contributions for sustainability are greatest; and

In the past, the policy formulation was almost a unilateral and departmental activity of the government. Participation of the stakeholders was limited. With the passage of time, the process of the policy formulation has changed to a great extent.

Now, the Ministries concerned formulate the policy with the assistance from the professionals under its control, more or less through some sort of participatory approaches. Dialogues are frequently held with the stakeholders, experts, professionals, NGOs, and private sectors. Besides, the govt. institutions directly and indirectly connected with proposed policy are also consulted. Broadly, the Ministries are responsible for policy formulation at the national level. Prevailing socio-economic, environmental and political factors are largely reflected in policy documents.

2.2.2 The policy formulation process

At present, there are no officially approved modalities to be followed for formulation, preparation and approval of national policies of the government. So, there is a great variety of ways of policy formulation. A general description of steps followed in the formulation and approval of the national policies are as under:

1. Formation of a working group or expert group with the representatives of the concerned agencies, departments, consultants, etc with a view to prepare a draft policy. Sometimes, experts are hired from outside.

2. Review existing sector policy and legislation by the group.
3. Data collection, scrutiny of the data and studies by the group for preparation of the draft.
4. Preparation of discussion paper on 'proposed policy directions'.
5. Arrange workshop, inter-ministerial meetings, etc on proposed policy direction, which are attended by various interest groups including Ministers.
6. Wider consultations with civil society, stakeholders, target groups, local govt. functionaries and formal & informal local and public representatives.
7. Revision of the draft using feed back from the workshop and the meetings.
8. Circulation of the first draft to different Ministries, agencies, groups, institutions and organizations for their review and written comments.
9. After incorporating the comments and observations on the first draft, consultations or workshop are arranged with wider representation.
10. Finalize the draft policy proposal through an inter-ministerial meeting after discussing the comments and observations received through the consultations, discussions and workshop.
11. The sponsoring Ministry formally approves the draft policy through the Ministry's usual procedures.
12. The sponsoring Ministry then sends the draft policy to the cabinet division for placing it in the Cabinet/ Council of Ministers for final approval.
13. The Cabinet / Council Ministers accords the final approval to the draft policy after discussions in its formal meeting.
14. The approved policy is then published in the official gazette for information of the members of the public.
15. The sponsoring Ministry initiates institutional and administrative actions for implementation of the policy statements.
16. The sponsoring Ministry also initiates formulation of strategies, plans and programs supporting the approved policy.

2.2.3 Revision of policies

Government priorities are changed over time to adjust with the national socio-economic, environmental, strategic, political and economic changes and the development needs. Such situation calls for the revision of the government policies. As for example, after the initial formulation of the Forest Policy of India in 1894, it had been revised several times over a period of more than 100 years.

Presently, The National Energy Policy- 1996, The National Land Use Policy–2001, The National Rural Development Policy- 2001, etc are also being considered for revisions.

2.3 Steps taken in the formulation of selected national policies

2.3.1 Environment Policy, 1992 & Implementation Plan

In 1977, the establishment of the Environment Pollution Control Project was followed in 1985 by the establishment of the Department of Pollution Control and finally, in 1989 by the restructured and renamed, the Department of Environment.

In the year 1988-89, the Bangladesh Agricultural Research Council was implementing a project named Bangladesh National Conservation Strategy. The project recommended that a national policy would be required for the better management of the environmental activities.

The concerned files of the Ministry and the DoE relating to the formulation of the policy were not readily available. However, the discussion with the senior officers of the Ministry and the department revealed that:

1. In 1991, the MoEF formed a working group with the officers of the MoEF & DoE and some consultants of the ongoing projects for preparing a draft policy document. Mr. Fazlul Haq, the then Deputy Secretary of the MoEF was given the responsibility of coordination.
2. The committee/ working group submitted the draft policy to the MoEF in 1991.
3. The MoEF circulated the copy of the policy amongst all the concerned Ministries for their review and opinions.
4. Inter-ministerial meetings were held at the Ministry, where the opinions of other Ministries were discussed and modifications were made in the policy, where necessary.
5. After finalization of the policy at the Ministry level in 1992, the draft policy was sent to the Cabinet Division for final approval of the policy.
6. In 1992, The Cabinet gave the final approval to the policy after discussion in the meeting of the council of Ministers.

It is mentioned that the Environment Policy is the only policy, which contain "programs for implementation" in the policy document itself. It reminds and attracts the attention of all the agencies of the MoEF as well other ministries/agencies for taking up programs for implementation of different environment issues as envisaged in the policy. Hence, the policy itself works as a guideline for all the agencies related to the implementation of the policy. This aspect is absent in other national policies.

2.3.2 National Forest Policy, 1994

Among the policies of the Government, the development of the National Forest Policy has a long history and is the oldest policy of the country. The first policy was approved in 1894 and the last amendment of the policy was approved in 1994. Hence, this policy has the history and experiences of 100 years in formulation and revisions, as under:

- a. The Forest Policy of India, 1894;
- b. The Forest Policy of Pakistan, 1955;
- c. The Forest Policy of Pakistan, 1962;
- d. Bangladesh National Forest Policy, 1979; and lastly
- e. National Forest policy, 1994.

The concerned files of the Ministry and the FD relating to the formulation of the last national Policy was not readily available. The concerned officials who worked in the Ministry in 1994 are also not available. However, the present officers of the FD and the MoEF informed that the steps followed by for the purpose of the formulation of the policy are, as under:

1. In 1992, while the works of formulation of the Forestry Master Plan was going on, the experts felt the necessity of revising the existing Bangladesh National Forest Policy, 1979. They opined that to make the proposed Master Plan functional, different aspects of the policy should be

updated by incorporating the changes occurred in different fields of conservation and management of forestry.

2. Accordingly, in 1992, the MoEF engaged a batch of departmental experts and available consultants for preparation of a draft National Policy by revising the existing policy of 1979.
3. 1994, the consultants submitted their report with the proposed revisions to the FD.
4. The FD forwarded the policy document to the MoEF for arranging approval by the Govt.
5. The Ministry instantly forwarded the draft policy to the Cabinet Division for placing it before the Cabinet for final approval.
6. The Cabinet discussed the policy in the formal meeting of the Council of Ministers and accorded the final approval of the Government.
7. The approved policy was published in the official gazette on May 31, 1995.

2.3.3 National Fish Policy, 1998

1. In 1988, the MoFL first felt the need for preparation of the Fish Policy. At the request of the GoB and with the financial assistance of the FAO, consultants Dr. Mahmudul Karim and A. K. Ahsan prepared a draft.
2. The draft policy was sent to different Ministries, Divisions, departments, organizations, scientists, planners, financial institutions, NGOs and donors. Comments were received.
3. Later, a two-day workshop was held at the initiative of the MoFL on 25-26th July 1990. About 100 person attended and gave their views on various aspects of the draft.
4. On 30.7.1990, the MoFL constituted an 11-member committee with the then Joint Secretary of the MoFL as its convener. The committee was expected to incorporate comments and recommendations made by participants of the workshop. The committee, through a series of meetings, modified and submitted the policy paper to the MoFL for further actions.
5. On 26.7.1992, the MoFL sent the modified draft policy to different Ministries, divisions, departments, specialists, etc for their views. The views were received and over these views, the opinion of the DoF also was obtained.
6. The draft policy could not be finalized due to several changes in the position of the Secretary of the Ministry.
7. In 1995, two meetings were held on 6.5.1995 and 31.5.1995. In these meetings, discussions were held regarding the opinions and views since received from different Ministries and organizations in 1992. The draft document was then referred to the Planning Cell of the MoFL for updating in line with discussions of those meetings.
8. On 5.11.1996, again fresh views were asked for from different Ministries and organizations vide letter no. PEC/F-71/88/919. Some organizations sent their views.
9. On 6.3.1997, in a meeting held in the MoFL, the Secretary formed a committee to scrutinize, make necessary modifications and submit the draft policy document for consideration of the Ministry. The Committee comprised of officials and representatives of different stakeholder associations. The DG-DoF was named as the convenor. The members were the Chairman, BFDC; Director (Inland), DoF; Director, BFRI; Dr. Aftabuzzaman, President of Shrimp Growers Samity; President of the Jatia Fishermen's Society, Chairman, BFFA and the Member-secretary was Mr. S. N. Chowdhury Deputy Director, DoF. The Committee scrutinized the draft and submitted the modified draft to the Ministry.

10. The Secretary, MoFL organized several meetings on 28.9.1997, 14.10.1997 and 26.10.1997 at the Ministry over the draft document. In these meetings different recommendations received from different organizations were incorporated in the draft of the policy.
11. On 21.12.1997, an inter-ministerial meeting was held and the draft of the updated version of the policy was further scrutinized, re-examined and modified and thereafter, the revised draft of the policy was finalized for approval of the govt.
12. On 11.3.1998, the State Minister in-charge of the MoFL approved the policy.
13. On 19.4.1998, the draft policy was forwarded to the Cabinet Division for arranging approval by the Council of Ministers, vide Summary under memo no. MoFL/PEC/f-71/82/73 dated 19.4.1998.
14. The Council of Ministers approved the policy in April 1998.

Besides, a draft 'Shrimp Policy' document exists since long.

2.3.4 National Agriculture Policy, 1999

1. It appears from records that a committee was supposed to frame a "National Crop & Small Irrigation Policy." Later, the MoA prepared a draft policy named "Integrated Agriculture Policy" in the year 1995. No other actions were taken thereafter.
2. Later, the Ministry of Agriculture vide its notification no. Agr./ PP/ B- IAP-4/ 95/ 10 dated 20.1.1997 formed a Committee for preparation of draft national policy.
3. The convener of the committee was the Director General of Jute Research Institute and 12 other officials were made members.
4. The drafting Committee submitted the draft policy on 28. 07.1997.
5. The draft policy was sent to 22 organizations (including the non-governmental organizations like ADAB, FBCCI, Seed Merchants' Association, etc) soliciting their opinions about different aspects of the policy.
6. The draft policy was also sent to the Chairman and members of the Parliamentary Standing Committee on Ministry of Agriculture for their opinions.
7. On 20.8.1998, in an inter-ministerial meeting presided over by the Secretary of the MoA, some modifications were made in the draft policy and it was decided finalize the draft after renaming it as " National Crop Policy".
8. The MOA approved the draft "National Crop Policy" and it was then forwarded it to the Cabinet for final approval.
9. On 04.11.1998, the Cabinet, in its meeting presided over by the Prime Minister, gave decision as under:

The proposed "National Crop Policy" put up before the cabinet is approved on principle. It was however, decided to approve the policy with some modifications as discussed in the meeting after renaming it as "The National Agriculture Policy"

10. The Prime Minister accorded final approval on the policy in April 1999.

2.3.5 National Water Policy, 1999

1. A draft National Water Policy was prepared in March, 1988 by the then Master Plan Organization of the MoWR.

2. The MoWR, vide letter dated March 8, 1988 sent the copy of the draft policy to various organizations for their opinions.
3. Memo no. BN-6/ World Bank/ 4P-1/ 88/ 289 dated 20.11.88 of the MoWR addressed to the Chairman of the Technical Committee reveals that the BUET, MoH&FW, BFDC, RD & cooperative division, CCF, LGED, MoI, MoA, MoFL, BPC, BADC, BIWTA, Science & Technology Division, etc. sent their opinions.
4. These opinions were incorporated in the proposed policy by the Master Plan Organization and sent the revised draft policy to the MoWR on 26.12.88.
5. No other records were readily available for the intervening period till 1995.
6. The Parliamentary Standing Committee on the Ministry of Water Resources, at its 23rd meeting on 26.4.1995, discussed the National Water Resources Policy.
7. The Director General, WARPO, in a letter dated 17.6.1995 addressed to MoWR indicated initiation of a Bangla version of the draft National Water Policy
8. On 5.7.1995, a meeting was held, at the WARPO office under the chairpersonship of Secretary, MoWR, over preparation of the National Water policy.
 - a. It was stated in the meeting by the DG, WARPO that the work of preparation of the National Water Policy and National Water Code have been taken up by the WARPO as per directives of the Parliamentary Standing Committee on Ministry of Water Resources.
 - b. The Chief Engineer, FPCO stated that the proposed policy would have to be placed before the Bangladesh Water Council for necessary approval.
 - c. In the meeting, an inter-agency technical committee was proposed.
9. In order to develop the National Water Policy and Water Code, the WARPO indicated, vide letter dated 20.7.1995, the need for updating and upgrading of the 'Bengal Irrigation Act, 1976' and 'The East Bengal Embankment & Drainage Act, 1952'.
10. The Ministry of Water Resources formed a Technical Committee for preparation of a draft National Water Resources Policy vide circular¹ dated 1.8.1995 with the Director General, WARPO as its Chairman and Mr. Luthfar Rahman, PSO as the Member-Secretary. A four-month period was allotted. The committee included agencies like, WARPO, BWDB, FPCO, SWMC, DoE, DPHE, WASA, BIWTA, BADC, Planning Commission, DoF, LGED and FD.
11. The first meeting of the inter-agency committee was held on 20.8.1995.
12. On 23.8.95, the DG, WARPO sent a request to the Ministry of Foreign Affairs to obtain copies of water policies from other countries like India, Pakistan, China, Philippines, Thailand, etc.
13. On 10.10.1995, in the 2nd meeting of the Technical Committee, water policies received from India, Nepal, and Philippines were discussed.
14. On 28.11.1995, the MoWR constituted another committee to upgrade and update existing Acts.
15. On 05.12.1995, the inter-agency TC requested extension of the period till 15.01.1996 to formulate the draft national water policy.
16. On 26.12.1995, at the 3rd meeting of the Technical Committee, some additions and alterations were made in the proposed policy and it was decided that the WARPO and JRC would jointly finalize the policy proposal and then it will be submitted to the Ministry.

¹ Circular No.MoWR-D5/WARPO-1/96/246 dated 1.8.1995 of the MoWR

17. On 30.10.1996, the MoWR reconstituted inter-organizational Technical committee and fixed up a date for submission of the draft policy to the Ministry by 30.11.1996.
18. On 26.2.1997, the DG WARPO submitted the draft Water policy to the Ministry vide memo no. WARPO/M-016/90/326 b.
19. On 31.3.1997, the WARPO again submitted the draft policy after incorporating the changes suggested by the Ministry.
20. On 08.10.1998, the Parliamentary Standing Committee on the Ministry of Water Resources discussed the draft Water Policy
21. On 16.10.1998, the MoWR convened the 4th meeting of the ' National Water Resources Parishad ' to be held on 2.11.1998 to discuss the National Water Policy. Besides the members of the National Council, some experts, members of the Parliamentary Committee on MoWR and some civil society representatives were also invited to attend the meeting.
22. On 2.11.1998, in the 4th meeting of the National Water Resources Parishad with the Prime Minister in chair, both the Bangla and English versions of the proposed National Water Policy were discussed and duly approved it with some modifications.
23. Thereafter, the Ministry circulated the approved policy to the concerned authorities, organizations, offices, etc with a view to take actions for implementation.
24. The Planning Commission issued official circular² regarding the disposal of the disputes over the implementation of the policy.

2.4 Observations on the formulation process

From the descriptive account of the activities of the Ministries and the agencies for formulation and approval of the above national policies, the following observations have been made.

Initiative for new policy. Generally, the need for a new policy was identified within the sponsoring Ministry or relevant government agency.

Sectoral consultation. Inter-sectoral and intra-sectoral consultations were conducted during the process of preparation and approval of the policies. Inter-ministerial meetings were held during formulations of many policies, but in some cases these were not made in an organized form.

Other consultations. Direct consultation with the civil society has not been done in the formulation of many policies. However, in some cases, representatives of the ADAB (the organization of NGOs) had been included as a member of the policy preparation task-force or technical committee.

Again, in most of the policy preparation committees, representatives of professional groups, associations of the stakeholders, etc. connected to the activities of the concerned Ministry had been included as members.

Other Factors

- As there is no officially approved procedure for formulation and approval of the national policies, different Ministries adopted different procedures.
- There is no standard model of a policy document. So, one can observe different formulation of policy documents. Many policy documents lack one or more of important elements: goals, objectives, general directives, defined stakeholders, directives for strategies, plan of actions, mechanisms for implementation, specific monitoring, resource-plan, etc.

² Notification No. PD / COORD. - 3/ 99/ 18 dated 26.1.1999 of the Ministry of Planning.

- Many Ministries have not issued the authenticated English versions of their policy documents. As a result, agencies have arranged translation of the policy documents in various ways. Hence, English versions of some policy documents do not have exact translation both in language and contents. Available English version of the National Fish Policy had this problem. Under the Fourth Fisheries Project, a new English version has been prepared (November 2002).
- Plan of action for implementation of the policy commitments has not been mentioned in any other policy document excepting the Environment policy.
- Excepting very few, most policy documents do not contain sections on indicative plan for implementation.
- Some policies have sections on indicative financial management aspects for implementation.

Time Frame. Generally, the entire process from inception of the formulation to the stage of approval of a policy at the level of the cabinet took a period ranging from two to 11 years (Table 1). Generally, it is accomplished within 2-4 years. Though formulation of the National Water Policy is shown to have taken 11 years, of this, there was a period of 6 years between 1989 and 1994, when no actions were taken to process adoption of the policy.

Table 1 : Time period required for the formulation of policy documents

Name of the policy	Formulation & approval of the policy		Total period required
	Year of inception	Year of completion	
Environment Policy, 1992 & Implementation Plan	1991	1992	2 years
National Forest Policy, 1994	1992	1994	3 years
National Fish Policy, 1998	1988	1998	10 years
National Agricultural Policy, 1999	1995	1999	4 years
National Water Policy, 1999	1988	1999	11 years*

* includes a period of 6 years having no action.

3 FROM POLICIES TO STRATEGIES & PLANS

3.1 Introduction

Preparation of strategy and plan documents is a requirement in most policy documents of the government. However, there is no modalities or guidelines to be followed after adoption and/or approval of a policy document. There is also no mechanism for monitoring the progress of implementation of policies within or outside the concerned Ministries. As a result, the sponsoring Ministry takes steps in their own ways of considerations. Generally, they have followed a range of options:

1. Some Ministries took routine measures like making rules or regulations.
2. Some Ministries took efforts to make separate plan of action for implementation of the policy as a whole.
3. Some Ministries do not refer the policy as a document to be followed compulsorily.
4. Some Ministries took up projects and programs with a view to implement certain aspects or items of the policy document.
5. Some Ministries prepared even further separate policy documents dealing with specific aspects of the policy.

3.2 Strategies & plans as follow-up of environment policy, 1992

Following the approval of the policy, the MoEF has achieved certain important perspective towards the implementation of the policy commitments:

- a. Formulation and implementation of the "National Environment Management Action Plan (NEMAP), 1991-95".
- b. Sustainable Environment Management Program (SEMP), 1998-2005, as a follow-up of NEMAP.

3.2.1 National Environment Management Plan (NEMAP)³

Bangladesh is overwhelmingly dependent on environmental and natural resources, but the economic and societal forces at work coupled with other natural and technical factors, may have already seriously eroded the natural resource base of the country, which could have serious adverse impact on output, income and employment. In order to address these issues, the government has approved the NEMAP in 1996. The NEMAP was formulated through a massive consultative process involving 23 grassroots workshops, 7 regional workshops and 7 professional and expert group workshops. The Plan has prioritized 57 actions on the environmental front and the government is in the process of creating a second-order priority list for immediate implementation. NEMAP is in line with Agenda 21 and the Rio Earth Summit of 1992.

The action plan was prepared in four steps:

- Step - i. Identification of the major concerns
- Step - ii. Listing and synthesis of major issues (done in 1993).

³ National Environment Management Action Plan (NEMAP) Volume 1 a : Summary

- Step -iii. Recommendations for actions based upon recommendations made by the peoples themselves as well as the professional groups and the government (done in 1994).
- Step-iv. Prioritization of the actions based upon the views expressed by the people, professionals and government agencies.

The process of consultations

The consultative process was developed through an extensive dialogue amongst all partners. The process is described in chapter 4.

Approval procedure:

- a. After completion of the Local consultations, the draft proposals were discussed at the national workshop, professional workshop and intra-ministerial & inter-ministerial meetings. Based on the wide range of discussions and prolonged consultations and the suggestions/ proposals received therein, necessary modifications were made out in the draft plan and the draft was finalized.
- b. The MoEF then forwarded the plan to the Cabinet for final approval.
- c. The Cabinet however, returned the Plan it to the MoEF with the remarks that the MoEF may approve the plan itself as the Ministry itself is authorized to approve such plan.
- d. Accordingly, the MoEF has approved the plan in 1995.

3.2.2 Sustainable Environmental Management Program (SEMP), 1998-2005.

In 1997, as a follow-up to NEMAP, the Government approved US\$ 26 million UNDP funded programme on Sustainable Environment Management Programme (SEMP). Under the programme, Letters of Agreement were signed between the Ministry of Environment and Forest (MoEF) and the heads of twenty agencies of the government departments, NGOs and other national and international organizations. This is the largest ever-environmental grant provided by UNDP globally. The programme will unite the government and other development agencies in Bangladesh including NGOs and the private sector dealing with major environmental issues under an umbrella national programme to address national environment objectives.

Activities under SEMP will be undertaken in five main areas for implementation in Bangladesh related to policy and institutions, participatory eco-system management at grass root-level, community based environmental sanitation, awareness and advocacy, and training and education.

3.2.3 Other Actions

For the purpose of the implementation of the policy the DoE has made out series of legislative reforms as under:

- Environment Conservation Act, 1995, Amended in 2000 and 2002
- Environment Conservation Rules, 1997.
- Environment Court Act, 2000, Amended in 2002.

3.3 Strategies & plans as follow-up of national forest policy, 1994

As mentioned earlier in section 2.3.2, revision of the Bangladesh National Forestry Policy, 1979 was initiated during the preparation of the Forestry Master Plan. This revision resulted in the adoption of the National Forest Policy, 1994. Some of the simultaneous and follow-up efforts are:

3.3.1 Forestry Master Plan

The Forestry Master Plan was prepared (for 1993-2012) with the technical assistance of UNDP (project no. UNDP/FAO-BGD/88/025) and financial assistance of the Asian Development Bank (project no. 1355-BAN).

On receipt of the proposed master plan from the consultants, the Forest Department sent it to the MoEF for obtaining approval of the Govt. The MoEF sent it to the cabinet and the cabinet approved the master plan.

3.3.2 Integrated Forest Management Plan

The Mandala Agricultural Development Corporation and the FD prepared Integrated Forest Management Plan jointly in 1999 for all the 39 divisions of the FD. This was prepared under the World Bank financed, Forest Resources Management Project.

This plan has been prepared for 1999-2008 which is being implemented by the FD under different phases.

- The GIS is being implemented phases wise.
- The MIS is under implementation.

The MoEF has approved the plan on 8.2.2000.

3.3.3 Other Actions

Amendments in the Forest Act of 1927 are being made from time to time with the last amendment done on 10.4. 2000.

3.4 Strategies & plans as follow-up of the national fish policy, 1998

As follow-up of the policy, no strategy or plan documents have yet been adopted. However the Department of Fisheries, under the 4th Fisheries Project, has initiated many activities (Mr. Giasuddin, personal communication).

3.4.1 Strategies

A series of sub-strategy documents are being prepared. Some of these are:

- Aquaculture Extension Strategy
- Marine Fisheries & Shrimp Management Strategy
- Inland Capture Fisheries Management Strategy
- Monitoring & Evaluation Strategy
- Human Resources Development Strategy
- Post-Harvest & Quality Control Strategy

It is planned that an umbrella strategy document will be prepared, once these are formulated and agreed upon. Of these, Aquaculture Extension Strategy has been finalized (April 2003) and a draft document was presented at a national workshop in May 2003.

Separately, another document 'The Futures for Fisheries' (April 2003) accommodates findings and recommendations from the 'Fisheries Sector Review and Future Development Study'. This provides road map for the next 10 years detailing actions and activities

3.4.2 Plans

An aquaculture Extension Action Plan is being prepared and almost finalized.

3.4.3 Other Actions

Management of the shrimp culture areas The Cabinet Division has formed⁴ Divisional Committees and similar committees for the districts and Upazilas to take care the development of shrimp production, implement law relating to shrimp and mitigate other concerned problems.

Arrangements have been made for transportation of the shrimp fry produced by the hatcheries of Cox's Bazar area to the shrimp culture areas at the coastal areas of Satkhira, Bagerhat, Khulna, etc. *by air lifting* during the culture period by engaging the aircraft under private sector participation.

Declaration of Fishery as Industry The Govt. has declared⁵ Hatchery & fishery as recognized industry in 1991.

Govt. measures regarding Conservation of marine fisheries

- The govt. has issued gazette notification⁶ declaring the establishment of "Marine reserve" (marine Sanctuary for fisheries, shrimp and other living aquatic animals) over 698 Sq. Km areas of the Bay of Bengal.
- Govt. has imposed Ban order⁷ on catching of fry or post larvae of fish, shrimp and prawn of any kind in the estuary and coastal water of Bangladesh.
- Ban on fishing during breeding period of one month's time annually in the marine water.
- Govt. order for compulsory use of turtle excluder in every fishing net in the marine area.

Policy on compulsory aquaculture in govt. water bodies. Govt. has taken a decision in the meeting⁸ of National Committee for transferring the management of the all the govt. water bodies from the MoL to the MoFL in phases for biological management. An inter-sectoral policy involving the MoFL, MoWR and MoL have been approved.

National Shrimp Policy. Formulation of a separate policy on shrimp named the "National Shrimp Policy" is under the process at the MoFL.

3.5 Strategies & plans as follow-up of the national agricultural policy, 1999

3.5.1 Strategic plan 1999-2002

The Strategic Plan has been produced because this will assist the Department of Agricultural Extension to continue to change achieve in an organized way.

Each section of the Strategic Plan starts with a review of the status quo that reveals some weaknesses as well as achievements over recent years. A set of strategic objectives is then presented. These are used to guide the development of detailed action plans that specify responsibilities for implementing change as well as resource requirements.

The Plan has a three-year time horizon because at least three years will be needed to make significant progress against all 68 Strategic Objectives. Progress against the Plan will however be

⁴ Notification no. CD/DA/-4/2(66)93-97/01 dated 01.01.1998

⁵ Notification no. MOI/IP-3/C-2/91/31

⁶ Notification no.SRO-327/2000 dated 29.10.2000 read with MoFL Circular no. F-4/marine/misc-70/98/413 dated 7.11.2000

⁷ Notification no. SRO-289

reviewed on at least an annual basis and action plans will be amended to reflect achievement and changing priorities.

A variety of themes run through the entire document. These include partnership, mainstreaming gender, mainstreaming the environment, human resource management and information systems strategy.

Prior to drafting the Plan widespread consultation took place with DAE staff. The honest feedback from participants in these consultative meetings, as well as views expressed by external stakeholders and project review missions, have been incorporated in drafting the Plan.

3.5.2 Strategic plan 2003-2006

The Strategic Plan has been produced on the basis of learning during implementation period of its first Strategic Plan. The Strategic Plan is designed to support the entire policy framework of the Government of Bangladesh, including the National Strategy for Economic Growth, Poverty Reduction and Social Development (i-PRSP).

The Strategic Plan has been framed on five objectives as mentioned below:

- Increase agricultural productivity
- Provide Pro-poor services
- Strengthen partnership and links with local government
- Develop DAE as an effective institution to provide quality and quantity services
- Develop performance measurement

In order to increase agricultural productivity, attention will be given to 2.85 million of hectares of coastal area by ensuring maximum and appropriate land use, by exploiting advantages of growing rice, specific pulses, spices and oilseed crops.

3.5.3 Plan of Action on National Agricultural Policy

A project was implemented by the MoA (BGD/ 00/ 006 -SPPD) on support services for policy planning development with the objectives of formation of Plan of action for implementation of the NAPo. It was financially supported by the UNDP and technically supported by the FAO with consultants. An inter-ministerial steering committee headed by the Secretary, MoA was formed for implementation of the project. The group of consultants submitted their report to the Ministry in April 2002. It was discussed in several meetings of the inter-ministerial Steering Committee of the MoA in presence of the relevant Ministries and agencies, UNDP & other donor representatives. Based on the opinions of the representatives, modifications were made in the plan, where necessary and the National Agricultural Committee finally approved it in February 2003.

3.5.4 Other Actions

Formulation of the Integrated Pest Management policy. Having reference to the NAP, the MoA implemented the project No.BGD/95/0031 for formation of the Integrated Pest Management Policy. A working group of 31 members of 16 organizations was formed. The working group formulated and submitted the 1st draft of the policy on 4.11.1999. It was placed in a workshop participated by UNDP, FAO, DANIDA and other related govt., non-govt. and representative organizations. After certain modifications, the draft was approved by the steering committee of the MoA on 9.10.2001. The Cabinet finally approved the policy in April 2002.

⁸ Meeting of the National Committee on Fisheries & Shrimp dated 27.09.1998 as mentioned above.

National Seed policy & Acts and rules on Seed, Oct. 1999. The previous seed policy has been modified and circulated for reinforcement at the field level with a view to ensure utilization of the quality seed.

3.6 Strategies & plans as follow-up of the national water policy, 1999

The following policies the following plans have been made out by the MOWR.

3.6.1 Development Strategy, 2001

The Development Strategy sets out a framework for action within which the National Water Management Plan (NWMP) is to be formulated. It makes clear the steps that Government intends to take to ensure development of effective institutions and legal and regulatory measures and to enable efficient and equitable management of the sector as a whole. It further sets out the main aims and focus of activities within each sub-sector, such that these may proceed in a coordinated manner consistent with achieving Policy objectives.

The planning framework suggested by the National Water Policy (NWPo) is one that addresses (i) national goals, (ii) improved management of the water sector, (iii) effective institutional, legal and regulatory measures, and (iv) efficient and equitable development measures. The main choices that have guided strategy formulation relate to the emphasis or priority to be given to national goals, the selection of an appropriate future institutional framework, and the selection of suitable sub-sectoral and regional development measures, taking account of their social, economic, environmental and technical merits and demerits. Three main *strategic choices* have been considered, each representing a different understanding of the relative importance of the individual national goals:

(i) **Balanced Development Strategy**, where, in selecting development measures, equal importance is given to all six national goals:

- Economic development
- Poverty alleviation
- Food security
- Public health and safety
- Standard of living
- Protection of the natural environment

(ii) **Economic Growth Strategy**, where priority is given to the national goals of:

- Economic development
- Poverty alleviation
- Food security
- Standard of living

(iii) **Health and Environment Strategy**, where priority is given to the national goals of:

- Public health and safety
- Protection of the natural environment

Each Strategy sets a different path towards the same overall goal that reflects the long-term needs for developing the sector, the differences being in the order and the speed with which activities are taken up. A wide range of development measures, identified through a participatory process, has been screened and evaluated in a two-stage process that has considered how well each addresses national goals and is applicable to current and future regional needs.

The Development Strategy for the Water Sector as enunciated here has been prepared after a review of these alternative strategies and their implications on the many different stakeholders in the water sector. From this, it has been concluded that a Balanced Development Strategy, giving equal weight to each national goal, is the most appropriate course to follow at this time.

3.6.2 The National Water Management Plan

“The National Water Management Plan” has been prepared by the WARPO for implementation of the policy commitments over a period of three and a half years. The MoWR has approved the plan and has forwarded it to the Cabinet for approval. The plan is now under active consideration of the NWRC for final approval.

This plan provides a framework at national and regional level within which line agencies, local Government and other stakeholders may plan and implement their own activities and projects in a coordinated manner, consistent with overall national and sectoral objectives. Prepared on the basis of technical assessments and through extensive consultation throughout the country at different levels, the National Water Management Plan is set in the context of development indicators 50 years hence. It is a rolling 25-year plan in three phases. The short-term (2000-05) is considered a firm plan, the medium-term (2006-10) an indicative plan, and the long-term (2011-25) a perspective plan. Implementation of the plan will be monitored regularly and it will be updated every five years.

In line with the requirements of the NWPO, the National Water Management Plan (NWMP) has been prepared in a comprehensive and integrated manner, with regard to the interests of all water-related sectors and taking account of other sectoral policies of the Government. Widespread consultation has been conducted amongst a broad range of stakeholders throughout the country and, following a thorough assessment of development issues, different development options have been carefully considered and debated.

3.6.3 Other Activities

A draft ‘National Water Code’ has been prepared by the WARPO and it is now under revision and further drafting.

3.7 Approval procedures for strategy/plan documents

Generally, the cabinet approves all national policies. As regards strategy/plan documents, no such procedure exists (Table 2). The sub-policies and the plans for implementation of the policy ingredients, the plan documents are to be approved by the concerned National committees/Council of the Ministry. Procedure followed for approval of the strategy documents is not uniform for all the Ministries. The following documents have been approved at different levels.

Table 2 : Approval Authorities of Strategies/Plans

Name of the Plan	Approved by
The Forestry Master plan	Cabinet
Plan of Action for implementation of the NAP	National Agriculture Committee headed by the Minister for Agriculture
National Water Management Plan	Placed at the NWRC
National Environment Management Action Plan	Cabinet has returned the plan with an opinion that it may be approved by the MoEF itself
Integrated Forest Management Plan	MoEF

Generally, all the plans are sent to the cabinet for arranging approval. But, the cabinet has returned the National Environment Management Action Plan with an opinion that it may be approved by the MoEF itself. On the other hand, the Water Management Plan has been waiting for the decision of the National Water Council for some time.

Normally, the national committee can not meet very often and as such, many important issues are delayed for decision. Again, while the Prime Minister heads all the National Committees, the Minister in charge of the MoA heads the National Agriculture Committee. As such, the authority

for approval of plans and strategies may be entrusted to the executive committees, if necessary by amending the terms of reference.

Again, as per terms of reference, the functions of the executive committee of the national committees are limited to the preparation of proposals for the consideration of the national committee and compliance & implementation of the decisions of the national committees/ council. Had the executive committees been empowered with certain decision-making authority, then the plans and some of the important issues could have been expeditiously disposed of. Hence, the scope for activities of the executive committees required to be widened.

3.8 Public consultation during strategy formulation

Public participation has been taken as an accepted principle in the formulation of national strategy and plan documents. However, degree and level of these consultations vary. Only two examples of public consultations during the formulation of NEMAP and NWMP are described:

3.8.1 Formulation of the national environment management plan (NEMAP)⁹

The consultation system used for formulation of the NEMAP is cited as a good example for public consultation. The broad-based consultation system rendered wider scopes for the lower level organizations, agencies and people to offer their views about the management plan. The system and the outcome of the consultations are, as under:

a. Parties involved:

The NEMAP has been developed by the GoB with the assistance of the UNDP under a project. A National Project Director had been working in the MOEF and a National NEMAP Committee was established to oversee the consultative phases. The committee consisted of the Coalition of Environmental NGOs, (CEN), ADAB, BCAS, Forum of Environmental Journalists of Bangladesh (FEJB) and others.

c. The action plan was prepared in four steps:

Step-i. Identification of the major concerns, such as Sanitation, health, deforestation, pollution, natural disaster, water and flood control, drainage and irrigation (FCD/I) projects and agro-chemicals (7 groups covering 83%) emerged as the major groups of concern (done in 1992).

Step-ii. Listing and synthesis of major issues (done in 1993).

Step-iii. Recommendations for actions based upon the recommendations made by the peoples themselves as well as the professional groups and the government (done in 1994).

Step-iv. Prioritization of the actions based upon the views expressed by the people, professionals and government agencies.

d. The matrix and the results of the four steps have been enumerated in Table 3.

Table 3 : Input-Output matrix during 4 steps in the formulation of the NEMAP

Steps	Inputs	Activity	Output
Step - 1	* Peoples' opinion * Professional group * Government.	* Listing of all concerns * Identification of major concern.	<u>Major concerns</u> : * Sanitation & health * Poverty & population * Deforestation * Pollution

⁹ National Environment Management Action Plan (NEMAP) Volume 1 a : Summary

Steps	Inputs	Activity	Output
Step - 2	* Discussion with experts * Existing govt. policy.	Listing & synthesis of major issues.	<u>Major issues</u> : * Institutional / policy issues * Regional issues * Sectoral issues * Long term issues
Step - 3	* Peoples' opinions * Professional groups * Government	Recommendations for actions.	<u>Recommended action by:</u> * Government * People * NGOs * Academics * Media * Education * Lawyers * Others
Step - 4	* Peoples' opinions * Professional groups * Government	Prioritization of Action	<u>Actionable project outline</u> * List of about 30 project concepts

Source: National Environment Management Action Plan (NEMAP) Volume 1 a : Summary

e. The process of consultations:

The consultative process was developed through an extensive dialogue amongst all partners, as under:

Grassroots workshop :

23 grassroots workshops were organized to obtain the public opinion from all parts of the country. Steps were taken to ensure participation from every segment of the society and half of the participants were women.

Regional Workshops :

6 regional workshops were organized at Khulna, Sylhet, Comilla, Chittagong, Bogra and Mymensingh in which the elected local govt. functionaries and govt. officials participated.

National Workshop :

On 29th June 1994 the National workshop was organized which was attended by the then Prime Minister, who also gave policy directives.

Professional Workshop.

Government consultations, through series of inter-ministerial meetings.

Media campaign.

Questionnaire:

A Questionnaire was circulated in the daily newspapers for those who did not attend the workshops and procured the responses from the members of public.

Video display.

Displays have been arranged at various levels.

f. Approval procedure:

- After completion of the Local consultations, the draft proposals were discussed at the national workshop, professional workshop and intra-ministerial & inter-ministerial meetings. Based on the wide range of discussions & prolonged consultations and the suggestions/ proposals received

therein, necessary modifications were made out in the draft plan and the draft was finalized at the MoEF.

- The MoEF then forwarded the plan to the Cabinet for final approval.
- The Cabinet after examinations of the proposal returned the Plan it to the MoEF with the remarks that the MoEF itself may approve the plan as the Ministry is authorized to approve such plan.
- Accordingly, the MoEF has approved the plan in 1995 and it is now under the process of implementation.

3.9 Participatory stakeholder consultation process for the formulation of the NWMP

In the process of preparation of a National Water Management Plan (NWMP), valuable inputs have been collected from the people of different levels by getting them actively involved in two rounds of People's Participation Consultation Programme (PPCP) conducted throughout the country.

In round 1, PPCP workshops were held in 24 locations spread over seven main NWMP regions (Northwest, North Central, Northeast, Southwest, South Central, Southeast, and Chittagong). In each location, one thana (sub-district), one union under the selected thana, and one village under the selected union were selected. In round 2, four new locations were added to the 24 locations of round 1. In this round, workshops were held in union and thana levels only. While selecting these locations, attempts were made to cover as many agro-ecological zones (AEZ) as possible.

This plan has been prepared over a period of three and a half years by the Water Resources Planning Organisation, Ministry of Water Resources. A team of project consultants has supported the WARPO during this period. The whole formulation process has been supported by an Independent Panel of Experts, the Water Policy Advisory Group (WPAG), the Contact Group of Government agencies, a group of national and local NGOs supporting the consultation programmes and the Development Partners through the Local Consultative Group (Water). The National Water Resources Council and the Executive Committee of the NWRC provided the stewardship support. In addition, many individuals, numbering in excess of 10,000, have attended the conferences, seminars, workshops and meetings held throughout the country as part of the consultation programmes.

4 COORDINATION BODIES AND THEIR FUNCTIONING

Most of the Ministries have co-ordination bodies established for various purposes at different times (Table 4).

Table 4 : Names and status of coordinating bodies of different Ministries at different levels

Ministry	Co-ordination Councils/Committees		
	National Level	Ministry level	Local Level
Ministry of Environment & Forests	National Environment Committee	Executive Committee of the National Environment Committee	
Ministry of Fisheries & Livestock	National Committee for Fisheries & Shrimp	Executive Committee of the National Committee for Fisheries & Shrimp	
		Bangladesh Livestock Parishad	
Ministry of Agriculture	National Agriculture Committee	Inter-Ministerial Steering committee	District, Upazila & Union level Committees
Ministry of Water Resources	National Water Resources Council	Executive Committee for National Water Resources Council	
Ministry of Land	National Land Use Committee	Land Use Implementation Committee	
Ministry of Civil Aviation & Tourism	National Tourism Council	Inter-ministerial Coordination and Implementation Committee;	
		Tourism Advisory Committee	
Ministry of Energy & Mineral Resources	National Energy Authority attached to the M/O Energy & Mineral Resources - proposed		
Ministry of Women & Children Affairs	National Council for Women's Development	Implementation & Evaluation Committee	District, Upazila & Union level Committees - formed
Ministry of Disaster Management & Relief	National Disaster Management Council	Inter-Ministerial Disaster Management Co-ordination Council, National Disaster Management Advisory Council	District Disaster Management Committee TMDC, UMDC
The National Safe water Supply & Sanitation policy, 1998	No committee has been suggested		
Ministry of Industries	National Council for Industrial Development	Executive Committee for National Council for Industrial Development	Local level committees
Ministry of Shipping		National Port Council	Management Committee of 'Environment Monitoring and Control Laboratory -
Ministry of Health	National Council for Health & Population Control		Local Monitoring Committees
Ministry of Local Government, Rural Development and Co-operatives	National Rural Development Council	National Steering Committee - formed Inter-ministerial Steering Committee Policy & Strategy Unit	

4.1 Functioning of the coordinating bodies

Functioning of National Committees and the Executive committees of the National committees concerning four Ministries are as follows:

4.1.1 Ministry of Environment & Forests

The National Environment Committee

The National Environment Committee was formed by the government vide notification¹⁰ dated 15.9.1992.

Meetings of the National Committee:

1st meeting - 29.01.1993; Chaired by the Prime Minister. Among other matters the following decisions were taken in the meeting.

- i. The performance of the National Forestry Plantation Program of 1992 was reviewed and the program for 1993 was finalized.
- ii. Actions will be taken for plantation of one sapling by each individual of the country. Annual target for plantation will be fixed up on the basis of population of the country.
- iii. Plantation program will be implemented through out the year as permanent annual activity.
- iv. Request letters will be issued to all the government and non-government organizations and institutions including all offices and educational institutions for plantation of trees in their premises.
- v. The Ministry of Information and the Forest Department will conduct wide publicity including issue of booklets on the procedures of plantation.
- vi. Loan facilities will be extended for the bigger plantation projects.
- vii. Use of fire- wood for brick burning will stopped.
- viii. Cutting of trees will be controlled.

2nd meeting - 04.05.1997; Chaired by the Prime Minister. Some of the decisions were as follows:

- i. Actions will be taken against the transports emitting black smoke.
- ii. Double-Decker busses will be added in the Dhaka City areas.
- iii. Steps will be taken to avert the industrial pollution.
- iv. Actions will be taken against the pollution out of the wastes of the cluster textile mill areas.
- v. BRTA will cause effective checking of the fitness of all types of vehicles.
- vi. Conversion of all transport to CNG will be conducted continuously.
- vii. Environment Court will be established soon.
- viii. Amendment of the Environment Conservation Act'1995 will be made after periodical review.
- ix. Control measures for new industries will be enforced. Environment measures for all the old mills will be ensured.

¹⁰ Notification No. 4(2)/92/205 dated 15. 9.1992 of the Cabinet division

- x. L.C's will not be allowed to be opened for import of the machinery of the industries, which do not have waste purifying measures.

Executive Committee of the National Environment Committee

The Executive committee of the National environment committee was formed vide notification¹¹ dated 15.09.1992 issued by the Cabinet division.

The executive committee held the following meetings

1st meeting - 08.11.1994; Chaired by the Minister. Some of the decisions of the meeting are as under:

- i. While installing the new industries, the EIE will have to be followed. Waste purifying measures will have to be installed in all the industries.
- ii. All old industries will have to install pollution controlling equipment within 3 years time.
- iii. After conducting a survey, notices will be served on all the industrial units, which create environmental hazards.
- iv. BRTA will take actions against the smoke-emitting vehicles through mobile courts.

2nd meeting -12.12.1995; Chaired by the Minister. Some of the decisions of the meeting are as under:

- i. Assessment will be made about the plantation of saplings in the Govt. ad non-govt. institution.
- ii. Tree plantation will be made compulsory in all the Govt. and non-govt. institution.
- iii. Loans will be allowed to the private nurseries.

3rd meeting - 11.03.1998; Chaired by the Minister. Amongst other matters, the following decisions were taken in the meeting:

- i. Polyethylene bags will have to be disposed of at certain particular places. The City Corporation will fix up the place and give wide publicity for information of the people.
- ii. Establishment of the industrial units at the residential areas will have to be stopped.
- iii. Black smokes of industries and the vehicles will have to be averted at all cost.
- iv. A committee had been formed for finding out ways and means for eradicating the pollution hazards of the Buriganga River.

4th meeting - 29.11.1998; Chaired by the Minister. Some of the decisions of the meeting are as under:

- i. Baby taxis with two-stroke engine will be eliminated from the Dhaka City within next 5 years time.
- ii. No further permission for establishment of industry for production of polyethylene will be given.
- iii. The Petroleum Corporation will ensure lead and sulfur less petrol and diesel.
- iv. Set catalytic converter in all vehicular transports.
- v. Hajaribag tannery area has to be kept under strict supervision to avert pollution.

¹¹ Notification No. 4(2)/92/206 dated 15. 9.1992 of the Cabinet division

- vi. Removal of the unauthorized structures, trespassers and industries will be caused by deputing mobile courts.

5th meeting - 31.12.98; Chaired by the Minister. Amongst other matters the following decisions were taken in the meeting:

- i. UNIDO assisted project for waste purification of Hajaribag area of Dhaka City will be pursued with for immediate implementation. The MOI would take steps departmentally.
- ii. Committee will be formed for declaration of the Dhanmondi residential area as a ' silent zone' to avert environment pollution and hazards of sound.
- iii. No permission of establishment of industrial unit, commercial institutions like schools, colleges, hospitals and clinics in the residential buildings in the residential areas like Dhanmondi, Gulshan, Banani, etc.
- iv. Baby taxi's with two-stroke engines will be eliminated from the city area soon.
- v. No further permission will be issued for import of transports without catalytic converters.

6th meeting - 28.02.1999; Chaired by the Minister. Some of the decisions of the meeting are as under:

- i. The MOI was requested to convene inter-ministerial meeting in respect of the UNIDO assisted project of "Hajaribag Tannery area" for review the pollution situation in the area.
- ii. A committee was formed with the Secretary of MoEF as its chairman for recommending modalities for declaration of Dhanamandi area of the Dhaka City as 'silent zone'.
- iii. From 1.7.1999, no import will be allowed for the cars having no catalytic converter.
- iv. From 1.7.1999, lead free POL will be sold by the pump dealers. MoEMR will take action against the offenders / dealers.
- v. CNG conversion for all the transports will be made compulsory gradually.

7th meeting - 13.02.2000; Chaired by the Minister. Amongst other matters the following decisions were taken in the meeting:

- i. Committee will be formed by the MOI and MOLGRD within 7 day's time regarding Dhaka WASA's pollution making activities by prolonged road cutting in different areas of the city.
- ii. Meetings of the Executive Committee will be held after every two months.

8th meeting - 09.04. 2000; Chaired by the Minister. Some of the decisions of the meeting are as under:

- i. Permissions for construction of 6 storied buildings will allowed in the residential areas of the city in terms of the recommendations of the Dhaka Metropolitan Development Plan for 1995 – 2015.
- ii. A committee will be formed with the State Minister, MoEF as its convenor for a self-contained report within two months' time about the environmental management and pollution control in the metropolitan city.

9th meeting - 11.07.2001; Chaired by the Minister. Amongst other matters, the following decisions were taken in the meeting:

- iii. The report of the State Minister for MoEF Mr. H. N. Ashiqur Rahman was placed and discussed in the meeting. The recommendations were accepted in principle and it was decided to include the recommendations in the National Environment Policy.

- iv. Floor Area Ratio will be followed for high rise buildings. Officers of the Department of environment will ensure it while issuing clearance of the buildings.

4.1.2 Ministry of Fisheries & Livestock

National Committee for Fisheries & Shrimp

The National Committee for Fisheries & Shrimp was formed vide Cabinet division's Notification ¹² dated 12.3.1998

Meetings of the National Committee for Fisheries and Shrimp

1st meeting – 27. 09. 1998; Chaired by the then Prime Minister. Among other matters, the following decisions were taken:

1. It was decided that the govt. water bodies would be transferred from the MoL to the MoFL for biological management gradually in phases.
2. A committee comprising the Secretary, MoFL as convenor and Secretary- MoWR and Secretary - MoL as members was formed for preparation of the modalities and submits recommendations for actions in this respect.
3. The Finance division will increase flow of loan for the fisheries sector.
4. As envisaged in the National Fisheries Policy, Shrimp hatchery Zone will be earmarked in Cox's Bazar, Satkhira and such other places. Private entrepreneurs of shrimp hatchery will be allowed loan.
5. Fry catching from the natural sources / coastal water in an uncontrolled manner will be discouraged.
6. Manpower of the Quality Control wing of the DOF will be enhanced to ensure effective sanitary certification.
7. Augmentation of culture and export of indigenous resources including shell, gem, crab, turtle, etc will be encouraged.

2nd meeting - 23.08.2000; Chaired by the Prime Minister. Some of the important decisions were as under:

1. Proposal for increase of the license fees for the fishing trawlers were approved.
2. Ministry of Establishment was asked to expedite disposal of the proposal for increase manpower of the Quality control wing of the DoF.
3. Standardization of the fish and shrimp hatcheries required to be ensured.
4. Proposal for establishment of 'marine reserve ' in 698 sq. km area in the Bay of Bengal was approved.
5. Production of value added / ready fish and shrimp will be pursued with.
6. Special attention should be given for environment friendly shrimp culture.

3rd meeting - 21.05.2003; The Minister is the Vice Chairman of the Committee and he presided over the meeting being directed by the Chairman vide PM office's memo dated 11.12.2003.

¹² Cabinet division's Notification No. CD/SP/KGG/-1/98-32 Dated -12.3..1998

Among some other matters, the following decisions were taken:

1. Rate of lease amount of the govt. water bodies received from the MOL was revised.
2. Tenure of the lease of such water bodies will be for the term of minimum ten years.
3. The performance of the fish landing centers constructed by the DOF in the coastal areas will be verified by the DOF immediately.

Meeting of the Executive Committee of the National Committee for Fisheries & Shrimp

The executive Committee of the National Committee for Fisheries and Shrimp was formed by the Cabinet Division vide notification ¹³ dated 12.3.1998.

1st meeting- 02.06.1998; Chaired by the State Minister. Some of the important decisions were as under:

- i. Loan distribution at both micro and macro levels of fisheries and shrimp will be strengthened.
- ii. Bangladesh Bank was requested to allocate separate amount of loan allocation for the fisheries sector and not to allocate as joint allocation within the agricultural loan.
- iii. For open water fisheries (a) community based fisheries management module will be followed, (b) sanctuaries will be established, (c) lease of water bodies will be allowed for 7 years initially.
- iv. For shrimp culture (a) environment friendly shrimp culture will be introduced and practiced, (b) insurance for fish and shrimp culture will be introduced, (c) HACCP based shrimp processing will be conducted.
- v. Quality control activities will be further strengthened.

2nd meeting - 27.08.1998; Chaired by the State Minister. Some of the important decisions were as:

- i. Loan for fisheries sector has to be further streamlined.
- ii. Quality control manpower of the DoF will have to be increased.
- iii. Value added products for increased export earnings will be encouraged.
- iv. Insurance system for Shrimp culture and products will be introduced. Ministry of Commerce was requested to take actions.
- v. Decision for allotment of 100 acres of accreted coastal land for the members of the BFFA for shrimp culture will be implemented by the MoL.
- vi. Actions for growing consciousness amongst the coastal people will be strengthened by the DoF to avert indiscriminate killing of fish and shrimp fry from the coastal and marine water.

3rd meeting - 23.06.1999; Chaired by the Minister. Some of the important decisions were as under:

- i. Matter relating to the allotment of 100 acres of accreted coastal land for the members of the BFFA for shrimp culture will be pursued at the MoL.
- ii. Proposal for enhancement of the license fees of the fishing trawlers was approved for placing before the National Committee for considerations.
- iii. Legal actions for stopping the indiscriminate fry catching from the coastal water will be formulated.

¹³ Notification No.CD/S : P/ KGG : 1/ 98 - 32 dated 12. .3. 1998 of the Cabinet Division.

- iv. Use of Illegal fishing nets (current nets) will be banned.
- v. Conduct of survey of the fisheries and aquatic resources of the marine areas will be started again by the DoF soon.
- vi. Recommendation for issue of license for 10 deep sea trawlers (5 long liners and 5 purse chainer) for fishing in the deep sea areas beyond 100 meter depth was approved for placement in the next meeting of the national committee.

4th meeting - 08.08.2000; Chaired by the Minister. Some of the important decisions were as under:

- i. Ministry of Establishment will be pursued with for finalization of the issue relating enhancement of the manpower of the QC wing of the DOF.
- ii. System of registration of the hatcheries will be introduced for ensuring quality production fry of fish and shrimp.
- iii. Survey of net manufacturers will be conducted to keep vigilance over production of the illegal nets.
- iv. Agenda for discussions in the next meeting of the National Committee was framed in the meeting.

4.1.3 Ministry of Agriculture

National Agriculture Committee

The "*National Agriculture Committee*" was formed by the Cabinet Division of the Government and recently ¹⁴ reorganized on 19.10.2002 is in operation.

The Committee is chaired by the Minister in charge of the Ministry of Agriculture and 33 other govt. and non-govt. organizations are members of the committee. The non-official members of the Committee are two representatives of the NGOs, two representatives from the peasants, two representatives from the farmers organizations, and two representatives from the women, etc.

Meetings of the National Agriculture Committee were held as under:

1st meeting - 20.10.2000 of the NAC was held.

Following the change of the Govt., the committee was reorganized on 19.10.2002.

2nd meeting - 23.01.2003 of the NAC was held. The Minister, MOA presided. Among some other matters, the following decisions were taken in the meeting:

- a. The District, Upazila and Union level committees (which were previously formed on 06.12.1999) were reorganized.
- b. Biotechnology will be given priority.
- c. Block supervisors working at the word level during their extension activities will not only tell about agriculture, but also tell about the fisheries, poultry, goat farming, etc to the farmers.
- d. Suggestions were sought from the participants if any amendments will be necessary in the following policies which were previously approved by the previous govt.:
 - National Agriculture Policy, 1999.
 - National Integrated Pest Management Policy, 2002.
 - National Seed Policy & Acts and Rules on Seed, Oct.'1999

¹⁴ Cabinet Division' memo no. dated- 19.10.2002.

Inter-Ministerial Steering committee

Inter-ministerial Steering committee headed by the Secretary of the MOA operates as and when such activity becomes necessary for coordination.

4.1.4 Ministry of Water Resources*National Water Resources Council (Parishad)*

Till May 2003, a total of six meetings of the NWRC was held. Discussions and/or decisions of those meetings are presented in **Annex A**.

- The **1st meeting** of the Council was held on 28.3.1983.
- On 9.1.1985, the **2nd meeting** of the Council was held under the chairmanship of the President.
- The National Water Resources Council was reconstituted under the notification¹⁵ of the Cabinet Division dated 6. 6. 1992 by canceling the previous committee formed under the notification dated 29. 10. 1988. As per circular, the Council is expected to meet once in three months or earlier. The MoWR is the secretariat of the Council.
- On 10.8.1992, the MoWR instructed all relevant agencies to draft the agenda for the 1st meeting of the reconstituted Parishad. Some more members were adopted in the Parishad vide letter dated 18.7.1993. Between 1992-1994, agencies contributed agenda.
- On 12.7.1994, a meeting was held in the Ministry with the Secretary of the Ministry in the chair to formulate the agenda for the meeting of the NWRC. In the meeting a sub-committee was formed with the DG-WARPO as its Convenor to prepare a draft agenda for the meeting of the NWRC. The sub-committee, through 3 meetings, finalized the agenda on 14.8.1994 and submitted to the MoWR.
- On 17.11.1996, the Parishad was reconstituted again.
- On 18.3.1997, the **3rd meeting** of the NWRC was held with the Prime Minister in the chair. In the meeting, a decision was taken to form the Executive Committee of the Council with the Minister in charge of the Ministry of Water Resources
- On 2.11.1998, the **4th meeting** of the NWRC was held. The Prime Minister presided. The proposed National Water Policy was discussed and adopted with some modifications.
- On 7.10.1999, the **5th meeting** of the NWRC was held. The Prime Minister presided. Among other matters, the proposal for restructuring the Water Development Board was discussed.
- On 20.11.2002, the **6th meeting** of the NWRC was held. The Prime Minister presided. A threadbare discussion was held in the meeting on the draft " National Water Management Plan" and it was decided to place the Plan again in the next meeting of the Council for further discussion and considerations.

Executive Committee of the National Water Resources Council

As per decision of the 3^d meeting of the NWRC, the MoWR formally formed¹⁶ the Executive Committee of the NWRC vide notification dated 4. 6. 1997 by revising the previous committee.

¹⁵ Last Notification No. CD/ 4 (4) / 92/ 104 / Committee dated 6.6.1992 of the Cabinet Division, which cancelled the previous notification no. CD / 4(4) / 88 / 194 / Committee dated 29.10.1988.

¹⁶ Notification no. MOWR – Dev. : 5 / 3F-1/ 97/ 132 dated 4. 6.1997 of the MoWR.

Till May 2003, a total of 11 meetings of the EC of the NWRC were held. Discussions and/or decisions of those meetings are presented in **Annex B**.

- The 1st meeting was held on September 01, 1997.
- During 2nd meeting, a decision was taken to re-evaluate land use plans of coastal areas in view of shrimp cultivation.
- During 3rd meeting, final approval of the 'Bangladesh Water & Flood Management Strategy' was accorded
- During 2nd, 3rd and 4th meetings, draft water policy was discussed, reviewed and finally adopted.
- During 7th and 8th meetings, 'Guidelines for Participatory Water Management' was discussed and adopted.
- During 9th and 10th meetings, Draft Development Strategy was discussed and adopted after some modification
- During 11th meeting, draft NWMP was recommended for approval by the NWRC.

The EC of the NWRC was reconstituted on 29.9.2002 after the 10th meeting.

4.2 Summary of co-ordination meetings under different ministries

The frequency & status of holding the meetings by the national committees and executive committees are presented in Tables 5 and 6.

Table 5 : Meetings of various national councils/committees

Councils/ Committee	Date formed	Minimum nos. of meetings to be held in a year	Dates of the Meetings held	Frequency of meetings
National Water Resources Council	1983	4 per year	28 March 1983 9 January 1985 18 March 1997 2 November 1998 7 October 1999 20 November 2002	6 in 20 years
National Environment Committee	15.9.1992	1 per year	27 January 1993, 4 May 1997	2 in 10 years
National Committee on Fisheries & Shrimp	12.3.1998	2 per year	27 September 1998 23 August 2000 21 May 2002	3 in 5 years
National Agriculture Committee	1999	Not mentioned	20 October 2000 23 January 2003	2 in 4 years

Table 6 : Meetings of various executive committees of national councils/committees

Executive Committee	Date formed	Dates Meetings held	Frequency of meetings
EC of the National Environment Committee	15.9.1992	8 November 1994 12 December 1995 11 March 1998 29 November 1998 31 December 1998 28 February 1999 13 February 2000 9 April 2000 11 July 2001	9 in 10 years.

Executive Committee	Date formed	Dates Meetings held	Frequency of meetings
EC of the National Water Resources Council	4.6.1997	1 September 1997 5 October 1997 3 August 1998 30 August 1998 7 November 1998 5 October 1999 20 September 2000 28 November 2000, 22 May 2001 10 June 2001 2. February 2002	11 in 6 years
EC of National Committee on Fisheries & Shrimp	12.3.1998	2 June 1998 27 August 1998, 23 June 1999, 8 August 2000	4 in 5 years.

4.3 Importance of national co-ordination bodies

These high powered committees deal with important issues concerning development of the country. The performance of the National Committee and the Executive Committee of the national committees play very important role in formulating plans, programs and projects for implementation under various policies of the Government. These sets of committees are linked to each other. One cannot proceed without positive support of the other. The executive committee cannot implement programs without the approval of the National committee. Again, when the national committee gives a decision, it becomes imperative for the concerned Ministries and agencies to implement. The executive committee can make out pragmatic programs for the concerned sector. But, it can act for implementation, only when the decision of the national committee is received.

As for example, the National Water Management Plan was prepared by WARPO with assistance of the development partners. The Executive Committee of the NWRC has recommended approval of the plan in February 2002. But the NWRC is yet to approve the plan. The WB and other development partners have indicated financing of the plan activities. The Plan is awaiting implementation for the approval of the NWRC. Meantime, the Government is further reviewing the draft NWMP.

An overview of conduct of the meetings of the Coordinating committees reveals that for lack of timely meetings, many important issues couldn't be resolved in time. The National Environment Committee met only twice during the last decade. On the other hand, the National Water Resources Council met 6 times in 20 years. Of this period it did not meet at all for 12 years between 1985 and 1997.

5 DISSEMINATION OF POLICIES AND STRATEGIES

5.1 Communication of the approved policies to the lower levels of the govt.

Once a policy is approved by the Govt., it is communicated to the lower level govt. offices in the following manner:

- a. By publishing the policy in the govt. official Bangladesh gazette. For example :
 - * The National Agriculture policy was officially published under the notification no. Agri./ PPB/ policy – 1/ 3 (part-1)/ 99 dated July 1st, 1999 of the MoA in the Bangladesh Gazette dated May 22, 2000.
 - * The National Forest Policy, 1994 was officially published under the notification no. PBM /planning –1/ FSM/ tec-3/98(part-3)/109- govt. dated may 31,1995 in the Bangladesh Gazette dated July 6, 1995.
- b. By forwarding copies of the approved policy through official letters addressed to all the departments, corporations, autonomous bodies, attached offices and all the lower level offices located at the divisions, district, upazila and union offices under the administrative control of the sponsoring Ministry.
- c. By forwarding copies of the approved policy through official letters addressed to all other Ministries and divisions, which are directly or indirectly connected with formulation, preparation & approval and also the implementation activities of the policy.
- d. By sending copies to the heads of the local administration i.e. the Divisional Commissioners at the divisions, the Deputy Commissioners at the districts, the Upazila Nirbahi Officers at the upazilas and the Chairmen of the Union Parishads, whose administrative assistance and support are necessary for implementation of the policy.

5.2 Dissemination process of policies to the public and others

Generally, the sponsoring Ministries and their attached departments and directorates perform the dissemination of the policy to the public and others in the following manner:

5.2.1 *Members of public*

Immediately after the approval by the cabinet, the matter is publicized by the govt. through:

- i. press conference – briefing on salient points of the policy.
- ii. the electronic media i.e. the Radio, TV etc.
- iii. the national dailies and other newspapers & periodicals.
- iv. the govt. official gazette for information and implementation of the policy directives. The copies of the Bangladesh gazette are made available for sale in the open market for use by the professionals and members of the public.
- v. the web-site. Many government departments host website where these policy and strategy documents are available for public viewing.

5.2.2 Private sector, NGOs, etc.

The sponsoring Ministry and its concerned departments/ directorates arrange distribution of copies of the policy through official letters to the connected private sector organizations. These include the apex bodies of the NGOs, stakeholder organizations & associations, service providers, trade organization, other business chambers.

5.2.3 Development Partners / donors

The concerned Ministry sends the copies of the policy to the offices of the development partners who are directly or indirectly connected with the activities of the concerned sponsoring ministry/ directorates.

5.3 Example of successful dissemination

Out of the 5 policies, the process of dissemination adopted by the MoA appeared to be reasonably better. The records of the ministry reveal that:

- a. Immediately after the approval by the cabinet, a press conference was held on the salient points of the NAPo for wide publicity through the print and electronic media for information of all concerned including members of the public.
- b. It sent requests to the UNDP and WB for assistance and supports for formulating the 'plan of action' for implementation of the policy.
- c. The Ministry sent copies of the policy to 25 ministries and agencies requesting them to implement the policy vide MoA's memo no. Agr. / PPC/ policy-1/ 3 (Part-1) 99/135 – 159 dated 29.9.1999. In these letters, the MoA has made specific reference to the contents of the policy for which the concerned ministry/organization has to take action.
- d. The MoA again sent reminders to all those ministries and organizations for ensuring the implementation of the policy affairs, vide MoA's memo no. Agr. / PPC/ policy-1/ 3 (Part-1) 99/135 – 159 dated 3.1.2000.
- e. It distributed the policy documents to all the departments, organizations and agencies connected with the MoA both within and outside the Ministry.
- f. It also distributed the policy amongst all the offices of the ministry and department from the national head quarters to the union level.

6 SUGGESTIONS

- a. Bottom-up consultation system from the local level to the national levels is advisable for proper representation of the facts and issues may be adopted for quality preparation of the documents
- b. The international commitments either in the form of conventions or treaties should be taken into consideration in formulating the policies.
- c. Unified process of formulation of policy and strategy perspectives is a prerequisite for proper and timely preparation/revision of these documents.
- d. Fixation of a time frame for implementation of the policy and strategy frame activities is necessary.
- e. Observing the variability of different policy documents, a '*model table of contents*' can be prescribed by the Prime Minister's Office or the Planning Commission so that policy documents are equipped with all important elements: goals, objectives, general directives, defined stakeholders, directives for strategies, plan of actions, mechanisms for implementation, specific monitoring, resource-plan, etc.
- f. The policy document should have some guidelines for forming the plan of action which might facilitate preparation of the plans for implementation of the policy
- g. Identification of activities and determination of the responsibilities for the official /organizations/ institutions should be specified both in the policy and the strategies to facilitate timely implementation of the policy commitments.
- h. Fixation of the level and mechanism of monitoring and evaluation of the status of implementation are the important issues for the policy and the strategy is important.
- i. Modalities for revision and preparation of further sub-policies should be spelled out in the policy document.
- j. The executive committee of national councils or the Ministry may be empowered with the authority to approve strategy and plan documents.
- k. The on-going formulation of the Coastal Zone Policy should adopt:
 - a well-structured consultation specially at local and regional levels;
 - the document should be well debated at all levels: there should be opportunity for all to contribute;
 - make available copies of the draft (in Bangla) to all interested by announcing in the newspaper;
 - follow a structured review of the draft in the Inter-Ministerial Technical and Steering Committees;
 - policy statements mentioned in the CZPo should be followed by elaborating in the Coastal Development Strategy; and
 - plan a wider dissemination of the policy document following example of the Ministry of Agriculture.

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ANNEX A: TERMS OF REFERENCE

A1. Introduction and objectives

Much work has been carried out under the PDO/ICZM project on reviewing the major institutions involved in development of the coastal zone, as well as on analysis of policy documents pertaining to coastal development and on assessment of the status of implementation of a great number of those policies. The present assignment is very much a continuation of this work. It aims at collecting additional information in particular on the way in which policies are formed and on the way strategies are formed on the basis of those policies. It will look into the processes of formulation of policies and strategies with strong multi-sectoral and multi-agency orientations.

A2. The activities

The activities that will be carried out are:

A2.1 Policy formulation

A series of policy documents has been published over the last decade that are significant for the coastal zone and have been formulated and are being implemented by more than one Government Ministry or agency. Examples are: National Agricultural Policy (1999), Environment Policy (1992), National Forestry Policy (1994), National Fisheries Policy (1998), National Water Policy (1999) and National Land use Policy (2001).

- a. Briefly describe the usual process of preparation, formulation and approval of policies; include in this description how the public is involved (interaction with pressure groups, consultation with target groups etc.)
- b. Elaborate on the presence or lack of safeguards that exist to ensure that all Ministries related to the topic of the policy are indeed properly involved in the process

A2.2 From policies to strategies

The step to transfer policies (with an emphasis on objectives) into strategies (with a shift towards more specific objectives, implementation arrangements and allocation of means) is considered to be a crucial phase in the process towards policy implementation.

- a. Identify the policies that were followed by separate strategy (or action plan) documents.
- b. Briefly describe the process of formulation and approval of the separate strategy (action plan) documents and identify the major constraints in this process
- c. Identify which policy- or strategy documents stipulated the establishment of coordinating bodies and mechanisms (as National Councils, Steering Committees, coordinating mechanisms at lower administrative levels) and investigate whether these bodies and mechanisms are indeed in place
- d. Assess the functioning of those bodies and mechanisms that indeed exist (as for instance number of meetings, rate of attendance, subjects discussed); identify possible factors that contributed to the successful operation of these coordinating bodies and mechanisms. For this part of the assignment a selection should be made of five bodies at national level (National Councils), five inter-ministerial committees and five committees at lower levels of government. One of the criteria for selection should be the number of years that these bodies exist.

A2.3 Dissemination of policies and strategies

Information of the civil society and of lower levels of government about newly adopted policies and strategies is deemed to be important in the process of acceptance and of effective implementation of these policies and strategies.

- a. Describe the way in which policies and strategies that have been approved at national level are communicated to lower levels of government
- b. Describe the dissemination process of policies and strategies to civil society (general public, private sector, NGOs etc.)
- c. If there are examples of dissemination processes that were particularly successful, identify the factors that contributed to that success

A3. Reporting and timeframe

The assignment will commence on February 15, 2003. The number of consultancy days used for the work will not exceed 18 days. A draft final report of not more than 10 pages will be submitted to the Team Leader PDO-ICZM before March 15. Staff of PDO-ICZM will be briefed on a weekly basis on the progress of the work.

5-2-2003

ANNEX B: NAMES OF THE OFFICERS CONSULTED

Ministry of Agriculture:

1. Mr. Ayub Quadri, Secretary, Ministry of Agriculture.
2. Mr. N. Amin, Additional Secretary (Policy) in – charge, Ministry of Agriculture.
3. Mr. Nurul Amin, Joint Secretary (Extension), Ministry of Agriculture.
4. Mr. Habibur Rahman, Joint Chief (Planning), Ministry of Agriculture.
5. Mr. Md. Soeb, Sr. Assistant Chief, Ministry of Agriculture.
6. Mr. M. A. Mannan, Sr. Assistant Director, Department of Agriculture Extension, Dhaka.

Ministry of Water Resources.

7. Mr. Ehsan Shamim, ndc, Joint Secretary, Ministry of Water Resources.
8. Mr. Dhali Abdul Qaium, PSO (Engg.), Water Resources Planning Organization.
9. Mr. Abdul Khaleque, Member (Planning), Bangladesh Water Development Board.
10. Mr. Awowar Hossain Bhuyan, Chief (Planning), Bangladesh Water Development Board.
11. Mr. Obaidul Hoque Sarkar, Chief, Water Management, Bangladesh Water Development Board.
12. Mr. Salauddin Md. Humayun, Project Director, Water Sector Improvement Project, Bangladesh Water Development Board.

Ministry of Fisheries & Livestock.

13. Mr. Bhuyan Rafiquddin Ahmed, Joint Secretary (Fishery), Ministry of Fisheries & Livestock.
14. Mrs. Dil Afroz Banu, Joint Chief, Planning Cell, Ministry of Fisheries & Livestock.
15. Mr. K. M. Farhad, Deputy Secretary, Ministry of Fisheries & Livestock.
16. Mr. Tasarraf Hossain Faraji, Sr. Assistant chief, Planning Cell, Ministry of Fisheries & Livestock
17. Mr. Md. Nasiruddin, Director General, Department of Fisheries, Dhaka.
18. Mr. Md. Nazrul Islam, Director, DOF.

Ministry of Environment & Forests:

19. Mr. Md. Lutfullah, Joint Secretary, Ministry of Environment and Forest.
20. Dr. Mahfujul Haque, Deputy Secretary, Ministry of Environment and Forest.
21. Mr. Md. Omar Ali, Deputy Chief, Ministry of Environment and Forest
22. Mr. Chowdhury Mubad Ahmed, Sr. Assistant Secretary, MoEF.
23. Mrs. Mahbuba Mashkur, Sr. Assistant Secretary, Ministry of Environment and Forest

Department of Environment

24. Mr. Mohammad Reazuddin, Director (Technical), Department of Environment.
25. Mr. Md. Matiur Raman, Joint Director, DoE.
26. Mr. Mohiuddin Ahmed, Joint director, DoE.
27. Dr. Babar Kabir, Coordinator, SEMP, DoE.
28. Mr. Masood Iqbal Shamim, Assistant Director, DoE.

Forest Department

29. Mr. Md. Anowar Faruque, Chief Conservator of Forests, Department of Forest.
30. Mr. Md. Altaf Hossain Khan, Conservator of Forests, Coastal Circle. FD.
31. Mr. Md. Abdul Motaleb, Conservator of Forests (Administration), FD.
32. Assistant Conservator of Forests (Head Quarters), FD.
33. Mr. Md. Yunus, Assistant Conservator of Forest (Planning), FD

ANNEX C: NATIONAL WATER RESOURCES COUNCIL MEETINGS

Meeting & Date	Agenda and/or Decisions
1st meeting March 28, 1983	Information not readily available
2nd Meeting January 09, 1985	<u>Decisions</u> a) Feasibility of a barrage to develop water resources of Brahmaputra river. b) Timely completion of Teesta barrage c) Effective completion of Muhuri project d) Emergency repair of embankment along the Monu river e) Effective plan to utilise water of border rivers f) Review past studies made for water resource development of the Ganges.
3rd Meeting March 18, 1997	<u>Decisions</u> a) An Executive Committee with the Minister for Water Resources as Lead. b) Inclusion of LGRD Minister, Planning State Minister & Secretary LGD as members of the 'National Water Resources Parishad'. c) To hold the meeting every 4 months. d) To prepare 'National Water Policy on a priority basis'. e) Dredging/loop cutting to restore navigability of rivers. f) To conserve water from hills of Chittagong & Sylhet and use in agriculture. g) All water using agencies to send proposals immediately to MoWR.
4th Meeting Nov. 02, 1998	<u>Decisions</u> a) Adoption of the Draft National Water Policy of both Bangla & English versions accommodating some modifications.
5th Meeting Oct. 7, 1999	<u>Discussions and/or Decisions</u> a) Aide Memoire of the Water Sector Improvement Project (WSIP) of the World Bank b) Management structure of the BWDB; revisions c) Change of designation of Chairman & members of the BWDB d) Loan type under WSIP e) A program of dredging of rivers to be identified by BWDB f) Priority to engage national expertise in water resources development and management
6th Meeting November 20, 2002	<u>Discussions and/or Decisions</u> a) Discussion on National Water Management Plan (NWMP). b) It was decided to continue discussion in the next meeting.

ANNEX D: EXECUTIVE COMMITTEE OF NATIONAL WATER RESOURCES COUNCIL MEETINGS

Meeting & Date	Agenda and/or Decisions
1st Meeting September 01, 1997	<p><u>Decisions</u></p> <ul style="list-style-type: none"> a) A subcommittee headed by Secretary, MoWR to resolve field level complexities between BWDB and LGED. b) After the approval of the National Water Policy, draft regarding BWDB Act will be discussed c) Water using agencies, who have not yet, will furnish proposal within one month. d) Landless will not be settled on embankment to ensure protection & security of embankment. They should be resettled elsewhere.
2nd Meeting Oct. 05, 1997	<p><u>Discussions</u></p> <p>Section 1-4 of the draft water policy was discussed & revisions adapted.</p> <p><u>Decisions</u></p> <ul style="list-style-type: none"> a) To include rehabilitation of embankments & water resources information of the Barisal Division in the Terms of Reference (ToR) of the Coastal Embankment Rehabilitation Project b) Re-evaluate land use plan of coastal areas in view of shrimp cultivation c) A joint inspection team comprising BWDB, DAE and LGED will visit southern areas. d) Maintenance of BWDB infrastructures. BWDB will submit detailed costs of maintenance of infrastructure by Oct. 15, 1998. e) Utilise the result from southern areas for effective planning of water resources & increased agricultural programme.
3rd Meeting May 13, 1998	<p><u>Decisions</u></p> <ul style="list-style-type: none"> a) Final approval of the Bangladesh Water & Flood Management Strategy. b) A committee was formed to resolve field level complexities between BWDB & LGED c) Remaining portion of the draft national water policy discussed d) 5-person expert committee was assigned to revise 'Water shed Management' in the draft national water policy.
4th Meeting Aug. 30, 1998 & Sep. 14, 1998	<p><u>Decisions</u></p> <ul style="list-style-type: none"> a) National Water Policy was discussed & adapted b) To submit the draft at the National Water Resources Council c) To prepare a bangla version of the policy.
5th Meeting Nov. 07, 1998	<p><u>Decisions</u></p> <ul style="list-style-type: none"> a) Implementation of 11 schemes selected by the BWDB among the 30 identified by the Joint Inspection team visited coastal south-west through flood rehabilitation fund b) The remaining projects will be taken up as an integrated project in the next year's ADP c) BWDB will clear these 11 projects in simplified PCPs and others through regular PCP d) The constituted inspection team will continue to monitor implementation e) Recommendation made by a committee to resolve field level complication between BWDB and LGED has been accepted. However, an able representation of the DAE will be included in the central co-ordination cell. f) The planning commission will issue necessary circular based on the above recommendation.
6th Meeting Oct. 05, 1999	<p><u>Decisions</u></p> <ul style="list-style-type: none"> a) National Water Resources Database: WARPO to identify need & all agreed to supply data. b) Implementation of the national water policy: WARPO and WPAG to prepare status every three months. c) BWDB management structure.

Meeting & Date	Agenda and/or Decisions
7th Meeting Sep. 20, 2000	<p><u>Decisions</u></p> <p>a) Detailed discussion on 'Draft Guidelines for Participatory Water Management'. b) Establishment of a task force to produce 'National Water Code'.</p>
8th Meeting Nov. 28, 2000	<p><u>Decisions</u></p> <p>a) 'Guidelines for Participatory Water Management' adopted. The task force to produce Bangla version b) The task force will monitor implementation of the guidelines c) WARPO will monitor implementation centrally and will send information to MoWR d) Review monitoring results every two years e) Revise & update the guideline based on experience after 2 years f) The problem of obtaining EIA clearance for all water sector projects will be decided between Secretaries of the MoWR & MoEF.</p>
9th Meeting May 22, 2001	<p><u>Decisions</u></p> <p>a) To re-submit the Draft Development Strategy (DDS) for further review b) Agenda for the next meeting, to be held within 15 days c) Draft Development Strategy (DDS) to emphasize on river dredging & river management, haor & wet land development, land accretion, coastal zone, agriculture and fisheries resources</p>
10th Meeting Jun. 10, 2001	<p><u>Decisions</u></p> <p>a) Draft Development Strategy adopted after some modification b) To develop National Water Management Plan (NWMP) based on DDS and submit to NWRC c) To finalise NWMP within 2001</p>
11th Meeting Feb. 02, 2002	<p><u>Decisions</u></p> <p>a) Recommend approval by the NWRC of the 5 volumes of the NWMP b) Immediate implementation of short-term schemes (1-5 years) project in the NWMP c) Study knowledge gaps on following aspects & provide results within 2-3 years.</p> <ul style="list-style-type: none"> • Quantitative & qualitative assessment of availabilities of surface & ground water • Appendices for solution of river erosion problems • Master Plan on wetland management by WARPO and Bangladesh Haor Development Board <p>d) LGED to co-ordinate arsenic mitigation activities</p>