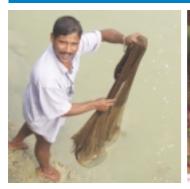
Lessons Sharing with GoB: Experiences of Unnayan Shamannay









This Thematic Lesson Paper (TLP) is slightly different to the model of other TLPs, which are based on the lessons distilled from eight projects in DFID-Bangladesh's (DFIDB) Rural Livelihoods Programme (RLP). Rural Livelihoods Evaluation Partnership (RLEP) used the TLP documents for communicating the generic lessons on rural livelihoods to Government of Bangladesh (GoB) programme planners, implementers and policy-makers. The initiative was outsourced to an independent national agency called Unnayan Shamannay. This TLP tries to collate the reflections of Unnayan Shamannay on the key lessons learnt and document the processes involved in sensitizing the GoB functionaries and engage them meaningfully in structured thematic discussions.

Thematic Lessons Paper (TLP) series documents are available in many formats based on stakeholder demand for product style identified through a communications needs assessment survey. This document is the 'Master' or full version of TLP, which includes more detailed lessons clustered under key issues and their evidences recorded as key findings. This TLP series also has available a two page policy brief or 'Summary Sheet' in English. All the documents produced under TLP series are accessible at www.lcgbangladesh.org/rlep.

The TLP draws together the experiences of contracting out in a particular thematic context. The lessons in this document are grouped under the following key issues:

- Planning
- Organizing and Optimizing Participation
- Session Design and Schema
- Outcome

8 PROJECTS
WITHIN
DFID'S
RURAL
LIVELIHOODS
PROGRAMME
(RLP)

- 1. Fisheries Training and Extension Project- II (FTEP II)
- 2. Agricultural Services Innovation Reform Project (ASIRP)
- 3. Research and Extension in Farm Power Issues (REFPI)
- 4. Poverty Elimination Through Rice Research Assistance (PETRRA)
- 5. Support For University Fisheries Education and Research (SUFER)
- 6. Fourth Fisheries Project (FFP)
- 7. CARE Rural Livelihoods Programme (CARE RLP)
- 8. Community Based Fisheries Management (CBFM2)





KEY LESSONS SUMMARY

- 1. Outsourcing the processes of organizing the lessons sharing and GoB sensitizing initiatives to an independent national agency with prior experience of working with GoB, has the potential to promote efficiency and ensure full-time engagement taking the load off from the client agency and save man-hours for other activities.
- 2. Having a prior connection with some key officials (allies) inside the ministry is very crucial for ensuring participation. Therefore, this should be an important criterion of selecting the national agency. This will help the organizers to understand the core steps (inside story) essential for implementing the sharing exercise and to be advised about the effective ways to achieve them.
- 3. The sponsor or the client agency has to play the role of an 'intelligent client' in trying to clarify its objectives and expectations from the national agency. Close consultation with the national agency particularly at the planning stage on approaches and expected outcome will produce better results.
- 4. GOB officials have restrictions on accepting invitations outside government periphery. But the rules are relaxed in the case of donors or organisations that work in partnership (e.g. have projects) with any kind of government institutions. Therefore, who is calling is an important factor towards the success of such workshops. However, if these invitations coincide with other GOB ministry/departmental level meetings then the internal meetings have to receive a priority.
- 5. The agency has to convince the GoB about the credibility and sincerity of its purpose and prove the authenticity of the contract. An authorization letter from the client (in this case DFIDB) introducing the national agency as their representative for this particular exercise and also focusing on why the sharing sessions are important for both the parties is essential to initiate the process.
- 6. Organizing sessions for government officials requires prior planning and effort. Any agency involved in organizing events for GOB should do an assessment or a survey of when and how to invite them. The choice of appropriate day and time for the sessions has to be made wisely to ensure optimum participation. The first-hand knowledge of GoB schedules is helpful.
- 7. It is important to target the stakeholders strategically and engage a combination of higher and mid-level officials in the exercise. This is beneficial for accommodating various points of view and for broad consensus on the issues.
- 8. Orientation on the theme should be provided beforehand e.g. briefing about the objective of the session and handouts.
- 9. A continual and effective coordination mechanism has to be in place to achieve success of the sharing sessions.
- 10. The sessions should give the participants a feeling of being valued and stimulate a 'sense of pride' among them about having the opportunity to be able to assist in national development planning.
- 11. The success of a workshop series depends partly on how far the participants value the content of the sessions. The organizers have to invite individuals from stakeholder organizations considering their relevance to the topic.
- 12. If the sessions are facilitated by theme/policy specialist, they are likely to produce better outputs.
- 13. An "outside GoB" location is likely to produce an 'open forum environment' essential for quality participation and free flow of discussion.
- 14. The quality of the workshop location (in this case Sheraton) is somewhat likely to provide an added value to the status of the workshop.
- 15. In order for the workshops to produce good outputs the discourse should continue in a language which all the participants are comfortable with. In this particular case the language preferred was Bangla.

INTRODUCTION

During its two years' of operations RLEP drew out lessons on rural livelihoods through evaluations from the eight projects under DFIDB funded Rural Livelihoods Programme (RLP) and these findings are packaged in a series of Thematic Lessons Paper (TLP) documents highlighting useful lessons on rural livelihoods. The RLEP Communications Strategy underscores the critical need for communicating the generic lessons to Government of Bangladesh (GoB) programme planners, implementers and policy-makers: 'information about the poor has to feed into the process of policy generation' (RLEP Communications Strategy, pg. 6, June 2004). Therefore, a communications Needs Assessment Survey was conducted (April 2004) among the policy level stakeholders which revealed that the most preferred method of receiving information by GoB officials are two page summary briefs and workshops/interactive sessions. In response to stakeholder demand for media types RLEP produced two page summary briefs on these themes under its Thematic Lesson Paper series (TLP) and used these materials as working papers for sensitizing workshops with GOB.

The initiative has been outsourced to an external national agency called Unnayan Shamannay. The agency organized 5 structured thematic workshops on i) Community Based Management, ii) Human Resource Management and Development, iii) Livelihoods Impact: Reaching the Poor, iv) Organizational Development and Institutional Reform, v) Partnerships. These sessions were followed by feedback sessions in two clusters with identified participants (champions) from the thematic sessions; this provided the space to share the workshop findings with GOB representatives, highlight and resolve the gaps in information and reach a consensus.

This paper tries to collate the reflections of Unnayan Shamannay on the key lessons learnt and document the processes involved in engaging the GoB functionaries meaningfully in structured thematic discussions. The most essential learning from the process is that 'working with GoB' has to be taken seriously- for any significant output, organizations need to invest more time, effort and prior planning on it.

THEMATIC LESSONS

Key Issue

1

Planning

Lessons Learnt

Selection of the independent agency: It is crucial that the agency nominated should have good contacts inside the ministry and prior experience of working with GoB officials and good understanding about the processes of policy making.

The outsourced agency can implement the task with efficiency provided they have enough manpower, logistic support and a full time commitment to the contract.

Key Findings

Unnayan Shamannay could utilize its previous connections and goodwill in reaching out to the GoB functionaries at various levels. They could embark on background work and assess the roles of different levels of officials in policy making. It ensured participation of stakeholders from various levels such as policy makers, high GoB officials, mid-ranking officers with project implementation experience or having prospects of future roles, specific experts in the area and civic involvement.

The third party involvement also helped to build bridges between the donor and GoB officials. It provided the TLP lessons a 'credible mould' in the sense that GoB officials could still look at them critically. This helped in minimizing the perception of lessons being promoted by the donor itself. Not only that, the agency could unlock the possibility of optimum participation of the GoB functionaries by briefing them about the relevance of the lessons sharing sessions and their valuable role in refining them.

Finally, Unnayan Shamannay employed a full time staff for the entire project period exclusively for organizing and sensitizing activities who worked under the guidance of a senior supervisor. Moreover, a team of 3 part-time researchers were appointed to gain knowledge of TLP lessons, brief the full time focal point on the lessons and prepare towards presentation of the lessons in a suitable format to the participants at the workshop (each was responsible for one or two sessions).

Lessons Learnt

Consultation with the client agency: Close consultation with the client agency particularly at the planning stage on approaches of targeting and organizing the "sharing sessions", their possible content, participants and expected outcome, produces better results. The sponsor has to play the role of an 'intelligent client' in trying to clarify its objectives and expectations from the national agency.

Key Findings

The first month was devoted to planning, brainstorming and identifying opportunities and allies where the client agency was also involved. At the end of the process Unannayan Shamannay handed in a draft inception report to RLEP with clearly defined approaches to targeting, organizing and a possible list of participants from a wide range of stakeholder ministries and departments. The report was finalized upon feedback from RLEP.

Lessons Learn

Liaison with 'allies' (friends inside the government): As part of the planning process, there is critical need for identifying and reestablishing contact with former allies within GoB. The idea is, first, to understand the core steps in implementing the sharing exercise and secondly, to be advised about the effective ways to achieve them.

Key Findings

In the very beginning a host of key allies having important positions within GoB were identified within the relevant ministries and briefed about the significance of the sharing sessions. The allies facilitated in earmarking the core ministries and departments relevant to the thematic lessons, prospective number of participants from each sector and also advised the agency on the effective ways to approach them. They were very helpful in setting the scene.

Lessons Learn

Identifying the stakeholders: It is important to target the stakeholders strategically and engage a combination of higher and midlevel officials in the exercise. This is beneficial for accommodating various points of view and for broad consensus on the issues.

Key Findings

The stakeholders were identified considering the relevance of the ministries to the themes. First and foremost, the institutions related to the eight Rural Livelihoods Projects, such as, agriculture, fisheries, livestock, water, rural development etc. were selected on a priority basis. Overall, a combination of high-level and mid-level GoB functionaries, core and associated ministries (see table 1), planners and implementers as well as experts and advocators were identified while trying to select them for each thematic session. The representation was mostly from three types of categories: Senior Assistant Secretary, Deputy Secretary/equivalent and Joint Secretary/equivalent. This combination helped gain a broader perspective and to look at the issues from various angles and critically assess them. The effort also concentrated on sharing the lessons with a relatively younger officials who will be in a decision making position in a few years time. Eventually, it was much easier to reach an overall consensus.

Key Issue

Organizing and Optimizing Participation

Lessons Learnt

Establishing credibility: GOB officials have restrictions on accepting invitations outside government periphery. But the rules are relaxed in the case of donors or organisations that work in partnership (e.g. have projects) with any kind of government institutions. Therefore, who is calling is an important factor towards the success of such workshops.

The agency has to convince the GoB about the credibility and sincerity of its purpose and prove the authenticity of the contract. An authorization letter from the client introducing the national agency as their representative for this particular exercise and also focusing on why the sharing sessions are important for both the parties is important to initiate the process.

Key Findings

An authorization letter was managed from DFIDB for Unnayan Shamannay through RLEP which helped establish the initial credibility. DFID is an important and well accepted donor to GOB. But if these invitations coincide with other GOB ministry/departmental level meetings then the internal meetings have to receive a priority.

Lessons Learnt

Liaison with prospective participants: Prospective participants have to be contacted on a one-to-one basis and briefed about the theme and relevance of the exercise, especially to ensure active and informed participation in this unique exercise.

Key Findings

Individual invitation letters to each of the prospective participants established an early rapport and contributed to developing a sense of belonging to the process that was to follow. Moreover, an informal orientation on the theme and the relevance of the exercise was provided to the participants ahead of each session. This had a strong motivational value.

Lessons Learnt

Liaison with high-ranking officials: It is important to establish contact with relevant high level officials with a view to sensitizing them about the core themes and to get positive response in organizing such a sharing exercise, as they are foremost gatekeepers or champions. They can also be instrumental in getting formal approval for the GoB functionaries to participate in the exercise.

Key Findings

Establishing contact with high level officials relevant to the sharing sessions and asking for formal approval provided the required value and status to the exercise. Also, As mentioned earlier, GoB officials have certain limitations in participating in policy discussions outside the government sphere. The formal approval from the high level officials (decision from the top) facilitated the participation of the GoB functionaries and made it appear like an official event.

Lessons Learnt

Effective coordination: A continual and effective coordination mechanism has to be in place to achieve success of the sharing sessions.

Key Findings

From the very beginning Unnayan Shamannay worked on the effective coordination mechanism. A full-time coordinator with proven capabilities was engaged to carry through the entire exercise, apart from core researchers. The coordinator's role was crucial in identifying and contacting the allies and high-ranking officials, initial rapport building and ensuring participation of the stakeholders, gathering feedback of the sessions and so forth. The researchers complemented the coordination mechanism by providing thematic orientation and clarifications on the content continually demanded by the coordinator so as to reassure the GoB functionaries about the value of the TLP lessons in relation to their work.

Unnayan Shamannay even attempted to gather post-session feedback from a number of participants after each session was over. An informal mechanism was followed in this regard, which helped in improving successive sessions.

Lessons Learnt

Dissemination of relevant documents: Prior to every thematic session relevant documents must be sent out to the stakeholders. This ensures 'informed participation'.

Key Findings

Key lessons and findings were distributed amongst the stakeholders prior to each thematic session, which facilitated them in participating more effectively.

Lessons Learn

Branding advantage: A high-end ambiance value offers a branding advantage to the sharing sessions. It provides truly an enabling environment where the stakeholders feel comfortable enough to openly speak their minds.

Key Findings

Although relatively expensive, the venue, Dhaka Sheraton offered a branding advantage to the sharing sessions. This venue was also suitable for most of the participants because of its proximity to their work place.

Lessons Learnt

Acknowledging the contribution: The sessions should give the participants a feeling of being valued and stimulate a 'sense of pride' among them about having the opportunity to be able to assist in national development planning.

Key Findings

At the beginning of each session the participants were made to feel that they were invited first as 'champions' who would take these lessons back to their specific working place and make use of them in future policy planning and programme design. Second, they are also seen as 'research associates', for their feedback on RLEP produced TLP lessons and way forward would contribute to another paper which would be produced as TLP addendas on GoB Perspectives, exclusively developed for sharing with donors. However, as research associates working outside normal office hours (e.g. Thursday afternoon), participants were provided stipend for their professional services.

Key Issue

3

Session Design and Schema

Lessons Learnt

Designing schedule, contents and total scheme of the sessions: The sessions themselves have to be designed in a manner so that functionaries from the policy-making positions are well accommodated. The lesson is, unless you engage the high-ranking officials, such an exercise is unlikely to take off in the real sense of the term.

Key Findings

Every single session was slotted into four segments introductory, thematic presentation, group discussion and plenary. In the introductory sessions Unnayan Shamannay invited important policy-makers (secretaries and deputy secretaries) as panelists to initiate the discussion. This had a catalytic effect on the deliberations of the sharing sessions and enhanced the credibility.

Lessons Learnt

Use of language: In order for the workshops to produce good outputs the discourse should continue in a language which all the participants are comfortable with.

Key Findings

RLEP conducted Communication Needs Assessment survey (2004) identified that the GoB officials preferred workshops conducted in Bangla. Therefore, thematic presentation, group discussion and plenary were conducted in Bangla. Only introductory section was in English for the convenience of the donor representative.

Lessons Learn

Appropriate scheduling of the sessions: The choice of appropriate day and time for the sessions has to be made wisely to ensure optimum participation. The first-hand knowledge of GoB schedules is helpful.

Key Findings

The session timing was conveniently chosen for Tuesday and Thursday afternoons since Tuesday is officially designated as GoB meeting-less day and Thursday is a half working day.

Lessons Learnt

Building a "Chatham House¹" (open forum; views expressed not attributed; collective outcome) environment: An open-forum environment has to be created to ensure free flow of discussion and overall consensus.

One of the world's leading organizations for the analysis of international issues. The 'Chatham House Rule', famous worldwide for facilitating free speech and confidentiality at meetings, originated here.

Key Findings

The participants had the advantage of the open forum to discuss the issues in detail and work towards a consensus. The observations made in the sessions were assured to be a part of a collective opinion rather than an individual view. This enhanced the 'Chatham House' character of the deliberations. The course of discussion was livelier and pointed since every participant was given space to express his/her opinion and considered as a 'research associate' in the process.

Lessons Learn

Reaching a consensus: If the sharing sessions alone do not culminate to a consensus, it might have to be supplemented by an additional session. It can be accomplished through structured feedback sessions.

Key Findings

The five thematic sharing sessions were followed up by feedback sessions in two clusters (Cluster 1: Livelihoods Impact: Reaching the Poor, Community Based Management, Partnership and Cluster 2: HRM/D and Organizational Development and Institutional Reform), which provided the required ground to enrich the thematic issues and reach specific conclusions. The idea was well received by the participants since GoB perspective on the thematic lessons could be further consolidated.

Lessons Learnt

Facilitation by thematic/policy specialists: If the sessions, particularly, the feedback sessions are facilitated by theme/policy specialist, they are likely to produce better outputs.

Key Findings

The feedback sessions were designed and moderated by facilitators who are thematic policy specialists from public sector or with corporate experience in facilitation.

Key Issue

4

Outcome

Lessons Learnt

High attendance: It is true that GOB officials have restrictions on accepting invitations outside government periphery but huge attendance can still be ensured if there's careful targeting, prior planning and effort. Any agency involved in organizing events for GOB should do an assessment or a survey of when and how to call them. As a panelist has commented in one of the sessions, "they do come if you know how to call them".

Key Findings

The most impressive aspect of the workshop series has been the full or near full attendance of participants in all the sessions. According to the contract the agency was suppose to ensure the participation of at least a total of 75 GOB officials in five sharing sessions with an average of 15 participants in each session. However, in 5 workshops the total number of attendance reached 110 participants (see table 1) and was represented by 18 different ministries.

Lessons Learnt

Usefulness of the TLP lessons to participants: The success of a workshop series depends partly on how far the participants value the content of the sessions. The organizers have to invite individuals from stakeholder organizations who might find the topic useful.

Key Findings

At the end of each session the participants were asked to complete an evaluation form. The majority of the participants found most of the sessions useful (Table 2) and no one commenting that it was not useful. Table 3 identifies in what ways the lessons will be useful to them:

Table 1 Total number and type of participation

SL. No	Ministry/Department Attendances						
1	Ministry of Agriculture/Department	СВМ	HRMD	Livelihoods	OD & IR	Partnership	Total
1	of Agriculture and Extension (MOA/DAE)	5	2	2	4	1	14
2	Ministry of Planning/ Planning Division / Admin	2	1	1	3		7
3	Ministry of Environment and Forest	1					1
4	Ministry of Fisheries and Livestock/Department of Fisheries (MOFL / DoF)	8	3	5	5	4	25
5	Local Government Division	2					2
6	Ministry of Local Gov. & Cooperative		1	2	3		6
7	DWASA, Ministry of Local Gov. and Co-operative Div.			1			1
8	Ministry of Water Resources	2	1	3	3	1	10
9	Rural Development and Co-operative Div. Ministry of LGRD and Cooperatives, Bangladesh Secretariat	2		1	3		6
10	Ministry of Establishment	1	7		3	3	14
11	Ministry of Finance		3		1	2	
12	Ministry of Information		1			2	3
13	Ministry of Youth & Sports		2	2	4		8
14	Economic Relations Division (ERD)			2			2
15	Ministry of Commerce					2	2
16	Ministry of Power and Natural Resources					1	1
17	Ministry of Housing and Public Works					1	1
18	Ministry of Foreign Affairs					1	1
	Total	23	21	19	29	18	110

Lessons Learnt

Quality of participation: Donor-GO relationship is usually perceived in more of a formal term. Therefore, there is a danger that interactions between a donor and government organization might lack real active participation and end up in construed conclusions. Skillful planning and facilitation of an independent agency can help circumvent any mind-block in public servants in opening up with donors;

Key Findings

It was evident in the sharing sessions that the GoB functionaries could speak their mind clearly and frankly about expectations, more importantly without any inhibition. The sessions were designed in such a way that the GoB participants could continue discussion after the introductory session in the presence of a local representative from the client organization while the expatriate representative left the session to allow the discussion to continue in Bangla. Moreover, an "outside GoB" forum relaxed the GoB officials and encouraged free-flow of views.

Table 2 To what extent are the lessons useful to you?

	Session 1 (Community Based Management) N = 21	Session 2 (Human Resource Management Development) N = 20	Session 3 (Livelihoods Impact-Reaching the Poor) N = 19	Session 4 (Organizational Development and Institutional Reform) N=27	Session 5 (Partnerships) N=16
Article I.Useful	17 (81)	7 (85)	10 (53)	19 (70)	14 (88)
Partially useful	4 (19)	3 (15)	9 (47)	8 (30)	2 (12)
Not useful	_	_	_	_	_
Undecided	_	_	_	_	_

×N indicates total number of participants filled in evaluation form ii) Figures in the parentheses show percentages of total participants.

Table 3 In what ways the lessons learned from the sessions will be useful to the participants in relation to their work

Session 1 (Community Based Management)	Session 2 (Human Resource Management Development)	Session 3 (Livelihoods Impact-Reaching the Poor)	Session 4 (Organizational Development and Institutional Reform)	Session 5 (Partnerships)
Designing future programmes	Enriching existing knowledge	Sharing experiences with others	Providing assistance/ direction in future decision-making	Enriching existing knowledge
Strengthening linkage among Go, NGO and donors	Sharing experiences with others	Enriching existing knowledge	Motivation for better work	Disseminating the outcome among all trainees
Monitoring and evaluation of programmes	Getting to know views of other ministries	Designing future prgrammes	Enriching existing knowledge	Sharing experience with others
Sharing experience with others	Disseminating the outcome among all trainees	Identifying beneficiaries	Sharing experiences with others	Designing pro-poor programme
Enriching existing knowledge	Providing assistance/ direction in future decision-making	Planning development programmes	Designing pro-poor programme	Strengthening partnership among various stakeholders
Effective planning and implementation of a programme	Motivation for better work	Designing pro-poor programme	Monitoring and evaluation of programmes	Strengthening linkage among Go, NGO and donors
Reflecting community interest in the programme	Providing assistance in conducting training courses for freshers	Ensuring people's participation	Designing future programmes	
Understanding problems and scopes of CBM programmes		Strengthening partnership among various stakeholders		
Effective management of natural resources				

WAY FORWARD...

- There should be more sharing of lessons between donors and GoB. The participants commented that it was a pioneering initiative and never before has any donor shared project lessons with GOB officials in a forum like this after a project has expired. "DFID should do more sharing of this kind to help GOB develop programme/projects in the future", was mentioned on several occasions.
- Communications for influencing or sensitizing GoB should be included in the project design. It will create space for adequate evaluation of how far the lessons have been useful to GoB officials.
- Explore prospects of wider inclusion of stakeholders and experts in the sharing sessions. This could include academics, practitioners, and representatives from civil society and provide an exposure to an expanded plurality of perspectives'.
- The sharing exercise can be conducted over a longer period. Longer sessions allow opportunities for more extended discourse. There is greater participation and internalization of diverse perspectives as participants consider the potential for consensus.
- Involving the younger generation of GoB functionaries in the sharing process is likely to yield positive results. The enthusiasm among the younger government officials was very encouraging. Such sessions are clearly useful for them and for their organizations because they have a demonstrated desire to change the existing institutional and policy gaps within the government, and they represent the future direction of their respective organizations.
- Organizers can explore the idea of segregated sessions for Ministry officials and officials of the technical departments. Or, a mechanism of collecting feedback following the joint workshop from these independent perspectives can yield useful parameters for policy planning. Experience of the sharing session suggests that there are inhibitions between officials of technical departments (perceived as subordinate departments) and the "controlling" Ministry. There is also often a problem of turfs between the two, which are better understood in isolating one from the other.
- There should be a follow-up, both institutional and individual, of how the lessons learnt in the sharing sessions affect/influence policy, attitude and decision-making. Projects should keep enough time in hand (at least six months) for follow-up in order to measure the value of the intervention. In this case, there was no time remaining for follow-up.
- A second major afterthought that deserves to be flagged is the clear message for donors that GoB officials have articulated throughout the exercise. The message is about greater sensitivity to local priorities, about working with GoB, and not imposing on GoB. The lesson to be carried home is that donor sensitivity will in turn enhance GoB sensitivity.
- One major area that donors can target for influencing or sensitizing GoB is the policy planning process and tracking implementation. There is a visible need to develop and sustain capacity in the areas of policy planning and analysis. One predominant aspect that emerged was the breaks in the policy continuum in GoB. Often a statement of intent is considered a policy and pursued without thinking through the organization and processes involved. And then policy goals, having been set outside an inclusive planning process, flounder because of lack of resources, initiative, capacity or willingness. Policy planning and analysis workshops and sharing sessions on examples of good practice (from other projects or countries) were also regarded as useful by the participants (in RLEP sharing sessions) for improving capacity in policy planning.

FURTHER READING

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