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**A STUDY OF THE STATUS OF FOREIGN ASSISTANCE TO  
BANGLADESH POPULATION CONTROL PROGRAMME  
1973-1982**

**Md Azizul Karim**

**M A Rashid**

**M M Abdullah**

**Sadia Khatun**

**POPULATION CONTROL WING, PLANNING CELL  
MINISTRY OF HEALTH AND POPULATION CONTROL  
GOVERNMENT OF THE PEOPLE'S REPUBLIC OF BANGLADESH**

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## FOREWARD

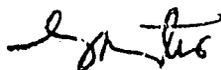
I am delighted to see that a long-felt need has been fulfilled with the successful completion of the "Study of the status of Foreign Assistance to Bangladesh Population Control Programme, 1973-1982". The study as I see it, is significantly important to those who have been working for planning and implementation of the National Population Control Programme. The outcome of the study I expect, would be of great interest and considerable value to all concerned particularly the Programme Managers, Project Directors, Donors, NGOs, Population Programme - Planners, Specialists, and Officials of ERD, Project Finance Cell, Ministry of Health and Population Control.

I hope that Project Directors will be enlightened with the study and they will take lessons from the findings. I am confident that they will try to improve their record-keeping of project accounts and reporting procedures to avoid lapses that occurred in the past.

I have great appreciation for the study team for their pioneering efforts in an area which, perhaps, had not been subjected to formal investigation earlier. I congratulate them for the excellent work done in spite of innumerable constraints and hardships, and hope that their efforts will continue to the benefit of the national programme.

I must also thank the funding agency - the FORD FOUNDATION DHAKA, for their financial assistance as well as continued interest in the furtherance of the cause of the programme of national importance. I believe, they will extend more help in future.

I wish an extensive dissemination of the study findings.



A. B. M. Ghulam Mostefa  
Secretary

Dated 30-6-85

Ministry of Health and Population Control

## PREFACE

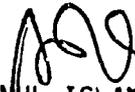
I have great pleasure in writing a few words as preface to the "Study of the Status of Foreign Assistance to Bangladesh Population Control Programme, 1973-1982" which has been completed successfully by a study team consisting of the officers of the Planning Cell, Population Control Wing and National Institute of Population Research and Training, M/O Health & Population Control.

I am happy to see that systematic investigation has been made in an area that suffered from precise and systematic information. The study team has done an excellent work in digging out relevant data in an attempt to bridge the gap of knowledge.

I believe that the objectives of the study have been fulfilled to a large extent, inspite of limitations of data. I hope that the findings of the study will be of great interest to the general readers and particularly to the Project Directors concerned whose knowledge will be sharpened towards initiation of steps necessary for improving the record keeping system of financial transactions. I also hope the findings will stimulate further thoughts of the Planners for formulating projects in those programme areas that have been identified by the respondent-Project Directors having need for foreign assistance.

I am glad to say that the FORD FOUNDATION grant has been rightly used for a good purpose and I hope that donors' contribution will continue to the increased benefit for the national Population Control Programme.

I earnestly desire that the recommendations of the study will receive due attention from all concerned for early implementation.



( AMINUL ISLAM )

Additional Secretary

M/o Health & Population Control

30-6-85

## **ACKNOWLEDGEMENT**

The Study of the Status of Foreign Assistance to Bangladesh Population Control Programme, 1973-82 was undertaken by the Ministry of Health and Population Control (Population Control Wing) with the purpose to assess the quantum of foreign assistance received for the national population control programme, both in the public as well as the private sectors. The flow of external resources to population control programme, their utilization and accountability are often matters of conjecture by people with knowledge and without. The study made an attempt to collect, compile and analyse data relating to the flow of external resources, donor-wise, project and year-wise. It has tried to ascertain programme areas that deserve priority for project assistance. The present study has also tried to answer some pertinent questions relating to the extent of utilization of the foreign assistance. Obviously, the study might have some deficiencies, but nevertheless, it was a pioneering effort on our part to undertake such a study. We have tried our best to make this study comprehensive, methodical and meaningful.

The study would not have been possible without FORD FOUNDATION grant. I am grateful to the local Representative of the Ford Foundation for their assistance.

The successful completion of the project was the result of the co-operation of many individuals. Thus, it is difficult for me to write an individual acknowledgement to each of them who made contributions to this project implementation.

I am very grateful to Mr. Jalaluddin Ahmed, formerly Additional Secretary, Ministry of Health and Population Control (Population Control Wing) for overall guidance at various stages of implementation of this study.

Both Mr. D. K. Nath and Mr. Azizur Rahman Deputy Secretary (Co-ordination), Ministry of Health and Population Control (P. C. Wing) have made valuable contribution to the study from time to time.

I would like to express my sincere thanks to Mr. M. Nawab Ali, Director (Research), NIPORT for his professional guidance in respect

to the training of field investigators, preparation of questionnaire and editorial review of the study report. The hard work put in by Mr M. A. Rashid in processing and analysing the data is highly appreciated.

Our colleagues, Mr. M. Mohiuddin, Abdullah and Ms Sadia Khatun whose constant supervision, professional interest and hard work, made it possible to complete the study in time.

Special thanks are due to the interviewers who demonstrated their endurance and ability in field work are Mr. Nurul Islam, Sree Fanindra Chandra Shah, Mr. Md. Abdul Quddus, Mr. A. B. Khondkar Gulam Kibria, Mr. Abdul Aziz Molla and Mr. Abdur Rouf.

The study team is extremely grateful to Mr A. B. M. Ghulam Mostafa Secretary, Ministry of Health and Population Control and Mr. Aminul Islam Additional Secretary, Population Control Wing, M/o. Health and Population Control for their guidance and encouragement.

The sincere cooperation offered by the Respondents (Project Directors, Donor Agencise, ERD, Project Finance Cell) is gratefully acknowledged.



( MD. AZIZUL KARIM )

30-6-1985

## ABOUT THE RESEARCH TEAM

- Md. Azizul Karim : Deputy Chief (Planning)  
BA (Hons) MA (Sociology) Population Control Wing,  
University of Dhaka, Ministry of Health and  
MA (Soc. Science) Population Control,  
University of Chicago, Principal Investigator and  
USA Project Coordinator.
- MA Rashid : Statistician. National  
MSc (Statistics) CU Institute of Population  
Post Graduate Diploma in Research and Training.  
Demography, UN Cairo  
Demographic Centre, Cairo, Egypt.
- M M Abdullah : Asstt. Chief (cc), Population  
BA (Hons), MA (Public Admn), Control Wing M/O Health and  
MA (Pol. Science), M. Phil. Population Control, Deputy  
(Pub. Admn), LLB, University Project Coordinator.  
of Dhaka.
- Mrs. Sadia Khatun BA (Hons) : Research Officer,  
MA (Sociology) Population Control Wing  
University of Dhaka. Ministry of Health and  
Population Control.

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## **ABBREVIATIONS**

<b>ADP</b>	:	<b>Annual Development Programme</b>
<b>ADB</b>	:	<b>Asian Development Bank</b>
<b>CIDA</b>	:	<b>Canadian International Development Agency</b>
<b>ERD</b>	:	<b>External Resources Division ( of the M/O. Finance)</b>
<b>FE</b>	:	<b>Foreign Exchange</b>
<b>FRG</b>	:	<b>Federal Republic of Germany</b>
<b>FPA</b>	:	<b>Family Planning Assistant</b>
<b>FY</b>	:	<b>Financial Year</b>
<b>FWA</b>	:	<b>Family Welfare Assistant</b>
<b>FP</b>	:	<b>Family Planning</b>
<b>GOB</b>	:	<b>Government of Bangladesh</b>
<b>IEC</b>	:	<b>Information Education Communication</b>
<b>IEM</b>	:	<b>Information Education Motivation</b>
<b>IDA</b>	:	<b>International Development Association</b>
<b>MSR</b>	:	<b>Medical Surgical Requisites</b>
<b>MCH</b>	:	<b>Maternal and Child Health</b>
<b>M/O</b>	:	<b>Ministry of</b>
<b>M.O</b>	:	<b>Medical Officer</b>
<b>NA</b>	:	<b>Not available/Not applicable</b>
<b>NGO</b>	:	<b>Non Government Organisation</b>
<b>ORS</b>	:	<b>Oral Rehydration Salt</b>
<b>PA</b>	:	<b>Project Aid</b>
<b>PFC</b>	:	<b>Project Finance Cell</b>
<b>PA FE</b>	:	<b>Project Aid Foreign Exchange</b>
<b>PA Reimb.</b>	:	<b>Project Aid Reimbursible Taka</b>
<b>PCW</b>	:	<b>Population Control Wing</b>
<b>SIDA</b>	:	<b>Swedish International Development Authority</b>
<b>TK</b>	:	<b>Taka ( Local Currency )</b>
<b>USAID</b>	:	<b>United States Agency for International Development</b>
<b>U. K.</b>	:	<b>United Kingdom</b>
<b>UNFPA</b>	:	<b>United Nations Fund for Population Activities</b>

# INTRODUCTION

## **Purpose and scope of the study**

The study was undertaken to make an assessment of the quantum of foreign assistance provided to Bangladesh Population Control Programme over a period of 10 years from FY 1972-73 upto June 1982. The flow of external resources and their utilization in the Population Control and Family Planning Sector is often a subject for discussion based primarily on intellectual guess or conjecture. Owing to non-availability of data on the subject and precise information in a composite form, the knowledge gap in this field has been widening. The increasing information gap has been a cause of concern and lack of confidence on the part of the Planners, Programme implementers and also Project Evaluators. Eventually, this affected need-assessment, resource-planning and project formulation activities.

Even without a study, one could identify knowledge gap in the following areas ;

- a) The quantum of external assistance received since 1972-73 with Project-wise distribution,
- b) Programme areas/components which received project assistance,
- c) Programme areas deserving priority for project assistance.

Gaps prevailed because of scanty and scattered information being available here and there. There was no complete or comprehensive picture at the disposal of any of the concerned agencies of the Government on the above mentioned points.

A need was, therefore, felt to bridge the knowledge gap and remove the confusion of the concerned Planners, Programme-Managers, Evaluators and others interested in the study of the development of population programme. It was hoped that if a study could provide reliable information in areas of gaps as identified above it could perhaps, lead to reducing the proliferation of guess-estimates (estimates based on guesses) on the financing of population projects within the frame-work of ADP and outside ADP.

## **Review of literature**

A good number of available literature was studied, particularly ADP, World Bank Appraisal Reports for First and Second Population and Family Health Projects; UNFPA Project documents/Annual Country Programme Review Reports; an Inventory of Population Projects in Developing Countries Around the World 1976/77 (UNFPA); USAID Project Implementation Letters (PIL) ; Bangladesh Country Monograph 1981 ; ERD's Annual Reports; World Bank's/UNDP's Bangladesh Development Assistance, 1982; Population Control and Family Planning Programme in Bangladesh (Annual Report) 1980; etc. Although these documents provide quite a good amount of useful information, yet these were not of much relevance to meet the present study objectives. The review of literature nevertheless, provided an opportunity to look into the historical development of the Population Control Programme, but these materials could not provide a complete picture of funding assistance committed so far from external sources, not to speak of their utilization status. No specific study appear to has been done upto now to fulfil the objectives of the present study. In this sense, this is a pioneering work.

On review of literatures however (see references in the appendix), specific information on the allocation of project assistance to Population Control and Family Planning Sector under ADP, could be gathered. It was also evident that donors came forward with a helping hand soon after liberation. Both USAID and UNFPA stepped into the scene early 1973; while UNFPA under First Country Programme which was signed on 5 July, 1974, provided for support to census development, data processing, advisory assistance and fellowships, equipment, vehicles, MCH, population education, cooperatives, local costs etc, USAID provided Pills, Condoms, Foams and IUDs, manpower development and logistic support. The World Bank/ International Development Association (IDA) along with co-donors committed nearly US \$40 million for the First Population Project effective from September 1975, with the objective of increasing the demand for and supply of MCH and family planning services.

**Table-1****Year-wise ADP allocation from  
1972-73 to 1981-82**

(in crore taka)			
Financial Year	GOB Taka and percentage	Project Aid and percentage	Total allocation for Population Sector
1972-73	3.00 (60%)	2.00 (40%)	5.00 (100%)
1973-74	4.00 (57.14%)	3.00 (42.86%)	7.00 (100%)
1974-75	4.74 (61.24%)	3.00 (38.76%)	7.74 (100%)
1975-76	8.44 (43.08%)	11.15 (59.92%)	19.59 (100%)
1976-77	15.71 (72.60%)	5.93 (27.40%)	21.64 (100%)
1977-78	16.49 (52.73%)	14.78 (47.27%)	31.27 (100%)
1978-79	19.02 (40.69%)	27.72 (59.31%)	46.74 (100%)
1979-80	22.25 (37.40%)	37.24 (62.60%)	59.49 (100%)
1980-81	28.31 (40.65%)	41.33 (59.35%)	69.64 (100%)
1981-82	31.28 (36.25%)	55.00 (63.75%)	86.28 (100%)
<b>Total :</b>	<b>153.24 (43.24%)</b>	<b>201.15 (56.76%)</b>	<b>354.39 (100%)</b>

**Importance of Project aid in Population Sector**

The role of project assistance in the promotion of Population Programmes in Bangladesh has undoubtedly been vital. One can easily glean from the figures stated at Table-1 above that nearly 57% of financial support for the projects came from foreign assistance. Such a massive support from donor countries and agencies was not only essential to overcome the initial hurdles but was also tremendously promotional for a programme of priority like the family planning. "There is no denying the fact that external assistance can play a positive and decisive role in spurring development by supplementing domestic resources. However, the extent to which external aid can bring about change in the quality of life of the people is determined by an iterative process in which mobilization of aid is only the first step. More than the quantum of assistance, the effectiveness with which it is utilized determines the value of aid in the economy"<sup>1</sup>,

### **Study objectives**

The study was therefore, undertaken with the following objectives :

- a) Identify project areas which received external assistance during the period from 1972-73 to June 1982 ;
- b) Assess donor-wise quantum of aid utilization from July 1972 to June 1982 ;
- c) Identify priority areas having need for foreign assistance.

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**1** Annual Report, 1979-80. External Resources Division, Ministry of Finance ; (para 3 of the Foreword).

## **METHODOLOGY**

### **1.1 Study design :**

It was thought necessary to cover atleast five areas for investigation, in other words, for collection of data for the purpose of achieving the objectives of the study. These are :

- a. All aided Population Projects as reflected in ADPs :
- b. All major NGOs involved in Population activities ;
- c. All major donors and donor agencies providing assistance in the field of Population ;
- d. Project Finance Cell of the Ministry of Health and Population Control ;
- e. External Resources Division of the Ministry of Finance.

The idea was to cover a wide range of Government as well as non-Government Organisations having population projects besides, donors and other related agencies of the Government responsible for either mobilizing external assistance or their accountability.

The Annual Development Programme (ADP) for the period in question was the basis for purposive selection of aided Population Projects and about 98% of projects were enlisted. The remaining 2% was of little significance from the point of view of quantum of assistance received. Hence 48 population projects were selected. All major NGOs related to population activities, which have been receiving external assistance directly and or through the Ministry of Health and Population Control, were selected. In the same way, almost all donors who have been contributing to the field of population were taken up. Donors with little significance from the point of view of disbursement of external assistance were not considered.

In the Government set up, External Resources Division (ERD) plays a vital role in negotiating and mobilizing external assistance Relevant documents and concerned officials of ERD were consulted for data collection. As the Project Finance Cell (PFC) of the Ministry of Health and Population Control is responsible for processing and claiming reim-

bursement of Project aid Project-wise and component-wise from major donors of population projects namely, World Bank with its Co-financiers USAID, UNFPA, it (PFC) was taken up for obtaining records of flow of fund actually reimbursed for the period in question. It may be mentioned here that PFC came into being in 1975-76, and its records as available from 1976 to 1981-82 were consulted, also discussions with the concerned officers of the Cell were held.

Table - II will provide the sources of information, and status on collection of data, both attempted and successfully completed.

**Table II Sources and status of data collection**

S o u r c e s		Total number attempted	Nos. successfully completed	% achieved
1.	Aided GOB Population Projects under ADP	48	46	95.83
2.	NGO Population Projects outside ADP	11	10	90.90
3.	Donors providing assistance to Population Projects. (a)	9	9	100
4.	projects Finance Cell, M/O. Health & Popu. Control	1	1	100
5.	External Resources Divn. Ministry of Finance	1	1	100
<b>Total :</b>		<b>70</b>	<b>67</b>	<b>96%</b>

### 1.2 Data collection instrument

As indicated earlier, five sets of questionnaire were formulated in order to meet the objectives of the study. These are stated briefly below :

- a. **Set—1** Attempted to obtain information regarding :  
for aided ADP Project-wise allocation and utilization of fund made available through ADP mechanism, component-wise expenditure since the inception of the Project and upto June 1982; reasons for non-utilization of allocated fund, adequacy or inadequacy of fund allocated to achieve project objectives, achievement of its objectives ; and finally Project Directors were requested to identify priority areas for funding.

- b. **Set--2 for aided NGO population projects** Almost identical questions were set up to assess the quantum of assistance received and utilized by NGOs with component and year-wise expenditure; reasons for non-utilization of allocated fund and if adequate fund was received to achieve the project objectives.
- c. **Set--3 for Donor agencies** A questionnaire was developed to assess the quantum of project assistance provided by concerned donor agencies /countries to population control activities since 1972-73.
- d. **Set - 4 for Project Finance Cell** A questionnaire was designed to collect information from Project Finance Cell about year-wise and donor-wise disbursement status of project assistance particularly reimbursible component of PA, since 1975-76. The Project Finance Cell was established in FY 1975-76.
- e. **Set--5 for E R D** A questionnaire was developed to collect information from ERD about donor-wise and year-wise disbursement of project assistance from concerned donors to population projects since 1972-73.

The purpose of the sets of questionnaire, 3, 4 and 5 was to compare the status of project assistance received upto June 1982 if comparable at all and detect differences and gaps in record-keeping as far as noticeable.

Apart from these five sets of questionnaire, information were also collected from ADPs to determine the total project cost, annual allocations against 13 ADP population projects on a random basis in order to compare the amount utilized projects-wise upto June, 1980 as per report of the respondents. Office records were extensively consulted, post-interview discussions were held to reduce information errors.

The questionnaires were pre-tested and finalized after necessary amendments on the basis of the pretest findings. Data processing was manually done and an appropriate tabulation plan was developed.

### 1.3 Respondents

The respondents were Project Directors/Project Officers of GOB Population Projects under ADP, concerned officers of NGO projects, concerned donors (desk officers), and Project Finance Cell officials.

#### **1.4 Interviewers, Selection and Training**

Six interviewers were selected following the process of open competition and selection was made by an Interview Board headed by the Additional Secretary, Population Control Wing. All of them were post-graduates in Social Sciences from a recognized University. They were trained for 3 days at the HQ on the objectives of the study, interview techniques, contents of questionnaire, methods of data collection, problems of data collection and field work etc. Three of the interviewers had previous field experience in research work. During their field work, two Research officers of the Planning Cell of the Ministry (PC Wing) continuously supervised them and gave feed-back support to their work. The project work, particularly the work of the interviewers was reviewed twice a week.

#### **1.5 Interview Period**

Initially, it was estimated that two months would be necessary for conducting interviews for collection of data but eventually, it took three months. The reason for extension by one month was that an interviewer had to pay several visits to the Project offices/concerned officers before he could obtain full information as per questionnaire.

In order to raise the credibility of the interviewers and with a view to obtaining reliable and dependable information, a letter of introduction explaining the purpose of the study was issued under the signature of Additional Secretary, Population Control Wing of the Ministry to all concerned

#### **1.6 Problems encountered during data collection**

During data collection, various problems arose. The most common was the lack of interest amongst the Project Directors/Respondents which impeded quick collection of data. Second, it was difficult to dig out the relevant information on the accounts of expenditure component-wise, particularly for the initial years after liberation. Consultation with old records that were mostly found in fragmentation turned to be a time consuming process. Third, it was also difficult to elicit immediate response to the questions which solicited considered opinions of the respondents. The respondents were found somewhat unprepared to respond to the questions asked.

The tendency, as it was observed, was to refer the interviewer to the next lower tier and below and this was a lingering process. On several occasions, the Coordinator of the Study had to intervene to expedite the data collection process. It appeared that an interviewer had to pay on an average, 8 visits to each project Office to get his questionnaire filled up. All these happened because of two reasons namely, (a) poor record keeping and (b) several changes in the Project Offices, particularly change of Project Directors/Project Officers over the years, 1973 to 1982.

### 1.7 Limitations

As mentioned earlier that though data were collected from five sources (Table-II), yet a complete picture can hardly be drawn from a single source or sources and that data generated from PFC is not comparable with that of ERD or donors because of the simple reason that PFC began functioning in 1976 and that it did not deal with all donors, nor had it control over the accounts of expenditure made directly by the donors (Project aid FE portion). Similarly, data collected from ERD were not comparable with those of the donors for lack of consistency and continuity in record-keeping of Project aid utilization in Population sector over the years. It will, therefore, appear (Table-21) that comparison of data received from one source with the other is not feasible. Hence, any attempt to reconcile these data regarding utilization of Project aid in Population sector is likely to be very difficult for lack of authenticity, consistency and continuity of data preservation.

## **AIDED GOB POPULATION PROJECTS UNDER ADP**

### **2.1 Status of utilisation of ADP allocation**

Table-1 gives an account of allocations under Annual Development Programme (ADP) and their utilization status. It appears that out of the total allocation of Tk. 34939.00 lac under ADP (Project aid plus GOB Tk), Tk. 24754.72 lac was utilized which meant 70.85% of utilization achieved. Out of total GOB Taka 15024.00 lac allocation, Tk. 8282.276 lac was utilized and it accounted for 55.13% of fund utilization. The project aid allocation was Tk. 19915.00 lac of which Tk. 16472.44 lac was utilized and this accounted for 82.71% of fund utilization.

There are observable difference between project aid allocation as in ADP and their utilization as reported by respondents, particularly in the years 1974-75, 1975-76, 1976-77, 1977-78 when expenditure exceeded allocations. The plausible explanation as could be found out, is that ADP project aid figures particularly project aid FE (non-reimbursible) components were notional and that the actual utilization on non-reimbursible project aid (PAFE) in terms of supply of commodities like contraceptives, medicines, equipment, vehicles and technical support (expatriate consultancies) etc. exceeded the allocated amount.

Table-1 of the Appendix gives an account of project-wise allocation and expenditure of fund as reported by the respondents. The respondents also under reported the allocation of project aid which, according to them, is only Tk. 18016.56 lacs whereas, in ADP, it is recorded to be Tk. 19915.00 lacs. The difference is Tk. 1898.44 lacs only. The figure regarding project-aid (Tk. 19915.00 lacs) as provided in the ADP was taken to be the acceptable basis for comparing utilization status. This is because GOB projects under ADP had no other financial allocation except whatever channeled through ADP.

Table-1

Status of utilization of ADP allocations from 1973  
to 1982 by GOB Population Projects

( in lac taka )

Y E A R	GOB Tk- allocation as per ADP	Utilizations of GOB Tk. with percentage	Project aid allocation as per ADP	Utilization of Project aid with percentage	Total allocation as per ADP	Total utilization with percentage
1973-74 <sup>a</sup>	400.00	6.76 (1.69)	300.00	260.00 (86.66)	700.00	266.76 (38.11)
1974-75	474.00	4.53 (0.96)	300.00	360.00 (120)	774.00	364.53 (46.09)
1975-76	874.00	57.14 (6.77)	1115.00	1160.00 (104)	1959.00	1217.14 (62.13)
1976-77	1571.00	181.72 (11.57)	590.00	1276.00 (215)	2164.00	1457.72 (67.36)
1977-78	1649.00	110.66 (6.71)	1478.00	2086.00 (114.14)	3127.00	2196.66 (70.25)
1978-79	1902.00	1494.78 (78.59)	2772.00	1289.00 (46.50)	4674.00	2783.78 (59.56)
1979-80	2225.00	1441.40 (64.78)	3724.00	2706.00 (72.66)	5949.00	4147.40 (69.71)
1980-81	2831.00	2306.01 (81.46)	4133.00	3427.43 (82.93)	6964.00	5733.44 (82.33)
1981-82	3128.00	2679.276 (85.65)	5500.00	3908.01 (71.05)	8628.00	5587.286 (76.35)
<b>Total :</b>	<b>15024.00</b>	<b>8282.276</b> <b>(55.13%)</b>	<b>19916.00</b>	<b>16472.44</b> <b>(82.71%)</b>	<b>34939.00</b>	<b>24754.72</b> <b>(70.85%)</b>

<sup>a</sup> 1972-73 allocation was Tk. 300.00 lacs GOB, and Tk. 200.00 PA and total Tk. 500.00 lacs, but expenditure status was not available.

## 2.2 Component-wise utilization of fund

Table-2 Summary of component-wise utilization of fund from 1973-74 to 1981-82 by GOB Projects

Components	Utilization in lac taka	Percentage of the total utilized fund
1. Salary and allowances for officers and establishment	12395.761	50.07
2. Construction (Civil works)	4439.020	17.93
3. Payment of foreign Consultants	2902.904	11.72
4. Medicine/MSR and contraceptives	2533.464	10.23
5. Other Programme activities including local Training, IEM Evaluation, Research	1179.586	4.76
6. Equipment, machinery	630.545	2.54
7. Overhead cost contingency	474.398	1.91
8. Vehicles	102.946	0.41
9. Foreign training	96.104	0.38
<b>Total :</b>	<b>24754.728</b>	<b>(100%)</b>

The highest expenditure accrued on account of salary and allowances which alone claimed 50% of the total expenditure, the second highest was for construction claiming about 18%, the third highest, 11.72% was for payment of expatriate consultancy, the fourth highest, 10.23% for Medicine and MSR and lowest expenditure, 0.38% was made for training abroad. Appendix Table-II gives a detail picture of year and component-wise expenditure patterns.

### 2.3 Expenditure pattern of major project cost

Table—3 Expenditure pattern of major project costs on account of "project execution cost" and "project Implementation cost" for the period from FY 1973-1974 to FY 1981-1982

Y E A R	Project execution cost in lac taka (a) with percentage	Project implementation cost in lac taka (b) with percentage	T O T A L
1972-73	Not available	Not available	Not available
1973-74	139.64 (52.37)	127.06 (46.63)	266.76 (100)
1974-75	229.64 (63)	134.89 (37)	364.33 (100)
1975-76	500.51 (41.12)	716.63 (58.88)	1217.14 (100)
1976-77	693.12 (47.55)	764.60 (52.45)	1457.72 (100)
1977-78	1761.48 (80.19)	435.18 (19.81)	2196.66 (100)
1978-79	1909.18 (68.58)	874.61 (31.42)	2783.78 (100)
1979-80	1929.92 (46.53)	2217.48 (53.47)	4147.40 (100)
1980-81	2946.26 (51.39)	2787.18 (48.61)	5733.44 (100)
1981-82	2759.97 (41.90)	3827.31 (58.10)	6587.28 (100)
<b>Total:</b>	<b>12869.78 (52%)</b>	<b>11834.94 (48%)</b>	<b>24754.72 (100%)</b>

It appears from the above mentioned table that 'Project execution costs' which includes only two items namely, salary and allowances and overhead cost contingencies, exceeds the 'Project Implementation cost' which includes all other costs envisaged in the project to achieve its objectives. While total 'project execution cost' is 52%, the project implementation cost is 48% for the period 1973-74 to 1981-82. It also appears that project execution cost was highest in 1977-78 being 80.19% and the second highest in 1978-79, being 68.58%, whereas, project implementation cost was highest in 1975-76 being 58.88%, followed by the year 1981-82 being 58.10% of the total expenditure.

- (a) Project execution cost includes two items namely, (i) salary and allowances, (ii) Overhead cost contingencies.
- (b) Project implementation cost includes seven items of expenditure covering all other remaining components of the project which include items under serial no. 2 to 8 as in the Appendix table—II.

## 2.4 Status of investment and non-investment expenditure

**Table-4** Status of investment (capital) expenditure and non-investment (recurring) expenditure for the period of FY 1973-74 to FY 1981-82

				( in lac taka )	
Y E A R	Investment/Capital expenditure with percentage (a)	Non-investment/recurring expenditure with percentage (b)	Total expenditure		
1972-73	Not available	Not available	Not available		
1973-74	(0.0) ( 0.0)	266.76 (100) (1.36)	266.76	(100)	(1.08)
1974-75	8.68 (2.39) (0.17)	355.85 (97.61) (1.82)	364.53	(100)	(1.47)
1975-76	208.77 (17.16) (4.04)	1008.37 (82.84) (5.15)	1217.14	(100)	(4.92)
1976-77	234.52 (16.09) (4.53)	1223.20 (83.91) (6.25)	1457.72	(100)	(5.89)
1977-78	145.36 (6.62) (2.81)	2051.30 (93.38) (10.48)	2196.66	(100)	(8.87)
1978-79	166.79 ( 6.0 ) (3.22)	2816.99 (94.00) (13.36)	2783.78	(100)	(11.25)
1979-80	1182.81 (28.52) (22.87)	2964.59 (71.48) (15.14)	4147.40	(100)	(16.75)
1980-81	1150.423 (20.08) (22.25)	4583.017 (79.92) (23.40)	5733.44	(100)	(23.18)
1981-82	2074.628 (31.50) (40.10)	4512.659 (68.50) (23.04)	6587.28	(100)	(26.61)
<b>Total :</b>	<b>5171.981 (20.90%)</b> <b>(100)</b>	<b>19582.746 (79.10%)</b> <b>(100)</b>	<b>24754.72</b>	<b>(100%)</b>	<b>(100)</b>

Table-4 above shows a comparison between investment or capital costs and non-investment or recurring costs of ADP population Projects for nine years. Investment or capital cost (these two terms were used synonymously) accounted for nearly 21%, whereas non-investment or recurring cost (these two terms considered to carry the same meaning) accounted for 79% of the total expenditure for the period under study. Investment cost was lowest in 1973-74 (0%) and highest in 1981-82 (31.50%); in 1979-80, it was the 2nd highest i. e. 28.52%; the non-investment cost was highest in 1973-74 i. e. 100%; second highest in 1974-75 i. e. 97.61% and in 1978-79 it was 94%. The range of recurring cost over the years, is between 68.50%—100%.

a) Investment costs include vehicle, equipment (non-expendable) machinery and construction etc

b) Recurring costs include all other components of the project.

## 2.5 Opinion on the adequacy of fund

**Table-5** Opinion by respondents on the adequacy of fund for achievement of project activities

Ministry-wise distribution of responses	Yes	%	No	%	Total
1. Health & Population Control	26	(83.87)	5	(16.13)	31 (100)
2. Information and Broadcasting	3	(100)	0	( 0 )	3 (100)
3. Local Govt. and Rural Development	1	(100)	0	( 0 )	1 (100)
4. Education	1	(100)	0	( 0 )	1 (100)
5. Public works and Urban Development	0	( 0 )	1	(100)	1 (100)
6. Labour and Manpower Development	2	(100)	0	( 0 )	2 (100)
7. Social Welfare and Women's Affairs	1	( 50)	1	( 50)	2 (100)
8. Planning	3	( 75)	1	( 25)	4 (100)
9. Agriculture	0	( 0 )	1	(100)	1 (100)
<b>Total :</b>	<b>37</b>	<b>(80.43%)</b>	<b>9</b>	<b>(19.57%)</b>	<b>46 (100%)</b>

Two project not available

From table-5, it appears that over 80% of the Projects received adequate funds for project activities to achieve the respective project goals and objectives. About 20% of projects did not receive fund required for project work. While the overall resource allocation appeared to be satisfactory, yet as opined by the respondents/Project Directors, lack of adequate of fund for about 20% of projects was a matter of concern. The following table gives explanations for not having allocations of required amount of fund for project activities.

## 2.6 Reasons for not having adequate amount of fund

Table-6 Reasons as identified by respondents for not having adequate amount of fund for implementation of GOB Project activities

Ministries	FACTORS RESPONSIBLE				Total
	Adminis- trative	Failure to identify needs	Non-concu- rence of Planning Commission	Others (Including lack of commitment of fund by donor agency)	
1. Health & Popula- tion Control	2	1	1	1	5
2. Information and Broadcasting	—	—	—	—	—
3. Local Govt. and Rural Development	—	—	—	—	—
4. Education	—	—	—	—	—
5. Public Works and Urban Development	—	1	—	—	1
6. Labour & Manpower Development	—	—	—	—	—
7. Social Welfare & Women's Affairs	—	—	1	—	1
8. Planning	1	—	—	—	1
9. Agriculture	1	—	—	—	1
Total :	4	2	2	1	9

Table-6 shows that for various reasons as identified by the respondents, adequate funds were not available for Project activities. The question was open-ended and as such, the respondents had the liberty to put forward multiple answers for reasons of inadequate allocation of fund for their projects. It also came out from the subsequent discussions with concerned officials that in most of the cases, fund was allocated in ADP according to projects needs, but in case, project implementing agencies were found to be lacking in absorption capability, or in need-assessment, the allocation was then restricted. Also in case of lack of funding commitment from donor agency/agencies, an aided project was not considered for full funding.

## 2.7 Reasons for non-utilization of fund

Table-7 : Reasons as identified by respondents for non-utilization of the allocated fund in full

Ministries	REASONS IDENTIFIED						Total
	Post Vacant	Delay in release of fund and sanction	Delay in the approval of Projects	Expenditure control by the authority	Complex procurement procedure	Administrative problems	
1. Health and Population Control	10	8	2	2	5	5	32
2. Information and Broadcasting	2	1	—	—	—	—	3
3. Local Govt. and Rural Development	1	—	—	—	—	—	1
4. Education	1	—	—	—	—	—	1
5. Public Works and Urban Development	—	1	—	—	—	—	1
6. Labour and Manpower Development	1	—	—	—	—	—	1
7. Social Welfare and Women's Affairs	1	1	—	—	—	—	2
8. Planning	2	—	—	2	—	—	4
9. Agriculture	—	1	—	—	—	—	1
<b>Total :</b>	<b>18</b> <b>(39.13%)</b>	<b>12</b> <b>(26.08%)</b>	<b>2</b> <b>(4.34%)</b>	<b>4</b> <b>(8.69%)</b>	<b>5</b> <b>(10.89%)</b>	<b>5</b> <b>(10.86%)</b>	<b>46</b> <b>(100%)</b>

Table - 7 shows that the number one reason as identified by the respondents, was related to the vacant post (39.13%) followed by delay in the release of fund along with necessary sanction order (26.08%) to incur expenditure by the Project Directors; third in order was "Complex procurement procedure" (10.86%), and administrative problems" ( 10.86%), fourth was expenditure control by the concerned authority (3.69%), and the lowest in order was the "delay in the approval of projects" (4.34%). The question was openended and concerned project Directors/Respondents had the freedom to express their judgement and responses were classified into six different categories of reasons. On subsequent discussion, the respondents gave further clarification to their views. The respondents in general, had a feeling that fund was not released in time, nor, specific sanction for an expenditure proposal was accorded quickly. Apart from this, they had a feeling that they were not fully empowered or authorised to make expenditure as and when required for implementation of project activities. They were also handicapped by delayed action in filling up vacant posts which were necessary for carrying on project activities. Post also remained vacant for a considerable period of time for various reasons of which general embargo was the one, and procedural delay was the other reason worth mentioning.

## 2.8 Opinion about achievement of Project Goals

Table-8 Opinion by respondents about the achievement of GOB Project Goals

Ministries	Yes %	No %	Total %
1. Health & Population Control	20 ( 77)	6 (23)	26 (100)
2. Information and Broadcasting	3 (100)	0 ( 0 )	3 (100)
3. Local Govt. and Rural Development	1 (100)	0 ( 0 )	1 (100)
4. Public Works and Urban Development	1 (100)	0 ( 0 )	1 (100)
5. Labour & Manpower Development	2 (100)	0 ( 0 )	2 (100)
6. Social Welfare and Women's Affairs	2 (100)	0 ( 0 )	2 (100)
7. Planning	3 ( 75 )	1 (25)	4 (100)
8. Education	1 (100)	0 ( 0 )	1 (100)
9. Agriculture	1 (100)	0 ( 0 )	1 (100)
<b>Total :</b>	<b>34 ( 83%)</b>	<b>7 (17%)</b>	<b>41 (100%)</b>

As noticeable from table-8, opinion about the achievement of project goals for each project was obtained from the concerned Project Directors. Out of the 46 Projects, opinion on 41 Projects could be recorded. For the remaining 5 Projects, no answer either in the affirmative or in the negative, was available. 83% of Projects achieved their goals and 17% Projects could not, as interpreted from the given responses. If no response is accounted for, about (10.87%) had no clear perception and the picture will be :

a) No comment/response	: 10.87%
b) Yes, achieved goals	: 73.91%
c) Not achieved goals	: 15.22%
	<u>100%</u>

The next table will, however, give more information about the basis of their (respondents) opinion in the affirmative.

## 2.9 Mode of assessment of achievement of Project goals

Table—9 Mode of assessment of the achievement of Project goals by respondents

Ministries	Through report & return	Field supervision & inspection	Review Meetings	Discussion with Project staff	General Impression	Total
1. Health & Population Control	10	6	1	1	2	20
2. Information & Broadcasting	2	—	—	—	—	2
3. Local Govt. and Rural Development	1	—	—	—	—	1
4. Public Works and Urban Development	1	—	—	—	—	1
5. Labour & Manpower Development	2	—	—	—	—	2
6. Social Welfare & Women's Affairs	2	—	—	—	—	2
7. Planning	1	—	2	1	—	4
8. Education	1	—	—	—	—	1
9. Agriculture	1	—	—	—	—	1
Total :	21 (58.82%)	6 (17.67%)	3 (11.76%)	2 (5.88%)	2 (5.88%)	34 (100%)

A question was asked as to how did the respondent, who expressed a clear opinion about the achievement of project goals, assess the reported success of his/her project. This question was open-ended and the respondent was free to give the basis of positive opinion. The respondents in reply, identified a number of techniques which they applied to assess the parameters of success. As many as five techniques have been applied and project achievements were evaluated through :

- a. Report and return of project activities,
- b. Field supervision and inspection of field activities,
- c. Review meetings held by them,
- d. Discussion with project staff,
- e. General impression of the Project Directors,

These were applicable to 34 projects having achieved project goals according to the respondents ( Table-8 ). Reports and return accounted for 58.82%, field supervision for 17.67%, review meetings for 11.76%, discussion with project staff for 5.88% and general impression was for 5.88%.

## 2.10 Identification of priority areas.

Table—10

Identification of priority areas having need for foreign assistance by GOB Population Projects

Ministry-wise distribution of Responses	Intensive training programme for workers and their Supervisors	Income-generating activities through skill dev. programme	Community participation along with a system of reward for them	Programme for improvement of design and marketing of products	Social security measures for FP acceptors	Innovative and beyond Family Planning measures	Incentives and Dis-incentive system for workers	Total
1	2	3	4	5	6	7	8	9
1. Health and Population Control	4 (50)	2 (25)	6 (50)	1 (33.33)	1 (16.66)	1 (25)	2 (50)	17 (33.77)
2. Information and Broadcasting	—	—	1 (8.33)	—	—	—	—	1 (2.22)
3. Local Government and Rural Development	1 (12.50)	1 (12.50)	1 (8.33)	1 (33.33)	—	1 (25)	—	5 (11.11)
4. Public Works and Urban Development	—	—	—	—	—	—	—	—
5. Labour and Manpower Development	1 (12.50)	1 (12.50)	1 (8.33)	—	3 (50)	—	2 (50)	8 (17.77)
6. Social Welfare and Womens Affairs	—	3 (37.50)	1 (8.33)	1 (33.33)	1 (16.66)	—	—	6 (13.33)
7. Planning	—	—	—	—	—	1 (25)	—	1 (2.22)
8. Education	1 (12.50)	—	1 (8.33)	—	—	1 (25)	—	3 (6.66)
9. Agriculture	1 (12.50)	1 (12.50)	1 (8.33)	—	1 (16.66)	—	—	4 (8.88)
<b>Total :</b>	8 (17.77%) (100%)	8 (17.77%) (100%)	12 (26.66) (100%)	3 (6.66%) (100%)	6 (13.33%) (100%)	4 (8.88%) (100%)	4 (8.88%) (100%)	45 (100%)

Project Directors were asked to identify priority areas having need for foreign assistance to achieve goals of population projects. This was also an open-ended question with the possibility of multiple answers. As many as seven areas were identified by the Project Directors in response to this question. Table-10 states that of the seven areas identified, the highest score was in favour "Community participation along with a system of reward for them" (26.66%), the lowest score was in favour of "Programme for improvement of the design and marketing of products" (6.66%). The second highest score was made in favour of two areas namely, "Intensive training programme for workers and their supervisors", and "Income generating activities through skill development programme", both having equal weightage (17.77% each).

If Ministry-wise responses are classified regarding these two areas the Ministry of Health and Population Central gave more weightage to "intensive training programme for workers and their supervisors", than on "income generating activities through skill development programme", whereas, Ministry of Social Welfare and Womens' Affairs attached higher priority to "income generating activities through skill development programme" than on others.

SECTION-III

**NGO POPULATION PROJECTS  
OUTSIDE ADP**

### 3.1 Year-wise allocation and utilization of fund.

Table-11 Year-wise allocation and utilization of fund from 1973 to 1982 by NGOs.

Year	ALLOCATION IN LAC TAKA				UTILIZATION IN LAC TAKA				
	GOB Taka	PA Reimb Taka	PA FE	Total %	GOB Taka	PA Reimb. Taka	PA FE	Total %	percent utilized
1973	—	17.00	4.16	21.78 (0.38)	—	12.02	4.16	16.18 (0.34)	74.29
1974	—	64.96	9.57	74.53 (1.32)	—	39.17	7.78	46.95 (0.98)	63.0
1975	—	118.23	71.0	189.23 (3.36)	—	88.56	27.96	116.52 (2.44)	61.58
1976	—	188.22	82.08	270.30 (4.80)	—	145.24	78.48	223.72 (4.68)	82.77
1977	—	267.80	124.31	392.11 (6.47)	—	196.96	125.30	322.26 (6.74)	87.19
1978	0.13	338.05	129.31	467.49 (8.31)	0.13	231.13	139.46	370.72 (7.75)	79.30
1979	1.22	509.28	276.23	786.73 (13.98)	1.22	433.29	242.53	577.04 (14.16)	86.0
1980	1.35	663.72	452.30	1117.37 (19.86)	1.35	646.49	335.16	983.0 (20.55)	87.98
1981	0.75	780.54	493.19	1274.48 (22.65)	0.75	708.12	460.93	1169.80 (24.46)	91.79
1982	—	582.94	450.05	1032.99 (18.36)	—	486.33	369.87	856.20 (17.90)	82.89
Total :	3.45	3531.36	2092.20	5627.01	3.45	2987.31	1791.63	4782.39	84.99
%	(0.06)	(62.76)	(37.18)	(100)	(0.07)	(62.46)	(37.46)	(100)	

Table-11 shows that about Tk.5627.01 lac was allocated to 10 NGOs from 1973 to 1982 and the highest allocation was made in 1981 (22.65%), second highest (19.86%) in 1980, followed by 18.36% of allocation in 1982. The lowest allocation was made in 1973 (0.38%) when a sum of Tk.21.78 lac was available for NGOs. From an allocation of Tk. 21.78 lac, it increased to Tk. 1274.48 lac in 1981.

Out of the total allocation of Tk.5627.01 lac, 0.06% was the GOB contribution, PA reimbursible taka was 62.76% and the remaining was PA F&E i.e 37.18%. Total Tk.4782.39 lac was utilized, of which 0.07% was GOB taka, 62.46% was project aid (reimbursible taka) and 37.46% was project aid foreign exchange (PAFE). Total utilization is about 84.99% of total allocation made during the ten years from 1973 to 1982.

### 3.2 Component-wise Utilization of Fund

Table-12 Component-wise Fund utilization for the period 1973 to 1982 by NGOs

Project Components	Utilization of fund in, Lac taka	Percentage of the Total Utilized fund
1. Medicine, MSR and Contraceptives	1852.55	38.74
2. Salary of officers & Establishment	1448.23	30.28
3. Other programme costs including local training, IEC, Evaluation and Research etc.	645.55	13.50
4. Overhead cost contingencies	337.16	7.05
5. Vehicles	332.92	6.96
6. Construction	112.03	2.34
7. Equipment	48.74	1.02
8. Foreign Training	2.62	0.05
9. Payment of Foreign Consultant	2.61	0.05
<b>Total :</b>	<b>4782.39</b>	<b>100%</b>

Table-12 shows that 38.74% of fund has been utilized for medicine, medical surgical requisites (MSR) and contraceptives. In terms of percentage, this is the highest expenditure and second highest expenditure i.e. 30.28 accrued on account of salary and allowance for officers and establishment. The third in order, i.e. 13.50% was the expenditure for other programme activities including local training, information, education, communication (IEC), evaluation and research. The lowest expenditure, (0.05%) was on foreign consultant and also same was the rate of expenditure for foreign training.

### 3.3 Status of investment and non-investment expenditure

Table-13 Status of investment ( Capital )<sup>a</sup> expenditure and Non-investment ( Recurring )<sup>b</sup> expenditure for the period 1973 to 1982 by NGOs.

Year	Investment/Capital expenditure with percentage		Non-investment/recurring expenditure with percentage		Total	%
1973	2.68 (0.54)	(16.56)	13.50 (0.31)	(83.44)	16.18 (0.34)	(100)
1974	13.67 (2.77)	(29.12)	33.28 (0.78)	(70.88)	46.95 (0.98)	(100)
1975	14.62 (2.96)	(12.55)	101.90 (2.38)	(87.45)	116.52 (2.44)	(100)
1976	30.20 (6.12)	(13.50)	193.52 (4.51)	(86.50)	223.72 (4.68)	(100)
1977	43.78 (18.87)	(13.59)	278.48 (6.49)	(86.41)	322.26 (6.74)	(100)
1978	43.85 (8.88)	(11.83)	326.87 (7.62)	(88.17)	370.72 (7.75)	(100)
1979	75.10 (15.21)	(11.09)	601.94 (14.03)	(88.91)	677.04 (14.16)	(100)
1980	78.29 (15.86)	(7.96)	904.71 (21.09)	(92.04)	983.00 (20.55)	(100)
1981	108.87 (22.04)	(9.31)	1060.93 (24.74)	(90.69)	1169.80 (24.46)	(100)
1982	82.70 (16.75)	(9.66)	773.50 (18.03)	(90.34)	856.20 (17.90)	(100)
Total :	493.76 (100%)	(10.32)	4288.63 (100%)	(89.68)	4782.39 (100%)	(100%)

a) Investment/capital expenditure includes three components namely, vehicles, equipment and construction.

b) Non-investment/recurring expenditure includes seven components namely, salary of officers and Establishment, payment of foreign consultants, foreign training, medicine/MSR/contraceptives, other programme cost and overhead cost contingencies.

It appears from table-13 that about 10.32% was the investment expenditure and 89.68% was non-investment expenditure over a period of 10 years from 1973-82. In 1974, investment cost was about 29.12% the highest and in 1973, it was 16.56% the second highest, in 1980, it was the lowest, 7.96%. In comparison, non-investment cost was 92.04% in 1980, the highest and 90.60% in 1981, the second highest and the lowest was 70.88% in 1974.

During 10 years period from 1973-83, the investment cost gradually rose from 0.51% in 1973 to 22.04% in 1981-the highest financial outlay out of the total Tk. 493.76 lac. It declined in 1982 to 16.75%. On the other hand, non-investment cost also followed the same trend, it gradually rose from 0.31% in 1973, to 24.74% in 1981 - the highest, out of total outlay of Tk. 4288.13. In 1982, it has declined to 18.03%.

#### 3.4. Opinion by respondents on the adequacy of fund for implementation of project.

Table-14 Opinion on the Adequacy of fund for Implementation of Project Activities by NGOs

Organization/Project-wise distribution of responses	Yes	No	Total
1. Bangladesh Association for Voluntary Sterilisation	1	—	1
2. Bangladesh Family Planning Association	1	—	1
3. Social Marketing Project	1	—	1
4. Concerned Women for Family Planning	1	—	1
5. Bangladesh Rural Advancement Committee	1	—	1
6. Family Planning Services and Training Centre	1	—	1
7. New Life Centre	1	—	1
8. Radda Barnen ( MCH Project )	1	—	1
9. Family Planning Project of MCC	1	—	1
10. Christian Health Care Project	1	—	1
Total ;	10 (100%)	0 (0%)	10 (100%)

Table-14 Opinion was sought on the adequacy of fund for the realization of project goals from the respondents belonging to NGOs. All the respondents, replied in the affirmative and none responded in the negative.

### 3.5. Identification of priority areas

Table-15 Identification of priority areas having need for foreign assistance.

Agency-wise Responses	AREAS AS IDENTIFIED BY THE RESPONDENTS						Total
	Income generating Activities for women.	Population Education for out of school youths-	Involvement of village based communities particularly religious leaders.	Development of institutes like mothers club, credit unions, satisfied clients.	Production and distribution of ORS by NGOs.	Clinical contraceptive methods, IUD and injectables etc.	
1. Family Planning Association (BFPA)	1	1	1	—	—	—	3
2. Christian Health Care Project (CHCP)	—	—	1	1	—	—	2
3. New Life Centre	—	—	—	—	1	—	1
4. Social Marketing project	—	—	—	—	1	—	1
5. Concerned Women for Family Planning	1	—	—	—	—	—	1
6. Family Planning Project for MCC	—	—	—	—	—	—	—
7. Bangladesh Rural Advancement Committee (BRAC)	—	—	—	—	—	—	—
8. Radda (MCH) Baren project	—	—	—	—	—	—	—
9. Bangladesh Association for Voluntary Sterilization (BAVS)	—	—	—	—	—	1	1
10. Family Planning Services & Training Centre (FPSTC)	—	—	—	—	—	—	—
Total :	2	1	2	1	2	1	9

Table-15 shows that as many as six areas have been identified as priority ones by NGOs for achieving their project objectives for ensuring necessary impact on fertility. Out of 10 NGOs, 3 have not responded. The highest score was 3 responses by one NGO, 2 responses by another and 1 response by 4 NGOs each. 3 areas were considered to be equally important. At least two of the ten NGOs have identified each of following three areas as priority areas.

#### **Areas**

- a. income-generating activities for women.
- b. involvement of village-based communities particularly religious leaders, and
- c. production and distribution of ORS by NGOs.

### 3.6. A comparison of allocation and utilization of fund between GOB & NGO Projects

Table-16 A comparison between GOB Population Projects and NGO Population Projects in respect of Allocation, Utilization of Fund, Investment, Non-investment Expenditures, Adequacy of Fund from 1973 to 1982.

( in lac Taka )

Type of Projects with number	Allocation of fund	Amount utilized out of allocation and percentage	Investment/ capital expend. with percentage	Non-Investment expenditure with percentage	Respondents opinion on the adequacy of fund	
					Yes	No
46 GOB Population Projects under ADP	35439.00 (86.30%) (100%)	24754.728 <sup>(a)</sup> (69.85%)	5172.44 (20.90%)	19582.28 (79.10%)	37 (80.43%)	9 (19.57%)
10 NGOs Population Projects outside ADP	5627.01 (13.70%) (100%)	4782.39 <sup>(b)</sup> (84.99%)	493.76 (10.32%)	4288.63 (89.68%)	10 (100%)	— (0%)
<b>Total :</b>	<b>41066.01</b> <b>(100%)</b>	<b>29537.12</b> <b>(71.93%)</b>	<b>5666.20</b> <b>(19.18%)</b>	<b>23870.91</b> <b>(80.82%)</b>	<b>47</b> <b>(83.93%)</b>	<b>9</b> <b>(16.07%)</b>

a) Out of Tk. 24754.728 lac, Project aid was Tk. 16472.44 lac (Table-I)

b) Out of Tk. 4782.39 lac, Project aid was Tk. 4778.94 lac (Table-II)

Total: Tk. 21251.38 lac

46 GOB Population project under ADP and 10 NGO population projects outside ADP had altogether an allocation of Tk, 41066.01 lac for the period 1973-1982. Out of this, GOB Projects had a share of 86.30% and NGOs 13.70% during the same period. GOB Projects expended 69.85% of the allocated fund, whereas NGOs have incurred 84.99% of expenditure out of their total allocation. The investment and non-investment expenditure for GOB projects were 20.90% and 79.10% respectively, whereas, for NGOs investment and non-investment expenditure were 10.32% and 89.68% respectively. Hence, investment expenditure for GOB projects was higher. Regarding adequacy of fund, 80.43% replied in the affirmative and 19.57% in the negative in respect of GOB projects. But 100% responded in the affirmative in respect of NGO projects. In totality, 83.93% affirmative and 16.07% negative responses were made against 56 projects belonging to both GOB and NGOs regarding adequacy of fund.

### 3.7. Comparison of expenditure status between GOB and NGO Projects

Table-17 Comparison of component-wise expenditure of 46 GOB Population projects with 10 NGO Population projects with percentage upto 1982.

( in lac taka )

Components	46 GOB Pop. projects (Percentage of total utilized fund)	10 NGO Pop. Projects (Percentage of total utilized fund)	Total Expenditure
1. Salary and allowances of Officers and Establishment	12395.761 (50.07)	1448.23 (30.28)	13843.991
2. Medicine, MSR and contraceptives	2533.464 (10.23)	1852.55 (38.74)	4386.014
3. Construction (Civil Work)	4439.02 (17.93)	112.03 (2.34)	4551.05
4. Payment of Foreign Consultants	2902.904 (11.72)	2.61 (0.05)	2905.514
5. Other Programme activities including IEC, local training, Evaluation and Research	1179.586 (4.76)	645.55 (13.50)	1825.136
6. Equipment	360.545 (2.54)	48.74 (1.02)	679.285
7. Vehicles	102.946 (0.41)	332.92 (6.96)	435.866
1. Foreign Training	96.104 (0.38)	2.62 (0.05)	98.724
9. Overhead cost contingencies	474.393 (1.91)	337.16 (7.05)	811.558
<b>Total :</b>	<b>24754.728 (100%)</b>	<b>4782.39 (100%)</b>	<b>29537.12</b>

Table-17 shows that GOB population projects incurred highest expenditure (50.07%) on salary support for project personnel, whereas, NGO Project incurred highest expenditure (38.74%) on Medicine, MSR, and contraceptives. GOB projects had lowest expenditure for foreign training (0.38%), NGOs had also lowest expenditure for foreign training as well as foreign consultants (0.05%). NGOs spent more (7.05%) than GOB (1.91%) in absolute terms on account of overhead cost and contingencies. Again, NGOs spent more (13.05%) than GOB (4.76%) for other Programme activities including IEC, local training, evaluation and research. GOB Projects had the second highest expenditure incurred on "Construction", third highest on "Payment of Consultants"; NGOs had the second highest on "Salary support" and the third for "Other Programme Activities".

SECTION-IV

**DONORS PROVIDING ASSISTANCE  
TO POPULATION PROJECTS**

#### 4.1. Quantum of project assistance by donor agencies

Table-18 Donor-wise quantum of Project assistance (Disbursed) for Population Control and Family Planning Activities from 1972-1982 as per data collected from Donors.

Name of the Agency	AMOUNT OF PROJECT AID DISBURSED IN LAC US \$											Total %
	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	
1. USAID	—	43.53(a)					360.32 (39.73%)	22.53	74.95	136.51	269.61	907.45 (56)
2. UNFPA	0.14	—	2.14	9.12	12.269	21.643	18,202	44.38	60.43 (25%)	55.157	18.253	241.761 (14.94)
3. UNICEF	—	0.535	0.928	—	0.402	0.05	0.57	4.784	8.188	0.93	0.55	16.397 (1.05)
4. WHO	—	—	—	—	—	—	—	—	0.703	1.121	1.110	2.934 (0.18)
5. ADB	—	—	—	—	—	0.61	—	0.26	—	—	—	0.87 (0.053)
6. Ford Foundation	—	—	0.835	2.831	2.980	2.376	2.837	5.0	5.87	3.194	0.527	26.45 (1.63)
7. Asia Foundation	—	—	—	—	—	—	—	—	0.32	0.463	0.395	1.178 (0.073)
8. Path Finder Fund	—	—	—	—	—	—	0.728	0.824	3.52	4.868	—	9.98 (0.52)
9. World Bank with co-financiers namely, ODA, NORAD, FRG GON, GOA, CIDA, SIDA	—	—	—	—	12.640	12.60	53.850	85.920	60.85	91.260	93.50 (22.77%)	410.62 (25.38)
Total :	0.14 (0.008)	44.065 (2.72)	3.903 (0.24)	11.951 (0.74%)	28.318 (1.75%)	37.279 (2.30%)	436.607 (26.98%)	163.698 (10.12%)	214.831 (13.28%)	293.523 (18.14%)	383.945 (23.73)	1618.16 (100%)

(a) For the period 1973-77

Table-18 shows that nearly US \$ 1618.16 lac (\$ 161.816 million) has been received from 1972 to 1982 for population sector activities. Exchange rate between local currency and US dollar varied from time to time. In terms of local currency, the amount would be Tk. 28,700.49 lac. It appears that during the ten years period under study, the flow of aid to Bangladesh Population Control Programme was lowest in 1972, obviously for various reasons. During the early years, one can presume that attention was paid for more on rehabilitation and relief operations than on family planning in order to set the house in order. It appears that in 1978, 26.98% project aid was received, and this was the highest and the second highest was 23.73% in 1982, the third highest was 18.14% in 1981. Amongst the donors, USAID is at the top with 56% project aid provided for the programme, then stands World Bank with its seven co-financiers who provided 25.38%, followed by UNFPA with 14.94% contribution; the lowest contributor is Asian Development Bank with 0.053% assistance provided. Of the three Agencies USAID, UNFPA and World Bank with Co-donors, maximum assistance flowed in during the period as follows :

1. USAID in 1978, provided US \$ 360.32 lac which is 39.73% of their total contribution ( i.e. US \$ 907.45 lac ) ;
2. World Bank with co-financiers in 1982, provided US \$ 93.50 lac which is 22.77% of their total contribution ( i.e. \$ 410.62 lac ).
3. UNFPA in 1980, provided US \$ 60.43 lac which is 25% of their total contribution ( i.e. \$ 241.761 lac ).

SECTION-V

**PROJECT FINANCE CELL**  
**MINISTRY OF HEALTH & POPULATION CONTROL**

### 5.1. Disbursement status of Project Aid recorded by Project Finance Cell

Table-19 Status of disbursement from different Donors as recorded in the Project Finance Cell\*  
Population Control Wing, from 1975-76 to 1981-82.

( in lac US \$ )

Year	UNFPA	USAID	FRG/KFW	UK/ODM	NORWAY/ NURAD	CANADA/ CIDA	SWEDEN/ SIDA	IDA & Govt. Australia	Total	Total %
1975-76	1.602	—	0.015	—	—	0.165	—	12.456	14.238	2.61
1976-77	3.85	—	1.576	—	—	1.810	3.366	5.83	16.432	3.0
1977-78	6.11	—	24.287	—	—	2.71	3.074	23.772	59.933	10.97
1978-79	23.785	2.07	16.842	7.0	27.43	1.294	4.721	28.63	111.772	20.46
1979-80	15.194	6.299	2.10	3.0	6.191	2.020	4.715	42.764	82.283	15.06
1980-81	18.42	5.050	14.754	1.50	19.55	2.834	13.874	38.745	114.127	21.0
1981-82	24.564	28.888	61.784	7.058	8.23	—	5.398	11.055	146.977	26.90
<b>Total :</b>	93.525 (17.12%)	42.307 (7.74%)	121.338 (22.21%)	18.558 (3.40%)	61.401 (11.24%)	10.833 (1.98%)	35.148 (6.43%)	163.252 (29.88%)	246.362 (100%)	100

\*Project Finance Cell started functioning in 1976 as an ADP Project.

Table-19 shows that Project Finance Cell ( PFC ) of the Ministry of Health and Population Control ( P. C. Wing ) which started functioning in 1976 as an ADP project has to its record the receipt of US \$ 546.362 lac during the period from 1975-76 to 1981-82 period. It appears that Project Finance Cell dealt mostly with World Bank/IDA and its co-financiers which included FRG, UK, NORWAY, CANADA; Govt. of Australia. IDA and Govt. of Australia had joint-financing plan during the First Population Project period as reflected in the table. Project Finance Cell attempted to maintain records of both Project aid reimbursible taka as well as non-reimbursible component in respect of IDA and its co-donors ( FRG, UK, NORWAY, CANADA, SWEDEN & Australia ). But for USAID, it has not been able to do so, and same is the case with UNFPA. The Cell was not concerned with the transactions made by other donors namely, UNICEF, WHO, ADB, Asia Foundation, Ford Foundation etc. The records of Project Finance Cell, therefore, provide a partial picture. It was found, on review, that the PFC had no effective mechanism to (a) realise necessary reimbursement claim from Project Directors concerned and (b) obtain disbursement statement from the concerned donors, project-wise, upon the settlement of reimbursement claim. The PFC, as such, has to depend on the good will of the Project Directors and donors regarding the receipt of reimbursement claim/adjustment claims and disbursement slips.

As it appears, during 1975-76 to 1981-82, the highest contribution was made by IDA and Australia jointly ( 29.88% ), and the second highest was FRG ( 22.21% ), the third was UNFPA ( 17.12% ), the fourth USAID ( 7.74% ) and the lowest was CANADA ( 1.95% ). It may be mentioned that IDA money was soft loan ( credit ) and not grant, whereas, all other donors provided outright grant. Out of the total contribution of \$ 163.252 lac, IDA had contributed nearly 91% and the remaining 9% by Australia. It also appears that the largest contribution poured in 1981-82 was 26.90%, then in 1980-81, it was 21% and in 1978-79, it was 20.46%. It was the lowest in 1975-76 i. e. 2.61%.

SECTION-VI

**EXTERNAL RESOURCES DIVISION  
MINISTRY OF FINANCE**

### 6.1. Disbursement status of Project Aid recorded by ERD.

**Table-20 Donor-wise Project Assistance (disbursed) for Implementation of Population Control Programme from 1972-73 to 1981-82, as per data collected from ERD (a).**

Donor	Amount in lac US \$	Percentage in relation to total out lay
1. USAID	302.355	33.68
2. UNFPA	166.897	18.59
3. IDA <sup>(b)</sup>	85.411	9.52
4. FRG	78.594	8.76
5. Australia	71.276	7.94
6. Sweden	68.702	7.65
7. Norway	38.98	4.34
8. Ford Foundation	36.07	2.90
9. CANADA	25.946	2.89
10. UNICEF/WHO	14.626	1.63
11. U. K.	7.95	0.89
12. Netherland	5.132	0.43
13. Denmark	3.876	0.43
14. Asia Foundation	1.828	0.20
<b>Total :</b>	<b>897.643</b>	<b>100</b>

(a) Japan has also provided about US \$ 1.71 lac as Technical Assistance in terms of Advisory services, MSR, IEM materials, equipments, training abroad etc. during 1977-81.

(b) IDA provided soft-loan, while all other donors provided outright grant.

Table-20 is based on available data collected from External Resources Division, M/O. Finance. It appears that US \$ 897.643 lac ( or US \$ 89.764 million ) have been disbursed by various donors for population control activities from 1972-1982. Upon conversion of dollar into local currency, the amount stood at Tk. 15661.921 lac ( see conversion rate at Appendix Table-VI ).

It is also observed that during the period under study USAID made the largest contribution (33.68%) with its position as the No. 1, followed by UNFPA—the 2nd largest (18.59%), and IDA — the 3rd largest (9.52%) and the 4th was FRG (8.76%). If, however, IDA's contribution (soft loan) is merged with that of its co-financiers namely, FRG, Australia, Sweden, Norway, Canada, U. K. and Netherland under the First and 2nd Population Projects, it's position goes up with about 42 percent contribution. Nevertheless, IDA remains distinct as a lender of loans, not grant money.

## 6.2. Status of Utilization of Fund as reported by different Sources/Agencies.

Table-21 Status of Utilization of Project Aid As Reported by Different Agencies for the period 1972-1982.

Agencies/Sources	Amount in lac taka	US \$ in lac (by conversion)
1. Project Directors <sup>(a)</sup> Under ADP ( GOB Projects )	16472.44	950.238
2. NGOs <sup>(b)</sup> ( NGO Population Projects )	4778.94	277.454
3. Project Finance <sup>(c)</sup> Cell of P. C. Wing	10105.121	546.362
4. External <sup>(d)</sup> Resources Division	15661.921	897.643
5. Donors <sup>(e)</sup>	28700.49	1618.16

a) Since FY ; 1973-74

b) Since 1973

c) Since FY : 1975-76

d) Detailed table at Appendix-V

e) Since 1972 Japan has provided about US \$ 1,71 lac in Technical Assistance ( Advisory services, MSR, IEM materials, foreign training during 1977-81 ).

Table-21 provides a picture of aid utilization for both GOB Projects under ADP and NGO Projects outside ADP from 1973 upto 1982. The total expenditure against GOB plus NGO projects would be Tk. 21251.38 lac or US \$ 1227.692 lac (see conversion factor Table-VI at appendix). Amounts as reported by donors for both GOB and NGO Population Projects are much higher than what has been stated by local sources. Donors reported to have provided US \$ 1618.16 lac which, if converted to local currency, would be Tk. 28700.49 lac. Also utilization figures available from ERD do not coincide with that of the donors. It is obvious that a complete picture was not available from ERD ; data were collected with great difficulty from ERD and available records did not provide exact amount disbursed by donors to population projects within ADP or outside ADP. Only in recent days, ERD has introduced a strong monitoring cell/system for accountability of project aid flow and its utilization

Utilization status, as recorded in the Project Finance Cell is not comparable with either ERD or donors. Because, the Cell did not operate since 1972, nor kept record of 100% transactions made by all concerned donors. This point has also been explained earlier ( at para 1.7 Limitation ).

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Table-V at the Appendix provides for donor-wise status of project aid as per record available at the time of collection of data for this study.

SECTION-VI:

**COMPARISON OF PROJECT COST  
ADP ALLOCATION AND UTILIZATION**

## **7.1. A Comparison of Project Cost, ADP allocation and utilization project-wise**

### **Methodology :**

In order to draw a comparative picture in respect of total project cost, total ADP allocations and utilization of ADP allocations, thirteen population projects which completed full project period, i.e., upto June 1980, were selected randomly as follows :-

"A" Category Project : 5

"B" Category Project : 5

"C" Category Project : 3

The purpose was to see the difference between the estimated project cost for a full term of project life, ( in this case upto June '80 ), ADP allocations and utilization of ADP allocations for the same period. Regarding sources of data collection, it may be stated that total cost for each selected project was taken from ADP 1979-80, the terminal year of the Two-Year Plan period in continuation of the First Five Year Plan ( 1973-78 ). Annual allocation of fund for each selected Project was taken from concerned ADPs, and the utilization status of allocated fund for the selected projects for the period in question, was obtained from respondents/concerned Project Directors.

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### **Definitions :**

"A" Category Project means : Project cost upto Tk. 50 lac.

"B" Category Project means : Project cost above Tk. 50 lac and upto Tk. 200 lac.

"C" Category Project means : Project cost above Tk. 200 lac.

The above definitions have been modified in 1982.

a) IDA combined co-donors namely, Australia, Canada, Sweden, Norway, Netherland, UK and FRG,

**Table-22 A Comparison of Project Cost, ADP Allocations and Utilization Status for the Period upto June, 1980**

( Figures in lac taka )

Project Title	Total Project cost	ADP allocation upto June 1980 (percent in relation to Total Project Cost.)	Total expenditure upto June 1980 (percent in relation to ADP allocations.)	Percent utilization in relation to total project cost
<b>"A" Category Projects</b>				
1. Planning Cell	22.00	24.50 (111.36)	16.54 (67.51)	75.18
2. Use of Voluntary Organizations for FP Activities.	50.00	50.00 (100.00)	0.60 ( 1.20)	1.20
3. Special Project : Vulnerable Group-Feeding Programme for MCH-FP	50.00	55.92 (111.84)	45.52 (81.40)	90.04
4. Population Activities in Organized Sector.	50.00	62.00 (124.00)	30.31 (48.88)	60.62
5. Population Activities through Agri-extension workers	42.03	56.50 (134.42)	32.35 (57.25)	76.36
<b>"B" Category Projects</b>				
6. Training of FPAs and FWAs	90.00	51.25 (56.94)	16.85 (32.87)	18.72
7. Zero Population Growth Project	194.29	173.00 (89.04)	185.59 (106.93)	95.52
8. National Institute of Population Research and Training.	77.80	96.15 (123.58)	60.79 (63.22)	78.13
9. Mobile Sterilization Team	146.98	147.55 (100.38)	86.89 (58.18)	59.11
10. Strengthening of MCH Programme	119.00	144.00 (121.00)	46.24 (32.11)	38.85
<b>"C" Category Projects</b>				
11. Family Planning Scheme	9497.90	9235.90 (97.24)	8775.39 (95.01)	92.39
12. Voluntary Sterilization Programme	1037.00	1187.00 (114.46)	252.67 (21.28)	24.36
13. Establishment of eight FWV Training Institutes	807.60	796.00 (98.56)	615.72 (77.35)	76.24
<b>Total :</b>	<b>12184.60</b>	<b>12079.77</b> (99.13)	<b>10165.46</b> (84.15)	<b>83.42</b>

Table-22 shows that upto Juno 1980, "A" category projects have received higher allocation in terms of percentage compared to "B" and "C" category projects. All the five "A" category projects have received between 100 to 134.42 percent allocations, whereas, two out of five "B" category projects have received below 100 percent (56.94% and 89.04%), and three exceeded 100 percent, one having received 123.58 percent allocation. Of the three "C" category projects, two have received allocation less than 100 percent and one above 100 percent (114.46%). The highest allocation in terms of percentage (134.42%) in the combined list of three categories projects, was received by the Project entitled "Population Activities through Agri-Extension workers", and lowest (56.94%) by the Project "Training of FPAs and FWAs", in relation to total project cost.

In terms of utilization of the allocated amount, lowest utilization was 1.20 percent by an "A" category project namely, "Use of Voluntary Organizations for FP activities, second lowest 21.28 percent by a "C" category project namely, "Voluntary Sterilization Programme and third lowest was 32.11 percent by a "B" category project called "Strengthening MCH Programme". The highest utilization of allocated fund was made by a "B" category project "Zero Population Growth" (106.93%) and second highest by a "C" category project "Family Planning Scheme" (95.01%) and third highest was by an "A" category project namely, "Special Project: Vulnerable Group Feeding Programme for MCH-FP" (81.40%).

SECTION-VIII

**OBSERVATIONS AND RECOMMENDATIONS**

## **8. OBSERVATIONS AND RECOMMENDATIONS**

### **8.1. Observations**

- 8.1.1.** The study aimed at bridging the gap of information regarding the quantum of external assistance received after liberation of Bangladesh in the Population Control and Family Planning Sector including Government and NGO sub-sectors in order to get an overall picture of resource utilization. For want of proper documentation and reconciliation of data, relating to annual financial allocation and expenditure, both project-wise and component-wise, within the ADP or outside the ADP framework, it was almost an impossible task to fulfill the study objectives. The study, although a delayed endeavour, was, however, pursued tenaciously and it provided the study group with a mixed experience of pleasure and displeasure, hopes and frustrations.
- 8.1.2.** The collection of data on the set questionnaires was found more difficult in respect of GOB projects than NGO projects and it was not easy to obtain data from ERD. Although it was time-consuming, donors' response to the questionnaire was satisfactory. Apart from the collection of data from relevant sources namely, Project Directors of GOB and NGO Projects, Finance Cell, ERD and Donors, post-interview discussions were held in an informal situation. Also informal verification of data collected was done as far as possible.
- 8.1.3.** The problem which was encountered often, was mainly the habitual practice of referring to the tier below for collection of information. Nevertheless, the respondents had no option but to give his own reply to opinion-type of questions.
- 8.1.4** Respondents have given their opinion about the adequacy of fund for project activities and also identified reasons for not having adequate fund; they have also identified reasons for non-utilization of the allocated fund in full. Their opinions about the achievements of project goals ( 83% positive about GOB projects ) and identification of priority areas having need for foreign assistance in the population sector projects seemed to be convincing and give us new knowledge and thoughts for action.

- 8.1.5. The findings regarding utilization of fund for both GOB and NGO population projects of about Tk. 29537.12 lac ( 71.93%, Table-16 ), of which project aid amounted to Tk, 21251.38 lac, during the years: 1973-1982 are important information for us. Again, the comparison of component-wise expenditure of 46 GOB Population Projects with those of 10 NGO Projects gives us an idea of their expenditure pattern. It is noteworthy that GOB projects spent about 10.23% of the total utilized fund for medicine, MSR and contraceptives whereas, NGO projects have spent about 38.74% for the same purpose. Similarly, GOB projects have spent 17.93% of the total utilized fund for construction but NGO projects spent only 2.34% for the same purpose. Overhead cost contingencies was lower (1.91%) for GOB projects, whereas, it was much higher ( 7.05% ) for NGOs, what is most striking is that GOB population projects incurred about 50.07% of the total utilized fund for payment of salaries of officers and establishment, whereas, NGO projects did spend about 30.28% of fund for this purpose ( see table 17 ).
- 8.1.6. Donors accounted for an amount of US \$ 1618.16 lac ( 161.8 million US \$ ) as contribution to population programme from 1973-82, and it is an indication of their ability to maintain a reasonably satisfactory record of financial transactions. But whatever records available with GOB and NGO Project Directors, ERD and Project Finance Cell etc. do not provide a matching picture with that of the donors. Only records of allocation of funds for population projects, as at our disposal, ( Table-16, 11, 1 ) provide a somewhat satisfactory data-base for the purpose of comparison. It is obvious that a complete picture or a comprehensive data base cannot be had from any one or more than one sources regarding utilization of project assistance for Bangladesh Population Control Programme. Data have not been preserved in time to do so and there was no conscious attempt by the concerned Project Officer. As such, records have not yet been built-up in this direction.

## **8.2. Recommendations**

- 8.2.1.** In view of the experiences gathered by now, it is necessary to devise a system of accounts-keeping which may include a bound Register in the office of the Project Director/Officer entitled "UTILISATION OF FUND" to be used to record quarterly expenditure with item-wise breakup for both Project aid as well as GOB taka. A proforma may be developed to enlist such information as allocation of fund ( Project aid reimbursible Taka, Project aid foreign exchange/non-reimbursible, GOB Taka ), component-wise utilization, sources of funding, status of re-imburement claim etc. Periodical checking of Registers and review of the system of accounts-keeping would help improve performance of the Project office.
- 8.2.2.** The Project Finance Cell of the Ministry may regularly collect and compile these information from all population related projects in order to reconcile expenditure statements relating to Project assistance and reimbursement claim and subsequent disbursement by the donors. Quarterly meeting ( Tripartite review ) may be held to review the situation and PFC may be given the responsibility to organise such meeting with Project Directors, donors and concerned officials of the Ministry.
- 8.2.3.** Concerned donors may be requested to furnish disbursement status of project aid in respect of GOB and NGO population projects quarterly to Project Finance Cell under intimation to the Project Directors concerned.
- 8.2.4.** A small study may be conducted annually with a view to reconciling allocation and utilization of funds, particularly Project aid project-wise under the Population Control Sector.

SECTION-IX  
**APPENDICES**

## **9. APPENDIX TABLES I TO VI**

Table-I Project-wise allocation of fund and its utilization status for the period 1973 to 1982, as reported by Project Directors of GOB Population Projects.

Title of the Projects	ALLOCATION IN LAC TAKA <sup>(b)</sup>				UTILIZATION IN LAC TAKA <sup>(c)</sup>				Percent utilized	
	GOB	PA Reimb.	PA Non-Reimb.	Total	GOB	PA Reimb.	PA Non-Reimb.	Total		
<b>M/O. Health &amp; Pop. Control</b>										
1. Family Planning Scheme	6355.75	3834.00	4310.00	14499.75	6264.75	3715.88	3518.39	13499.02	93.09	
2. Voluntary Sterilization Prog.	1637.00	1310.00	524.00	3462.00	635.17	1275.29	544.00	2454.46	70.90	
3. Esttb. of eight Family Welfare Visitors Training Institute.	130.00	1103.00	26.55	1259.55	28.89	873.60	21.11	923.60	73.32	
4. Construction of 19 Trg. Centres for FPAs & FWAS Training	30.00	180.00	10.00	220.00	17.95	161.56	—	179.51	81.59	
5. Construction of Addl. Class rooms for FwvTI, Barisal.	—	70.00	—	70.00	—	35.90	—	35.90	51.28	
6. Strengthening IUD Programme <sup>(a)</sup>	48.00	—	—	48.00	5.98	—	—	5.98	12.46	
7. Sterilization Surveillance Team	10.00	25.00	30.00	65.00	2.51	11.83	19.73	34.07	52.41	
8. Family Planning through Shannirvar movement	4.00	89.00	4.00	97.00	1.20	85.69	1.38	88.27	91.00	
9. Special Project : Vulnerable group Feeding Programme for MCH-FP	69.37	47.00	4.00	120.37	65.43	38.39	0.67	104.49	86.80	
10. TBA Training Project	—	—	90.00	90.00	—	—	152.94	152.94	169.93	

a) The Project "Strengthening IUD Programme" was later revised with financing from USAID.

b) By allocation the respondents meant released amount of fund.

c) Respondents reported amount of fund utilized out of released amount of fund.

Title of the Project	ALLOCATION IN LAC TAKA				UTILIZATION IN LAC TAKA				Percent utilized
	GOB	PA Reimb.	PA Non-Reimb.	Total	GOB	PA Reimb.	PA Non-Reimb.	Total	
11. Esttb. Union FWC in Rural Bangladesh	125.00	2373.50	75.00	2573.50	125.00	2331.97	150.00	2606.97	101.30
12. Construction Management Cell.	—	28.00	—	28.00	—	25.36	—	25.36	90.57
13. ZPG/CIFPA Project	161.59	—	—	161.59	145.52	—	50.28	195.80	121.17
14. Strengthening IEM Unit	45.00	208.50	82.50	336.00	26.97	192.00	52.50	271.47	80.79
15. Use of Folk Talent in FP Publicity	—	30.00	—	30.00	—	27.46	—	27.46	91.53
16. Population Information Service (PIS)	2.00	18.00	—	20.00	—	15.86	3.50	19.36	96.80
17. Training & Utilization of the Members of Gram Sarker	40.00	—	—	40.00	9.996	—	—	9.996	24.97
18. A study of Family life and Family Welfare from Islamic point of view	43.00	61.00	57.00	161.00	21.00	22.74	—	43.74	27.16
19. Planning Cell	19.00	12.00	3.50	34.50	18.55	12.27	—	30.82	89.33
20. Use of Voluntary organization for FP activities	—	17.00	—	17.00	—	15.87	—	15.87	93.35
21. Esttb. of Warehousing and Distribution Facilities	90.00	45.00	35.00	170.00	59.67	21.56	30.00	111.23	65.42
22. Construction of two Regional Ware houses at Bogra & Khulna	90.00	—	—	90.00	65.83	—	—	65.83	73.14
23. Matlab MCH-FP Extension Project	—	22.00	—	22.00	—	22.00	—	22.00	100.00
24. Strengthening MCH Programme	75.00	45.00	150.00	270.00	75.00	45.00	175.00	295.00	109.26
25. Strengthening Project Finance Cell	16.12	16.44	—	32.56	13.60	14.71	—	28.31	86.95
26. Training of FPAs, FWAs & FWWs.	—	137.00	—	137.00	—	135.82	—	135.82	99.14
27. Strengthening of Service Statistics Cell	55.00	80.00	25.00	160.00	35.27	55.43	32.79	123.49	77.18

Title of the Project	ALLOCATION IN LAC TAKA				UTILIZATION IN LAC TAKA				Percent utilized	
	GOB	PA Reimb.	PA Non-Reimb.	Total	GOB	PA Reimb.	PA Non-Reimb.	Total		
28. National Institute of Population Research & Training (NIPORT)	59.035	43.00	24.00	126.035	48.73	39.26	24.00	111.99	88.85	
29. Strengthening of FWV Training Programme.	30.00	168.00	17.00	215.00	30.04	156.56	5.54	192.14	89.36	
<b>Health Wing</b>										
30. Family Health & Manpower Development	—	1.15	—	1.15	—	—	—	—	0.0	
31. Strengthening BPDU	—	29.00	—	29.00	—	25.39	—	25.93	89.41	
32. Strengthening Health Information Unit	—	3.00	45.00	48.00	—	0.83	—	0.83	1.73	
33. Esttb. of Four Model Family Planning Clinics attached to Medical Colleges	7.00	207.95	—	214.95	5.76	177.46	37.54	220.76	102.70	
34. Strengthening Health Education Programme	—	20.00	35.00	55.00	—	15.17	18.84	34.01	61.83	
<b>M/O. Planning</b>										
35. Population & Development Planning Unit	—	10.00	10.00	20.00	—	6.13	9.86	15.99	79.95	
36. Population Study Centre	98.00	—	68.00	166.00	95.04	—	66.65	161.69	97.40	
37. External Evaluation Unit	—	34.00	12.00	46.00	—	32.01	13.57	45.58	99.08	
38. Bangladesh Population Housing Census	30.50	212.00	263.75	506.25	22.65	212.00	253.74	488.39	92.53	
<b>M/O. Industries &amp; Labour</b>										
39. Population & Family Education for organized Sector through IRI	—	8.00	7.00	15.00	—	7.41	6.12	13.53	90.19	
40. Population & Family Welfare Motivation & Services in Industries	—	59.00	15.50	74.50	—	56.95	6.68	63.63	85.93	

Title of the Project	ALLOCATION IN LAC TAKA				UTILIZATION IN LAC TAKA				Percent utilized	
	GOB	PA Reimb.	PA Non-Reimb.	Total	GOB	PA Reimb.	PA Non-Reimb.	Total		
<b>M/O. Information</b>										
41. Population Project Cell	—	4.00	—	4.00	—	4.00	—	4.00	100.00	
42. Strengthening the Deptt. of Films & Publication for FP activities	201.84	163.00	207.00	571.84	190.76	153.13	188.92	532.81	93.17	
43. Esttb. of Population Planning Cell Radio Bangladesh	18.00	124.00	—	142.00	—	113.08	22.25	135.33	95.30	
<b>M/O. Local Govt. &amp; Cooperative</b>										
44. Population Planning & Rural Women's Cooperative	20.00	300.00	30.00	350.00	10.00	295.44	18.00	323.44	92.41	
45. Use of Rural Mothers Centre for Population Activities	20.00	185.92	100.00	305.92	9.00	178.68	100.81	288.49	97.57	
<b>M/O. Women's Affairs</b>										
46. Use of Womens Vocational Training for Population	17.02	227.64	10.01	254.67	17.02	208.93	9.83	235.78	92.58	
<b>M/O. Agriculture</b>										
47. Population Education for Agricultural Extension Workers	—	10.00	1.00	11.00	—	9.64	1.00	10.64	96.72	
<b>M/O. Education</b>										
48. Introduction of Population Education in formal school system in Bangladesh	243.00	124.00	68.65	435.65	234.35	90.35	17.65	342.99	78.73	
<b>Total :</b>	9789.725	11676.10 <sup>(a)</sup>	6340.46 <sup>(a)</sup>	27806.285	8282.276	10919.15	5535.29	24754.72		

(a) Taka PA = Tk. 18016.56 (Tk. 1167.10 + Tk. 6340.46) as reported by the concerned Project/Directors/Respondents, whereas in ADP the amount has been shown to be Tk. 19915.00 lac (Table-1) and this indicates underreporting by the respondents.

Table-II

Component-wise Utilization of Allocated Fund during the period 1973-1982.  
for GOB Population Projects

Components	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Total & %
1. Salary of Officer and Establishment	NA	139.70	225.02	496.39	693.35	1726.75	1852.09	1841.72	2783.753	2646.988	12395.761 (50.07)
2. Payment of Foreign Consultant	NA	127.06	118.97	480.87	467.59	203.78	376.90	424.26	402.431	301.043	2902.904 (11.72)
3. Foreign Training	NA	—	—	10.50	9.75	2.44	.04	—	18.068	55.306	96.104 (0.38)
4. Vehicles	NA	—	—	7.89	24.36	0.65	3.22	28.81	10.399	27.617	102.946 (0.41)
5. Medicine/MSR and Contraceptives	NA	—	—	—	—	10.00	233.63	452.82	756.836	1080.178	2533.464 (10.23)
6. Equipment	NA	—	8.68	188.14	148.54	28.53	13.50	10.41	121.756	110.983	630.545 (2.54)
7. Construction	NA	—	—	12.74	31.69	116.18	150.07	1143.59	1018.728	1936.022	4439.02 (17.93)
8. Other programme activities including local trg. IEC, evaluation, research etc.	NA	—	7.24	16.49	52.55	73.60	97.24	157.59	459.165	315.711	1179.586 (4.76)
9. Overhead cost contingencies.	NA	—	4.62	4.12	9.89	34.73	57.09	88.20	162.765	112.983	474.398 (1.91)
Total :	NA	266.76	364.53	1217.14	1457.72	2196.66	2783.78	4147.40	5733.90	6586.837	24754.728 (100%)

Table—III

Project-wise Allocation and Utilization of Funds from 1973 to 1982 by  
Non-Government Organizations (NGOs) having MCH-FP Activities.

Title of the Project/Organization	ALLOCATION IN LAC TAKA				UTILIZATION IN LAC TAKA				Percent utilized
	GOB	PA Reimb. Taka	PA FE Non- Reimb.	Total %	GOB	PA Reimb. Taka	PA FE Non- Reimb.	Total %	
1. Bangladesh Family Planning Association (BFPA)	—	494.28	174.52	668.80 (11.89)	—	433.18	174.52	607.70 (12.71)	90.86
2. Bangladesh Association for Voluntary Sterilization (BAVS)	—	794.70	14.82	809.52 (14.39)	—	721.84	14.82	736.66 (15.40)	91.00
3. Social Marketing Project (SMP)	—	992.52	1878.76	2871.28 (51.0)	—	871.15	1578.19	2449.34 (51.21)	85.30
4. Concerned Women's Family Planning Project.	1.63	140.90	2.45	144.98 ( 2.56)	1.63	109.59	2.45	113.67 ( 2.38)	78.40
5. Bangladesh Rural Advancement Committee (BRAC)	—	28.69	—	28.69 ( 0.50)	—	28.69	—	28.69 ( 0.60)	100
6. Family Planning Services and Training Centre (FPSTC)	1.82	112.08	4.65	118.55 ( 2.11)	1.82	73.72	4.65	80.19 ( 1.68)	67.64
7. New Life Centre	—	45.74	3.50	49.24 ( 0.87)	—	44.71	3.50	48.21 ( 1.0)	97.90
8. Radda Barnen (MCH Project)	—	379.00	—	379.00 ( 6.73)	—	325.53	—	325.53 ( 6.80)	85.89
9. Family Planning Project of Mennonite Central Committee (MCC)	—	77.00	—	77.00 ( 1.37)	—	77.00	—	77.00 ( 1.61)	100
10. Christian Health Care Project (CHCP)	—	466.45	13.50	479.95 ( 8.53)	—	301.90	13.50	315.40 ( 6.59)	67.72
Total	3.45	3531.36	2092.20	5627.01 (100%)	3.45	2987.31	1791.63	4782.39 (100%)	84.99

Table-IV

## Component-wise utilization of fund during the period 1973-1982 by NGOs

Components	( In Lac Taka )										Total & Percentage
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	
1. Salary of Officers and Establishment	5.97	11.26	38.1	64.32	95.68	134.28	219.36	303.74	325.64	249.88	1448.23 (30.28)
2. Payment of foreign consultant	—	1.21	0.62	0.78	—	—	—	—	—	—	2.61 (.05)
3. Foreign Training	—	—	0.23	0.27	0.78	0.22	0.48	0.50	0.09	0.05	2.62 (.05)
4. Vehicles	1.15	5.4	6.47	16.11	15.44	30.71	50.50	54.37	80.01	72.76	332.92 (6.96)
5. Medicine/MSR & Contraceptives	3.25	9.22	40.49	88.16	138.06	106.37	262.48	349.50	472.47	382.55	1852.55 (38.74)
6. Equipment	0.75	2.78	6.48	5.84	7.45	4.52	6.14	6.35	6.74	1.69	48.74 (1.02)
7. Construction	0.78	5.49	1.68	8.24	20.89	8.62	18.46	17.57	22.03	8.25	112.03 (2.34)
8. Other Programme cost including local training, IEC, evaluation, research etc.	2.73	5.40	11.50	26.41	17.16	59.80	41.69	183.79	182.88	114.19	645.55 (13.50)
9. Overhead cost contingencies	1.55	6.2	10.95	13.51	26.80	26.20	77.93	67.18	79.94	26.83	337.16 (7.06)
<b>Total :</b>	<b>16.18</b> (0.33%)	<b>46.95</b> (0.98%)	<b>116.52</b> (2.44%)	<b>223.72</b> (4.68%)	<b>322.20</b> (6.75%)	<b>370.72</b> (7.75%)	<b>677.04</b> (14.15%)	<b>983.00</b> (20.55%)	<b>1169.80</b> (24.46%)	<b>856.20</b> (17.90%)	<b>4782.39</b> (100%)

Table-V

Donor-wise Assistance ( Disbursed ) for the Population Control Programme from 1972 to 1982, Collected from ERD.

( in lac US \$ )

Name of the Donor	1972-June '77	1977-78	1978-79	1979-80	1980-81	1981-82	Total
1. I D A	12.926	7.157	12.524	10.788	29.406	12.610	85.411
2. CANADA	2.00	5.35	5.83	—	4.906	7.86	25.946
3. F R G	—	5.743	7.50	5.00	5.081	55.27	78.594
4. Australia	14.449	2.661	2.50	50.00	0.833	0.833	71.276
5. Denmark	3.876	—	—	—	—	—	3.876
6. Netherland	—	—	—	—	2.048	3.084	5.132
7. Sweden	15.555	—	0.707	15.00	7.78	29.66	68.702
8. Norway	0.20	8.00	0.60	0.18	—	30.00	38.98
9. USAID	70.535	32.79	68.05	10.00	50.98	70.00	302.355
10. UK	—	0.95	7.00	—	—	—	7.95
11. UNFPA	63.492	4.65	9.005	4.98	55.28	29.49	166.897
12. UNICEF & WHO	5.55	3.456	—	—	5.62	—	14.626
13. Asia Foundation	—	—	—	0.32	0.40	1.108	1.828
14. Ford Foundation	9.02	2.80	5.02	5.50	3.20	0.53	26.07
<b>Total</b> :	<b>197.603</b>	<b>73.557</b>	<b>118.736</b>	<b>101.768</b>	<b>165.534</b>	<b>240.445</b>	<b>897.643</b>
<b>Converted to Taka</b> :	<b>2333.296</b>	<b>1121.744</b>	<b>1854.656</b>	<b>1648.642</b>	<b>3327.233</b>	<b>5376.350</b>	<b>15661.921</b>

**Table-VI Exchange rate between Taka and US \$  
( approximate ) used in the study.**

1972-73	:	US \$	1	=	Tk.	7.68
1974	;	US \$	1	=	Tk.	8.01
1975	;	US \$	1	=	Tk.	12.96
1976	:	US \$	1	=	Tk.	15.27
1977	;	US \$	1	=	Tk.	15.12
1978	:	US \$	1	=	Tk.	15.25
1979	:	US \$	1	=	Tk.	15.62
1980	:	US \$	1	=	Tk.	16.20
1981	:	US \$	1	=	Tk.	20.10
1982	;	US \$	1	=	Tk.	22.36

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### **9.3. LIST OF INTERVIEWERS AND TRAINERS**

#### **Trainers**

<b>Janab Jalaluddin Ahmed</b>	<b>Additional Secretary, Population Control Wing M/O. Health &amp; Population Control.</b>
<b>Mr. D. K. Nath</b>	<b>Deputy Secretary (Coordination), Population Control Wing.</b>
<b>Md. Nawab Ali</b>	<b>Director (Research), NIPORT.</b>
<b>Md. Azizul Karim</b>	<b>Deputy Chief, Population Wing, M/O. Health &amp; Population Control.</b>
<b>M. Mohiuddin Abdullah</b>	<b>Asstt. Chief (cc), Population Control Wing.</b>
<b>Ms. Sadia Khatun</b>	<b>Research Officer, Population Control Wing.</b>
<b>Ms. Shahrin Afrose</b>	<b>Research Officer, Population Control Wing.</b>

#### **Interviewers**

<b>Mr. Nurul Islam</b>	<b>B.Sc. (Hons.) MSS in Sociology.</b>
<b>Sree Fanindra Chandra Shah</b>	<b>M.Sc. in Psychology.</b>
<b>Mr. Md. Abdul Quddus</b>	<b>B.Sc. (Hons.), MSS in Economics.</b>
<b>Mr. A. B. Khondkar Gulam Kibria</b>	<b>B.Sc. (Hons.), MSS in Sociology.</b>
<b>Mr. Abdul Aziz Molla</b>	<b>B. A. (Hons.), MA in Philosophy</b>
<b>Mr. Abdur Rouf</b>	<b>B. A.</b>